

Planning & Development Report to
Calgary Planning Commission
2019 January 24

ISC: UNRESTRICTED
CPC2019-0062

Policy Amendment and Land Use Amendment in Medicine Hill (Ward 06) at 924 and 1185 Na'a Drive SW, LOC2018-0205

EXECUTIVE SUMMARY

This application was submitted by B&A Planning Group on 2018 September 12, on behalf of Plateau Village Properties Inc (landowner) and Trinity Development Group (developer).

The application comprises an amendment to the *Canada and Olympic Park and Adjacent Lands Area Structure Plan* (ASP) and a land use bylaw amendment to redistribute one prominent (tall) building, adding one prominent (tall) building and providing additional height to allow for two future seniors apartment buildings on this site.

The existing land use on the site is a Direct Control District based on the Commercial – Regional 3 (C-R3) and Multi-Residential – High Density Medium Rise (M-H2) Districts.

The proposed land uses are Direct Control Districts based on the Multi-Residential – High Density Medium Rise (M-H2) District. The land use bylaw amendment applies to two parcels and seeks to provide additional height in a portion of Cell I to accommodate two prominent (tall) buildings, with a maximum height of 50 metres (consistent with the height of prominent buildings in the plan area); and a reduction in the number of prominent buildings in Cell H (from three to two).

The ASP amendment comprises an amendment to Map 6 (Prominent Buildings) to:

1. Transfer the location of one prominent building from the centre of Cell H to Cell I, and,
2. Add one new prominent building in this new community.

The foregoing will result in a total of two prominent buildings in Cell I, and a total of ten prominent buildings in the community of Medicine Hill; A minor amendment is also required to the prominent building podium design text in the ASP.

No development permit application has been submitted at this time.

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ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission recommend that Council hold a Public Hearing; and

1. **ADOPT**, by bylaw, the proposed amendments to the Canada Olympic Park and Adjacent Lands Area Structure Plan (Attachment 4); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 0.50 hectares \pm (1.25 Acres \pm) located at 1185 Na'a Drive SW (Plan 1811742, Block 3, Lot 8) from DC Direct Control District to DC Direct Control District to accommodate Multi – Residential Development, with guidelines (Attachment 2); and
4. Give three readings to the proposed bylaw.
5. **ADOPT**, by bylaw, the proposed redesignation of 4.37 hectares \pm (10.8 Acres \pm) located at 924 Na'a Drive SW (Plan 1612946, Block 3, Lot 1) from DC Direct Control District to DC Direct Control District to accommodate commercial development, with guidelines (Attachment 3); and
6. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2019 JANUARY 24:

That Council hold a Public Hearing; and

1. **ADOPT**, by bylaw, the proposed amendments to the Canada Olympic Park and Adjacent Lands Area Structure Plan;
2. Give three readings to **Proposed Bylaw 19P2019**;
3. **ADOPT**, by bylaw, the proposed redesignation of 0.50 hectares \pm (1.25 Acres \pm) located at 1185 Na'a Drive SW (Plan 1811742, Block 3, Lot 8) from DC Direct Control District to DC Direct Control District to accommodate Multi – Residential Development, with guidelines; and
4. Give three readings to **Proposed Bylaw 65D2019**;
5. **ADOPT**, by bylaw, the proposed redesignation of 4.37 hectares \pm (10.8 Acres \pm) located at 924 Na'a Drive SW (Plan 1612946, Block 3, Lot 1) from DC Direct Control District to DC Direct Control District to accommodate commercial development, with guidelines; and
6. Give three readings to **Proposed Bylaw 66D2019**.

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Excerpt from the Minutes of the 2019 January 24 Regular Meeting of the Calgary Planning Commission:

“A list of clerical corrections was distributed with respect to Attachments 3 and 4 contained in CPC2019-0062.”

PREVIOUS COUNCIL DIRECTION / POLICY

None

BACKGROUND

On 2015 July 31 Public Hearing of City Council approved a road closure, land use amendments and amendments to the *Canada Olympic Park and Adjacent Lands Area Structure Plan (ASP)* to provide direction for the development of the new community of Medicine Hill. Trinity Development Group envisaged a mixed use development anchored by retail uses accessed from Sarcee Trail SW and the Trans-Canada Highway. This would be complemented by low and medium density residential development and up to nine prominent buildings in close proximity to retail development and close to the site access points.

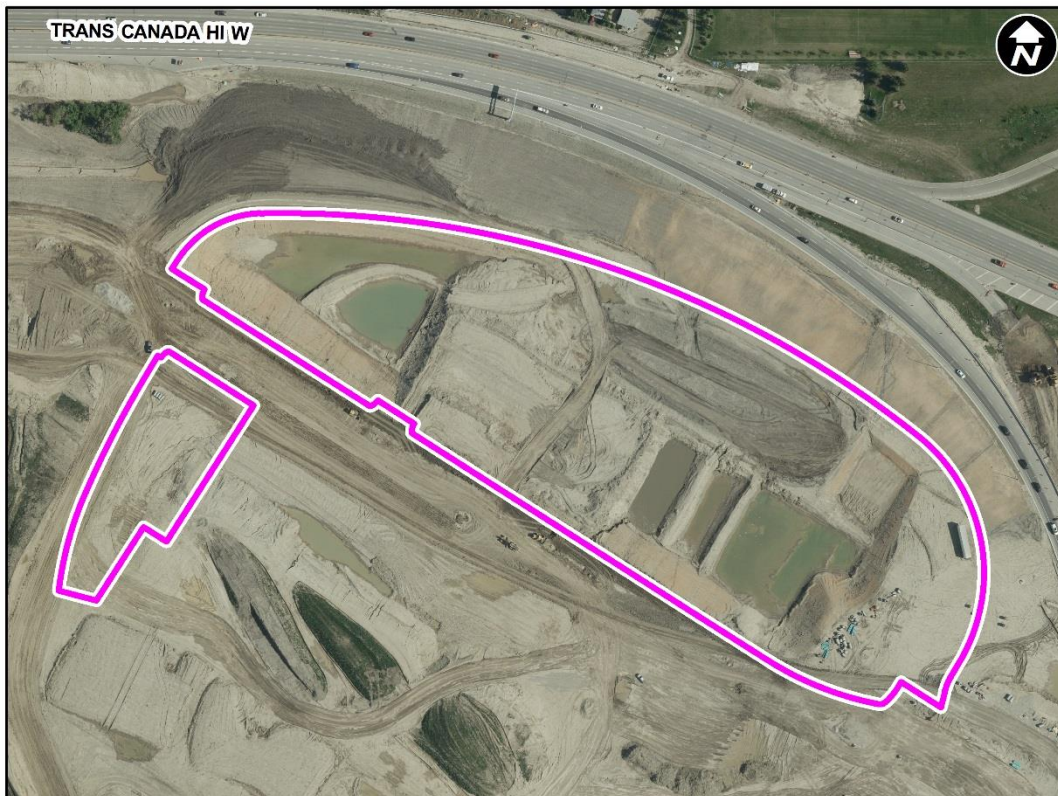
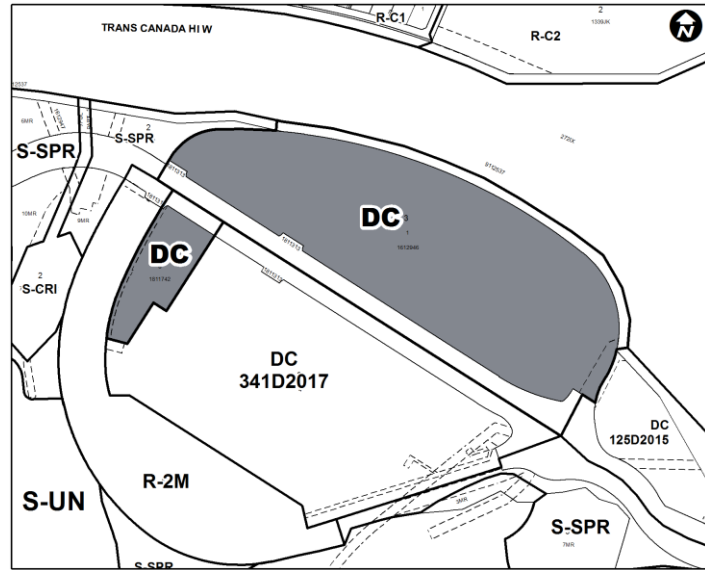
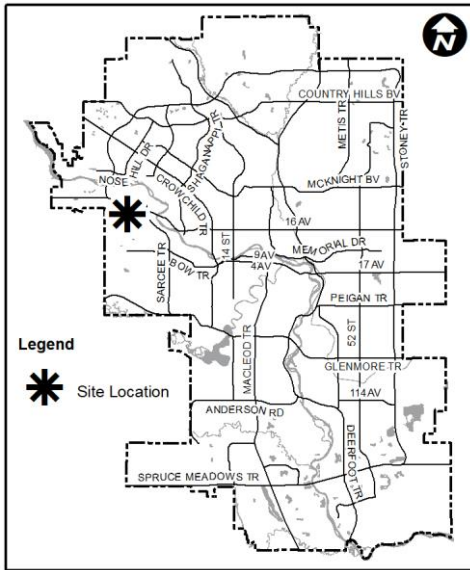
The approval of the outline plan, land use and amendment to the ASP enabled Administration to review and recommend approval to Calgary Planning Commission for two development permits in Cells I and B in 2016 and 2017.

Land use amendment applications were approved by City Council in 2017 to allow for additional uses such as larger restaurants, residential care and pet care to respond to market demand and changes to the direct control district rules also allowed changes to building heights, changes to set back requirements and site specific parking ratios.

A further land use amendment and road closure application was approved by City Council in 2018 to enable the developer to build a private bridge above Canada Olympic Drive South West.

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LOCATION MAPS



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SITE CONTEXT

Medicine Hill is a new community at the base of the Paskapoo Slopes in North West Calgary. The site is south of the Trans-Canada highway, adjacent to Canada Olympic Park (to the west) with Sarcee Trail SW to the east.

The base of the slopes has been stripped and graded in alignment with planning policy, with steeply sloping topography to the north – the Paskapoo Slopes. The upper portions of the slopes are owned by the City of Calgary and will become a future City park.

The land has significant archeological history with the Paskapoo Slopes known to contain First Nations artefacts of Blackfoot origin. The site is a former Buffalo kill site of Provincial significance, one of the largest in the Calgary area.

For the purposes of this application, the subject lands relate to two parcels, a portion of Cell I and Cell H, in the town centre of the Medicine Hill Community (Attachment 5 - Medicine Hill – approved outline plan).

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Planning Considerations

Land Use

This application will create two new Direct Control Districts.

The Direct Control District in a portion of Cell I seeks to allow for two prominent buildings in a portion of Cell I, on lands which have been subdivided and provides:

- Additional height to allow for two prominent buildings - increasing the height from 21 metres as approved by City Council in 2015 to a maximum of 50 metres (consistent with the height of prominent buildings in the plan area);
- Zero lot line to the front, side and rear of this site;
- Tower separation requirements - of 18 metres between towers above 36 metres of height;
- Setback requirements for location of prominent buildings in relation to Na'a Drive SW;
- Permitted and Discretionary Uses and District Rules referring to the Multi-Residential High Density Medium Rise (M-H2) land use district (which already applies to Cell I);

The Direct Control District in Cell H reduces the number of prominent buildings in Cell H from three (as approved by Council in 2015) to two in line with the proposed ASP Amendment.

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Canada Olympic Park and Adjacent Lands ASP amendment

This application proposes two amendments to the Canada Olympic Park and Adjacent Lands ASP:

- i) An amendment to the location and number of prominent buildings in Map 6 - re-distributing one prominent building in the centre of Cell H to a portion of Cell I and increasing one additional prominent building to Cell I; resulting in a total of ten prominent buildings across the community; and
- ii) An amendment to the podium design prominent building policy to allow for future flexibility in the design of prominent buildings. This will change a mandatory requirement for a step back above the fourth storey of a prominent building, to an optional provision for a step back above the fourth storey of a prominent building.

Development and Site Design

Transportation

Vehicular access to the site will be from the private road that intersects Na'a drive adjacent to the parcel. No direct vehicular access to the parcel from Na'a drive will be permitted due to proximity to the intersection and bus zone. The applicant will be required to submit a Traffic Impact Analysis report at the time of development permit submission.

Utilities and Servicing

The proposed land use amendment was reviewed by Water Resources and it was determined that there would be no significant impact on water, storm, or sanitary servicing. In addition, a Sanitary Servicing Study Update was provided to confirm that the sanitary mains are sufficiently sized to service the development.

Stakeholder Engagement, Research and Communication

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.

Community Comments

Administration received feedback from Bowness Community Association (Attachment 6), Valley Ridge Community Association (Attachment 7) and Paskapoo Slopes Preservation Society (Attachment 8). Both Community Associations and the Paskapoo Slopes Preservation Society are opposed to this application.

One letter of opposition was also received from a local resident.

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The letters from the Community Associations and Paskapoo Slopes Preservation Society are attached to this report. Administration would summarise concerns raised as follows:

- A. The applicant has not provided rationale for the proposal;
- B. The proposal does not address the cultural and environmental significance of the area
- C. No visual perspectives of the two proposed towers were provided;
- D. The proposal represents an erosion of the overall vision for the site by the developer;
- E. Senior's living would be better suited in the existing land use district height limits in Cell I (i.e. 21 metres);
- F. The increase in height is excessive;
- G. The proposal will be visible from surrounding communities, will obscure views of the slopes; will cast shadows on adjacent open space (the slopes) and storm pond;
- H. The proposal will cause increased noise and light pollution (due to the height of the proposal, proximity to the Trans-Canada highway and increased hardscaping features) impacting adjacent residents and local wildlife on the slopes;
- I. The proposal will set a precedent for future development;
- J. The proposal will result in increased traffic volumes;
- K. An environmental report should be provided to justify the proposal in line with ASP Policy A.5.2(1)(k).
- L. The proposal is not in line with ASP Policy A.5.2(3)(f) as it would not be compatible with adjacent townhome development.

Administration considered all comments received on this application and would offer the following response to the concerns raised:

- A. The applicant's rationale for the proposal is included at Attachment 1;
- B. Visual perspectives were shown to members of the Joint Advisory Committee by Administration (who requested this information be provided);
- C. The developer considers the proposal complementary to their vision for the site;
- D. Through review of this file Administration considered two prominent buildings on this site to be acceptable (see Strategic Alignment – below).
- E. Administration considers the built form to be appropriate for Seniors
- F. A shadow study was submitted based on the massing of 2 towers. Administration does not consider this proposal to create an adverse shadow impact on the slopes or adjacent lands;
- G. The issue of precedent is not material to the assessment of planning applications. Each application should be considered on its own merits;
- H. Administration considers the proposal will not impact on the Slopes (see below – Strategic alignment);
- I. This application has been reviewed by Transportation and is not considered to create any adverse transportation impacts (see above Transportation Networks);
- J. ASP Policy A.5.2.1(k) requires submission of an environmental report to the City as part of development applications – this process was undertaken as part of DP2016-4580 and DP2017-2343;

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- K. Administration considers the proposal is capable of being compatible with adjacent development in line with ASP Policy A.5.2(3)(f). The design, built/ form massing and materials of the prominent buildings will be dealt with through the development permit process.

East Paskapoo Slopes Joint Advisory Committee (JAC)

In response to the submission of this application Administration convened a meeting of the JAC on 2018, November 14 and presented a summary of this application to members. JAC members provided a number of comments focused around:

- A. Density of this development;
- B. Height of this proposal (in comparison to the heights in other Cells approved by Council) in 2015;
- C. Shadowing;
- D. Impact on views of the Slopes;
- E. Lack of perceived planning benefit from the proposal.

Developer-led open houses

At Administration's request, the developer hosted two open houses in the communities of Cougar Ridge and Bowness on 2018, December 06 and December 12. The open houses were attended by a total of 40 community members.

Strategic Alignment

South Saskatchewan Regional Plan (Statutory – 2014)

The recommendation by Administration in this report has considered and is aligned with the policy direction of the *South Saskatchewan Regional Plan (SSRP)*.

Interim Growth Plan (Statutory – 2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed ASP amendment and land use amendment 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 (MDP) (Statutory – 2009)

The subject parcel is designated Planned Greenfield (with Area Structure Plan) in the *Municipal Development Plan* Urban Structure map.

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2.4.2 Built form Policies (referencing tall buildings)

The MDP defines tall buildings as a building whose height is greater than the width of the right – of-way of the street it fronts. The maximum height allowance of 50 metres provided for in the direct control district for a prominent building in a portion of Cell I meets the MDP definition for a tall building.

The MDP provides planning policies on the design of tall buildings, (such that they contribute to the skyline, are pedestrian focused at the base (podium level), stepped down to low density established neighbourhoods and minimise shadowing)). The MDP encourages proactive planning for tall buildings through local area plans.

Administration considers the land use amendment and ASP amendment to be in alignment with the MDP, in particular as:

- A. The Direct Control District provides height limits for prominent buildings – consistent with height limits for other prominent buildings in the plan area;
- B. The Direct Control District provides tower separation between new prominent buildings;
- C. Through previous Notices of Motion from Calgary Planning Commission and Administrative processes the review of development permits for prominent buildings in Medicine Hill is subject to additional design direction with files going to Urban Design Review Panel and decisions being rendered by CPC in their Development Authority capacity. As a result, Administration is confident the design of future prominent buildings and potential shadow impact can be satisfactorily addressed through the development permit process.

New Community Planning Guidebook (MDP Volume 2, Part 1)

In addition to high level planning Policy in the MDP Policy 3.3.1 (3) in the New Community Guidebook notes: Seniors' housing and facilities should be:

- a. located in proximity to green space, pathways, parks, and other amenities;
- b. designed to be integrated into the Neighbourhoods and Communities to facilitate a feeling of inclusiveness;
- c. provided in a variety of forms, both one-story ground oriented and apartment; and
- d. located along streets with transit routes and near a bus stop.

In 2017 City Council approved a land use redesignation to provide additional uses in Medicine Hill to allow for seniors living. This application would allow greater numbers of seniors to be accommodated on the subject parcel (in two prominent buildings), which further contributes to aging in place in alignment with MDP Planning Policy.

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Canada Olympic Park and Adjacent Lands ASP (Statutory – 2017)

The ASP amendments approved by Council in 2015 provided direction for the number and location of prominent buildings in Medicine Hill. The number of prominent buildings was based on the transportation capacity of Bowfort Interchange and Sarcee Trail as the points of access into Medicine Hill. The location of prominent buildings also took into consideration views of Winsport's ski jumps from surrounding communities on the opposite side of the Trans-Canada Highway.

As noted above, this land use amendment results in a re-distribution of prominent buildings and an additional prominent building in a portion of Cell I. Administration considers the land use amendment and amendment to Map 6 of the ASP acceptable because:

- A. The re-distribution of one prominent building from the centre of Cell H brings higher density development further away from the Trans-Canada Highway - an important gateway into and out of the City and further away from the community of Bowness;
- B. The location of the proposed prominent buildings aligns with the location of an existing prominent building to the north in Cell H. Therefore, this proposal would result in a prominent building cluster, rather than prominent buildings more broadly distributed over Cell H;
- C. The location chosen for future prominent buildings, are adjacent to an existing approved development permit which includes a supermarket and is close to a main street – providing local goods and services to the occupiers of a future development;
- D. The prominent building location is close to, and provides views from, the site to the Paskapoo Slopes, however the site is separated from the Slopes by a private road and buffered by lower density residential development and therefore has no impact on the Slopes.

As also noted above, the applicant is proposing an amendment to the prominent buildings podium design policy to provide greater flexibility for the future design of prominent buildings through the development permit process.

Administration considers that podium step backs are one of a number of architectural expressions an applicant can provide to the design of a prominent building. In addition to step backs, differentiation between the podium (base) and tower (middle) of prominent buildings can occur in a number of ways (for example through variety in materials or variety in design).

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

The Trans-Canada Highway is an identified gateway in the above non-statutory planning policy. The proposed location for the prominent buildings, is not immediately adjacent to the Trans-Canada Highway, however, given the possible future height of the prominent buildings allowed for by this Direct Control District future prominent buildings on the subject site may be visible from the Trans-Canada Highway.

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Administration considers this application is in compliance with the gateway guidelines. Additionally, an appropriate architectural response can be provided through the development permit process to achieve a design for prominent buildings which is suited to this highly visible gateway location.

Social, Environmental, Economic (External)

None relevant to this application.

Financial Capacity

Current and Future Operating Budget:

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

Current and Future Capital Budget:

The proposed amendment does not trigger capital infrastructure investment and therefore there are no growth management concerns.

Risk Assessment

There are no significant risks associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

This land use amendment and Area Structure Plan amendment re-distributing of 1 prominent building from Cell H to Cell I and an increase in 1 prominent building in the Medicine Hill Community will have no adverse impacts on surrounding communities, or the slopes, and is aligned with relevant planning policies contained in the:

- *Municipal Development Plan;*
- *Canada Olympic Park and Adjacent Lands Area Structure Plan;* and
- *Entranceway guidelines.*

ATTACHMENT(S)

1. Applicants submission
2. **Proposed Bylaw 65D2019** (Cell I Prominent Buildings)
3. **Proposed Bylaw 66D2019**(Cell H)
4. **Proposed Bylaw 19P2019**
5. Medicine Hill – Approved Outline Plan
6. Bowness Community Association letter
7. Valley Ridge Community Association letter
8. Paskapoo Slopes Preservation Society letters