

Heritage Communities Local Area Plan

RECOMMENDATION:

That the Infrastructure and Planning Committee:

1. Forward this Report to the 2023 June 20 Public Hearing Meeting of Council; and

That the Infrastructure and Planning Committee recommend that Council:

2. Give first reading to the proposed bylaw, the proposed Heritage Communities Local Area Plan (Attachment 2);
3. Withhold second and third readings of the proposed bylaw until the Heritage Communities Local Area Plan has been approved by the Calgary Metropolitan Region Board;
4. Give first reading to the proposed bylaw to amend the Municipal Development Plan (Attachment 3); and
5. Withhold second and third readings of the proposed bylaw until the Heritage Communities Local Area Plan has been approved by the Calgary Metropolitan Region Board.

RECOMMENDATION OF THE INFRASTRUCTURE AND PLANNING COMMITTEE 2023 APRIL 5:

That Council:

1. Give first reading to **Proposed Bylaw 32P2023**, the proposed Heritage Communities Local Area Plan (Attachment 2);
2. Withhold second and third readings of the proposed bylaw until the Heritage Communities Local Area Plan has been approved by the Calgary Metropolitan Region Board;
3. Give first reading to **Proposed Bylaw 33P2023** to amend the Municipal Development Plan (Attachment 3); and
4. Withhold second and third readings of the proposed bylaw until the Heritage Communities Local Area Plan has been approved by the Calgary Metropolitan Region Board.

Opposition to Recommendations:

Against: Councillor McLean and Councillor Chabot.

HIGHLIGHTS

- The proposed Heritage Communities Local Area Plan (The Plan) will provide direction on how growth and change could occur in 10 established communities and three industrial areas in Calgary, helping to achieve the goals of the Municipal Development Plan (MDP).

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- **What does this mean to Calgarians?** The Plan sets out a comprehensive vision and policies to guide new development and investment in the Heritage Communities. This means that Calgarians living and operating businesses in these communities will benefit from greater certainty for where development happens as well as where and how investments such as mobility and public space enhancements may occur. More housing choice allows more Calgarians to choose to live in the Heritage Communities, supporting local commercial amenities, schools, and civic facilities.
- **Why does this matter?** The Heritage Communities have lost over 10,000 people since the early 1970s. During this same period, Calgary's population has grown several times over. As the MDP seeks to accommodate half of Calgary's growth in developed areas by 2079, planning for growth and change and improving amenities will stabilize community populations by reversing population declines in established areas. Local area plans support community vitality, enhance the viability of local businesses, and facilitate growth adjacent to key transit assets. Future potential investment opportunities identified in the Plan will support existing and future residents as growth and change occur.
- The greatest proportion of growth and change in the Plan focuses on existing transit stations along the Red Line LRT, within the Macleod Trail S Urban Main Street area and at Activity Centres along Community Corridors. Incremental growth is supported broadly in existing, primarily residential areas.
- Background and Previous Council Direction is included as Attachment 1.

DISCUSSION

The Plan area includes 10 established communities: Acadia, Chinook Park, Eagle Ridge, Fairview, Haysboro, Kelvin Grove, Kingsland, Maple Ridge, Southwood and Willow Park as well as Fairview Industrial, East Fairview Industrial and Glendeer Business Park. Located between 14 Street SW and the Glenmore Reservoir, Glenmore Trail S, the Bow River and Anderson Road S, these communities are collectively known as the Heritage Communities.

While each community has its own individual boundaries, the Heritage Communities share common amenities including schools, the Macleod Trail S Main Street area, Activity Centres, public infrastructure, transit, natural areas as well as regional and neighbourhood parks. The Plan sets out a long-term vision, development policies and objectives for supporting growth and that recognizes, celebrates, and builds upon the shared elements that connect them. The Plan also identifies implementation options that will inform investment decisions for the \$20M in seed funding that Council allocated for local area planning projects over the current budget cycle.

The Plan refines and implements the strategic goals and objectives of the Municipal Development Plan (MDP) at the local level. The recommendations contained in this report include rescinding the existing North Kelvin Grove Area Redevelopment Plan (2012) and Anderson Station Area Redevelopment Plan (2017) whose policies have been incorporated into the Plan. Housekeeping map amendments to the MDP are also included that align the Community Activity Centre in Deerfoot Meadows with the boundaries identified in the Plan (see Attachment 3).

Public input gathered through an extensive, five-phase engagement and communications plan identified opportunities, challenges/issues as well as solutions to guide growth and change in this area. In addition, a working group consisting of representatives from community

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associations, residents, and industry met a total of 13 times and provided detailed feedback through each phase of engagement.

Demographic trends were another key consideration in developing the Plan. The population of the Heritage Communities has declined by 10,355 people since its peak in 1973 which represents a total decline of 19.2%. Population loss has occurred in each community in the Plan area and ranges from 5.3% to 49%. Population declines have impacted the viability of local amenities and school utilization which, in some instances, has resulted in school closures.

The Plan seeks to reverse population decline by supporting additional, more diverse housing options in key locations such as in transit station areas, the Macleod Trail S Main Street area and Activity Centres. Additional small-scale housing options within primarily residential neighbourhoods are also supported. Increased housing options lead to population renewal that supports local schools, businesses and amenities.

The Plan's future growth concept aligns with MDP direction and identifies strategic growth areas and locally specific development policies for the Macleod Trail S Urban Main Street area, transit station areas around the Red Line LRT stations at Heritage, Southland and Anderson and Activity Centres located along Community Corridors such as Elbow Drive SW, Heritage Drive S, Fairmount Drive SE, 90 Avenue SE and Acadia Drive SE. These areas are envisioned to accommodate the greatest proportion of growth in the Heritage Communities.

The Plan supports semi-detached housing throughout the plan area and provides policy for locations where rowhouses and townhouses would be supported. The Plan takes a balanced approach that considered population trends, MDP policies for balancing growth between developed and developing areas and feedback received through the engagement process.

A detailed background and planning evaluation are found in Attachment 4.

EXTERNAL ENGAGEMENT AND COMMUNICATION

- | | |
|---|---|
| <input checked="" type="checkbox"/> Public engagement was undertaken | <input checked="" type="checkbox"/> Dialogue with interested parties was undertaken |
| <input checked="" type="checkbox"/> Public/interested parties were informed | <input type="checkbox"/> Public communication or engagement was not required |

Engagement Overview

A detailed description of the engagement and communications strategy, tactics and What We Heard/We Did Reports is found in Attachment 5. Feedback gathered through the public engagement process provided valuable input that helped guide development of the Plan. Specifically, this feedback informed several changes including reducing the building scale along Community Corridors, transitioning building scale along the edges of larger sites shared with small-scale homes and developing the policies for Neighbourhood Local – Limited scale areas (the primarily residential areas of the Plan area).

Calgary Planning Commission (CPC) Workshop

Administration had a closed session workshop with Calgary Planning Commission (CPC) on 2022 July 21 to review the draft plan including the Urban Form and Building Scale maps, development policies as well as supporting growth objectives and implementation options.

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Commissioners were generally supportive of the Plan and provided comments that informed subsequent revisions. Some Commissioners, however, commented that the Plan was not ambitious enough with regards to growth and density in primarily residential areas and that the Plan should support a broader range of multi-residential and mixed-use development in these areas. Attachment 6 provides a summary of key themes from the CPC workshop and Administration's response.

Lessons Learned Summary

A lessons learned summary that highlights key learnings and Local Area Planning Program improvements undertaken as part of developing this Plan is provided in Attachment 7. Beginning in Q4 2023, lessons learned will be presented annually to the Infrastructure and Planning Committee for information as the Local Area Planning Program progresses rather than with individual local area planning approvals.

IMPLICATIONS

Social

The Plan includes policies and implementation options that provide direction for change in the Heritage Communities to become more diverse and inclusive. Policies for mobility improvements and public realm enhancements provide existing and new residents with safer and more accessible options to move and access transit, public parks and open spaces.

By enabling more diverse housing in the Heritage Communities, the Plan supports housing choice so Calgarians can find a home in the area that meets their needs and lifestyle. Increased population supports population recovery of school-aged children which in turn will help reverse school under-utilization and closures and better support local business and community amenities like recreation facilities and libraries.

Environmental

The Plan includes direction for greenhouse gas emission reductions and climate resiliency and includes development policies for complete communities, net zero homes and buildings, zero carbon energy transition, built infrastructure, natural infrastructure and water. These policies encourage more efficient buildings, renewable energy generation and improved physical and natural infrastructure to respond to the Climate Emergency.

The Plan also includes policies to support expansion of the tree canopy, both on private and public land, and sets a goal of 16% tree canopy coverage, increasing from the current coverage of 14.43%. Finally, the Plan includes policies to improve stormwater retention and mitigation as well as protect and restore riparian areas along the Bow River.

Economic

The Plan seeks to enable a more compact urban form that will support more efficient use of existing infrastructure including the Red Line LRT, and MAX Yellow and MAX Teal BRT lines.

The Plan supports a range of local and regional commercial uses as well as employment both along Macleod Trail S and in the three industrial areas. This will improve commercial amenities for residents and provide opportunities for commercial investment in this area. Increased population in the Plan area and particularly along the Macleod Trail S Urban Main Street area and transit station areas will increase local customers for businesses, improving their viability.

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Increasing housing choice in the area has numerous economic benefits. Increased housing supply supports creating more affordable housing options, reduce household costs and help attract new residents to Calgary. Additional details regarding housing choice are found in Attachment 4.

Service and Financial Implications

No anticipated financial impact.

RISK

The Heritage Communities Local Area Plan provides a comprehensive vision and policies that will guide growth, change and investment in these communities for the next 30 years. Should the Plan not be approved, redevelopment will still occur in these communities but will happen in an ad hoc manner, without the benefit of a local vision and local planning policies. The Plan also identifies supporting growth objectives and implementation options that are intended to inform investment decisions. Without a local area plan, investment decisions may not be linked to a comprehensive vision of where growth and change will occur in this area.

Members of the public, community associations, working group, industry and others invested significant amounts of time to participate and contribute throughout the engagement process. Should the plan not be approved, these interested parties may feel frustrated that their time was not valued. They may also be hesitant to participate in future planning or other City initiatives. This risk extends to other highly engaged participants, such as community associations, in areas where local area plans are underway or planned, as members of the public may be hesitant to participate in a planning process knowing that a similar process did not result in adoption of a Plan.

There may be risk of misunderstanding that approval of the Plan will result in community-wide land use redesignations particularly in primarily low-density residential neighbourhoods. City-initiated land use redesignations are not within the scope of this project nor do they form part of the recommendations of this report. Administration has developed frequently asked questions and answers that are publicly available on the project website (www.calgary.ca/heritagecommunities) to clarify this potential misunderstanding.

ATTACHMENT(S)

1. Previous Council Direction, Background
2. **Proposed Bylaw 32P2023**
3. **Proposed Bylaw 33P2023**
4. Background and Planning Evaluation
5. Final Engagement Summary
6. Calgary Planning Commission Review
7. Lessons Learned Summary
8. Map Illustrating Limited Scale Policies
9. Community Association Letters
10. Presentation
11. **Public Submissions**
12. **Public Submissions Received at Committee**

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13. Public Submissions Received After Committee

Department Circulation

General Manager/Director	Department	Approve/Consult/Inform
Stuart Dalglish	Planning & Development Services	Approve
Debra Hamilton	Community Planning	Consult