

Planning & Development Report to
SPC on Planning and Urban Development
2020 March 04

ISC: UNRESTRICTED
PUD2020-0164

New Policy: North Hill Communities Local Area Plan (Wards 4, 7 & 9)

EXECUTIVE SUMMARY

The purpose of this report is to recommend approval of the *North Hill Communities Local Area Plan* (Plan). The Plan is a long-range, statutory policy plan that sets out the future vision, development policies, and objectives for enabling and supporting growth and change in the communities of Capitol Hill, Crescent Heights, Highland Park, Mount Pleasant, Renfrew, Rosedale, Thorncliffe-Greenview (south of McKnight Boulevard N), Tuxedo Park, Winston Heights-Mountview, and the Greenview Industrial area (collectively known as the North Hill Communities).

The Plan is part of a group of interconnected planning initiatives, known as The Next Generation Planning System, which will improve the way we plan Calgary's future and help us implement and realize the *Municipal Development Plan* (MDP) and its policies (see Attachment 1). The Plan is a pilot-project and the first multi-community plan undertaken as part of The Next Generation Planning System. The policies found in the Plan build upon the goals, principles, and planning framework set out in the *Guidebook for Great Communities* (Guidebook). The content and policies of the Plan have been prepared in conjunction with the Guidebook and the two documents are intended to be read and interpreted together. If approved, the Plan along with the Guidebook will provide comprehensive planning guidance for the plan area.

The Plan and the Guidebook represent an exciting first step toward modernizing The City's approach for local area planning. Key outcomes that would be achieved through approval of this Plan include:

- simplifying and removing duplicate and outdated planning policies, reducing the total number of plans from seven statutory and non-statutory plans to one statutory plan;
- providing comprehensive planning vision and policies for nine communities and the Greenview Industrial area;
- recognizing, planning for, and leveraging the connections and shared assets between communities; and
- enabling more compact, sustainable and complete communities by supporting enhanced mobility and housing choices.

In addition, the Plan recognizes heritage asset concentrations within the North Hill Communities and includes policies that lay the foundation for applying future heritage planning tools for encouraging heritage conservation and more contextually compatible infill development. Administration is currently reviewing heritage policy and financial tools, with the objective of creating a systematic, city-wide strategy for the conservation of these heritage asset concentrations. The Plan's policies are intended to accommodate this future heritage planning work as well as the implementation of any resulting policy tools.

As a new statutory policy plan, The Plan must be circulated to the Calgary Metropolitan Region Board (The Board) for approval following first reading from Council. The Board's Interim Regional Evaluation Framework provides member municipalities with criteria to determine when new municipal statutory plans and amendments to existing statutory plans are to be submitted to the Board for approval.

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ADMINISTRATION RECOMMENDATION:

That the Standing Policy Committee on Planning and Urban Development recommend that Council:

1. Hold a Public Hearing at the 2020 April 27 Combined Meeting of Council:
 - a. Give FIRST READING to the proposed bylaw, the proposed North Hill Communities Local Area Plan (Attachment 2); and
 - b. WITHHOLD second and third readings of the proposed bylaw until North Hill Communities Local Area Plan has been approved by the Calgary Metropolitan Region Board.
2. Following third reading of the proposed bylaw, the proposed North Hill Communities Local Area Plan:
 - a. RESCIND, by resolution, the Centre Street North Special Study, the Highland Village Green Design Guidelines, and the North Bow Special Study; and
 - b. REPEAL, by bylaw, the North Hill Area Redevelopment Plan, Crescent Heights Area Redevelopment Plan, Winston Heights-Mountview Area Redevelopment Plan, and 16 Avenue North Urban Corridor Area Redevelopment Plan.

PREVIOUS COUNCIL DIRECTION / POLICY

The *North Hill Communities Local Area Plan* was included in both the 2019 and 2020 policy workplans that were presented to Council. City Planning and Policy Priorities 2019 (PUD2019-0145) was received for information by Council on 2019 February 06 and the City Planning and Policy 2020 Workplan (PUD2020-0016) was received by Council on 2020 January 15. These reports set out the framework for the 2019 and 2020 policy workplans which were included as attachments to both the PUD2019-0145 and PUD2020-0016 reports.

On 2018 May 07, at the Regular Meeting of Council, Council directed Administration to undertake local area planning for the North Central Green Line Communities (the North Hill Communities) and report back through the SPC on Planning and Urban Development no later than Q4 2019 (PUD2018-0347). PUD2018-0347 consolidated previous Council direction to undertake local area planning for Highland Park (CPC2017-0521), Mount Pleasant, Tuxedo Park, and Crescent Heights (NM2017-29) and the Main Streets Implementation Plan (PUD2017-0241).

BACKGROUND

There are several existing statutory and non-statutory plans currently in place throughout the plan area. The existing statutory plans include: 16 Avenue Urban Corridor Area Redevelopment Plan (2017), Crescent Heights Area Redevelopment Plan (1997), North Hill Area

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Redevelopment Plan (2000), and Winston Heights-Mountview Area Redevelopment Plan (2006). Existing non-statutory include: Centre Street North Special Study (1989), Highland Village Green Design Guidelines (2017), and North Bow Special Study (1979).

These plans were approved in different eras, have minimal references important investments in public transit such as the Max Orange BRT and Green Line Phase 1, and pre-date the Guidebook. Approval of this Plan and the recommendations of this report would rescind these existing plans and replace them with the comprehensive vision and policies contained in the Plan.

Next Generation Planning System

The Plan is part of a group of interconnected planning initiatives, which lay the foundation for the next generation of planning in Calgary. Working with, and building on existing policies, the Next Generation Planning System realizes thriving communities that are loved by everyone, by enabling development and investment through clear, accessible plans, strategies and tools that strategically guide and support growth. This program of initiatives provides a coordinated and clear planning system for the whole city, removes outdated and redundant policy and creates a more robust toolbox to enable development and investment in Calgary (see Attachment 1 for more information).

These Next Generation Planning System initiatives bring together multi-disciplinary professionals, to collaboratively align and close gaps between overarching strategic policy and local planning and development activity, to enable growth and investment in Calgary's communities. The *North Hill Communities Local Area Plan* is the first multi-community plan undertaken as part of the Next Generation Planning System. This policy plan provides local area planning guidance, implements the *Guidebook for Great Communities* within the North Hill Communities and provides the foundation for tools and investment strategies that may be brought forward as part of the Established Area Growth and Change Strategy as well as the Heritage Conservation Tools and Incentives. The Plan aims to:

- simplify and remove duplicate and outdated planning policies, reducing the total number of plans from 7 statutory and non-statutory plans to one statutory plan;
- provide comprehensive planning vision and policies for nine communities and the Greenview Industrial area;
- recognize, plan for, and leverage the connections between communities; and
- enable more compact, sustainable and complete communities by supporting enhanced mobility and housing choices.

Guidebook for Great Communities

On 2019 November 06, the SPC on Planning and Urban Development heard from a panel of stakeholder representatives and members of Administration regarding issues and challenges identified with the proposed Guidebook. Council directed the Guidebook to return to the SPC on Planning and Urban Development with the North Hill Communities Local Area Plan to provide stakeholders with more time to understand the Guidebook and provide Administration with more opportunity to create awareness of the document. In addition, Administration was able to test the Guidebook through the development of the Plan which has resulted in refinements to both documents so that they better align and set the foundation for future and ongoing multi-

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community planning work. In response to Council direction, the Guidebook has been brought forward with this Plan under a separate report (PUD2020-0207).

Site Context

The Plan comprises nine established and inner-city communities including Capitol Hill, Crescent Heights, Highland Park, Mount Pleasant, Renfrew, Rosedale, Thorncliffe-Greenview (south of McKnight Boulevard N), Tuxedo Park, Winston Heights-Mountview, as well as the Greenview Industrial area. Located just north of the Bow River and the Downtown, these communities are collectively known as the North Hill Communities. While each community has their own individual boundaries and community associations, they share common amenities, schools, urban and neighbourhood Main Streets, public infrastructure, transit, natural areas and regional and neighbourhood parks.

The North Hill Communities are bordered by Deerfoot Trail and Nose Creek to the east, the community of Banff Trail to the west, Confederation Park and McKnight Boulevard N to the north, and McHugh Bluff, the Bow River, and the community of Bridgeland-Riverside to the south.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The Plan refines and implements the strategic goals and objectives of overarching policy plans including the Municipal Development Plan (MDP) and the Guidebook. In addition, development of this Plan considered stakeholder input gathered through an extensive engagement and communications plan, previous work done through the Green Line Charrettes, and review and audit of existing statutory and non-statutory plans in the area.

Planning Considerations

Policy Overview

The Plan provides the long-term vision, development policies, and objectives for supporting growth and change in nine communities and the Greenview Industrial area. The Plan's vision recognizes, celebrates, and builds upon the shared elements that connect these communities.

Building upon the goals and principles of the Guidebook, the Plan's vision and future growth concept implement the urban form classification system and common development policies set out in the Guidebook. In addition, The Plan's future growth concept aligns with direction from the MDP by identifying policy areas and locally specific development policies for the area's Main Streets, transit station areas, and activity centres. The Plan also supports continued incremental evolution and change within primarily residential areas including the potential for increased development intensities along important corridors outside of the Main Streets such as 20 Avenue N, 12 Avenue N, and 8 Avenue N.

Policy Areas

Main Streets

Four Main Streets are located within the Plan Area: 16 Avenue N, Centre Street N and Edmonton Trail NE, which are classified as Urban Main Streets; and 4 Street NW, which is classified as Neighbourhood Main Street. The Plan provides policies that are intended to encourage the creation of high-quality public realm and buildings on these Main Streets that enhance the pedestrian experience, support commercial businesses, and accommodate

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medium to high levels of pedestrian activity. Specifically, The Plan applies urban form categories and policy modifiers such as active frontage and commercial flex to support these Main Streets and facilitate their continued development as shared commercial and mixed-use areas within the communities. The Plan also provides a flexible framework for building scale along the Main Streets that range from up to six storeys along most of the streets to up to 12 storeys and 26 storeys at key locations such as around future Green Line LRT stations and along 16 Avenue N.

Transit Station Areas

The Plan identifies three future station areas located along Centre Street N and the future planned Green Line LRT. These station areas are located at 16 Avenue N, 28 Avenue N, and 40 Avenue N. Transit station area policies build upon the Main Street policies outlined above. The Plan envisions these station areas as gateways to the communities, and accommodating high levels of pedestrian activity, interconnected mobility networks, and the highest building scale within the plan area. In addition to policies for creating a high-quality public realm in these areas, active frontage and commercial flex policy modifiers are applied to blocks surrounding the future stations. Together these policies will ensure that new development in these areas provide for active uses at the street-level, or the ability to provide these in the future, as well as high-quality buildings and site design around future stations. The Plan accommodates the highest building scale and development intensity around the future Green Line LRT Stage 1 terminus at 16 Avenue N and Centre Street N.

Activity Centres

There are two types of activity centres in the Plan area. These include the Southern Alberta Institute of Technology (SAIT), which is identified as a Community Activity Centre and three Neighbourhood Activity Centres located on 20 Avenue NW at 10 Street NW, 14 Street NW, and 18 Street NW.

The Plan reinforces MDP policies for Community Activity Centres by providing site specific policy guidance for development at SAIT along 16 Avenue NW including locating landmark building forms, architectural features and public spaces at key intersections.

Neighbourhood Activity Centre policies recognize opportunities for local job and population growth in these areas and seek to create safe, welcoming pedestrian environments through the provision of wider sidewalks and street trees, closing existing drive-ways on streets, and providing curb extensions where appropriate.

Comprehensive Planning Sites

The Plan includes several comprehensive planning sites. These tend to be large sites, 1.0 hectare in size or greater, that warrant more detailed planning analysis prior to redevelopment occurring. In addition to the policies for comprehensive planning sites provided in the Guidebook, The Plan includes site specific policy that considers elements such as mobility connections, development constraints, guidance for applying policy modifiers, and opportunities for reducing greenhouse gas reduction through renewable and low carbon energy feasibility studies. Comprehensive Planning Sites in the Plan area include sites such as Midfield Park, the former Highland Park Golf Course, and the Safeway site on Centre Street N.

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Greenview Industrial

The Plan recognizes Greenview Industrial as an important employment area for both the North Hill Communities and the wider city. Policies support the continued diversity of primarily industrial uses within Greenview Industrial while providing opportunities for more job intensive industrial uses to locate closer to Centre Street N and the future Green Line LRT station at 40 Avenue N. In addition, the Plan includes policies to encourage greater integration of light industrial uses and residential uses along the interface with the Highland Park and Winston Heights-Mountview communities.

Heritage Areas

There are areas with the North Hill Communities that have concentrations of heritage assets that warrant additional study and planning. The Plan recognizes these heritage asset concentrations and includes policies that establish a foundation to support future heritage planning tools that may be applied in these areas to encourage heritage conservation and more contextually compatible infill development.

Administration is currently reviewing policy and financial tools for heritage, with the objective of creating a systematic, city-wide strategy for the conservation of these heritage asset concentrations. A report on these policy and financial tools is anticipated to be brought forward to the SPC on Planning and Urban Development in 2020 April. The Plan's policies are intended to accommodate this future heritage planning work as well as the implementation of any resulting policy tools.

Supporting Growth

In addition to development related policies, The Plan identifies high-level goals that align with key direction provided in the MDP and locally-specific objectives for supporting the future growth vision. These goals and objectives are durable, long-term, and are connected to the time horizon of the Plan. The Plan also includes a non-statutory list of implementation options in Appendix A (Attachment 2) related to the objectives that stakeholders identified through engagement process and development of the Plan. These implementation options represent examples of actions that could be taken by The City, developers, Business Improvement Associations, Community Associations, and residents to further the vision, goals, and objectives.

To support the North Hill Communities through growth and change, the implementation actions are intended to help inform future City business plans and budget decisions as well as the ongoing work for the Established Areas Growth and Change Strategy. As actual growth is monitored, these actions can be regularly reviewed and updated to help off-set growth related pressures the community may experience.

Transportation Networks

The North Hill Communities are highly integrated and benefit from a variety of multi-modal connections both within the plan area and to communities and destinations beyond. The street network is primarily a grid or modified grid which promotes walkability as well as adaptable, interconnected blocks. Pathways and bikeways run through and around the plan area connecting to the surrounding regional pathway network in Confederation Park, McHugh Bluff, Memorial Drive, and Nose Creek.

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In addition, the area is well served by the primary transit network including the MAX Orange Bus Rapid Transit on 16 Avenue N as well as high-frequency transit along Centre Street N. The planned Green Line LRT on Centre Street N will provide improved transit connections through the area and to other quadrants of the city.

Utilities and Servicing

Administration conducted a water and sanitary servicing analysis that examined the potential impact of The Plan's projected growth and proposed urban form and building scale on servicing. The level of analysis done provided a preliminary understanding of the servicing needs for growth in the area; however, the timing, order, scale and final form of development, as determined through the application process, confirms the final extent and scale of upgrades.

Overall, fire flow needs increase as density increases requiring larger water pipes and/or new connections. The water servicing analysis identified multiple potential upgrade options to be confirmed as development proceeds. For sanitary, the analysis confirmed two sanitary trunk upgrades currently identified in Water Resource's long-range capital plan. It is important to note that since the sanitary model only includes pipes larger than 375mm, upgrades to smaller pipes will be identified through sanitary servicing studies conducted through the application process.

In addition to the water and sanitary analysis, Water Resources commissioned the Confederation Park Regional Drainage Study (completed 2019 March) to examine stormwater movement in the northern portion of the plan area. This study will inform decision making related to investment and stormwater management.

Calgary Planning Commission Review

Administration held two closed sessions of Calgary Planning Commission (CPC) on 2020 January 06 and 2020 February 20. At the first session, CPC members were provided with a draft copy of The Plan and a supporting cover letter that identified key questions (including topics such as urban form categories, built form categories, general policies, and overall policy clarity) for discussion and input. While CPC did not identify any major concerns with the draft policy, key themes/comments they identified included improving clarity and the relationship between the Guidebook and the Plan, and making minor adjustments to urban form categories, building scale, and associated policies. Administration confirmed CPC members' comments at the second closed session and reported back on changes made to the Plan. In addition, Administration also tested interpretation of the Plan and Guidebook with CPC by providing two development scenarios in the plan area and having them provide summaries of policy guidance and development expectations. Feedback received from CPC informed revisions to both the Plan and the Guidebook.

In response to CPC's input, Administration made several revisions to the Plan including adding a quick reference guide to the front of the document as well as revising the Plan's maps and policies. A summary of the comments and suggestions from CPC members along with Administration's follow-up to each item is included in Attachment 3 of this report. Following the revisions and Administration's follow-up, CPC was supportive of the Plan.

Stakeholder Engagement, Research and Communication

The project employed a variety of engagement and communications tactics including the creation of a project specific stakeholder working group, online engagement, pop-up events,

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workshops, community tradeshow, meetings, open houses, online information session, postcards, signage, social media, paid advertisements and media interviews.

At project launch, Administration employed a recruitment process where 32 members of the broader community, community associations and development industry were selected to join the project's multi-community stakeholder working group. This innovative approach brought together community members from different backgrounds to participate in dialogue of the broader planning interests of the entire plan area. The working group participated in eight sessions where they brought their unique perspectives and viewpoints to the table and provided detailed input to help create the Plan. This included reviewing and validating public feedback on community opportunities and challenges, drafting guiding principles for the project, developing ideas for urban form, policy modifiers and building scale concepts, and reviewing and providing input on plan policies and implementation options to support growth and change in the communities.

During the project engagement Administration looked to better serve citizens, communities, and customers through a cohesive, collaborative and integrated approach that worked together as "One" for "Calgary". Administration ensured coordination and collaboration with other City departments and active projects in the area to ensure a One City - One Voice approach. Notably, this included collaboration with the City-wide Policy & Planning team and testing the use of the Guidebook to create the local area plan in addition to partnering with the Established Areas Growth and Change Strategy on the engagement for chapter three of the Plan.

Through the entire project, 53 in-person events and meetings were held as well as one online presentation for the broad public and targeted stakeholders. In total over 800,000 people were made aware of the project through the communications program and the project connected with over 14,800 participants online or in-person and received over 6,800 ideas and contributions across the three phases of engagement.

See Attachment 4 for a more detailed Final Engagement & Communications Summary on the project.

Strategic Alignment

South Saskatchewan Regional Plan (Statutory – 2014)

The Plan and recommendations in this report have considered, and are aligned with, the policy direction of the *South Saskatchewan Regional Plan* which directs population growth in the region to Cities and Towns and promotes the efficient use of land.

Municipal Development Plan (Statutory – 2009)

The MDP provides high-level supporting policy to recognize the developed inner city's role within the overall urban structure of the city. This plan was prepared in alignment with the MDP and enables redevelopment of existing lands and buildings at a community scale and providing specific policy direction relative to the local context. The Plan supports the high-level goals of the MDP by providing areas for strategic intensification in the developed area and focusing growth and change in locations along Main Streets, around activity centres, and near existing and future transit. The Plan's future growth concept is aligned with and supports the minimum intensity thresholds for Main Streets and activity centres.

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Next Generation Planning System

The Plan will contribute to advancing the Next Generation Planning System in Calgary, and aligns with other initiatives being delivered as part of this program including the Guidebook, Established Areas Growth and Change Strategy, and Heritage Conservation Tools and Incentives. Initiatives within the program are part of a systematic change to The City's approach to planning, focused on implementing the MDP and advancing the Citizen Priority of A City of Safe & Inspiring Neighbourhoods. The initiatives within this program deliver on five of the six Council Priorities for the City Planning & Policy Service Line for 2020: A. Implementing the Municipal Development Plan/Calgary Transportation Plan; B. City-Wide Growth Strategy; C. Modernized Community Planning; D. Connecting Planning and Investment; and E. A Renewed Land Use Bylaw. Specifically, the Plan is delivering on C. Modernized Community Planning. (*Council Priority E: Downtown Strategy – Positioning Downtown for the New Economy is not applicable to this Plan*).

Social, Environmental, Economic (External)

Social

The Plan aims to create diverse and inclusive communities by providing opportunities for all people to choose to live, work and recreate in the North Hill Communities. As a multi-community plan, this document seeks to support and enhance communities, providing for more complete communities that are unified around shared services, amenities, and infrastructure.

Environmental

The Plan enables growth within nine inner-city and established communities and supports enhanced mobility and housing choices for people, better connecting them to the things they want and need to do by pedestrian, cycling and transit routes. The also Plan endeavours to reduce impacts on air quality and climate change by encouraging compact development in the established area and supporting renewable energy and energy reduction strategies. Finally, the Plan promotes the health of our natural areas and contains policies to support the health of the Nose Creek sub-watershed as well as policies encouraging the protection and maintenance of the urban tree canopy.

Economic

The Plan seeks to enable a more compact urban form that will aid in more efficient use of existing infrastructure. In addition, the Plan envisions that the North Hill Communities will be physically attractive areas where people will want to not only live, work, and recreate but also invest. Increasing the number of people who can choose to live in the North Hill Communities will also support businesses along the area's Main Streets and commercial areas.

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:

There are no current or future capital budget implications associated with this report. However, to deliver on the next generation of planning, individual planning initiatives may present capital

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recommendations necessary to support budget investments to support the City-wide Growth Strategy and/or Main Streets Investment Program. It is anticipated that capital recommendations to allow for policy implementation will be prepared for the One Calgary Mid-Cycle budget adjustment in 2020 and future budget cycles.

Risk Assessment

The Plan is the first of several multi-community plans currently being undertaken by Administration and is an important step towards modernizing how the City conducts local area planning. The Plan has been developed in conjunction with the Guidebook, implementing the goals, principles, framework and policies of that planning document. Given that the Plan represents a new approach to local area planning, if approved, there may be a transition period for stakeholders to learn how to use the Plan and the Guidebook together to understand growth and change policies in their communities.

There may be a perceived risk from some stakeholders that approval of the Plan will result in community-wide land use redesignations, specifically within the low-density residential districts. City-initiated land use redesignations, however, are not within the scope of this project, nor within the recommendations of this report. To clarify any potential impacts to communities following approval of the Plan and/or the Guidebook, Administration has developed an FAQ that is publicly available on the project website: www.Calgary.ca/NorthHill.

There are several risks if the Plan is not approved including direct impacts to other Next Generation Planning System projects and deliverables. This includes implementation of the Guidebook in other areas of the city as well as the Established Areas Growth and Change Strategy, and Heritage Conservation Tools and Incentives.

The Plan, along with the Guidebook, are foundational for other ongoing multi-community planning projects including Inglewood/Ramsay (Area 7), the Greater Westbrook Communities (Area 10), and the Heritage Communities (Area 31). If the Plan is not approved, or is delayed, it will delay the delivery of these other local area plans.

In addition, the Plan was developed to align with the Established Areas Growth and Change Strategy as well as Heritage Conservation Tools and Financial Incentives. Specifically, Chapter 3 of the Plan is intended to help inform the ongoing Established Areas Growth and Change Strategy work and the Plan also includes policies to support the Heritage Conservation Tools and Financial Incentives work. If the Plan is not approved, there may be impact to these two projects including to timelines as well as application of policy tools particularly in the case of heritage.

Finally, this Plan along with the Guidebook are two key pieces of work that advance the Next Generation Planning System. If either is not approved, there could be impacts to the overall program including delays as well as reputational risk and loss of stakeholder trust in the Next Generation Planning System.

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REASONS FOR RECOMMENDATIONS:

Administration is recommending approval of the proposed *North Hill Communities Local Area Plan* as it aligns with the strategic planning direction provided through the *Municipal Development Plan* and is an important first step, along with the *Guidebook for Great Communities*, to advancing the *Next Generation Planning System* and modernizing the City's approach to local area planning. In addition, approval of the Plan and the recommendations of this report will: simplify and remove duplicate and outdated planning policies in this area, reducing the total number of plans from seven to one; provide a comprehensive planning vision and policies for nine inner-city and established communities and the Greenview Industrial area, and; recognize, plan for, and leverage the connections and shared assets between these communities. Finally, approval of the Plan will set the foundation for related Next Generation Planning System projects to build upon including the Established Areas Growth and Change Strategy and Heritage Conservation Tools and Incentives, and other multi-community local area plans.

ATTACHMENTS

1. Next Generation Planning System Overview
2. North Hill Communities Local Area Plan
3. Calgary Planning Commission Comments and Administration Follow-up
4. Engagement Summary Report
5. Stakeholder Letters