

March 3, 2016

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Re: CONSOLIDATED COMMENTS ON STADIUM SHOPPING CENTRE DP APPLICATION
DP2016-0305 dated January 28, 2016

The University Heights Community Association (UHCA) submits this consolidation of comment on DP2016-0305 dated January 28, 2016 which expands on areas of significant concern identified in our previous letter of February 21, 2016, and details new issues communicated to us by the residents of University Heights Community at the recent open house, and other communications.

A strong theme underlying many of the concerns is the cumulative effect of multiple large scale major developments in the immediate area. Each new development increases the pressure on community infrastructure and the quality of life of community residents. For example: The following outlines some of the population pressures affecting University Heights:

- A. Existing developments and institutions within a 1 km distance around the boundary of University Heights Community include:
 - 1. University of Calgary
 - a) 31,000 Students
 - b) 5,000 faculty and staff
 - c) 10,000 continuing education students
 - d) 20,000 clients at outdoor centre
 - 2. Foothills Medical Centre (w/o Cancer Centre)
 - a) 15,000 employees
 - b) 1,800 physicians
 - c) 1,000 volunteers
 - d) 700,000 outpatient visits per year (1,900/day, 365 days/yr)
 - e) unknown daily visitor trips
 - 3. Alberta Children's Hospital
 - a) 1,300 employees
 - b) 360,000 outpatient visits per year (1,000/day, 365 days/yr)
- B. Future developments and institutions within a 1 km distance around the boundary of University Heights Community include:
 - 1. U of C - future population growth and attendant increases in faculty and staff
 - 2. University District - 15,000 live and work (in a development minimizing parking)

3. Cancer Centre - substantial addition to staff and patients
4. Multi-Sport Field House and related development - staff, users and fans
5. Stadium Shopping Centre – substantial population growth including new residents, medical and other offices, hotel and retail.

In this context, we respectfully request that the City of Calgary consider the following comments:

- I. PARKING REQUIREMENTS - The parking arrangements proposed with respect to both surface and underground parking in the Stadium Shopping Centre redevelopment appear to be inadequate. Western Securities quotes one or more parking studies which claim to adequately address parking requirements, but as you know, they have not been made available to the UHCA.

The parking demand on University Heights streets is already strained and will only increase with additional development. Where parking is uncontrolled, such as on Uxbridge Drive in front of Our Lady Queen of Peace Church and in the adjacent lane, 100% of all available parking spaces are currently occupied for the entire day.

Concerns include:

- A. Parking demand on University Heights Community streets has not been analyzed for any of these developments, and certainly not on a cumulative basis. Approximately 60,000 people work at and attend the surrounding developments and institutions currently, with that number expecting to rise by an additional 30,000 people once all identified developments are completed. Parking in the community by individuals attending developments and institutions on the periphery of the community is only understood anecdotally. The wait list for staff parking at Foothills Medical Centre is over 1000 requests long. A regional parking demand study is requested.
- B. Community residents attempt to control out of community parking on community streets through the use of restricted parking measures (ie limited time parking, permit parking). Assurance is requested from the City that the community can continue to improve upon the existing parking measures within existing guidelines which measures will not be withdrawn by the City in the future as parking demand increases.
- C. On street parking in the portion of University Heights across Uxbridge Drive from Stadium Shopping Centre in the area of the community dominated by multi residential complexes is expected to become the intercept parking lot for the Stadium Shopping Centre. Because of the multi residential nature of the residences here, we understand that parking control options are limited. Insufficient parking, but more importantly parking fees charged at the new development will drive patrons into this area. Students attending the university and many families with young children live here. Parkers not willing to pay for parking at the Stadium Shopping Centre site will circulate through this and other parts of the community seeking parking, and creating a safety hazard for the children and students. This is an unsatisfactory response to the parking issues arising from the Stadium Shopping Centre redevelopment.
- D. On street parking on the east side of Uxbridge Drive north of the proposed roundabout will be reduced. A request is made to review the design of the roundabout to determine if design adjustments can be made to reinstate such parking.
- E. Bylaw requires 1602 stalls while only 1207 stalls are proposed. It is not clear what reductions in stall requirements the City is allowing and what relaxations Western

Securities is requesting. Please advise what reductions and relaxations are being allowed, and the rationale for allowing such reductions and relaxations. While we understand that Western Securities has verbally communicated that 1207 stalls is sufficient, the UHCA has no data to understand the basis for their position.

- F. Inadequate onsite parking promotes on street parking, with our community becoming the defacto intercept lot (such as those supplied by the City in respect of downtown developments). The Stadium Shopping Centre redevelopment will occur completely inside a residential community that is not adjacent to downtown. Stadium Shopping Centre is a Neighbourhood Activity Centre as set out in the Municipal Development Plan and the UHCA requests that protocols utilized in assessing parking demand reflect that context.
 - G. Additional short term surface parking would be advantageous with respect to accessing retail businesses. While we appreciate the massing of the medical offices in a single building, we suggest that a lay-by for drop off and pickup of disabled individuals should be constructed close to the building. This lay-by should be large enough to accommodate more than one HandiBus at a time and simultaneous short term access to private vehicles transporting the disabled. If this short term access is not provided, then private vehicles, during drop-off or pickup, will likely occupy an onsite traffic lane and may obstruct following traffic.
 - H. Car2Go and other car sharing systems should be accommodated within the complex with additional surface parking stalls, and in parkade stalls.
 - I. It is unclear if raised roof minivans utilized by many disabled individuals will be able to access the parkade due to height restrictions. Regardless, there are insufficient surface stalls designated for disabled access. Given the additional requirements of individuals accessing these stalls, they should be designated for longer term parking than typical short term parking regulations allow.
 - J. Additional comments with respect to recommended improvements for access and use of the complex by disabled individuals have been/are being submitted under separate cover by Peter Thomas of UHCA. The UHCA endorses these recommendations.
- II. TRAFFIC - Uxbridge Drive at 16th Avenue is the primary access and egress route for residents of University Heights to and from their homes. As outlined in more detail below, three intersections on the southern portion of Uxbridge Drive are slated for upgrades. Anticipated increased traffic congestion at these sites caused by the redevelopment of Stadium Shopping Centre will prevent timely access and egress to and from the community, will interfere with community access for emergency vehicles, and is a significant safety concern with respect to children and university students living in the southeast portion of the community as they walk to and from the adjacent schools or university campus.

Concerns include:

- A. Traffic volumes at morning, noon and evening rush hour including those at the end of the school day (13 busses and numerous vehicles) coinciding with the 3 p.m. shift change at the hospitals, threaten to result in the failure of some or all of the Uxbridge/16th Avenue, the Uxbridge/Ulster and the Uxbridge/Unwin intersections. Currently these intersections are greatly compromised at 9am and 3pm with the arrival and departure of students at Westmount Charter School and University Elementary School due to increases in school bus and private vehicle traffic. Notwithstanding the proposed upgrades, the UHCA remains concerned that pedestrian and cyclist safety will be compromised and that the

development will prevent timely access and egress to and from our community, and interfere with access and egress for emergency vehicles, particularly where the street is reduced to one lane by virtue of the proposed roundabout design.

- B. With the projected increases in traffic volumes, the adjacent intersections of Usher Road/Unwin Rd and Unwin Road/University Drive will be similarly compromised. At current traffic volumes, and at peak times, egress from Usher Road onto Unwin Road to access the Unwin Road and University Drive intersection is prevented by cars queuing on Unwin Road at the traffic light controlling access to University Drive. This situation will get worse as traffic increases until utilizing Usher Road as an exit from the community is no longer effective. Moving the bus stop located on Unwin Road adjacent to University Drive around to University Drive would improve drivers' view of this intersection however, there is no clear plan for how adequate egress from the community along Usher Road will be maintained.
- C. As previously noted, we understand that a Parking Demand Study was undertaken to account for the reduced parking being contemplated in the development, but unfortunately it has not been made available for review. Some residents' concerns may be alleviated if the proposals of the developer with respect to the parking situation was backed up by the hard data presumably contained in this report. Could the City persuade or lobby the developer to release the study immediately?
- D. The lack of a transit bus lay-by on southbound Uxbridge south of its intersection with Unwin Road will interfere with the flow of traffic and we respectfully request an amendment to include one. The significant number of riders, including a material portion of the adjacent school population accessing the City bus at this location, would result in a delay with the consequence of traffic flow failure.
- E. The lack of a bus lay-by on northbound Uxbridge immediately north of 16th Ave will interfere with the flow of traffic north to the roundabout, where traffic shrinks to a single lane. This absence of a bus lay-by occurs at the critical entry point to University Heights and accordingly, we request an amendment to include one.
- F. On-site traffic congestion generated by interactions at surface level among pedestrians, cyclists and vehicles, and by interactions between vehicle and other traffic within the underground parking structure, has the potential to lead to queuing of vehicles on site. The ARP states that queuing of vehicles on site should not extend onto Uxbridge, thereby blocking access to the community. The UHCA requests that steps be taken to enforce this ARP requirement.
- G. Egress from the parkade onto southbound Uxbridge Drive south of the proposed roundabout has the potential to add enough additional traffic to Uxbridge Drive to cause traffic to back up into the roundabout. Any stoppage on a one-lane roundabout results in failure of the entire roundabout. Transit, cyclists and emergency vehicles will be negatively affected by such a stoppage. UHCA requests the removal of the parkade exit directly onto Uxbridge Drive.
- H. The proposed right turn off Uxbridge Drive onto 16th Ave westbound does not have a channelizing island as currently exists, in contrast to the other three corners. Maintaining the channelizing island at this corner will improve traffic flow restricted in the proposed layout by right turners waiting on pedestrian traffic crossing 16th Ave, and improve the safety of pedestrians by providing a refuge for pedestrians.
- I. The Foothills Medical Centre is a destination for staff, physicians, visitors and outpatients. Traffic travelling southbound on University Drive and exiting onto 16th Ave westbound must cross multiple lanes of traffic to access the left turn lane off 16th Ave onto 29th St southbound, and thence to the main vehicular access to the Foothills site.

This is a difficult and dangerous maneuver. As a result, a significant amount of traffic heading to the Foothills Medical Centre on University Drive southbound, exits right onto Unwin Road, south onto Uxbridge Drive and then across 16th Ave and onto 29th St southbound. This additional traffic cutting through the middle of the community has negative implications for safety of pedestrians and cyclists, in addition to all the negative implications increased congestion brings, including increased noise and air pollution. UHCA requests this situation be examined and measures taken to reduce this flow. Most importantly, reducing the tendency of vehicles to utilize University Drive as part of a trip to access the Foothills site by such measures as improving the right turn off southbound Crowchild Trail onto 16th Ave westbound, eliminating the advance left turn off 24th Ave onto University Drive southbound, restricting the right turn onto Unwin Rd from southbound University Dr at peak hours, and improving signage directing traffic to the hospital could be reviewed.

- J. In response to residents' concerns about conditions degrading for entering or leaving the community via Uxbridge Drive or Unwin Rd, the community requested the removal of the restricted turn signage onto and off 24th Ave at Udell Rd and Ulrich Rd. Although this results in an improvement for University Heights residents, it also potentially increases the cut through traffic, a significant concern for pedestrians and in particular children active in this residential community. Residents are concerned about the current level of cut through traffic, which is expected to increase significantly as peripheral population growth increases demand for alternate routes to and from the Foothills Medical Centre. UHCA requests the city review options to reduce this cut through traffic, now and in the future.
- K. Uxbridge Drive between 16th Ave and Unwin Road is being developed as a complete street only on the west side adjacent to the redevelopment. Substantial pedestrian traffic, particularly children, utilize Uxbridge Dr to access Stadium Shopping Centre, Tim Hortons, the schools, and other portions of the community. UHCA requests that both sides of Uxbridge Drive be developed to a complete street standard, and if insufficient space is available to meet the complete standard, that the pedestrian walkway on the east side of Uxbridge Dr be upgraded to the maximum extent possible. Improvement of desire lines diverting children and other pedestrians to the controlled intersection at Uxbridge Drive and Unwin Road will improve safety. If sufficient space is available to include cycle traffic on an upgraded pathway on the east side of Uxbridge Drive, cyclist safety would be substantially improved in this area of expected increased congestion where cyclists must pass slow or stopped vehicles by cycling in the curbside gutter.
- L. A signed crosswalk across Uxbridge Drive at the exit of the lane between the school and the church is requested. This leads to the pathway which provides pedestrian and cycle access to the university, and would improve the safety for pedestrians and cyclists and in particular public school students crossing Uxbridge Drive to reach vehicles parked on the northeast side of the street.
- M. The lane between Westmount Charter School and the Church is proposed to be configured as one way northbound. Westmount Charter School has requested that the orientation of the lane be changed to southbound. UHCA supports this change to the orientation of traffic in the lane and recommends the change be accompanied by appropriate signage and road curbs to prevent vehicles moving southbound on the laneway accessing Parc Commons Lane or the parkade as they turn left at the south end of the laneway onto the Unwin Road extension. In the event a barrier was installed access by emergency vehicles should be maintained such as use of a breakaway barrier.

N. The community is appreciative of the City's commitment to completing the infrastructure investments detailed in the ARP. Our view however, is that this is only a start. In order to mitigate deleterious effects of this and other developments, and achieve many of the objectives our community has, which are coincident with the City's long term vision, it is clear that additional improvements to alternative modes to vehicular transportation are required. Particularly, LRT access to the developments mentioned above, with the exception of U of C, is peripheral at best. Improving pedestrian and cycle transportation demands a highly effective transit system. In order to encourage mode switching and achieve the low volumes of traffic expected pursuant to the various TIA's for these developments, it is essential that access to the backbone of the transit system, being the LRT, be dramatically improved by the implementation of a high frequency bus system (or alternative) connecting all of these developments directly to the LRT. Given the 24/7 nature of the operation of the Foothills Medical Centre, the quality of a connection to the LRT must be maintained for hours well outside typical peak travel demand times. The NW Hub Transit Program, with the exception of the Crosstown BRT element, has a low priority within the City funding hierarchy. Given that the area around our community is the second largest live/work centre outside of downtown, that priority should be reviewed and upgraded.

III. COMMUNITY INPUT - Although the opportunity for community and individual comment on the development is available to us at this early stage of the review, a development of this scale will go through multiple review iterations and redesigns as a result of City input.

The UHCA requests:

- A. Communication of material changes made to the development which may affect areas of community concern be provided to the Community in a timely manner;
- B. The opportunity, with a reasonable timeline, to provide further comments on material changes made to the development which have an effect on areas of community concern;
- C. An opportunity to comment on the development should this permit require a second Detailed Technical Review by the City.

IV. CONSTRUCTION ISSUES - This project is anticipated to roll out over 5 or 6 years of continuous development, with varying amounts of construction traffic, requirements for construction shacks, and siting of construction materials.

Concerns include:

- A. We request that construction traffic on Uxbridge Drive be minimized by allowing access and egress to and from the site directly from 16th Avenue westbound.
- B. We further request that construction traffic on Unwin Road both northeast and southwest of Uxbridge Drive be eliminated in its entirety due to the safety concerns for students from the adjacent schools and University of Calgary traversing the street. The student traffic around that street is expected to increase as it is likely that students that used to traverse the MR lands adjacent to 16th Ave on their way to and from home in St. Andrews Heights will now have to walk around the development until pedestrian access along 16th Ave to the Uxbridge Dr intersection is re-installed and/or the pedestrian overpass is completed. The increasing student population at both adjacent public schools is exacerbating this issue.

- C. There should be a requirement for construction workers to park on site, and not on community streets.
 - D. Significant utility (sewer, water, gas, electric) upgrades and movement will be required for both this development and the Cancer Centre which will result in the excavation of parts of the Uxbridge Dr/16th Ave intersection. The community requests the coordination of the utility upgrades with the construction of the new interchange, resulting in less intersection disruption, and a saving of money for both taxpayers and Western Securities
 - E. Western Securities has indicated, and the UHCA supports the installation of appropriate fencing to restrict access to the site from the schools and community lands to the west. This is particularly relevant during soccer and baseball season as the retrieval by children of balls lost on the construction site is a significant safety concern. It is not apparent from the information materials provided how security for the construction site will be managed, but adequate security is essential.
 - F. Immediately west of the southern portion of the construction site lies a community reserve which includes a playground, and an area utilized by children and elementary school students year round. The community prefers alternative siting for site management shacks that does not impinge on this area. If Western Securities' request for siting of management shacks is granted, the UHCA requests any temporary usage of any portion of the MR lands immediately west of the construction site be:
 1. absolutely minimized;
 2. located as far south and east as possible;
 3. utilized only for site management shacks and not for parking or construction material storage;
 4. sited in such a way as to preserve the heritage spruce trees planted in that area by community residents;
 5. visually screened and in such a way that minimizes the possibility of soccer balls and baseballs entering the temporary use area;
 6. properly secured at all hours to prevent access by unauthorized individuals;
 7. and shacks be relocated onto the main construction site as soon as the parkade is completed and all of the community space utilized be returned to its original state.
 - G. Given the uncertainty with respect to all buildings in the complex being built on a continuous timetable, UHCA requests that if there is an anticipated or actual delay in the timetable for constructing the next building of one year or more, that the central plaza and pavilion be completed as set out in the development permit. The central plaza and pavilion are significant elements of the public realm, and an indefinite delay to their construction would be adverse to the benefit to the community of having such a substantial development in the neighbourhood.
- V. INFRASTRUCTURE INVESTMENTS - The Area Redevelopment Plan requires the 14 road and public transit infrastructure upgrades to be in place to accommodate the traffic impacts of the development.
- A. The construction activity associated with the development of the Uxbridge Dr/16th Ave intersection will have a deleterious impact on the effectiveness of the intersection, particularly if the Cancer Centre commences construction as currently anticipated. The UHCA requests that the intersection upgrade, following the public input we have been advised will be collected, be undertaken as soon as possible.

- B. The pedestrian overpass is a critical element required to improve the safety of pedestrians crossing 16th Ave and reduce pedestrian interference with the operation of the Uxbridge/16th Ave intersection. The community requests that the overpass be constructed as early as possible and that it be covered for safety reasons, that it be accessible from outside the buildings 24/7, and that the on and off ramps, elevators and/or stairs on both sides of 16th Ave be positioned to encourage its use by pedestrians crossing 16th Ave and discourage the use of the surface crossing at 16th Ave.
- C. We request the UHCA be provided advance notice of the phasing schedule for infrastructure investments which is required to be established by the City at the time of the DP approval in order to allow the communities to provide input with respect to the impact of various phasing elements.

VI. WINTER SEASON SHADOWING - We have requested and Western Securities has agreed to provide winter shadowing diagrams showing the effect on the adjacent community, and in particular the two schools and associated sports fields and playgrounds. Western Securities has not provided the requested information. Nevertheless, it is apparent that Westmount Charter School itself and the playing fields utilized by both Westmount Charter School and University Elementary School, will be in shadow all morning for a significant portion of the school year.

Concerns include:

- A. The lack of sunshine has negative effects for the children attending the schools. It should be noted that renovations at Westmount Charter School included an upgrade to windows on the south side of the school, and installation of sky lighting in the Central Learning Commons, all for the purpose of introducing more natural light and sunshine into the learning environment. Placing the school in shadow undermines this initiative.
- B. Use of a proposed outdoor classroom by Westmount Charter School will be curtailed as long as that area remains in shade.
- C. The children must cross the parking lot in order to access the playing fields. A reduction in the amount of sunshine reaching the parking lot surface and playing fields will result in the buildup and retention of snow and ice on them, resulting in a degraded experience and a safety issue for children and staff utilizing those areas. In addition, the community and the schools collaborated to fund a sports court in the same area which will now be shaded during the morning, reducing usage, and decreasing safety as a result of ice and snow buildup.
- D. The shadowing restriction under the ARP is limited to the summer months, where as usage of the area in shadow occurs all year round. Daylight saving time is in effect from early March until early November. The majority of students start arriving at the schools just after 8:00 a.m. During periods when daylight savings is in effect, that is a full 4 hours before the ARP shadow limitation is effective (the ARP allows a 1 hour transgression), and 3 hours when shadows are lengthened for the portion of the year between September and March. The UHCA requests a more rigorous shadow limitation be implemented that takes into account the actual usage and timing of usage of the schools and the student activities.

VII. CUMULATIVE EFFECT - The proposed and ongoing developments surrounding University Heights including the Stadium Shopping Centre Redevelopment, the new Calgary Cancer Centre, University District, the Foothills Hospital Parkade reconstruction, an increase in

student population at U of C to 40,000 (and concurrent staff increase), and the proposed Field House at McMahon all impact our communities. Over the coming decade, the live/work population in the 1 km ring around University Heights will grow to equal the current population of Lethbridge or Red Deer.

Accordingly the UHCA respectfully requests that:

- A. The analysis of the impact on adjacent communities of the Stadium Shopping Centre Redevelopment include the cumulative effect of all the surrounding proposed and ongoing developments;
- B. The City prepare a report, to be tabled at council, showing the positive elements and the impact on the South Shaganappi Communities of the migration of tens of thousands of new residents, students and staff to the new developments and an analysis of how negative impacts will be mitigated, and a funded plan to implement such initiatives.

VIII. PUBLIC REALM - Western Securities has gone to great lengths to develop a project with significant opportunities for public interaction and access. In particular we would like to point out our appreciation for:

- A. The creation of the extensive central plaza;
- B. The inclusion of the Pavilion Restaurant/Coffee shop on the central plaza which was a popular request from community residents during earlier engagement sessions.
- C. The inclusion of significant amenities for pedestrians and bicycle traffic within and adjacent to the complex;
- D. The inclusion of a grocery store which again is a popular request from the community residents;
- E. The plans for development of multiple restaurants;
- F. The commitment by both the City and Western Securities to upgrades to relevant infrastructure which will improve everybody's experience with respect to this and other nearby developments, particularly the redeveloped 16th Ave intersection which we have been advised will be built in a single phase to its ultimate configuration;
- G. The commitment to build the pedestrian overpass west of the 16th Ave intersection;
- H. The proposal for a larger roundabout over that originally proposed which should improve traffic flow;
- I. The development of plans for improved transit, notably the North Crosstown BRT, which will be beneficial not only to visitors, staff and residents at the redeveloped Stadium Shopping Centre, but also to residents of our communities and to communities and developments all along its route.

The University Heights community is the eye in the centre of a development hurricane. Residents, long term and new, have a reasonable expectation of a quality of life coincident with living in such a fine community. The infrastructure investments committed to under the ARP are substantial improvements to the traffic system around the community. Concerns remain however with respect to the possibility of traffic flow failure on Uxbridge Rd and Unwin Rd, the attendant degradation in pedestrian and cyclist safety, reduction in the effectiveness of transit and emergency vehicle access to our community, and the cumulative effect of surrounding developments on cut through traffic. The cost of parking at a redeveloped Stadium Shopping Centre is an inducement for patrons to cruise the community looking for free parking, inducing many negative effects, including impacts on the safety of children and other pedestrians and cyclists. Coordination of activities between Stadium Shopping Centre redevelopment, Cancer

Centre construction and the 16th Ave intersection buildout can substantially reduce disruption to all Calgarians utilizing the 16th Ave intersection. Modest changes to streets, crosswalks and pedestrian desire lines can improve pedestrian and cyclist safety. Shadowing of the adjacent schools and facilities was inadequately addressed in the ARP, and needs to be reassessed.

The Stadium Shopping Centre redevelopment is one project of many impacting the quality of life in our community, and the impact of the redevelopment of this Neighbourhood Activity Centre must be considered in light of the impact of all the surrounding developments. It is the sincere hope of the UHCA that the redeveloped Stadium Shopping Centre will attract interest and business from the surrounding area and from across the City and the UHCA is pleased to provide comments on this very significant development.

We wish to extend our thanks to both the City of Calgary and Western Securities for making themselves available for extensive discussions which have informed our opinions on various aspects of the development. We look forward to continuing the dialogue and to subsequent community/Western Securities/City communications.

We would be happy to make ourselves available should you require further clarification on any of the points raised.

Yours truly,

Matt Law
UHCA Development Committee