

Planning & Development Report to
Calgary Planning Commission
2019 April 18

ISC: UNRESTRICTED
CPC2019-0494

Development Permit in Hillhurst (Ward 7) at 417 – 10 Street NW, DP2018-4579

EXECUTIVE SUMMARY

This development permit application was submitted by IBI Group on 2018 September 25 on behalf of Greywood 10G GP Inc. This application proposes a new mixed-used development including:

- at-grade commercial uses along 10 Street NW;
- residential units along the lane;
- nine storeys of residential above the ground floor;
- 115 residential units in total;
- Class B (fascia) and Class D (canopy) signs; and
- a development consistent with the intent of the DC Direct Control District (Bylaw 152D2018).

The proposed development aligns with policies in the *Municipal Development Plan* and *Hillhurst/Sunnyside Area Redevelopment Plan* and will provide a mixed-use development with local retail, employment and housing opportunities in close proximity to and the Sunnyside LRT Station and the downtown.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed development permit application DP2018-4579 for a New: Dwelling Units, Financial Institution, Outdoor Café, Restaurant: Licensed – Small, Retail and Consumer Service, Sign – Class B, Sign – Class D at 417 – 10 Street NW (Plan 1811460, Block 1, Lot 10), with conditions (Attachment 1).

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

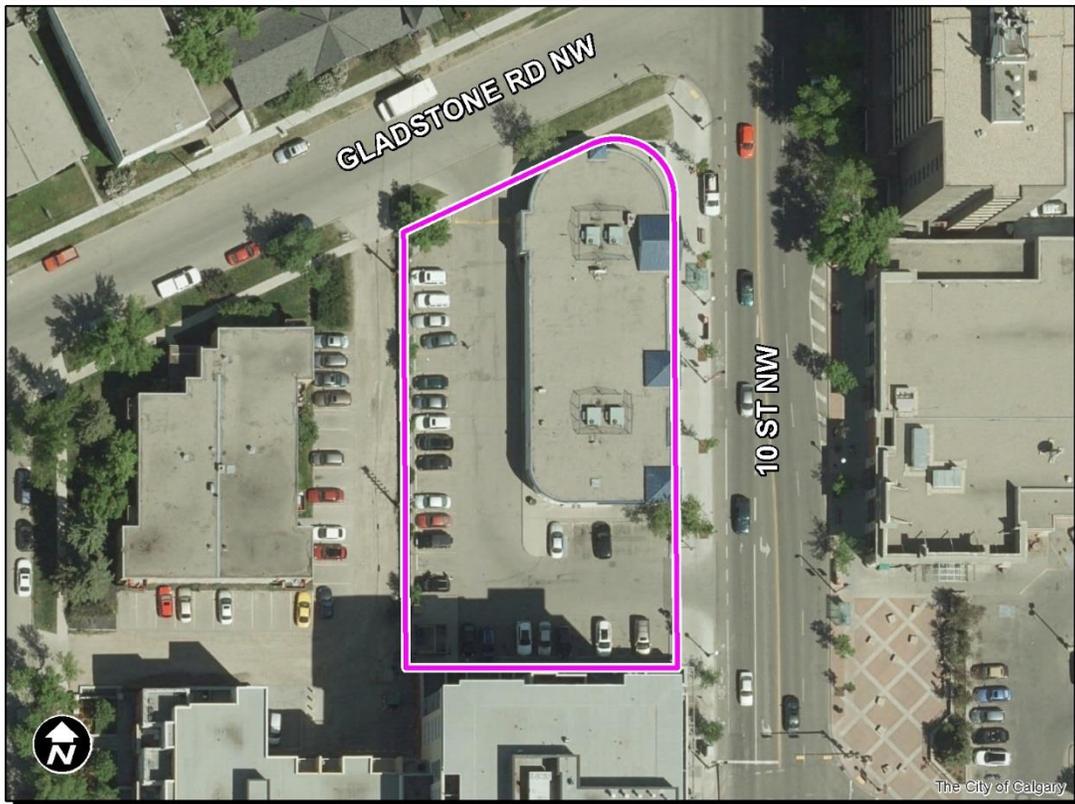
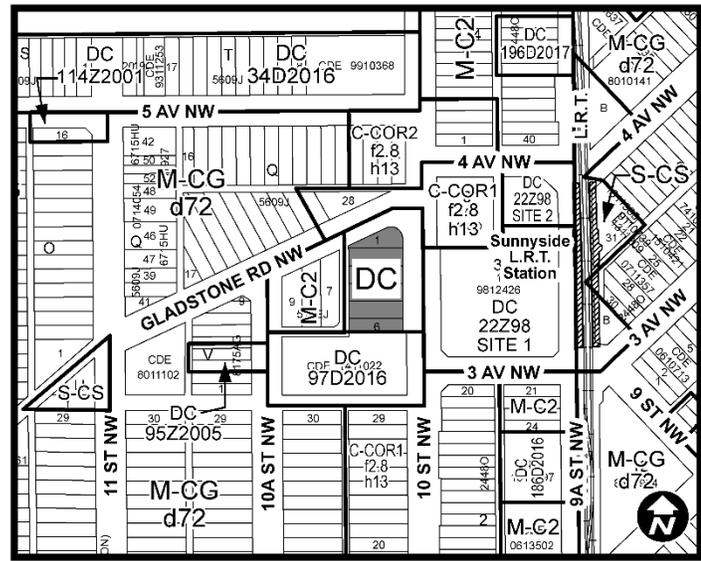
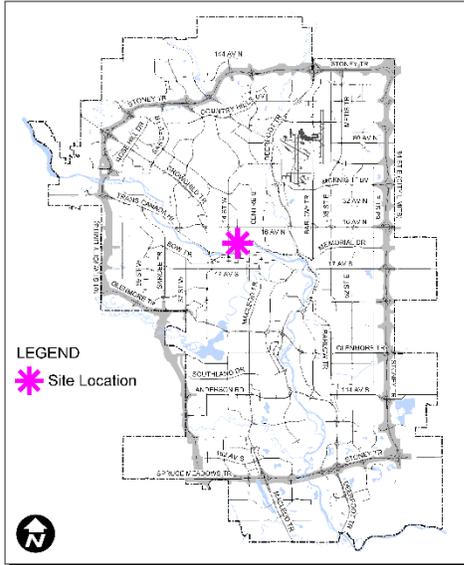
The development permit application (Attachment 2) was submitted by IBI Group on 2018 September 25 on behalf of Greywood 10G GP Inc. to develop the site with a mix of multi-residential and at-grade commercial uses.

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Location Maps



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Site Context

The subject site is located along 10 Street NW, at the north end of the commercial area of Kensington in the community of Hillhurst. The primary frontage for the site is along 10 Street NW, while it also features frontage along Gladstone Road NW. The site is approximately 240 metres from the Sunnyside LRT platform and within walking distance of downtown. Currently, the subject site is occupied by an older single storey commercial building.

Surrounding the subject site are mixed-use commercial/residential buildings to the south and east; a multi-residential building to the west; and smaller commercial developments to the north across Gladstone Road NW. A land use amendment was recently approved for the parcels immediately to the north, adjacent to the historic church, for development of a scale similar to that allowed on this site.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Land Use

On 2018 May 07 Council approved the redesignation of this site to a DC Direct Control District based on the Mixed Use - Active Frontage (MU-2) District to allow for a range of multi-residential, commercial and office uses.

The DC Direct Control District (Bylaw 152D2018) allows for a maximum height of 32.0 metres and maximum density of 5.0 FAR. The DC District also includes a rule for the implementation of the density bonus provisions in the *Hillhurst/Sunnyside Area Redevelopment Plan*.

Application Review

The initial development concept proposed by the applicant was taken to the Urban Design Review Panel (UDRP) meeting on 2018 June 27. Following submission of the Development Permit on 2018 September 25, a Detailed Team Review (DTR) was provided to IBI Group on 2019 January 02 and required a response to address the following:

- City Wide Urban Design and UDRP comments;
- provision of additional architectural;
- detail, particularly at the northeast corner of the building;
- removal of a masonry wall along the south edge of the site adjacent to the existing development;
- submission of a soil and groundwater management plan and sanitary servicing study;
- additional commercial parking and bicycle parking; and
- Land Use Bylaw discrepancies.

Amended plans were submitted on 2019 February 25. The application addressed Administration's concerns through the amended plan submissions. Outstanding issues, that are minor in nature, are to be addressed through the prior to release conditions of the Development Permit Conditions of Approval (Attachment 1).

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City Wide Urban Design

The following comments were raised by City Wide Urban Design during the review period:

- Given the landmark/gateway location of the site, ensure that the massing and overall design celebrates the community entry at 10 Street NW and Gladstone Road NW through distinctive architecture, use of materials, well detailed public spaces, and pedestrian scaled signage and lighting which animates the public realm.
- Consider landscape, furniture, lighting and public art at the corner of 10 Street NW and Gladstone Road NW to emphasise the gateway character and animate the public realm.
- Provide a vertical street/sidewalk interface along 10 Street NW which animates the public realm for example with floor-to-ceiling transparent glazing, pedestrian scaled canopies which provide weather protection, recessed entries or set-back areas to allow for outdoor café space or retail spill-out.

Through the amended plans submitted on 2018 September 25 and 2019 February 25, the applicant was able to address the comments raised by City Wide Urban Design through updates of materials and the provision of illustrative materials and material boards. The design of the public realm and the corner elements have been enhanced through creation of a plaza space and outdoor café at the corner, creation of a clear glass feature extending up the building as a corner element with the addition of unique coloured glass panels, and provision of second floor balconies which allow for canopies for weather protection, break up the massing along the ground floor and bring additional activity to the street.

Urban Design Review Panel

The application was brought before the Urban Design Review Panel (UDRP) on 2018 June 27. UDRP comments, together with the applicant's response, are provided in Attachment 4. In summary, UDRP's comments focused on the significance of the location and the creation of a signature building that invites people to the 10 Street NW corridor.

Key comments from the UDRP include:

- Add seating and other complementary furnishings that focus on the mixed-use retail frontage on 10 Street NW at street level and consider increased articulation/animation of the retail frontage to provide more textural depth to the building interface.
- More definition at street level, including various entry conditions, would assist in breaking up the long volume and adding interest and rhythm.
- Gateway art and a more obvious and celebrated entrance to the residential component of the site would be beneficial and would add to the stature of the project in its gateway role.
- Enhance the interface along Gladstone Road NW adjacent to the sidewalk, perhaps reviewing opportunities to narrow the carriageway of Gladstone Road if possible.

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Changes were incorporated into the initial plans submitted on 2018 September 25 as well as the amended plans submitted 2019 February 25. These include providing two-sided public seating, enhancing the retail frontage through increased windows, masonry entry accents, and different signage opportunities, development of a distinct realm for the residential entry and development of the plaza area at the north east corner of the site. The amended plans satisfied the concerns raised by the UDRP and City Wide Urban Design and it was determined that a second UDRP review was not required.

Site Building and Design

The application proposes a ten-storey mixed-use development with a total of 115 units. This includes 53 one-bedroom units, 50 two-bedroom units, and 12 three-bedroom units. In addition to the common entrance lobby fronting Gladstone Road NW there are two individual unit entries proposed at-grade along the lane. Commercial/retail units face 10 Street NW with a proposed restaurant and outdoor café wrapping the corner at the 10 Street NW and Gladstone Road NW.

Although the proposed building is ten storeys, the applicant has attempted to be respectful of adjacent building to the south by providing a setback beginning at the third floor and continuing to the top of the building. A stepback has also been provided after the second floor along the 10 Street façade to assist in reducing the perceived mass and height of the building from the pedestrian scale. The building has been also provided a generous setback along 10 Street NW in order to allow for a wider pedestrian path and offer areas for retailers to display goods or create small seating areas.

The building utilizes a combination of materials. The proposed two-storey base of the building is primarily made of a light masonry material with storefront glazing. The upper levels are designed with metal panels as the primary material along with masonry elements providing a major vertical element on the north elevation. The applicant has also added accent spandrel panels in the corner units using dichroic glass. This material has properties which change colour when viewed from different locations.

Landscaping and Public Realm

The public realm for the development includes a public plaza provided at the north east corner of development. This space is active with curving rows of concrete and wood seating benches. Landscaping includes ash and linden trees with permeable foliage that will provide shade over the seating as well as separation from the outdoor café.

Along 10 Street NW the development has incorporated a similar approach to what has been previously used along the 13 Avenue Greenway. Planting has been provided along the public realm adjacent to the street. This includes the elm street trees as well as a strip of Blue Lyme Grass that will allow for a continuous soil trench and better tree establishment as well as protection for pedestrians from the street. Two-sided benches have been provided within this area to allow users experience both the retail and the street.

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A roof top patio has also been proposed as part of the development. This provides for amenity space for the residents and will have the ability to host larger groups or building functions. This amenity space will include several planters as well as a number of seating options and outdoor fireplace table.

Site Access and Parking

Vehicular access is provided from the lane to underground parking. Residential parking stalls have been provided in excess of Land Use Bylaw requirements and includes the required number of visitor parking stalls. The applicant is asking for a relaxation for the commercial parking requirements supported by a parking study. Administration is supportive of the relaxation. The applicant is also requesting a relaxation for the bicycle parking stall as a number of bicycle stalls have been provided along 10 Street NW, within the public realm, but outside of the subject property.

Environmental

A Phase II Environmental Site Assessment was submitted with this application as well as a soil and groundwater management plan, which were accepted by Administration.

Transportation

Vehicular access to the development site is available through the existing rear lane. The site is located adjacent to transit stops for several bus routes on 10 Street NW as well as 240 metres from the Sunnyside LRT Station. A Transportation Impact Assessment was not required for this application.

Utilities and Servicing

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

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted on-site. Notification letters were sent to adjacent landowners and the application was advertised online.

In 2018 February, when the land use amendment review was underway, the applicant held an open house. Feedback was generally positive from the community. The applicant also met with the Hillhurst/Sunnyside Community Association (HSCA) in 2018 September and 2019 February to discuss the proposal. The HSCA was circulated and provided a letter with comments on the application. That applicant addressed many of these comments through the amended plans and the HSCA have indicated they are mostly in support of the proposed development.

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No letters of support or objection were received from the public in regard to the development permit application.

Strategic Alignment

South Saskatchewan Regional Plan (2014)

The recommendation by Administration in this report has considered and is aligned with the policy direction of the *South Saskatchewan Regional Plan (SSRP)* which directs population growth in the region to Cities and Towns and promotes the efficient use of land.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed development builds on the principles of the *Interim Growth Plan* by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

Municipal Development Plan (Statutory - 2009)

The subject site is identified on the Urban Structure Map of the Municipal Development Plan (Map 1) as being within the Neighbourhood Main Street Area. Neighbourhood Main Streets typically are located along Primary Transit Network within the Inner City and have a strong historical connection to the communities they abut. They are the “main streets” for one or more communities, providing a strong social function and typically support a mix of uses within a pedestrian-friendly environment.

This proposal is in keeping with relevant MDP policies as it provides opportunities for mixed-use development including contributing to a range of housing options and the provision of jobs in an area well-served by transit.

Hillhurst/Sunnyside Area Redevelopment Plan (Statutory - 1988)

The subject site falls within the Transit Oriented Development Area of the *Hillhurst/Sunnyside Area Redevelopment Plan (ARP)*, approved by Council in 2009 February. The subject site is situated in the area identified as Urban Mixed-Use on the Land Use Policy Area Map of the ARP. This area has the potential to accommodate the highest densities and building heights in the area with minimal impact on the character or quality of the nearby residential districts. The proposed development meets the intent and policies of the Area Redevelopment Plan.

In 2012 November, Council approved an amendment to the *Hillhurst/Sunnyside Area Redevelopment Plan* to include density bonus provisions, which allow for a density increase up to the maximum floor area ratio specified in the Area Redevelopment Plan. The density increase is subject to a contribution to the community amenity fund or provision of an urban design improvement. At this time the applicant intends to work with Administration to design and potentially construct a realignment and curb extension at Gladstone Road NW and 10 Street NW in order to improve the pedestrian cross walk in this area.

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Land Use Bylaw and DC Direct Control District

The proposed development generally complies with the Land Use Bylaw with the exception of the below discrepancies. These Bylaw discrepancies, identified in the table below, are supported by Administration as the development still meets the intent of the rules, and relaxations of the rules has minimal adverse impact on adjacent developments.

The subject parcel is governed by DC Direct Control District (Bylaw 152D2019) (Attachment 5). The purpose of the DC Bylaw is intended to provide for medium density mid-rise mixed-use development as well as to implement the density bonus provisions of the Area Redevelopment Plan. It should be noted that the DC Bylaw provides the Development Authority permission to relax the building height rule contained within this DC Direct Control District if it can be demonstrated that the relaxation does not unduly interfere with the use, value and enjoyment of the adjacent properties.

Bylaw Relaxations		
Regulation	Standard	Provided
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 the area of the outdoor café is 55.02m ² (+30.02m ²). <i>Administration supportive of relaxation.</i>
282 Restaurant: Licensed - Medium	(d.1) must not be within 45.0m of a residential district when the use is located within the C-C1, C-C2, C-COR1, C-COR2, CC-COR, CC-X, MU-1, MU-2 and S-R Districts, which must be measure from the building containing the use to the nearest property line of a parcel designated as a residential district.	Plans indicate the Restaurant: Licensed – Medium located within CRU 6 is 24.77m (-20.23m) from the residential district to the West of the development site. <i>Administration supportive of relaxation</i>
1385 Setback Areas (min.)	(3) For the storey closest to grade, the maximum building setback from a property line shared with a street is 4.5m for 60% of the length building façade that faces the street.	Plans indicate 11.20% (-48.80%) of the North façade of the building is located within 4.5m of the property line shared with the street. <i>Administration supportive of relaxation</i>

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1339 Building Orientation	Units and individual uses located at grade with an exterior wall facing a street must provide: (b) an entrance that is visible from the street; and	Plans indicate the entrance to unit A1 is not visible from Gladstone Ave NW. <i>Administration supportive of relaxation</i>
1337 Ground Floor Height	(1) Unless otherwise referenced in subsection (2), the minimum height of the ground floor of a building is 4.0m as measured vertically from the floor to the ceiling.	Plans indicate the ground floor height for commercial units is 3.66m (-0.34m). <i>Administration supportive of relaxation</i>
DC 152D2018 9 Building Height	The maximum building height is 32.0 metres.	Plans indicate the building height from grade on the North elevation is 32.33m (+0.33m). Plans indicate the building height from grade on the West elevations is 32.75m (+0.75m). <i>Administration supportive of relaxation</i>
1342 Rules for Commercial Uses Facing a Street	(1) Unless otherwise referenced in subsection (2), the façade of a building located on the floor closest to grade and facing a street must provide windows with unobscured glass that: (a) occupy a minimum of 65.0% of the façade between a height of 0.6m and 2.4m; and	Plans indicate 41.71% (-23.29%) of the North façade is finished with unobscured glass between 0.6m and 2.4m. <i>Administration supportive of relaxation</i>
1346 Planting Requirements	(4) Shrubs must be min height or spread of 0.60m.	Plans indicate the proposed Blue Danube Juniper has a height of 0.40m. <i>Administration supportive of relaxation</i>
Parking Stalls (min.)	Requires 38 motor vehicle parking stalls for commercial uses.	Plans indicate 5 (-33) commercial parking stalls provided. <i>Administration supportive of relaxation</i>
Loading Stalls (min.)	Requires 2 loading stalls.	Plans indicate 1 (-1) loading stalls provided. <i>Administration supportive of relaxation</i>

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Bicycle Parking Stalls	Requires 14 bicycle stalls class 2.	Plans indicate 0 (-14) bicycle stalls class 2 provided. <i>Administration supportive of relaxation (28 stalls have been provided off-site adjacent to 10 Street NW)</i>
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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.

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 application.

REASON(S) FOR RECOMMENDATION(S):

Administration is supportive of the proposed mixed-use development as the application meets the over-arching objectives set forth in the *Municipal Development Plan* and *Calgary Transportation Plan*. The proposal complies with the *Hillhurst/Sunnyside Area Redevelopment Plan* and meets the intent of the DC Direct Control District with minor bylaw relaxations.

ATTACHMENT(S)

1. Conditions of Approval
2. Development Permit Drawings
3. Applicants Submission
4. Applicant Response to UDRP
5. Direct Control Bylaw 152D2018