

# Background and Planning Evaluation

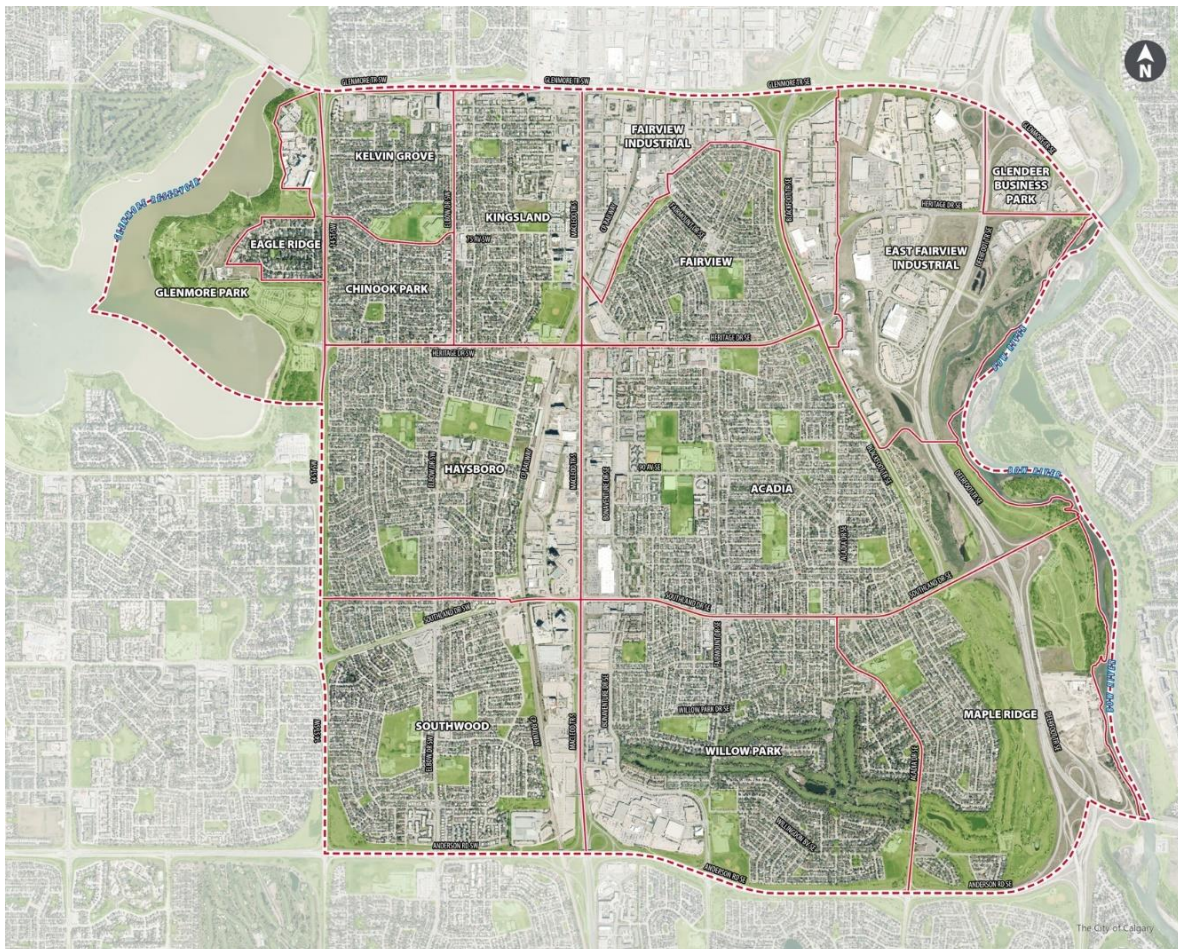
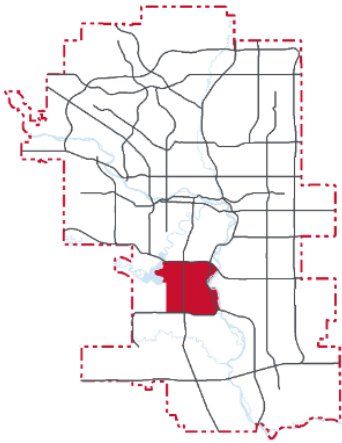
## Background and Community Context

The Plan comprises 10 established communities: Acadia, Chinook Park, Eagle Ridge, Fairview, Haysboro, Kelvin Grove, Kingsland, Maple Ridge, Southwood and Willow Park as well as three industrial areas, Fairview Industrial, East Fairview Industrial and Glendeer Business Park. Located south of Glenmore Trail S, west of the Bow River, north of Anderson Road S and east of 14 Street SW and the Glenmore Reservoir, these communities are collectively known as the Heritage Communities. While each community has its own individual boundaries, the communities share common amenities, schools, the Macleod Trail S Main Street area, Activity Centres, public infrastructure, transit, natural areas and regional and neighbourhood parks.

Most of the Heritage Communities developed in the late 1950s and 1960s and largely finished building out in the early 1970s. The population of the Heritage Communities peaked in 1973, with 54,048 people living in the communities. Today the population of the area is 43,693, representing a decrease of 10,355 people or 19.2%. During this same period, Calgary's population grew several times over. Population decline has impacted the viability of commercial amenities, civic facilities as well as local school utilization which has resulted in school closures.

By setting out a comprehensive vision and policies for growth and change, the Heritage Communities Local Area Plan will stabilize and reverse the declines in population in these communities while providing more certainty and direction for population growth and change for residents, developers, Administration and City Council. The Plan envisions accommodating new and more diverse housing forms as well as commercial opportunities which will allow more Calgarians to choose to live and operate businesses in the Heritage Communities.

Location Maps



**Legend**  
- - - Plan Area Boundary  
— Community Boundary

## Planning Evaluation

The Plan refines and implements the strategic goals and objectives of the Municipal Development Plan (MDP) at the local level. The Plan provides direction for growth and change in ten established area communities and three industrial areas in Calgary, delivering greater certainty for residents, developers, Administration, Council and other interested parties by outlining policies for new development and public improvements in the area. The Plan sets out a shared vision and understanding of how growth and change may occur, addressing population declines in the area and overarching policy plans including the MDP.

The Plan's future growth concept aligns with direction from the MDP by identifying policy areas and locally specific development policies for the Macleod Trail S Main Street area, 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 on Community Corridors and at existing commercial nodes along Elbow Drive SW, Heritage Drive S, Fairmount Drive SE, 90 Avenue SE and Acadia Drive SE. The Plan includes limited scale policies within the Neighbourhood Local urban form category that provides additional direction for low-density residential development within residential communities.

### Policy Areas

#### Macleod Trail S Urban Main Street Area

The MDP identifies Macleod Trail S (from Glenmore Trail S to Southland Drive S) as an Urban Main Street. The Plan refines direction from the MDP by defining Macleod Trail S as an Urban Main Street area that extends to parallel side streets on either side including Bonaventure Drive SE, Horton Road SW and Southport Road SW.

The Plan includes policies that are intended to support the creation of high-quality public realm and buildings on the Urban Main Street and parallel streets, support a mix of residential and employment opportunities and provide enhanced pedestrian connections within and between development sites as well as better linking side streets through to Macleod Trail S. Specifically, the Plan applies the Commercial Corridor, Neighbourhood Flex and Neighbourhood Connector urban form categories to support growth in the Urban Main Street area and facilitate its continued development. The Plan provides varying building scales in the Urban Main Street area that range from the low (six storeys or less) to the highest (over 26 storeys), with higher building scales focused around transit stations and key nodes.

An analysis of future population projections within the Plan shows that the Plan will achieve and exceed MDP minimum intensity thresholds for Urban Main Streets.

#### Transit Station Areas

There are a total of three Red Line LRT transit station areas within the Plan area: Heritage LRT Station, Southland LRT Station and Anderson LRT Station.

These areas are intended to accommodate the greatest amount of growth and mix of uses, medium to high level of activity and the tallest buildings. The Plan provides policies for station areas that are intended to improve mobility connections both to the LRT stations and surrounding communities as well as a high-quality public realm. The Plan also includes direction to undertake public space plans in these areas that are intended to improve public spaces as well as safety.



The Plan applies the urban form categories of Commercial Corridor, Neighbourhood Flex, Neighbourhood Connector and Neighbourhood Local to facilitate transit stations' development as commercial, mixed-use and residential areas in these communities.

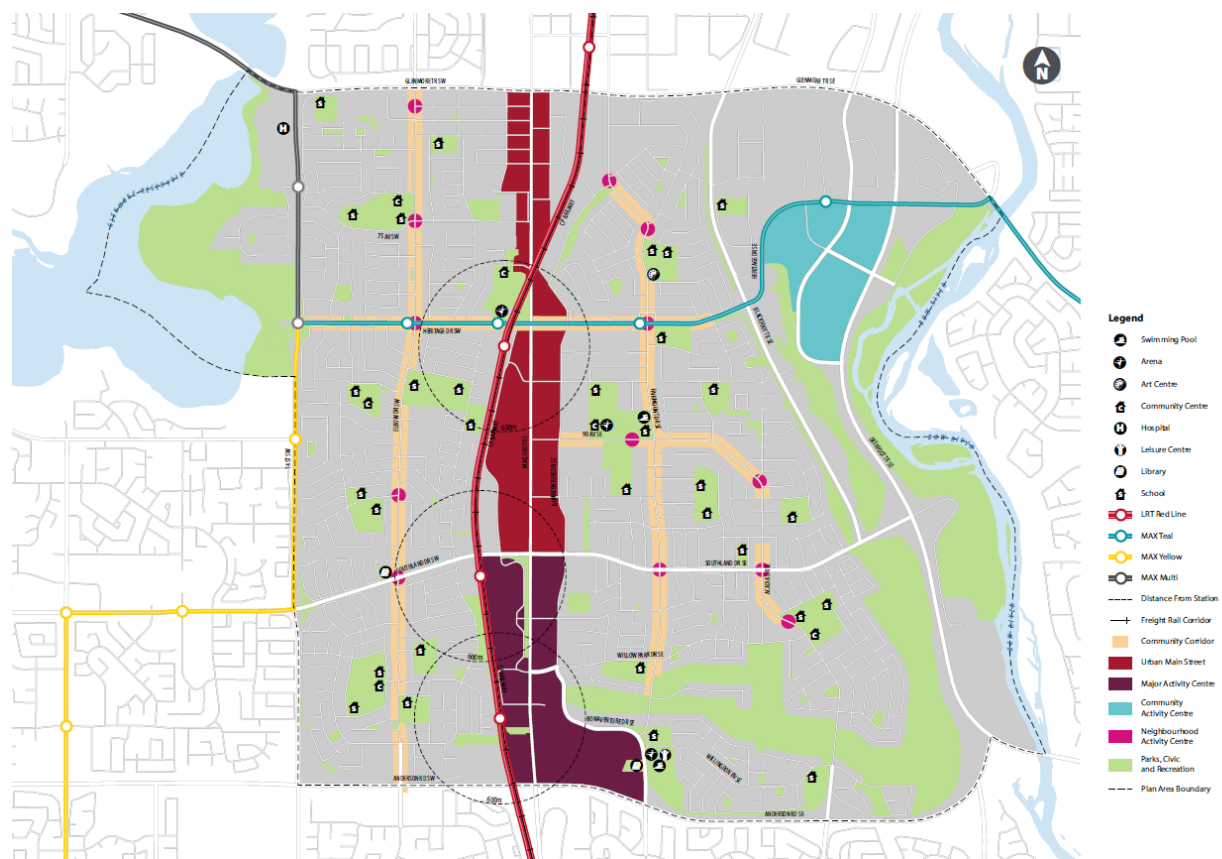
The City Civic and Recreation and Regional Campus urban form category is applied to the Rose Kohn and Jimmie Condon Arenas along Heritage Drive SW. Urban form categories with more commercial options are concentrated within immediate vicinity of station areas, transitioning to more residential urban form categories further from stations and into existing residential neighbourhoods.

The Plan provides for the highest allowable building scales within core zones of transit station areas. This includes up to 26 storey buildings near the LRT stations that steps down toward the primarily residential areas. The highest building scale (over 26 storeys) applies to sites with existing land use districts that support buildings of over 26 storeys. Transit station policies also allow development to exceed (with a limited number of storeys) the building scale modifiers while meeting the overall intent of the building scale and providing a high standard of design excellence.

An analysis of future population projections within the Plan shows that the Plan will achieve and exceed the MDP minimum intensity thresholds for transit stations of 100 people and jobs per hectare.

### Activity Centres

Figure 1: Activity Centres



There is one Major Activity Centre, one Community Activity Centre and thirteen Neighbourhood Activity Centres, within the Plan area. The Major Activity Centre is located along Macleod Trail S between Southland Drive S and Anderson Road S and includes Southcentre Mall. The Community Activity Centre is located at the Deerfoot Meadows Shopping Centre, located near the northeast corner of the Plan area. Five Neighbourhood Activity Centres are located along Elbow Drive SW at the intersections of 67 Avenue SW, 75 Avenue SW, Heritage Drive SW, 96 Avenue SW and Southland Drive SW. Four Neighbourhood Activity Centres are located along Fairmount Drive SE at the intersection of: Flint Road SE, Farrell Road SE, Heritage Drive SE and Southland Drive SE. Three Neighbourhood Activity Centres are located along Acadia Drive SE at the intersection of: 6 Street SE, Southland Drive SE and Willow Park Drive SE. The final Neighbourhood Activity Centre is located along 90 Avenue SE just to the west of Fairmount Drive SE.

### Major Activity Centre

The Major Activity Centre has a mix of urban forms categories which include Commercial Centre, Commercial Corridor, Neighbourhood Flex and pockets of Parks and Open Space. The Commercial Centre urban form category allows for vehicle-oriented development but emphasizes safe and convenient pedestrian connections to buildings to avoid conflicts with vehicles. There are two building scale modifiers in the Major Activity Centre: mid (up to 12 storeys) and high (up to 26 storeys), with the high modifier applied to the Southcentre Mall and Executive Tower sites and around the Transit Station Areas. A portion of the Major Activity Centre which includes the Southcentre Mall and the Southcentre Executive Tower site has a Comprehensive Planning Site applied to provide additional policy direction.

Additional policies ensure that Major Activity Centres are recognized as “urban centres” for a sub-region of the city that provides opportunities to work, live, shop, recreate, be entertained. Large format retail should be on the edges of a Major Activity Centre. Major Activity Centres should also contain a broad range of medium and high-density housing and a mix of tenure and affordability to accommodate a diverse range of the population.

### Community Activity Centre

The Deerfoot Meadows Community Activity Centre is identified with the Commercial Centre urban form category which reflects the regional commercial activity of this area. Overall, policies are intended to support the evolution of this area, including a greater mix of uses and higher development intensities, in the future. Today, Deerfoot Meadows is characterized by direct vehicular access and large parking areas with a concentration of large format retail stores. The Commercial Centre urban form category allows for vehicle-oriented development but emphasizes safe and convenient pedestrian connections to buildings to avoid conflicts with vehicles. The building scale throughout the Activity Centre is mid (up to 12 storeys).

MDP policies relating to Community Activity Centre recognize the existing commercial developments in these areas and that they should provide a significant level of retail service. Community Activity Centres should also contain a broad range of ground-oriented and medium to high-density apartment housing and a mix of housing tenure and affordability to accommodate a diverse range of the population. Policies in the Plan support these objectives.

### Neighbourhood Activity Centres

The MDP contains several policies relating to the thirteen Neighbourhood Activity Centres within the Plan. These policies encourage a range of ground oriented and low-density apartment housing, a mix of uses, including retail services, creating public gathering spaces in the Neighbourhood Activity Centre and discouraging auto-oriented uses.

While each Neighbourhood Activity Centre has a unique mix of urban form categories and building scales, a combination of Neighbourhood Commercial, Neighbourhood Flex, Neighbourhood Connector and Parks and Open Space have been applied to Neighbourhood Activity Centres to support local commercial uses in these areas to cater to local residents. Building scales also vary in each Neighbourhood Activity Centre. The Neighbourhood Activity Centre at the corner of Elbow Drive and 67 Avenue SW includes high (up to 26 storeys). The two Neighbourhood Activity Centres along Elbow Drive SE SW at Heritage Drive SW and Southland Drive SW include the mid (up to 12 storeys) modifiers. The remaining Neighbourhood Activity Centres include a mix of low-modified (up to 4 storeys) and low (up to 6 storeys).

### Community Corridors

There are five community corridors within the plan area: Elbow Drive SW, Heritage Drive S between 14 Street SW and Fraser Road SE, Fairmount Drive SE between Flint Road SE and Willow Ridge Place SE, 90 Avenue SE and Acadia Drive SE between Fairmount Drive SE and 94 Avenue SE and between 97 Avenue SE and Willow Park Drive SE. Community Corridors are pedestrian-focused streets that link services, amenities and communities to one another. They support low to moderate growth in the form of primarily residential and small-scale mixed-use and commercial building forms.

Community Corridors are primarily the Neighbourhood Connector urban form category with portions of Neighbourhood Commercial and Neighbourhood Flex where the Community Corridor intersects with a Neighbourhood Activity Centre. The building scale along the Community Corridors is primarily limited (up to 3 storeys), but ranges between low-modified (up to 4 storeys) to high (up to 26 storeys) around the Macleod Trail S Urban Main Street area and near Glenmore Trail SW.

### Industrial Areas

There are three industrial areas in the Heritage Communities: Fairview Industrial, East Fairview Industrial and Glendeer Business Park. The Plan applies the Industrial General and Commercial Corridor urban form categories to these areas that recognize the existing industrial and vehicle-oriented commercial uses. A portion of the East Fairview Industrial Area north of Heritage Drive SE and east of Blackfoot Trail SE is identified as Commercial Corridor with the Industrial Transition overlay which supports the unique mix of commercial and industrial uses in that area. Fairview Industrial is identified as a Special Policy Area which provides additional policy guidance for industrial and residential interfaces with the community of Fairview as well as providing for enhanced mobility connections.

Overall, Plan policies are intended to provide for locally specific guidance for the types of uses and development that are appropriate within these industrial areas and refine the broader industrial policies from the MDP.

### Comprehensive Planning Sites

The Plan identifies five Comprehensive Planning sites. These include Southcentre Mall and Southcentre Executive Tower, the Calgary Transit Anderson Maintenance Facility at Anderson LRT Station, the Roads District 6 Depot at Southland Drive SW and Elbow Drive SW, the former Lafarge lands on 15 Street SE between the Bow River and Deerfoot Trail SE and the Midtown Station lands between Glenmore Trail SE, Macleod Trail S, Fisher Street SE and the LRT right-of-way.

Comprehensive Planning Sites provide additional site-specific policy guidance for future development on these sites and address considerations including land use, building scale, mobility connections, opportunities to address climate change impacts and improve climate resiliency, unique site conditions such as interfaces with adjacent sites and open spaces, provision of publicly-accessible open space, transit infrastructure and utility and servicing.

Comprehensive Planning Site policies for the Midtown Station lands are aligned with the ongoing review of the land use redesignation and outline plan application for those lands (LOC2019-0082).

### Neighbourhood Local - Limited Scale Policies

The Plan takes a balanced approach to Neighbourhood Local - Limited Scale policies to strike a middle ground between supporting all types of limited scale development throughout all communities and protecting certain areas for single-detached homes. This approach responds to policies in the MDP, demographic trends and public feedback.

Neighbourhood Local - Limited Scale policies apply to areas that are identified as the Neighbourhood Local Urban Form Category on Map 3: Urban Form and as Limited Scale on Map 4: Building Scale. These areas make up most of the Heritage Communities. The policies support one- and two-unit forms (i.e. single-detached, semi-detached and duplex homes) throughout the Plan area and provide additional criteria for where three or more unit forms (i.e. rowhouses, townhouses, etc.) are supported. These criteria include parcels with rear lanes that are either within a transit station area, on corner lots or adjacent to parks greater than 0.5 hectares in size with no dimension smaller than 25 metres. A conceptual map illustrating how these policies might apply in the Plan area is included in Attachment 8.

### *Addressing Population Decline*

Demographic trends were an important consideration in developing the Plan. As noted, the Heritage Communities have seen a significant population decline of 10,355 people or 19.2% since the peak in 1973. Over this period, total dwellings increased from 15,184 to 20,120 or by 4,936.

This decrease in population, despite an increase in the number of dwellings, is due to a decrease in the average number of people living in a dwelling from 4.54 in 1968 to 2.47 in 2019. Population decline is more pronounced in some communities than others. Eagle Ridge, Fairview and Maple Ridge, for example, have all experienced declines exceeding 40% while Kelvin Grove has seen the smallest decline at 5.3%. Over this same time period, The City of Calgary as a whole increased in population from 347,299 people to 1,303,457 people: an increase of 375%.

In addition to MDP policies supporting development of a greater variety of housing options to support population renewal, analysis of demographic trends from other areas of the city indicate that additional housing options can help reverse population decline and attract more households including those with children. For example, population trends over the last 20 years in communities that are predominantly designated Residential - Contextual One/Two Dwelling (R-C2) District show that these communities grow on average at a rate of 0.9% per year. In contrast, communities that are designated primarily Residential - Contextual One Dwelling (R-C1) District decreased in population at a rate of 0.2% per year.

Finally, an analysis of youth population by housing type in the Heritage Communities showed that there are on average more youth (aged 0-19) in semi-detached homes and rowhouses/townhouses (0.61 and 0.56 respectively) than in single-detached homes (0.48) and apartments (0.27). More youth in semi-detached and rowhouses/townhouses is generally consistent with similar findings in the Westbrook Communities and suggests greater housing variety that includes semi-detached and rowhouses/townhouses can help attract more families with children.

Table 1: Heritage Local Area Plan Population

	<b>Population</b>	<b>Total Dwellings*</b>	<b>Occupied Dwellings:</b>	<b>Persons per Unit:</b>
Peak:	54,048	20,122	19,435	4.54
Peak Year:	1973	2018	2014	1968
2019	43,693	20,120	19,015	2.47
Loss since Peak:	-10,355	-2	-420	-2.07
% change since Peak:	-19.2%	0.0%	-2.16%	-54.4%

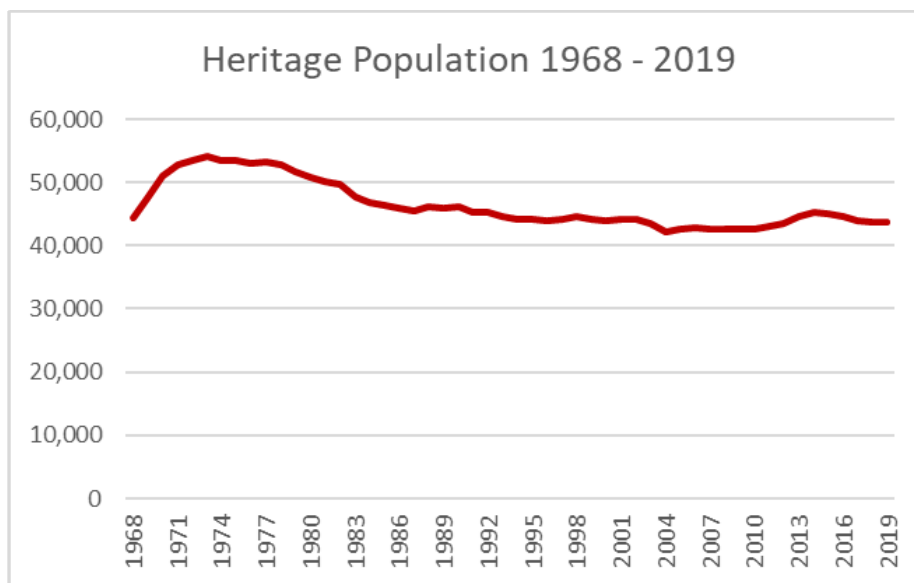




Table 2: Heritage Individual Communities Population Tables

<b>Community</b>	<b>2019 Population</b>	<b>Peak Population</b>	<b>Peak Year</b>	<b>Loss Since Peak</b>	<b>% Change since Peak</b>
Acadia	10,520	13,589	1972	-3,069	-22.6%
Chinook Park	1,662	2,578	1968	-916	-35.5%
Eagle Ridge	302	592	1971	-290	-48.9
Fairview	3,646	6,425	1968	-2,779	-43.3%
Haysboro	7,080	8,044	1968	-964	-12.0%
Kelvin Grove	2,305	2,433	1976	-138	-5.3%
Kingsland	4,688	5,341	1971	-653	-12.2%
Maple Ridge	1,916	3,444	1971	-1,528	-44.4%
Southwood	6,246	8,101	1978	-1,855	-22.8%
Willow Park	5,328	7,490	1978	-2,162	-28.9%

Table 3: Average number of youth (0-19) by housing type

<b>Housing Type</b>	<b>Average number of children (0-19 years old)</b>
Single-detached home	0.48
Semi-detached home	0.61
Townhouse/Rowhouse	0.56
Apartment	0.27

Additional demographic and socio-economic information for each community may be obtained online through [Community Profiles \(calgary.ca\)](https://communityprofiles.calgary.ca).

### *Responding to Public Feedback*

Public feedback on limited scale policies was solicited during Phase 3 engagement and a range of feedback was received that can be summarized into three main themes.

The first theme related to the degree to which limited scale housing should be allowed in the Heritage Communities. On the one hand, some public feedback identified the desire to protect single-detached housing areas and not allow for any other housing forms in these areas. Comments from this perspective emphasized concerns around how new housing forms could result in a loss of community character as well as increased traffic and parking issues. On the other hand, other feedback expressed a desire to allow for a broad range of limited scale housing forms, including single-detached, semi-detached and rowhouses, throughout communities without restriction. Comments from this perspective identified the desire to allow for a greater variety of housing to attract new people and families to the area, create more affordable housing options and help accommodate more growth in the established areas of the city rather than in greenfield areas.

The second theme related to local amenities and services, particularly schools. Comments identified concerns about the loss of shops and services in the area and emphasized low school utilization that could result in closures. The Kingsland School, which was closed in 2007 and was declared surplus in 2020, was one example identified. Similar concerns were expressed about several other public schools in the Heritage Communities that are underutilized and could be subject to closures.

The third theme was equity. Residents in some communities raised concerns that growth should be shared between communities and not focused on one or a small group of communities. Comments related to this expressed concern that if some communities didn't accept growth that other communities would have to take on a disproportionate share.

The Plan considered this public feedback as well as demographic considerations and policy direction from the MDP and takes a balanced approach to limited scale housing. This approach neither restricts new limited scale housing forms in primarily single-detached housing areas nor does it allow for all types of limited scale housing everywhere. Rather, the approach supports single-detached and semi-detached homes throughout the Heritage Communities and provides criteria for locations where developments of three or more units such as rowhouses and townhouses are supported. These criteria include parcels with lanes that are either in a transit station area, on a corner or adjacent to a park or open space larger than 0.5 hectares with a minimum dimension of 25 metres. The limited scale policies are intended to allow for modest, incremental growth and change throughout primarily residential areas that will support a greater variety of housing options to attract new residents which in turn will stabilize and reverse population declines and support local businesses, amenities and schools.

## **Legislation and Policy**

### **South Saskatchewan Regional Plan (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.

### **Growth Plan (2022)**

The Plan and recommendations in this report align with the policy direction of the Calgary Metropolitan Region Board's [Growth Plan](#) (GP). The Plan builds on the principles of the GP by promoting efficient use of land and regional infrastructure and establishing strong, sustainable communities.

### **Municipal Development Plan (Statutory – 2009)**

The MDP on Map 1: Land Use Typologies identifies five Land Use Typologies that apply to the Heritage Communities: one Major Activity Centre, one Community Activity Centre, one Urban Main Street, as well as Developed Residential – Established and Standard Industrial areas.

In addition to the policy areas listed above, the MDP contains policies that guide the development of local area plans. These include policies around community engagement, watershed planning, identifying tree canopy targets and coordinating sustainable energy planning at all scales of development. Development of the Heritage Communities Local Area Plan considered and is aligned with these MDP policies.

Extensive community engagement was undertaken as part of the Plan, details of which can be found in Attachment 5. Community engagement was an instrumental component of the Plan, with public feedback helping to shape each chapter of the plan through the engagement process.

An analysis of stormwater infrastructure was undertaken for the Plan once a final urban form category and building scale map were created. In addition to this analysis, the Plan contains policies to address stormwater retention and mitigation.

The current urban tree canopy coverage is 14.43% in the Heritage Communities. The City's 2030 urban tree canopy target for this area is 16%. The Plan identifies implementation options to protect and expand urban tree canopy in this area.

Energy efficiency policies are also included that speak to Net zero homes and buildings, Zero Carbon Energy Transition and Built Infrastructure.

### **Climate Resilience Strategy (2018)**

With the Climate Emergency Declaration, The City of Calgary set the goal of becoming a net-zero greenhouse gas emissions city by 2050. Reducing greenhouse gas (GHG) emissions is critical to limiting the scale and intensity of future climate change.

In order to have a general understanding the climate change impacts associated with the implementation of the Plan, a profile of current GHG emissions was developed. The analysis did not include fugitive emissions, waste management, public infrastructure such as streetlights or transportation emissions. The Heritage Communities approximately produce an estimated 528,357 tCO<sub>2</sub>e (tonnes of carbon dioxide equivalent) annually. Of these, the largest contributor is the heating and electricity of residential homes, accounting for 48% of the communities' GHG emissions. With a population of 43,693 the per capita GHG emissions for the buildings in the community is 12.09 tCO<sub>2</sub>e/person/year. This value is higher than the city-wide average (7.47 tCO<sub>2</sub>e/person/year). This higher value is mostly due to the large number of commercial, industrial and institutional buildings in the area, which contribute 175,011, 57,489 and 39,814 tCO<sub>2</sub>e/year. These buildings combined only total 405 structures, but make up 51.5% of all building emissions in the area. As these buildings are predominately located in the Macleod Trail S Urban Main Street and industrial area, redevelopment of older, inefficient buildings in these areas with newer, more energy efficient buildings will help reduce per capita GHG emissions.

In addition to the analysis of greenhouse gas emissions, the Plan contains several policies aimed at reducing greenhouse gas emissions and mitigating the effects of climate change including policy on for net zero homes and buildings, zero carbon energy transition, people, built infrastructure, natural infrastructure and water. Objectives for public and private investment to address climate change including actions centred around urban forest and vegetation and stormwater retention and mitigation are highlighted in Chapter 3. These objectives seek to reduce greenhouse gas emissions and reduce the community's vulnerability to climate-related hazards.