

# Background and Planning Evaluation

## Background and Community Context

The East Calgary International Avenue Communities Local Area Plan (the Plan) is comprised of nine inner-city and established communities: Albert Park/Radisson Heights, Applewood Park, Dover, Erin Woods, Forest Heights, Forest Lawn, Penbrooke Meadows, Red Carpet and Southview. The Plan Area also includes three industrial areas: 09Q, Forest Lawn Industrial and a portion of Golden Triangle. Located south of Memorial Drive E, east of the Bow River and Deerfoot Trail S, north of Peigan Trail SE and west of Stoney Trail S, these communities are collectively known as the East Calgary International Avenue Communities (formerly known as the Greater Forest Lawn Communities). While each community has its own individual boundaries, collectively all communities share common amenities such as schools, natural areas and parks, community facilities, the 17 Avenue SE Urban Main Street, Neighbourhood Activity Centres, and transit infrastructure.

Many communities within the Plan Area were outside of Calgary's city limits before 1961 when The City annexed the Town of Forest Lawn and its surrounding districts. Additional annexations in 1974, 1979, 1981 and 1989 brought the entire planning area within the city limits. The population of the East Calgary International Avenue Communities peaked in 2015, with 58,986 people living in the communities. Based on the 2019 civic census, the population of the area was 57,641 people, representing a decrease of 1,345 people or 2.3%.

By setting out a comprehensive vision and policies for growth and change, the communities in the Plan will be able to accommodate growth strategically 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 and commercial opportunities, which will allow more Calgarians to choose to live and operate businesses in the Plan Area.

### Community Peak Population Table

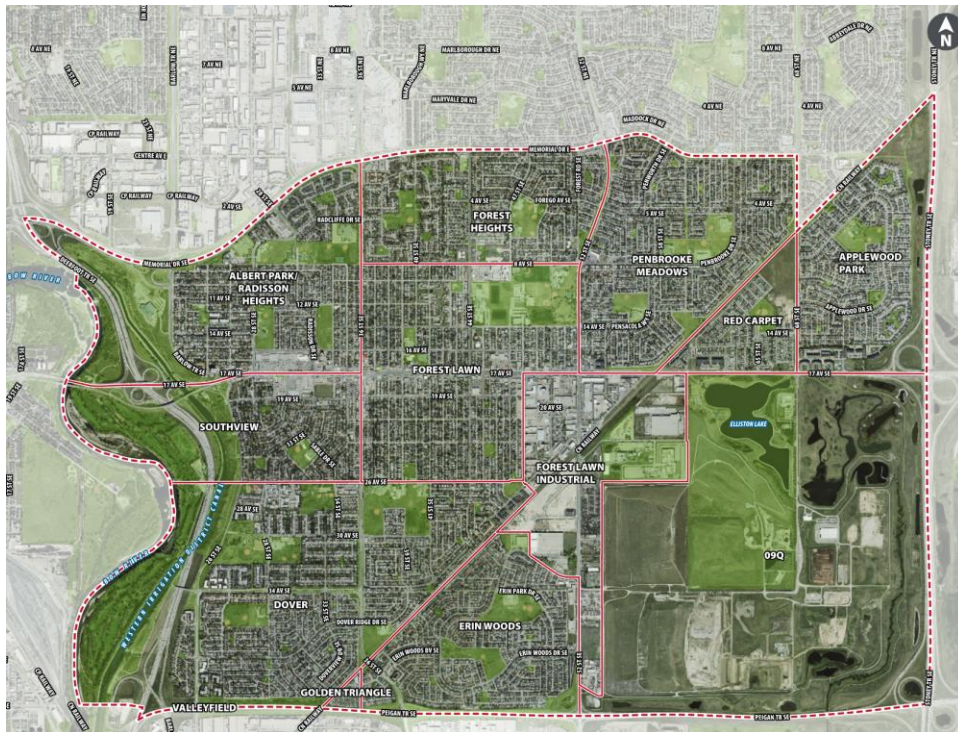
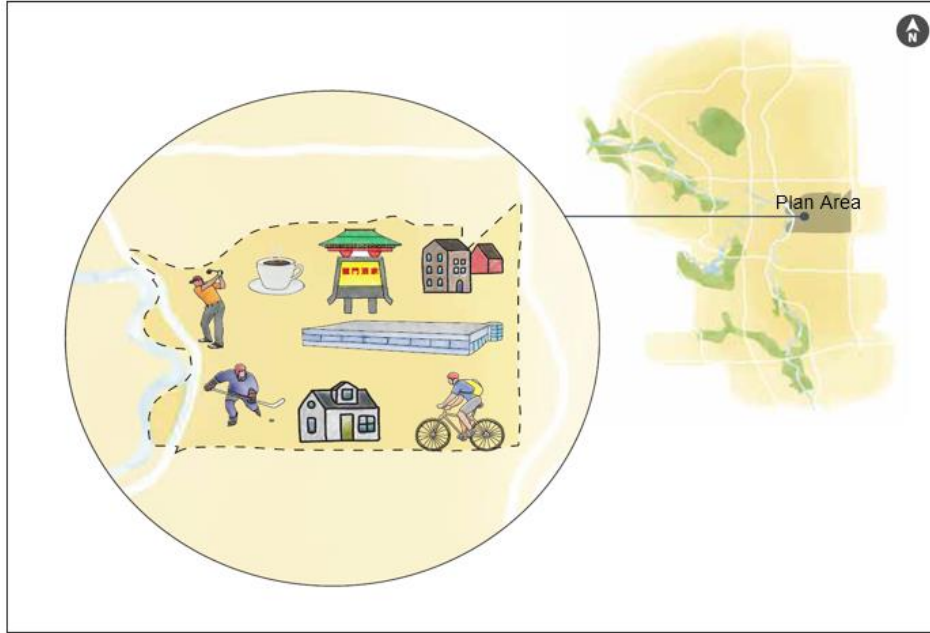
As identified below, the East Calgary International Avenue Communities reached the peak population in 2015, and the population has decreased since then.

| <b>East Calgary International Avenue Communities</b> |        |
|--|--------|
| Peak Population Year                                 | 2015   |
| Peak Population                                      | 58,986 |
| 2019 Current Population                              | 57,641 |
| Difference in Population (Number)                    | -1,345 |
| Difference in Population (Percent)                   | -2.3%  |

Source: *The City of Calgary 2019 Civic Census*

Additional demographic and socio-economic information may be obtained online through the [Community Profiles](#).

Location Maps



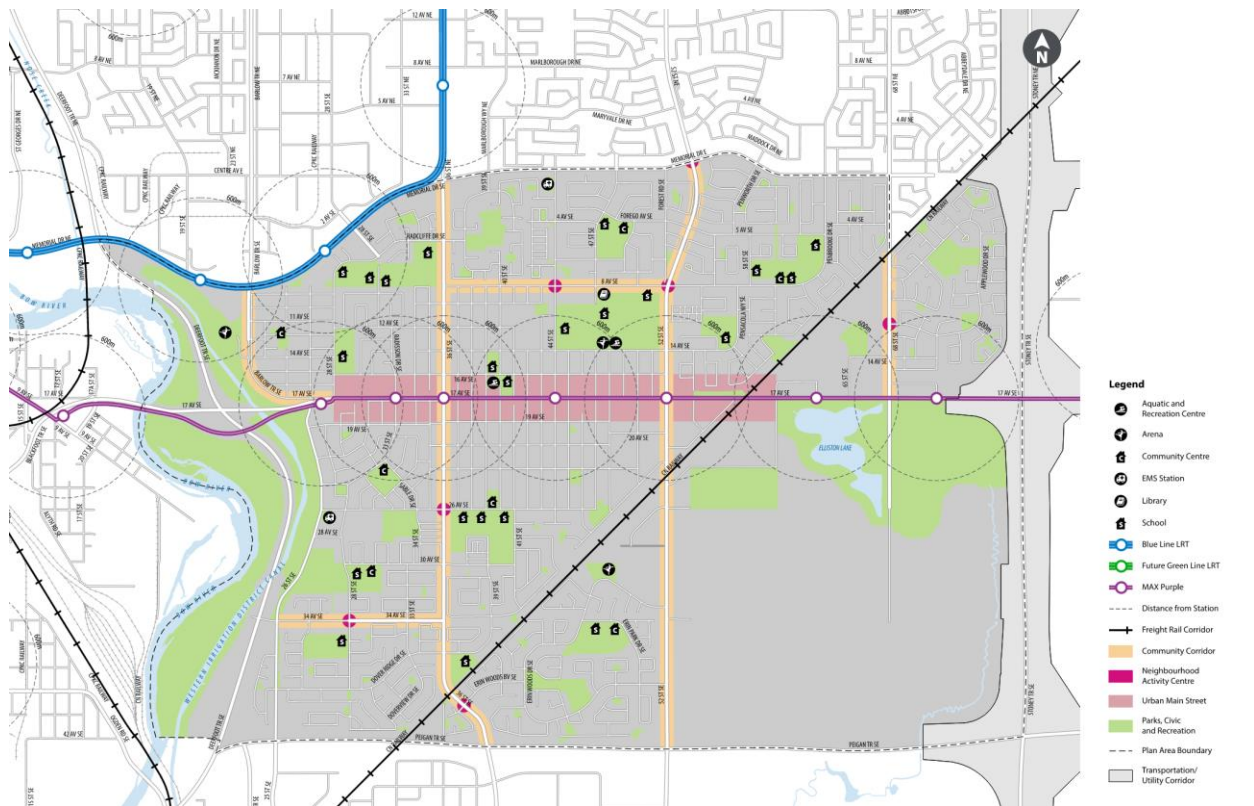
## Planning Evaluation

The East Calgary International Avenue Communities Local Area 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 nine inner-city and established communities and three industrial areas in Calgary. The Plan will provide guidance and greater certainty 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 and opportunities for investments within the Plan Area.

The Plan's future growth concept aligns with the direction from the MDP by identifying policy areas and specific local development policies for the 17 Avenue SE Urban Main Street area, transit station areas and Neighbourhood Activity Centres. The Plan also supports continued incremental evolution and change within primarily residential areas through increased development intensities along community corridors and at existing commercial nodes along 36 Street SE, 52 Street SE, 68 Street NE, 8 Avenue SE and 34 Avenue SE. The Plan includes limited scale policies within the Neighbourhood Local urban form category that provides additional direction and clarity for small scale, low-density residential developments within the communities.

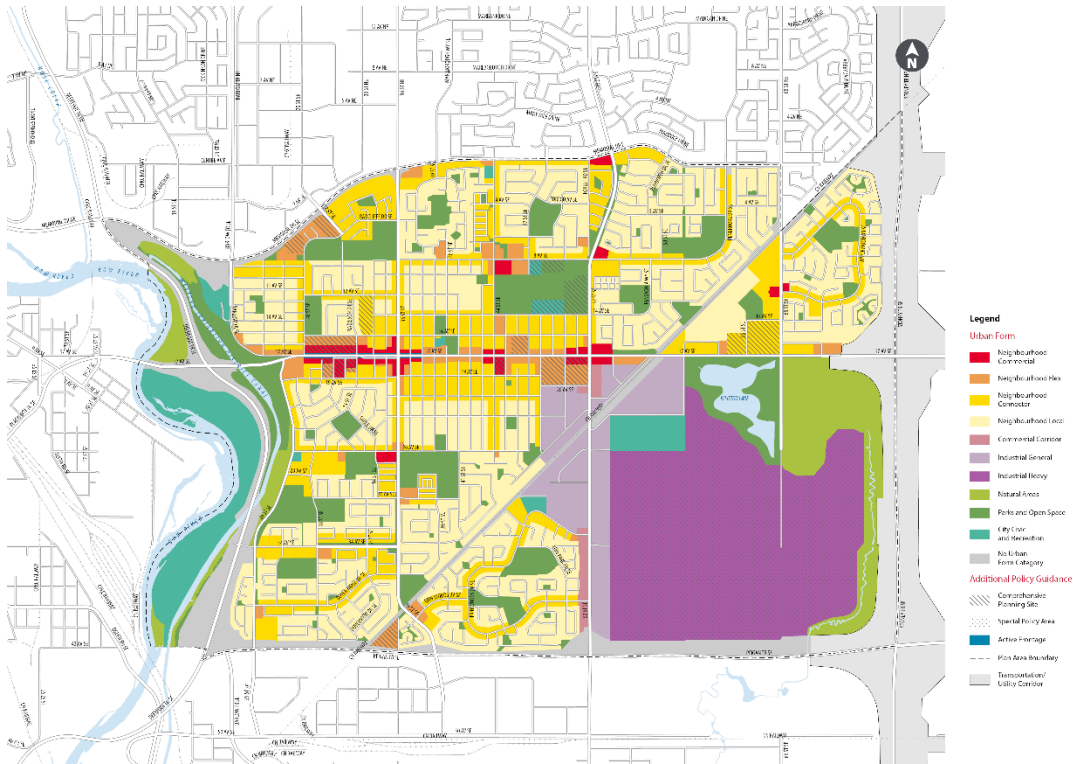
### Policy Areas

Figure 1: Community Characteristics

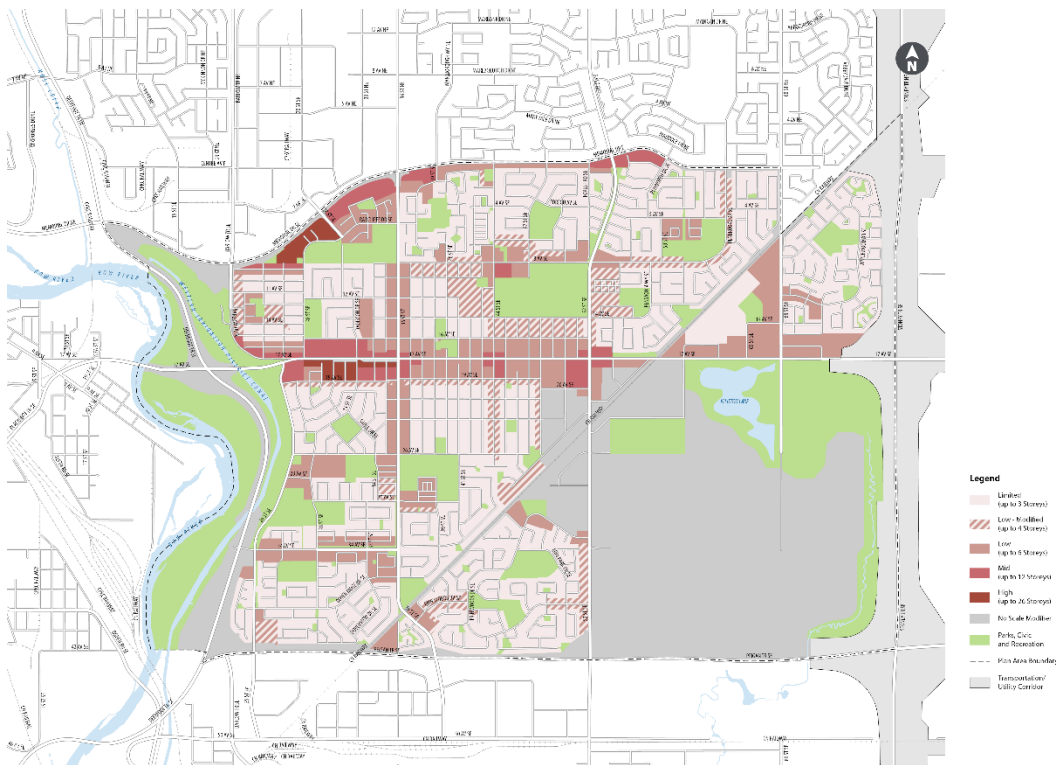




Map 1: Urban Form



Map 2: Building Scale



### 17 Avenue SE Urban Main Street Area

The MDP identifies 17 Avenue SE between 28 Street SE and 60 Street SE as an Urban Main Street. The Plan refines direction from the MDP by defining the Urban Main Street areas along 17 Avenue SE to extend onto parallel side streets both north and south of the corridor.

The Plan includes policies intended to support the creation of high-quality public spaces and buildings along 17 Avenue SE through a mix of residential and employment uses. Policy guidance addresses the need for enhanced pedestrian connections within and between development sites along this important corridor, as well as better linkages with side-streets. Specifically, the Plan applies the Neighbourhood Commercial, Neighbourhood Flex and Neighbourhood Connector urban form categories to support growth along the Urban Main Street area, as illustrated in the Urban Form map. The Plan provides for varying building scales that range from the Low Scale (up to 6 stories) to the High Scale (up to 26 storeys), as illustrated in the Building Scale map. Higher building scales are focused around transit stations and key nodes to ensure development opportunities complement existing retail activity and key areas see further intensification.

An analysis of future anticipated population projections demonstrates that the Plan will achieve and exceed the MDP intensity thresholds for Urban Main Streets of 200 jobs and population per hectare.

### Transit Station Areas

Franklin and Barlow/Max Bell Stations are the two Blue Line Light Rail transit (LRT) station areas within the Plan Area. Seven transit station areas are located along the MAX Purple Bus Rapid Transit (BRT) line on 17 Avenue SE. Over time, these areas are intended to accommodate the greatest amount of growth and mix of uses with medium to high levels of activity and the tallest buildings. The Plan provides policies for station areas that are intended to improve accessible mobility connections both to the LRT stations and surrounding communities as well as high-quality public spaces.

Specific to Transit Station Areas, the Plan applies the urban form categories of Neighbourhood Commercial, Neighbourhood Flex, and Neighbourhood Connector to support transit stations' development as commercial, mixed-use and residential areas. Urban form categories with more commercial options such as Neighbourhood Commercial and Neighbourhood Flex are concentrated within the immediate vicinity of station areas. Transition to more residential areas is evident by applying the Neighbourhood Connector and Neighbourhood Local categories.

The Plan provides for the highest allowable building scales adjacent to transit station areas. This includes up to 26 storey buildings near the LRT stations that step down and offer a transition towards primarily residential areas

Future population projections demonstrate that the Plan will achieve and exceed the MDP minimum intensity thresholds for transit stations of 100 people and jobs per hectare.

### Neighbourhood Activity Centres (NAC)

In accordance with the MDP, NACs should have a range of ground-oriented and Low Scale apartment housing, a mix of uses, including retail services, creating public gathering spaces while discouraging auto-oriented uses.

The proposed plan identifies seven NACs located along 36 Street SE, 52 Street SE, 68 Street SE, 8 Avenue SE and along 34 Avenue SE. Each NAC has a unique mix of building scales combined with Neighbourhood Commercial, Neighbourhood Flex, and Neighbourhood Connector to accommodate local commercial needs and serve the area's residents.

### Community Corridors

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.

There are six community corridors within the Plan Area as shown on the map below: Barlow Trail SE, 36 Street SE, 52 Street SE, 68 Street SE, 8 Avenue SE and 34 Avenue SE. The building scale along the community corridors is primarily limited (up to 3 storeys), but ranges between Low Scale-Modified (up to 4 storeys) to High Scale (up to 26 storeys) around the 17 Avenue SE Urban Main Street area.

### Industrial Areas

The Plan applies the Industrial General and Commercial Corridor urban form categories to the Forest Lawn Industrial area. These areas recognize the existing industrial and vehicle-oriented commercial uses. A portion of the Forest Lawn Industrial Area along 52 Street SE is identified as Commercial Corridor which supports the unique mix of commercial and industrial uses in that area. The East Calgary Landfill is identified as an Industrial Heavy and Special Policy Area which provides additional policy guidance for future uses. 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

Comprehensive Planning Sites provide additional site-specific policy guidance for future development and address items such as 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.

The Plan identifies seven Comprehensive Planning sites. These include 17 Avenue SE Sites, Franklin LRT Station South Lot Site, Albert Park/Radisson Heights Gateway Site, Forest Lawn Multi-Service Centre Site, David D. Oughton Site, Red Carpet Sites and the Golden Triangle Site.

### **Population and Demographics**

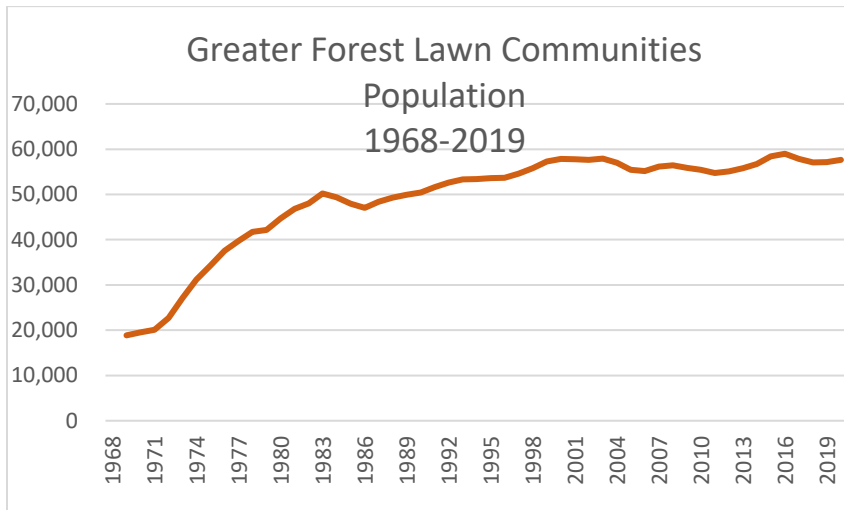
Demographic trends were an important consideration in developing the Plan. As noted, communities within the Plan Area have seen a population decline of 1,345 people or 2.3% since the peak in 2015. During the same period, Calgary's population grew by over 5%. Over this period, total occupied dwellings increased from 21,940 to 22,092 or by 152. This decrease in population despite an increase in the number of occupied dwellings is due to occupancy rates

per dwelling unit declining from 2.69 in 2015 to 2.61 in 2019. In addition, there is a significant decline in the occupancy rates per dwelling unit from the peak of 4.26 persons per unit in 1968.

Population decline is more pronounced in some communities than in others in the East Calgary International Avenue Communities. The population in Dover, Penbrooke Meadows, Forest Lawn, Forest Heights and Southview peaked in the 1980s, whereas Applewood Park and Erin Woods started to develop in the 1980s. The population loss in Erin Woods, Forest Heights, Red Carpet, Dover, Forest Lawn, Penbrooke Meadows and Southview ranges from 3.6% to 47.9%. On the other hand, the communities of Albert Park/Radisson Heights and Applewood Park have not seen any population declines as both continue to experience full build-out and re-development.

**Table 1: East Calgary International Avenue Communities Local Area Plan Population**

|                            | <b>Population</b> | <b>Total Dwellings</b> | <b>Occupied Dwellings</b> | <b>Persons per Unit</b> |
|----------------------------|-------------------|------------------------|---------------------------|-------------------------|
| <b>Peak</b>                | 58,986            | 23,523                 | 22,092                    | 4.26                    |
| <b>Peak Year</b>           | 2015              | 2018                   | 2019                      | 1968                    |
| <b>2019</b>                | 57,641            | 23,511                 | 22,092                    | 2.61                    |
| <b>Loss since Peak</b>     | -1,345            | -12                    | 0                         | -1.65                   |
| <b>% change since Peak</b> | -2.3%             | 0.05%                  | 0                         | -38.7%                  |



**Table 2: East Calgary International Avenue Individual Communities Population Tables**

| <b>Community</b>         | <b>% Change since Peak</b> | <b>2019 Population</b> | <b>Peak Population</b> | <b>Peak Year</b> | <b>Loss Since Peak</b> |
|--------------------------|----------------------------|------------------------|------------------------|------------------|------------------------|
| <b>Southview</b>         | -47.9%*                    | 1,805                  | 3,464                  | 1970             | -1,659                 |
| <b>Penbrooke Meadows</b> | -14.7%                     | 8,554                  | 10,031                 | 1982             | -1,477                 |
| <b>Forest Lawn</b>       | -14.0%                     | 7,814                  | 9,088                  | 1982             | -1,274                 |
| <b>Dover</b>             | -13.4%                     | 10,351                 | 11,953                 | 1982             | -1,602                 |
| <b>Red Carpet</b>        | -10.3%                     | 1,594                  | 1,777                  | 2006             | -183                   |
| <b>Forest Heights</b>    | -7.4%                      | 6,496                  | 7,011                  | 1982             | -515                   |

|                                     |       |       |       |      |      |
|-------------------------------------|-------|-------|-------|------|------|
| <b>Erin Woods</b>                   | -3.6% | 7,049 | 7,309 | 2015 | -260 |
| <b>Albert Park/Radisson Heights</b> | 0     | 6,997 | 6,997 | 2019 | 0    |
| <b>Applewood Park</b>               | 0     | 6,981 | 6,981 | 2019 | 0    |

\*One contributing factor to the population decline in Southview is due to the demolition of a Southview affordable housing site located at 1820 33 Street SE which is owned by the Province of Alberta. Previously the site was the location of 96 affordable housing units, which were demolished in 2014 due to the age of the buildings and the need for extensive repairs.

The Plan was also developed in recognition of a high percentage of Indigenous, Racialized and immigrant populations in the area. The Plan was developed with representatives from Filipino, Vietnamese, South Sudanese, Indigenous and Ethiopian and Eritrean residents and business owners. The Plan is intended to ensure that the policies including investment priorities incorporate the diversity of voices within the communities.

## 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 six Land Use Typologies that apply to the Communities: one Urban Main Street, Developed Residential – Inner City, Developed Residential – Established, Public Utility, Major Public Open Space 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 East Calgary International Avenue Communities Local Area Plan considered and is aligned with these MDP policies as summarized below.

Extensive community engagement was undertaken as part of the Plan, details of which can be found in Attachment 4. 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, water and sanitary infrastructure was undertaken for the Plan once the final urban form category and building scale maps were created. In addition to this analysis, the Plan contains policies to address stormwater retention and mitigation.

The current urban tree canopy coverage is 7.1% in the Plan Area. The City's urban tree canopy target for this area is 8.1% by 2030, 9.1% by 2040 and 10.1% by 2050. The Plan identifies implementation options to protect and expand the urban tree canopy in this area along all streets where feasible and within parks and open spaces.

Energy efficiency policies include provisions for communities to be net zero carbon emissions or net zero ready. The zero carbon neighbourhoods' policies focus on the land use planning and transportation aspects of net zero emissions such as the deployment of car sharing programs, low carbon and electric vehicle usage and assisting homeowners with retrofits to improve overall energy usage.