

Planning & Development Report to
Calgary Planning Commission
2019 April 04

ISC: UNRESTRICTED
CPC2019-0373

Development Permit in Medicine Hill (Ward 6) at 1879 Na'a Drive SW, DP2018-4439

EXECUTIVE SUMMARY

This application was submitted by NORR Architects Engineers Planners (NORR), on 2018 September 17, on behalf of Metropia (developer), who is the residential partner of Trinity Hills Calgary GP Ltd (landowner). The proposed development is the first residential cell to develop in the community of Medicine Hill at the base of the Paskapoo Slopes, in the area known as the Village District. This application proposes:

- a multi-residential development comprised of 14 buildings that will provide a total of 71 townhouse units;
- a publicly accessible pathway through the site from Na'a Drive SW to the existing trail system within Paskapoo Slopes;
- a meditation circle, which serves as a local amenity that reflects the cultural and historic significance of the area, located at the access point to the existing trail system within Paskapoo Slopes; and
- a living street (woonerf) design for a portion of the private road that functions as a potential amenity space for the residents.

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 DP2018-4439 for a New: Multi-Residential Development (14 buildings with 71 townhouse units) at 1879 Na'a Drive SW (Plan 1612946, Block 2, Lot 13), 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 to provide direction for the development for the community now known as Medicine Hill. This plan envisioned a 40 ± hectare (100 ± acre) 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, two development permits have been approved: one in the Gateway District (DP2017-2343) and one in the Commercial District (DP2016-4580). On 2018 July 12, the concept plan for the Village District was accepted as information by the Calgary Planning

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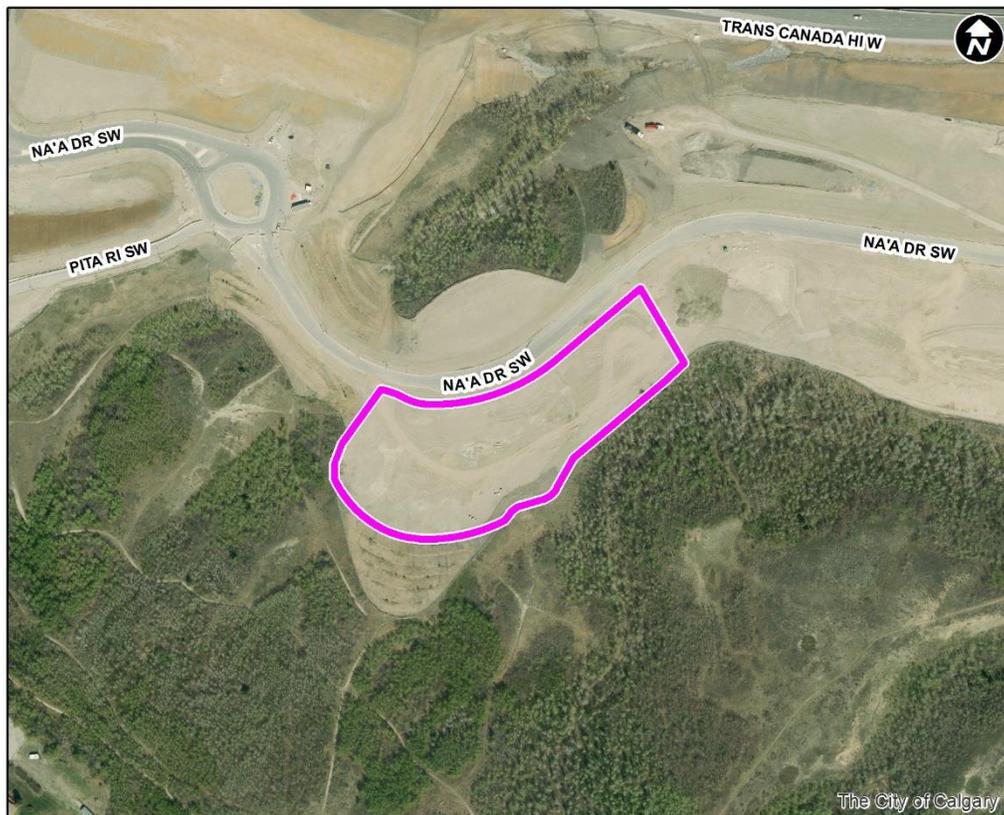
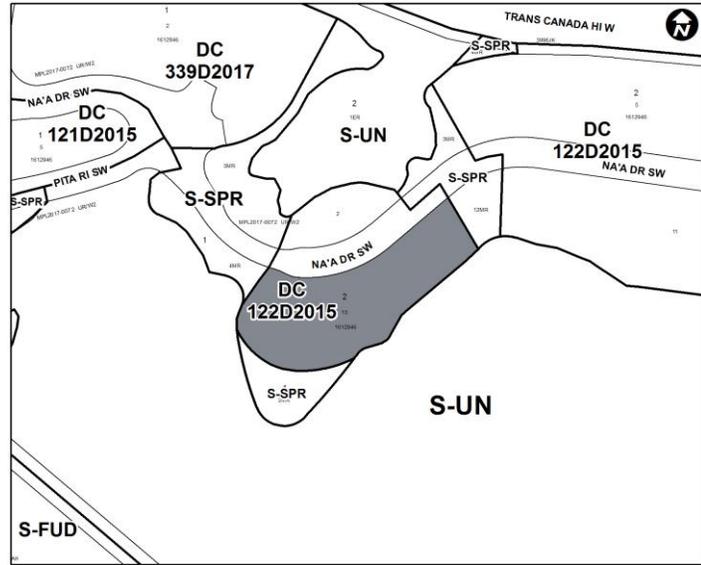
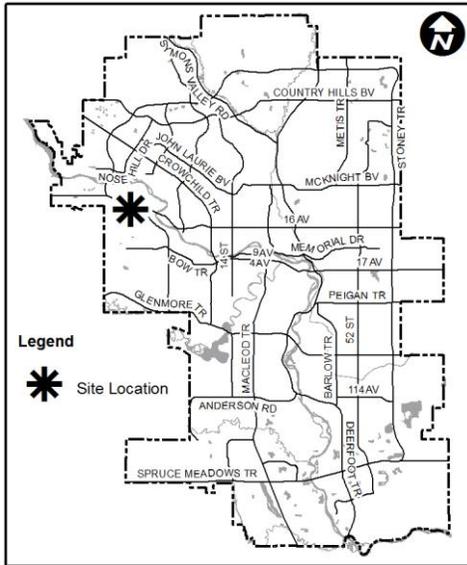
Commission (CPC). This application is the first development permit submitted for the Village District and is in alignment with the concept plan.

Date	Approval Details
2015 June 04	CPC approved the outline plan application (LOC2014-0080) and recommended 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 approved amendments to Canada Olympic Park and Adjacent Lands Area Structure Plan 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.

This development permit application (Attachment 2) was submitted by NORR, on 2018 September 17, on behalf of Metropia. The proposal is for a multi-residential development consisting of 14 buildings (71 townhouse units) located at the base of Medicine Hill on the Paskapoo Slopes.

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Location Maps



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Site Context

The development site is in the community of Medicine Hill in the southwestern quadrant of the City, approximately 20 minutes drive west of Calgary's downtown. The community is bound by the Trans-Canada Highway to the north, Sarcee Trail SW to the east and Canada Olympic Park to the west. The community of Bowness is located across the Trans Canada Highway to the north and the communities of Paskapoo Slopes and Cougar Ridge is 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 3). The proposed development is for Cell "E" and encompasses an area of 1.43 hectares (3.5 acres). Cell "J" is associated with the Town Centre District. 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 14 multi-residential buildings for a total of 71 townhouse units (Attachment 2).

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 to allow for a range of multi-residential and support commercial uses.

Application Review

This application was submitted on 2018 September 17 by NORR on behalf of Metropia. Following the Urban Design Review Panel (UDRP) meeting on 2018 October 03, a Detailed Team Review (DTR) was provided to NORR on 2018 October 24 and required a response to address the following:

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- 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;
- ASP policy concerns such as providing ground floor access for all units facing onto Na'a Drive SW;
- City Wide Urban Design and Urban Design Review Panel comments, including revisions to the design of the units, private road and proposed living street;
- visual impacts from the Trans-Canada Highway and how the site is designed to comply with Improving Calgary's Entranceways guidelines;
- access to and the interface with the Paskapoo Slopes;
- 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 a Blackfoot Elder in coordination with Calgary Neighbourhood Services on 2018 November 29 to discuss the design of the meditation circle (an amenity area in the proposal), landscaping on the site and connection of the development with the Paskapoo Slopes. Amended plans were submitted by the applicant on 2018 December 20 that reflected the discussion with the Blackfoot Elder, including the addition of plants traditionally used by the Blackfoot First Nation around the meditation circle, such as sage and sweet grass.

DTR2 was issued on 2019 January 21 in response to required updates to the geotechnical report. The amended plans were submitted on 2019 February 20.

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).

City Wide Urban Design

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

- Update the materials used for the site to capture the natural attributes and the Paskapoo Slopes' sense of place;
- Improve pedestrian connectivity to the Paskapoo Slopes and adjacent parcels within the Village;
- Strengthen the design of the proposed living street;
- Improve building façade design to create more distinctions between each residential block;
- Provide amended cross-sections and renderings to illustrate the interface of the townhouses with the living street, Paskapoo Slopes and Na'a Drive SW;
- Consideration for the location of parking underground; and
- Potential for including a children's play area.

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Through the amended plans submitted on 2018 December 20, the applicant was able to address the comments raised by City Wide Urban Design through updates of materials and the provision of illustrative materials and material boards. The design of the townhouses was updated with a material palette that reflects the natural environment and that strengthens the connection between the residential development and the Paskapoo Slopes. These materials are reflected in the pathway through the site, the living street, and the landscaping surrounding the meditation circle. A children's play area is anticipated for the open space (Municipal Reserve) east of the site. The applicant was unable to accommodate locating parking underground as this would have made the development unfeasible.

Urban Design Review Panel

The application was brought before the Urban Design Review Panel (UDRP) on 2018 October 03. UDRP comments, together with the applicant's response, are provided in Attachment 5. 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, attended the UDRP meeting and were also involved in the engagement with the Blackfoot Elder.

Key comments from the UDRP include:

- Improvement of the proposed woonerf to promote the use of a shared space that links to the meditation circle and the pedestrian access to the Paskapoo Slopes;
- Improvements to the frontages facing Na'a Drive SW, where the proposed end units of the buildings at either end of the cell do not provide at-grade access from the unit to the street; and
- Reinforcing the narrative of the landscape and lands as it relates to the Blackfoot First Nation.

Changes were incorporated into the amended plans submitted on 2018 December 20, including updates to the woonerf to eliminate sidewalks on one side of the private street, proposing stamped concrete with animal footprints that are typical of the area, providing entrances for all units facing onto Na'a Drive SW, and including landscaping materials reflective of traditional plants used by the Blackfoot First Nation. The amended plans satisfied the concerns raised by the 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. 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. The siting of the 14 buildings with 71 townhouse units also reflects the desire to preserve the views of Calgary and the Paskapoo Slopes. The development integrates residential development with the natural character of the Paskapoo Slopes through

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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 pedestrian walkway through the development connects Na'a Drive SW to the Paskapoo Slopes at the highest part of the site near the meditation circle. Municipal Reserve flanks the development to the south, east and west. A living street concept (woonerf) is located to the south of the site that provides an amenity space for the residents of the development. A living street is described in the Applicant's Submission (Attachment 4) as a space that includes a change of surface materials to create a space where people, bicycles and vehicles can share the street.

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 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 vegetation such as sage, sweet grass and lavender surrounding the meditation circle to provide a calming environment at the entrance to the Paskapoo Slopes.

All on-site landscaping requirements within the DC Direct Control District have been met or exceeded, except for the minimum landscaping area of 40.0 per cent 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. Bicycle parking is also provided on site but is not required for the development permit.

Phasing

The development permit proposes 16 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.

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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 and the Trans-Canada Highway that links into Na'a Drive SW. Bus stops are proposed on either end of the cell along Na'a Drive SW beside the green space and along the regional pathway. The regional pathway is proposed 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.

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 roundabout between Canada Olympic Drive SW and Na'a Drive SW.

Engagement

At the time of initial submission on 2018 September 17, development permit plans were circulated to the Coach Hill/Patterson Heights, Bowness and West Springs/Cougar Ridge Community Associations and the Wards 1 and 6 Councillor's offices. A response was received from the Coach Hill/Patterson Heights Community Association in support of the application, citing that the density, building colours and landscaping design have been thoughtfully designed (Attachment 6). 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 1 and 6 Councillor's offices.

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Blackfoot First Nations Engagement

In conformance with the Indigenous Policy Framework for The City of Calgary, a meeting was held on 2018 November 29 to review the initial submission with Blackfoot Elders with the applicants present. Feedback received in this meeting was incorporated by the applicant team and reflected in the submitted amended plans.

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.

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 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 meditation circle and the living street, as well as the selection of planting material.

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

This is a non-statutory document providing guidance on the composition and design of sites adjacent to entranceways. As shown in Attachment 7, Visual Impact Statement, a portion of the second floors of the development that step and follow the slope can be seen from the Trans-Canada Highway while driving west and are not visible when driving from the east.

Land Use Bylaw and DC Direct Control District

The subject parcel is governed by DC Direct Control District 122D2015 (Attachment 8). The purpose of the DC Bylaw is to provide for multi-residential development in a variety of forms with opportunities for a limited range of support commercial multi-residential uses. The bylaw also contemplates a limited number of single detached and semi-detached dwellings. The DC Bylaw is based on the Multi-Residential – Medium Profile Support Commercial (M-X2) District, with the addition of district rules for the Residential – Grade-Oriented Infill (R-CG) District that apply only to single and semi-detached dwellings. No maximum floor area ratio is identified in the DC Direct Control District and the maximum building height is 21.0 metres.

The development proposes four relaxations to the DC District guidelines as captured within the Bylaw Relaxation table. Administration is supportive of the proposed relaxations and has provided rationale to support the relaxations. It should be noted that the DC Bylaw 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.

Bylaw Relaxations		
Regulation	Standard	Provided
683 Density	(1) The minimum density for building designated M-X2 district is 60 units per hectare.	Plans indicate 71 (-15) units provided. <i>Administration supportive of relaxation.</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 that 37.19% (-2.81%) or 5322.13m ² (-401.46m ²) of the parcel is landscaped. <i>Administration supportive of relaxation.</i>
557 Amenity Space	(b) have no minimum dimensions of less than 2.0 metres.	Plans indicate multiple units provide amenity space with dimensions ranging from 1.90m (-0.10m) to 1.95m (-0.05m). <i>Administration supportive of relaxation.</i>

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	(2) A patio may be located in a setback area between a street-oriented multi-residential building and a property line shared with a street.	Plans indicate patios located within the North setback area on a non-street oriented development. <i>Administration supportive of relaxation.</i>
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Social, Environmental, Economic (External)

The proposed development contributes to housing diversity, encourages social interaction through an enhanced public realm, and will allow for more efficient use of existing infrastructure.

Financial Capacity

Current and Future Operating Budget

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

Current and Future Capital Budget

The proposed development does not trigger capital infrastructure investment and therefore there are no growth management concerns at this time.

Risk Assessment

There are no significant risks associated with this application.

REASON(S) FOR RECOMMENDATION(S):

Administration is supportive of the proposed multi-residential development located in the Village precinct 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. Development Permit Drawings
3. Medicine Hill Overall Site Plan
4. Applicant's Submission
5. UDRP Comments and Response by the Applicant
6. Coach Hill/Patterson Heights Community Association Letter
7. Visual Impact Statement
8. Direct Control Bylaw 122D2015