

CAPSTONE

Area Redevelopment Plan



Adopted: Bylaw 3574/2016 (December 5, 2016)

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1. INTRODUCTION

1.1 PURPOSE AND OBJECTIVES

The purpose of this Plan is to guide the future growth and redevelopment of the Capstone area of Downtown Red Deer.

The vision for the redevelopment of Capstone as a vibrant mixed-use community was first presented in the *2000 Red Deer Greater Downtown Action Plan (GDAP)*. Building on that Plan, the *2004 Riverlands Area Redevelopment Plan (ARP)* was prepared, providing further detail on specific design elements, land use, zoning and implementation strategies.

Capstone development concepts were refined further in the report – *“Progress and Potential: Red Deer’s GDAP 2008 Update”*. Following adoption of the report, the City of Red Deer initiated a process to update the *2004 Capstone ARP* to reflect these refinements. In 2011 the Riverlands 2011 ARP was adopted by Council.

In 2016 a background study and concept was completed to continue to build on and refine the ideas and goals within the *2008 GDAP Update*, the *2011 Riverlands ARP* and the existing Direct Control District No. 21. The background study and concept added the development context to the neighbourhood which brings implementation of the plan to a tangible reality.

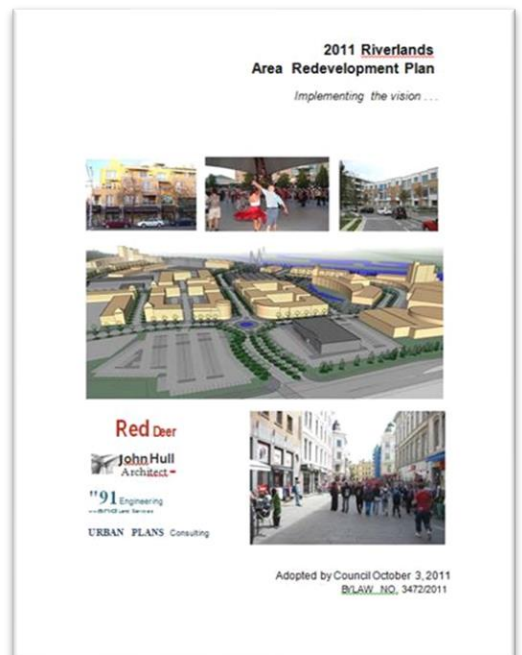
This *Capstone ARP* is a further evolution of the vision and a reflection of the background study and concept; this Plan:

- Continues to build a unique identity for Capstone
- Provides a flexible development concept with active commercial edges in key locations
- Creates lively and attractive pedestrian streetscapes for differing land uses
- Provides for improved pedestrian and vehicular connections within Capstone
- Considers the existing uses within the neighbourhood in the implementation of the vision

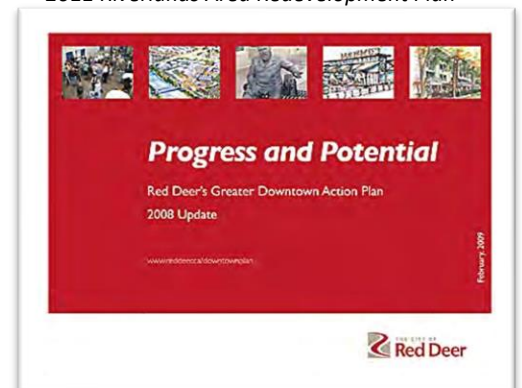
Public consultation has occurred throughout the evolution of these documents.



“...a vibrant mixed-use community...”



2011 Riverlands Area Redevelopment Plan



2008 GDAP Update

1.2 PLAN AREA

The Capstone area is currently a primarily light industrial / commercial area in the southwestern sector of the Greater Downtown area. The area includes the site of the former City Public Works Yards, and Cronquist Business Park. This 37 hectare area occupies a strategic location, directly west of the downtown commercial core, on the bank of the Red Deer River.

The Plan Area is defined by the Red Deer River on the west, Taylor Drive on the north and east and the West Park neighbourhood on the south. *Map 1: Aerial View* shows the existing development in the planning area and *Map 2: Existing Legal* shows the legal property lines of the properties in the area.



Old Brew Plaza



Cronquist Business Park



Aerial view of Capstone (2016)

1.3 MANDATE AND ALIGNMENT WITH OTHER PLANS

The *Capstone ARP* is a statutory plan, as defined by the *Municipal Government Act* (MGA). Section 635 of the *MGA* specifies that the following items must be addressed in an ARP:

- The objectives of the plan and how they are proposed to be achieved;
- The proposed land uses for the redevelopment area;
- If a redevelopment levy is to be imposed, the reasons for imposing it;
- Any proposals for the acquisition of land for any municipal use, school facilities, parks and recreation facilities or any other purposes the council considers necessary; and

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- Any other proposals that the council considers necessary.

Section 638 of the *MGA* requires that all statutory plans adopted by Council are consistent with one another. The *Capstone ARP* is consistent with the *Municipal Development Plan*, the overriding statutory planning document governing land use and development in the city as a whole.

In addition, the *Capstone ARP* incorporates direction, as appropriate, from the various planning tools and background studies including the:

- Greater Downtown Action Plan 2008 Update
- Community Culture Vision, 2009
- 2011 Capstone ARP
- Environmental Master Plan, 2011
- 2013 Economic Development Strategy
- Mobility Playbook, 2013
- Red Deer River Embankment Study, 2014
- Capstone background study and concept, 2016
- Downtown Red Deer's Investment Attraction Plan, 2016
- Neighbourhood Planning and Design Standards, 2013

Should the policies in this *Capstone ARP* conflict with other planning tools, including development standards in the Land Use Bylaw, this *Capstone ARP* will prevail because it is a statutory document.

2. HISTORY AND EXISTING CONDITIONS

2.1 HISTORY

Capstone's (formerly known as Riverlands) known history dates back to the late 1800's. The Capstone area was originally the open land west of the CPR rail line and the first railyards developed in 1890-1891. The land had limited cultivation and was largely used as pasture.

Among the first industries to develop in the area was a small sawmill, operated by Rev. Leonard Gaetz and his son Ray Gaetz on the south side of the Red Deer River. After a couple of years, the Gaetz's sold the operation to James McMurray. At the turn of the last century, the sawmill operations were moved to the north bank of the river (Bower Ponds) as the site made for a better collection and storage of logs in the ponds on the riverside flats.

Also, during the 1890's, Henry Reinholt built a sandstone quarry adjacent to the river, immediately south of where Taylor Bridge now stands. The quarry was the first commercial-scale quarry in the region. Sandstone from the quarry was used in the construction of several of Red Deer's prominent buildings over the years.

Most of the land around the quarry was in farmland for a number of decades. The area was generally known as Reinhold Landing during these years.

After the first fair was held on Ross Street in 1892, the annual Red Deer Fair was moved to the CPR roundhouse on the west side of the railyards. Outdoor livestock exhibit areas and a racetrack were also added in the years to come. The Red Deer Fair continued to be held on the site until 1902 when it moved to the new Alexandra Park fairgrounds on the southeast corner of the river valley.

In 1904, the Western General Electric power plant was constructed on the site of the old sawmill. The City constructed the water intake and filtration plant next to the power plant. After the City bought out the Western General in 1926 and a new long term power contract was signed in 1928 with Calgary Power Ltd. to purchase wholesale hydro-electric power, the old steam power plant was no longer needed and was dismantled.

In 1907, Red Deer was designated by the CPR as a main divisional point on the C&E rail line. Consequently, over the next three years, there was an extensive expansion of the railyards, including the construction of



Fire Plan Map of Red Deer 1948, North at top.



*Downtown Red Deer looking south east, September 1980.
Photo courtesy of Red Deer and District Archives, John Roberts photographer*

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a new roundhouse complex, coaling trestle, switching tracks, and a steel rail bridge and railroad station. Also, the livestock pens on the west side of the tracks were expanded. Commencing during the time of the First World War, and particularly in the 1920's, a row of grain elevators were constructed on the west side of the rail line. In 1929, the City struck an exciting agreement with the E.B. Eddy Company to build a large match factory, west of the old power plant site. However, the onset of the Great Depression in the fall of 1929 caused a postponement and eventual cancellation of the project. However, a consequence of the proposal was that a large area west of the CPR yards remained vacant in the hopes that the match factory project would eventually be revived.

In the 1930's, the Red Deer City Yards were relocated from a site south east of City Hall, to a new large site on the south side of 43rd Street, east of the West Park hill.

In the years following the end of the Second World War, Red Deer's position as a transportation and distribution hub was greatly increased. The development of an extensive energy services industry added to the need for warehouse and industrial space.

Hence, a relatively extensive warehouse, commercial and light industrial area developed in the Capstone area in the late 1940's and throughout the 1950's. The CPR added spur lines to service the area. In the early 1960's, the City Yards had become too cramped and were moved farther north to a site south of the river.

In the 1960's and early 1970's, the Capstone area continued to fill in with more commercial and light industrial businesses. Due to increased truck traffic 54 Avenue was improved as a truck route.

Major changes were again initiated in the 1980's when the CP railway tracks were removed and the area became more connected to the Downtown through the extension of Ross Street to the west and the construction of Taylor Drive and Taylor Bridge on the area's boundaries.

Capstone is situated in a prime central Red Deer location (see *Map 3: Downtown Area Context*). It is located within the Downtown, immediately west of the Downtown's Central Business District. The area is bordered on two sides by natural amenities, the river on the west and a forested escarpment on the south. Taylor Drive forms its northern and eastern boundaries.

The West Park residential neighbourhood lies above the escarpment on its southern boundary, while the Railyards commercial-industrial area is situated across Taylor Drive, to the north.

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At present, Capstone is a low-density commercial-industrial area consisting primarily of commercial office and industrial enterprises, warehouse operations, merchandise sales businesses, professional offices and storage facilities. Much of the area was built out in the 1960's and 1970's. About 300 residents currently live in Capstone, primarily in two developments; the townhousing south of 43 Street, and The Quarry condominiums along the river.

There is extensive parking provided throughout this commercial business park area. There are no sidewalks along the roadways within the northern part of the area. While some of the buildings have grass boulevards or landscaping in front, there are no pedestrian amenities or parks within the area. For the most part, the only facilities for pedestrians or cyclists occur along the edges of the area - Waskasoo Park trail at the river's edge and the sidewalk/bike trail adjacent to Taylor Drive.

The former public works yards with their industrial structures and large piles of sand used to provide a landmark as you entered the Downtown from the west. In 2009, the City relocated their Civic yards and Electric, Light and Power operations to a new location. This created two large City-owned sites available for redevelopment in Capstone. They include the large 9.5 hectare site north of 47 Street (Alexander Way) and the E.L. and P. site – a 1.6 hectare site at the river's edge in the southwest corner of the area.

Both vacant City-owned sites border the Red Deer River, directly across from Bower Ponds. The larger Civic yards site in particular has the potential to develop into an outstanding downtown civic/commercial/mixed-use gathering place.

At the west end of Capstone, overlooking the river, are two residential condominium buildings, each containing some ground floor commercial uses. These residential developments fulfill the intent of the *Capstone ARP* and help facilitate conversion of the area from a mainly commercial- industrial area to a predominantly residential-commercial mixed- use area.

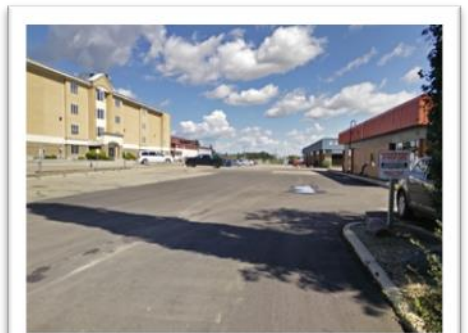
Development along the eastern edge of Capstone (between Taylor Drive and 54 Avenue), and in the area south of 45 Street is characterized by a variety of commercial and light industrial buildings, mostly low scale buildings, along



Missing sidewalks along 45 St



View of an existing residential condominium building located within a primarily commercial-industrial area



View of large parking areas within existing commercial business park area

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with a number of vacant lands. Prominent amongst the commercial buildings just off Taylor Drive are a number of entertainment facilities, including the Carnival Cinemas, and the Old Brew Plaza.

Construction along Taylor Drive, which borders Capstone on the north and east, at the intersection of 47 Street (Alexander Way) was recently completed in fall of 2015. The new intersection functions as an entry into the neighbourhood’s main urban corridor. As a result new vehicular and pedestrian movements are already occurring along street crossings and the trail system.

In addition to the road work along Taylor Drive in 2015, AltaLink’s overhead primary power transmission lines and towers were buried along the western edge of the plan area. This project has increased the development potential for a vibrant, mixed-use neighbourhood.

In terms of an overall land use breakdown of Capstone, the most predominant land use is commercial. However, in the north part of Capstone, vacant land is now most predominant, with several large sites awaiting redevelopment – the former public works yards, vacated EL&P property and a number of large vacant private properties.

As mentioned above, there are two residential properties in the north portion of Capstone and one townhousing development in the south part of the area. The open space lands in the area, along the river, below the escarpment on the south and along Taylor Drive, are all in passive recreation use, with trails running throughout.



View of variety of commercial and light industrial low scale development along with a number of vacant lands



View of entertainment facilities (Carnival Cinemas) along Taylor Drive & 48 St

2.2 EXISTING CONDITIONS

2.2.1 Existing Natural Features

The previous uses of quarrying, farming, and industrial development have resulted in bare sites with little vegetation. In contrast the area is blessed with an exceptional natural setting. There is a forested escarpment on its southern boundary, the Red Deer River and a naturalized riverbank along its western boundary.

The future urbanized area of Capstone is situated on a plateau 12 meters above the Red Deer River. The elevated grade of Capstone provides spectacular views along the river's edge. The view across the river is the jewel of the Waskasoo Park System, Bower Ponds, providing some of the most scenic park settings in Red Deer. It's not uncommon to spot birds and animals along the riverbank and in the naturalized wildlife corridor adjacent to Great Chief Park and Kiwanis Picnic Park.

The riverbank in the Capstone development has previously experienced some erosion. In 2014 the City of Red Deer commissioned *The Red Deer River Embankment Study* to confirm that development along the top of the riverbank was appropriate. The study shows that the proposed development in Capstone is not expected to impact future erosion, as any development will be required to meet appropriate setbacks from the river's edge. Prior documents, planning tools, and background studies, such as the *GDAP 2008 Update* and the *2011 Capstone ARP*, called for a bridge across the river at 47 Street (Alexander Way) and sections of the Riverwalk to be redeveloped with waterfront spaces. The bridge will be sensitive to the information in the study.



View along the river edge from 45 St



View of boulevard tree planting along 55 Ave

There are several businesses in the area with enhanced landscaping. Additionally, the boulevard tree planting along 55 Ave and the vegetated river embankment contribute to the aesthetics of the neighbourhood. The City will continue to invest in the landscaping of the Riverwalk and municipally owned green spine sections within the Capstone development.

2.2.2 Previous Land Use District

The entire Capstone area north of 43 Street, other than the open space areas, was within the Direct Control District No. 21 DC(21), prior to the *2016 Capstone ARP* and Land Use Bylaw amendment updates. See *Map 4: Previous Land Use Districts*.

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The General Purpose of the DC(21) District was to “...assist with the development of Capstone as a sustainable, healthy, mixed use community, with a blend of residential and retail commercial uses and a significant civic and open space area with a pedestrian friendly focus.”

The DC(21) District allowed a wide range of permitted and discretionary uses, including commercial, residential, institutional, recreation, open space and uses. Most of these uses fell under the discretionary category.

The open space areas were (and continue to be) within the A2 – Environmental Preservation District and P1 – Parks and Recreation District. A2 District parcels are located along the river and escarpment area whereas P1 District parcels are intermittently placed throughout the plan area. Two commercial sites south of 43 Street were within the C1A – Commercial (City Centre West) District. One townhousing site located south of 43 Street was within the R2 – Medium Density Residential District. The R2 District was to provide for a mixture of housing types and residential accommodations at medium densities.

2.2.3 Existing Pedestrian Circulation

There are several pedestrian trails and sidewalks bordering the area. A riverside trail, part of the Waskasoo trail system, runs along the western boundary and under Taylor Drive bridge, while a series of connected trails runs along the escarpment to the south. The sidewalks along the northern and eastern boundaries are also part of the area’s trail system. The existing bicycle paths follow the pedestrian trails and sidewalks that encircle the area.



View of riverside trail along 45 St

While there are sidewalks on one side of 43 and 45 Streets as they pass through Capstone, for the most part, other than small, intermittent sections, there are no sidewalks within the core of the Capstone area. As redevelopment occurs, the sidewalk network will be expanded and improved.



Pedestrian access from Ross Street (50 St) downtown along Taylor Drive

Pedestrian access to Capstone from the Downtown includes crossings at Ross Street, 47 Street (Alexander Way), 45 Street and 43 Street. Reconfiguration of the Taylor Drive and Ross Street intersection and the opening of the all-turns intersection at Taylor Drive and 47 Street (Alexander Way) have provided vital pedestrian connections from the Downtown directly from the north and northeast.

2.2.4 Existing Transportation and Parking

Vehicle access into the northern part of Capstone is via two all-turns access points from 45 Street and from the all-turns intersection at Taylor Drive and 47 Street (Alexander Way). The 45 Street and 47 Street (Alexander Way) loop acts as the main collector road for the area.

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The southern part of Capstone has good access from all directions, with 43 Street, and 45 Street providing direct east-west connections to Taylor Drive, and 55 Avenue providing access south.

The area is served by two transit routes, one which loops through the area on 43rd, 45th and 47th Streets as well as portions of 54 Avenue; and a second route which operates in both directions on 43 Street.

As the area was initially planned and developed as an auto-oriented, low density commercial-industrial area, the current parking supply has been adequate in the area. In addition to the parking provided off-street adjacent to the commercial and industrial buildings, there is on-street parking allowed throughout the area.

2.2.5 Existing Utilities

The area is well connected by utilities, with water, sewer, gas and electricity services following the old grid roadway system (see *Map 5: Existing Utilities*). While the utilities fulfill the needs of existing development, a servicing study has been completed to review and provides options on deep utility servicing, roadway cross sections and alignments, shallow utility alignments, overall landscaping and streetscaping considerations, and phasing of the required work. The servicing study included options for utility locations and utility upgrades to accommodate future development.

There was a major overhead electrical power transmission line passing through the western edge of the area. From a redevelopment and aesthetics perspective, this transmission line was a major constraint to development opportunities in the area. The transmission line burial completed in 2016 has opened more of the riverfront areas for redevelopment.

Existing overhead secondary distribution power lines continue to be located in Capstone.



View of Taylor Drive and 47 St intersection



View of Taylor Drive and 45 St intersection

3. VISION AND DEVELOPMENT CONCEPT

This section presents the vision and development concept for the future development of Capstone. It outlines a series of principles that will be used to guide the redevelopment process.

3.1 VISION OF CAPSTONE

The vision for Capstone is an once-in-a-lifetime opportunity for the City as a major landowner to direct the development of a model downtown riverfront community.

The vision of Capstone has evolved, consistently with prior plans since the first *Greater Downtown Action Plan* public forums were held over fifteen years ago.

The Capstone Vision is described as follows:

“The 2009 relocation of the City’s civic yards created a unique opportunity for the City to move forward towards their development goals of sustainability and densification.

Rather than the traditional suburban expansion that has serviced most of Red Deer’s recent growth, Capstone will be developed using proven urban design principles that call for a new urban form for an older part of Red Deer. Capstone will become a mixed-use, high density, urban, neighbourhood in the city.

The Red Deer River forms the border for over a third of the Greater Downtown, and much of that is in Capstone. Development will take bold steps in enhancing and connecting to the river’s edge, culminating in a central civic plaza projecting over the bank with a bridge across the river to Bower Ponds.

Significant public amenity spaces (following on those already successfully constructed in downtown) will continue as a major public initiative through Capstone.

The western leg of the long-envisioned east-west continuous pedestrian link across downtown will continue to be achieved through the innovative redesign of the Taylor Drive intersections.

47 Street (Alexander Way) will be Capstone’s Main Street, with potential for infrastructure to accommodate various types of users integrated into its generous public realm. The design of the streets,



Capstone western border, overlooking the Red Deer River



Artist’s rendering of a main street in an urban, mixed-use neighbourhood



A lively commercial street, with emphasis on the pedestrian

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the civic areas and neighbourhood retail shops create a wide range of unique places for residents, employees and visitors.

Central to the Capstone vision is the construction of great civic open spaces along 47 Street (Alexander Way). The open spaces will be unique to Red Deer, drawing visitors and citizens year round to a wide variety of activities, programs and services.

There is a synergy to all of Capstone diverse community components – public and private; commercial and retail; cultural and residential – all of which support a new urban style of living in Red Deer.”

3.2 GUIDING PRINCIPLES

3.2.1 Great Streets

Principle: Provide lively streets – great streets with multiple types of use, and with people interacting amidst bustling stores, offices, shops, restaurants, public buildings and open spaces.

These complete streets should place a greater emphasis on the needs of pedestrians, bicycle and transit users as compared to typical suburban streets.

The Vision:

- The streets are social spaces, not simply places for travel and thus vehicle speeds are lower as compared to typical streets.
- A high standard of public realm improvements on all streets, with street furniture and other public amenities facilitating social interaction.
- A central pedestrian spine anchoring the community – 47 Street (Alexander Way).
- A variety of street types – neighbourhood scale streets with an attractive, walkable, tree-lined character.
- Individual entrances at street level for all residential buildings with main floor dwelling spaces.

3.2.2 Great Places

Principle: Design buildings, outdoor spaces, and informal spaces to enhance positive interaction among residents and visitors. The great spaces of Capstone should be a first choice for community gatherings. The intent of this objective is closely aligned with the *Community Culture Vision's* concept of providing "Agora Spaces".¹

The Vision:

- A great civic space – a gathering place for special civic events, sporting activities, festivals, and simple relaxation.
- A major hotel/convention centre embracing the river and the great civic space a feature plaza promontory for river experiences where 47 Street (Alexander Way) meets the future bridge.



A lively commercial street, with emphasis on the pedestrian



The street as a social place (downtown Helsinki)

¹ Agora Space is defined in the *Community Culture Vision* as follows: Agora Space will ideally include busy, public, informal, and unstructured gathering places for social interaction. Their purpose will be to reflect Red Deer's authentic nature and personality. Visitors and citizens will be provided with the richness and diversity of urban living and with real opportunities to interact, dine, relax, listen to music, read, breathe, converse, and grow as a community.

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- Public amenity spaces designed to reinforce the connection to the river, to provide animations, sound and character, and encourage activity in the outdoor spaces.

3.2.3 Great Connections

Principle: Connect Capstone through attractive natural and constructed pathways, to the Downtown core, Waskasoo Park Trails and districts outside the core.

The Vision:

- A strong connection to the Downtown core through at-grade pedestrian and vehicular all-turns crossing at Taylor Drive and 47 Street (Alexander Way).
- Improved pedestrian access at the Taylor/Ross intersection, with pedestrian crossings in all directions.
- Viewpoints, and connections down to the river via a Riverwalk.
- An iconic pedestrian bridge across the Red Deer River to Bower Ponds.
- Upgraded Waskasoo Park riverside trails, providing pedestrian and bike connections to all points in central Red Deer.

3.2.4 Vitality

Principle: Build a neighbourhood that is a place for all citizens, with a wide variety of buildings, facilities and indoor and outdoor amenities – a place of innovation, new ideas, and exploration.

The Vision:

- A compact, mixed-use urban neighbourhood attractive to varied demographic groups.
- A variety of civic/cultural facilities such as a public market, an arts studio complex, a signature community / visitor centre and possibly a performing arts centre.
- Active storefronts and sidewalk patios on commercial streets, promoting activity day and night.
- Public art throughout the community.
- Phased, strategic redevelopment, with early success projects.

3.2.5 Authenticity

Principle: Celebrate the fact that Red Deer originated at its river crossings; Respond to the history that is embedded in the layout, the buildings and natural areas in Capstone.



The Forks development in downtown Winnipeg has a great, flexible civic space, used year-round for a wide variety of celebrations and events



Strong pedestrian connections through inter-connected plazas



A new pedestrian link to Bower Ponds from Alexander Way would make for a strong connection to the downtown and be an asset to the entire Waskasoo Park Trail system

The Vision:

- The plan “works with” the existing buildings in the former City Yards, properly respecting the industrial history and character of the area.
- Historic interpretive features will provide options for enhanced learning about the Red Deer River, farming, the Reinholt Quarry, the railway and the City’s West Yards.

3.2.6 Sustainability

Principle: With its existing natural and built infrastructure, Capstone is inherently sustainable. Higher density and lower per-capita resource use can be achieved through sustainable design and development.

The Vision:

- A unique City project – with much of the area in City ownership, the City has a unique opportunity lead in design of environmental, social, economic and physical planning principles
- The City will encourage sustainable buildings through development design criteria.
- The City will strive to develop a sustainable community in accordance with green development standards such as LEED (Leadership in Energy and Environmental Design), Green Globes, or BOMA Best (Building Owners and Managers Association).
- Development partnerships will be promoted, to accomplish public-private ventures and to help ensure increased private involvement and financial feasibility.
- Future redevelopment will be encouraged to provide a reduction in greenhouse gases, climate resilient development, water conservation, and protection of clear air.



Public art, like what exists along Alexander Way, is seen as being an important part of the vision for the future of Capstone



Landscaping decisions contribute to the creation of a sustainable community

3.3 GENERAL DEVELOPMENT CONCEPT

The development concept for Capstone is based on the Vision Statement and Guiding Principles as well as flexible land use concepts provided in the background study and concept. The vision calls for the development of outstanding open spaces and public realm improvements throughout the area, with a special focus along the river's edge.

Driven by a people first design, development will focus around public and shared space and public life incorporating flexible medium to high density residential and commercial redevelopment, with a wide variety of civic and cultural uses and facilities.

A refined development concept will be formed as developers submit proposals for future development based on the elements described above. Amendments to this plan will be required in the following circumstances:

- A change in vision or principles.
- A change in the land use district from that shown in *Map 6: Proposed Land Use Districts*²
- A change in location of major movement corridors, specifically the Urban Corridors and the Green Spine Street, see *Map 7: Movement Corridors*³
- A change in location of a public square, see *Map 6: Proposed Land Use Districts*⁴
- The addition of the development of drive-through businesses⁵

Any changes not described above will not require an amendment to this plan.

² Land Use Districts are further discussed in section 4.7 *Proposed Land Use Districts*

³ Movement corridors are further discussed section 4.4.1 *New Comprehensive Movement Corridors*

⁴ Public squares are further discussed in section 4.2.9 *Public Squares*

⁵ Drive-thru business are further discussed in section 4.2.4 *Drive-Thrus*

4. POLICIES AND KEY ACTIONS

This section contains the policies, development intent, design concepts, strategies and recommended actions that will guide the development of Capstone over the next 20 years. It provides guidance in assisting the future marketing of Capstone. It describes the land use, land use districts and general development framework necessary to create a vibrant, comprehensively planned mixed-use urban community. It also contains a series of concept maps, diagrams and precedent images that further describe the intent of the planning policies.

The policies are organized under the following headings:

- 4.1 Residential Development and a Sense of Community
- 4.2 Commercial Development, Arts, Culture, Entertainment and Recreation
- 4.3 The Public Realm
- 4.4 Transportation and Parking
- 4.5 Utility Improvements
- 4.6 Sustainable Development
- 4.7 Proposed Land Use Districts



“...a vibrant, comprehensively planned, mixed-use community...”

4.1 RESIDENTIAL DEVELOPMENT AND A SENSE OF COMMUNITY

Policies

4.1.1 Residential Growth Target

Promote a 15-year residential growth target for Capstone, with the objective being to achieve an estimated residential population of approximately 2,500 by 2031. The estimated population is based on the land uses proposed and will depend upon the final build-out. The overall housing density of Capstone is expected to be greater than 17.0 dwelling units per developable hectare. This will be achieved by maintaining medium to high densities for residential development, actively encouraging development of City owned lands and actively encouraging redevelopment of private lands. Due to several factors, including the variety and flexibility in land uses and range in building heights, the actual density for the area will be established as the area develops.



Residential development with strong urban design guidelines to create a sense of place

4.1.2 Medium and High Density Housing

Residential developments will include a variety of medium and high density housing forms. Buildings with residential uses will be developed at heights that allow maximum sun exposure at the heart of the neighbourhood and also create a high edge along the periphery to protect from wind and noise.

CAPSTONE AREA REDEVELOPMENT PLAN

4.1.3 Housing Choice

Development will consist of a range of housing forms and styles to create a thriving neighbourhood. Mixed housing types catering to a variety of tenants, of mixed ages and incomes will be strongly encouraged throughout the plan area.

4.1.4 Age Inclusive Community

Support the creation of a child and senior friendly environment in Capstone – one that responds to the needs of children, young people and their families, and seniors. Residential developments will incorporate amenity areas for children, young people and/or seniors and may include: tot lots, spray pools, courtyards, a rooftop terrace, and/or benches.

4.1.5 Interim Use of City Owned Lands for Special Events and Uses

Prior to full build out of City owned lands the City will encourage short-term uses that would create a vibrant atmosphere in Capstone and welcome people into the neighbourhood. Such uses may include: a Farmer’s Market (summer and/or winter), community gardens, skating rink, outdoor festivals, sports activities and so forth.

4.1.6 Crime Prevention Through Environmental Design

Crime Prevention Through Environmental Design (CPTED) guidelines will be used in the design of public open spaces and pedestrian routes in Capstone to help ensure public safety. The guidelines support building design that puts ‘eyes on the street’ and results in a safer neighbourhood environment.



An award-winning mixed-use residential development in Vancouver



“...a range of housing forms throughout Capstone...a mix of high end, middle income and affordable housing...”



Family oriented street events



A diagram showing ‘eyes on the street’ as a design element to improve safety by increasing surveillance

4.2 COMMERCIAL DEVELOPMENT, ARTS, CULTURE, ENTERTAINMENT AND RECREATION

Policies

4.2.1 Variety of Commercial Development Forms

Develop commercial spaces with a mix of retail and office, auto-oriented and pedestrian-oriented commercial uses developed at different densities styles, and types. Active commercial main floors serving pedestrian traffic will be required in key areas based around movement corridors (see *Map 6: Proposed Land Use Districts*, *Map 7: Movement Corridors*, and section 10.5 *Capstone Active Commercial Main Floor Overlay District of the Land Use Bylaw*) to ensure lively streets and public spaces are created. An amendment to this plan is not required for a change in location of an active commercial main floor due to a minor change in location of a movement corridor, including due to changes in lot shape or size.



A rich mix of commercial, arts, culture, entertainment, and recreational uses

4.2.2 Central Shopping Street

Encourage the development of a pedestrian-oriented shopping zone as the key component of a 'Main Street' environment along 47 Street (Alexander Way) in central Capstone. As part of the residential and commercial mix, encourage the development of locally oriented commercial businesses to promote social interaction and provide for convenience shopping for local area residents. In order to create a seamless connection between buildings and public space, edge zones (see section 4.7.7 *Active Edge Zones*) will be incorporated within the front yard setback of all new developments along 47 Street (Alexander Way) for spill out functions of a development.



A pedestrian oriented shopping area shopping zone is planning for Capstone Main Street, Alexander Way

4.2.3 Redevelopment of the Existing Cronquist Business Park

Legally pre-existing or legally approved developments will be allowed to continue their use and will be able to apply for intensification and/or expansion as a discretionary use.

4.2.4 Drive Thrus

In accordance with the vision of a high density, urban, pedestrian friendly area, drive thrus will not be allowed within the Plan area.



Example of a new high-quality commercial office building in Helena, Montana

4.2.5 A Great Outdoor Space

Develop a significant public open space at the river's edge. This site will provide three distinct but integrated features that will connect it to the Red Deer River, to Bower Ponds and to the entire Waskasoo Park system:

- The Riverwalk – an enhanced riverside trail system, developed as a destination with a variety of spaces of difference scales and characters for all user groups, providing multiple ways of experiencing the water.
- A pedestrian connection to Bower Ponds provided via a bridge or other form.
- The riverfront plaza will be an outstanding civic space that will serve as a multi-functional gathering place for civic events, celebrations and cultural activities. The one of a kind public space incorporates active ground floor commercial areas, active building edges, and variety and interest in the overall design.

4.2.6 Arts, Cultural and Hotel Facilities

The provision for a variety of arts and cultural uses, and a potential hotel in Capstone will be made through accommodations in mix-use developments, and/or the construction of new buildings. In order to provide a vibrant and attractive neighbourhood the following types of uses will be encouraged:

- Art studio complex
- Art gallery
- Performing arts centre
- A hotel offering complimentary commercial uses such as restaurants, bars and retail shops

4.2.7 Parks, Open Spaces and Recreation

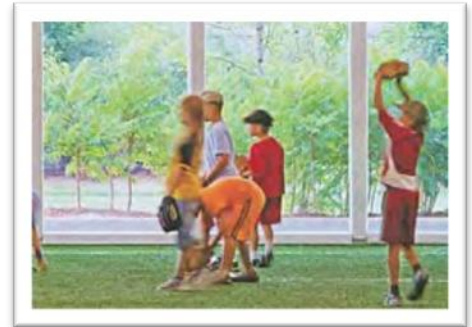
Develop a parks and open space system encompassing a new major riverside public space, upgraded riverside trails, landscaped treed boulevards, and broad sidewalks throughout the area. The open space system will provide for a variety of passive and possibly some active recreational experiences. Encourage through edge zones the development of publicly accessible open spaces on private commercial or residential lands.



A mix of arts and cultural facilities could be accommodated in different forms – adoptive reuse, new buildings, open spaces, etc.



Landmark hotel/convention centre



Indoor and outdoor recreation facilities could include small pocket parks, a skating rink, sand volleyball courts, basketball courts, etc.

CAPSTONE AREA REDEVELOPMENT PLAN

The development of a Green Spine, further discussed in section 4.4.1 *New Comprehensive Neighbourhood Movement Corridors*, will be developed as the main north-south movement corridor incorporating trail connections, park space, and open space.

4.2.8 Active Recreation Space and Facilities

Consider developing active outdoor and indoor recreation facilities, in a compact form of development, within the Capstone parks and open space system to accommodate activities such as skating, volleyball, basketball, tennis, a spray park and/or other recreational pursuit or facility.

4.2.9 Public Squares

Develop a series of three public square spaces in Capstone as shown in *Map 6: Proposed Land Use Districts* that strengthen and anchor 47 Street (Alexander Way). Each space will function as a space for gatherings, celebrations, and cultural activities and may contain either active or passive recreational activities. *Map 8: Public Squares* illustrates the general location of the following public squares. The names of the squares within this ARP are to provide locational references only; the actual square names will be determined at a later date.

4.2.9.1 Welcome Square: will be designed as a public open space interfacing seamlessly with 47 Street. The square will be a highly visible congregating area activated and reinforced by office and commercial frontage from adjacent buildings. Located at the eastern boundary of the neighbourhood, Welcome Square will be the main entrance for people travelling into Capstone from downtown. A mixture of hardscaping and softscaping materials will be designed to encourage active and passive uses all year round. Care should be given to sun exposure, accessibility, sightlines from the street, function and design of connecting edge zones, pedestrian lighting, and opportunities to complement pedestrian spill-out from the cinema.

4.2.9.2 Cronquist Square: Utilizing the existing right of way of 47 Street, a public open space will be created when 47 Street is realigned to the north.



Planning of active outdoor spaces like skating rinks to use public spaces year-round



An example of Waterloo Public Square ranked among the best public spaces in Canada



Welcome space with seating in main areas

CAPSTONE AREA REDEVELOPMENT PLAN

Bounded by existing and new buildings within the Capstone Commercial District (CAP-C)⁶, Cronquist Square will provide flexible outdoor amenity space that complements the surrounding hardscaped environment. Designs will have to consider vehicular access and parking requirements for the buildings to the south with pedestrian space that is welcoming, attractive and can accommodate features such as seating, art, lighting, and softscaping elements. Adjacent businesses should be encouraged to activate their edge zones⁷ in ways that reinforce the use of Cronquist Square as well to program activities within the Square itself.



An example of a public square along the river

4.2.9.3 Riverwalk Square: Located at the terminus of 47 Street (Alexander Way), the Riverwalk Square is a one of a kind public space offering one of the only urban squares on the banks of the river. The square should be designed to provide unique neighbourhood-scaled functions, while also clearly articulating accessibility to the public at large. Examples of possible amenities include seating, softscaping, gardens, public art, small playgrounds or structures, pergolas, bike parking, and pedestrian-scaled lighting. The intent is to strengthen the role of Riverwalk as not only a passageway but, a place to spend time in.



Commercial atmosphere with activity in the square

The eastern portion of Riverwalk Square will be designed as a flexible space, intended to expand the permanent Riverwalk Square area, with potential for open space and minimal temporary parking. Following the adoption of this plan, the use of this flex space will be required for a minimum of ten years before redevelopment options are re-evaluated by Council. Following the minimum ten years, the visibility of existing businesses will be reviewed at the time a development permit application is submitted for redevelopment.

For properties in this area, the City will provide access along 45 Street and 47 Street to the existing businesses.

⁶ Land use districts are further discussed in section 4.7 *Proposed Land Use Districts*

⁷ Edge zones are further discussed in section 4.7.7 *Active Edge Zones*

4.3 THE PUBLIC REALM

Policies

4.3.1 Capstone Identity

Development within Capstone is encouraged to include unique architecture, interesting built forms and an engaging public realm to support the shaping of a unique neighbourhood character while respecting the history of the neighbourhood and the vision of the future.

4.3.2 Investment in the Public Environment

Invest in improvements to the public open spaces, streets and sidewalks of Capstone to ensure the public environment is built to a standard appropriate to attract the desired density and quality of development. Construct amenities that encourage livability, social interaction, interesting spaces and a distinctive urban neighbourhood environment.

4.3.3 Streets as Public Spaces

Design streets in Capstone as public spaces that have a strong sense of street enclosure (the pedestrian's perception of an outdoor room between building walls along the street). The spatial and visual components of the street create richly articulated elements or physical attributes of a comfortable street environment and overall experience. Implement designs that support social interaction and a wide range of activities. Design the streets and open spaces as a network of pedestrian-friendly routes that support and encourage walking as a primary mode of circulation in Capstone.

4.3.4 Generous Sidewalks and Boulevards

Determine the appropriate space requirements for Capstone sidewalks and boulevards to allow comfortable pedestrian movement in both directions and to facilitate continuous planting along both sides of all roadways. Where appropriate, provide space for specialized uses such as sidewalk cafes and sidewalk sales.



Investment in a high quality public realm will attract quality development



Spontaneous entertainment happens on friendly streets



A neighbourhood street shared by vehicles and people

4.3.5 A Variety of Walking and Cycling Experiences

Develop and implement a pedestrian network that provides a variety of walking experiences, in both the natural and urban environments. Develop the riverside trail system in the area as a natural trail with parts of it being a hard-edged promenade with viewpoints and pedestrian connections to the water's edge.

4.3.6 Pedestrian Network Improvements

Capstone will be an experience of pedestrian connections. These connections provide multiple routes not only within the neighbourhood but also to historic downtown, the Red Deer River, Waskasoo Park Trail and other city neighbourhoods, including provisions for a new pedestrian bridge across the Red Deer River west to Bower Ponds (See *Map 7: Movement Corridors* for potential bridge location). New crossings at 47 Street (Alexander Way) serve as a major entry into the area.



Streets with residential buildings with ground floor entrances

4.3.7 New Bicycle Connections to the City's Network

Continue to develop new connections to the City's bicycle network, including potential routes along:

- Riverfront
- Urban Corridors
- Green Spine
- Local Connectors
- Neighbourhood Connectors⁸
- Residential Mews

See *Map 7: Movement Corridors* for location of corridors.



A complete bike route system has various types of routes; mixed pedestrian/bike trails through natural areas, on-street routes, one-way or two-way segregated route, etc.

4.3.8 Public Art

Locate public art in prominent locations and throughout Capstone. Encourage private businesses to display artwork, sculpture and flowers on storefronts, edge zones, sidewalks and in building foyers.

4.3.9 Water (and Ice) Features

Develop a significant network of water features as a major public art initiative, with elements of the network extending through Capstone and beyond. The water features should be designed to be functional year round, where possible – some parts of the network could be converted to a skating rink or ice

⁸ Riverfront, Urban Corridor, Green Spine, and Neighbourhood Connector movement types are further discussed section 4.4.1 *New Comprehensive Movement Corridors*

CAPSTONE AREA REDEVELOPMENT PLAN

sculpture, for example. Water features will be sustainable (ie: protecting water supplies, conserving water, and rainwater harvest) and consistent with the objectives of The City’s *Water Conservation and Efficiency Productivity Plan 2016 – 2035*. The series of water features will reinforce the downtown’s connection to the river, providing animation, sound and character to the public realm of Capstone.

4.3.10 Entryways into Capstone

Special entryway features will be constructed at the major roadway and pedestrian entrances into Capstone.

4.3.11 Coordination of Street Furniture

Develop a coordinated street furniture plan for Capstone to harmonize the design, form, materials and placement of street furniture so that it enhances the safety, beauty and accessibility of public spaces.

4.3.12 Continuity of Street Tree Planting

There is to be a continuity of boulevard tree planting and other landscaping along every street in Capstone. Vary the species of boulevard trees and landscaping treatments throughout the area to provide identity to the different neighbourhood land use districts and street types. Ensure tree installations incorporate best practices in low impact development, soil systems, aeration systems, irrigation and drainage.

4.3.13 Common Theme and Uniform Colors

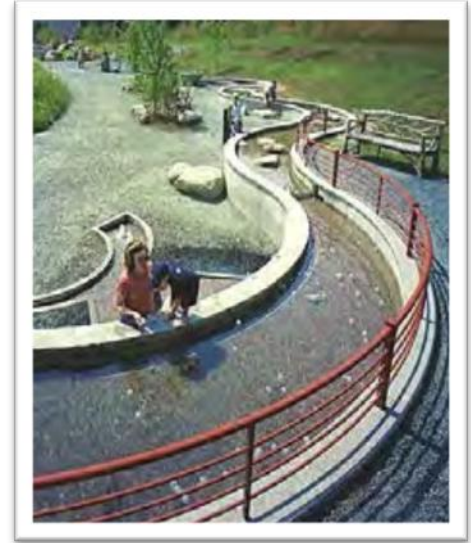
A common theme for Capstone streetscaping items will be reflected in the design, style, uniform color and use of materials for benches, waste/recycle containers, light and traffic light standards, wayfinding signs and other related street furniture.

4.3.14 Distinctive Street Signs for Capstone

Street signs in Capstone will be distinctive new signs unique to the area.

4.3.15 Pedestrian Oriented Lighting

Pedestrian oriented lighting, will be provided throughout the area, in accordance with a detailed street lighting concept and the phasing of redevelopment.



Water features running through an area are a form of public art



Streetscape amenities focused on a key intersection



Varied landscaping treatments provide identity to different neighbourhood zones

4.4 TRANSPORTATION AND PARKING

Policies

4.4.1 New Comprehensive Neighbourhood Movement Corridors

Establish a new comprehensive neighbourhood movement system for Capstone that balances the needs of all users: pedestrians, private vehicles, service vehicles, public transit and bicycles. This movement system will provide connections to the river and throughout the neighbourhood. The scale and quality of the movement system will be a critical component in establishing the vision of Capstone as a culturally based, mixed used residential neighbourhood in the heart of Red Deer.

The proposed movement layout is described on *Map 7: Movement Corridors* and incorporates the following movement corridors:

- **Urban Corridors** – operate as the main vehicular road connectors into the Plan area and are generous in size to accommodate all modes of transportation. The urban corridor provides flex lanes on either side for parking or occasional amenity space. Ample sidewalk area is also planned on the south and west facing street side with the most sun exposure.
- **Green Spine** – will operate as the main north-south movement corridor within the neighbourhood. The section north of 47 Street (Alexander Way), adjacent to the park space, will provide a movement corridor in the form of a trail, sidewalk, road or any combination of the three options, with at minimum a pedestrian and cyclist movement corridor being provided. The green spine will connect pedestrians and cyclists through the area. The Green Spine area south of 47 Street (Alexander Way) will be encouraged at the time of redevelopment through public or private walkways, sidewalks, trails, or roads to accommodate all users. The connections will be accommodated through edge zones and roads may be considered.
- **Local Connectors** – a street developed narrower than that found in Urban Corridors and serves as the main vehicular north-south connector with no direct access to or from Taylor Drive.



Angle parking fits into a pleasant pedestrian oriented streetscape



An example of an Urban Corridor



Green spine to create main north-south pedestrian/cyclists movement corridor

- **Neighbourhood Connectors** – a movement corridor narrower than that found in Local Connectors. Neighbourhood Connectors will be encouraged at the time of redevelopment through public or private walkways, sidewalks, trails, or roads to accommodate all users. The connections may be accommodated through edge zones and public right of way dedication may be considered. These connectors may serve as a casual play area, gathering space and may be achieved through edge zone development. No direct vehicle or road access to or from Taylor Drive will be permitted.
- **Residential Mews** – the narrowest type of movement corridors and similar to Neighbourhood Connectors may serve as a casual play area, gathering spaces and may be achieved through edge zone development. Residential Mews will be encouraged at the time of redevelopment through public or private walkways, sidewalks, trails, or roads to accommodate all users. The connections may be accommodated through edge zones and public right of way dedication may be considered. No direct vehicle or road access to or from Taylor Drive will be permitted.

4.4.2 Private Lanes, Service Access and Pedestrian Circulation

Encourage private developments on large lots to provide well designed internal laneways to allow servicing, parking areas and key pedestrian linkages.

4.4.3 Transit Service

Adopt transit service according to the needs of the Capstone area and increase service as population increases warrant.

4.4.4 Design and Integration of Parking Lots and Structures

Ensure surface parking lots and parking structures (both private and public) are designed to integrate with the Capstone pedestrian environment. Designs should incorporate high quality, pedestrian scale facades and possibly screening mechanisms such as the use of public art, landscaping, lighting, etc.



Public parking sensitively integrated on a side street

4.4.5 Public Parking for Capstone

On street and off street public parking will be evaluated through a phased/transitional parking approach which will include ongoing monitoring of parking demands for the purpose of determining future parking needs as they relate to the land uses and the pedestrian focus of the neighbourhood. The following will be evaluated:

- Current parking resources
- Future parking metres
- Future public or private parking lots

CAPSTONE AREA REDEVELOPMENT PLAN

- Future public or private parking structures

Recommendations from the *2016 Downtown Red Deer's Investment Attraction Plan* for Capstone include:

- Allow developments to unbundle parking, where in parking spaces can be rented or sold separately from building space such that occupants only pay for spaces they actually want to use.
- Identify sites where central pooled parking facilities could be developed.



A well landscaped parking lot makes a huge difference to the feel of an area

4.4.6 Reduced Parking Requirements for Development on Private Land

The current parking requirements of the Land Use Bylaw should be evaluated with the view to reducing the requirements given the new form of compact urban development to be achieved in Capstone. Parking variances may be supported based on the context of the development application. A combination of at-grade and underground parking will be provided at the time of development by developers.

4.5 UTILITY IMPROVEMENTS

Policies

4.5.1 Sequential Phasing of Utility Improvements

Establish a phasing strategy for the entire plan area whereby utility improvements are phased sequentially to support the build-out of the Capstone area, avoiding the need to construct all upgrades at the outset.

4.5.2 Existing Overhead Secondary Distribution Power Lines

Existing overhead secondary distribution power lines through Capstone will need to be buried where they are impacted by new public roadway construction.



Some changes to the utility systems in Capstone will be required as redevelopment occurs

4.6 SUSTAINABLE DEVELOPMENT

Policies

4.6.1 Green Energy Efficient Buildings

Development will consider green energy efficient building standards for new development in Capstone, including development on lands currently owned by the City of Red Deer.

4.6.2 Storm Water Management

Reduce the volume and rate of stormwater runoff from legal parcels using the values stated in the *2013 Capstone Servicing Study*. Stormwater detention and retention shall be achieved by using on-lot controlled storage and low impact development features such as permeable surfaces, green roofs and bioswales. Retain rainfall and storm water run-off on-site and provide for the infiltration of stormwater into absorbent landscapes where possible. Investigate the feasibility of reusing captured stormwater for irrigating landscaped areas.

4.6.3 Integrate Stormwater Detention into Central Public Open Space Design

As part of the Utilities Servicing Study, consider integrating low impact stormwater features into the design of the central public open space in Capstone. Features could include a district-wide detention facility with architectural elements such as channels and cascading fountains.



Creative integration of stormwater management into open space

4.6.4 A District Heating System for Capstone

Undertake research into a district heating system for new development in Capstone; consider a variety of approaches, including the construction of one or more district heating plants/systems if economically feasible. The district heating system may be able to combine cooling needed for burying the electric power lines with heating of nearby buildings.



A well designed, walkable streetscape environment can be the result of good planning careful land use districts and sensitive design guidelines

4.6.5 Water Conservation and Efficiency

The development of areas within Capstone will review and be encouraged to consider water conservation efficiencies as related to the proposed development.

4.6.6 Waste Diversion

The development of areas within Capstone will review and be encouraged to consider waste diversion in alignment with the City's Waste Management Master Plan.

4.7 LAND USE DISTRICTS

The recommended land use district framework for Capstone is intended to achieve the land use and design vision as articulated in other parts of this Plan.

Policies

4.7.1 Land Use Districts Concurrent with ARP

Land use districts in the Capstone area will be regulated under the City of Red Deer Land Use Bylaw, in accordance with the policies and principles of the *Capstone ARP*. The *Land Use Bylaw* will be amended following adoption of this Plan and the new land use districts will come into effect at that time. See *Map 6: Land Use Districts* for the districting framework.

4.7.2 New, Unique Land Use Districts for Capstone

New Land Use Districts for areas along Taylor Drive, the existing Cronquist Business Park and proposed commercial areas, and existing and proposed residential areas will be established for Capstone, which aligns with the vision to create a new, lively, high density, mixed use neighbourhood in Downtown Red Deer. The Districts, as shown on *Map 6: Land Use Districts*, are:

- Capstone - Taylor Drive District (CAP-TD)
- Capstone - Commercial District (CAP-C)
- Capstone - Primarily Residential District (CAP-PR)

The intent of the new land use districts will be to ensure development complies with the Vision Statement, and policies of the *Capstone ARP*. The land use districts will

assist with the development of Capstone as a sustainable, mixed use community, with a unique blend of commercial, cultural and residential uses and a significant system of trails, parks and open space.

4.7.3 Capstone – Taylor Drive District (CAP-TD)

This district will function primarily as a commercial transition area between downtown and the residential area within Capstone. The emphasis of this district is on more intensive types of commercial and office lands uses than the other Capstone land use districts, with the potential for residential uses. In close proximity to the Red Deer Regional Hospital this district is expected to attract several hospital support services to the area.



The Dockside Green project in Victoria has won many awards for its excellence in comprehensive planning, architecture, and sustainable design



Artist's rendering of a lively, mixed-use pedestrian environment

4.7.4 Capstone – Commercial District (CAP-C)

This district will encompass the former Cronquist Park consisting of light industrial and commercial uses as well as lands further north along 47 Street (Alexander Way) adjacent to the Riverwalk. Uses within this district will compliment new and existing residential development.



A colourful commercial street

4.7.5 Capstone – Primarily Residential District (CAP-PR)

This district will accommodate a mix of housing types and forms within close proximity to commercial uses. Commercial uses within mixed use developments will be sensitive to neighbouring residential uses.



Urban areas with a mix of land uses are generally more dynamic and livable than areas with segregated land uses

4.7.6 Amenity Areas within Residential Developments

Provide for requirement for indoor and outdoor amenity areas within all residential developments. Residential projects will include amenity areas for each unit in a development which may be incorporated within the edge zones.

4.7.7 Active Edge Zones

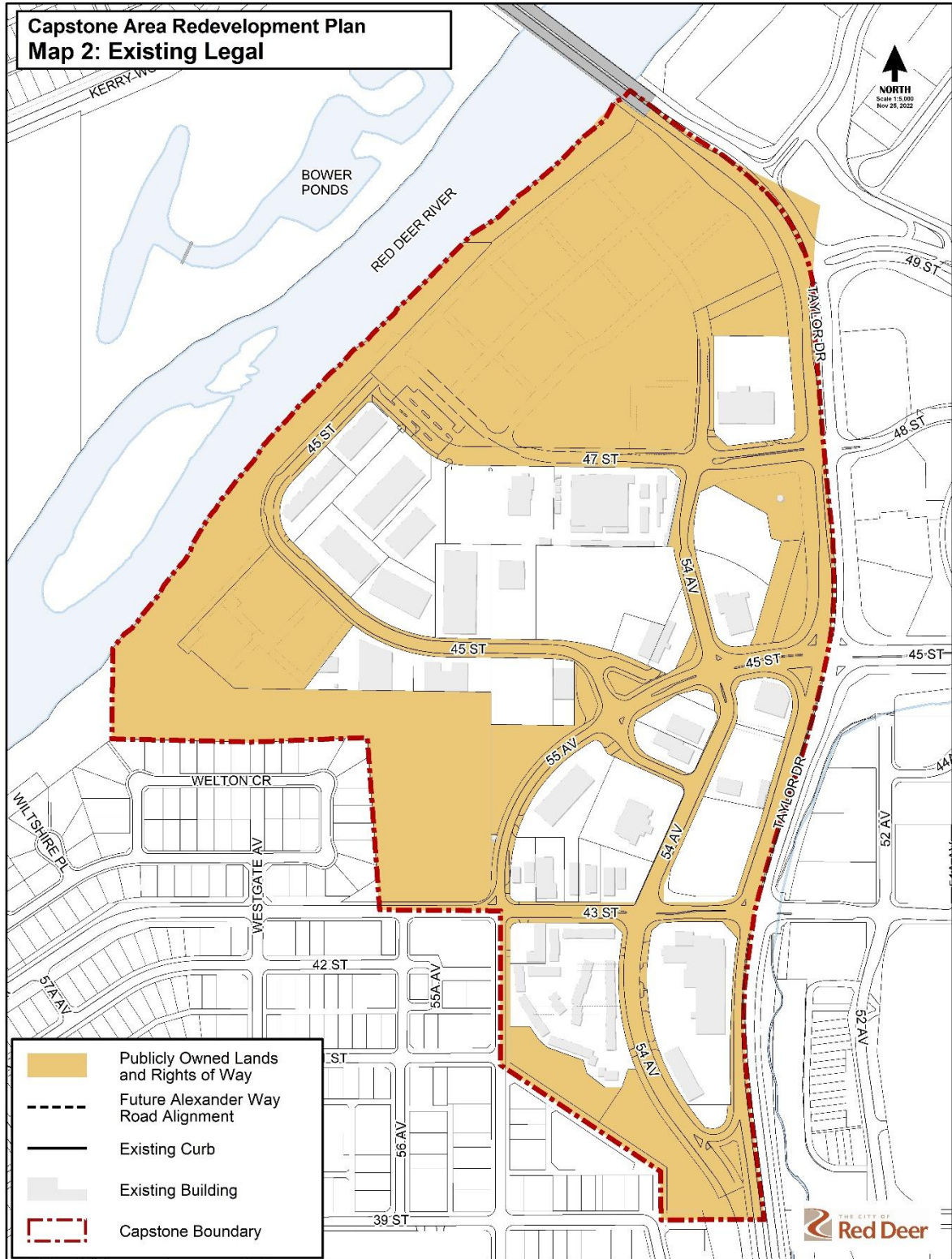
Edge zones, or the semi-public realm for spill out functions of a development, will be incorporated within the front yard setback (and side yard setback for corner lots) and will be required for all development. Edge zones for existing buildings are optional but will be strongly encouraged to improve the public realm.



Private residential edge zone with vertical separator between neighbours which provide privacy while seated, but allows neighbours to talk while standing

5. MAPS

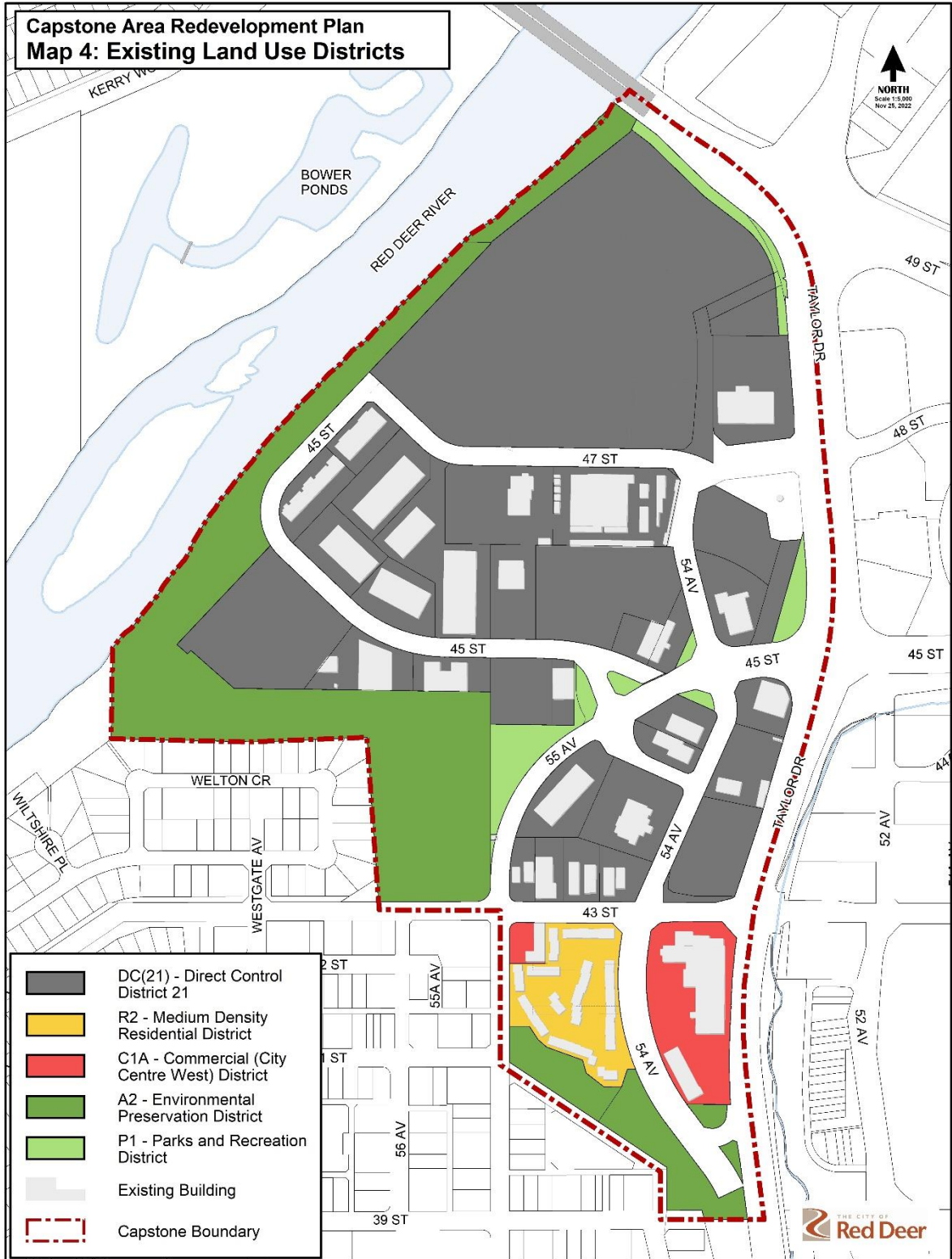




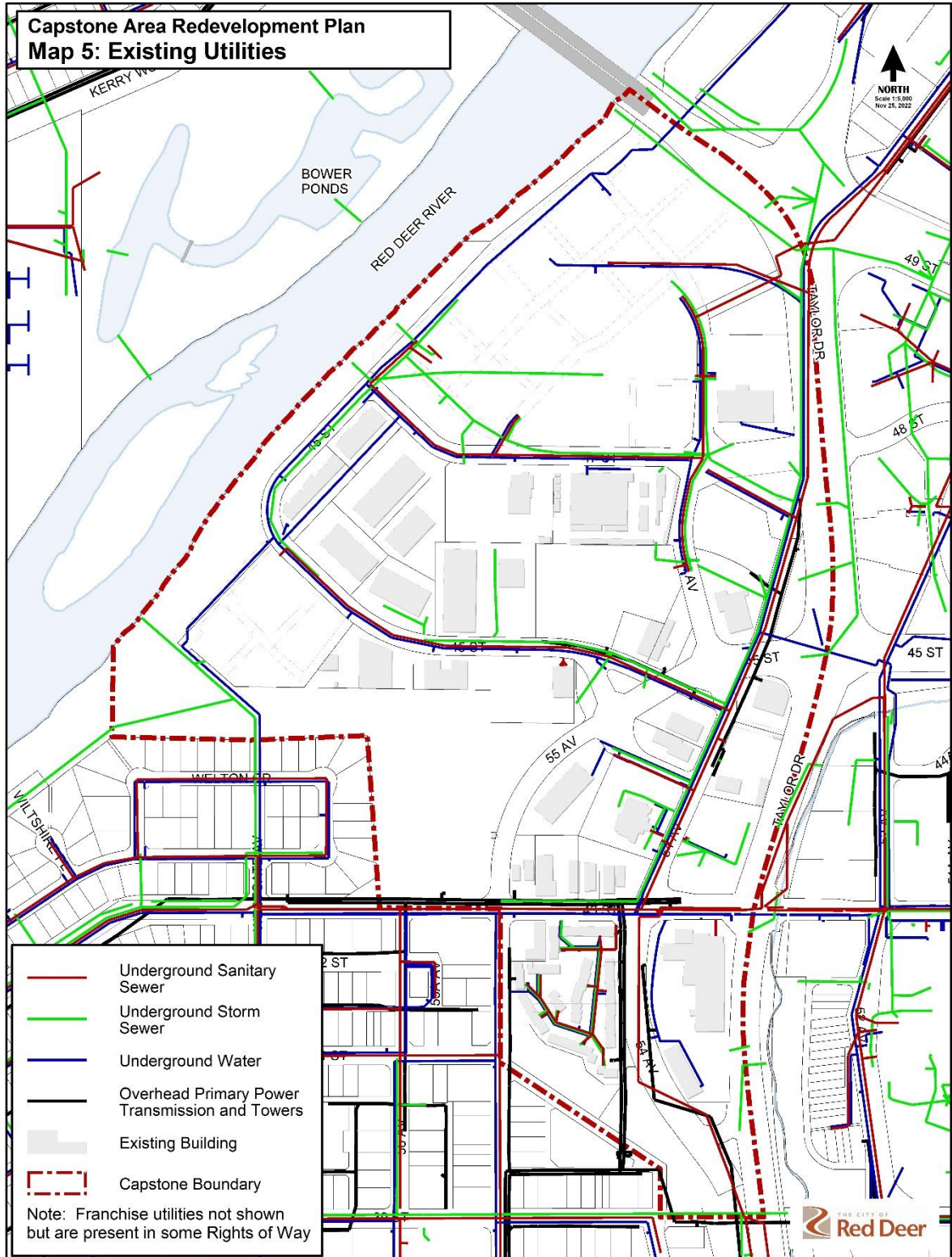
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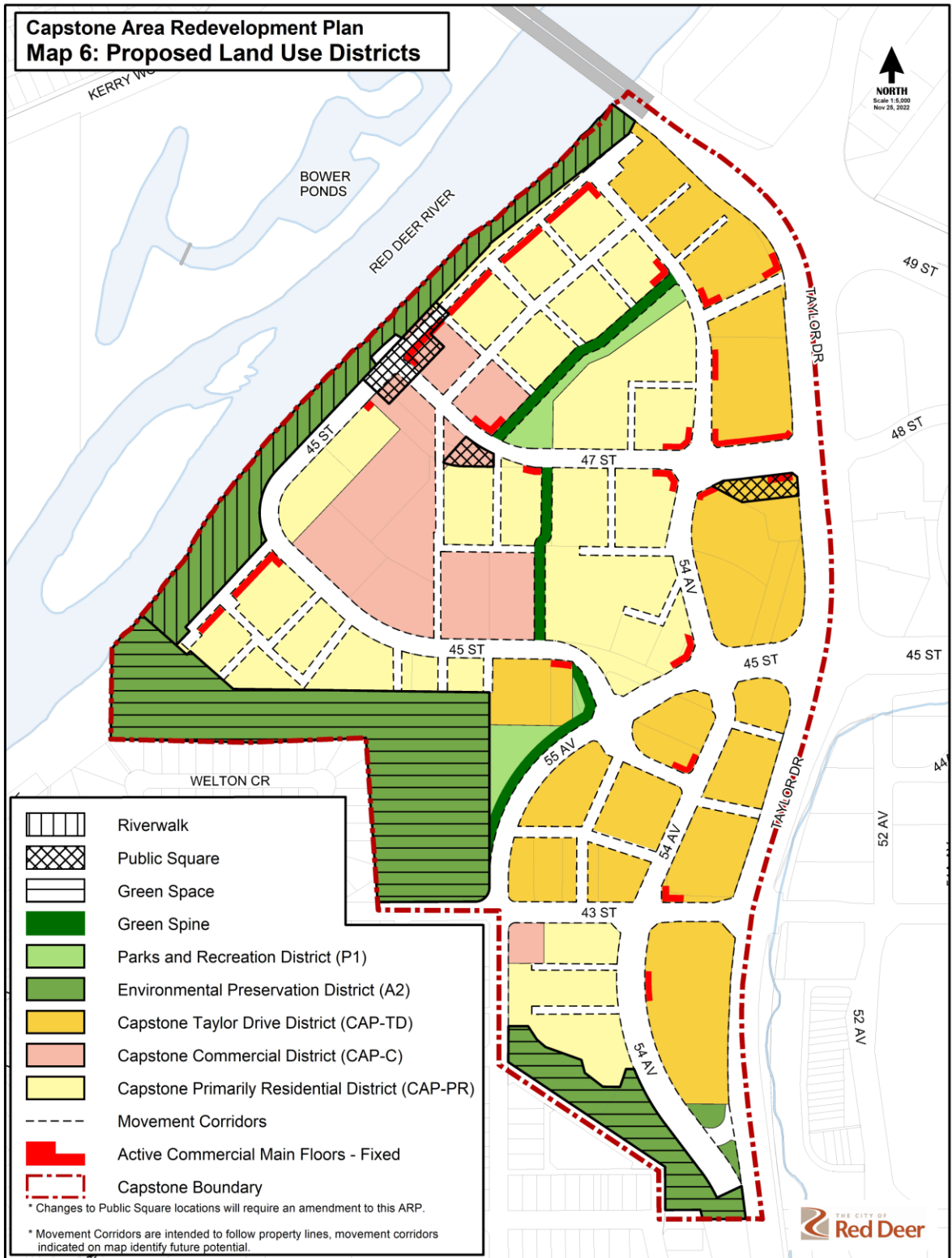
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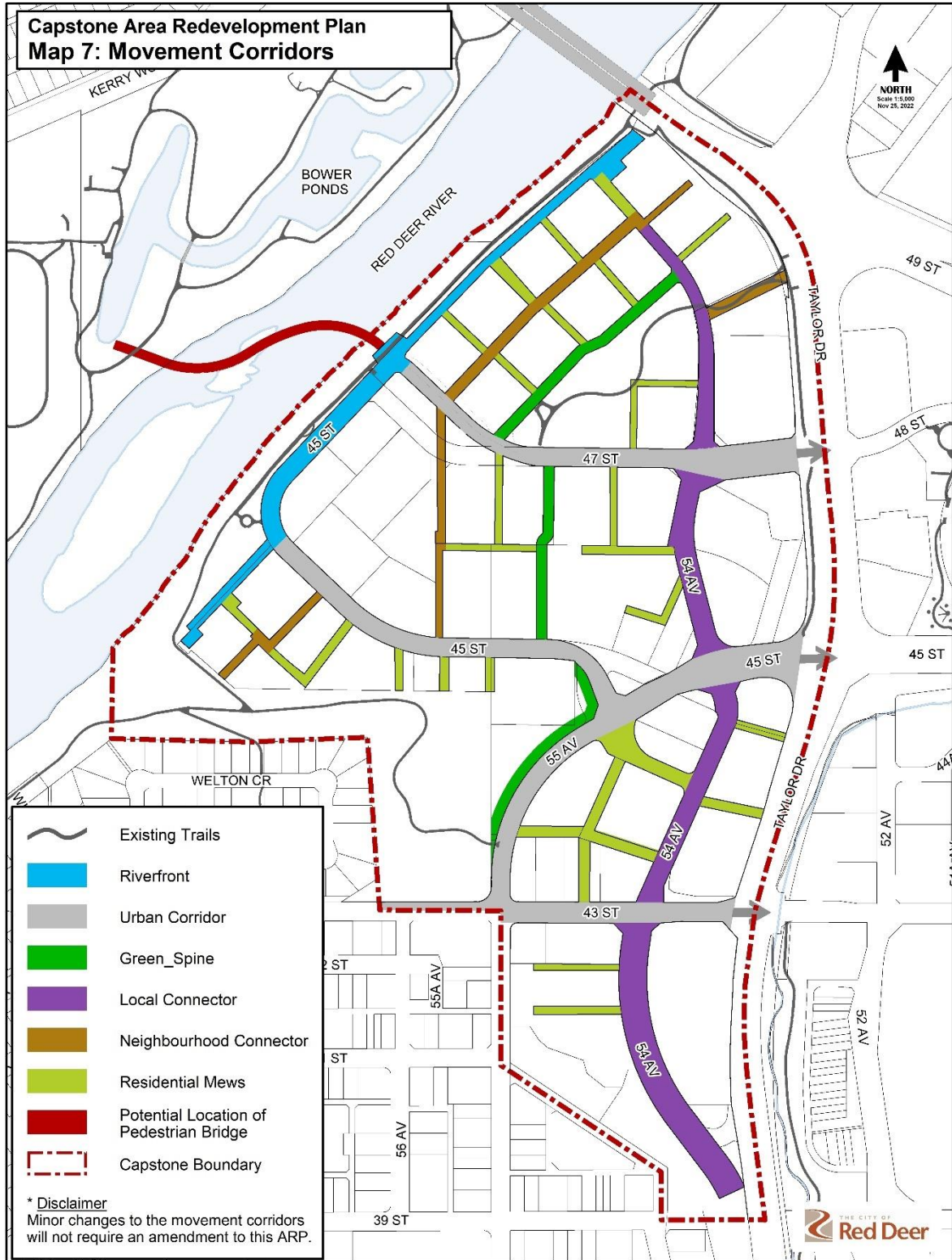
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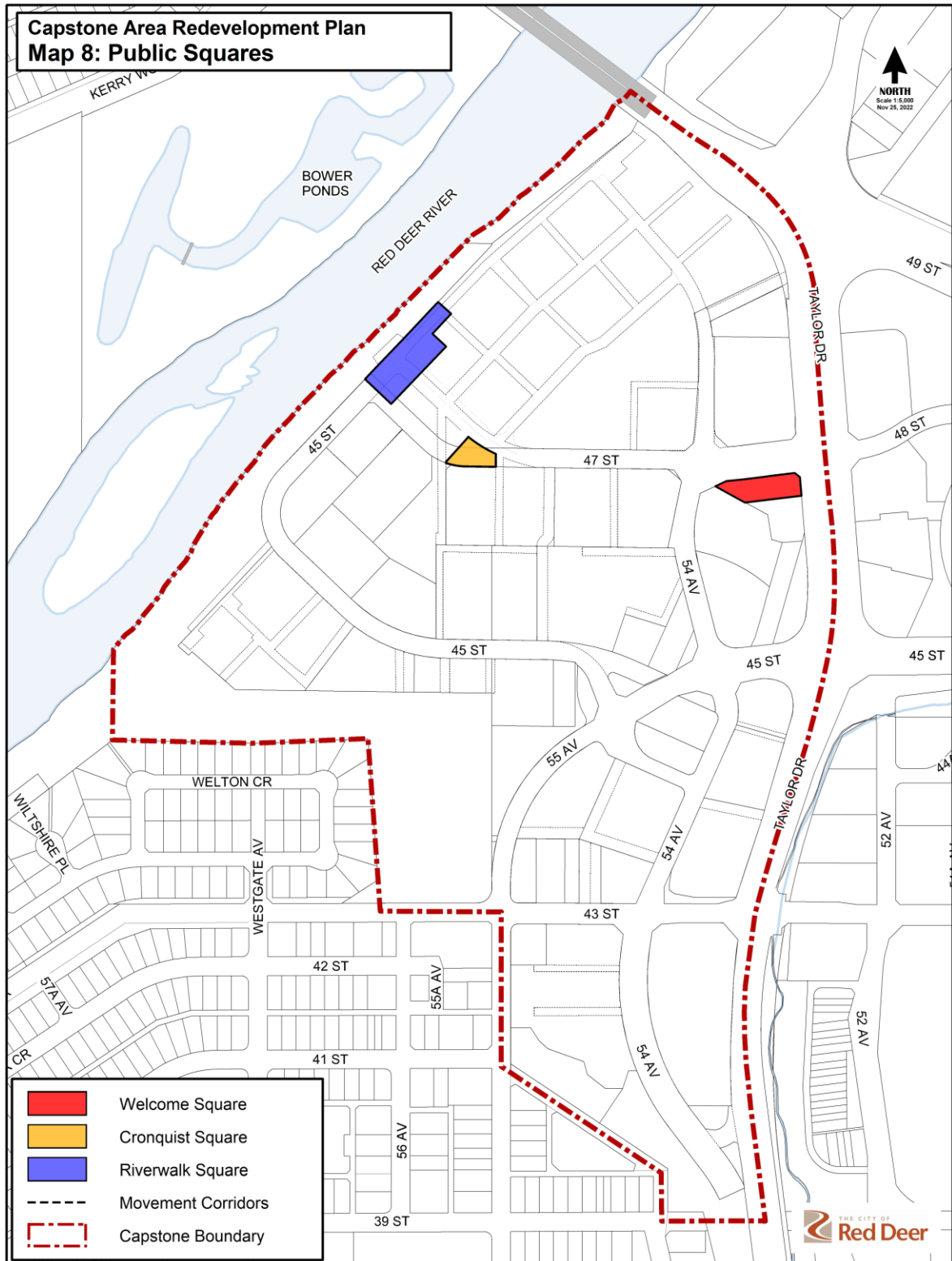
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