

Planning & Development Report to  
SPC on Planning and Urban Development  
2018 November 05

ISC: UNRESTRICTED  
PUD2018-1282

## International Avenue Area Redevelopment Plan

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### EXECUTIVE SUMMARY

The purpose of this report is to bring forward the International Avenue Area Redevelopment Plan (The Plan) that was drafted in collaboration with the Main Streets Initiative as the result of Council direction to amend the *Southeast 17 Corridor: Land Use and Urban Design Concept* (Corridor Concept Plan) to become a statutory document. Lands proposed for inclusion in The Plan are found in *the Forest Lawn/Forest Heights/Hubalta Area Redevelopment Plan* (ARP) and in the *Albert Park/Radisson Heights* ARP. Amendments to these policy plans will remove the land that will be included in The Plan. City initiated land use amendments (CPC2018-1185) have also been submitted concurrent to this application, to be heard on the same Council agenda.

Administration is recommending that Council rescind the existing non-statutory Corridor Concept Plan and replace it with The Plan. The Plan will help realize Council's direction to convert the existing document into a new statutory plan, address signage policy and regulations along the corridor, and clarify design guidelines, ensuring that development is better aligned with the *Developed Areas Guidebook* (DAG) of the *Municipal Development Plan* (MDP). Furthermore, an updated policy and land use amendment will create certainty for local stakeholders, providing a clear vision that achieves the MDP goals for Main Streets, shortens approval time for redevelopment through appropriate land use districts, and reinforces The City's investment in public realm improvements throughout the area.

This report contains the following components:

- Adopt the International Avenue Area Redevelopment Plan (The Plan) (Attachment 1);
- Amend *the Forest Lawn/Forest Heights Hubalta Area Redevelopment Plan* in support of the land use redesignation (Attachment 2); and
- Amend the *Albert Park/Radisson Heights Area Redevelopment Plan* in support of the land use redesignation (Attachment 3).

Calgary Planning Commission (CPC) provided input to help strengthen the Plan when it was brought forward to CPC on 2018 October 18 (CPC2018-1184).

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### **ADMINISTRATION RECOMMENDATION:**

That the SPC on Planning and Urban Development recommend that:

1. Rescind, by resolution the Southeast 17 Corridor Land Use and Urban Design Concept;
2. Adopt, by Bylaw, the proposed *International Avenue Area Redevelopment Plan*, in accordance with Administration's recommendation;
3. Give three readings to the proposed Bylaw;
4. Adopt, by Bylaw, the proposed amendments to the *Forest Lawn-Forest Heights / Hubalta Area Redevelopment Plan*, in accordance with Administration's recommendation;
5. Give three readings to the proposed Bylaw;
6. Adopt, by Bylaw, the proposed amendments to the *Albert Park / Radisson Heights Area Redevelopment Plan*, in accordance with Administration's recommendation; and
7. Give three readings to the proposed Bylaw.

### **RECOMMENDATION OF THE SPC on PLANNING AND URBAN DEVELOPMENT, DATED 2018 NOVEMBER 06:**

That with respect to Report PUD2018-1282, the following be approved:

That the SPC on Planning and Urban Development recommend that Council hold a Public Hearing on the following plans and bylaws and:

1. Direct this report (PUD2018-1282) to the December 10 Regular Public Hearing Meeting of Council to the Public Hearing portion of the Agenda to accommodate the required advertising;
2. RESCIND, by resolution the Southeast 17 Corridor Land Use and Urban Design Concept;
3. a) ADOPT, by bylaw, the proposed International Avenue Area Redevelopment Plan, in accordance with Administration's recommendation; and  
  
b) Give three readings to the proposed Bylaw **90P2018**;

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4. a) ADOPT, by bylaw, the proposed amendments to the Forest Lawn-Forest Heights / Hubalta Area Redevelopment Plan, in accordance with Administration's recommendation; and
  - b) Give three readings to the proposed Bylaw **91P2018**; and
5. a) ADOPT, by bylaw, the proposed amendments to the Albert Park / Radisson Heights Area Redevelopment Plan, in accordance with Administration's recommendation; and
  - b) Give three readings to the proposed Bylaw **92P2018**.

### PREVIOUS COUNCIL DIRECTION / POLICY

**At the 2017 April 10 Combined Meeting of Council, Council decided to:**

**ADOPT**, Moved by Councillor Chabot, Seconded by Councillor Woolley, that the SPC on Planning and Urban Development Recommendation contained in Report PUD2017-0241, be adopted, as follows:

That Council approve the Main Streets Implementation Plan.

**At the 2016 September 13 Combined Meeting of Council, Council decided to:**

**ADOPT**, Moved by Councillor Chabot, Seconded by Councillor Carra, that Councillor Chabot's Motion, NM2016-25 be adopted, **after amendment**, as follows:

NOW THEREFORE BE IT RESOLVED that the Planning & Development Department be directed to develop an area specific sign policy similar to the Stephen Avenue sign policy;

AND FURTHER BE IT RESOLVED that administration, in consultation with stakeholders, be directed to review and bring forward amendments to the 17th Avenue Corridor Study with the goal of having it approved as a statutory document and to return to Council at the Mid Cycle Adjustments deliberations with funding requests if required.

CARRIED

### BACKGROUND

The Corridor Concept Plan was originally adopted in 2010 as a non-statutory policy plan. While the Corridor Concept Plan established a long-term policy framework focused on urban design for 17 Avenue SE (International Avenue), it only provided general direction. A statutory plan is a plan prepared and adopted in accordance with the procedures outlined in the *Municipal Government Act*, including requirements for public notification, engagement, and public hearing. While both non-statutory and statutory plans must be considered by the development authority when reviewing a permit application, on appeal, non-statutory documents have lesser standing

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and may be disregarded, as the *Municipal Government Act* only requires appeal boards to have regard to statutory plans. A statutory document would enable development and signage consistency, protect the architectural and historical elements of International Avenue and capitalize upon the investment in the Southeast Bus Rapid Transit (BRT) project which is anticipated to be completed by the end of 2018.

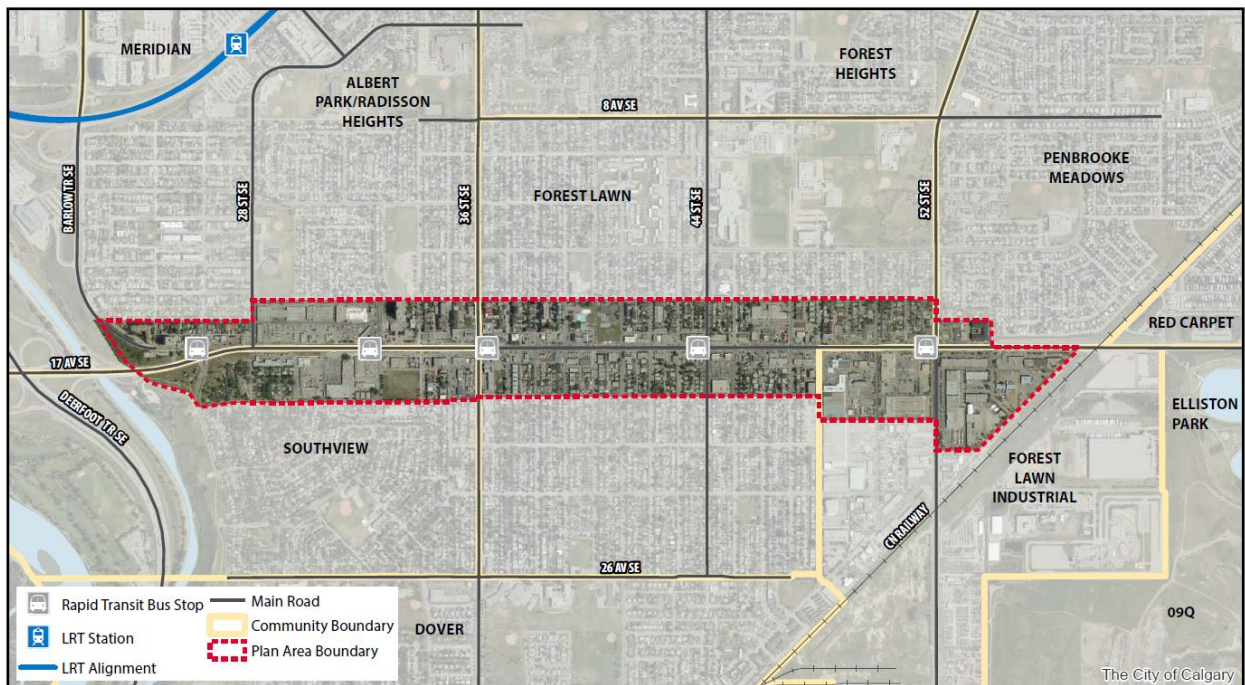
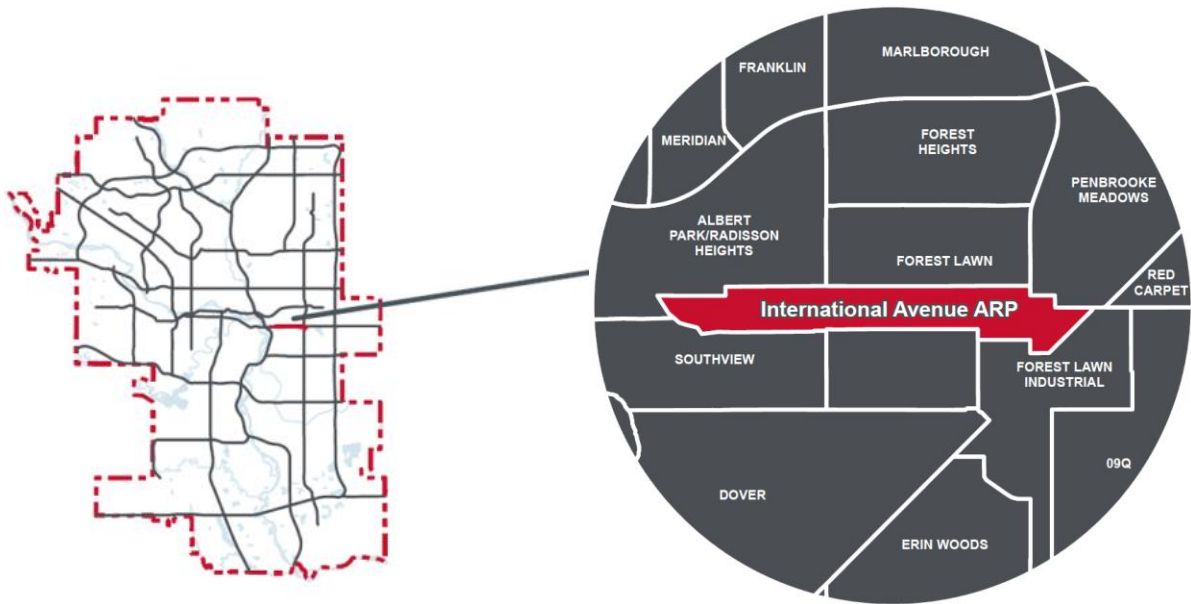
In 2016 September, Council directed Administration to investigate policy amendments to the Corridor Concept Plan to become a statutory document and to include signage policy specific to International Avenue (NM2016-25).

In 2017 April, Council approved the Main Streets Implementation Plan (PUD2017-0241 and PUD2018-0347) with a focus on the application of policies, goals and targets contained within the MDP.

As a result of the Council directions for International Avenue and the Main Street Initiative, the project teams combined the work into one project, the result of which is The Plan, amendments to *Forest Lawn/Forest Heights/Hubalta ARP*, the *Albert Park/Radisson Heights ARP*, and the City initiated land use amendments (CPC2018-1185) which have been submitted concurrent to this application and will be presented at the same Council meeting.

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### Location Maps



## **International Avenue Area Redevelopment Plan**

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### **Site Context**

The Plan consists of approximately 117 hectares (289 acres) and is located in the southeast quadrant of Calgary. The Plan is approximately five kilometres east of downtown and is one of the major corridors that provides for east/west commuting in and out of the city. Specifically, The Plan area is bounded by Barlow Trail SE and 26 Street SE to the west, 19 and 20 Avenue SE to the south, 16 Avenue SE to the north, and the Canadian National Railway line to the east. The area is characterized by a diverse population with rich cultural backgrounds. This has been a key contributing factor in the creation of the area known as “International Avenue”. The businesses in this area form part of the International Avenue Business Revitalization Zone (BRZ).

The existing development pattern generally features small-scale, local-oriented retail/commercial uses along most parts of the International Avenue, with large-scale commercial developments located in the east and west portions of The Plan area. This pattern reflects the historical development and function of International Avenue as both highway commercial and local retail. The street pattern in the area is based on a standard north/south, east/west rectangular grid. The north/south streets provide for excellent accessibility and interconnectivity between the commercial corridor and the adjacent residential communities. A typical block in The Plan area has one to three storey local retail and office uses with residential development across the lane. This pattern presents an early form of retail 'street wall'. However, the achievement of a more vibrant and walkable commercial street has been compromised by substantial areas of surface parking in front of many buildings as well as the concentration of auto-oriented uses along some parts of International Avenue. Although some multi-residential buildings have been developed over the past couple decades on the blocks behind the commercial corridor, low-density residential development is the predominant land use in these areas.

In general, based on the analysis of existing development and the construction of the new Southeast BRT Transit way, there is significant redevelopment potential in The Plan area.

## **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

### ***The Plan***

The Plan supports the enhancement of the established community with existing infrastructure into a more transit-focused, liveable and distinctive mixed-use community.

To respect the outcome of the public engagement held for the Corridor Concept Plan from 2008 to 2010, Administration maintained the vision and core ideas that the community supported. The Plan envisions International Avenue as a multi-modal Urban Boulevard with three distinctive character zones: a gateway (Western Gateway) to welcome visitors and mark the entrance, a vibrant central shopping street and activity hub (Central Boulevard), and a landscaped corridor (Eastern Parkway) extending to Stoney Trail at the eastern city limit. Different streetscapes, land uses, building heights and design criteria are applied to help achieve the specific objectives of each character zone.

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The Plan identifies the 36 Street SE and 52 Street SE intersections along International Avenue major transit hubs. These multi-functional hubs provide strategic locations for higher density developments and support connectivity to areas outside The Plan area. They also act as the transition between the three character zones. Given the distance between the two identified major transit hubs, secondary transit hubs are also identified at 28 Street, 33 Street and 44 Street SE. In addition to serving as transit hubs, these locations provide concentrated services at a neighbourhood level.

The area will become a commercial destination that balances serving the local commercial needs while supporting the broader region outside The Plan area, with specialty services that will also attract people from the entire region. The Plan promotes the community character and cultural diversity of the area by providing for a wide range of housing choices and by its place-making approaches.

The proposed sign policy within The Plan has been developed to create a local vision and identify how signs should respond to the community character of International Avenue. This policy is specific to the local context. Since parcels along the Main Street have multiple land use districts that are used city wide, Administration determined that having these policies in The Plan would be the most strategic way to ensure that signage relates to this particular area. Specifically, signage policy ensures conformance of future signage with city-wide policies, as well as protecting heritage signage along International Avenue.

The objectives of the proposed Plan are to:

- a. replace and rewrite the existing non-statutory Corridor Concept Plan with a new statutory plan;
- b. address signage policy and regulations along the corridor;
- c. incorporate the polices of the newly adopted *Developed Areas Guidebook (DAG)*;
- d. reinforce the principles of the *MDP, Calgary Transportation Plan (CTP)*; and the *Southeast 17 Corridor Transportation Plan*;
- e. support the city-initiated land use amendments that is concurrent to this policy, which supports growth and redevelopment that aligns with local policies;
- f. incorporate the DAG's building blocks that support community development, economic vitality, and sustainable transportation modes including walking, cycling and transit;
- g. reinforce the positive character, quality and stability of existing neighbourhoods in the surrounding area;
- h. assist in achieving complete communities where people can live, work, learn, shop and find recreation;
- i. identify strategies for facilitating public improvement and infrastructure upgrading; and
- j. support the findings from various public engagements since 2003 until present.

### Policy Overview

Recognizing that The Plan impacts many local communities with different contexts and physical patterns, and that there are existing characteristics that are highly valued by local communities, three distinct Character Zones are proposed based on planning analysis and community input.

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The Western Gateway Zone (from 26 Street SE to 36 Street SE) is intended to provide a gateway district with strong visual impact that evokes a sense of arrival to International Avenue. The Western Gateway zone will welcome visitors, reduce traffic speed and visually define the entranceway through building design and a pedestrian-friendly streetscape. The Western Gateway zone contains the 28 Street SE, 33 Street SE and 36 Street SE BRT Stations, and includes the Main Street Village which is recognized as a distinct character area with unique building designs and streetscape features. The Main Street Village area features specialty shops, a linear park and a mixture of diverse but compatible land uses and building heights.

The Central Boulevard Zone (from 36 Street SE to 52 Street SE) is intended to create a retail hub and a core area for community activities. The Central Boulevard Zone provides for a vibrant, active and pedestrian-oriented retail environment, creating places for social interaction and community engagement, and building a compact, dynamic and mixed-use urban centre. The Central Boulevard Zone contains 36 Street SE, 44 Street SE and 52 Street SE BRT stations and envisions a continuous street wall development. Developments in this zone feature small-scale, active store frontages and clustered restaurants and outdoor cafes that are facing a tree-lined boulevard and many compact street parks (street corner parks or pocket parks between buildings).

The Eastern Parkway Zone (from 52 Street SE to Stoney Trail) represents the eastern terminus of the Plan Area that will combine residential and commercial uses to the north and a mix of commercial and light industrial uses to the south. The Eastern Parkway Zone will have a decrease in the intensity of the Main Street. Due to the connectivity of the lands that form the Eastern Parkway Zone, this area has a light industrial characteristic on parts of the land, while introducing the opportunity for more residential uses and a community centre adjacent to the Main Street.

### Land Use Policy

Development in The Plan will support a variety of building types and vertical and horizontal mixed uses. Building blocks found in The Plan are based on those established in the DAG, Volume 2, Part 3 of the MDP, whereby each building block has a range of land use districts. Building blocks along International Avenue are intended to meet the minimum intensity of the Urban Main Street typology as defined in Volume 1 of the MDP. Policies within The Plan provide detailed guidance as to the appropriate land use and built form.

The following building blocks are found in the Plan:

<b>Community – High Density</b>	Is located around the main transit node of 36 Street SE and in a few sites where higher density is identified. This building block is intended to facilitate high intensity residential and mixed-use development with large scale residential and non-residential uses.
<b>Community – Centre</b>	Is located throughout The Plan fronting onto International Avenue. It is characterized by a fine grain network of streets, wider sidewalks to encourage pedestrian activities, active streets and buildings set close to frontages to support higher levels of commercial and residential intensity.



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<b>Community – Mid-Rise</b>	Is located throughout The Plan fronting International Avenue. It is intended to accommodate a mix of mid-rise buildings that contain residential and commercial uses that create an active vibrant Main Street. Other uses that may be considered appropriate include schools, daycares, places of worship and civic uses.
<b>Active Frontage</b>	These policies apply specifically to the area classified as Main Street Village. Active Frontages are the portions of buildings where the ground floor commercial uses contribute to activity on the streets throughout the day and evening. This designation indicates the requirement for high-quality building and public realm design that will enhance the pedestrian experience and contribute to the vibrancy of the Main Street Village area.
<b>Special Areas</b>	These policies apply specifically to the areas classified as “Special Area” where auto-service uses or drive-through uses are allowed.
<b>Future Comprehensive Development</b>	These areas identify future land uses and require detailed site planning. It applies to the existing large parcels along the Main Street currently developed with one storey large format developments that have extensive surface parking areas abutting International Avenue and the flanking streets.
<b>Neighbourhood – Low-Rise</b>	This building block type is proposed outside much of the Main Street as a transitional use between the mixed use development fronting International Avenue and the low density residential areas in the communities to the north and south.
<b>Employment – Industrial</b>	Located in the eastern end of The Plan. It provides for a broad variety of industrial uses and intensities, protecting industrial land for primarily industrial uses, while allowing strategic non-industrial uses to support employees in the area.

### ***Main Streets Initiative***

From 2015 September to 2016 June, the Main Streets Initiative focused on analysis and evaluation of a variety of factors that influence growth and change in the Main Streets areas. This included detailed analysis of feedback from stakeholders, review of the existing policy, land use districts and parking requirements. It also looked at current and future market demand and growth forecasts, infrastructure capacity within the Main Street areas and costs to redevelop streets and sidewalks that align with the *Calgary Transportation Plan* and the *Complete Streets Guide*.

### Local Area Plan Amendments

The *Albert Park/Radisson Heights ARP* and the *Forest Lawn/Forest Heights Hubalta ARP* identify International Avenue as a growth and redevelopment area, but do not provide up-to-date guidance for mixed-use and commercial development due to the age of these plans. As such, the ARPs do not allow for complementary and supportive ground-oriented residential forms within their plan areas.

## **International Avenue Area Redevelopment Plan**

The amendments proposed as part of this application align the ARPs with the MDP, and support the City's overall vision for Albert Park/Radisson Heights and Forest Lawn/Forest Heights Hubalta as urban and neighbourhood main streets. The amendments provide more appropriate guidance for mixed-use, commercial, and residential intensification along and nearby International Avenue. Specifically, the proposed amendments will remove the commercial lands along International Avenue from the ARPs and relocate them into The Plan area boundary. See Attachment 2 for *Forest Lawn/Forest Heights Hubalta* ARP Map and Attachment 3 for *Albert Park/Radisson Heights* ARP Map.

### ***Implementation***

The Main Streets implementation strategy includes streetscape master plan design work for public realm, street cross-section, traffic calming/management, options for all modes (if not within the cross-section, then potentially on nearby parallel routes), and parking management. This streetscape master plan design work for International Avenue is funded through the BRT construction budget.

Actual uptake of redevelopment opportunities enabled by the proposed redesignations, that is concurrent to this policy, and ARP amendments are likely to take place over multiple decades. Through the development permit process, Administration will have the opportunity to ensure that the details of each project (streetscape, walking and cycling access and facilities, as well as vehicle access, parking, and loading) are satisfactory.

The proposed changes are expected to help International Avenue evolve into a vibrant destination with a mix of amenities serving the local neighbourhood and attracting Calgarians from across the city, supported by a wider range of housing options and investments in public space and streetscape. This in turn is expected to stimulate further redevelopment of the area.

### **Calgary Planning Commission Review**

On 2018 October 18, Administration presented The Plan to Calgary Planning Commission (CPC) (CPC2018-1184). CPC had questions and comments regarding the proposed plan, specifically on i) the hierarchy between The Plan and the DAG, ii) the inclusion of Elliston Park on the location map, iii) updating the terminologies of the building blocks on the maps to be consistent with the DAG, and iv) adding an appendix showing a cross section of International Avenue reflecting what was constructed by the Southeast BRT project.

As a result of CPC's input, Administration made edits to the proposed Plan to respond to the comments received, with the exception of adding an appendix showing the existing cross section of International Avenue. Administration's rationale for this exclusion is based on the principle that local area policy documents are intended to reflect the vision for the future, and that illustrating existing conditions does not align with the intention of a new policy document.

Please see Attachment 7 for additional details of the review and Administration's response.

## **International Avenue Area Redevelopment Plan**

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### **Infrastructure**

#### ***Transportation Networks***

The Plan's policy amendments help to achieve CTP transportation goals relating to:

- alignment of infrastructure investment and land use direction;
- affordable mobility and universal access; and
- strengthening the value proposition for walking, cycling, and public transit.

#### **Context/transportation networks**

The grid layout creates a mobility framework with many options for access to development sites for all modes of transportation. Redevelopment of sites along the Main Street will benefit from:

- a robust grid of streets, allowing vehicle access from defined intersections and dispersal of local access and on-street visitor parking across multiple streets;
- frequent transit service within walking distance along the Primary Transit Network; and
- established walking and cycling infrastructure including complete sidewalk networks, on- and off-street cycling routes, and the city's pathway network.

Although ARP amendments are strategically located, the Main Streets program and other City initiatives, such as RouteAhead and the Pedestrian Strategy, have identified critical improvements to the infrastructure for all modes of transportation that will require further investment in order to support The City's long-term vision.

The Plan area benefits from proximity to the Centre City, as well as service on Routes #1 and BRT with Primary Transit Network status for service along International Avenue. Through the grid of neighbourhood streets and collector roads, redevelopment sites have easy access to arterial streets, urban boulevards, neighbourhood boulevards, and the skeletal road network.

#### ***Utilities and Servicing***

All applicable policies regarding utility infrastructure will be located in the MDP Volume 2 Part 3 - DAG. Several identified utility infrastructure upgrades are already occurring along this street through the Southeast BRT project.

As the Main Streets program continues to develop, Administration is working on a number of initiatives aimed at viable and successful redevelopment. This work includes:

1. Sanitary, potable water, and fire flow capital upgrade analyses for International Avenue have been performed to ensure that utility servicing can support the ultimate proposed land use and intensity increases. City budgets are informed with current and long-range assessments of major infrastructure improvements that could be triggered by increased Main Streets intensities.

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2. Contribution to Calgary Growth Strategies' Industry/City Work Plan: Established Areas Initiative. This initiative undertakes cross-departmental actions to reduce barriers to redevelopment. This includes, but is not limited to:
  - Piloting communities and specific development sites to identify, plan, and prioritize technical requirements to enable redevelopment.
  - Review underutilized road rights-of-way on key corridors to increase flexibility of use of space.
  - Development of funding tools to support developed areas investment.
  - Review of the Centre City Levy program within updated legislative framework.
  - Work towards a strategic growth plan for the established areas.
3. Continued One Calgary alignment. This will ensure that any necessary capital investments have ample time to be budgeted for and aligned with other Business Unit needs, including streetscape master plan improvements, road surface improvements, potential Water Resources upgrades, etc.
4. An ongoing commitment from Water Resources to support redevelopment where applicant-triggered infrastructure upgrades may create opportunities to improve utility networks in ways that benefit a larger set of redevelopment sites.

### **Stakeholder Engagement, Research and Communication**

The communities adjacent to The Plan area (Forest Lawn, Albert Park, Radisson Heights, Southview and Penbrooke Meadows) were provided opportunities to comment on The Plan. A two-phased engagement and communications strategy was developed in order to be wide-reaching in the affected communities and to facilitate meaningful opportunities for engagement, both in-person and online. The Engage Spectrum level for this project is Listen and Learn which is defined as "We will listen to stakeholders and learn about their plans, views, issues, concerns, expectations and ideas."

Stakeholders were asked to review the proposed revisions to The Plan and provide input. They were also asked to review the proposed land use districts and consider the balance of commercial and residential uses. Additionally, stakeholders were able to share any other ideas or comments on the information provided. See Attachment 4 for 2018 Final Engagement Summary Report

#### ***Engagement and public meeting***

Due to the continuous and iterative nature of The Plan work, community and stakeholder engagement happened over multiple years through multiple meetings. In the period between 2007 and 2010, the Corridor Concept Plan was completed with significant engagement.

As result of Council direction in 2016 September to update the Corridor Concept Plan to become a statutory document, several meetings and open houses were offered for landowners, stakeholders and residents to provide their feedback and input on The Plan and on the

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conceptual land use amendment. Two information sessions were held, the first one in 2017 November and the second in 2018 January, with online opportunities to provide input at the same time as these in-person opportunities, followed by additional discussions with landowners and community associations as requested.

The 2017 November information session presented the first draft of The Plan as well as a model for the proposed land use amendment reflecting the scale of development ranges in the DAG, supported by examples of building forms and types. This new land use district pattern was vetted with residents and stakeholders and then refined after input from the second information session in 2018 January. The finalized land use pattern determined the required amendments to the *Albert Park/Radisson Heights ARP* and the *Forest Lawn/Forest Heights Hubalta ARP*. This proposal was mailed to all impacted property owners with specific details on the recommended land use redesignations for the plan area.

The majority of comments received from community residents support The Plan and the idea of improving the street, which would in turn encourage more businesses to locate along International Avenue and improve the area. However, concerns regarding traffic have been expressed, including flow, and vehicular and pedestrian safety.

A total of 127 people attended both information session events held at the Forest Lawn Community Centre. In addition, approximately 390 pieces of feedback from in person and online opportunities were received. A summary of engagement events is listed below:

- November 2017 – Information Café. Gather public input on draft policy and review of proposed Developed Areas Guidebook building blocks.
- January 2018 – Open House. Share Information Café outcomes, draft policy plan, and gather public input on proposed rezoning.
- March 2018 – Meeting with Albert Park CA (APRHCA) to share engagement outcomes and the relevant Albert Park ARP amendments.
- March 2018 – Meeting with Forest Lawn CA (FLCA) to share engagement outcomes and the relevant Forest Lawn ARP amendments. (No concerns were raised at the time of the meeting and the Open House. Administration received no comments)
- April 2018 – Meeting with Albert Park CA (APRHCA) to share the draft for the Albert Park ARP amendments. Both, the current and the amended Albert Park ARP versions were shared with the CA's members as hard copies and electronically.
- September 2018 – Last meeting with Albert Park CA (APRHCA) to share the final draft for the Albert Park ARP amendments. See Attachment 6 for Albert Park Response

The project team has met three times with the International Avenue BRZ to discuss signage policies and the development of the updated ARP. The BRZ is generally in support of The Plan and associated amendments. See Attachment 5 for International Avenue BRZ Supporting Letter.

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### **Strategic Alignment**

#### South Saskatchewan Regional Plan (Statutory, 2014)

The site is located within the 'City, Town' area as identified on Schedule C: South Saskatchewan Regional Plan Map in the *South Saskatchewan Regional Plan (SSRP)*. While the SSRP makes no specific reference to this corridor, the proposal is consistent with policies on Land Use Patterns.

#### Municipal Development Plan (Statutory, 2009)

The MDP identifies the Plan area as an Urban Main Street Typology with emphasis on a multi-modal boulevard fronted by a mix of higher intensity residential and business uses that foster a vibrant street environment. The MDP establishes a minimum intensity threshold of 200 jobs and population per gross developable hectare. The proposed Plan has established a series of objectives and policies to implement the MDP goals for Urban Main Streets. Additionally, realization of this Plan will achieve the MDP's objective for area growth.

The building blocks proposed as part of The Plan are based on those found in the DAG, Volume 2, Part 3 of the MDP. The proposed Plan has been organized in order to maintain consistency with the layout of the DAG.

#### Calgary Transportation Plan (Statutory, 2009)

The CTP identifies International Avenue as an Urban Boulevard where highest priority should be given to walking, cycling and transit and where the "Complete Street" policies should be implemented. This is the main objective of the proposed Southeast 17 Corridor Transportation Plan that is represented in the Streetscape Section in the Corridor Concept Plan. Moreover, the Corridor Concept Plan has demonstrated the focus on transit, pedestrian and cyclists by emphasizing pedestrian-oriented land uses and numerous urban design solutions.

#### Albert Park/Radisson Heights Area Redevelopment Plan (Statutory, 1989)

Adopted by Council in 1980, the Albert Park/Radisson Heights ARP identifies 17 Avenues SE as growth and redevelopment areas, but does not provide up-to-date guidance for mixed-use and commercial development, and does not allow for complementary and supportive ground-oriented residential forms nearby.

The amendments proposed as part of this application align the ARP with the MDP, support the City's overall vision for Albert Park/Radisson Heights urban and neighbourhood main streets, and provide more appropriate guidance for mixed-use, commercial, and residential intensification along and nearby International Avenue.

#### Forest Lawn/Forest Heights Hubalta Area Redevelopment Plan (Statutory, 1995)

Adopted by Council in 1995, the Forest Lawn ARP identifies 17 Avenue SE as growth and redevelopment areas, but does not provide up-to-date guidance for mixed-use and commercial development, and does not allow for complementary and supportive ground-oriented residential forms nearby.

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The amendments proposed as part of this application align the ARP with the MDP, support the City's overall vision for Forest Lawn urban and neighbourhood main streets, and provide more appropriate guidance for mixed-use, commercial, and residential intensification along and nearby International Avenue.

### **Social, Environmental, Economic (External)**

The proposed statutory policy, along with the proposed land use districts, will guide development in The Plan area towards the creation a vibrant, transit-focused, liveable and distinctive mixed use community.

#### ***Social***

The Plan will provide opportunities for a broad range of housing and employment options in a mixed use context to allow those that live and work in the area to meet some of their daily needs without the use a personal vehicle.

#### ***Environmental***

##### **Environmental Sustainability**

An Environmental Site Assessment was not required.

##### **Environmental Sustainability**

Efficient use of land and resources is a key aspect of working toward environmental sustainability. The approach to concentrate jobs and population on Main Streets that are well served by public transit, and where people can walk or cycle to meet many of their daily needs results in reduced dependence on the private automobile and greater mobility choice. Reduced automobile dependence also leads to corresponding reductions in greenhouse gas emissions, as 36 percent of all emissions in Calgary come from vehicular transportation. More efficient use of land for development also contributes to reducing impacts on the environment and natural systems both within the city and regionally.

#### ***Economic***

Long term land use policy and City initiated land use district amendments represent a strategic approach to ensure an adequate supply of housing and employment space to keep pace with demands in the established communities. Supporting such supply increases in locations with existing and planned infrastructure is a key component in reducing the fiscal impact of growth, while also acting to attenuate pressure on housing affordability.

## **International Avenue Area Redevelopment Plan**

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### **Financial Capacity**

#### ***Current and Future Operating Budget:***

Calgary Transit and Roads are providing operating budgets for 17 Avenue S.E. BRT transit facilities and the upgraded 17 Avenue S.E. roadway. Calgary Transit, Roads, Parks and Recreation, as part of normal business operations, monitor and determine future needs for expanding services levels. As these departments identify these new citizen needs, those departments will determine future capital budget requirements.

#### ***Current and Future Capital Budget:***

The construction of the 17 Avenue S.E. BRT project provides a complete street upgrade for the full width of the road right of way with new sidewalks, intersection signals and transit facilities. This construction project is fully funded and set to begin operation in the fall of 2018. The Main Streets program is not proposing any new funding for 17 Avenue S.E. as the new road cross section will support Council's policy objectives and new private developments for years to come.

As identified by other departments, any future transit, parks or road upgrades will be provided within the framework of the proposed Plan. Individual departments will determine future capital budget requirements and provide this infrastructure consistent with policies in the Plan.

### **Risk Assessment**

Citizen and stakeholder interest and potential monetary investment in new development is very high for the Main Street areas. This current opportunity will be leveraged with City of Calgary actions to facilitate growth in identified strategic areas such as the International Avenue. Not proceeding with guiding policy and land use redesignations could slow momentum created with many stakeholders and potentially develop mistrust with citizens and the development industry.

#### **REASONS FOR RECOMMENDATIONS:**

Administration is recommending approval of The International Avenue Area Redevelopment Plan and the proposed amendments to the Albert Park/Radisson Heights Area Redevelopment Plan and the Forest Lawn-Forest Heights/Hubalta Area Redevelopment Plan for the following reasons;

- The proposal responds to Council's direction to replace and rewrite the existing non-statutory Corridor Concept Plan with a new statutory plan that includes an area specific sign policy;
- The proposal responds to Council direction to identify appropriate locations for Main Street development; and
- The International Avenue Area Redevelopment Plan will guide development to create a denser, mixed-use area served by a Bus Rapid Transit reserved transit way.



Planning & Development Report to  
SPC on Planning and Urban Development  
2018 November 05

ISC: UNRESTRICTED  
PUD2018-1282

## International Avenue Area Redevelopment Plan

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### **ATTACHMENTS**

1. Attachment 1– Proposed *International Avenue Area Redevelopment Plan*
2. Attachment 2– *Forest Lawn/Forest Heights Hubalta Area Redevelopment Plan*
3. Attachment 3– *Albert Park/Radisson Heights Area Redevelopment Plan*
4. Attachment 4– Final Engagement Summary Report 2017/18
5. Attachment 5– International Avenue BRZ Supporting Letter
6. Attachment 6– Albert Park Community Association Supporting Letter
7. Attachment 7– Calgary Planning Commission Review & Administration’s Response
8. **Attachment 8 – Proposed Bylaw 90P2018\**
9. **Attachment 9 – Proposed Bylaw 91P2018**
10. **Attachment 10 – Proposed Bylaw 92P2018**