

2014 CORPORATE LAND USE PLANNING WORK PROGRAM

EXECUTIVE SUMMARY

The 2014 Corporate Land Use Planning Work Program includes major planning-based projects and projects that require significant inter-business unit resources. The report advises on projects continuing into 2014 as well as new projects to be commenced. It continues an approach to local area planning launched through the 2013 Work Program that emphasises alignment with the Municipal Development Plan (MDP), rationalizing of available resources and multi-community based plans.

ADMINISTRATION RECOMMENDATION(S)

The SPC on Planning and Urban Development recommends that Council receive for information the 2014 Corporate Land Use Planning Work Program (Attachment).

RECOMMENDATION OF THE SPC ON PLANNING AND URBAN DEVELOPMENT, DATED 2014 MARCH 18:

That Council receive for information the 2014 Corporate Land Use Planning Work Program (**Revised** Attachment).

Opposition to Recommendation:

Opposed: G-C. Carra

Excerpt from the Regular Meeting of the SPC on Planning and Urban Development, dated 2014 March 18:

"DISTRIBUTION

At the request of the Administration, and with the concurrence of the Chair, the Legislative Assistant distributed copies of a Revised Attachment to Report PUD2014-0091 entitled "2014 Corporate Land Use Planning Work Program".

PREVIOUS COUNCIL DIRECTION / POLICY

On 2014 February 24, Council approved PUD2014-0076 Developer Funded Area Structure Plans and recommended that Council:

1. Reconsider its decision contained in the minutes from the 2008 January 29 Special Strategic Planning Meeting of Council with respect to the Providence ASP contained in the Option 3 2008 Modified work program.
2. Direct Administration to amend Map 2 of the Municipal Development Plan to include: West Regional Context Study Cell B; North Regional Context Study Cell H; North Regional Context Study Cell D and west half of Cell C; and Southwest Regional Policy Plan Cells A and B, and report back to Council through Calgary Planning Commission no later than the end of Q3 2014 in accordance with the Attachment.

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On 2013 December 16, referred Report PUD2013-0716 Corridor Program Proposal, as follows:

1. Refer Report PUD2013-0716 to the Transforming Planning Advisory Committee for clarification and determination of how this proposed scoping project fits within the NextCITY agenda, strategy, proposed structure and associated workplan; and
2. Direct Administration to report back to Council through the SPC on Planning and Urban Development in conjunction with the regularly scheduled NextCITY update no later than the 2014 March meeting.

On 2013 December 16, Council approved PUD2013-0738 directing Administration to include the Hillhurst Laneway Housing Investigation in the 2014 Land Use Planning & Policy Corporate Work Program for consideration in conjunction with the Corridor Program

On 2013 May 06, Council approved the following motion arising, moved by Alderman Pincott, Seconded by Alderman Chabot, that with respect to Report CPC2013-049 50 Avenue SW Area Redevelopment Plan:

That Council direct Administration to work with area landowners to address land development issues as identified in the Growth Management Overlay, to identify solutions for the complete removal of the Overlay. Consideration should be given to the following:

- Potential land swap for identified open space and/or the resizing and/or relocation of the currently identified open space
- The burying of the power lines under the 50th Ave Right of Way
- Front ending public realm improvements
- Cost recovery for public realm improvements through levies on all lands within the overlay and/or in an expanded area deemed to be benefiting from these improvements
- Cost recovery for full burial of the power lines within the Overlay area
- Adjusting the Growth Management Overlay boundary including possible expansion eastward, into Manchester to the potential 50th Avenue LRT Station

And return to Council no later than January 2015.

On 2012 December 03 Council approved the Land Use Planning & Policy 2013 Corporate Work Program PUD2012-0670, including direction for Administration to commence work on the two new ASPs no later than the beginning of Q4 2013. Additionally a Motion Arising directed Administration to implement a Pilot Project for developer Funded ASPs; and bring a report to Council no later than 2013 November, including a plan on how The City will complete the (four) remaining ASPs set out in the Preliminary Growth Management Implementation Schedule Table 1 by 2015 December 31.

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BACKGROUND

PDA's nextCITY program creates and implements future-focussed and outcome-based initiatives that help achieve the goals of the MDP. Calgary is learning to be and becoming a 'big city' and as such, planning initiatives need to reflect this.

Two major nextCITY initiatives underway in 2013 will continue in 2014: The geORGe department reorganization; and Transforming Planning. Both will have an impact on the 2014 Work Program in terms of organizational structure (how Administration is aligned) and the planning process (how Administration approaches planning). Together, both initiatives will advance and improve service delivery of planning, and will underpin work program items moving forward.

The 2014 Corporate Land Use Planning Work Program identifies new planning work for 2014, and continues work specifically directed by Council in 2013 through the work program, Notices of Motion and Motions Arising (Attachment). Recently, a new departmental structure was announced; work program items will transition to the new business units as appropriate.

Major accomplishments in 2013 include completion/approval of the following major items:

- Belvedere Area Structure Plan
- South Shepard Area Structure Plan
- Stadium Shopping Centre Area Redevelopment Plan
- 50 Avenue Area Redevelopment Plan
- Parkdale Neighbourhood Activity Centre Area Redevelopment Plan
- Framework for Developer Funded Area Structure Plans
- Heritage Designation of seven properties
- Calgary Metropolitan Plan (mediation)
- New Downtown Land Use District

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The 2013 Work Program began a shift to a more strategic approach to local area planning, with an emphasis on MDP alignment, rationalizing available resources and multi-community plans. In most cases, it is no longer an efficient use of resources to undertake full, multi-year-process local area plans for individual communities, particularly when most local area plans contain policies that are (or should be) common to other plan areas.

The 2013 Work Program introduced the following key approaches; these will applied to the 2014 Work Program:

- Streamlining planning work by implementing fewer but important policies at a broader geographic scale, rather than many detailed policies at the local plan level for only one community, where possible. This approach was adopted for Area Structure Plans (ASPs). Administration will take a similar approach in the Centre City, and through the corridor program, which will be discussed below.
- Identifying opportunities and removing barriers for new development in existing communities, particularly in nodes and corridors.

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- Developing new policies/plans where necessary to facilitate major redevelopment applications.
- Strategic, targeted amendment of local area plans to address MDP alignment.

Themed Policy Review/Corridor Program

As part of the nextCITY program, themed policy reviews examine a particular policy aspect of a set of plan to remove development barriers and standardize and implement new policy across several plan areas. This approach avoids the need to re-do every plan in its entirety, or implement the same type of plan/policies in several different geographical areas. It is an efficient way to align the most critical policies with the MDP and implement them quickly and across the board.

The first themed policy review will investigate corridors. Redeveloping major corridors to higher intensity, mixed-use development is one of the most critical, high impact planning projects towards implementing the MDP and the Calgary Transportation Plan (CTP). A scoping report outlining a comprehensive program to manage the long-term redevelopment of urban and neighbourhood corridors went to Council in 2013 December, and will return to PUD in 2014 May with a detailed project charter and engagement plan. The Corridor program will also incorporate previous Council direction on issues related to corridors into a coordinated program.

This approach is advantageous because it will allow more effective resourcing and budgeting across partner business units, as well as a strategic communications and engagement plan. Further it will result in one common policy set for a broad geographic area, rather than many individual plans or plan amendments. Once Council approves the ultimate scope of this program, it will form a major part of the work program.

High quality transit is inherently connected to creating strong nodes and corridors. Two Million dollars in Greentrip funding is available for TOD planning for the Southeast LRT. Transportation Infrastructure holds this funding and Administration is currently working to determine scope and priorities for TOD planning along the line. LUPP will also continue to support the North Central LRT corridor project (led by Calgary Transit) with a bigger focus on ridership potential, including possible redevelopment scenarios.

Closely related to the corridor program, Centre City Implementation will continue to focus on streetscape (capital) projects within the Centre City, including Master Planning and underpass improvement along key corridors.

Focus on Active Development

Supporting significant planning applications through technical, design, and policy support and community engagement is a major component of the 2014 Work Program. Particular focus on applications within the established communities is critical because development in these areas uses existing infrastructure and services, and furthers the MDP's goal of new growth within established communities. Providing policy support for development applications requires substantial staff time, often at short notice, to meet timelines.

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Administration has received a number of major planning applications, in addition to numerous pre-application consultation requests. The work program identifies major applications that are either currently active or are expected within 2014:

- Approximately 11 major outline plans in greenfield areas
- Within established communities:
 - Approximately 10 applications for major (re)development
 - Potential Shopping Centre redevelopments

Applications that are currently active are listed under “Major Applications” in the Attachment.

MDP Implementation

The fundamental goal of nextCITY is implementing the MDP. A recent report to Council (PUD2013-0545) suggests that implementation is lagging in the following areas:

1. Calgary is designing better communities but is not growing fast enough in strategic areas (a 50-50 balance of growth in established and Greenfield communities is needed);
2. The car is still the most common travel mode, with transit use showing gains; and
3. The increase in impervious surfaces has negative impacts to watershed health.

The Work Program will primarily address growth in strategic areas through the Corridor program, its focus on active development (particularly in the established communities), and strategic policy amendments. To a lesser extent, the Work Program will address travel choices through work on the Southeast Transitway and the North Central LRT projects. An ongoing program of MDP monitoring will continue into 2014 and beyond.

Full review/major amendment of Policy Plans

The 2013 Work Program identified five local area plans with significant (re)development capacity for major amendment. Work will continue on these into 2014, with the addition of the Beltline Area Redevelopment Plan (ARP). Amending these plans ensures alignment with the MDP. It also maximizes the public benefit as these areas are likely to develop in the near future, and for the most part, are serviceable via existing infrastructure.

When the 50 Avenue ARP was adopted in 2013, Council directed Administration to work with area landowners to address development issues identified in the Growth Management Overlay and to identify solutions to remove the Overlay. The issues are complex and require extensive staff resources (primarily across the servicing Business Units), and/or consulting funds to address them. Further this area ranks lowest on the Growth Management prioritization list (item number 15 of 15 in the Established Communities). Due to the resource intensive nature of this project and the low priority of this area on the ranking list, Administration recommends a phased approach to determine the scope of work, staff required, costs, and will report back to Council with a recommendation on how to proceed.

New Local Area Plans

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The 2013 Work Program included Council direction to undertake six new ASPs using a developer-funded model and a streamlined policy document. The Rangeview and Cornerstone ASPs are underway and will be completed by Q3 2014. On 2014 February 24, Council approved sequencing of the remaining four ASPs, as follows:

- West Regional Context Study Cell B and North Regional Context Study Cell H will commence in Q3 2014
- Pre-work on the North Regional Context Study Cell D and west half of Cell C; and Southwest Regional Policy Plan Cells A and B will start in late 2014

Because these ASPs will be fully aligned with the MDP, they represent an opportunity to develop better communities in Calgary on a broad scale.

Citywide Policies

The focus of city-wide program items is to streamline policy by eliminating duplicate and/or contradictory policy in local area plans and place them in one single standardized document to apply citywide. In addition to the corridor program, projects include:

- Urban design guidelines citywide/Centre City
- Retail strategy
- Landfill policy

Regional Planning

Regional Corporate Initiatives continues to coordinate The City's responses to significant regional issues. Key work for 2014 includes:

- Implementing the Calgary/Rocky View County Intermunicipal Development Plan with particular respect to intermunicipal pathways and trails.
- Initiating an Intermunicipal Development Plan review with the MD of Foothills.
- Investigating potential adjustments to the municipal boundary with Rocky View County.
- Implementing the Calgary Metropolitan Plan following its anticipated approval by the Province.

In addition to the projects in the Attachment, a number of current planning initiatives are Business Unit focussed or Administrative in nature, and therefore, not listed in this work program.

Stakeholder Engagement, Research and Communication

The 2014 LUPP Corporate Work Program comprises a consolidated list of projects vetted by affected internal business units, or affected stakeholders. Details of new projects will be discussed and/or chartered prior to project start-up. Stakeholder engagement will be conducted for Work Program items to the level appropriate and necessary for each individual project.

Further, the work program is based on the Planning Development & Assessment Business Plan 2012 - 2014 and current Council priorities, both subject to much public engagement and input throughout 2011.

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Strategic Alignment

The 2014 Work Program furthers the principles and goals of the MDP and the Framework for Growth & Change Lists of Prioritized Growth Areas.

The Corridor Program and Transit Oriented Development work support RouteAhead, Calgary's long term Transit strategy.

The Work Program was informed by and is aligned with the Council approved 2012 – 2014 PDA business plan, with particular regard for the following Strategies and Actions:

- 2P1.1 Ensure an appropriate inventory of serviced and planned land for community development in accordance with the MDP. (CFP-P1*)
- 2P1.2 Improve new community and established community development standards in pursuit of MDP goals. (CFPO-P11*)
- 2P1.5 Coordinate the activities of various inter-departmental Centre City action teams and corporate project teams.
- 2P1.6 Identify, protect and manage places of historical significance.
- 2P2.3 Work with Transportation to support the Calgary Transportation Plan (CTP) and Primary Transit Network through land use policy plans and application reviews.
- 2P4 Support Council, and coordinate The City's interests in the Calgary Metropolitan Plan (CMP) and other Provincial regional legislation.
- 3B PDA facilitates business success
- 7F1.2 Implement the *Growth Management Framework* through land use policy plans and application reviews to align budget and planning recommendations.

Social, Environmental, Economic (External)

Social

Streamlining planning processes and policies to focus on the most critical issues will allow local area planning activities to reach more communities in a shorter time frame.

Environmental

Efforts to support new development within established communities maximize use of existing infrastructure and services. Coordinated regional planning fosters contiguous new suburban development.

Economic (External)

Streamlining planning processes and removing policy barriers is intended to make investing in development easier, and meet Council's goal of facilitating business success.

Financial Capacity

Current and Future Operating Budget:

The Work Program can be completed with existing staff resources and through the current operating budget, excluding Developer Funded ASPs and the Corridor Program.

The corridor program is a high priority in the 2014 Work Program. At this time all planning and design work will be managed with existing resources. However external expertise is required in the following areas:

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- Citizen and business needs and preference surveys
- Real estate feasibility analysis
- Communications and engagement

Hard costs for these services will be estimated following a more detailed Project Charter. Any resulting budget requests will be brought forward through the Priorities and Finance Committee.

Current and Future Capital Budget:

The Work Program does not directly result in current or future capital budget requirements.

Risk Assessment

This work program captures the existing resources across the corporation dedicated to planning work. Staff resources are at capacity. Any further additions to the work program will require shifting resources away from listed work program items, or will result in extended timelines for completion of the work.

Under resourcing the corridor program is a significant risk. By focusing staff and budget resources along all corridors at one time, substantial progress and clarity can be achieved for both internal and external stakeholders. An ad hoc or long duration approach to this work would cause uncertainty and frustration in both the development industry and the community. Given that The City will have an ongoing commitment to implementation, a single up-front investment in staff and consulting to achieve a well-articulated set of corporate priorities will avoid costly one-off plans and projects and the potential for misalignment between individual business unit budgets and business plans.

Coordination of this work program with ongoing major departmental initiatives to improve the planning process is required to ensure that staff and resources are available.

REASON(S) FOR RECOMMENDATION(S):

The proposed 2014 Work Program supports MDP/CTP objectives and implementation by targeting the following outcomes:

- A planning framework that encourages development within nodes and corridors, bringing new services and activities in to strengthen existing neighbourhoods
- More communities engaged in a shorter timeframe
- New significant planning applications receive the technical, design, and policy support and community engagement that they require
- Key Route Ahead projects to improve transit service are supported through land use
- Sufficient planned land supply is available in developed and developing areas of the city
- More local area plans will be updated in terms of the most critical and beneficial policies, thereby setting the stage for redevelopment in more communities.

ATTACHMENT(S)

Revised 2014 Corporate Land Use Planning Work Program