

REPORT TO CALGARY PLANNING COMMISSION

MISCELLANEOUS	ITEM NO: 13	
	FILE NO:	M-2013-008
	CPC DATE:	2013 June 06
	COUNCIL DATE:	
	BYLAW NO:	

UNIVERSITY HEIGHTS
(Ward 1 - Alderman Hodges)

PROPOSAL: Amendments to the South Shaganappi Communities Area Plan; and
Stadium Shopping Centre Area Redevelopment Plan.

PLANNING ANALYSIS:

Purpose

The Stadium Shopping Centre Area Redevelopment Plan is intended to:

- A. outline specific submission requirements for planning applications;
- B. provide policies to be used for the evaluation of planning applications, including guidance for the interpretation of discretionary elements in the Plan area's existing land use designation (C-C2f3h46); and
- C. identify infrastructure investments and other actions required to realize the plan's vision.

The Stadium Shopping Centre ARP establishes a framework of principles, guidelines, and requirements intended for use by The City, the public, and landowners to shape the creation and assessment of a detailed master plan that will be required at the Development Permit (DP) stage, and to ensure that subsequent planning applications continue to align with the policies in the Plan and the master plan submitted as part of the first DP application.

Background

The decision to prepare a site-specific Area Redevelopment Plan for the Stadium Shopping Centre is part of a longer history relating to redevelopment of the site:

- 2006: Development Permit application for retail store, office, and medical clinic was made. This application was appealed to the Subdivision and Development Appeal Board (SDAB), resulting in the application being refused.

- 2007 Representatives from the South Shaganappi Communities (Varsity, University Heights, Saint-Andrew's Heights, Parkdale, and Montgomery) produced the community-led South Shaganappi Communities Sustainability Plan.
- 2009 City Council adopted the Municipal Development Plan (MDP) and the Calgary Transportation Plan (CTP).
- 2011 City Council approved the South Shaganappi Communities Area Plan (SSCAP).

The redevelopment of the Stadium Shopping Centre was once again proposed by the landowner, though as a mixed-use project in line with MDP and SSCAP policies (with site-specific policies as a Neighbourhood Activity Centre). With land use designations allowing for 2.8-3.0 FAR and 46m height in place since at least 1970 (currently C-C2f3h46), The City made the decision to create more site-specific policy guidance for redevelopment.

The intent of creating a site-specific ARP is to provide greater certainty for all participants in the redevelopment process, including the public, the landowner, and The City, particularly on items such as Administration's recommendation to maintain an enhanced at-grade intersection at 16 Avenue NW and Uxbridge Drive / 29 Street NW and support from the Joint Use Coordinating Committee for incorporating some or all of the Municipal Reserve (MR) lands at 3020 16 Avenue NW, originally reserved for interchange construction, into a comprehensive redevelopment of the site as a high quality urban space.

Engagement

Public engagement and planning for the future of the Stadium Shopping Centre site has been ongoing since 2010 May, when the South Shaganappi Communities Area Plan (SSCAP) terms of reference were set. APPENDIX II includes a comprehensive list of all engagement conducted for both the SSCAP and the Stadium Shopping Centre ARP.

Issues and opportunities identified by participants in the process included a general desire for redevelopment of the site, but concern over the nature of the land use designation, particularly with respect to the density (3.0FAR) and the height (46 metres). Multiple requests to redesignate the site to a lower density and height were received. Transportation impacts were also a significant concern from the community, with support expressed for improvements to walking, cycling, and transit infrastructure, but major reservations relating to vehicle traffic, particularly in terms of the 16 Avenue NW and Uxbridge Drive NW / 29 Street NW intersection.

Further concerns were expressed relating to the potential for a hotel use in the Plan area, with many members of the public concerned about the safety of children at the nearby schools with a hotel in close proximity. Incorporation of the Municipal Reserve lands along 16 Avenue NW were also a topic of great interest, with some members of the public supporting their relocation to create a courtyard type open space in the centre of the site, and others desiring to keep the open space in its current location, intact and unchanged.

A summary of feedback collected through the Stadium Shopping Centre ARP process (to mid-March), and further reports on engagement events and comments, can be found on the project website, at <http://www.calgary.ca/PDA/LUPP/Pages/Current-studies-and-ongoing-activities/Stadium-Shopping-Centre-How-to-Get-Involved.aspx>.

Transportation

A Transportation Impact Assessment (TIA) was conducted to support the proposed ARP. The TIA evaluated existing and future (2039) conditions for all modes of transportation and assessed the impact of the proposed land uses and densities outlined in Section 5.1 of the proposed ARP. The TIA identified mitigation measures intended to improve the quality of service for walking, cycling, and transit and to maintain the vehicle quality of service for access to the site, the community, and to the Foothills Medical Centre (FMC). The TIA was scoped with input from local Community Associations and was conducted in alignment with The City's TIA Guidelines and professional standards. TIA results were used to inform policies relating to land use, density, and transportation, and to identify required infrastructure investments to support the plan.

IMPLEMENTATION:

The effectiveness of the proposed ARP relies upon continued engagement between The City, the landowner, and the public throughout the Development Permit application process. By requiring a comprehensive master plan and providing policies according to which that initial master plan and subsequent DP applications can be evaluated, this ARP is intended to ensure the best possible outcome for redevelopment of the Plan area, in alignment with the MDP, the SSCAP, and in consideration of the issues and opportunities identified by the public, community, and other stakeholders through the engagement process.

PLANNING EVALUATION:

Current conditions

The Plan area includes three parcels of land at the northwest corner of 16 Avenue NW and Uxbridge Drive NW, in University Heights, across from the Foothills Medical Centre and Saint-Andrew's Heights.

The two northernmost parcels (2.48 hectares) host the Stadium Shopping Centre (1923 and 1941 Uxbridge Drive NW). The City owns the southernmost parcel (3020 16 Avenue NW), which hosts a short pathway, chain-link fencing, and landscaping. The City-owned land was originally set aside for an interchange.

Built in 1962, the Stadium Shopping Centre currently contains 5,177 square metres of retail commercial space divided into twenty-three commercial-retail units (CRU s) and three pad restaurant buildings. The remainder of the Plan area includes a service alley along the back end of the CRU s and a 444 vehicle parking lot.

To the north of the Plan area is Our Lady Queen of Peace, a Catholic church that serves Calgary's Polish community. To the south, Foothills Medical Centre sits across 16 Avenue NW. To the west is a school site shared by two Calgary Board of Education facilities, the University Elementary School and the former Sir William Van Horne High School, now serving as the Westmount Charter School.

The two schools are located along the north and west sides of their shared site, with an open field in the centre, and a City-owned park along the south side of the school site. To the east, multi-residential development sits across Uxbridge Drive NW, including a mix of duplexes and apartment buildings ranging from four to seventeen storeys. A small gas station and quick service restaurant occupy the northeast corner of the 16 Avenue NW and Uxbridge Drive NW / 29 Street NW intersection.

In alignment with the MDP, the SSCAP, and relevant ARPs, further employment and population growth is anticipated near the Plan area, at the West Campus of the University of Calgary, at the Foothills Medical Centre, and in the Banff Trail Station Area.

Vision

The Stadium Shopping Centre is envisaged as an attractive, vibrant, mixed-use centre which provides employment opportunities, residential accommodation, and services that are complementary to the surrounding communities and institutions.

A network of walkable open spaces, streets, sidewalks, and pathways fronted by high quality mixed-use development will replace large surface parking areas. Easily and publicly accessible and universally navigable by foot, mobility device, bicycle, transit, or vehicle, this community gathering space will contribute to creating a sense of community, place, and activity.

Land Use

Land use policies are intended to confirm alignment with the existing land use designation, ensure a true mix of uses by including minimum residential and retail components, and support assisted living and ground-oriented residential development. The land use policies also indicate density thresholds beyond which further transportation impact assessment will be required.

Interface and Edges

Interface and edges policies are intended to ensure that development improves the quality of the surrounding public realm, including Uxbridge Drive NW and the parks to the west.

Public Realm

Public realm policies are intended to recommend incorporation of a portion of the municipal reserve lands along 16 Avenue NW and to require a network of streets, pathways, and open spaces that support the creation of a public gathering space.

Form, Massing, and Design of Buildings

Form, massing, and design of buildings policies are intended to ensure that buildings higher than six storeys are sited and designed in ways that reduce perceived bulk from neighbourhood streets and open spaces, reduce shadowing, and take microclimatic impacts into account. These policies also contain guidance to ensure that development creates a high quality, pedestrian-oriented ground-floor experience.

Transportation

Transportation policies are intended to prioritize the safety, comfort, and convenience of pedestrians, cyclists, and transit users, and to confirm Administration's recommendation to pursue a modified at-grade intersection at 16 Avenue NW and Uxbridge Drive NW / 29 Street NW. Transportation policies also spell out requirements for specific enhancements for all modes of travel, including criteria for the street and pathway network and a requirement for a pedestrian overpass across 16 Avenue NW.

Implementation

The ARP sets out application requirements for the Development Permit (DP) process, including specific requirements for a master plan to be submitted as part of the first DP application. This master plan must include information on:

- A. the quantity and siting of different land uses, indicating alignment with the policies in Section 5.1 of the Plan.
- B. a public realm concept that outlines the intended layout and function of the public realm, indicating alignment with the policies in Sections 5.2 and 5.3 of the Plan;
- C. the siting, massing of buildings, in alignment with the policies in Section 5.4 of the Plan.
- D. a multi-modal transportation network including the layout of proposed streets and pathways and their connections with off-site infrastructure, indicating alignment with the policies in Section 5.5 of the Plan;
- E. a comprehensive transportation demand management strategy, including a high level parking and loading scheme that demonstrates alignment with the policies in Section 5.5 of the Plan, the Policies CSS4 and CSS5 of the SSCAP, and Section 3.6 of the CTP.
- F. a summary of innovation in design and sustainable development techniques that contribute towards the conservation and management of the natural environment;
- G. a phasing plan for the full build-out of the entire site, which will identify the timing of the investments identified in Section 6.2 of the Plan; and
- H. a formal statement of community engagement demonstrating how the community has been involved and will be engaged in the planning process, in alignment with Policy CC8 of the SSCAP.

The implementation section of the Plan also sets out indicates the infrastructure investments that will be required to realize the plan's vision. It includes a table of investments which have been identified through the transportation impact assessment undertaken as part of the preparation of the Plan.

LAND USE PLANNING AND POLICY RECOMMENDATION:

APPROVAL

- A. That Council **ADOPT**, by resolution, the proposed amendments to the South Shaganappi Communities Area Plan (APPENDIX III).
- B. Recommend that Council **ADOPT**, by bylaw, the proposed Stadium Shopping Centre Area Redevelopment Plan (APPENDIX I), excluding APPENDICES I and II of the Proposed Stadium Shopping Centre Area Redevelopment Plan; and
- C. That Council **RECEIVE FOR INFORMATION** APPENDICES I and II of the Proposed Stadium Shopping Centre Area Redevelopment Plan.

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2013 May 28

The proposed Stadium Shopping Centre Area Redevelopment Plan is provided through the following link: www.calgary.ca/stadium.

This appendix documents engagement conducted for the South Shaganappi Communities Area Plan (SSCAP) and the Stadium Shopping Centre ARP.

1. The SSCAP process included:
 - a. Monthly meetings with the South Shaganappi Area Strategic Planning Group (SSASPG: representatives from Community Associations, institutions, and major landowners) as well as the South Shaganappi Area Development Council (SSADC: representatives from Community Associations).
 - b. Walking/cycling tours with South Shaganappi Community Associations
 - c. Letters to major landowners
 - d. One open house in June 2010 on key issues
 - e. Five open houses on the draft plan, attended by over 200 people
 - f. Project website, with over 750 hits

The SSCAP was approved by Council in 2011 and received detailed letters outlining concerns and indicating support for the engagement process from many participants, including the University Heights Community Association.

2. Engagement specific to the Stadium Shopping Centre Area Redevelopment Plan included:
 - a. In February and December of 2011, the landowner of the Stadium Shopping Centre hosted two workshops including Community Association, institutional, and City participants, intended to lead to the creation of guiding principles and objectives for the redevelopment of the site.
 - b. Throughout 2011 to 2013, both prior to and during the ARP process, the landowner has been engaged in discussions with City staff relating to technical aspects of redevelopment, including transportation, parks, and urban design.
 - c. Throughout the ARP process, City staff have held individual meetings with Alberta Health Services, the School Councils of both University Elementary and the Westmount Charter School, together with the Calgary Board of Education, and with Boardwalk Properties (owner of the adjacent multi-residential development).
 - d. Contact information has been provided to local merchants through written and in-person correspondence with the landowner, and City staff have made themselves available to meet with representatives from Mary Queen of Peace (the Polish Catholic church adjacent to the site).
 - e. A project website has been online throughout the ARP process, featuring relevant information, an interactive commenting feature, and hosting all key project documentation, including scanned and summarized feedback collected at public events. The interactive commenting feature had received over 160 comments.
 - f. A dedicated project email address has also been monitored throughout the ARP process, receiving over eighty emails.
 - g. Interactive signage has been placed in three strategic locations on the site throughout the ARP process, featuring relevant information including details for upcoming public events, as well as the ability to share feedback using pens and post-it notes. Over two hundred comments have been collected through these signs.

- h. City staff met with the SSADC twice early on in the project, to ensure that they were consulted in the scoping of the Transportation Impact Assessment (TIA). Further, City staff have provided monthly updates, including presentations, at SSASPG meetings, throughout the ARP process.
- i. Public events as part of the ARP process included:
 - i. February 28 Community Forum (140 attendees)
 - ii. March 13 Community Walkabout with GM Rollin Stanley (80 attendees)
 - iii. March 14 Public Design Workshop (100 attendees and 40 active participants at the activity tables)
 - iv. May 14 Draft Policies Open House (120 attendees)
- j. These events were promoted through Community Association newsletters, roadside signage, the on-site interactive signage, mailouts throughout University Heights and Saint-Andrew's Heights, by email, and online.
- k. City staff also were present at the Foothills Medical Centre and the University of Calgary, with information tables at the Timberline Café and MacEwan Student Centre on four days in mid-March.
- l. The University Heights Community Association has also been an active partner in raising awareness of the project, through activities including mailouts, doorknocking, and surveys.

Feedback collected through the Stadium Shopping Centre ARP process can be found, including a full summary report to the end of March, video footage from the March 13 Community Walkabout and the March 14 Public Design workshop, and further feedback can be found at: <http://www.calgary.ca/PDA/LUPP/Pages/Current-studies-and-ongoing-activities/Stadium-Shopping-Centre-How-to-Get-Involved.aspx>.

This appendix includes proposed housekeeping amendments to the South Shaganappi Communities Area Plan.

Recommend that Council **ADOPT**, by resolution, the proposed amendments to the South Shaganappi Communities Area Plan as follows:

- (a) In Section 2.6.3 Existing Area Redevelopment Plans (ARPs), insert the following as a new first bullet point:

“Stadium Shopping Centre Area Redevelopment Plan (2013)”.

- (b) Delete existing Map 2 entitled “Major Features of the SSCAP Area” and replace with revised Map 2 entitled “Major Features of the SSCAP Area”.

- (c) In Section Policy CUF 5: Neighbourhood Activity Centres (1)(a), insert the following text after the words “see also Policy SS1”:

“and refer to Stadium Shopping Centre Area Redevelopment Plan for policy”.

- (d) In Section Policy CUF 6: Existing Area Redevelopment Plans (1), insert the following as a new subsection:

“Stadium Shopping Centre ARP (2013).”

- (e) Delete the text in Section Policy SS1: Stadium Shopping Centre in its entirety and replace with:

“Please refer to the Stadium Shopping Centre Area Redevelopment Plan”.

- (f) Add the following text to the beginning of Section 12.2 Supporting Policy Text:

“To the extent that the following text clearly contradicts the policies of the Stadium Shopping Centre Area Redevelopment Plan, the policies of the Stadium Shopping Centre Area Redevelopment Plan prevail.”

This appendix includes a proposed amendment to Map 2 of South Shaganappi Communities Area Plan, entitled "Major Features of the SSCAP Area," as referred to in APPENDIX III of this report.

Map 2 Major features of the SSCAP Area

