

April 28, 2021

The City of Calgary
P.O. Box 2100, Stn. M
Calgary, Alberta T2P 2M5

Attention:

Standing Policy Committee on Planning and Urban Design (PUD)

Councillor Gondek, Chair

Mayor Nenshi

City Councillors

City Clerk

Dear Councillor Gondek:

**Re: Recommended Citizen Amendments to the Guidebook for Great Communities:
Standing Policy Committee on Planning and Urban Design, May 5, 2021 Meeting**

At the March 22 Public Hearing on the Guidebook for Great Communities a motion was passed that included the following:

5. Direct Administration to report to the 2021 May 05 Standing Policy Committee on Planning and Urban Development committee meeting with a "What We Heard" report based on the Guidebook for Great Communities Public Hearing 2021 March 22-24 and proposed recommended amendments to the Guidebook for Council consideration, engaging with stakeholders as needed, with public participation at the committee meeting;

We, the undersigned Community Associations and individuals, generally support the principles, key directions, and goals of the Municipal Development Plan and the Guidebook. We concur with the motion that amendments should be considered to fully address the concerns voiced at the Hearing.

Attached are a set of amendments developed to specifically address our key concerns.

The following is a brief summary of the specific Guidebook Section amendments. The full proposed Amendments and a more detailed Rationale for each amendment is attached.

Proposed Amendments

1. About the Guidebook, Principles and Goals;
2. Section 2.2 Local Area Plan;
3. Section 2.7 Neighbourhood Local Connector;
4. Section 2.8 Neighbourhood Local;
5. Heritage Policies: 3.8 Heritage Resources, 4.1, 4.2 Heritage Guideline Area Tool for Communities; and
6. Urban Forest and Parks (new).

General Citizen Amendment Themes

Appropriate, Thoughtful, Focused Redevelopment

We generally agree with the Municipal Development Plan and the Guidebook, that Calgary needs some densification and more housing choices in some parts of Developed Calgary. We understand that this densification means that some existing houses or duplexes will be replaced with higher density forms such as rowhouses and larger, taller multi-unit buildings.

The Citizen amendments attempt to ensure that the densification occurs where it makes sense and not at the expense of our mature neighbourhoods.

Lack of Clarity and Certainty

Many of policies in the Guidebook are unclear, confusing, and open to different interpretations. Many of the proposed amendments are revisions to add clarity and certainty.

Stronger Community Consultation

The implementation of the Guidebook policies will be through the creation of Local Area Plans (LAP).

The Citizen amendments are aimed to strengthen meaningful community consultation in the LAP process, and that specific policies will only be applied as identified through the LAP process.

Conservation of Existing Low Density Mature Residential Neighbourhoods, Heritage, and Urban Forests

The Guidebook does not adequately acknowledge the value of Calgary's existing low density neighbourhoods and their contribution to heritage and urban forests. It does not acknowledge that there are negative consequences to poorly planned redevelopment.

The Citizen amendments attempt to ensure that residents are consulted and have a strong voice in deciding what parts of their neighbourhood will be densified, and what parts of their neighbourhoods will be conserved.

About the Guidebook, Principles and Goals

These revisions add some statements regarding Heritage Resources, Identity and Place.

Section 2.2 Local Area Plan Content Policies

Section 2.2 policies set out how the Local Area Plan content and process will implement the Municipal Development Plan.

Though technically the process for the North Hill Communities Local Area Plan was initiated before the Guidebook was introduced, the experience, outcomes and responses have provided a number of learning opportunities. These lessons should be applied to future and ongoing LAP processes (including the NHCLAP revisions).

The proposed amendments draw from those experiences and make recommended changes to improve and strengthen future Local Area Plans, clarify how they are developed, and include stronger community consultation.

Section 2.7 Neighbourhood Connector

Section 2.7 policies set out how densification may be implemented along some streets within mature residential neighbourhoods.

The policies may allow some streets running through neighbourhoods to be designated as Neighbourhood Connector Streets. The policies may allow six story small scale commercial building or multi-unit residential buildings to be built along these streets in the middle of mature neighbourhoods.

This section is very confusing and unclear.

The proposed amendments clarify the policies. They include strong community consultation deciding which streets may be designated Neighbourhood Connector streets, what type of densification should be allowed on each block, and which blocks should conserve existing houses or duplexes.

Section 2.8 Neighbourhood Local

Section 2.8 sets out policies that will govern redevelopment in mature low density residential neighbourhoods.

The proposed amendment is a significant revision of the current Guidebook policies. It eliminates blanket up zoning and replaces it with focused redevelopment. This includes appropriate densification including sensitive and thoughtful integration of rowhouses as determined on a community basis through the Local Area Plan process with strong community consultation.

The amendment applies the practice of separating areas of different housing types that is successfully used by the Development Industry in designing all Calgary's new subdivisions.

The amendment introduces the concept of Conservation Residential Intensity: contextually sensitive redevelopment consistent with existing low density residential forms in mature areas. It achieves this by retaining similar planning and design guidelines and rules that were used to develop these neighbourhoods and are currently being used for redevelopment.

It is expected these rules will be similar to the existing Land Use Bylaw rules that govern low density residential districts. The certainty and predictability provided by the existing Land Use Bylaw is preserved.

Section 3.8 Heritage Resources

Heritage Guideline Area Tool for Communities: Section 4.1 Heritage Guideline Area Tool Section 4.2 Heritage Guidelines

These Sections sets out policies to conserve and enhance neighbourhoods with a concentrated grouping of heritage assets, while allowing for contextually-appropriate growth and change.

Urban Forests and Parks: Greening the City

This is a proposed new section in the guidebook.

The creation and adoption of the Guidebook for Great Communities offers the City an unparalleled opportunity to further the goals and objectives of the Municipal Development Plan for urban forest retention, protection and expansion.

Furthermore, the Guidebook provides a basis for the development of multi community local area plans that will facilitate and guide the redevelopment of established areas and direct one half of future population growth to these areas. The need for firm guidelines on park space and natural area retention, redesign, and expansion must reflect a growing population as determined in the MDP.

The North Hill Communities Local Area Plan NHCLAP draft (January 2021) includes Section 3.2.4 Greening the City. This section should be removed from the LAP and placed into the Guidebook to ensure that all established areas can benefit from objectives and policies that support the direction of the MDP.

The proposed amendment takes the Greening the City section from the NHCLAP and rewrites as a new Guidebook section.

Conclusion

This letter was sent out to various Community Associations and individuals on April 16 to allow them enough time to review the proposed amendments and decide if they support them. At this time, the amendments proposed by members of Council and the Administration are unknown; we are unable to provide comments on them.

We respectfully request consideration of these amendments by the Standing Policy Committee on Planning and Urban Design.

Signed:

The co-signors understand that this letter, when signed, will be submitted through the City website with the following disclaimer.

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Community Association
Meadowlark Park Community Association
Varsity Community Association
Elboya Heights Britannia Community Association

Individual	Community and/or Affiliation
Michael Read	VP Development, Elboya Heights Britannia Community Association
Peter Collins	Mayfair

About the Guidebook (p.iii)

What is the Guidebook for Great Communities?

We are planning communities that meet the needs of everyone and offer choices for living, working and playing. The Guidebook provides direction for how to enhance and create great communities by building on the foundation provided in the Municipal Development Plan.

Why is the Guidebook for Great Communities important?

The Guidebook considers how communities in Calgary adapt and evolve over time. This will help communities to remain vibrant and prosperous over the long term for all Calgarians, making Calgary a great place to live and do business. The retention of heritage resources, access to safe and attractive parks, and what Calgarians value most in their city is balanced with growth and change.

How does the Guidebook for Great Communities work?

The Guidebook is a tool used by citizens, stakeholders and The City to develop a local area plan by applying the urban form categories in Chapter 2. The local area plan reflects unique community characteristics, with policies that guide growth and redevelopment. After a local area plan is approved, the Guidebook also helps to guide planning applications.

Where does the Guidebook for Great Communities apply?

The Guidebook only applies to communities with local area plans that are completed using the Guidebook.

1. Introducing Great Communities for Everyone

Principles and Goals for Great Communities (pp.12-13)

The policies in the Guidebook build on the Municipal Development Plan and are based on the following principles and goals that are central to creating and maintaining great communities for everyone. Working towards these goals will improve life for everyone who lives here, now and in the future.

Principles for Great Communities

Opportunity and Choice

Everyone has access to places to shop, learn, work, eat and play, and there are diverse housing and mobility options for many different people and household types.

Health and Wellness

Everyone has access to care, recreational opportunities and healthy food, and there are options to incorporate activity into how people get around.

Social Interaction

There are a variety of places to gather, celebrate and interact with others.

The Natural Environment

Natural areas are protected, restored and valued, and are accessible to everyone.

Economic Vitality

Everyone has access to diverse employment options and lives in a city that supports starting, operating and sustaining a business.

Identity and Place

Neighbourhoods are well-designed environments that emphasize quality and a unique sense of place. Community-specific policies help preserve and create unique places that foster identity and pride in the community.

Planning, building and sustaining great communities begins with a conversation about the needs and wants of current and future residents, businesses and visitors to a community. What makes the community great for everyone? What is missing that would make it better, safer, more accessible, affordable and enjoyable? What kind of choices are there for housing, education, recreation, retail, restaurants, services and more? What are the most valued amenities in the community? How does a community meet the principles and goals for great communities? What opportunities and challenges do you recognize?

Goals For Great Communities

1. Promote housing options that are varied, inclusive and affordable.
2. Provide opportunities to access goods, services and amenities close by.

3. Offer opportunities to gather and participate in civic, arts, cultural and entertainment activities, in both public and private spaces.
4. Provide varied and inclusive spaces and facilities for recreation, play and outdoor activities close by.
5. Provide spaces that maintain and foster a sense of place and are designed for everyone.
6. Ensure natural areas, biodiversity and ecological functions are protected, restored and enjoyed.
7. Enable and support prosperity through diverse economic opportunities at a variety of scales.
8. Support the use of existing streets, services and buildings to reduce the need for new infrastructure.

2.2 Local Area Plans

Local Area Plans

Local area plans implement the Municipal Development Plan and the Guidebook by providing community-specific policies and strategies that build on city-wide policies.

This section provides guidance for how a local area plan should be developed and structured. Local area plans bring together residents, businesses, developers, and City staff to work together to plan for the growth and evolution of their communities.

2.2 Local Area Plan Content Policies

Chapter 1: Visualizing Growth

This chapter in a local area plan will provide the vision and set the foundation for further chapters by identifying existing conditions, amenities, opportunities, considerations, and key historic elements.

a. A local area plan should include a vision for the future of an area that aligns with the Municipal Development Plan and the Guidebook.

b. Local area plans should be informed by **individual** community characteristics and attributes, including, but not limited to:

- i. neighbourhood structure;
- ii. **patterns of streetscape**;
- iii. **analysis of current** community demographics, **population, structure type, dwelling counts and future** trends;
- iv. geographic location in the city;
- v. ecological assets;
- vi. cultural and heritage assets, including Indigenous and archaeological sites and places;
- vii. topography and development constraints;
- viii. parks and open spaces;
- ix. recreation and community facilities;
- x. significant view corridors;
- xi. transit station ~~areas~~ **locations**; and,
- xii. mobility infrastructure.
- xiii. restrictive covenants or caveats if applicable**

c. A local area plan should include the following, **where appropriate**, to enhance the livability and health of communities as they grow and evolve:

- i. a mix of employment, residential, institutional, and commercial uses to support the people who live in these communities;
- ii. streets that support pedestrian and cycling infrastructure **in balance with transit and the automobile**;
- iii. development of a range of housing types, **where appropriate**, to increase **the opportunity for** affordability, **variety**, and the supply of residential units to meet the needs of current and future residents;
- iv. protection and enhancement of natural areas and ecological function;
- v. recreation, civic, arts and cultural ~~opportunities~~ **activities**; and,
- vi. protection and enhancement of architectural, urban, and natural features that contribute to a feeling of local identity and a sense of place.
- vii. Identification and mapping of buildings suitable for repurposing**

d. A Local Area Plan process will involve the consolidation of a number of adjacent communities with certain common characteristics in order to provide planning services more efficiently to Calgary communities. The aggregate process for developing a Local Area Plan for multiple communities must also include a robust individual community planning process in which residents and other stakeholders have ample opportunity to discuss and influence the policies proposed for their community.

Because of the myriad differences between individual communities, it will not be possible to include all Municipal Development Plan and Guidebook policies in each community. The Local Area Plan will ensure that relevant policies are reflected in the locations which are the most appropriate. The Local Area Plan process should:

- i. include the creation of a Local Area Plan Advisory Committee composed of representatives from each community, industry, and other stakeholders as appropriate;**
- ii. include community collaboration early in the planning process to identify and address local character, community needs and appropriate development transitions within existing neighbourhoods;**
- iii. have no fewer than 3 representatives on the Advisory Committee for each community;**
- iv. support training of Working Group participants and the creation of Communication Plans to be used by each community with the Federation of Calgary Communities, providing materials and guidance;**
- v. ensure that the representatives agree to communicate regularly with their communities through the Community Association or Residents Association;**
- vi. ensure that only members of the Local area Plan Advisory Committee will be able to participate in meetings of the committee, however, all meetings of the committee will be open to the public;**
- viii. provide minutes that will be circulated to individual communities and Committee members after each meeting and will be ratified by the Committee at the subsequent meeting; and,**

- ix. provide all residents and relevant stakeholders with an opportunity to review the proposed Local Area Plan and provide feedback at a Community Association run, City sponsored, Town Hall before the draft Local Area Plan is completed.

Chapter 2: Enabling Growth

This chapter in a local area plan will include the future growth concept and community specific policies to supplement policies in the Guidebook. The development policies in this chapter implement the vision and should be specific to the local context and unique aspects of the ~~community~~ **individual communities**.

Maps form the foundation of this chapter and may include the entire local area plan or specific areas of a community. These maps are based on Chapter 2 of the Guidebook and should include urban form, scale and any additional maps as required by a local area plan. The application of the urban form categories is intended to guide how communities will grow and develop in the future and considers the existing context.

The Guidebook establishes the tools to be used in the multi-community Local Area Plans, primarily the Urban Form Categories (UFC) which establish built form characteristics. The Guidebook does not indicate where the different UFCs should be located as that is the task of the Local Area Plan process.

e. A local area plan should:

- i. apply urban form categories and scales to the plan area through maps, as required;
- ii. contain **individual** community-specific **visions**, policies, **population targets** and strategies ~~for achieving the vision of the plan~~ **that will contribute to the overall vision**;
- iii. **provide an overall vision that meets the goals and objectives of the Municipal Development Plan**;
- iv. identify unique sites, such as landmark or gateway sites, and provide community specific policy to guide future development in these areas;
- v. identify transit station ~~areas~~ **locations**, supported by appropriate urban form categories and scale modifiers;
- vi. identify heritage guideline areas for areas with identified concentrations of heritage assets; and,
- vii. incorporate climate change policy that contributes to achieving and implementing Calgary's Climate Resilience Strategy;
- viii. **identify and track Key Performance Indicators (KPIs) for heritage retention, such as progress on evaluations, number of requests to be considered for evaluation for the Inventory, requests for removal from the Inventory, designations achieved, number of heritage assets identified, number of heritage resource demolitions occurring, # of units of density (or people/jobs intensity) added where the heritage resource has been retained or repurposed**
- ix. **complete a risk assessment for heritage loss as work continues on other initiatives such as development and application of the Layer 2 Heritage tools and incentives, the Layer 3 DCs, heritage commercial streets, pending approval of the suite of incentives**

(e.g. residential tax credits, density bonusing, full funding of the non-residential Heritage Resource Conservation Grant program), as detailed in the Heritage Conservation Tools and Incentives Report;

x. identify low density residential areas of limited scale residential intensities that support contextually sensitive redevelopment consistent with existing low density residential forms in existing mature areas;

xi. ensure an appropriate transition of development intensity, uses and built form between areas of higher and lower intensity, such as low-density residential areas and more intensive multi-residential or commercial areas; and,

xii. ensure infill development complements the established character of the area and does not create dramatic contrasts in the physical development pattern.

f. A local area plan may assign multiple urban form categories when a site has two or more significant functions. The local area plan should determine the appropriate boundaries for each urban form category based on local context and criteria, including, but not limited to, existing uses, existing amenities and programming, shared facilities, access and servicing, property boundaries, and natural features.

g. A local area plan may:

i. include density bonusing policies for specific areas;

ii. provide specific direction for areas of a community to support the integration of infill development that considers **and is respectful of** the local context and built form;

iii. identify opportunities for integrated civic facilities and sites;

iv. identify opportunities for sustainable building features and technologies in the plan area;

v. identify significant view corridors to be protected;

vi. guide innovation to better implement the goals of the Guidebook and the vision and objectives of the Municipal Development Plan;

vii. conduct a climate risk assessment and identify strategies to mitigate climate change; and,

viii. identify opportunities for enhancing the public realm through streetscape improvements, such as wide sidewalks and on-street parking, in key locations such as Main Streets and Activity Centres; and,

ix. encourage a more compact urban form that uses less land and, therefore, reduces habitat loss and fragmentation and adverse impacts on wildlife, vegetation and water quality and quantity. (*MDP 2.6 Greening the City, p 61*)

h. For areas identified for significant growth, local area plans are encouraged to conduct water and sanitary analyses to understand the impact of projected growth on the utility network.

Chapter 3: Supporting Growth

This chapter in a local area plan will include policies regarding current and future amenities and infrastructure and related investment strategies. The timing of these investments may be influenced by external factors, including service levels, identified priorities and the condition of existing assets. This chapter guides implementation to realize the vision in Chapter 1 of the local area plan.

City strategies, such as the Established Area Growth and Change Strategy, help to define an approach to support existing communities as they continue to grow and change. These strategies may identify funding for amenities and improvements through The City budget process and may result in revisions to this chapter of a local area plan, and Chapter 4 of the Guidebook.

i. A local area plan should identify:

- i. potential investments to support the future growth concept and provide guidance to The City for future service plan and budget considerations and recommendations;
- ii. the roles for different city builders in supporting implementation (The City, developers, residents, and businesses); and,
- iii. planning and funding tools that could support implementation.

j. Local area plans should be reviewed regularly as investment and actions are made towards achieving the goals in the plan.

Chapter 4: Implementation and Interpretation

This chapter in a local area plan will include policies regarding legal interpretation, status and limitations of the plan.

k. Amendments to a local area plan should only be considered to align with:

- ~~i. current planning principles;~~
- i. new or updated higher-level policy that introduces conflict with the local area plan;
- ii. significant infrastructure investments that support a different built form than previously considered or outlined in the current plan; or,
- iii. a planning application that still achieves the vision of the plan and the principles and goals of the Guidebook.

l. For any planning applications that may result in amendments to a local area plan, ~~applicants are strongly encouraged to~~ **must** conduct community outreach.

m. Where either a restrictive covenant or a caveat restricting use may be in conflict with a local area plan, the approval of a subdivision or a development permit by the City of Calgary does not relieve the owner/applicant from compliance with the requirements of any federal, provincial or other municipal legislation, or the terms and conditions of any easement, covenant, building scheme or agreement affecting the building or land.

Section 2.2 Local Area Plan Content

Rational for the Proposed Amendments

Though technically the process of the North Hill Communities Local Area Plan was initiated before the Guidebook was introduced, the experience, outcomes and responses have provided a number of learning opportunities. These lessons should be applied to future and ongoing LAP processes (including the NHCLAP revisions).

The proposed amendments to section 2.2 of the Guidebook draw from those experiences and make recommended changes to improve and strengthen future Local Area Plans and how they are developed.

Key directions are:

1. Using individual community statistics to inform the plan for future redevelopment and provide measurable targets.
2. Understanding that multi community plans should include the policies of the Municipal Development Plan (MDP) and the Guidebook in their redevelopment objectives, but each individual community will take on different objectives as determined during the LAP process.
3. That individual communities develop individual visions and targets for their future that will also advance and meet the overall vision of the multi community plan in meeting the goals and objectives of the MDP.
4. The process of the NHCLAP development exposed some issues with residents not feeling properly informed or consulted. The addition of Section 2.2 'd' contains recommendations for how to develop a LAP and ensure, as much as is possible, resident and relevant stakeholder involvement and influence to provide for greater support for the finalized plan.
5. Additional amendments seek to reflect a need by citizens to be able to identify and incorporate an adequate number of urban form categories as outlined in intended amendments for section 2.8. These amendments allow the LAP process and final results to provide as much clarity and certainty to redevelopment possibilities for both industry and residents alike. It is generally understood that these plans are intended to be "living" documents and will be reviewed and changed as needed in the future.
6. That all Local Area Plans are provided with the opportunity to consider community character, specific community attributes, environmental objectives, and other relevant physical characteristics in informing the plan to meet the overall vision.

2.7 Neighbourhood Connector Amendment

Neighbourhood Connector

Neighbourhood Connector areas on Neighbourhood Connector streets are characterized by a broad range of housing types along higher activity streets. These areas may accommodate small-scale commercial uses to meet residents' daily needs and often provide connections to other communities. The public realm may include features such as wide sidewalks and cycling infrastructure.

2.7 Neighbourhood Connector Policies

Purpose

To identify existing higher activity streets within Neighbourhood Local areas that are suitable for small-scale commercial uses and a variety of housing types.

Once the Neighbourhood Connector Streets are identified, the Local Area Plan process would identify the urban form best suited for each block along the Connector street.

Neighbourhood Connector Streets

a. A Local Area Plan process may identify a higher activity street within a Neighbourhood Local area as a Neighbourhood Connector Street.

Neighbourhood Connector Areas

Neighbourhood Connector Areas are the

b. Development in Neighbourhood Connector areas should be determined through the Local Area Plan Process and may include stand-alone or mixed-use buildings and Neighbourhood Local low density residential forms

Site, Building and Landscape Design

In addition to the policies in Chapter 3, the following policies apply to the Neighbourhood Connector areas:

d. All development in Neighbourhood Connector Areas should be determined through the Local Area Plan process and:

- i. provide a built form and scale that considers the surrounding residential context;
- ii. mitigate impacts, such as noise, parking, and vehicle circulation, on adjacent residential uses; and,
- iii. minimize shadowing impact on the public realm and neighbouring properties.

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To identify existing higher activity streets within Neighbourhood Local areas that are suitable for small-scale commercial uses and a variety of housing types.

Once the Neighbourhood Connector Streets are identified, the Local Area Plan process would identify what each block along the street is most suitable for.

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d. All development in Neighbourhood Connector Areas should be determined through the Local Area Plan process and:

- i. provide a built form and scale that considers the surrounding residential context;
- ii. mitigate impacts, such as noise, parking, and vehicle circulation, on adjacent residential uses; and,
- iii. minimize shadowing impact on the public realm and neighbouring properties.

2.8 Neighbourhood Local Amendment

Neighbourhood Local

Neighbourhood Local areas are characterized by a range of housing types and home-based businesses. Neighbourhood Local areas have developed in a variety of ways with characteristics that shape how these areas change and grow, including when the community was built, existing heritage assets, established development pattern and access to parks, open space and other amenities. The public realm may include features such as landscaped boulevards and public street trees.

Additional policy direction is given to guide the range of appropriate low density housing forms. These policies would be used to evaluate circumstances where intensification in an existing community would be challenging due to the existing context.

2.8 Neighbourhood Local Policies

Purpose

- a. A local area plan should identify Neighbourhood Local areas of a community with the following characteristics:
 - i. residential uses and built forms;
 - ii. low to moderate transit service; and,
 - iii. low pedestrian activity along public streets.

Neighbourhood Local areas support a range of low density housing forms when the applied scale is three storeys or below (Limited Scale). At this scale, buildings are typically two to three storeys in height and oriented to the street. The Guidebook recognizes that a range of housing types are encouraged in Neighbourhood Local areas, but the age, layout and physical characteristics of communities may influence how and where these low density housing forms are developed *as will be identified through the Local Area Plan process*.

The following are additional policies to guide low density residential forms at different Intensities within the Limited Scale modifier.

Residential Intensity Definitions

Appendix 2 identifies how the different residential development intensities relate to existing low density land use districts

- b. Higher Residential Intensity: This modifier includes a broad range of ground-oriented building forms, including single-detached, semi-detached, duplexes, rowhouses, townhomes, stacked townhomes, and cottage housing clusters.
- c. Moderate Residential Intensity: This modifier includes a broad range of ground-oriented building forms, including single-detached, semi-detached, and duplexes.
- d. Lowest Residential Intensity: This modifier supports single-detached dwellings.

e. Conservation Residential Intensity: This modifier is to ensure compliance to the Municipal Development Plan Policy 2.3.2 Respecting and Enhancing Neighbourhood Character. It supports contextually sensitive redevelopment consistent with existing low density residential forms in mature areas.

Limited Scale Residential Intensity Policies

A Local Area Plan should identify the different Residential Intensity Areas within Neighbourhood Local Areas

f. Higher Intensity, low density residential forms should be supported as appropriate and as identified by the Local Area Plan Process:

- i. on some high activity Collector or higher-order streets as identified in the Calgary Transportation Plan and as defined by a local area plan; and,
- ii. adjacent to Main Streets, transit station areas and other Activity Centres as defined by a local area plan.

g. Areas of Higher, Moderate and Lowest Intensity, low density residential forms may be supported as appropriate and as identified by the Local Area Plan Process.

h. Areas of Conservation Intensity, low density residential forms should be supported in all areas not identified in 2.8.f or 2.8.g, as identified by the Local Area Plan Process.

Neighbourhood Connection and Neighbourhood Local Rationale for the Proposed Amenddments

Municipal Development Plan

Part 3: Typologies fo Calgary’s Urban Structure

Section 3.5 Developed Residential Areas

This section of the Municipal Development Plan MDP provides the overall direction and policies tha apply to Developed Residential Areas: Inner City and Established Areas.

The complete Section 3.5 is in Appendix 1: Municipal Development Plan: Policies for the Developed Residential Area. The following exerpts are the MPland use policies relative to low density residential neighbourhoods.

3.5.1 GENERAL POLICIES FOR DEVELOPED RESIDENTIAL AREA

Land Use Policies

a. Recognize the predominantly low density residential nature of Developed Residential Areas and support retention of housing stock, or moderate intensification in a form and nature that respects the scale and character of the neighbourhood

3.5.2 INNER CITY AREA

Land Use Policies

Intensification and change will continue to occur within the Inner City Area; however, it is important to maintain stable family neighbourhoods

b. A range of intensification strategies should be employed to modestly intensify the Inner City Area,

3.5.3 ESTABLISHED AREAS

These are stable residential communities with limited redevelopment potential over the next 30 years.

Land Use Policies

a. Encourage modest redevelopment of Established Areas.

b. Redevelopment opportunities should be focused on the Neighbourhood Activity Centres, though changes to other sites may provide opportunities for redevelopment over time.

The MDP does not mention Collector Streets and Neighbourhood Conector Streets relative to development in Developed residential areas. The MDP gives no direction that residential development should occur along ththese streets.

In summary, it seems clear that the MDP’s guidance for Developed Residential Area is for moderate/ modest redevelopment focused on the Neighbourhood Activity Centres. “Changes to other sites may provide opportunitis over time” implies that these other opportunities would be addressed later in the planning cycle and not implemented in the short term.

The following Amendmants use the MDP as the basis for the revisions to the Guidebook.

Section 2.7 Neighbourhood Conector

Concerns & Amendments

1. Lack of Clarity

The major concern with Section 2.7 is the lack of clarity. Below is the first paragraph of Section 2.7, 40:

Neighbourhood Conector areas are characterized by a broad range of housing types along higher activity streets. These areas may accommodate small-scale commercial uses to meet residents' daily needs and often provide connections to other communities. The public realm may include features such as wide sidewalks and cycling infrastructure.

The text describes what is intended:

A "broad range of housing types" and "small scale commercial uses to meet resident's daily needs" "along "higher activity streets" that "often provide connections to other communities".

However, the subsequent policies discuss "areas" and do not mention streets, do not mention or discuss what housing types mean, and do not define what "areas" mean relative to a street.

Most residents have a pretty good idea of what higher activity streets are in their community. They understand that "areas" are the block faces along the streets.

They understand where small scale commercial, and higher density housing may make sense along those streets. They also understand that there may be many blocks of existing low density housing types (houses or duplexes) that should be conserved to retain the character of the neighbourhood, as described in the proposed amendment to Section 2.8 Neighbourhood Local.

The proposed Amendment allows the Local Area Plan process, with strong community consultation, to identify which streets and which blocks are best suited for which type of development.

Section 2.8 Neighbourhood Local

Concerns & Amendments

1. Blanket Mixing of Housing Types: Policy b

- b. Higher, moderate and lowest intensity, low density residential forms should be supported in all areas in Zone A, except where development meets the criteria in 2.8.d or 2.8.e.**

Policy b. states that all Residential Intensities should be allowed in all areas of Developed Calgary (assuming Map Zones are eliminated).

This will allow any house or duplex to be torn down and replaced with a higher density form “in all areas”.

This is the policy that has generated the concerns of many Calgarians.

This policy will allow the random unplanned replacement of existing houses and duplexes with higher intensity forms. This impact will be cumulative and irreversible. Over time the unique character of the existing neighbours will be eroded.

Focused Redevelopment:

MDP 2.2.1 Vibrant and Transit-Supportive Mixed-Use, Activity Centres and Main Streets states:

“Focusing most intensification to defined areas provides more certainty to the development and building industries and makes redevelopment more predictable for existing communities by lessening the impact on stable, low-density areas.” MDP p 29

Focused Redevelopment applies the practice of separating areas of different housing types that is successfully used by the Development Industry in designing all Calgary’s new subdivisions. They do not mix housing types.

Focused redevelopment can be achieved through sequential planning during the Local Area Plan process.

The LAP process would initially focus on high intensity redevelopment on busier streets and adjacent to Main Streets and Activity Centres.

This focused redevelopment provides by far the greatest opportunity to address the growth requirements and increased housing type choices that the MDP envisages.

If applied thoughtfully and wherever there are opportunities, the vast majority of the growth requirements can be accommodated.

Amendment: Delete Policy b.

2. Map Zones

A new concept in the 2021 version of the Guidebook is the division of Developed Calgary into three zones: Zone A. Inner City, Zone B. Established Area and the Remaining Area. Each has different expectations of growth and policies.

The concept of Map zones is described:

“Map 1 identifies zones with additional policies to guide low density residential forms at different intensities within the Limited Scale modifier. Zone A and B present the greatest opportunities for residential infill development.” p 47

Limiting “residential infill development” to Zone A and B means that these Zones will bear the brunt of redevelopment. Better opportunities outside these zones will not be taken advantage of.

Why concentrate new redevelopment in Inner City neighbourhoods that are already highly impacted by past and ongoing redevelopment?

Amendment: Infill redevelopment should be encouraged wherever it makes sense as will be defined in future Local Area Plans. Map Zones should be eliminated.

3. Residential Intensity

The 2021 Guidebook introduces the concept of “Limited Scale Residential Intensity”: Higher, Moderate, Lowest. There is no policy defining what these intensities mean. They are not specified in the Glossary nor in the section on Scale Modifiers, Limited Scale (Section 2.23, p 78).

They are discussed in Appendix 2: Neighbourhood Local Limited Scale Residential Intensity. The only concrete description of what Intensity means is set out in Table 1 which identifies structure type and current Land Use Bylaw districts relative to each Intensity.

However, the Appendix is “not statutory”, “may be used to guide conversations”, and “may be amended”. It seems to provide clarity, but it does not provide any certainty.

Amendment: Define Residential Intensities in the statutory body of the Guidebook based on Appendix 2.

4. Collector Streets

The MDP does not mention Collector Streets relative to development in Neighbourhood Local areas. The MDP gives no direction that residential development should occur along these streets. The Calgary Transportation Plan does not give any criteria for defining a Collector Street although it does reference 24th Avenue N.W. as an example.

Amendment: revise Policy f.i to ensure that the Local Area Plan process would determine if a Collector Street would be appropriate for Higher Intensity development.

5. Neighbourhood Character

The MDP 2.3.2 sets the expectation and policies that existing neighbourhood character should be respected, and local context should be considered.

“Respecting and enhancing neighbourhood character

Objective: Respect and enhance neighbourhood character and vitality.

Activity Centres and Main Streets and other comprehensive redevelopments provide some of the greatest opportunity for positive change. However, significant change can impact adjacent low-density residential neighbourhoods. Attention must be paid to

ensuring that appropriate local context is considered when planning for intensification and redevelopment.

Policies

a. Respect the existing character of low-density residential areas, while still allowing for innovative and creative designs that foster distinctiveness.” MDP p 41

Amendment: create a new Residential Intensity, Conservation Residential Intensity:

Conservation Residential Intensity: This modifier is to ensure compliance to the Municipal Development Plan Policy 2.3.2 Respecting and Enhancing Neighbourhood Character. It supports contextually sensitive redevelopment consistent with existing low density residential forms in mature areas.

Conservation Residential Intensity is intended to be applied to the core areas of existing mature neighbourhoods.

It achieves this by retaining similar planning and design guidelines and rules that were used to develop these neighbourhoods and are currently being used for redevelopment. It is expected these rules will be similar to the existing Land Use Bylaw rules as applies to the existing Districts. The certainty and predictability provided by the existing districts is preserved.

3.5.1 GENERAL POLICIES FOR DEVELOPED RESIDENTIAL AREA

Policies

The following policies apply to all Developed Residential Areas and are general in nature. Policies that are unique to the Inner City Area and the Established Area follow after this section.

Land Use Policies

- a. Recognize the predominantly low density residential nature of Developed Residential Areas and support retention of housing stock, or moderate intensification in a form and nature that respects the scale and character of the neighbourhood. Local commercial development within residential areas, that is of a scale and intensity that supports residents' commercial needs is supported.
- b. Redevelopment within predominantly multifamily areas should be compatible with the established pattern of development and will consider the following elements:
 - i. Appropriate transitions between adjacent areas.
 - ii. A variety of multi-family housing types to meet the diverse needs of present and future populations.
- c. Redevelopment should support the revitalization of local communities by adding population and a mix of commercial and service uses.

3.5.2 INNER CITY AREA

The Inner City Area comprises residential communities that were primarily subdivided and developed prior to the 1950s. Key features of these areas are a grid road network, older housing stock in the form of low to moderate housing densities and a finer mix of land uses along many of the edge streets. The Inner City Area has undergone redevelopment in recent years. Much of this intensification has taken place along busier roads and as low density infilling within lower density areas. Intensification and change will continue to occur within the Inner City Area; however, it is important to maintain stable family neighbourhoods.

Land Use Policies

- a. Sites within the Inner City Area may intensify, particularly in transition zones adjacent to areas designated for higher density (i.e., Neighbourhood Main Street), or if the intensification is consistent and compatible with the existing character of the neighbourhood. Transition zones should be identified through a subsequent planning study.
- b. A range of intensification strategies should be employed to modestly intensify the Inner City Area, from parcel-by-parcel intensification to larger more comprehensive approaches at the block level or larger area.
- c. Maintain and expand, where warranted by increased population, local commercial development that provides retail and service uses in close proximity to residents, especially in the highest density locations.

- d. Buildings should maximize front door access to the street and principal public areas to encourage pedestrian activity.
- e. Encourage at-grade retail to provide continuous, active, transparent edges to all streets and public spaces.

3.5.3 ESTABLISHED AREAS

The Established Area comprises residential communities that were planned and developed between the 1950s and 1990s. They are primarily residential communities containing a mix of low and medium-density housing with support retail in relatively close proximity. The road network is a blend of modified-grid and curvilinear. These are stable residential communities with limited redevelopment potential over the next 30 years. Populations have declined from their peak and housing stock is generally in good condition.

Land Use Policies

- a. Encourage modest redevelopment of Established Areas.
- b. Redevelopment opportunities should be focused on the Neighbourhood Activity Centres, though changes to other sites may provide opportunities for redevelopment over time.
- c. New developments in Established Areas should incorporate appropriate densities, a mix of land uses and a pedestrian-friendly environment to support an enhanced Base or Primary Transit Network.

Heritage Resources

Heritage Resources are defining characteristics of communities and should be retained or protected while balancing the ability to redevelop. New development within the context of Heritage Resources should consider opportunities to balance both new and historic forms of development. The City of Calgary recognizes that there are Heritage Resources other than buildings that include archaeological and culturally significant areas.

3.8 Heritage Resources Policies

- a. Property owners are encouraged to retain and conserve Heritage Resources through adaptive reuse.
- b. The Development Authority should support Land Use Bylaw relaxations to enable the retention of Heritage Resources.
- c. Property owners are encouraged to designate Inventory properties as Municipal Historic Resources.
- d. The City may incentivize the designation of Municipal Historic Resources on a case by case basis through strategies such as allowing for additional development potential.
- e. An applicant shall provide photo documentation of Inventory properties to The City prior demolition or redevelopment. Interpretative or commemorative features should be incorporated into the new development.
- f. Opportunities to mitigate or offset negative outcomes for heritage conservation should be explored at the time of a planning application, including, but not limited to:
 - i. retention and incorporation of the Heritage Resource into the new development; or
 - ii. protection of another Heritage Resource within the surrounding area.
- g. New development ~~is encouraged to~~ must be compatible with the context of abutting sites on the Inventory ~~or scheduled~~ contracted for evaluation to be considered for the inventory using setbacks, massing, street wall height and landscaping.
- h. New development is encouraged to integrate contemporary interpretations of historical design, detail and materials and not directly copy the design of heritage buildings in the area.
- i. New development is encouraged to conserve and integrate Heritage Resources, in accordance with the Standards and Guidelines for the Conservation of Historic Places in Canada (2010).

Heritage Guideline Area Tool for Communities

A heritage guideline area tool is used to provide policy to conserve and enhance neighbourhoods with a concentrated grouping of heritage assets, while allowing for contextually-appropriate growth and change. Heritage guideline areas and heritage guideline districts contribute to sense of identity and place for communities.

Heritage assets are privately-owned structures, typically constructed prior to 1945, that significantly retain the original form, scale, massing, window/door pattern, and architectural details or materials. Heritage assets may not warrant inclusion on the Inventory of Evaluated Historic Resources or consideration as a heritage resource.

Heritage sites are recognized for their heritage significance on the municipal inventory of historic resources. Buildings, landscapes and features that are at least 25 years old, and thought to have standalone significance as a heritage site, may qualify for listing on the inventory. Potential heritage sites are researched and approved by Heritage Calgary according to a Council-approved system based on specific tangible and intangible values.

Heritage guideline areas and heritage guideline districts may be identified through a local area plan. This tool may be used in conjunction with incentives and other heritage tools that are applied through other mechanisms at The City.

4.1 Heritage Guideline Area Tool

- a. A local area plan should identify concentrations of heritage assets as heritage guideline areas.
- b. Heritage guideline areas should:
 - i. consist of block faces with 25 percent or greater of the structures identified as heritage assets;
 - ii. exclude all block faces that contain two or fewer heritage assets;
 - iii. include all parcels on low activity Collector Streets;
 - iv. include all parcels near or adjacent to an identified heritage Main Street commercial areas; and,
 - v. consider the inclusion of adjacent blocks that do not meet the above criteria where they provide a logical continuation of the heritage guideline area.

4.2 Heritage Guideline District Tool

- a. A local area plan should identify concentrations of heritage sites and heritage assets within a defined area with boundaries as heritage guideline districts.
- b. Heritage guideline districts should:
 - i. define an area boundary that includes private and publicly owned lands sharing a common historic theme or design principle.
 - ii. consist of an area with 25 percent or greater identified heritage sites and heritage assets;

- iii. include all publicly managed lands;
- iv. include all parcels on Collector Streets; and,
- v. include all parcels near or adjacent to an identified heritage Main Street.

4.2-3 Heritage Guidelines

a. A local area plan should create heritage design guidelines for each specific heritage guideline area ~~and/or heritage guideline district~~.

b. The heritage guideline area ~~or heritage guideline district~~ should be named in a manner that recognizes community history.

c. New buildings that contain dwelling unit or backyard suite uses should be made discretionary within a land use district in heritage guideline areas ~~and heritage guideline districts~~.

d. Heritage design guidelines may identify character-defining elements that ~~contribute to the heritage value or heritage character of an area~~. Alterations and new developments should be informed by the historic features of existing properties and streets, including elements such as: ~~include, such as the following:~~

- i. roof pitch or style;
- ii. front-yard setbacks ~~and; side setbacks;~~
- iii. window and/or door pattern;
- iv. front façade projections;
- v. patterns of streetscape and mature trees;
- vi. site layout and access;
- vii. building form, proportions and style;
- viii. modest maximum lot coverage, ~~design;~~ and,
- ix. general massing ~~and height considerations;~~ and
- x. existing restrictive covenants, which defined the original building scheme, or direct control districts.-
- ~~x. modest maximum lot coverage~~

e. Heritage design guidelines may not include guidance regarding the following:

- i. land use designation;
- ii. ~~parcel size; and,~~
- iii. number or size of dwelling units or suites.

Glossary

Heritage Asset – privately-owned structure, typically constructed before 1945, that significantly retains the original form, scale, massing, window/door pattern and architectural details or materials. Individual heritage assets may not warrant inclusion on the Inventory.

Heritage Guideline District – an area with defined boundaries that has a grouping of heritage sites and heritage assets in concentrations of 25% or greater, which has been identified through a local area plan with associated discretionary heritage design guidelines.

Heritage Resource – includes historic buildings, bridges, engineering works and other structures; cultural landscapes such as historic parks, gardens or streetscapes, culturally significant areas, indigenous traditional use areas and sites with archaeological or palaeological resources. These can be managed by municipal, provincial or federal authorities.

Heritage Site – buildings, landscapes and features that are at least 25 years old, and thought to have standalone significance as a heritage site, may qualify for listing on the Inventory of Evaluated Historic Resources (Inventory). Potential heritage sites are researched and approved by Heritage Calgary according to a Council-approved system based on specific tangible and intangible values.

Patterns of streetscape - key to defining community characteristics and attributes such as: setbacks of buildings; placement of garages; landscaping and/or mature trees; roof pitch; materials; porches and gables; sidewalk width, etc.

To be inserted into the Guidebook as a new Section 3.2

3.2 Urban Forests and Parks: Greening the City

Conserving, protecting, maintaining and restoring the natural environment is a key goal and an important step towards a climate resilient city. The natural environment includes the urban forest, boulevards, private open space and public parks and natural areas which together contribute to ecological health and a sense of personal well-being.

“Parks and open spaces are an essential part of the complex interactions between growth, our day-to-day life and conserving nature. They are places recognized for supporting biodiversity and increasing our climate resilience by reducing vulnerabilities and risk to severe weather events and long-term climate effects.”
MDP 2020 pg 43

In Section 2.6.4 Ecological Networks, the Municipal Development Plan identifies the key components of Calgary’s ecological network and supports biodiversity and encourages the network resilience. The Urban Forest is one of those key components and “...one of the defining features that establish Calgary’s character, sense of place and quality of life”. Pg 69 MDP 2020

Objectives

The following objectives are intended to guide decisions for supporting growth and Greening the City:

- Ensure the protection, maintenance and expansion of the tree canopy on public and private lands.
- The planting of trees will use methods that will ensure the sustainability and longevity of new trees to reach full canopy size.
- Protect, maintain and enhance riparian areas along the creeks/ivers to facilitate wildlife movement, biodiversity and creek/river health while improving resilience to erosion, flooding and water quality impacts.
- Ensure sufficient community open space in Inner City and Established Areas using 2.0 hectares of open space per 1,000 residents. (MDP 2020 Section 2.3.4, pg 45).
- Support the design and redesign of parks, recreation and cultural facilities to reflect changing user needs and preferences. (MDP 2020 Section 2.3.4, pg 45).
- Support innovative use of underused public spaces (for example Bridgeland’s Flyover park).

Urban Forests

Calgary’s urban forests provide important ecosystem functions including improving air quality, reducing stormwater runoff, providing shade and cooling, wildlife habitats, increased property values and creating stress-reducing environments for

residents. The MDP recognizes the importance of the urban forest and identifies a tree canopy coverage target of 14-20% across the city.

To achieve and maintain a healthy, sustainable urban forest and meet tree canopy targets, it is critical The City, developers, and residents contribute to consistent and continuing urban forest management by protecting existing private and public trees wherever possible, planting the right trees, in the right location and in the right way, and maintaining all trees in good health. The following policies will help guide tree canopy protection and expansion in the developed areas.

- a. Protect trees on public and private lands from removal due to development, root impact due to construction or other activities and unnecessary canopy pruning.
- b. Provide additional tree plantings in public boulevards ensuring sustainable planting infrastructure, sufficient soil volume and adequate moisture particularly on arterial and commercial roads for large canopy growth in the long-term.
- c. Ensure maximum conservation of existing **healthy**, mature trees, including private trees, and incorporation of native and adapted vegetation in the site design and layout of new buildings. (MDP 2020 Section 2.6.4, pg 75).
- d. Create tree planting programs for private lands that are being redeveloped including:
 - i. Provide strict mature tree retention bylaws with incentives and/or penalties;
 - ii. Provide clear and enforceable minimum guidelines for native and adapted trees and vegetation incorporation into new development;
 - iii. Require revisions to the Land Use Bylaw using incentives or policies that includes a provision for all development and building permits in the developed areas to provide a landscape plan that details existing landscaping and proposed replacements or retention using a value per item table to incentivize the protection and expansion of the tree canopy;
 - iv. Supporting Community Associations/Resident Associations to provide feedback on compliance with Landscaping Bylaw requirements on approved redevelopments; and,
 - v. Consider revisions to the Land Use Bylaw to allow for a maximum lot coverage of 50% for Rowhouse or Cottage Housing Cluster developments where tree retention/replacement is considered needed to achieve City goals, and as identified through the local area plan process.
- e. Protect, maintain, and enhance the ordered, regular planting design in heritage boulevards, including a tree replacement plan as lifespans are approached.
- f. Require a diversity of trees to be incorporated into any landscaping both to promote biodiversity as well as mitigate potential loss due to environmental hazards such as disease or insect infestation.
- g. Identify significant trees in the developed areas for additional protection: develop an identification system for heritage trees, wildlife trees and landmark trees.
- h. All Local Area Plans are responsible for meeting City tree canopy targets. Targets and responsibilities shall be established for the local area plans and for proposed redevelopment to ensure that tree canopy meets The City's urban forestry goals, including within city easements on private land.

Parks, Open Space and Natural Areas

“Resilience of a city improves when integrated systems are in place to conserve, enhance and maintain our natural infrastructure as well as the social, economic and environmental benefits that they provide. Natural Infrastructure is better able to self-adapt to the stresses and shocks associated with Calgary’s changing climate than hard infrastructure. Protecting and using natural infrastructure appropriately can offset costly investments in new hard infrastructure, while providing additional social, economic and environmental co-benefits.” MDP 2020, Section 2.6.1, pg 63

Park design, redevelopment and integration should be informed by the MDP 2020, Section 2.3.4 Objectives and policies (pg 43). In addition:

- i. A local area plan will identify existing open space per population and provide plans to maintain, increase, and redesign parks and open spaces due to forecasted population increases and density pressures;
- j. Encourage the development of programs for engaging citizens and corporations to contribute to park funds for the purchase and future maintenance of additional parks in the developed area;
- k. Regional parks are not and should not be included in density calculations; and
- l. Secondary suites should be included in density calculations.

Urban Forests and Parks: Greening the City

A Rationale

The creation and adoption of the Guidebook for Great Communities offers the City an unparalleled opportunity to further the goals and objectives of the MDP 2020 for urban forest retention, protection and expansion.

Furthermore, the Guidebook provides a basis for the development of multi community local area plans that will facilitate and guide the redevelopment of established areas and direct one half future population growth to these areas. The need for firm guidelines on park space and natural area retention, redesign, and expansion must reflect a growing population as determined in the MDP 2020.

The North Hill Communities Local Area Plan draft (January 2021) includes Section 3.2.4 Greening the City. This section should be removed from the LAP and placed into the Guidebook to ensure that all established areas can benefit from objectives and policies that support the direction of the MDP.

Using the basics of Section 3.2.4 from the LAP, the attached proposed amendment includes additional policies and direction to further strengthen and inform the policies for the Urban Forest and Parks for established areas.

Key points are:

1. Amend the Guidebook to include urban tree canopy policies to reflect direction in the MDP 2020.
2. Strengthen policies to support urban tree canopy in redevelopment.
3. Establish policies for the City to maintain, increase and redesign parks and open spaces due to population and density pressures.