

Planning & Development Report to
Calgary Planning Commission
2019 September 05

ISC: UNRESTRICTED
CPC2019-1049

Development Permit in Medicine Hill (Ward 6) at 1470 Na'a Drive SW, DP2019-0211

EXECUTIVE SUMMARY

This application was submitted by NORR Architects Engineers Planners (NORR) on 2019 January 15 on behalf of Metropia (developer), who is the residential partner of Trinity Hills Calgary GP Ltd (landowner). The proposed development, located in the area known as the Village District, has four residential cells envisioned to be integrated with the Paskapoo Slopes, and connect to the amenities in the Town Centre District to the east and the Gateway District to the west. This application proposes:

- a multi-residential development comprised of 20 buildings that will provide a total of 150 townhouse units;
- internal amenity spaces within the development parcel that connect to Na'a Drive SW; and
- cultural references to the Blackfoot First Nation, including a sundial, native plant materials, and stamped asphalt with footprints of animals that typically have traversed the area.

Subject to the conditions attached, the proposal represents an appropriate development outcome consistent with good planning and urban design principles and applicable policies as identified in the *Municipal Development Plan (MDP)* and *Canada Olympic Park and Adjacent Lands Area Structure Plan (ASP)*.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed development permit application DP2019-0211 for a New: Multi-Residential Development (20 buildings) at 1470 Na'a Drive SW (Plan 1612946, Block 2, Lot 5), with conditions (Attachment 1).

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

On 2015 July 31, Council approved a road closure, land use amendments and policy amendments to the ASP based on a concurrent outline plan, to provide direction for the development for the community now known as Medicine Hill. This plan envisioned a 40 hectare \pm (100 acre \pm) mixed-use development anchored by retail and commercial uses at the west and east perimeters (the Gateway and Commercial Districts), complemented by low and medium density residential development in the central area (the Village District). Since the approval of the land use amendments and associated outline plan, three development permits have been approved in Medicine Hill:

1. DP2016-4580 in the Commercial District for a shopping centre with a supermarket and multi-residential;

Development Permit in Medicine Hill (Ward 6) at 1470 Na’ a Drive SW, DP2019-0211

2. DP2017-2343 in the Gateway District for a retail complex; and
3. DP2018-4439 in the Village District for a multi-residential 71-unit townhouse development.

On 2018 July 12, the concept plan (Attachment 2) for the Village District was accepted as information by the Calgary Planning Commission (CPC). This application is the second development permit submitted for the Village District and is in alignment with the concept plan.

A previous application for Cell “E” was approved on 2019 April 04 with 71 units. This application is for Cell “F” which contains 150 units out of the 406 units proposed for the Village District. Cell “G” to the south includes 129 units (DP2019-0949/CPC2019-1050) and is a separate, concurrent application, also on today’s agenda, to allow the developer flexibility in how the cells are built. Cell “F” and “G” are connected through a mid-block crossing across Na’a Drive and onwards to the Paskapoo Slopes. Table 1 below is a summary of previous approvals in Village District.

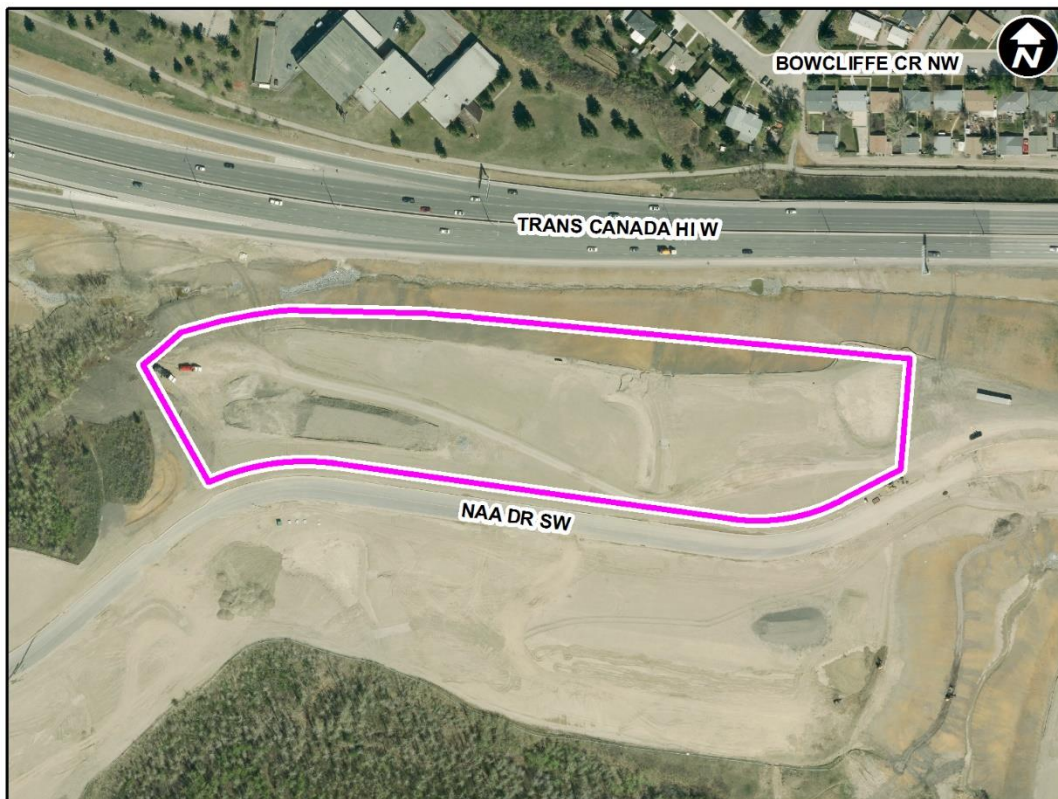
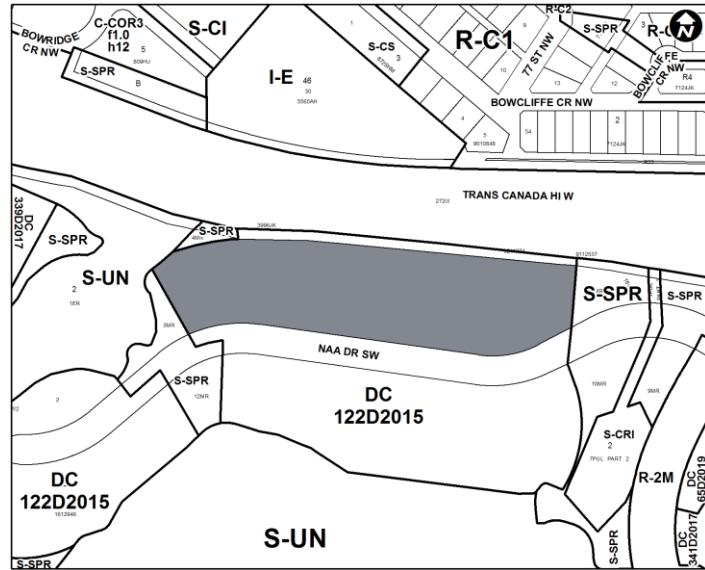
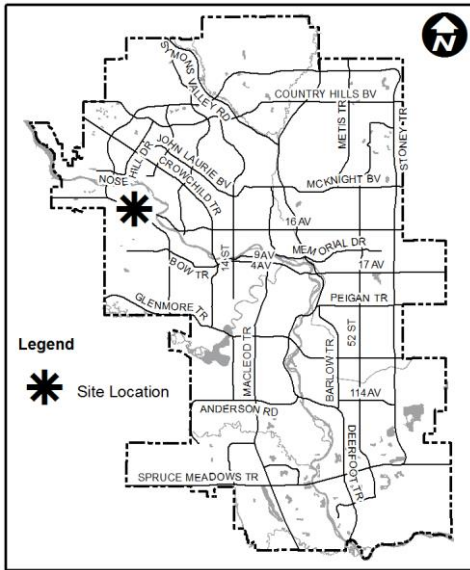
Table 1: Summary of Village District Approvals

Date	Approval Details
2015 June 04	CPC approves the outline plan application (LOC2014-0080) and recommends approval to Council for the associated amendments to the Canada Olympic Park and Adjacent Lands Area Structure Plan and Direct Control Districts.
2015 July 27	Council approves amendments to <i>Canada Olympic Park and Adjacent Lands Area Structure Plan</i> and 5 Direct Control Districts as part of LOC2014-0080.
2016 March 07	Council approved the name Medicine Hill for the new community lands held by the Trinity Development Group.
2018 July 12	The Village Concept Plan is presented and accepted as information by CPC.
2019 April 04	CPC approves the initial development permit for Cell “E” in the Village District (DP2018-4439).

This development permit application (Attachment 3) was submitted by NORR on 2019 January 15 on behalf of Metropia. The proposal is for a multi-residential development consisting of 20 buildings (150 townhouse units) located at the base of the Paskapoo Slopes in the Village District.

Development Permit in Medicine Hill (Ward 6) at 1470 Na' a Drive SW, DP2019-0211

Location Maps



Development Permit in Medicine Hill (Ward 6) at 1470 Na' a Drive SW, DP2019-0211

Site Context

The development site is in the community of Medicine Hill in the southwestern quadrant of the City. The community is bound by the Trans Canada Highway to the north, by Sarcee Trail SW to the east, and by Canada Olympic Park to the west. The community of Bowness is north across the Trans-Canada Highway, and the Paskapoo Slopes and the community of Cougar Ridge directly to the south.

Located at the base of the Paskapoo Slopes between the Gateway and Commercial Districts, the Village District is divided into four development cells, lettered “D” through “G” (Attachment 4). The proposed development is for Cell “F” encompasses approximately 2.7 hectares (6.71 acres). Much of the development site has been stripped and graded in accordance with approvals previously provided for the preceding outline plan application.

The Paskapoo Slopes are located south of this application and were dedicated to The City of Calgary as open space at the outline plan and subdivision stages. This open space consists of approximately 67 hectares (165 acres) of land, and provides environmental, recreational and cultural amenities.

The overall site is considered unique and special for three key reasons:

- The Blackfoot First Nation’s use and history on the site with many archaeological sites that date back several thousand years;
- Visibility and location along the south side of the Trans-Canada Highway, which is a gateway into and out of the city; and
- Proximity to the adjacent Paskapoo Slopes and Canada Olympic Park.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This development permit application proposes the development of 20 multi-residential buildings for a total of 150 townhouse units (Attachment 3).

Land Use

At the 2015 July 27 Council meeting, Council approved the redesignation of this site to a DC Direct Control District based on the Multi-Residential – Medium Profile Support Commercial (M-X2) District (Attachment 5) to allow for a range of multi-residential and support commercial uses.

Planning & Development Report to
Calgary Planning Commission
2019 September 05

ISC: UNRESTRICTED
CPC2019-1049

Development Permit in Medicine Hill (Ward 6) at 1470 Na' a Drive SW, DP2019-0211

Application Review

This application was submitted on 2019 January 15 by NORR on behalf of Metropia. A Detailed Team Review (DTR) was provided to NORR on 2019 February 19 followed by an Urban Design Review Panel (UDRP) meeting held on 2019 March 20 to allow for Cell “F” and “G” to be presented concurrently. Comments were provided to the applicant following the meeting. The applicant was required to address the following:

- Engagement with Blackfoot Elders through Calgary Neighbourhood Services in accordance with the protocol established for applications in Medicine Hill, which included investigating opportunities for placemaking with respect to the significance of the area;
- City Wide Urban Design and Urban Design Review Panel comments, including revisions to connect the open space elements, diversity of form and scale, connection to the Paskapoo Slopes and interface of the units with the amenity spaces;
- Visual impacts from the Trans-Canada Highway and how the site is designed to comply with *Improving Calgary's Entranceways* guidelines;
- Submission of a report from a qualified environmental professional stating that the application meets a high level of environmental standards and practices;
- Submission of a geotechnical report; and
- Land Use Bylaw discrepancies.

Engagement was held with Blackfoot Elder Pablo on 2019 March 29 by the applicant to discuss Cell “F” and “G” with respect to design of development, landscaping on the site and connection of the developments with the Paskapoo Slopes. Amended plans were submitted by the applicant on 2019 July 12 that reflected the discussion with the Blackfoot Elder, including revision of the amenity spaces within the development and the use of animal themes. A letter was provided by Blackfoot Elder Pablo in support of the application (Attachment 6).

As this site has cultural and historical significance, the applicant has also obtained *Historical Resources Act* Approval for the proposed development in cells “D” through “J”. Should any historic resources be found during the development of these sites, the applicant is required to notify the Heritage Division of Alberta Culture and Tourism of the discovery.

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).

Development Permit in Medicine Hill (Ward 6) at 1470 Na' a Drive SW, DP2019-0211

City Wide Urban Design

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

- Ensure the materials used for the site capture the natural attributes and sense of place for the Paskapoo Slopes;
- Improve pedestrian connectivity within the development and to the adjacent parcels within the Village District; and
- Improve the building interface with the amenity areas.

Through the amended plans submitted on 2019 July 12, the applicant addressed the comments raised by City Wide Urban Design. The updated design of the landscaping and amenity areas reflect the conversations with the Blackfoot Elder to enhance the cultural importance of this site and connect it with the Paskapoo Slopes.

Urban Design Review Panel

The application was brought before the Urban Design Review Panel (UDRP) on 2019 March 20. UDRP comments, together with the applicant's response, are provided in Attachment 7. In summary, UDRP's comments focus on enhancing sense of place for this residential development, particularly due to its unique location and history. City Wide Urban Design staff were engaged with the initial and subsequent review of the Village District and attended the UDRP meeting.

Key comments from the UDRP include:

- Improving the connection between open space elements on the site and to the Paskapoo Slopes;
- Address the diversity of form, scale, unit type and materiality to reinforce key elements of the design and legibility of the site; and
- Improving the connection north-south through the sites and improving the elevations facing open public spaces.

A response to the UDRP's comments was submitted with the amended plans on 2019 July 12. The applicant reinforces the design theme of creating a relationship between the built and natural environment, where the building palettes and massing blend into the slopes to allow a resident to focus on the natural landscape and historical significance of the area. Native plants and sandstone rock features are incorporated into the design as well as the continuation of stamped asphalt with footprints of animals that are typical of the area. The north-south connection has been strengthened with Cell "G" to the south through an at-grade crossing, and where townhomes are located along an internal pathway, additional windows and cantilevering of the building mass has been provided.

Development Permit in Medicine Hill (Ward 6) at 1470 Na' a Drive SW, DP2019-0211

The amended plans satisfy the concerns raised by UDRP and City Wide Urban Design and reflect appropriate cultural and First Nations references within the design elements of the development. Additional comments on the First Nations engagement are captured under the Public Engagement section of the report and in Attachment 6. It was determined that a second UDRP review was not required.

Site and Building Design

The design of the development takes into consideration the surrounding natural area and its proximity to recreational amenities as stated in the Applicant's Submission (Attachment 8). The siting of the 20 buildings with 150 townhouse units provides views to the Paskapoo Slopes. The development integrates residential development with the natural character of the Paskapoo Slopes through the selection of materials, height of the buildings and adaptation of the building floor plates and elevations to the topography and slope along Na'a Drive SW.

A combined retaining and sound attenuation wall is required for this development due to its proximity to the Trans Canada Highway. The retaining wall varies from 0.5 to 2.96 metres in height, modulating with the elevations along the property line, and allows for amenity space behind the units along the northern boundary. The sound wall is a vinyl fence that is of a consistent height of 1.8 metres above the retaining wall and uses an art element that depicts animals that have typically traversed the slopes. The animals are digitally printed and laminated to aluminum before being attached to the sound wall (Attachment 9). Outside of the retaining wall, 45 additional trees will be planted along the perimeter of the site between the retaining wall and the Trans-Canada Highway as part of Trinity's Development Agreement.

An enhanced pedestrian walkway through the central amenity areas in the development connects the development to Na'a Drive, with a mid-block crossing that connects to Cell "G" to the south. A dedication of Municipal Reserve (MR), with a Special Purpose – School, Park and Community Reserve (S-SPR) District land use, flanks the development to the east and west. The MR to the east is a reclamation/natural area that preserves some existing plant materials and trails and contains stormwater infrastructure which ties to a storm pond further to the south. The MR to the west contains passive open space including a pedestrian viewing node set within a naturalized park. A portion of the internal roadway contains decorative asphalt that is stamped with animal footprints (wolf, bison and deer) that have typically traversed the area and indicates a space that could be temporarily closed for resident activities.

Parking for each of the units is accessed via the internal road, with private garages for each unit. Units facing onto Na'a Drive SW are directly accessible to the street, with landscaping and patio space that provides a strong, integrated street frontage as envisioned in the ASP.

Landscaping

The landscaping design of the site offers value from a cultural and historical perspective. Through extensive archaeological work dating back to 1990, several sites have been identified in the vicinity that demonstrate large and regionally significant bison kill and processing campsites. Through engagement with a Blackfoot Elder, elements of the development reflect

Development Permit in Medicine Hill (Ward 6) at 1470 Na' a Drive SW, DP2019-0211

the traditional use of the lands and reinforce the historical significance of the location. This includes the use of stamped concrete showing the footprints of animals that would have traversed the Paskapoo Slopes, as well as the landscape plan which uses culturally significant vegetation such as sage, sweet grass and lavender.

All on-site landscaping requirements within the DC Direct Control District have been met or exceeded, except for the minimum landscaping area of 40 percent as described in the Bylaw Relaxations table.

Site Access and Parking

Vehicular access is provided from two points off Na'a Drive SW onto an internal road. From that internal road, each residential unit will have parking that is provided in a private one or two-car garage, with visitor parking in three locations on-site.

Phasing

The development permit proposes 22 phases. The first phase will be for the work done for the internal road, with the following phases for each of the buildings and landscaping occurring in a non-sequential order at the discretion of the applicant.

Environmental

A Phase I Environmental Site Assessment was conducted at the time of outline plan and land use amendment application. The Environmental Site Assessment indicated that "no issues of potential significant environmental concern were identified"; therefore, further review was not required for this development permit application.

In accordance with the *Canada Olympic Park and Adjacent Lands Area Structure Plan* policies, the project meets high levels of environmental standards and best practices. A letter was submitted by professional biologists that summarizes the best practices taken into consideration.

Transportation

Vehicular access to the development site is provided through access off Sarcee Trail SW and the Trans-Canada Highway that links into Na'a Drive SW. Bus stops are proposed east and west of the development along Na'a Drive SW beside the green space along the sidewalks. A sidewalk and cycle track are built on either side of Na'a Drive SW, connecting the Village District to the Gateway and Commercial Districts. A Transportation Impact Assessment was not required for this application.

Development Permit in Medicine Hill (Ward 6) at 1470 Na' a Drive SW, DP2019-0211

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 advertised online. Additionally, a large public notice was posted at the site.

Engagement

At the time of initial submission on 2019 January 15, development permit plans were circulated to the Ward 6 Councillor's office. There is no Community Association for Medicine Hill at this time. No other comments were received by citizens or the other community associations as of the CPC report submission date. No concerns were noted by the Ward 6 Councillor's office.

Blackfoot First Nations Engagement

In conformance with the *Indigenous Policy Framework* for The City of Calgary, a meeting was held on 2019 March 29 between the same Blackfoot Elder who reviewed Cell "E" and the applicant to review the initial submission. Feedback received in this meeting was incorporated by the applicant team and reflected in the submitted amended plans, using the site conditions to tell the story of the land from the prairies, to the young forest to the mountain peaks (Attachment 6).

Strategic Alignment

South Saskatchewan Regional Plan (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.

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.

Planning & Development Report to
Calgary Planning Commission
2019 September 05

ISC: UNRESTRICTED
CPC2019-1049

Development Permit in Medicine Hill (Ward 6) at 1470 Na' a Drive SW, DP2019-0211

Municipal Development Plan (Statutory – 2009)

The subject site is located within the Planned Greenfield with Area Structure Plan area as identified on Map 1: Urban Structure in the MDP. The proposed development supports key objectives of the MDP and Calgary Transportation Plan (CTP) by fostering distinctive, complete communities with a strong sense of place, ensuring a choice of housing forms, and promoting site and building design that contributes to high quality living environments.

Canada Olympic Park and Adjacent Lands Area Structure Plan (Statutory – 2005)

The development site is classified as part of the Village District within the ASP's Land Use Concept Map. The purpose of this area is to accommodate neighbourhood development with careful site layout and building design that seamlessly integrates with the Paskapoo Slopes Natural Area. Policies include ensuring that buildings are oriented along Na'a Drive SW, that buildings do not exceed six stories, and parking is accommodated within structured parking (garages). The ASP also states that public art, signage and other elements of the Village District should reflect the cultural and historic significance of the area to the Blackfoot people, which is reflected in the design of the amenity spaces, as well as the selection of planting material.

Improving Calgary's Entraceways: A Guide for Development Adjacent to Entraceways (Non-statutory – 2012)

This is a non-statutory document providing guidance on the composition and design of sites adjacent to entraceways. As shown in Attachment 9, the units are visible from the Trans Canada Highway, as is the combined retaining and sound attenuation wall. The design of the combined wall uses natural stone materials and an attractive sound attenuation wall, where the units viewed above do not obscure the view of the Paskapoo Slopes, providing a form that is staggered with the topography of the site.

Land Use Bylaw and DC Direct Control District

The subject parcel is governed by DC Direct Control District (Bylaw 122D2015, Attachment 5). The purpose of the DC District is to provide for multi-residential development in a variety of forms with opportunities for a limited range of support commercial multi-residential uses. No maximum floor area ratio is identified in the DC Direct Control District and the maximum building height is 21 metres.

The development proposes four relaxations to the DC District regulations as listed within the following Bylaw Relaxation table. Administration is supportive of the proposed relaxations. It should be noted that this DC District provides the Development Authority permission to relax any of the rules 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.

Development Permit in Medicine Hill (Ward 6) at 1470 Na' a Drive SW, DP2019-0211

Bylaw Relaxations

Regulation	Standard	Provided
683 Density	(1) The minimum density for building designated M-X2 district is 60 units per hectare.	Plans indicate 150 (-14) units provided. <i>Administration supportive of relaxation. ASP requires that there is a minimum of 400 units developed in the Village District. DP10-01-01 shows a proposed total of 406 units in the Village District.</i>
551 Specific Rules for Landscaped Areas	(2) Unless otherwise referenced in section 553, a minimum of 40.0 per cent of the area of a parcel must be a landscaped area.	Plans indicate a landscaped area of 9713.64m ² (-1147.82m ²) or 35.77% (-4.23%) of the parcel area. <i>Administration supportive of relaxation. Development application provides amenity spaces within the cell and a portion of the internal roadway that could be temporarily closed for resident activities.</i>
570 Retaining Walls	(1) A retaining wall must be less than 1.2m in height when measured from the lowest grade at any point adjacent to the retaining wall to the highest grade retained by the retaining wall. (b) within 3.0 m. of a property line.	Plans indicate the north (rear) retaining wall, which varies from 0.5 to 2.96 metres, is greater than 1.2m in height. <i>Administration supportive of relaxation. Modulation of the retaining wall allows for a sound fence of a continuous height above and increased amenity space behind the townhouses along the retaining wall.</i>

Social, Environmental, Economic (External)

The proposed development contributes to housing diversity, encourages social interaction through an enhanced public realm, connects to the culturally and historically significant Paskapoo Slopes, 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.

Planning & Development Report to
Calgary Planning Commission
2019 September 05

ISC: UNRESTRICTED
CPC2019-1049

Development Permit in Medicine Hill (Ward 6) at 1470 Na' a Drive SW, DP2019-0211

Risk Assessment

There are no significant risks associated with this application.

REASON(S) FOR RECOMMENDATION(S):

Administration is supportive of the proposed multi-residential development located in the Village District of Medicine Hill because the application meets the over-arching objectives set forth in the *Municipal Development Plan* and *Calgary Transportation Plan*. The proposal complies with the *Calgary Olympic Park and Adjacent Lands Area Structure Plan* and non-statutory planning guidelines. The proposal meets the intent of the DC Direct Control District with minor bylaw relaxations.

ATTACHMENT(S)

1. Conditions of Approval
2. Initial Concept Plan
3. Development Permit Plans
4. Medicine Hill Overall Site Plan
5. Direct Control District 122D2015
6. Blackfoot Elder Response
7. UDRP Comments and Response by the Applicant
8. Applicant's Submission
9. Rendering Package