Developed Areas Guidebook 2018

Standing Policy Committee on Planning and Urban Development

PUD2018-1022

October 1, 2018

Guidebook Adoption & Council Direction

- Adopted by Council on April 10, 2017, with direction for:

  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.
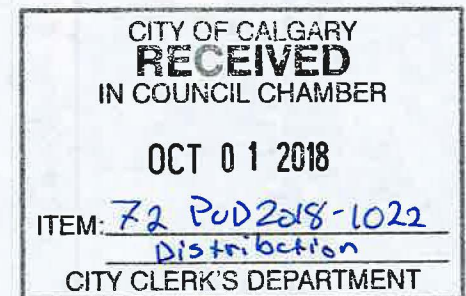
Summary

Calgary

- Guidebook review
  - Consider the context of the Developed Areas
  - Clear policy and guidance
  - Identify issues, gaps, and opportunities
- Today: proposed amendments to support on-going local area planning work
- Future: Draft amendments in *Developed Areas Guidebook, Draft: For Information*
- Next Phase: additional work will provide a significant shift in implementation and consolidation of policy

Proposed Amendments

- New building block: Employment – Industrial Flex

  - Supports Chinook Station Area Redevelopment Plan
  - Low-impact, light industrial
  - Mixed-use industrial, residential and commercial
  - Direct Control land use districts

NEW BLOCK

Employment	Employment	Employment
Intensive	Industrial	Industrial Flex
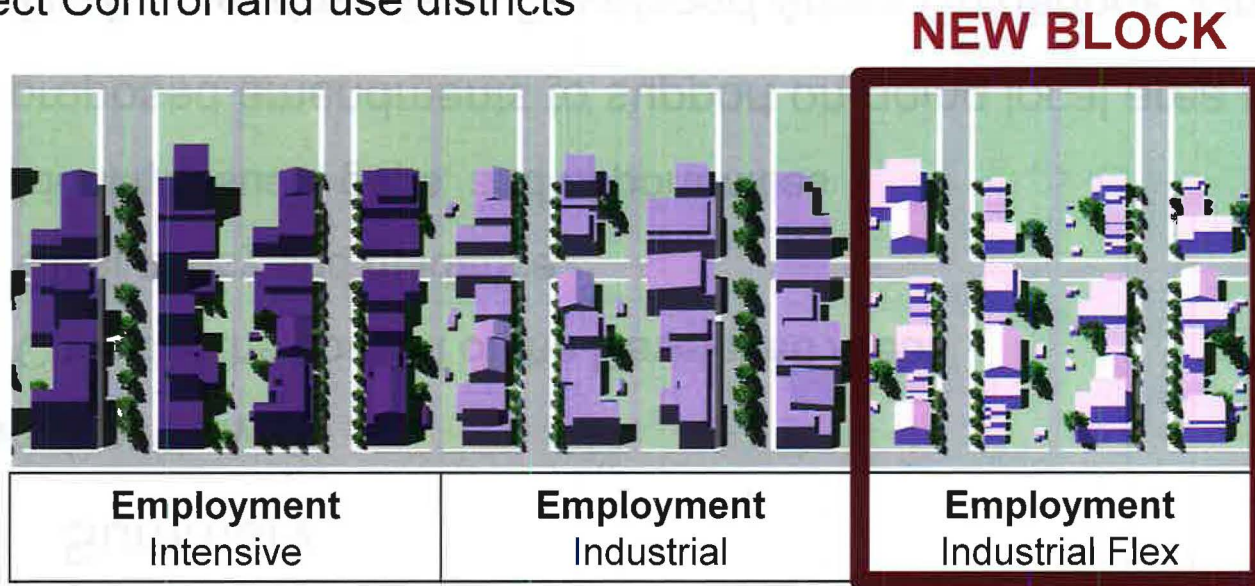
Proposed Amendments

- Heritage Resources

  - Impacts of increasing density in areas or on sites with heritage resources
  - Incentives and tools to retain and conserve heritage resources
  - Supports on-going local area planning work

- Alignment with the Municipal Government Act

  - Amend to state that the Guidebook takes precedence in the event of policy conflict

- Appendix 1, Table 3 | Building Blocks and Associated Land Use Districts
  - Add R-CG to Low-Rise, flexibility in uses at the three storey building height
  - Add M-CG to Limited, flexibility in uses at the three storey building height

Guidebook Next Steps

- Expand and finalize on work completed to-date:
  - Document structure, policy clarity, and plain language
  - Land Use and Built Form (building blocks)
  - Urban Design
  - Parking and Mobility
  - Other draft amendments such as Urban agriculture, food production, and food sales; commercial-ready active frontage

- New opportunities
  - Applying the Guidebook throughout the Developed Areas
  - Pilot the new local area plans

- Support for Employment – Industrial Flex

- Additional clarity on designated heritage sites/heritage inventory

- Ensure heritage policy does not limit appropriate redevelopment

- Impact of applying the Guidebook Developed Areas wide

- Make density more palatable by promoting community character, architecture and heritage

- Manage off-site costs to encourage redevelopment

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 Council no later than Q3 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 and guides development in the Developed Areas.

Example Improvements

1.0 Introduction

Building a sustainable, connected city of great neighbourhoods

Calgary is a young, dynamic and growing city and its neighborhoods are often changing. They are more diverse with different housing preferences and needs. These needs, combined with an evolving and fluctuating economy, demands for new infrastructure and services and changing climate all pose challenges to our city.

We will meet the challenges we face today and in the future as Calgarians have always done and embrace building a stronger, resilient and sustainable city.

Growth and change in our communities is crucial as they support the economy, allow resources and infrastructure to be used efficiently, and create culturally diverse, vibrant and complete neighbourhoods.

Together, the Developed Areas Guidebook (Guidebook) and Local Area Plans provide the core policies for future development and community building within the Developed Areas (see Map 1: Location of the Developed Areas).

As a forward looking planning approach, this Guidebook and Local Area Plans will address a broad range of issues and maximize opportunities such as the benefit of public and private investment and development. The aim is to increase residential and employment densities in key locations where transit and community amenities and services are most accessible. New and different types of housing and employment related development will help to maintain or create stable and vibrant communities with the sufficient population to support more diverse housing forms, businesses, services, schools and valued amenities for people of all ages and needs.

1 Introduction

1.1 Purpose

Building a sustainable, connected city of great neighbourhoods

The Developed Areas Guidebook (Guidebook) enables development in established communities by providing policies that guide residential, commercial and employment growth while considering the local context, and provides solutions to common challenges in alignment with Municipal Development Plan goals.

The Municipal Development Plan, Volume 1 and Calgary Transportation Plan provide direction for growth and change in Calgary over the next 60 years. The Developed Areas Guidebook builds on these policies, refining the strategic direction for growth in the Developed Areas and establishing policies that help to shape complete communities. Together, the Guidebook and local area plans provide the core policies for future development and community building within the Developed Areas (see Map 1: Location of the Developed Areas).

This Guidebook:

- Translates the Municipal Development Plan, Volume 1 objectives into policy that is applied at the community level.

- Provides a common community framework, consisting of land use, urban form and policy direction, for how the Developed Areas are planned and developed today and into the future.

- Provides general policies to shape more complete communities, meaning that communities have more choice in housing, transportation, retail, services, and community facilities that allow residents to live and have their daily needs met within their community, as well as the ability to remain in their community as housing needs change over time.

- Establishes a standard structure for local area plans, and provides policy direction in conjunction with the local area plan that is applicable to reviewing applications.

Example Improvements

Table 2 | Building Blocks and Intensities

Building Block	Intensity	Characteristics
Community High-Density	10 storeys and higher	• Wide range and combination of uses • Highest intensity, no maximum height • High density of residential uses at 10+ storeys • Permitted number of storeys indicated in Local Area Plan
Community Centre	6-10 storeys	• Wide range and combination of uses • Higher concentration of non-residential uses, including institutional • High density residential uses at 6+ storeys in height
Community Mid-Rise	Up to 6 storeys	• Wide range and combination of uses • Concentration of retail, services, offices and residential
Neighbourhood Mid-Rise	Up to 6 storeys	• Predominantly residential uses • Includes support community uses such as parks, schools, places of worship and small scale commercial to serve local residents
Neighbourhood Low-Rise	Up to 4 storeys	• Predominantly residential uses • Includes support community uses such as parks, schools, places of worship and small scale commercial to serve local residents
Neighbourhood Limited	Singles, Semi-detached, Duplex, Suites, Rowhouse, Townhouse	• Predominantly low density residential uses and ground oriented dwellings • Includes support community uses such as parks, schools, places of worship and small scale commercial to serve local residents
Employment Industrial	Flexible and can range in intensity depending on needs	• Protective of industrial uses with minimal redevelopment to non-industrial uses • Minimal support uses allowed as defined by the Local Area Plan
Employment Intensive	Flexible and can range in intensity depending on needs	• Wide range of non-residential uses • Transit trip generating employment uses

Table 1 | Community categories

Building block	Municipal Development Plan typology location	Built form, height (storeys), general uses	Purpose and characteristics
Community High-Density	Major Activity Centre, Community Activity Centre	• High-rise and large scale buildings • 10 storeys and higher • Mixed-use, multi-residential, commercial	Community areas are mixed-use and active areas with an urban streetscape. They provide for a wide range and combination of uses mixed vertically and horizontally. They support employment and population growth in locations and at intensities that will support pedestrian, cycling, and transit networks. **All community categories are characterized by:** • Predominantly located in activity centres, main streets and transit areas with mixed-use building forms. • A wide range and combination of uses in vertical and horizontal mixes. • A streetscape with wider sidewalks, zero to a limited building setback, street trees, pedestrian scaled building street walls, integration of public space, and high commercial activity. • Employment and population growth in locations and at intensities that support pedestrian, cycling, and transit network.
Community Centre	Major Activity Centre, Community Activity Centre, Urban Main Street, Developed residential areas	• Medium and large scale buildings • 6-10 Storeys • Mixed-use, multi-residential, commercial	
Community Mid-Rise	Neighbourhood activity centre, Community Activity Centre, Urban Main Street, Developed residential areas	• Mid-rise and medium scale buildings • Up to 6 storeys • Mixed-use, multi-residential, commercial	**High-density building blocks are characterized by:** • Highest intensity, with no maximum height or maximum number of storeys, unless indicated in the local area plan. • High concentration of non-residential uses, including institutional and employment uses. **Centre building blocks are characterized by:** • Higher concentration of non-residential uses than community mid-rise, including institutional and employment uses. **Mid-rise building blocks are characterized by:** • Concentration of retail, services, offices and residential.

4.4 Parking and Vehicular Access

Regulating the location and design of parking helps to ensure that streets remain safe and accessible to residents, businesses, and visitors. Ensuring the right amount of parking is also critical to the success of businesses and a neighbourhood, but also to ensure a balance between different modes of transportation.

Policies

a. Provide vehicular access to new developments via a lane. Where lane access is not feasible, choose a location for street access that minimizes conflict between vehicles and non-motorists, is the least visually dominant and offers opportunity for shared driveway use.

b. When it is unavoidable to locate driveways and garage doors in building frontages, ensure consideration is given to their incorporation into the building and landscaping design (e.g., recessing behind the main building line, breaking up of massing proportions).

c. Encourage on-street parking to support a mix of uses and improve the public realm throughout transit station areas, Activity Centres and Main Streets.

d. Consider parking relaxations where parking can be shared between different uses requiring parking at different times of the day, as identified through a parking study.

e. Encourage enhanced public realm improvements such as sidewalks, street trees and other public amenities for workers and visitors, where parking relaxations have been considered.

f. Locate parking underground or to the rear of buildings in Community building blocks whenever possible to minimize the impact on streetscape and pedestrian path and continuity and to maximize ground level space for landscaping.

g. When accessed from a public street, design and situate underground parking entrances and garage doors to provide an appealing entrance from the public street.

h. Where underground parking is not feasible, design and locate surface parking to provide safe, convenient fully accessible sidewalk and pathway connections.

Consider including policies in Local Area Plans to discourage front driveways in low scale residential areas where front drives do not presently predominate and there is existing lane access to the parcels.

6.5.1 Local area plan direction

Local area plans should consider current and anticipated parking demand within communities and identify local strategies to minimize potential impacts on a community. When assessing a community's parking needs, a local area plan should consider and address the following:

- the community framework and parking needs of different community blocks
- level of transit service
- pedestrian and bicycle infrastructure
- community parking inventory
- long and short-stay public parking supply.
- on-street parking supply and design (commercial and residential)
- how a community transitions to full build-out, with flexibility provided to accommodate desired long-term development outcomes
- parking management practices for commercial and residential parking.

6.5.2 Parking reduction scenarios

Within the Developed Areas, there are scenarios where reduced parking should be supported in order to achieve desired use and development outcomes for a community.

Policies

a. Support reduced parking for high density, mixed-use areas in Activity Centres, Main Streets and transit station areas. Consider a community's level of density, mix of uses, and transit, bicycle and pedestrian infrastructure that can support reduced parking supply as an area evolves and develops.

b. New multi-family residential buildings that propose no on-site parking, or significant on-site parking reductions, may be considered when the following criteria are met:

i. The building is located within a Major Activity Centre or on an Urban Corridor, and Light Rail Transit or other Primary Transit Service is provided within 300 metres walking distance of the building.

ii. Publicly accessible surface or structured parking is located within 300 metres actual walking distance of the building.

Example Improvements

Commercial development in predominantly residential areas (Neighbourhood building blocks)

Existing Policy	Draft New Policy
Design new commercial developments in these areas to reflect the surrounding residential area and locate on sites that meet one or more of the following criteria:	When considering commercial uses, site selection should meet one or more of the following situations:
i. Have on-site or adjacent development that makes residential use inappropriate.	i. The site is incompatible for a residential use or the adjacent development makes a residential use incompatible on that site.
ii. Have existing non-residential uses or existing buildings that are designed to accommodate non-residential uses, such as commercial or personal service.	ii. The site has existing buildings that are designed to accommodate commercial uses.
iii. Have a cluster or concentration of nearby commercial development already well established in the community.	iii. The site is in close proximity to existing concentration of commercial development within the community.
iv. Be located on a corner.	iv. The site is located on a corner.
v. Be located near local community facilities or amenities.	v. The site is in close proximity to local community facilities or amenities.