

Development Permit in Red Carpet (Ward 9) at 901 – 68 Street SE, DP2018-3019

EXECUTIVE SUMMARY

This development permit application was submitted by Casola Koppe Architects on 2018 June 22, on behalf of the landowner Lansdowne Equity Ventures Ltd and the developer Slokker Real Estate Group. This application proposes a new Multi-Residential Development in the community of Red Carpet. The proposal is phase 1 of a larger comprehensive mixed-use development known as 'Elliston Village'. Phase 1 will include eight townhouse buildings with 51 units comprised of nine sub phases.

The proposed development is consistent with applicable city policies of the *Municipal Development Plan* (MDP) and the *Marlborough Design Brief*.

ADMINISTRATION'S RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed development permit application for New: Multi-Residential Development (8 buildings, 9 phases); Sign - Class A: Address Sign (2) at 901 – 68 Street SE (Plan 1612085, Block 8, Lot 1) with conditions (Attachment 2).

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

On 2016 June 22, Casola Koppe Architects, on behalf of the landowner Lansdowne Equity Ventures Ltd and the developer Slokker Real Estate Group submitted the combined outline plan, road closure and land use amendment application (LOC2015-0085) to accommodate mixed-use development on this 11.37 hectare site.

At the 2018 January 25 Calgary Planning Commission (CPC) meeting, CPC approved the proposed outline plan.

At the Regular Public Hearing Meeting of Council on 2018 March 12, Council gave three readings to Bylaw 104D2018. The subject site was redesignated into three different land use districts:

- M-CGd60 district (8.77 hectares), allowing for a maximum of 526 townhouses up to 12 metres in height;
- C-COR1f3.0h16 district (0.8 hectares), allowing for commercial or mixed use buildings up to 16 metres in height; and
- M-H1h18d155 district (1.8 hectare), allowing for multi-residential apartment buildings with a maximum of 279 units and up to 18 metres in height.

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Further, on 2018 January 25, CPC raised specific concerns with three locations of the concept plan:

- The main entrance at 68 Street SE and Ellisborough Gate SE: CPC suggested there should be opportunity for street parking at this location for the commercial development;
- The traffic circle proposed at Ellisborough Gate SE: CPC had concerns that the main entrance of the development was leading to an emergency access road; and
- On the north 68 Street SE site entrance: CPC had concerns with the configuration of a sweeping / curved road design at the intersection with Ellisborough Boulevard SE.

CPC also directed Administration to bring forward the recommendation of phase 1 of the site development and an overall master plan for the entire site to CPC. CPC's Directive:

"The master plan shall be submitted with the first development permit application and updated and resubmitted, as required by the Development Authority, with each subsequent development permit application. The first development permit with the master plan must be reviewed by Calgary Planning Commission."

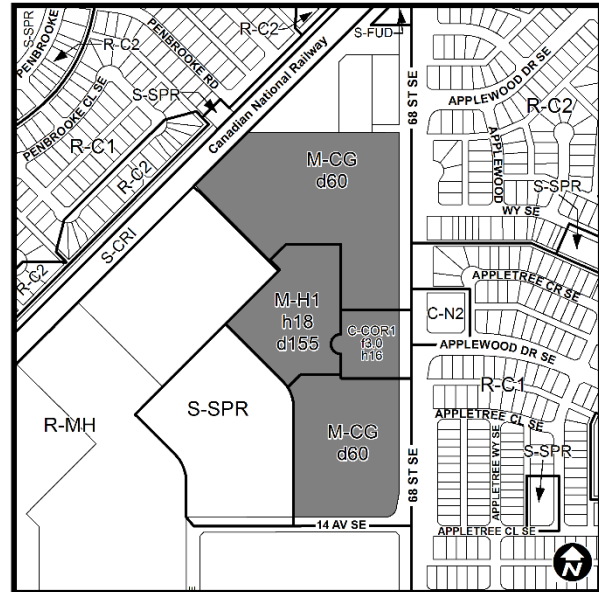
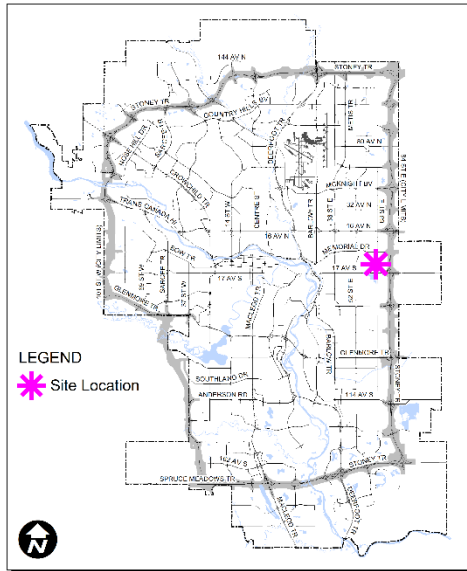
Administration has worked with the applicant to address CPC's concerns as outlined above, prior to the development permit application submission. The proposed development permit application was received on 2018 June 22. This application includes an updated master plan for the overall site, and the master plan provides design enhancements:

- Street parking has been included along Ellisborough Gate SE for the future commercial development;
- The traffic circle at Ellisborough Gate SE has been eliminated and replaced by a t-intersection. A proposed mixed-use building is located at the terminus of Ellisborough Gate at its intersection with Ellisborough Boulevard SE. With commercial development framing this key intersection, the intersection will be the visual and social focal point of the proposed development;
- On the north side, the intersection at Ellisborough Circle SE from the main access has been reconfigured into a t-intersection; further review of this intersection will occur in future phases of the proposed development.

The master plan for the site will provide a framework for the comprehensive mixed-use development. This master plan is intended to be updated and refined as the site develops. This proposed development permit application is for phase 1 on the south side of the larger site, consisting of eight townhouse buildings, 51 units and nine sub phases.

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Location Maps



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Site Context

The subject site is located on the west side of 68 Street SE, and to the north of 17 Avenue SE, in the community of Red Carpet. The master plan covers four parcels, as well as a closed road right-of-way. Collectively, these lands make up 11.37 hectares \pm (28.09 acres \pm), with the lands bound:

- to the north by the Canadian National (CN) Railway line and residential community of Penbrooke Meadows;
- to the east by 68 Street SE, and the residential community of Applewood Park;
- to the south by the Mountview Mobile Home Park; and
- to the west by Calgary Village Manufactured Home Park, as well as Mountview Park, the CN Railway line, and the residential community of Penbrooke Meadows.

This development permit for phase 1 is situated on the south side of the master plan at 901 68 Street SE. The site is relatively flat with little vegetation. The nearby communities are established with access to transit services that provide good transportation options throughout the area, as well as to the rest of the City. Seventeen Avenue SE is part of the Primary Transit Network and planned for significant walking and cycling infrastructure improvements with the introduction of the future BRT.

According to data from The City of Calgary 2017 census, the population of Red Carpet peaked in 2006 with a decline of ten percent since that time. The current unit mix in Red Carpet is 44 percent apartments and 56 percent mobile homes. Figure 1 below summarizes the population trends in the community of Red Carpet.

Figure 1: Community Peak Population

Red Carpet	
Peak Population Year	2006
Peak Population	1,777
2017 Current Population	1,605
Difference in Population (Number)	-172
Difference in Population (Percent)	-10%

Source: *The City of Calgary 2017 Census*

Additional demographic and socio-economic information may be obtained on [Red Carpet Profile](#) online page.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Application Review

Elliston Village Master Plan

Elliston Village is a comprehensively designed, mixed-use development that will be serviced by private roads that are connected to adjacent public streets and existing developed communities. A neighbourhood commercial area is located at the main entrance to the proposed

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development, which will allow for opportunities for local commercial uses on the ground floor of the buildings with opportunities for residential and/or office uses on upper floors. Two multi-residential land use areas allow for townhouse and apartment building forms.

The districts are expected to accommodate a total of 835 residential units and 2,061 square metres of commercial space. Given the proposed street design and land use framework, it is anticipated that the lands will develop with street-oriented buildings along a main boulevard through the site and have building with frontages along the main entrance road to establish a gateway into the development. The overall site layout proposes an effective pedestrian and cyclist connections within the site and to adjacent communities.

According to the phasing plans, the entire development is proposed to be completed in eight non-sequential phases. Phase 1 of Elliston Village is located on the south side of the site, with primary access from 14 Avenue SE. Phase 1 includes eight townhouse buildings, 51 units, and nine sub phases.

Site and Building Design

Phase 1 of Elliston Village is composed of eight townhouse buildings that are based on two building typologies, the “Heritage” building and the “Boulevard” building. Proposed buildings four and nine are oriented towards the main boulevard. There are two variations of the “Heritage” buildings, those that are flanked by two adjoining streets (buildings two, five, six, and seven), and those that face only one street and have a rear amenity space (buildings three and eight). Buildings four and nine are the “Boulevard” units that front onto Ellisborough Boulevard SE.

The design of the Heritage buildings comprise a neutral canvas that consists of white manufactured wood siding, beige cedar shakes, and grey vinyl siding. The exterior also includes coloured panels that punctuate the facades of each building, giving them each their own character and a presence from a street scale. Buildings also include human-scale wooden entrance features that create a warm sense of entry for each unit.

Each of the buildings are unique, dependent on their street orientation to provide an inherent aesthetic diversity. Along the perimeter, buildings two, five, six, and seven have entrances facing 68 Street or 14 Avenue SE, and are designed with garages on the rear. These materials include wood and manufactured stone. Buildings three and eight have both front doors and garage doors facing the street that allow them to have back yards. Buildings three and eight also include corner units with a side entrance to address either the park or the cross street.

Finally, buildings four and nine are examples of Boulevard unit buildings. The major difference between the Boulevard buildings and the Heritage buildings is the omission of garages, one less floor for a more human scale interface, and front porches instead of the balconies that are on the Heritage buildings. The Boulevard buildings contribute to a vibrant streetscape via a long pedestrian focused corridor (Ellisborough Boulevard SE) that is animated by residents of the Boulevard units making use of their porches. This main boulevard is not interrupted by driveways; instead angled parking is provided along the street so there is a clear delineation between the road/vehicle space and pedestrian, domestic space. Trees flank either side of the

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sidewalk on Ellisborough Boulevard SE that is the spine of the community, connecting the entire site, end to end, through all phases.

Citywide Urban Design

The proposed development was reviewed by the City Wide Urban Design team through the CPAG review process. A number of revisions were requested with regard to the corner treatment of end units to address the street. The changes recommended included enhancing the front amenity space and at grade patio entries, surface materials for proposed driveways and hard landscaping, lighting, individual unit identity for buildings within different phases and enhanced public realms across the site. The applicant responded to these comments through amended plans and by providing additional planning rationale for their design concept. The revisions were deemed appropriate and sufficient.

Urban Design Review Panel

Urban Design Review Panel (UDRP) reviewed the plans for DP2018-3019 on 2018 July 25. The panel recommended 'further review', and for the applicant to provide written response and rationale for why comments could not be addressed. UDRP comments are contained in their entirety in Attachment 3, together with the applicant's response. Administration believes that the proposal has effectively addressed the panel's comments.

Landscaping

Proposed trees flank either side of the site entrance on 14 Avenue SE to create an arbour affect over time. The trees also create a buffer between the pathway and the driveway. This pathway delineates the property from the adjacent park and is intended to connect the whole development at this westerly edge. The entrances to the buildings along 14 Avenue SE have a high degree of landscaping and trees to enhance the front landings or stoops and soften the interface between these buildings and the street. Due to a high voltage line along 68 Street SE, trees are not permitted. Along Ellisborough Boulevard SE, trees are provided in the landscaped islands between the parking stalls, and the front yards of each unit includes one tree and a variety of different plantings. The Boulevard units that do not included an above ground balcony as an amenity space have also been provided with an at-grade patio within the rear yard. The green space between buildings eight and nine is a semi-private space that is enclosed from the street, and each of the yards is an interconnected space where no interior fences provided. The green space between buildings two and five includes a pathway, benches and trees and is intended as the termination of the boulevard and also the primary connection to the transit stop on 14 Avenue SE in this location.

Seating areas and bicycle parking, although not required by the *Land Use Bylaw*, has also been provided within the site. The corner of 14 Avenue and 68 Street SE includes an address sign, which has been surrounded by landscaping, which also provides a natural screen for the transformers and utilities that are required in this location. A pathway from this corner meets up with the bicycle parking stalls and offers another separate pedestrian access to the development. A regional pathway along 68 Street SE is proposed along the eastern boundary of the site. A portion of this pathway, south of Ellisborough Gate and 68 Street SE will be completed as part of phase 1.

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Infrastructure

Transportation Networks

A Transportation Impact Assessment (TIA) was not required for this phase of development which constitutes 51 residential units. Based on the master plan, a parking assessment was requested and provided to confirm the necessary on site requirements for residential, commercial and visitor parking would be met throughout the phased comprehensive development.

Access for phase 1 development will be provided via 14 Avenue SE. With the phase 1 development, utilization of the public network, including pathway, sidewalks and transit stops necessitated localised upgrades to the 14 Avenue SE sidewalk, a local area transit zone and the 68 Street SE regional pathway connection.

The Applewood Park and Penbrooke Meadows communities are established with access to transit services that provide good transportation options throughout the area, as well as, the rest of the City. Additionally, the site is north of 17 Avenue SE, which is designated as part of the Primary Transit Network with future BRT.

Utilities and Servicing

In order to service phase 1 of the larger comprehensive development, a sanitary sewer main extension is required at the developer's expense on 14 Avenue SE. As outlined in the submitted Sanitary Servicing Study, no downstream sanitary sewer upgrades are required.

Water mains are available to service the phase 1 development and can accommodate the potential redevelopment of the subject site without the need for off-site improvements as indicated in the provided fire flow calculation letter.

Storm sewers are available to service the development without the need for off-site improvements. The subject site is within the boundary of the Western Irrigation District drainage catchment, and is therefore subject to stormwater volume control.

Strategic Alignment

South Saskatchewan Regional Plan (Statutory – 2014)

The site is located within the "City, Town" area as identified on Schedule C: South Saskatchewan Regional Plan map in the *South Saskatchewan Regional Plan* (SSRP). While the SSRP makes no specific reference to this site, the proposal is consistent with policies on Land Use Patterns.

Municipal Development Plan (Statutory – 2009)

The subject site is located within a Developed Residential - Established Area typology of the *Municipal Development Plan* (MDP) (Map 1: Urban Structure). Established Areas are comprised of residential communities that were planned and developed between the 1950s and 1990s.

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They are primarily residential communities containing a mix of low and medium density housing that support commercial retail in relatively close proximity. The road network in these areas is often a blend of modified-grid and curvilinear.

General land use policies for Developed Residential Areas encourage the retention of housing stock and moderate intensification in a form and nature that respects the scale and character of these neighbourhoods. Redevelopment within predominantly multi-residential areas should be compatible with the established pattern of development, consider appropriate transitions between adjacent areas and allow for a variety of residential housing typologies to meet the needs of present and future populations.

Redevelopment should support the revitalization of local communities by adding population and a mix of commercial and service uses with supporting mobility policies to encourage development of high-quality pedestrian and cycling connections and well-integrated parking solutions.

The proposed development supports the MDP in many ways, including:

- Allowing for densification in a readily serviced, developed area (section 2.1.1.g);
- Optimizing use of existing infrastructure and services (section 2.1.4.a);
- Allowing for development of a similar scale and built form in existing low density areas but with an increased mix of low density housing types (section 2.2.5.a);
- Respecting the existing low density residential uses by proposing compatible development and transitioning to multi-residential development (section 2.3.2.b);
- Creating a walkable environment. The master plan proposes effective pedestrian and cyclist connections within the site and to adjacent communities (section 3.5.1.f); and
- Allowing for a range of housing types to help stabilize population decline and to support the demographic needs of the population (section 2.2.5.b).

Local Area Plan - Marlborough Design Brief (adopted by Council 1971, revised 1974)

The subject site is referenced in the *Marlborough Design Brief* (Design Brief). It should be noted that this Design Brief is presently being reviewed in conjunction with the upcoming report on plans for 2018 local area plan work. The Design Brief is a non-statutory plan adopted by Council in 1971 to provide planning policy context for subdivision and development within the boundary of the Marlborough Sector. The Marlborough Sector is bound by the Trans-Canada Highway, 17 Avenue SE, and Stoney Trail. The majority of this plan area has been developed into the existing communities of Marlborough, Penbrooke Meadows, and Forest Lawn/Forest Heights, with the exception of the subject site. The subject site is recognized as being part of the “remaining uncommitted area in Section 14E” within the plan, which identifies the area as intended for a mobile home park, with a recommended maximum density of 22 units per hectare (8.9 units per acre). The plan also identifies that a local convenience shopping facility will be permitted as part of a mobile home park development.

The master plan for the site confirms the full built out of the development will exceed the recommended density at approximately 32.4 units per hectare (13.1 units per acre).

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Land Use Bylaw 1P2007

The proposed development generally complies with the Land Use Bylaw with the exception of a few minor discrepancies. These Bylaw discrepancies are identified in the table below and are supported by Administration as the development still meets the intent of the rules, and relaxations of the rules has no adverse impact on adjacent developments.

Bylaw Relaxations		
Regulation	Standard	Provided
583 Building Setbacks (minimum)	(3) Where the contextual multi-residential building setback is 0.0 m, the minimum building setback from a property line shared with a street is 3.0 metres.	<p>Plans indicate the East building setback to the posts on building 7 is 2.86m (-0.14m).</p> <p>Plans indicate the South building setback to the posts on building 5 is 2.85m (-0.15m) and to the main building is 2.85m (-0.15m).</p> <p>Plans indicate the South building setback to the posts on building 6 is 2.35m (-0.65m) and to the main building is 2.78m (-0.22m).</p> <p><i>Buildings facing the street are encouraged to be located closer to the street with active frontage elements (i.e. porches). The proposed setback are measured to a porch post, the actual setback to face of the building would comply. Relaxation supported.</i></p>
549 Projections Into Setback Areas (maximum)	(1) Unless otherwise referenced in subsections (2), (3), (4), (5), (6), and (7), a building or air conditioning units must not be located in any setback area.	<p>Plans indicate portions of buildings 7 project into the required East setback area.</p> <p>Plans indicate portions of buildings 5 and 6 project into the required South setback area.</p> <p><i>Due to the discrepancies above, portions of the building also extend into the limit for projections into setback areas. See rationale above, relaxations supported.</i></p>
	(6) Landings not exceeding 2.5 square m, ramps other than wheelchair ramps and unenclosed stairs may project into any setback area.	<p>Plans indicate the landings on buildings 5 and 6 project into the required South setback area and have an area that exceeds 2.5m².</p> <p>Plans indicate some of the landings on building 7 project into the required South setback area and have an area that exceeds 2.5m².</p> <p><i>Buildings facing the street are encouraged to be located closer to the street with active frontage elements (i.e. porches). The proposed setback are measured to a porch</i></p>

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		<i>post, the actual setback to face of the building would comply. Relaxation supported.</i>
585 Building Height and Cross Section	(4) The maximum area of a horizontal cross section through a building at 10.5 m above average grade must not be greater than 40.0% of the maximum area of a horizontal cross section through the building between average grade and 9.0 metres. (see Illustration 3 in section 585 of the LUB)	Plans indicate the area of building at 10.5m above average grade for building 2 is 46%, for building 3 is 45% and for building 7 is 42.6%. <i>Further efforts have been made to comply with the intent of the Bylaw without compromising the design of the building. Relaxation supported.</i>
550 General Landscaped Area Rules	(7) All setback areas adjacent to a street or another parcel, except for those portions specifically required for motor vehicle access, must be a landscaped area.	Plans indicate portions of buildings 7 project into the required East setback area. Plans indicate portions of buildings 5 and 6 project into the required East setback area. <i>Due to the discrepancies above regarding building setbacks, the portion of buildings into the setback area will not be landscaped area. See rationale above, relaxations supported.</i>
Parking Stalls	Requires 64 motor vehicle parking stalls.	Plans indicate 51 (-13) residential motor vehicle parking stalls provided. <i>The Land Use Bylaw requires 1.25 stalls/unit. One stall/unit has been provided, and all required visitor parking (8) has been provided. Longer driveways for some units will provide additional parking area. The site is well connected by public transit. Relaxation supported.</i>
565 Driveway Length and Parking Areas	(2) A driveway connecting to a street must: (a) be a minimum of 6.0 metres in length, from the back of the public sidewalk or curb; and	Plans indicate multiple driveways for buildings 2 and 7 provide a depth less than 6.0m. <i>All proposed driveways have been reviewed by Transportation and Planning. Driveways less than 6.0 metres in depth have been reduced to less than 2.5 metres to avoid parking on the driveways and vehicles overhanging onto the roadway. Relaxation supported.</i>

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Stakeholder Engagement, Research and Communication

In keeping with Administration's standards practices, this application was circulated to relevant stakeholders and notice posted on-site. The application was also included in the [Planning & Development Map](#) (PDMAP), which is an online tool that includes relevant information on planning applications.

The decision made by the Calgary Planning Commission will be advertised in accordance with the Municipal Government Act. As this development permit is for a discretionary use, an appeal may be filed based on the decision on the entire application, the relaxations granted for the development permit, or any of the conditions of approval.

Engagement

There were no public meetings held by the Applicant or Administration for this development permit application.

Citizen and Community Association Comments

There is currently no community association established for the community of Red Carpet. Given the site proximity to the Applewood Park and Penbrooke Meadows community, the application was circulated to both of these community associations on 2018 August 6. The two community associations did not provide any comments on this proposed development.

Administration also followed up with both community associations on 2018 September 17 to determine if they had any comments on this application prior to development of a recommendation for Calgary Planning Commission. No response was received.

Through the notice posting, Administration received one letter of from a nearby resident. The letter commented on concerns with transportation infrastructure in the area. The resident suggested a detailed review of the Transportation Impact Assessment and also off site public improvements surrounding the subject site.

Social, Environmental, Economic (External)

The proposal supports the MDP sustainability policies by developing in the Developed Established Area. The site is located near amenities, employment, parks, and transit. The proposed development permit, which is phase 1 of the larger comprehensive development will be part of the site layout that provide pathways to encourage walking and cycling within the site and to adjacent communities.

Sustainable initiatives being considered in the development and construction of this project include:

- Site selection: developing in the Residential - Established area;
- Development density and community connectivity: The proposed development provides for a more compact development through increased densities and mixed uses along major transit corridors and allows for more efficient use of existing infrastructure;

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- Storm water run-off to be minimized through ponding, permeability and capturing;
- Party walls for townhomes and apartment buildings to reduce heating and cooling loads through shared partitions floor to ceiling;
- Central heating for apartments to reduce energy use;
- Durable building performance components and low-maintenance exterior materials to reduce on-going maintenance costs and the energy used to replace and repair materials; and
- Low water planting and native species used for landscaping.

Financial Capacity

Current and Future Operating Budget:

There are no known impacts to the current and future operating budgets at this time.

Current and Future Capital Budget:

The proposed development does not trigger capital infrastructure investment and therefore, there are no growth management concerns at this time.

Risk Assessment

There are no significant risks associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

The proposed development aligns with the applicable policies of the *Municipal Development Plan* (MDP) and the *Marlborough Design Brief*. Supportive public infrastructure is in place and the site is located in close proximity to transit, public parks and the regional pathway system. The proposed Multi-Residential Development support the MDP's goals for a more compact urban form and allow for the development of a complete community by providing range of housing types.

ATTACHMENT(S)

1. Development Permit Plans
2. Conditions of Approval
3. Urban Design Review Panel Comments