

Planning & Development Report to
Calgary Planning Commission
2019 January 10

ISC: UNRESTRICTED
CPC2018-1338

Development Permit in Redstone (Ward 5) at 106 Redstone Street NE, DP2017-3492

EXECUTIVE SUMMARY

This application was submitted by S2 Architecture on 2017 August 1 on behalf of the landowner Qualico Developments. This application, herein referred to as “Redstone Market Square”, proposes a new mixed-use development that comprises:

- 11 commercial buildings with a total floor area of approximately 11,879 square metres;
- Four multi-residential buildings with a total of 430 dwelling units;
- A central “high street” lined with commercial buildings providing pedestrian amenity and a main connection through the site;
- A publicly accessible plaza adjacent to a future light rail transit (LRT) station;
- Development consistent with the intent of the Direct Control District (107D2015).

The proposed development provides transit supportive uses and increases the density around the future 128 Street LRT station. The proposal includes a plaza, a commercial ‘high street’, and pedestrian and cyclist connections which will benefit the larger community.

The application is consistent with the relevant policies of the *Municipal Development Plan* and the *Northeast Community ‘A’ Area Structure Plan*. The proposal also aligns with the intent of the Land Use Bylaw 1P2007 with some minor relaxations that are supported by Administration based on sound planning rationale.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed development permit application DP2017-3492 for a NEW: Multi-Residential Development (4 Buildings); Retail and Consumer Service; Liquor Store, Medical Clinic, Restaurant: Licensed – Small, Restaurant: Food Service Only – Small, Pet Care Service, Financial Institution, Drive Through, Child Care Service, Supermarket, Restaurant: Licensed – Medium, and Restaurant: Food Service Only – Medium (11 Buildings) at 106 Redstone Street NE (Plan 1710122, Block 37, Lot 28), with conditions (Attachment 1).

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This development permit application (Attachment 2) was submitted by S2 Architecture on 2017 August 1 on behalf of the landowner Qualico Developments. The Community of Redstone is subject to the planning and development policies of the *Northeast Community ‘A’ Area Structure Plan*.

On 2006 July 16, Council approved a land use amendment for approximately 461 hectares of land comprising of three communities, including Redstone and the subject site. At that time,

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Council designated these lands for a range of multi-residential and commercial uses to complement the future LRT station.

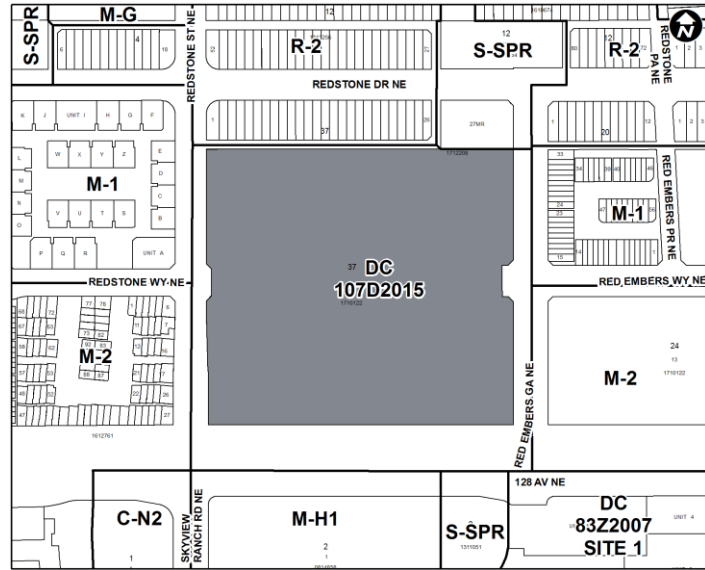
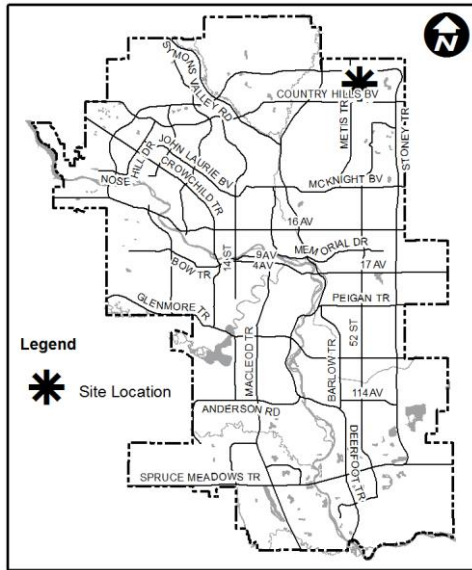
Nine years later, on 2015 July 20, Council redesignated the subject site to a DC Direct Control District 107D2015 to allow for greater flexibility in achieving a mixed-use, transit-supportive development. The existing DC (107D2015) (Attachment 3) is based on the Commercial – Community 2 (C-C2) land use district, and is intended to allow a mix of commercial and residential uses in a horizontal and vertical mixed-use built form, adjacent to the future LRT station. This approval aligned with the vision set out in the *Northeast Community 'A' Area Structure Plan* (ASP) which identifies the site as a Transit Planning Area.

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Location Maps



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Site Context

The subject site is located in the community of Redstone in the northeast quadrant of the city at the northeast corner of 128 Avenue NE and Redstone Street NE. The parcel is currently undeveloped. The adjacent parcels to the east are designated Multi-Residential – Low Profile (M-1) District and Multi-Residential – Medium Profile (M-2) District. These parcels are currently being developed. The adjacent lands to the north are designated Residential – One / Two Dwelling (R-2) District and are developed with low density semi-detached dwellings. Also, adjacent north of the site is a public park which was considered in the site design. The lands across 128 Avenue NE, to the south, are designated Multi-Residential – High Density Low Rise (M-H1) District and are also currently under development.

The entire site is located within 600 metres of a future LRT station. The approved outline plan for this area was designed to support the future LRT station by locating the highest density residential uses and a commercial area adjacent to it. This LRT station is currently unfunded, but its future presence has been considered in the design of the proposed development.

The community of Redstone is not completely built out and is still growing. Based on 2017 City of Calgary Civic Census the population of Redstone is 3,392 people. At full build out, the ASP anticipates that Redstone will accommodate a projected peak population of 7,247.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Application Review

This application was submitted on 2017 August 01 by S2 Architecture on behalf of the landowner. A Detailed Team Review (DTR) was provided to S2 Architecture on 2017 October 04 and requested several changes as listed below. In response to the initial plan submission, Administration requested that these changes be made in advance of UDRP. Changes requested were in response to the following:

- land use bylaw discrepancies;
- building façade changes;
- ground floor access to most residential units at grade;
- additional connections to the regional pathway;
- additional connections to the adjacent park;
- landscaping/plantings adjacent to proposed retaining walls; and
- general infrastructure requirements.

On 2018 February 21, the proposed development was presented to the Urban Design Review Panel (UDRP) and a second DTR was provided on 2018 March 23. In response to the second DTR a third version of the proposed plans was provided by the applicant 2018 October 04 and acceptance of those plans and a decision to proceed to Calgary Planning Commission (CPC) from the Corporate Planning Application Group (CPAG) was achieved.

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The application addressed most of Administration's concerns through the amended plan submissions. Outstanding issues, that are minor in nature, can be addressed through the prior to release conditions of the development permit conditions of approval (Attachment 2). Where Administrations concerns were not fully addressed, the applicant submitted rationale as to why an item could not be achieved, and ultimately that information was accepted by CPAG.

Urban Design Review Panel

As previously noted, this application has been reviewed by the UDRP and commentary based on specific urban design criteria was provided to the applicant. Those comments, as well as the applicant's responses, can be found in Attachment 4. In summation, UDRPs comments focus on the delivery of a vibrant community amenity and focused on prioritizing the pedestrian.

In response to the UDRP review the applicant provided a detailed response (Attachment 4) and made changes to the proposed development. These amendments prioritized the pedestrian realm by included planters along interior facing patios of ground floor residential units, addition of pergola structures at west entrance of site, and extension of sidewalk materials across crosswalks.

A comprehensive review of the proposed development was completed by Administration in advance of the UDRP meeting and many changes were completed at that time. Following UDRP, it was determined that a second UDRP review was not required as the applicant's rationale and the resulting additional revisions were deemed appropriate and sufficient.

Planning Considerations

As noted previously in this report, the subject site is designated DC Direct Control District (see Attachment 3). This DC district is intended to allow for a range of land uses and intensities that support the development of a transit-oriented activity hub for the communities of Redstone and Skyview Ranch. This DC is based on the Commercial – Community 2 (C-C2) District with the inclusion of several additional uses including Multi-Residential Development. The DC also excludes several auto oriented uses allowed in the C-C2 District.

The development permit review process and the resulting outcomes was driven by key elements such as the rules of the DC district, the local policy context, the nature of adjacent streets and infrastructure design as established through the formal subdivision process, the location of the future LRT station, functional standards (e.g. vehicle turning radius) and the size of the parcel.

The proposal was influenced by high level policy direction (i.e. ASP, MDP), more specific urban design guidelines and the input of design review stakeholders including Corporate Planning Applications Group(CPAG) and the Urban Design Review Panel (UDRP).

Significant modifications have been made to the original submission which was made in 2017 and the final development permit plans represent that culmination of a significant design review process that considers public interests while meeting the developer's objectives.

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Site and Building Design

This development permit application proposes 11 new commercial buildings and four new multi-residential buildings on a single parcel. The site is 6.386 hectares (15.638 acres) in area. Commercial and service uses are proposed on the western portion and multi-residential on the eastern portion of the parcel. The proposed development envisions a comprehensively planned commercial, service and residential development with a central 'high street', a publicly accessible plaza adjacent to a future LRT station, strong pedestrian connectivity, and some ground floor multi residential units with direct access at grade.

The retail and consumer service component of the development proposes a mix of building sizes, heights and uses. In total the development proposes 11,879 square metres (127,865 square feet) of commercial and service uses in a total of 11 buildings. The largest commercial building proposed is Building A which is a 30,570 square foot supermarket. A similar large format retail building is proposed for the south west corner of the site. The commercial uses proposed for the high street are a mix of retail, consumer service, and restaurant uses.

The multi residential portion of the development proposes four buildings and 430 dwelling units. The units are a combination of one and two bedroom floor plans. These buildings can be accessed by residents and visitors through central shared entrances or directly at grade for some units. Vehicle access to the multi residential development for residents is provided via a parkade and surface parking is provided for visitors. The multi residential development also includes amenity areas with seating and a pergola in the central courtyards proposed between Buildings 1 and 2 and Buildings 3 and 4.

The proposed east to west 'high street' through the centre of the site will connect Redstone Way NE and Red Embers Way NE. This internal road is lined with commercial and residential uses and is intended to be the main pedestrian corridor through the site. This private 'high street' was envisioned as part of the approved outline plan and aligns with the intent of the direct control land use district.

Landscaping and Public Realm

The proposed development facilitates public life and social interaction by providing publicly accessible gathering spaces, a plaza, a high street, and animated building edges where functionally possible. The 'high street', through the centre of the site, includes wide sidewalks, seating areas, patios, landscaping, clearly marked crosswalks, and street fronting buildings. The high street experience offers the pedestrian a building lined street with walkable access points to the other commercial and public areas. The plan contains several gathering spaces to encourage pedestrian activity including between Building H and J, within the internal areas of the multi-residential buildings, benches along the 'high street', and via the publically accessible plaza.

The publicly accessible plaza, located adjacent to the future 128 Avenue NE LRT station, will act as a gateway as people move to and from the future LRT station and has been designed to encourage pedestrian activity by providing high quality surface materials, soft landscaped areas,

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and public seating. To animate the plaza a restaurant use with a patio is proposed to front on the northern edge of the space. The plaza also features a kiss and ride area where people can be dropped off and pick up from the future LRT station.

Landscaping is provided throughout the site with emphasis around the edges, along the high street, and within the plaza. A public park is also located adjacent to the northeast corner of the site. Planting and soft landscaping around the site will create a positive interface with adjacent sidewalks, streets, and development. This landscaping theme continues to the high street which provides landscaping along either side. This landscaping will help draw people to and through the site.

Environmental

Environmental review was conducted at the time of outline plan and no environmental issues were identified. No further review was required for this development permit application.

Site Access and Parking

Redstone Street NE and Red Embers Gate NE allow for pedestrian, cyclist, and vehicular traffic to the proposed development. Redstone Street NE has a public sidewalk on both sides and Red Embers Gate NE has a public sidewalk on the east side and regional pathway on the west side. The regional pathway is an existing three-metre asphalt pathway which allows for pedestrians and cyclists. A second regional pathway will be provided as part of this development and will be located parallel to 128 Avenue NE and the future LRT alignment along the southern edge of the site.

Internal access to businesses and residences is provided through a network of private sidewalks and roadways. When arriving at the site the high street will collect and direct vehicular traffic to other internal streets and parking areas, while the crosswalks allow for visitors to move around the proposed development and along desire lines. The commercial buildings will be accessed by entrances at grade. The residential buildings can be accessed by either direct entrances at grade, a shared entrance, or through the parkade.

A parking study was provided for the proposed development and the project complies with the land use bylaw requirements. For the commercial portion of the development there are large surface parking areas provided in various locations and angled and parallel parking provided along the high street. Residential parking is provided at grade for visitors and loading and below grade for residents. Bicycle parking is available for residents and customers as well.

Transportation Network

The proposed development is bordered by Redstone Street NE, Red Embers Gate NE, and 128 Avenue NE. The Blue Line LRT right of way runs along the north side of 128 Avenue NE, separating the development site from 128 Avenue NE. The future “128 Avenue LRT Station” will be located immediately adjacent to the site.

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Redstone Street NE and Red Embers Gate NE are primary collector standard streets and 128 Avenue NE is classified as an arterial roadway. A private 'high street' is proposed through the site connecting Redstone Street NE east to Red Embers Gate NE. The development also proposes an internal transportation network which will allow for the movement of vehicles, pedestrians, and cyclists to a "Kiss and Ride" drop off facility just north of the future LRT station.

The 128 Avenue NE Station will form part of the Blue Line extension of the LRT network. The Blue Line extension is currently in the City of Calgary's 10-year unfunded capital plan. Thus, there is no timeline of construction of the station at this time. The proposed development considered the future station in the site design. A plaza is proposed directly adjacent to the future station and a vehicle cul-de-sac is shown which would allow for a "Kiss and Ride" drop off facility for transit riders. Prior to LRT service, short term transit service will be provided by bus with stops provided on 128 Avenue NE and Redstone Street NE.

Utilities and Service

Water, sanitary and storm water mains are available and can accommodate the proposed development of the subject site. A development site servicing plan will be required prior to release of this development permit, if approved.

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 which direct growth in the region to Cities and Towns and promotes the efficient use of land.

Municipal Development Plan (Statutory – 2009)

The subject site is located within the Planned Greenfield with Area Structure Plan (ASP) area as identified on Map 1: Urban Structure in the *Municipal Development Plan* (MDP). Planned Greenfield areas include those communities that have an ASP completed and are in the process of developing. The MDP outlines policies and objectives that are to be applied to a community through the ASP process.

Northeast Community 'A' Area Structure Plan (Statutory - 2007)

The *Northeast Community 'A' ASP* provides further guidance on development in this area. In the ASP the subject site is identified as a Transit Planning Area. The Transit Planning Area applies to a 600-metre radius from the future station and the land uses within this area should include multi-residential development, office uses, commercial, consumer service, and pedestrian and bicycle connections to both the regional pathway and to the surrounding community. The intent of the policy is to provide for vibrant, higher density residential and mixed-use development with

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pedestrian connections to the surrounding community. The proposal is aligned with these policies.

In addition, the ASP contains general design principles for Transit Planning Areas and Multi-Residential Development. These design principles speak to the integration of developments into the surrounding community, orientation and design of buildings, pedestrian and cyclist-oriented design, internal and external connectivity, and the public realm. The proposed development generally aligns with these policies.

Transit Oriented Development Policy Guidelines (Non-statutory – 2005)

The *Transit Oriented Development Policy Guidelines* apply to areas typically within 600 metres of existing or future transit stations. The guidelines encourage higher-density, walkable, mixed-use environments within station areas to optimize use of infrastructure, create mobility options and benefit local communities and city-wide transit riders. The proposed development includes transit-supportive land uses, allows for increased density, and provides a publicly accessible plaza which will encourage pedestrian activity adjacent to the station.

Calgary Large Retail/Commercial Urban Design Guidelines (Non-statutory – 2014)

The proposed development aligns with the principles of the *Calgary Large Retail/Commercial Urban Design Guidelines*. The proposal builds the outside edges of the site, creates a primary retail street and can accommodate future intensification. The site provides a safe, convenient, and comfortable pedestrian realm and will be appropriately linked to the future LRT station.

Land Use Bylaw 1P2007 (Statutory – 2007)

The DC Direct Control District allows for commercial uses to be combined with office, institutional, and residential uses as part of the same development. The intent of the DC is to allow for a range of land uses and intensities that support the development of a transit-oriented activity hub for the communities of Redstone and Skyview Ranch. The DC is based on the Commercial – Community 2 (C-C2) District of Bylaw 1P2007 and contains additional rules which seek to achieve the overall intent for this area. The proposed development meets the rules of the DC, with minor supportable relaxations described below:

Bylaw Relaxations		
Regulation	Standard	Provided
769 Landscaping in Setback Areas	(3) Where a setback area shares a property line with a lane or parcel designated as a commercial, industrial or special purpose district, the setback area: (a) be a soft surfaced landscaped area;	Plans indicate hard landscaped area within the North setback area. <i>Relaxation supported by Administration</i>

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247 Outdoor Café	(f) has a maximum area of 25.0 square metres in the C-N1, C-N2, C-C1, C-C2, C-COR1, C-COR2, C-O, C-R1, I-B, CC-MHX, CC-X, CC-COR, CC-ER, CC-ERR, CC-EMU, CC-EIR, CC-EPR, CC-ET, MU-1, MU-2, M-H1, M-H2, M-H3, M-X1 and M-X2 districts.	Plans indicate a 127.43m ² (+102.43m ²) outdoor café on the South side Building K. <i>Relaxation supported by Administration</i>
279 Restaurant: Food Service Only - Medium	(c) must not have any openings, except emergency exits, loading bay doors or non-opening windows, on a façade that faces a residential district or abuts a lane separating the parcel from a residential district; (d) must not have an exterior entrance located on a façade that faces a residential district, unless that façade is separated by an intervening street;	Plans indicate exterior entrances facing an R-2 district. <i>Relaxation supported by Administration</i>
282 Restaurant: Licensed - Medium	(c) must not have any openings, except emergency exits, loading bay doors or non-opening windows, on a façade that faces a residential district or abuts a lane separating the parcel from a residential district; (d) must not have an exterior entrance located on a façade that faces a residential district, unless that façade is separated by an intervening street;	Plans indicate exterior entrances facing an R-2 district. <i>Relaxation supported by Administration</i>

Proposed Relaxations

Landscaping Rules

The proposed relaxations are supported by Administration. The relaxation to the landscaping rule will allow a pathway connection to the adjacent park space north east of the site. This pathway provides a linkage for the community and will allow for pedestrians to move to and from the future LRT station. The development also proposes a relaxation to the maximum outdoor café or patio area adjacent to the public plaza. Increasing the size of the patio area will allow for additional animation of the plaza.

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Specific Use Rules

The relaxation of the exterior entrances and openings of the Restaurant: Food Service Only – Medium and Restaurant Licensed – Medium facing an R-2 district are also supported by Administration. The proposed uses are located in Building C and Building D which are 80 metres from the adjacent R-2 development north of the site. This distance provides a buffer between the residential and restaurant uses as intended by the bylaw rules.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted on site. The application has been advertised online.

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 permit, the decision to grant a relaxation, or any of the conditions placed on an approval.

There is currently no active Community Association (CA) in Redstone thus no comments were received. Notice of the proposal was provided on the site and no letters were received from the public in response to that notice.

Social, Environmental, Economic (External)

The proposed development contributes to housing diversity, encourages social interaction through an enhanced public realm, and will allow for more efficient use of existing infrastructure. The development includes commercial spaces that are conducive to attracting, retaining and nurturing businesses.

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. The Blue Line LRT extension and future 128 Avenue NE Station are currently unfunded and development in this location may increase the demand for service.

Risk Assessment

There are no significant risks associated with this proposal.

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REASON(S) FOR RECOMMENDATION(S):

The proposed development meets the intent of applicable City policies and is consistent with the policies of the *Municipal Development Plan* and conforms to the intent and direction of the *Northeast Community 'A' Area Structure Plan*. The proposed development includes a high-quality design, a central high street, a plaza, opportunities for pedestrian accessible shopping for nearby residents, and strong connections to the future LRT station. The proposed development meets the intent of the *Land Use Bylaw 1P2007*, with supportable relaxations.

ATTACHMENT(S)

1. Development Permit Plans
2. Conditions of Approval
3. Direct Control District Bylaw 107D2015
4. Urban Design Review Panel Comments and Applicant Responses