

CORRIDOR PROGRAM PROPOSAL

EXECUTIVE SUMMARY

Redeveloping Calgary's major corridors to higher intensity, mixed-use development is one of the most critical planning projects to successfully implement the Municipal Development Plan (MDP) and the Calgary Transportation Plan (CTP). Calgary will be investing heavily in public transit along these corridors. The purpose of this report is to outline a comprehensive program to manage the long-term redevelopment of urban and neighbourhood corridors as outlined in the MDP. The program will also incorporate previous Council direction on issues related to corridor development into a coordinated program. This approach will allow more effective resourcing and operating budgets as well as a strategic and effective communications and engagement plan.

ADMINISTRATION RECOMMENDATION(S)

That Council refer the Corridor Program for consideration and priority setting through the Planning, Development & Assessment Department's Land Use Planning & Policy 2014 Corporate Work Program.

RECOMMENDATION OF THE SPC ON PLANNING AND URBAN DEVELOPMENT, DATED 2013 DECEMBER 04:

That the Administration Recommendation contained in Report PUD2013-0716 be approved.

Oppositions to Recommendation:

Opposed: G-C. Carra, J. Magliocca

Excerpt from the Minutes of the Regular Meeting of the SPC on Planning and Urban Development, dated 2013 December 04:

"Moved by Councillor Pootmans, that the Legislative Assistant attach all distributions received at today's meeting, to their respective reports, prior to being forwarded to Council."

PREVIOUS COUNCIL DIRECTION / POLICY

Over the past year, Council directed Administration to work on a number of separate issues all related to corridor redevelopment, summarized below:

Laneway Housing

At the 2013 September 16 meeting of Council, Council approved Administration's request to defer the report regarding laneway housing in the community of Hillhurst to the SPC on Planning and Urban Development (PUD) no later than 2013 December (PUD2013-0623).

On 2013 May 06 Council adopted the following Motion Arising, moved by Alderman Farrell, Seconded by Alderman Mar, as amended, that with respect to Report CPC2013-036,

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That Council direct Administration to investigate laneway housing (additional units in rear of existing properties accessible from a lane) on the residential properties situated on the east side of 10a Street NW between 3 Avenue NW and Kensington Road.

The investigation should address the following:

- a) The potential viability for laneway housing;
- b) Land use amendments necessary to allow redevelopment options;
- c) Barriers to development opportunities for laneway housing; and
- d) Mechanisms to address coordination among multiple owners.

This work should be done in conjunction with City-initiated land use redesignations to implement the Hillhurst/Sunnyside Area Redevelopment Plan and considered for inclusion in the 2014 Land Use Planning & Policy Corporate Work Program.

Administration was directed to bring a scoping report and budget to the SPC on PUD no later than 2013 September.

Corporate Work Program

On 2012 December 03 Council received for information the Land Use Planning & Policy 2013 Corporate Work Program (PUD2012-0670) that included the project "Planning Guidebook for Major Municipal Development Plan Typologies (scoping)" with an estimated completion of Q4 2013.

Managing Social Disorder Related to Licensed Restaurants and Drinking Establishment

On 2013 June 10 Council adopted the following Motion Arising, moved by Alderman Farrell, Seconded by Alderman Lowe, that with respect to Report CPC2013-061, Council:

Direct Administration to further consult with the Licensed Establishment Multi-agency Group (LEMAG), Calgary Police Service, Bylaw, Licensing, the Land Use team, communities, and Business Revitalization Zones (BRZs) to investigate tools to better manage social disorder and community disruption associated with proliferation of drinking establishments, while understanding and encouraging a healthy mix of uses and community vibrancy. The study should include but not be limited to:

- Comprehensive understanding of the complexity and interrelationship of the issues and best practices in main-street retail strategies, mixed use communities, and entertainment districts;
- Clearly defining drinking establishments, licensed restaurants, and nightclubs;
- Developing improved enforcement standards;
- Utilizing business revitalization zone resources to assist in enforcement;
- Helping business revitalization zones and landlords to consider marketing to potential retail tenants; and

return to Council through the SPC on Planning and Urban Development no later than 2013 December with proposed solutions and public policy tools.

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Restaurant Size and Parking Requirements

On 2013 July 29, Council adopted Notice of Motion NM2013-022, Moved by Alderman Carra, Seconded by Alderman Pincott, as follows:

THEREFORE BE IT RESOLVED THAT Council directs Administration, in consultation with stakeholders, to investigate amendments to Bylaw 1P2007 to either amend an existing or establish a new restaurant definition large enough to be viable for operators and unconstrained by regulations incompatible with the achievement of Municipal Development Plan targets for the development and redevelopment of neighbourhood-scaled complete communities.

AND FURTHER BE IT RESOLVED THAT Council directs Administration report on this investigation to the SPC on Planning and Urban Development no later than 2013 December.

Parking Requirements for Adaptive Re-use of Existing Buildings

On 2013 September 16, Council approved the recommendations of report PUD2013-0475 (a report back on Notice of Motion NM2012-035 to bring forward options to change parking requirements for established communities in order to facilitate adaptive re-use of existing buildings), and directed Administration as follows:

1. Report back to the Calgary Planning Commission by Q3 2014 with policy to guide discretion on proposed relaxations to minimum parking requirements in commercial districts city-wide.
2. Combine this initiative with the engagement portion of other initiatives which Planning, Development & Assessment will undertake regarding use size, mixed use, parking and loading.

Barriers to Redevelopment along 1 Avenue NE in Bridgeland

At the 2013 September 06 meeting, Council received for information PUD2013-0573 Motion Arising: Bridgeland-Riverside Area Redevelopment Plan.

At the Combined Meeting of Council on 2013 March 04, Council approved a Motion Arising, moved by Alderman Carra, seconded by Alderman Lowe, that with respect to Report CPC2013-027, that Council direct Administration to:

1. Review Section 16.1 and any other provisions of the Bridgeland-Riverside ARP (including the Bow Valley Centre Concept Plan) that may be potentially hindering or limiting the redevelopment of 1 Avenue NE as Bridgeland's main street and as a Neighbourhood Corridor as defined in the Municipal Development Plan and report back through the SPC on Planning and Urban Development no later than 2013 July 17; and
2. Incorporate the findings of the work in Recommendation 1 as above, into the 2013 Land Use Planning & Policy Corporate Work Program project.

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Minimum Intensity Thresholds for Neighbourhood Corridors

On 2013 May 06, Council adopted the following Motion Arising moved by Alderman Pincott, seconded by Alderman Pootmans, that with respect to Report CPC2013-049:

Direct Administration to report back on the role of the minimum intensity thresholds for Neighbourhood Corridors, with considerations to economics and the financing of public realm improvements, within the scoping report for the City-wide Corridor Study and report back no later than 2013 December.

BACKGROUND

As noted in the Previous Council Direction/Policy Section of this report, Council has been asking Administration through various Notices of Motion and Motions Arising to look at issues relating to land use and parking in areas that are identified as Corridors in the MDP. Administration has been challenged to respond to these directions in a coordinated and integrated fashion and to run efficient, holistic, and productive engagement exercises that are meaningful to the public. The result has been considerable staff time expended in a fragmented manner and the appearance of scattered engagement from a stakeholder and community perspective.

Administration acknowledges Council's desire for short-term action on these issues. As such, Administration has reported back on these, with the result summarized in Attachments 1 and 2. At the same time, Administration seeks to integrate these various issues under a single, strategic project to assign resources to planning work more efficiently and to present a more coordinated and understandable public communication and engagement framework.

As identified in the Land Use Planning & Policy 2013 Corporate Work Program, Administration intended to scope a project for "Established Community Planning Guidebook for Major Municipal Development Plan Typologies". Through the process of considering alternatives, Administration determined that further planning guidance along the Urban and Neighbourhood Corridors is a high priority. The most development application activity and the least guidance from existing policies have been along corridors. Examples include Centre Street, Edmonton Trail and Macleod Trail.

The main reasons for prioritizing work on the corridor typology specifically are as follows:

- Significant opportunities for redevelopment to implement the MDP/CTP
- Heavy investment in public transit
- Considerable development interest and activity
- Considerable direct interface with low density residential neighbourhoods that requires sensitive treatment and meaningful public engagement
- Fragmented property ownership that requires significant City coordination to guiding the assembly of development sized parcels and planning for coordinated infrastructure delivery

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- Transportation and servicing infrastructure projects are ongoing in absence of current and detailed land use policy. This can result in lost opportunities for all City departments, developers and communities
- To leverage considerable experience gained through recently approved corridor policies

Land Use Planning & Policy has also identified some very specific short-term needs:

- Facilitate development proposals that could lead to construction in the short-term
- Evaluate and process a myriad of development applications in a consistent fashion
- Address local communities' request for planning processes to guide both imminent and anticipated change and development
- Move away from the current process of undertaking many smaller local area plans in a sequential fashion, with each taking many years to complete (This is inefficient for both City resources, and community and stakeholder resources)
- Develop comprehensive, holistic and coordinated responses to emerging issues, rather than responding to many single-issue motions from Council

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Attachment 3 outlines a preliminary work program for Calgary's corridors and illustrates the general scope and approach to the program. It is not a final or definitive outline or terms of reference. Should Council agree with the general approach, Administration will undertake a more comprehensive project charter as per The City's Project Management Framework prior to commencing work.

PHILOSOPHY

Administration considered how best to approach the long-term objective of developing dynamic and vibrant corridors. Long-term success will take the coordinated action and collaboration of many City business units as well as community and developer stakeholders. This approach has been actively fostered and facilitated within the Centre City with positive results. Administration believes the same philosophy should be applied to corridors. Combined with this long-term approach, a philosophy of urgent action should also be embraced where it can yield positive momentum and success. For instance, in the area of housing provision, priority should be placed on actions that can facilitate immediate construction without compromising long-term strategic opportunities.

GOVERNANCE

Balancing long-term and short-term objectives can be difficult. Achieving this balance requires a governance model that includes guidance from multiple business units and from the political realm. Therefore Administration proposes to establish a Corridor Program steering committee to act as a sounding board, advisor and mediator, consisting of at least the following:

- General Manager of Planning, Development & Assessment (Chair)
- Mayor's Office
- Two Ward Councillors
- General Manager of Transportation Planning

Approval(s): Stanley, Rollin concurs with this report. Author: Mahler, Thom
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- Directors of Land Use Planning & Policy, Development and Building Approvals, Transportation Planning, Transit, Parks, Roads, Water Resources, Corporate Properties, Office of Land Servicing and Housing, Animal and Bylaw Services

COORDINATING AND SETTING PRIORITIES

In developing a program of work, Administration recognizes the following major decisions have been made, or planning work has been completed, or is underway:

- Route Ahead: A Strategic Plan for Transit in Calgary
- Complete Streets Design Guide
- North Central LRT Study
- SETWAY Design Work
- Functional Roadway Designs (various)
- Business Revitalization Zone (BRZ) Initiatives (Animal and Bylaw Services is currently working on a report to look at the best practices for BRZs and to foster new ones)
- Next City Initiatives:
 - Transforming Planning
 - Development of the new CR District (Downtown District) – as the model for future Corridor land use districts
- Recognition of recent Corridor Plans and Concepts for: 16 Avenue North, 17 Avenue SE, 50 Avenue SW, etc.
- A city-wide retail study is underway
- Preparation of city-wide large format retail guidelines is underway
- Development applications in process or that will be submitted require immediate attention

The Corridor Program will learn from all these initiatives to develop the overarching land use framework. As the land use framework is developed, Administration will assess existing documents and plans to determine if amendments or changes are required to align them with the new, broader corridor approach. The Steering Committee will serve as the forum for ensuring business units are coordinated and aligned with community stakeholders and Council.

The following is a broad overview of the three main phases of the program.

Phase 1: Learning and Understanding

The purpose of this phase is to collect relevant background information and develop a profile for each corridor. This includes a research component to determine the needs and preferences of the local residents and businesses. This research would be combined with in-house information to develop a “corridor health indicator” to serve as a baseline to monitor over time progress toward MDP/CTP goals.

Main deliverables would include preliminary boundaries for each corridor and an analytical tool to evaluate land use applications in any corridor. This tool is intended to give decision makers a common framework and base of information. Use of the tool would not result in a decision; rather the tool would assist in decision-making. This would allow applications to be processed

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in a consistent and timely fashion and enable applicants to do their own self-guided work when Administration is occupied with other priorities.

Phase 2: Policy and Strategy

This phase would take the lessons learned in Phase 1 to develop proposals for both city-wide and corridor-specific policy where appropriate. It will use the new Commercial Residential (CR) District as the principal implementation tool as opposed to area-specific local plans. The CR District was developed for the downtown area, but it is possible to customise it to fit various contexts around the city.

Additionally strategies will be proposed or suggested to address non-Land Use Bylaw issues. These could include parking strategies, retail strategies, and partnerships with stakeholders (developers, BRZs, local communities, etc.). For example, rather than focusing on area redevelopment plans and the Land Use Bylaw, other strategies to manage issues such as retail mix and managing social disorder may be developed and implemented by partners outside of The City of Calgary. This partnership approach is being used increasingly in the United States in inner-city areas to leverage the resources of many groups towards the implementation of mutual objectives. In doing this it is acknowledged that local area plans and the Land Use Bylaw are not always the only or best tool to achieve an outcome.

Phase 3: Action and Implementation

Once a policy framework is developed with a set of well-articulated outcomes, actions can be assigned to various parties who can then choose the most appropriate tool to achieve that outcome. For example, this may still include developing new or amending existing local area plans and bylaws including zoning overlays of building envelope controls and use restrictions to allow infill development of a scale that is compatible with each corridor. The new Commercial Residential District will help facilitate this work. Other possible City implementation tools could include the budget, the various Infrastructure and Investment Plans and Department/Business Unit Business Plans. Additionally it may be that action could be ascribed to external stakeholders such as BRZ and community associations alone or in collaboration with others. Examples may include corridor retail business strategies, shared parking arrangements and beautification and branding.

TIMING

The program will be undertaken in six-month phases over a period of eighteen months in total. Following completion the program would be integrated into an overall corporate sustainment program of some kind. Specific deliverables will be brought to Council at the close of each six-month phase to ensure demonstrable progress and to ensure a sense of urgency of action.

Stakeholder Engagement, Research and Communication

To be successful this program will require the buy-in of various business units and external stakeholders. It will be necessary to make a case for why this program is important and will have value for them. The best way to achieve this is through a strategic program of engagement and communication through all three phases, using appropriate tools and tactics to accomplish the objectives of each phase. This will be a significant undertaking.

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Administration has evaluated whether this program could be delivered internally, considering the existing commitments of communications staff, and has determined that while one principal City contact can be assigned, they cannot be assigned full-time. As a result external consulting will be required. Experience with both the West LRT and the North Central LRT public engagement programs has shown that using external expertise and resources can provide an objective third-party resource to work with stakeholders, and allow City staff to focus on technical work and producing products that can be delivered to Council in a more timely fashion.

Strategic Alignment

The City's Cultural Transformation project has highlighted the need to work more cross-departmentally to achieve better corporate outcomes. The Corridor Program is founded on this principle.

The program is also fully aligned with the objectives of the MDP/CTP and this focus will continue through the governance model proposed in this report.

Finally the program is to be a key component of Planning, Development & Assessment's Next City Initiative. It will also align with the principles of the related Transforming Planning project.

Social, Environmental, Economic (External)

The Corridor Program is based on the principle that a successful outcome will include progress on social, economic and environmental dimensions. Through the development of a "Corridor Health" indicator, this key sustainability principle can be objectively measured over time to ensure benefits of corridor development and investment are making progress along all three dimensions.

Financial Capacity

Current and Future Operating Budget:

There is no implication on the 2013 Budget. Land Use Planning & Policy will place high priority on this project in its 2014 Work Program. At this time all planning and design work will be managed with existing City resources; no new full time or limited term positions are being proposed. However external expertise is required in the following areas:

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

Hard costs have not been developed for these services but will be estimated following a more detailed Project Charter and presentation to the Steering Committee. Any resulting budget requests will be brought forward through the Priorities and Finance Committee of Council.

Current and Future Capital Budget:

There are no impacts on capital budgets.

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Risk Assessment

Fragmented and disjointed action and investment along the corridors represents the single biggest risk to the successful redevelopment of our corridors in a manner that maximizes return on the future investment in primary transit. Given all corridors will have different priorities and perhaps a difference in sequencing of infrastructure investment, this risk is best mitigated through a cross-departmental governance committee that also includes Council participation. This would allow integrated issues management and decision-making.

Under-resourcing a program of this scale is another 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 implementation will be an ongoing commitment of The City, 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.

REASON(S) FOR RECOMMENDATION(S):

Calgary's corridors represent the single largest opportunity for redevelopment that supports the goals and objectives of the MDP/CTP. Given the level of activity and interest in development along the corridors and the planned and future investments in infrastructure, it is critical the corridors be examined holistically and in the very near future to provide greater certainty and direction for The City, communities and the development industry. Taking a corridor-by-corridor approach in a sequential, multi-year fashion is inefficient from a staffing and resource perspective and takes years to complete. In the meantime The City would still be required to address development applications on a case-by-case basis, further eroding the ability to make progress on a strategic plan for all the corridors. Planning for future capital investment in City infrastructure to support these corridors also requires a broader vision in the near term to allow for strategic budgeting, investing and construction. This work will be of significant benefit to support the work of The City's Corporate Framework for Growth and Change.

ATTACHMENT(S)

1. Council Directed Work Related to Corridors
2. Response to 2013 June 10 Motion Arising (with Respect to CPC2013-061)
3. Corridors Program Proposal
4. **Public Submissions**