

**Planning & Development Report to
Calgary Planning Commission
2018 October 18**

**ISC: UNRESTRICTED
CPC2018-1185
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**City Initiated Land Use Amendment - International Avenue (17 Avenue SE) -
LOC2017-0371**

EXECUTIVE SUMMARY

International Avenue (17 Avenue SE) is identified as a main street and is located in the communities of Albert Park, Forest Lawn, Southview and Penbrooke Meadows. The purpose of this report is to bring forward city-initiated land use amendments to various properties within the Albert Park, Forest Lawn and Southview areas in accordance with Council's direction.

The proposed *International Avenue Area Redevelopment Plan* (ARP) and the amendments to existing Area Redevelopment Plans (CPC2018-1184) have been reviewed concurrently with this application and to be heard on the same Calgary Planning Commission and Council Meeting agendas.

The Council approved Main Streets Implementation Plan (PUD2017-0241 and PUD2018-0347) provides direction and a process to support the achievement of goals and targets contained within the Municipal Development Plan (MDP). The initiative is creating more opportunity for private investment to build a more complete community, along with infrastructure investment by The City of Calgary in the public realm for priority MDP corridor areas.

Administration is recommending that Council approve the land use amendments in this report that are associated with the proposed International Avenue ARP and the associated policy amendments (CPC2018-1184) to create certainty for local stakeholders, achieve the MDP goals for Main Streets, shorten approval time for redevelopment with the appropriate land use districts, and complement the recent investments in public realm improvements throughout the area.

Specifically,

- Redesignate portions of the main street to Mixed Use General (MU-1) District and Mixed Use Active Frontage (MU-2) District (Attachment 3);
- Redesignate portions of the main street to Multi-Residential Contextual Low Profile (M-C1) District (Attachment 3); and
- Redesignate the main street's adjacent transition areas to Residential - Grade-Oriented Infill (R-CG) District (Attachment 3).

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ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission recommend that Council hold a Public Hearing; and

1. **ADOPT**, by bylaw, the proposed redesignation of 31.726 hectares \pm (78.395 acres \pm) located at various addresses (See Attachment 1) from Residential-One Dwelling (R-C1) District and Residential – Contextual One / Two Dwelling (R-C2) District **to** Residential – Grade-Oriented Infill (R-CG) District; and
2. Give three readings to the proposed Bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 22.808 hectares \pm (56.358 acres \pm) located at various addresses (See Attachment 1) from Residential – One Dwelling (R-C1) District, Residential – Contextual One / Two Dwelling (R-C2) District and DC Direct Control District **to** Residential – Grade-Oriented Infill (R-CG) District and Multi-Residential – Contextual Low Profile (M-C1) District; and
4. Give three readings to the proposed Bylaw.
5. **ADOPT**, by bylaw, the proposed redesignation of 13.618 hectares \pm (33.651 acres \pm) located at various addresses (See Attachment 1) from Residential – One Dwelling (R-C1) District, Residential – Contextual One / Two Dwelling (R-C2) District, DC Direct Control District, Multi-Residential – Contextual-Oriented (M-CG) District, Commercial – Corridor 2 (C-COR2) District and Special Purpose – Community Institution District (S-C1) District **to** Residential – Grade-Oriented Infill (R-CG) District, Multi-Residential – Contextual-Oriented (M-CG) District, Multi-Residential – Contextual Low Profile (M-C1) District, Multi-Residential – High Density Low Rise (M-H1) District, Mixed Use – Active Frontage (MU-2f2.0h10) District, Mixed Use – Active Frontage (MU-2f3.0h23) District, Mixed Use - Active Frontage (**MU-2f5h27**) District and Mixed Use - Active Frontage (MU-2f4.5h20) District; and
6. Give three readings to the proposed Bylaw.
7. **ADOPT**, by bylaw, the proposed redesignation of 13.184 hectares \pm (32.576 acres \pm) located at various addresses (See Attachment 1) from Residential – Contextual One / Two Dwelling (R-C2) District, DC Direct Control District, Multi-Residential – Contextual-Oriented (M-CG) District, Multi-Residential – Contextual Low Profile (M-C1) District, Commercial – Corridor 1 (C-COR1) District and Commercial – Corridor 2 (C-COR2) District **to** Multi-Residential – Contextual Low Profile (M-C1) District, Multi-Residential – Contextual Medium Profile (M-C2) District, Mixed Use - General (MU-1f2.0h12) District, Mixed Use - General (MU-1f3.0h46) District, Mixed Use - General (MU-1f5.0h37) District, Mixed Use – Active Frontage (MU-2f3.0h46) District, Mixed Use - Active Frontage (MU-2f4.5h20) District, Mixed Use - Active Frontage (MU-2f4.5h23) District, Mixed Use - Active Frontage (MU-2f5.0h26) District and Mixed Use - General (MU-1f3.0h16) District, **MU-1f1h10, MU-1f1h10**; and

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8. Give three readings to the proposed Bylaw.
9. **ADOPT**, by bylaw, the proposed redesignation of 17.135 hectares \pm (42.339 acres \pm) located at various addresses (See Attachment 1) from Residential – One Dwelling (R-C1) District, Residential – Contextual One / Two Dwelling (R-C2) District, Multi-Residential – Contextual-Oriented (M-CG) District, Multi-Residential – Contextual Low Profile (M-C1) District, DC Direct Control District, Commercial – Corridor 1 (C-COR1) District and Commercial – Corridor 2 (C-COR2) District **to** Multi-Residential – Contextual Low Profile (M-C1) District, Mixed Use - General (MU-1f4.5h20) District and Mixed Use - Active Frontage (MU-2f4.5h20) District, **MU-2f4.5h22**; and
10. Give three readings to the proposed Bylaw.
11. **ADOPT**, by bylaw, the proposed redesignation of 14.952 hectares \pm (36.946 acres \pm) located at various addresses (See Attachment 1) from Residential – One Dwelling (R-C1) District, Residential – Contextual One / Two Dwelling (R-C2) District, Multi-Residential – Contextual-Oriented (M-CG) District, DC Direct Control District, Commercial – Neighbourhood 2 (C-N2) District and Commercial – Corridor 2 (C-COR2) District **to** Multi-Residential – Contextual Low Profile (M-C1) District, Mixed Use - General (MU-1f3.0h16) District, Mixed Use - General (MU-1f4.5h20) District and Mixed Use - Active Frontage (MU-2f3.0h16) District; and
12. Give three readings to the proposed Bylaw.

**RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, DATED 2018
 OCTOBER 18:**

That with respect to Report CPC2018-1185, the following be approved, **after amendment**:
 That Calgary Planning Commission recommends that Council:

1. **Hold a Public Hearing during a future Public Hearing of Council;**
2. ADOPT, by bylaw, the proposed redesignation of 31.726 hectares \pm (78.395 acres \pm) located at various addresses (See Attachment 1) from Residential-One Dwelling (R-C1) District and Residential – Contextual One / Two Dwelling (R-C2) District to Residential – Grade-Oriented Infill (R-CG) District;
3. Give three readings to the proposed **Bylaw 282D2017**;
4. ADOPT, by bylaw, the proposed redesignation of 22.808 hectares \pm (56.358 acres \pm) located at various addresses (See Attachment 1) from Residential – One Dwelling (R-C1) District, Residential – Contextual One / Two Dwelling (R-C2) District and DC Direct Control District to Residential – Grade-Oriented Infill (R-CG) District and Multi-Residential – Contextual Low Profile (M-C1) District;
5. Give three readings to the proposed **Bylaw 283D2018**;
6. ADOPT, by bylaw, the proposed redesignation of 13.618 hectares \pm (33.651 acres \pm) located at various addresses (See Attachment 1) from Residential – One Dwelling (R-C1) District, Residential – Contextual One / Two Dwelling (R-C2) District, DC Direct

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Control District, Multi-Residential – Contextual-Oriented (M-CG) District, Commercial – Corridor 2 (C-COR2) District and Special Purpose – Community Institution District (S-C1) District to Residential – Grade-Oriented Infill (R-CG) District, Multi-Residential – Contextual-Oriented (M-CG) District, Multi-Residential – Contextual Low Profile (M-C1) District, Multi-Residential – High Density Low Rise (M-H1) District, Mixed Use – Active Frontage (MU-2f2.0h10) District, Mixed Use – Active Frontage (MU-2f3.0h23) District, **Mixed Use - Active Frontage (MU-2f5.0h27) District** and Mixed Use - Active Frontage (MU-2f4.5h20) District;

7. Give three readings to the proposed **Bylaw 284D2018**;
8. ADOPT, by bylaw, the proposed redesignation of 13.184 hectares ± (32.576 acres ±) located at various addresses (See Attachment 1) from Residential – Contextual One / Two Dwelling (R-C2) District, DC Direct Control District, Multi-Residential – Contextual-Oriented (M-CG) District, Multi-Residential – Contextual Low Profile (M-C1) District, Commercial – Corridor 1 (C-COR1) District and Commercial – Corridor 2 (C-COR2) District to Multi-Residential – Contextual Low Profile (M-C1) District, Multi-Residential – Contextual Medium Profile (M-C2) District, **Mixed Use - General (MU-1f1.0h10) District**, Mixed Use - General (MU-1f2.0h12) District, Mixed Use - General (MU-1f3.0h46) District, **Mixed Use - General (MU-1f4.5h20) District**, Mixed Use - General (MU-1f5.0h37) District, Mixed Use – Active Frontage (MU-2f3.0h46) District, Mixed Use - Active Frontage (MU-2f4.5h20) District, Mixed Use - Active Frontage (MU-2f4.5h23) District, Mixed Use - Active Frontage (MU-2f5.0h26) District and Mixed Use - General (MU-1f3.0h16) District;
9. Give three readings to the proposed **Bylaw 285D201**;
10. ADOPT, by bylaw, the proposed redesignation of 17.135 hectares ± (42.339 acres ±) located at various addresses (See Attachment 1) from Residential – One Dwelling (R-C1) District, Residential – Contextual One / Two Dwelling (R-C2) District, Multi-Residential – Contextual-Oriented (M-CG) District, Multi-Residential – Contextual Low Profile (M-C1) District, DC Direct Control District, Commercial – Corridor 1 (C-COR1) District and Commercial – Corridor 2 (C-COR2) District to Multi-Residential – Contextual Low Profile (M-C1) District, Mixed Use - General (MU-1f3.5h22) District, Mixed Use - General (MU-1f4.5h20) District, **Mixed Use - Active Frontage (MU-2f4.5h22)** and Mixed Use - Active Frontage (MU-2f4.5h20) District;
11. Give three readings to the proposed **Bylaw 286D2018**;
12. ADOPT, by bylaw, the proposed redesignation of 14.952 hectares ± (36.946 acres ±) located at various addresses (See Attachment 1) from Residential – One Dwelling (R-C1) District, Residential – Contextual One / Two Dwelling (R-C2) District, Multi-Residential – Contextual-Oriented (M-CG) District, DC Direct Control District, Commercial – Neighbourhood 2 (C-N2) District and Commercial – Corridor 2 (C-COR2) District to Multi-Residential – Contextual Low Profile (M-C1) District, Mixed Use - General (MU-1f3.0h16) District, Mixed Use - General (MU-1f4.5h20) District and Mixed Use - Active Frontage (MU-2f3.0h16) District; and
13. Give three reading to the proposed **Bylaw 287D2018**.

PREVIOUS COUNCIL DIRECTION / POLICY

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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

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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.

BACKGROUND

In 2016 September, Council directed Administration to investigate policy amendments to the *Southeast 17 Corridor: Land Use and Urban Design Concept* (Corridor Concept Plan) to become a statutory document and to include signage policy specific to 17 Avenue SE (NM2016-25).

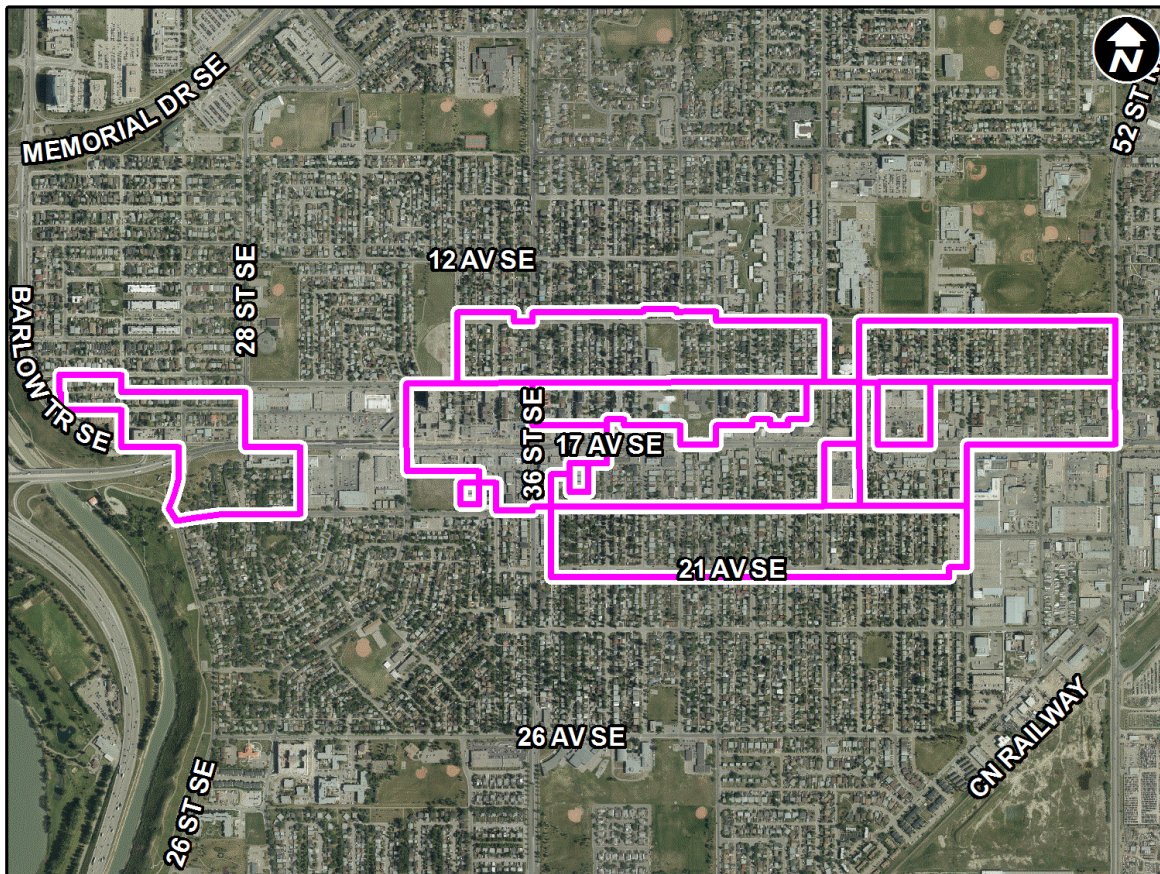
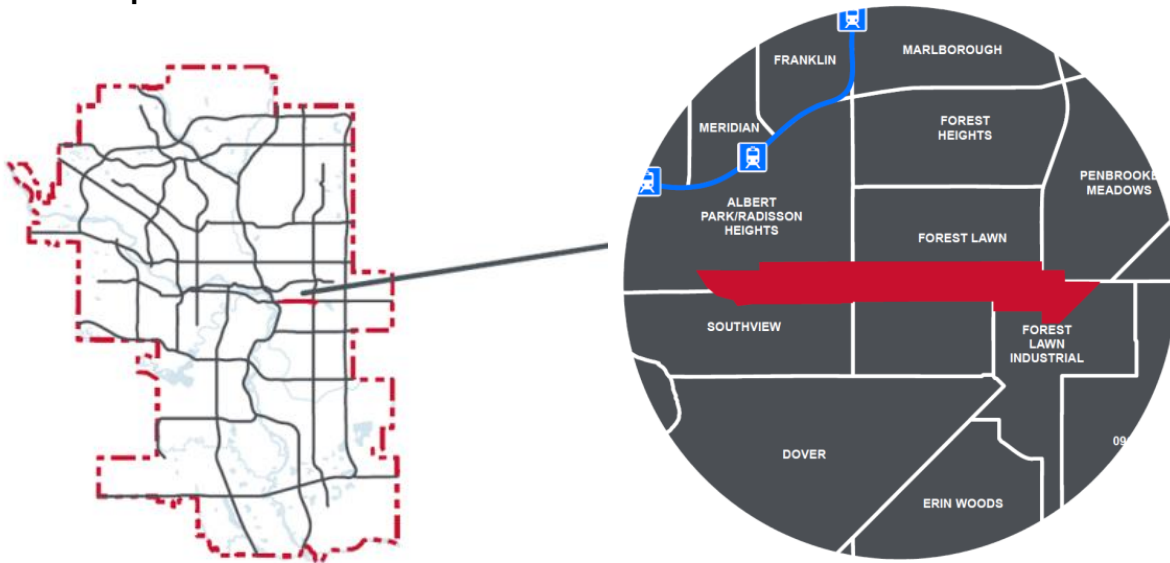
In 2017 April, Council approved the Main Streets Implementation Plan (PUD2017-0241 and PUD2018-0347) with a focus on the application of policies, goals and targets contained within the MDP.

As a result of the Council directions for 17 Avenue SE and the Main Street Initiative, this project combined the efforts of the Main Street team with the Area Redevelopment Plan project to develop the policy and land use framework that includes the policies of the Developed Areas Guidebook (MDP, Volume 2, Part 3) and provided a comprehensive public engagement process.

The result is the proposed International Avenue Area Redevelopment, amendments to the *Forest Lawn/Forest Heights/Hubalta* and the *Albert Park/Radisson Heights ARPs* as per recommendations in report CPC2018-1184 and the City-initiated land use amendments that are covered in this report.

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Location Maps



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Site Context

The existing development pattern generally features small-scale, local-oriented retail/commercial uses along most parts of 17 Avenue SE, with large-scale commercial developments located in the east and west portions of the area. This pattern reflects the historical development and function of 17 Avenue SE 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.

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 still the predominant land use in these areas. Generally, the local population has been declining from the peak population over twenty years ago. Based on the analysis of existing development and the construction of the new Southeast BRT Transit way, there is significant redevelopment potential in the area.

Albert Park/ Radisson Heights	
Peak Population Year	2017
Peak Population	6,745
2017 Current Population	6,745
Difference in Population (Number)	0
Difference in Population (Percent)	0

Forest Lawn	
Peak Population Year	1982
Peak Population	9,088
2017 Current Population	7,772
Difference in Population (Number)	-605
Difference in Population (Percent)	-14%

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Southview	
Peak Population Year	1970
Peak Population	3,464
2017 Current Population	1,841
Difference in Population (Number)	-1,623
Difference in Population (Percent)	-47%

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Main Street Initiative – Land Use

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 (CTP)* and the *Complete Streets Guide*.

Existing Land Use

17 Avenue SE is intended to be an urban main street, serving the local neighbourhood as well as being a city-wide destination. The current land use districts do not align with Council approved policy. The existing districts allow for a variety of mixed and commercial uses along 17 Avenue SE, with some transitional apartment uses largely to the north, but pose challenges for row house and townhouse development. Redesignations would allow for greater flexibility for mixed use development along the main street as well as more housing options for the surrounding community and population to support 17 Avenue SE businesses.

Proposed Land Use

The proposed land use districts for 17 Avenue SE are largely based on feedback received from stakeholder groups. When community stakeholders provided input about the future of this area, they shared that they would like to see their main streets continue to evolve into destinations with a mix of amenities serving the local neighbourhood and attract Calgarians from across the city, supported by a wider range of housing options and investments in public space and streetscape. In the spring of 2018, local residents provided detailed feedback at public input sessions on a proposed land use framework to enable this vision. These comments were considered when refining this proposal.

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The area where the three typologies of the Community building blocks are applied will consist of mixed use, mid to high-rise building types that accommodate a range of retail, service, office and residential uses that may be arranged vertically within a building or horizontally across an area in multiple buildings. This area is proposed to be designated Mixed Use - General (MU-1) and Mixed Use – Active Frontage (MU-2.) with a variety of building heights set by a “h” modifier.

Neighbourhood - Low Rise areas are proposed to be Multi-Residential – Contextual Grade-Oriented M-CG and Multi-Residential – Contextual Low Profile M-C1 while the Neighbourhood Residential Limited areas are proposed to have Residential – Contextual Grade-Oriented R-CG designation.

Policy 3.4.3 c of the MDP indicates an Urban Main Street should provide a land use framework of a minimum of 200 jobs and population per gross developable hectare. This policy serves as a measurable unit that achieves multiple-objectives, and is easy to measure and monitor over time.

Table 1 indicates that the intensity (people + jobs per gross developable hectare) achievable under the existing land use districts is 169, however actual existing intensity of the area is approximately 51. Through the proposed land use amendments, the area will be able to achieve an intensity of 234, which exceeds the requirements of the MDP.

Table 1: 17 Avenue SE Density/Intensity

17 Avenue SE (Deerfoot Trail to 52 Street SE)			
	EXISTING	POTENTIAL BY CURRENT LAND USE	POTENTIAL BY NEW LAND USE DISTRICTS
Number of jobs	3,087	7,665	7,554
Number of people	2,726	11,580	19,149
Number of dwelling units	1,435	5,338	10,013
Intensity (Job + Population/ gross developable hectare) (Target 200)	51	169	234

Table 2 identifies a maximum potential of up to 1,230 dwelling units under the present land use districts in the residential lands surrounding the Main Street, with a current housing stock of 1,003 units. The proposed land use redesignation will allow for a maximum of 1,407 dwelling units.

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Table 2: Surrounding Area Residential Density/Intensity

Surrounding area (R-CG)			
	EXISTING	ALLOWED BY CURRENT LAND USE	POTENTIAL ALLOWED BY NEW LAND USE DISTRICTS
Number of jobs	86	150	171
Number of people	2,250	3,936	4,502
Number of dwelling units	1,003	1,230	1,407

To achieve goals and objectives of both the MDP and the proposed Plan, the proposed land use designations are structured to support the necessary range of uses and appropriate scale of buildings along International Avenue and the transition into the surrounding community. Table 3 indicates the extent of the proposed land use districts, specifically area and number of parcels.

Table 3: The Proposed Land Use District

District	Hectares	Acres	# parcels
Residential – Grade-Oriented Infill (R-CG)	36.7	90.6	677
Multi-Residential – Contextual Grade-Oriented (M-CG)	1.22	3.015	19
Multi-Residential – Contextual Low Profile (M-C1)	20.61	50.9	325
Multi-Residential – Contextual Medium Profile (M-C2)	1.52	3.76	17
Multi-Residential – High Density Low Rise District (M-H1)	2.26	5.58	2
Mixed Use - General f2.0h10 (MU-1 f2h10)	0.68	1.68	8
Mixed Use - General f3.0h16 (MU-1 f3h16)	1.70	4.2	14
Mixed Use - General f4.5h20 (MU-1 f4.5h20)	2.07	5.12	26
Mixed Use - General f4.5h23 (MU-1 f4.5h23)	0.24	0.59	4
Mixed Use - General f5.0h37 (MU-1 f5h37)	0.56	1.38	2
Mixed Use - Active Frontage f2.0h10 (MU-2 f2h10)	0.71	1.75	4
Mixed Use - Active Frontage f3.0h16 (MU-2 f3h16)	1.95	4.8	12
Mixed Use - Active Frontage f3.0h23 (MU-2 f3h23)	0.22	0.54	2

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Mixed Use - Active Frontage f3.0h27 (MU-2 f3h27)	0.33	0.82	6
Mixed Use - Active Frontage f3.0h46 (MU-2 f3h46)	0.8	1.98	55
Mixed Use - Active Frontage f4.5h20 (MU-2 f4.5h20)	3.96	9.79	6
Mixed Use - Active Frontage f4.5h23 (MU-2 f4.5h23)	0.34	0.84	3
Mixed Use - Active Frontage f5.0h26 (MU-2 f5h26)	1.31	3.24	9
Totals	77.2	190.8	1191

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 17 Avenue SE is funded through the BRT construction budget.

Actual uptake of redevelopment opportunities enabled by the proposed redesignations 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 land use designations all include mandatory minimum requirements for vehicle and bicycle parking, as well as provisions for loading and visitor parking.

The proposed changes are expected to help 17 Avenue SE 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.

Infrastructure

Transportation Networks

The land use redesignations help to achieve Calgary Transportation Plan (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.

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:

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- 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 these land use redesignations 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 proposed land use redesignations benefit from proximity to the Centre City, as well as service on Routes 1 and BRT with Primary Transit Network status for service along 17 Avenue SE. 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

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 17 Avenue SE 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.
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 OneCalgary alignment. This will ensure that any necessary capital investments have ample time to be budgeted for and aligned with other Business Unit

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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 this main street area (Forest Lawn, Albert Park, Radisson Heights, Southview and Penbrooke Meadows) were provided opportunities to comment on the Main Street Initiative. A two-phase 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 and comment on 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 that were taken in consideration in The Plan.

See Attachment 4 for 2018 Final Engagement Summary Report

Engagement and public meeting

Citizen Comments

The focus of Phase 1 of the Main Streets initiative was stakeholder discussion and public engagement. From November 2014 to May 2015 there were five public engagement opportunities for each of the 24 MDP corridors or main street areas. This resulted in 1,335 hours of discussion and 4,112 comments provided by over 2,200 Calgarians at events and online. As well, the Main Streets team presented project details at 20 meetings to community associations, business revitalization zones and other groups during this same time. Following this public engagement phase, Local Viewpoint Maps were created for most main street areas including the 17 Avenue SE.

Public Meetings

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 ARP and on the 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.

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The first session presented a model for new land use framework using the scale of development ranges proposed in the Developed Areas Guidebook, supported by examples of building forms and types. Worksheets asked participants about the range of building types, heights and locations of land uses to determine an appropriate land use district pattern. This new land use district pattern was vetted with residents and stakeholders and then refined after input from the second workshop.

Additional revisions occurred where community associations or residents requested more discussion. The finalized land use pattern determined the required local area plan amendments and was aligned to the vision of the new ARP. This proposal was mailed to all impacted property owners with specific details on the recommended changes for the main street area.

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 to share engagement outcomes and the relevant Albert Park ARP amendments.
- March 2018 – Meeting with Forest Lawn CA 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 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 to share the final draft for the Albert Park ARP amendments. (Administration received a support email, Attachment 6)

The project team has met three times with the International Avenue Business Revitalization Zone (BRZ) to discuss signage policies and the development of the updated ARP. The BRZ is generally in support of The Plan and associated amendments. (Administration received a letter of support, Attachment 5)

City Initiated Land Use Amendment - International Avenue (17 Avenue SE) - LOC2017-0371

Strategic Alignment

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

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) (MDP)

The *Municipal Development Plan (MDP)* proposes a compact urban form for Calgary by encouraging increased population and job growth to occur in the existing, built-up areas of the city. In particular, activity centres, corridors, and other areas that are well connected to the existing and future Primary Transit Network are identified as the primary areas to accommodate significant residential and employment growth. The MDP identifies this area as an Urban Main Street typology with emphasis as a multi-modal environment fronted by a mix of higher intensity residential and business uses that foster a vibrant street environment. The MDP also establishes a minimum intensity threshold of 200 jobs and population per gross developable hectare for an Urban Main Street.

In order to recognize the local context and create an urban environment that supports and integrates new development with existing communities, the specific density target for each corridor must be established through a Local Area Plan. The MDP identifies the remainder of the community of Forest Lawn within the Contextual Area as Inner City and Established typologies. These land use typologies are intended to experience gradual intensification over the next 60 years.

Calgary Transportation Plan (Statutory, 2009) (CPT)

The CTP identifies 17 Avenue SE as an Urban Boulevard where highest priority should be given to walking, cycling and transit and where the "Complete Street" policies should be implemented.

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 land use amendments supporting the amended policy (*International Avenue ARP*) in CPC2018-1184 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 17 Avenue SE.

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

Adopted by Council in 1995, the *Forest Lawn/Forest Heights Hubalta 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 land use amendments supporting the amended policy (*International Avenue ARP*) in CPC2018-1184 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 17 Avenue SE.

Social, Environmental, Economic (External)

The proposed land use districts will guide development towards the creation a vibrant, transit-focused, liveable and distinctive mixed use community.

Social

The proposed land use districts will provide opportunities for a broad range of housing and employment options.

Environmental

An Environmental Site Assessment was not required. 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.

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Financial Capacity

Current and Future Operating Budget:

Calgary Transit and Roads are providing operating budgets for 17 Avenue SE BRT transit facilities and the upgraded 17 Avenue SE 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 SE 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 SE as the new road cross section will support Council's policy objectives and new private developments for years to come.

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 17 Avenue SE. 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 proposed land use amendments for the following reasons.

The proposed amendments:

- Respond to Council direction to action the Main Streets Implementation Plan,
- Provide additional direction and certainty for area residents, landowners and applicants; and
- The proposed city initiated land use resignations will allow for an appropriate scale of development and intensity within the context of the communities of Forest Lawn and Albert Park/Radisson Heights.

ATTACHMENT(S)

1. Municipal Address for City-Initiated Redesignation
2. Proposed Land Use – Colour Graphics
3. Proposed Land Use Maps (All bylaws)
4. Final Engagement Summary Report 2017/18
5. International Avenue BRZ Supporting Letter
6. Albert Park Community Associations Supporting Letter

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- 7. Proposed Bylaw 282D2018**
- 8. Proposed Bylaw 283D2018**
- 9. Proposed Bylaw 284D2018**
- 10. Proposed Bylaw 285D2018**
- 11. Proposed Bylaw 286D2018**
- 12. Proposed Bylaw 287D2018**
- 13. Public Submissions**