

# Background and Planning Evaluation

## Background and Community Context

The Chinook Communities Local Area Plan (Plan) includes nine communities: Bel-Aire, Britannia, Elboya, Manchester, Manchester Industrial, Mayfair, Meadowlark Park, Parkhill and Windsor Park. It also includes a small, naturalized area north of the Glenmore Reservoir. Bounded by Glenmore Trail S to the south, Blackfoot Trail SE to the east, the Elbow River and the Riverdale Park escarpment to the west and 34 Avenue S to the north, these communities are collectively known as the Chinook Communities. The Chinook Communities share common amenities, including a major retail centre at CF Chinook Mall, public and transit infrastructure including two Red Line LRT stations, natural areas, regional and neighbourhood parks and schools.

The Chinook Communities developed over a number of decades, with the majority of the northern portion of the Plan area developing in the 1910s and 1920s and the southern half of the Plan area south of 50 Avenue SW in the 1940s and 1950s. The population of the Chinook Communities peaked in 2014, with 11,351 people. Today the population of the area is 11,212, representing a decrease of 139 people or approximately 1.2%.

The Plan includes two prominent employment areas. The first is anchored around CF Chinook Centre and adjacent lands to the east as a major commercial retailer for the area. This commercial area has a high employment concentration and is a regional destination that attracts many Calgarians from outside the Plan area. The second area is the community of Manchester Industrial which is an employment hub for industrial uses. These two employment areas make up roughly 50% of the Plan area and will continue to provide employment opportunities in the future.

By setting out a comprehensive vision and policies for growth and change, the Plan will support more diverse housing types and choices in key locations such as transit station areas, Main Streets, Activity Centres, community corridors and along the Primary Transit Network. Additional small-scale housing options within primarily residential neighbourhoods are also supported. Increased housing options will lead to population renewal that supports local schools, businesses and amenities. By enabling additional growth and providing a variety of housing options around transit station areas, Main Streets, Activity Centres and the Primary Transit Network, people of all ages can find suitable accommodations that fit their lifestyle and needs. Housing options and variety includes single-detached, semi-detached, row homes, townhomes, and multi-residential forms of development.

Map 1: Location



**Legend**

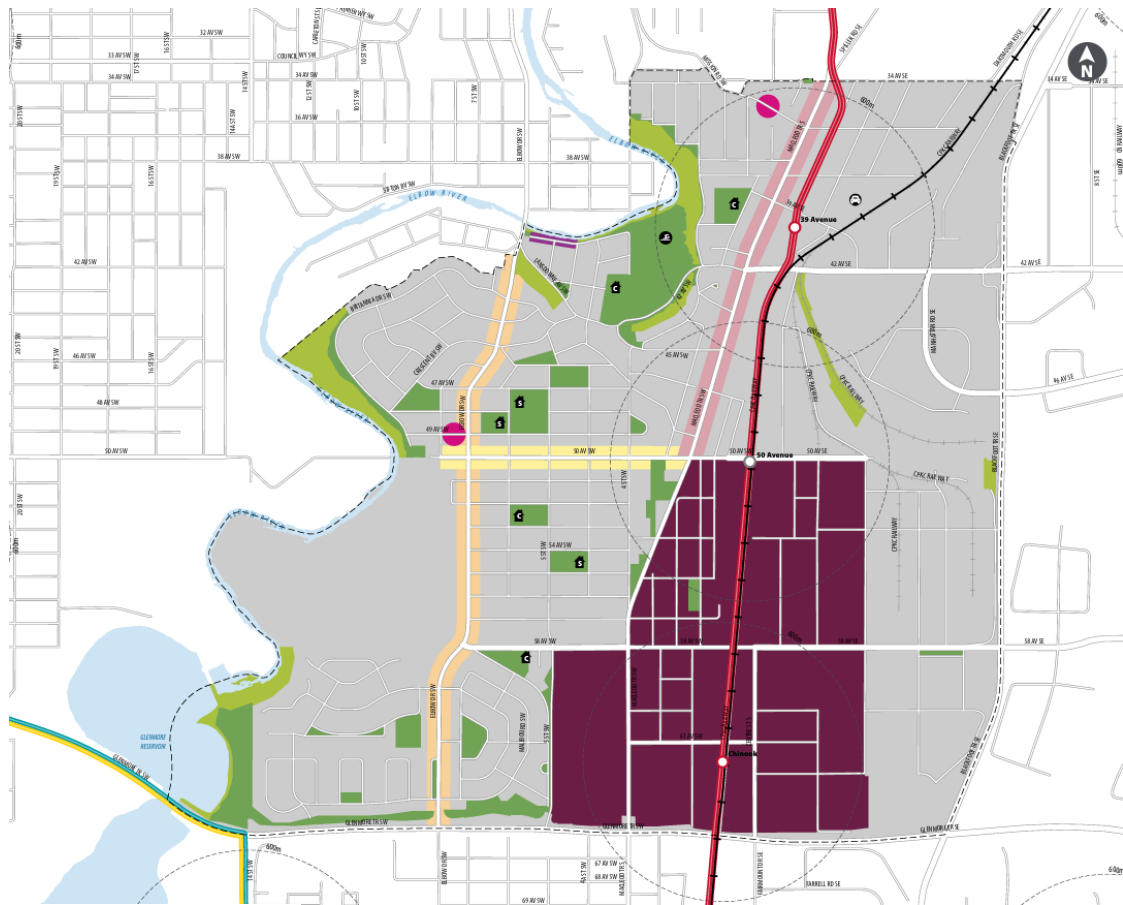
- Community Boundary
- - - Plan Area Boundary

# Planning Evaluation

The Plan refines and implements the strategic goals and objectives of The City’s municipal development plan at the local level by supporting intensification around Main Streets, Activity Centres and in transit station areas. The Plan also supports continued incremental evolution and change within primarily residential areas including the potential for increased development intensities along community corridors and the Primary Transit Network.

## Policy Areas

Map 2: Community Characteristics



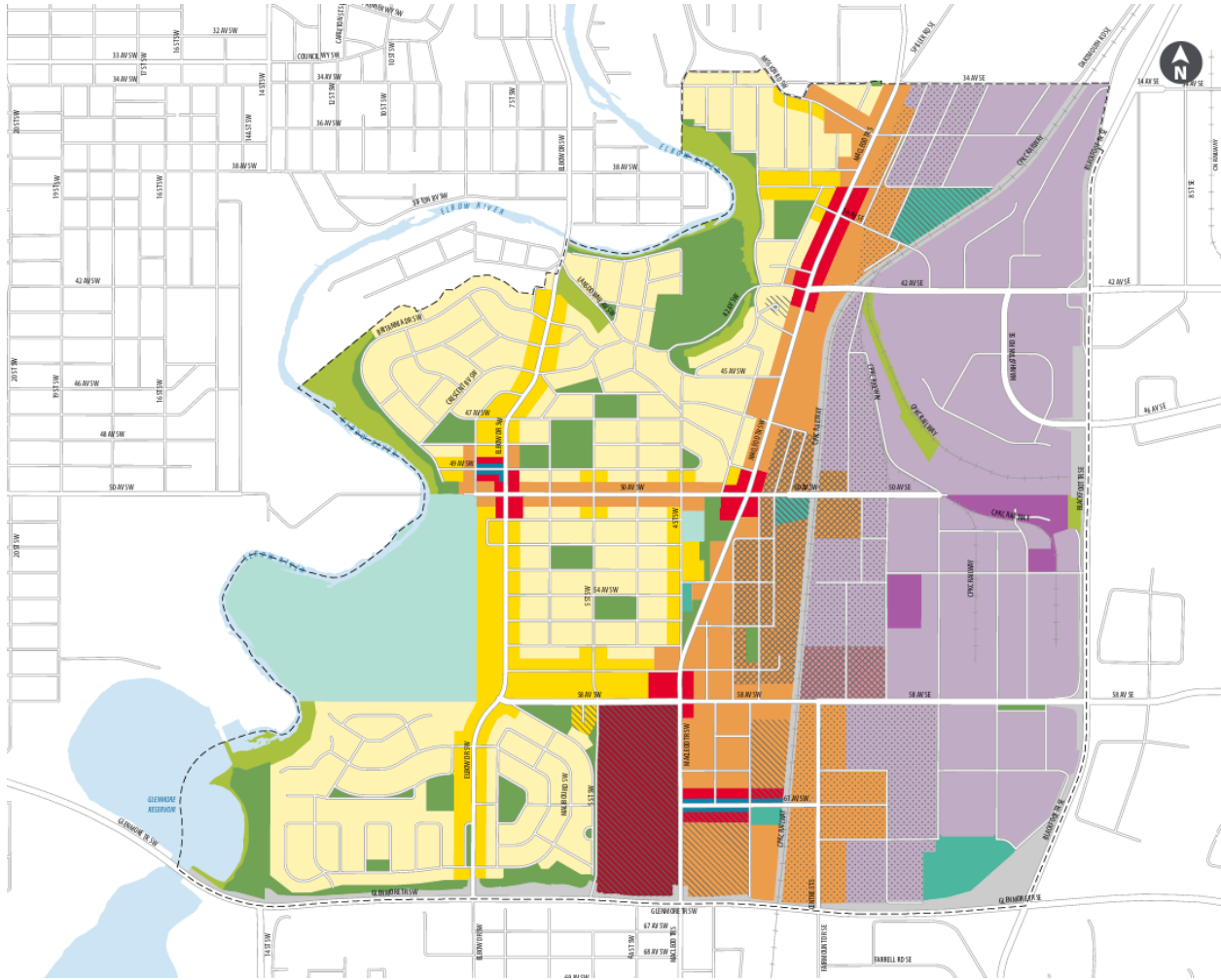
### Legend

- |  |                  |  |                                |  |                             |
|--|------------------|--|--------------------------------|--|-----------------------------|
|  | Swimming Pool    |  | Potential Future LRT Station * |  | Major Activity Centre       |
|  | Community Centre |  | Distance from Station          |  | Urban Main Street           |
|  | Impound Lot      |  | Freight Rail Corridor          |  | Neighbourhood Main Street   |
|  | School           |  | Heritage Boulevard             |  | Parks, Civic and Recreation |
|  | Red Line LRT     |  | Community Corridor             |  | Plan Area Boundary          |
|  | MAX Multi        |  | Neighbourhood Activity Centre  |  |                             |

\*The location of the potential future LRT station is conceptual only.



Map 3: Urban Form



**Urban Form**

- Neighbourhood Commercial
- Neighbourhood Flex
- Neighbourhood Connector
- Neighbourhood Local

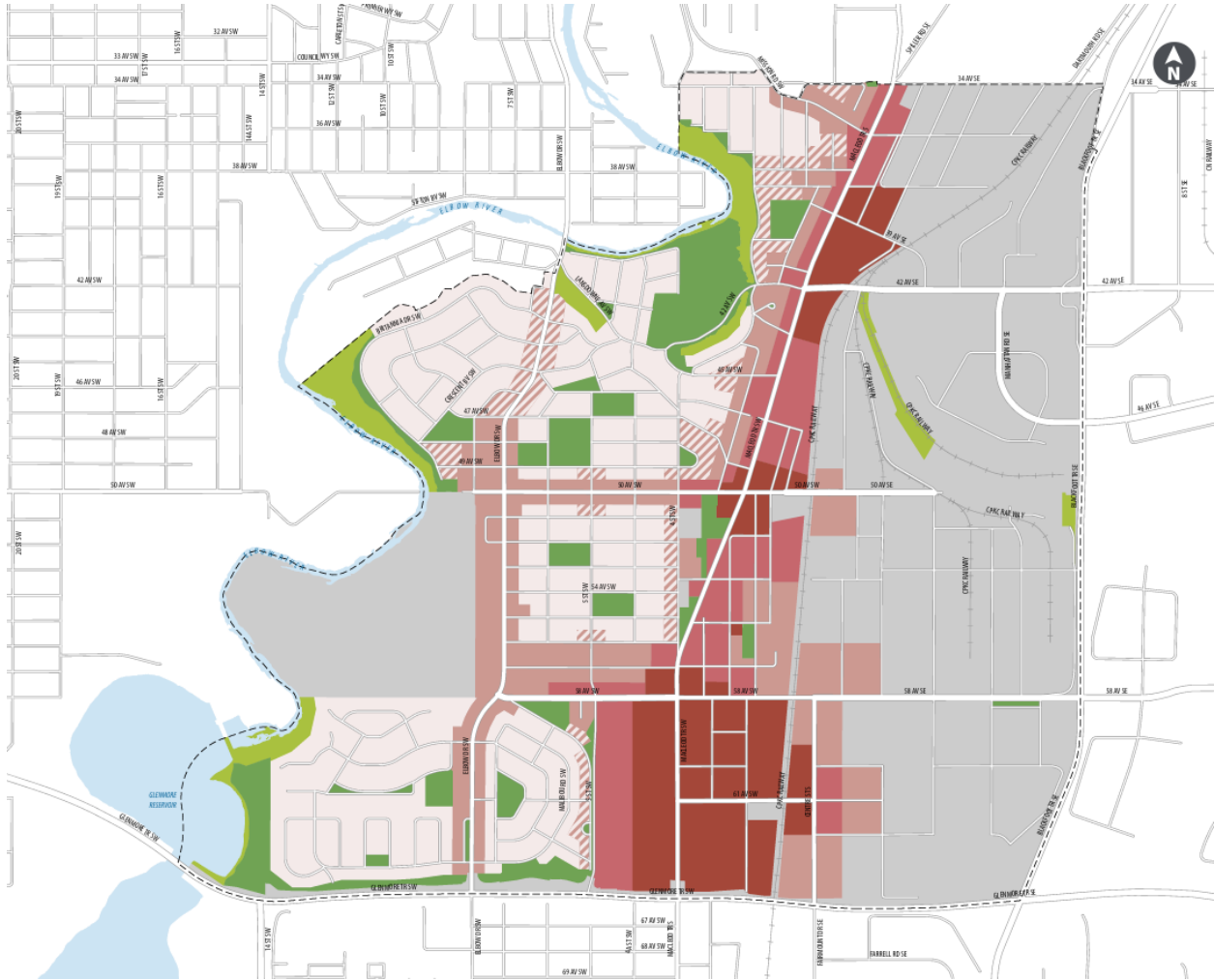
- Commercial Centre
- Commercial Corridor
- Industrial General
- Industrial Heavy

- Natural Areas
- Parks and Open Space
- City Civic and Recreation
- Private Institutional and Recreation










**Additional Policy Guidance**

- Comprehensive Planning Site
- Industrial Transition
- Special Policy Area
- Active Frontage

Map 4: Building Scale



**Legend**

- |   |                                     |   |                            |  |                      |
|---|-------------------------------------|---|----------------------------|--|----------------------|
|  | Limited<br>(up to 3 Storeys)        |  | Mid<br>(up to 12 Storeys)  |  | Natural Areas        |
|  | Low - Modified<br>(up to 4 Storeys) |  | High<br>(up to 26 Storeys) |  | Parks and Open Space |
|  | Low<br>(up to 6 Storeys)            |  | No Scale Modifier          |  | Plan Area Boundary   |

## Main Streets

The City's municipal development plan and the Chinook Communities Local Area Plan identify Macleod Trail S as an Urban Main Street and 50 Avenue SW as a Neighbourhood Main Street. The Plan includes policies that are intended to encourage the creation of high-quality buildings on Main Streets and improve the pedestrian experience and public space over time while supporting medium to high levels of pedestrian activity.

Specifically in the draft Chinook Communities Local Area Plan, the Macleod Trail S Urban Main Street is envisioned to continue facilitating the efficient movement of pedestrians, transit and vehicles, while concentrating commercial activities through the Neighbourhood Commercial urban form category at key intersections including 39 Avenue S, 50 Avenue SW, 58 Avenue SW and 61 Avenue SW. This is achieved with additional policies that support high quality public spaces that allow pedestrians and cyclists to traverse east-west across Macleod Trail S, enhance public and private landscaping and minimize potential pedestrian and vehicular conflicts. The rest of Macleod Trail S, aside from the CF Chinook Centre site, is identified as Neighbourhood Flex urban form category which allows flexibility in commercial and residential development.

The building scale modifiers along Macleod Trail S generally reflect the existing heights supported in the land use districts on those sites, while also expanding the maximum scale in areas that align with the Neighbourhood Commercial urban form category at certain key intersections such as 58 Avenue S and 50 Avenue S. Building scale modifiers are generally higher on the east side of the road and gradually decrease towards the more predominantly residential areas to the west of Macleod Trail S. The building scale modifiers in Map 4: Building Scale of this attachment reflect the highest and best use of the Macleod Trail S Main Street.

The Plan envisions the 50 Avenue SW Neighbourhood Main Street to act as one of the two key east-west links between Elbow Drive SW and Macleod Trail S. Along this Main Street, Britannia Plaza and the intersection of 50 Avenue S and Macleod Trail S are envisioned to support higher commercial and mixed-use activity, while the remainder of the street would support more flexible residential and commercial uses. The Main Street is primarily Low Scale (up to six storeys) to integrate well with the surrounding residential development. The overhead powerlines that run along the adjacent vacant land along 50 Avenue SW would need to be relocated or buried to fully realize what is proposed in the Plan.

An analysis of future population projections within the Plan will achieve and exceed The City's municipal development plan minimum intensity thresholds for Main Streets.

## Transit Station Areas

There are two Red Line LRT transit station areas within the Plan area: 39 Avenue Station and Chinook Station. The Plan has also identified a potential future infill Red Line LRT station at 50 Avenue S.

The Plan applies a contextual approach to identify a variety of urban form categories and building scales to support transit station areas. The highest building scales are concentrated in the Core Zones of the transit station areas with a focus on areas that are under-utilized or undeveloped, transitioning to lower scales in the Transition Zones and beyond that consider the

existing built form context. Transit station area 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. Neighbourhood Commercial or Neighbourhood Flex urban form categories are applied in strategic locations to provide flexibility on mixed-use development within the transit station areas. Additionally, the Plan provides policies for transit station areas that are intended to improve mobility connections from the LRT stations to the surrounding communities. Policies also support high-quality public space surrounding stations to encourage social gathering, cultural and recreational activities.

Notably, the High Scale (up to 26 storeys) is applied throughout the entire Chinook transit station areas between the LRT and freight railway corridor and the eastern half of the CF Chinook Centre parcel that fronts onto Macleod Trail S. This area is composed of predominantly larger box stores and the LRT Park and Ride south of 61 Avenue SW and a mix of small-scale commercial, office and medical centres north of 61 Avenue SW. The Plan provides policies for the Chinook transit station area that consider advancing the conceptual mobility network.

The Plan applies the High Scale (up to 26 storeys) in parcels immediately adjacent to the 39 Avenue LRT Station and across 39 Avenue SE and 42 Avenue S, the Mid Scale along the western side of Macleod Trail S and continues to gradually decrease moving west as the transit station area approaches Stanley Park. The Plan also provides opportunities for a wide range of housing opportunities in close proximity to the 39 Avenue LRT station. There are additional policies for future redevelopment of the Municipal Impound Lot, which is adjacent to the 39 Avenue LRT transit station area, should it redevelop in the future. The Plan also has policies in place for all transit station areas that allow for building scales that to go beyond the 26 storey limit in specific areas as long as the development provides either substantial public space or the provision of non-market housing.

### Activity Centres

The Plan identifies several Activity Centres, intended to support compact, mixed-use developments in locations where high-quality transit and a diversity of commercial, residential and service uses currently exist, or where they could be encouraged.

There is one Major Activity Centre located in the Chinook Communities that is primarily located around the Chinook LRT transit station area. This Activity Centre is the primary employment centre in the Plan area and includes policies to support a higher intensity of residential units. Policies within the Plan provide guidance for future development in these areas, including incorporating mixed-use development of various building scales.

There are two Neighbourhood Activity Centres (NACs) within the Plan area including the Britannia Plaza NAC and the Mission Road SW NAC. NACs are small mixed-use areas with local catchment businesses that offer a broad range of community activities, amenities and services within the Plan area. These Activity Centres are walkable destinations for local communities and serve as gathering spaces for social interaction while providing opportunities for local jobs and supporting moderate intensification. Each NAC has a mixture of urban form categories and building scales applied, taking local context and existing built form into consideration while providing flexibility for future development.

An analysis of future population projections within the Plan will achieve and exceed The City's municipal development plan minimum intensity thresholds for Major Activity Centres.

### Community Corridors

There is one community corridor within the Plan area, along Elbow Drive SW. Community corridors are pedestrian-focused streets that are intended to support low to moderate-growth in a range of primarily residential and small-scale mixed-use and commercial building forms. These corridors serve as important links connecting services, amenities and communities to one another.

The Elbow Drive SW community corridor is primarily identified as Neighbourhood Connector urban form category, with a small amount of Neighbourhood Commercial and Neighbourhood Flex at the Britannia Plaza NAC and the Elbow Drive SW and 50 Avenue SW intersection. The building scale modifier is Low Scale (up to 6 storeys) for the length of the community corridor south of 47 Avenue SW and Low-Modified (up to 4 storeys) for the steep sloping portion of the community corridor north of 47 Avenue SW.

### Industrial Areas

The Manchester Industrial lands east of the LRT and freight rail corridor, and a small portion to the west of the freight rail corridor on the north end of the Plan area are primarily identified as Industrial General. The urban form category application recognizes the existing industrial and vehicle-oriented commercial uses that serve an important economic service. A portion of the Manchester Industrial area, roughly two blocks east of the LRT corridor, has been identified as a Special Policy Area, which provides additional policy guidance for future uses. The policy in this section will create flexibility and encourage complementary non-industrial uses that will serve a new residential population base in close proximity to the existing and potential future LRT stations. Overall, policies in the Plan 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 City's municipal development plan.

### Comprehensive Planning Sites

Seven Comprehensive Planning sites are identified in the Plan. These include CF Chinook Centre, Potential Future 50 Avenue LRT Station, 6500 Macleod Trail SW, Admiral Court, Municipal Impound Lot and Maple Place SW and Stanley Place SW Cul-De-Sac. Comprehensive Planning Sites identify and provide direction for one or more parcels where additional planning or supplementary site design will be needed to support future planning applications. These sites may have private infrastructure, such as internal publicly-accessible private streets that service the site and are envisioned to redevelop over time in a way that integrates well with the surrounding community.

## **Population and Demographics**

Table 1: Chinook Communities Local Area Plan Population

	<b>Population</b>	<b>Total Dwellings</b>	<b>Occupied Dwellings</b>	<b>Persons Per Unit</b>
<b>Peak</b>	11,351	5,752	5,310	3.74
<b>Peak Year</b>	2014	2018	2014	1968
<b>2019</b>	11,212	5,747	5,240	2.14



<b>Loss Since Peak</b>	-139	-5	-70	-1.60
<b>% change since Peak</b>	-1.24%	-0.08%	-1.32%	-42.78%

Demographic trends were an important consideration in developing the Plan. As outlined in Table 1, communities within the Plan area have seen a slight population decline since the peak in 2014, but the overall population for the Plan area has remained close to the same since 1968. The average persons per unit has dropped significantly since its peak in 1968 from 3.74 to 2.14 in 2019.

Population decline is more pronounced in some of the Chinook Communities as outlined in Table 2. The population in five of the eight communities, which excludes Manchester Industrial (no housing numbers), peaked in 1968, while three of those five communities have seen a population decline of over 41% since the peak. In contrast, Windsor Park is the only community in the Plan area that is currently at its peak population level. This recent peak population can be attributed to sustained multi-residential redevelopment south of 56 Avenue SW.

The City's municipal development plan supports development of a range of housing choices to support population stability and renewal. Analysis of demographic trends from other areas of the city indicate that additional housing options can help support growth and change and attract more households for all age groups.

Table 2: Chinook Individual Communities Population Table

<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>
Bel-Aire	390	599	1971	-209	-34.90%
Britannia	690	1,187	1968	-497	-41.90%
Elboya	1,754	1,930	1968	-176	-9.10%
Manchester	1,025	1,332	2014	-307	-23.00%
Mayfair	432	838	1968	-406	-48.40%
Meadowlark Park	644	1,231	1968	-587	-47.70%
Parkhill	1,691	1,739	1968	-48	-2.80%
Windsor Park	4,584	4,584	2019	0	0.00%

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

## Engagement

The Chinook Communities Local Area Planning Project spanned over two years, including four phases of public participation and 51 public engagement events. A working group comprised of community association representatives, residents and industry members provided feedback throughout the engagement process. An engagement session was also conducted with business owners and landowners in the Manchester and Manchester Industrial communities.

Public input is one of the five key considerations when developing a local area plan. Through each phase, public feedback was gathered, reviewed, and considered, resulting in refinements

to the Plan. The project team heard a variety of feedback and balanced the feedback through refinements to policies and maps within the Plan. In addition to public input, there are four other key considerations including context and trends, City Policies such as The City's municipal development plan, Climate Strategy and other higher-order policies, professional expertise on best planning and engineering practices and technical feasibility and equity. As the local area planning process is iterative, all five key considerations are incorporated in developing the Plan over time. What We Did and What We Heard Reports were shared for each phase of the project.

Changes to the Plan resulting from public feedback included revisions to the Urban Form and Building Scale maps, including the creation of the Manchester Industrial Special Policy Area that provides additional guidance to encourage complementary non-industrial uses and support residential opportunities. Throughout all phases of the project, feedback about location-specific comments on future moderate- to large-scale growth were received. The [Summary of Map Changes](#) illustrates the key changes made to the maps between each phase of the project.

## 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.

### Municipal Development Plan (2009)

The Municipal Development Plan (MDP) establishes overall goals and directions for decision making about growth, future land use, mobility networks, servicing, and investment for all of Calgary. The Chinook Communities Local Area Plan aligns with policies found in the MDP and further supports growth and change at a local level. The Plan envisions accommodating growth and change in key areas such as transit station areas, Main Streets, Activity Centres and to increase housing diversity throughout the Chinook Communities.