

Planning & Development Report to
SPC on Planning and Urban Development
2018 October 01

ISC: UNRESTRICTED
PUD2018-1022

Developed Areas Guidebook Amendments 2018

EXECUTIVE SUMMARY

The Developed Areas Guidebook (Guidebook) is an important tool for Calgary to realize Municipal Development Plan (MDP) goals for community building in the Developed Areas. The purpose of the document is to guide local area planning by establishing a land use framework, expressed through building blocks, and by consolidating common local area planning policy into a single-source document. The goal is to establish a consistent planning approach for the developed areas, while enabling local area plans to be more concise and community specific.

The Guidebook was approved at the Combined Meeting of Council on 2017 April 10. As part of the approval, Council directed Administration to return to Calgary Planning Commission, no later than Q3 2018, with amendments based on consultation with stakeholders, Calgary Planning Commission, and pilot communities.

To support on-going local area planning work, this report proposes to amend the Guidebook to add the “Employment – Industrial Flex” building block, updated heritage policy, and other minor amendments to support existing development pressures and on-going work.

Administration has also identified future opportunities to further improve the Guidebook, in alignment with forthcoming planning initiatives, and to provide a Guidebook that is effective and applicable throughout all communities in the Developed Areas. As part of this reports recommendation, Administration is proposing further work and engagement be completed in coordination with other related planning initiatives.

ADMINISTRATION RECOMMENDATION:

That the Standing Policy Committee on Planning and Urban Development recommend that Council hold a Public Hearing, and

1. **ADOPT**, by bylaw the proposed amendments to the Municipal Development Plan, Bylaw 24P2009, (Attachment 1);
2. Give three readings to the proposed bylaw; and
3. Direct Administration to return to the Standing Policy Committee on Planning and Urban Development no later than Q2 2019 with amendments to the Municipal Development Plan, Volume 2, Part 3, Developed Areas Guidebook that completes the work done to-date, and provides further implementation tools for local area planning to guide development in the Developed Areas.

PREVIOUS COUNCIL DIRECTION / POLICY

At the 2017 April 10 Combined Meeting of Council, through CPC2017-129, Council decided to:

“**ADOPT**, Moved by Councilor Chabot, Seconded by Councilor Keating, that the Calgary Planning Commission Recommendations contained in Report CPC2017-129, be adopted, as follows:

That Council:

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1. **ADOPT** the proposed amendments to the Municipal Development Plan (Developed Areas Guidebook) in accordance with Administration's recommendation, as amended; and
2. Give three readings to the proposed Bylaw 19P2017.
3. **DIRECT** Administration to return to Calgary Planning Commission, no later than Q3, 2018 with a report regarding the implementation of the Guidebook, with amendments as identified through consultations with stakeholders, Calgary Planning Commission and pilot communities."

BACKGROUND

The Developed Areas Guidebook (Guidebook) provides MDP implementation policy to facilitate and guide growth and change in the Developed Areas. It provides guidance on how to integrate new development into a community's existing urban fabric, by establishing a consistent approach to local area planning and consolidating policies common to the developed areas. This ensures that the local area planning process is community focused, and that local area plan documents are user-friendly.

Upon approval of the Guidebook in 2017, Administration was directed to consult with stakeholders and communities to identify policy gaps, opportunities for improvement, and collaborate with other City initiatives to ensure policies are effective and implementable.

The Guidebook team worked with local area plan projects to implement the Guidebook and identify gaps and opportunities for improvements to Guidebook policy. These projects include:

- Area Redevelopment Plans (Bridgeland/Riverside, Chinook Station, Inglewood/Ramsay, Millican-Ogden, South Hill, and South East 17 Avenue).
- Station Area Plans (Anderson, Rundle).
- Main Streets (Bridgeland, Montgomery, Killarney, Marda Loop, and Bowness).

Administration has also collaborated with on-going initiatives including the Local Area Plans Strategy, the R-CG (e.g. row housing) District, Infill Development, Heritage planning, Established Areas Growth and Change Strategy, and the Cultural Plan. These initiatives are focused on planning and building great neighbourhoods by shifting how The City approaches local area planning, diversity in housing options, consideration of context, and investment in our Developed Areas. These collaborative efforts have informed the work that has been completed to-date and will continue to inform additional work on the Guidebook into 2019.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The Guidebook is intended to be a "living document" and the concept of having regular updates was envisioned from the beginning. Following the adoption of the Guidebook, it was identified that revisions would need to be made to align with new work around the Local Area Plans Strategy. In addition, there was a need for more clear policy to guide growth within Developed Areas communities, and consider new direction from Council that includes the Cultural Plan, Climate Action Plan, and the Indigenous Policy.

Administration has made progress on the Guidebook and is proposing to amend the Guidebook to add the "Employment – Industrial Flex" building block, updated heritage policy, and other minor amendments to support existing development pressures and on-going work. A

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comparison of existing policy and proposed policy amendments to the Guidebook is provided in Attachment 2.

Through Administration's investigation, longer term draft amendments have also been identified that require further work and engagement (refer to Attachment 3, Developed Areas Guidebook, Draft: For Information). Further details on the proposed Bylaw amendments and longer-term future work are further outlined below.

Proposed Amendments to the Developed Areas Guidebook

To support on-going local area planning projects, Administration is recommending that the following policies be approved and added to the existing, adopted Developed Areas Guidebook:

1. New Building Block: Employment – Industrial Flex:

The introduction of the new 'Employment – Industrial Flex' provides a light-industrial, mixed-use building block, with opportunities for residential and commercial uses. This has been introduced in response to urban industrial trends, where people and businesses are looking to integrate light-industrial uses with residential and commercial uses. This supports work underway on the Chinook Station Area Redevelopment Plan which is utilizing the Employment – Industrial Flex building block.

2. Heritage Resources:

Proposed amendments provide further guidance to local area planning for heritage preservation. The proposed policies ensure that when densities are increased in areas or on sites with heritage resources, that measures are introduced to offset the resulting pressure to redevelop existing heritage buildings. Work underway on the Inglewood-Ramsay Area Redevelopment Plan requires Guidebook support for local heritage policies.

3. Alignment with the Municipal Government Act:

Amendments to the Municipal Government Act in October 2017 require local area plans such as Area Redevelopment Plans to be consistent with the Municipal Development Plan. Section 638(2) of the Municipal Government Act specifies that in the event of an inconsistency or conflict between the Area Redevelopment Plan and the Municipal Development Plan, the Municipal Development Plan prevails. The Guidebook is proposed to be amended in alignment with this legislative direction.

4. Amendments to Building Blocks and Associated Land Use Districts Table:

To enable greater flexibility for appropriate built forms within the building blocks, two land use districts are proposed to be added to the non-statutory section of Appendix 1, Table 4, Building Blocks and Associated Land Use Districts. The R-CG district is proposed to be added to the Neighbourhood – Low-Rise building block, and the M-CG district is proposed to be added to the Neighbourhood – Limited building block. These land use districts align with the built forms outlined within the associated building blocks and were two districts that were identified as 'missing pieces' within this Appendix.

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Developed Areas Guidebook, Draft: For Information (On-Going Initiatives)

More significant changes to the Guidebook are being considered than were originally anticipated following the approval of the Guidebook in 2017. Administration has made significant progress on many issues, gaps and opportunities, and this work to-date is represented by the *Developed Areas Guidebook, Draft: For Information* contained in Attachment 3. Administration recommends taking additional time to align this work with other on-going planning initiatives to further develop and finalize draft Guidebook policy amendments.

Document Structure, Policy Clarity, and Plain Language

Engagement with stakeholders identified that the Guidebook was not user-friendly, policy lacked clear direction, and the document did not use plain language. The amendments in the draft Guidebook in Attachment 3 demonstrate that language has been improved to provide more clear policies and outcomes. The document structure has been amended for consistency and clarity, and aligns with a new structure for local area plans. Amended policy also provides better guidance for local area plans that enables flexibility in the scope and efficiency that will, ultimately, allow local area plans to be more concise, effective, and responsive to local issues. The recommended structure and content for new local area plans has been revised to mirror that of the Guidebook and enhance legibility. The recommended structure is provided in Section 8 of Attachment 3.

Two current local area planning projects are piloting the recommended structure and a district-based approach to local area plans. The Local Area Plans Strategy was received for information by the Standing Policy Committee on Planning and Urban Development in January 2018 as part of the Planning and Development Policy Prioritization Strategy (PUD2018-0011). The pilot planning projects include the North Hill communities (PUD2018-0347, underway in the Fall of 2018) and an expanded scope for the Kingsland Area Redevelopment Plan to include multiple communities (Kingsland, Kelvin Grove, Chinook Park, Eagle Ridge, Fairview, Haysboro, Acadia, Southwood, Willow Park and Maple Ridge) as shown in Attachment 4, and the work is expected to start Q1 2019.

Land Use and Built Form

Draft amendments contained in Attachment 3 to the Land Use and Built Form section provide a more consistent approach to language, transition policy, interface, streetscape environments, locational policies, and characteristics. Engagement through local area planning projects showed clearly that the building blocks work, and that communities generally understand the purpose of building blocks in the land use concept. It was also identified that the building blocks lacked detail in characteristics and policy clarity. There are outstanding issues that remain, including defining mid-rise development, clarity of building block names, and height parameters.

Draft amendments to the Land Use and Built Form section also support infill development and the R-CG district. This provides clarity in the purpose and characteristics of residential areas that includes guidance for a mix of residential building types, forms and unit sizes, with a variety of densities within residential areas. Work in this area will continue to ensure that policies provide guidance for supporting infill development within the Developed Areas.

In addition, many communities in the Developed Areas value the historic character of the community as part of its distinctiveness and identify conservation of that character as a priority. This means balancing opportunities for redevelopment in the community while incentivizing the

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conservation of heritage resources. Draft amendments to the heritage section provide policy direction on three heritage conservation approaches. Further work has been identified to work with the pilot communities engaged in a local area plan process to refine the heritage conservation approaches and achieve the right balance.

Urban Design

The draft urban design section has been updated to guide the identification, protection, and enhancement of community character areas and to guide urban design challenges experienced in the context of the Developed Areas. Proposed policies guide urban design at the street, building, and open space interfaces, with an emphasis on the transition from higher to lower scales of development.

Parking and Mobility

A review of the parking policy was needed to clarify the direction for local area plans and decision-making. The draft parking section has been amended to guide parking at the community level and to achieve desired built form outcomes. This is achieved by the consideration of parking from a community perspective, by assessing community parking assets, transit service, bicycle, and pedestrian infrastructure, potential community parking issues, and alignment with Transportation Planning parking management operations. In addition, draft policies related to site access and servicing, and parking areas (surface and structured) are included.

Other Amendments

Other gaps and opportunities were identified including:

1. Food access: draft amendments that support the Calgary Eats program by including policy around urban agriculture, food production, and sales. Policies supporting these activities have been included in the Community, Neighbourhood, and Employment areas.
2. Commercial uses: draft amendments that support opportunities for commercial-ready active frontage and allow for residential uses in spaces that can convert to commercial uses in the future, have raised concerns among stakeholders regarding cost of commercial construction for a residential use. Additional research and consultation with stakeholders is required to resolve these concerns.

Proposed Next Steps

To advance the draft work currently underway, as shown in Attachment 3, and to achieve a more implementable Guidebook, Administration has identified several areas of work that will be completed into 2019.

1. Explore application of the Guidebook throughout all communities in the Developed Areas to enable the Guidebook to be as effective as possible in guiding redevelopment. This would allow for common policies to guide growth and change in the Developed Areas and equip communities, developers and Administration in applying the policies and building blocks outside of a local area planning exercise. This will require additional work that includes engagement with communities and stakeholders, and the identification of a planning approach and supporting policy. Early feedback from communities has

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identified concerns about how the Guidebook would apply without a local area plan, the impact to communities, and ensuring that this work is given direction by Council.

2. Continue to align with on-going City initiatives including the Local Area Plans Strategy, Infill and R-CG Development, Established Areas Growth and Change Strategy, the Cultural Plan, the Indigenous Policy, and the Climate Resilience Strategy.
3. Further develop and finalize draft policy as outlined in the *Developed Areas Guidebook, Draft: For Information* in Attachment 3.
4. Collaborate with various stakeholders and engage with pilot communities undergoing a local area planning process will work to resolve outstanding policy issues.

Stakeholder Engagement, Research and Communication

Administration engaged with stakeholders, Calgary Planning Commission and pilot communities to implement the Guidebook, and identified gaps and opportunities for proposed amendments.

In addition, communities were engaged in collaboration with local area plan projects that included Main Streets and Area Redevelopment Plans. Administration also met with Councillors, Calgary Planning Commission, the Federation of Calgary Communities, and industry groups through the Industry-City Work Plan.

More significant changes to the Guidebook are proposed than were originally anticipated following the approval of the Guidebook in 2017. Work to-date outlined in the *Developed Areas Guidebook, Draft: For Information* in Attachment 3 enables using this draft policy for the purpose of on-going engagement on implementation of the Guidebook throughout all Developed Areas communities. Both the significant changes proposed, and the application of the Guidebook throughout all Developed Areas communities requires additional, meaningful engagement.

Administration brought the proposed Guidebook amendments as well as the longer-term draft amendments (Attachments 1 and 3) for information to the Calgary Planning Commission on 2018 September 20 for information and discussion. A summary of input received at that meeting is provided in Attachment 5. The following are the key comments received from Calgary Planning Commission:

1. Supportive of the Employment – Industrial Flex building block. Suggestions were made to improve the visual representation of this block. Questions and concerns over clarity in the policy language, and being too prescriptive in regards to defining minimum requirements for industrial uses on a block.
2. Ensure differentiation between legally protected, designated heritage sites, and those sites on the heritage inventory. Questions around clarity of policy, ensuring that it does not prevent appropriate redevelopment.
3. Concern about how the Guidebook is applied throughout the developed Areas and how it can impact local area plans.
4. Urban design, community character, and heritage character are values that are considered important in many communities and cities. There is an opportunity to make density more palatable to communities if character, architecture, and heritage is addressed.

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5. Importance of understanding off-site costs to encourage development in the Developed Areas.

Strategic Alignment

The Developed Areas Guidebook forms a part of the Municipal Development Plan and has policy to support local area planning and growth in the Developed Areas by providing direction on how to grow and densify in strategic areas where residential and employment densities support transit and community amenities.

In addition to the work noted in this report, Administration is in the process of aligning a variety of streams of work so that, together, they establish a clearer vision for the evolution of the Developed Areas and provide tools that better enable outcomes aligned with that intent. These include the Municipal Development Plan Monitoring work, the Established Area Growth and Change Strategy, Land Use Bylaw improvements, and the Local Area Plans Strategy. The alignment of this work will provide the opportunity to streamline relevant policies and work programs.

Social, Environmental, Economic (External)

The framework and policies of the Guidebook align with the vision of the Municipal Development Plan and Calgary Transportation Plan to make Calgary a sustainable, connected city of great neighbourhoods. The ability of the city to grow and densify in strategic areas is supported by policies that support increases in residential and employment densities in locations where transit and community amenities are most accessible. Creating these opportunities is critical to meet the needs of future citizens and markets for development.

The proposed amendments support current and on-going work in local area plan projects, by providing the new Employment Industrial – Flex building block, and Heritage policies that will support existing development interest in the communities where these policies will apply. The addition of the Employment Industrial – Flex building block provides diversity in building form and use and supports development and regeneration in industrial areas. The amendments to the Heritage policies will enable local area plans to establish tools to retain and conserve heritage resources that are valuable to communities. The recommended amendments support existing needs within local area plan projects.

Financial Capacity

Current and Future Operating Budget:

No impacts are anticipated.

Current and Future Capital Budget:

No impacts are anticipated.

Risk Assessment

The recommended amendments focus on areas of policy that will support local area plans with current development pressures and were identified through the engagement process. Because these amendments focus on identified gaps in the policy, there are no risks associated with the proposed amendments.

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Draft amendments contained in the *Developed Areas Guidebook, Draft: For Information* in Attachment 3 will support growth in the Developed Areas. Directing Administration to advance the work contained in Attachment 3 along with the additional work items in to 2019 poses no risk to existing local area planning work. The existing, approved Developed Areas Guidebook along with the proposed amendments provides a solid foundation of guiding policy to enable local area planning work to continue in alignment with the Guidebook.

REASON(S) FOR RECOMMENDATION(S):

Administration's recommendations support existing local area planning work by providing immediate clarification and updated policy direction as identified through engagement to support growth opportunities where these policies will apply.

ATTACHMENT(S)

1. Attachment 1 – PUD2018-1022 – Proposed Amendments to Municipal Development Plan Bylaw 24P2009
2. Attachment 2 – PUD2018-1022 – Comparison of Existing Policy and Proposed Amendments to Municipal Development Plan Bylaw 24P2009
3. Attachment 3 – PUD2018-1022- Developed Areas Guidebook, Draft: For Information
4. Attachment 4 – PUD2018-1022- Communities included in expanded scope for Kingsland Area Redevelopment Plan
5. Attachment 5 – PUD2018-1022 – Calgary Planning Commission Input, September 20, 2018