

## MAIN STREETS INITIATIVE - PHASE 3 SUMMARY REPORT AND IMPLEMENTATION PLAN

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### EXECUTIVE SUMMARY

Approval of the PUD2014-0312 - Corridor Program Proposal report provided project funding and a project charter for the Main Streets initiative. This three phase program has been completed and it is recommended that there be a staged approach to implementation with a new local policy and land use district framework, supported with a funding strategy for public realm improvements and better knowledge regarding water service requirements for key main street areas.

### ADMINISTRATION RECOMMENDATION(S)

That the SPC on Planning and Urban Development recommend that:

1. Council approve the Main Streets Implementation Plan (Attachment I), and;
2. That this Report be forwarded to the 2017 April 10 Combined Meeting of Council in order to align with Public Hearing on the Developed Areas Guidebook, new land use districts and City initiated re-designations.

### RECOMMENDATION OF THE SPC ON PLANNING AND URBAN DEVELOPMENT, DATED 2017 MARCH 08:

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That Council approve the Main Streets Implementation Plan (Attachment 1).

### PREVIOUS COUNCIL DIRECTION / POLICY

At the 2016 September 12 meeting of Council, Administration's recommendation to the SPC on Planning and Urban Development was approved (PUD2016-0564), moved by Councillor Pincott, Seconded by Councillor Colley-Urquhart, that the Committee recommendations be adopted in an omnibus motion. PUD2016-0564 provided a project update for the Main Streets Initiative with the completion of Phase 2 including the endorsement of prioritization of key areas and a framework for the implementation plan.

At the 2015 September 28 meeting of Council, Administration's recommendation to the SPC on Planning and Urban Development was approved (PUD2015-0638), moved by Councillor Woolley, Seconded by Councillor Stevenson, that the Committee recommendations be adopted in an omnibus motion. PUD2015-0638 provided a project update for the Main Streets Initiative with the completion of Phase 1.

At the 2014 May 26 meeting of Council, Administration's recommendation to the SPC on Planning and Urban Development was approved (PUD2014-0312), moved by Councillor Chabot, Seconded by Councillor Sutherland. Approval of PUD2014-0312 provided project funding and a project charter for the Main Streets Initiative.

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### BACKGROUND

The Municipal Development Plan (MDP) identifies 14 land use typologies across Calgary, five of these typologies (Centre City, Major Activity Centres, Community Activity Centres, Urban Corridors and Neighbourhood Corridors) are intended to be the major growth areas for the next 60 years within the built area of the city. The MDP and the Calgary Transportation Plan (CTP) identify 24 specific streets as corridors; 8 Urban Corridors and 16 Neighbourhood Corridors. These corridors or main streets, provide commercial services, housing, recreation and important transportation links to the adjacent 68 communities.

The Main Street initiative focuses on implementation approaches and programs to enable the policies, goals and targets contained in the MDP. The first phase focused on listening and learning from main street area residents, business owners and landowners and included in depth discussion with thousands of Calgarians and other interested groups, such as the development industry and business organizations. Phase 2 was completed in June 2016 and focused on policy and Land Use Bylaw review, market demand and economic forecasting for the main street areas, continued dialogue with developer and builder stakeholders and cross corporation examination of solutions to address City and stakeholder preferred outcomes.

Phase 3 has focused on the development of an implementation framework for selected main street areas including actions for planning, investment and innovation. This includes city initiated land use district redesignations, updates to affected local area plans, initiation of detailed designs for a new public realm improving sidewalks and road carriageways in a concept streetscape master plan process, a proposed funding approach to construct the new streetscape designs, an implementation plan for water infrastructure capacity (storm, sanitary and water) and exploration of innovative approaches to create vibrancy and resiliency in the main street commercial areas.

### INVESTIGATION: ALTERNATIVES AND ANALYSIS

Stakeholder engagement clearly indicated that the Main Streets initiative should not only provide an updated land use framework, but also include a broad approach that includes planning, investment and innovation. Approval of PUD2016-0564 emphasized a prioritized sequence list of main street areas for the three primary implementation actions. The implementation plan proposes staging of planning and investment work to allow time for fulsome stakeholder engagement and allow current City staff levels to be maintained.

Planning and investment actions are intertwined and designed to be implemented together in sequence. A new policy and land use regulatory framework will be created with local stakeholders and be recommended to Council for adoption. A new streetscape master plan will be created with local stakeholders and then funding assigned to build this new street, sidewalk and public realm plan. Water service analysis will examine the impact on network capacity and provide better information to applicants and allow Water Resources better insights into future network upgrades. Exceptions to this proposed model include 9 Avenue S.E., 33 Avenue S.W. and 17 Avenue S.E. since other planning projects are currently taking place in these areas.

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The proposed investment and planning actions are for the 17 priority main street areas. Innovation will be ongoing work, carried out by several departments and business units, includes new approaches to heritage conservation in land use districts and policies, new methods for better use of parking facilities, both public and private; and increasing resiliency and vitality in commercial areas. Innovation efforts will be available to all main street areas.

### Planning

The Main Street initiative focuses on implementation of policies, goals and targets contained in the MDP. The MDP, local area plans and the Land Use Bylaw (LUB) provide the framework for reviewing and rendering decisions on this change. The Main Streets initiative has provided analysis and supported extensive stakeholder engagement for the proposed Developed Areas Guidebook amendment to the MDP and new mixed use land districts for the Land Use Bylaw. These updated tools will support current and future planning efforts for select main street areas. Planning action items for priority main street areas include:

- City Initiated Land Use District Redesignations - created with local stakeholders, recommend to Council an appropriate land use district framework to support private investment in the main street area.
- Amendments to Local Area Plans - amendments to local plans to align with the Developed Area Guidebook and the new land use districts.

### Investment

There is a strong desire from main street communities to have a safe, comfortable, high quality street and sidewalk environments that encourage all modes of mobility along the main street, with public gathering places and spaces that foster community interaction. Water infrastructure upgrades can have a major impact on the cost of new construction projects and builders are looking for information regarding cost of service connections to city networks earlier in the design process.

Following the adoption of a new land use framework Investment action items for priority main street areas include:

- Streetscape Master Plans - a redesign of the public road right-of-way to better meet the goals of the CTP and Complete Streets Guide, with an emphasis on pedestrian safety, comfort and multi-modal transportation options. Street furniture and pageantry can be customized based on local context and character. Internal City of Calgary corporate objectives will be discussed with local stakeholders to finalize the new road, sidewalk and public realm plan. Once approved by Transportation, the design can be applied to applications in the approvals process.
- Construction - funding for construction of priority main streets for Council approval over a phased period (2017 to 2022).

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- Water Resources Implementation Plans - based on the new land use district framework, Water Resources will evaluate the impact on all water service networks, have a more robust network understanding to share with applicants in the main street areas, and ensure that any necessary capital investments have ample time to be budgeted for and aligned with other Business Unit needs.

### Innovation

Unique character, destinations for restaurants or entertainment and specialty retail are key elements that help define retail areas along main streets and provide an amenity that attracts new residents and further growth to the commercial area. Stakeholders are seeking new and innovative solutions to a variety of issues, including parking management, historic resource conservation, enhancement of commercial areas and flexibility for retail and commercial areas to provide more events and activities to draw more people to main streets.

Innovation action items for all main street areas include:

- New policy and regulatory approaches for heritage conservation - using Bridgeland as the first neighbourhood, creating new land use district and local plan amendments to create incentives to retain heritage and character buildings while promoting intensification.
- Parking Management - as main street areas evolve and parking demands change, new approaches need be needed for on-street and private parking management. Ongoing evaluation with Calgary Parking Authority and Transportation Planning will continue.
- Vitality Creation - inexpensive, adaptable and flexible use of public and private spaces can create interesting and dynamic events that create vitality and increase visits to commercial areas. Ongoing pilots will be tested by Urban Strategy and other departments.

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

Phase 1 of the Main Streets initiative (November 2014 to May 2015) was focused on stakeholder discussion and public engagement. There were 5 public engagement opportunities for each main street area. This resulted in 1,335 hours of discussion and 4,112 comments provided by over 2,200 Calgarians at events and online. Additionally, there were 20 meetings with community associations, business organizations and other groups. During phase 2, from September 2015 to June 2016, the Main Streets initiative focused on analysis and evaluation of a variety of factors that influence growth and change in the main streets areas with focused workshops with selected stakeholders.

The strategy for communications for the third phase of the Main Streets initiative (creating an implementation plan) was focused on providing stakeholders with clarity and consistency of information. Main street users, residents, business owners and community leaders were aware of opportunities to get involved and understand how their input affects decision making. Communications efforts prepared citizens and stakeholders for engagement discussions by providing easy to understand information about the planning and development methods and decision factors.

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Priority main street areas were approved by PUD2016-0564 and select areas were identified for city redesignations and local area plan amendments. Engagement focused on land use and policy solutions and citizens were engaged with the same approach for the key main street areas. Workshops sessions and opportunities to provide online input were followed by additional discussions with land owners or community associations as requested.

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 with worksheets providing answers from participants about the range of building types, heights and locations of land uses were used 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 a 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. This proposal was mailed to all impacted property owners with specific details on the recommended changes for the main street area.

The success of the Main Streets engagement has created positive and productive conversations among many of the stakeholders. Citizens have communicated to the Main Streets team that the engagement process has created an increased interest and following of many civic matters, not just an increased interest in planning related issues.

### Strategic Alignment

Creation and delivery of the Main Streets Implementation Plan requires a comprehensive and coordinated corporate approach to achieve the desired outcomes of the MDP, the CTP and is dependent on the approval of several related initiatives. This includes the proposed Developed Areas Guidebook amendment to the MDP and two new mixed use land districts for the Land Use Bylaw. The Main Streets team has been extensively involved with several corporate projects, including the Industry/City Work Plan - Initiative 3: Established Areas Strategy and Water Resources Redevelopment Strategy, with both these projects aimed at reducing barriers to redevelopment.

### Social, Environmental, Economic (External)

Communities that provide a broad range of housing choices and commercial services, supported by high quality transit and transportation choices, allow people to meet their day-to-day needs within their own neighbourhood. A variety of transportation network options across the city, along with a more diverse built form, provides for adaptability and flexibility of the built environment over the long term. This diversity provides more options and likely better access for housing, recreation and commercial services for more Calgarians.

More sustainable transportation options such as walking, cycling and transit create a transportation system that provides more choice. Promoting great public spaces, low-impact designs for storm-water management, green buildings, cycling and walking, all work together to make Calgary more environmentally friendly.

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In economic terms, the Main Streets initiative represents a strategic approach to land use intended to enable the supply of housing and employment space to keep pace with significant demand. Supporting such supply increases in places 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.

The success of the public engagement has created more awareness and interest in the development along main streets, with more and more Calgarians vested in creating great communities supported by the main streets.

### **Financial Capacity**

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

Engagement, communication and obligations for notification of land use changes requires significant expenditures and the current approved one time budget allocation, Urban Strategy, program #651, should be sufficient to complete this phase of the project. This budget is operational, and still being used for communication and notification costs. Administration will determine the remaining amount and seek Council approval for reallocating this for a 2018 one time operating funding request.

Community Planning has provided \$50,000 for a specific Streetscape Master Plan and this amount will be spent in 2017 on design work.

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

Priority main street areas comprise 17 sections of roadway. Of these, three are partially or fully funded by Transportation for construction. They include 17 Avenue S.E. and two sections of Centre Street North.

The remaining fourteen corridors are estimated to require \$9,515,000 for Streetscape Master Plans and \$186,844,600 for the Construction (Total estimate of \$196,959,600).

Currently \$650,000 funding for Streetscape Master Plans has been provided by Transportation and Community Planning. The \$600,000 from Transportation is funded under a capital budget. This allows the immediate needs to be met for the priority Main Streets on the list.

For the balance, Administration has submitted the priority main street areas as a funding program to Infrastructure Calgary and with confirmation of funding levels will work with Infrastructure Calgary to incorporate the remaining unfunded portions for consideration in the next Action Plan.

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### **Risk Assessment**

Citizen and stakeholder interest, and potential monetary investment in new development, is very high for the main street areas. This current opportunity should be leveraged with City of Calgary actions to facilitate growth in these identified strategic areas. Not proceeding with the implementation of the Main Streets initiative will lose momentum created with many stakeholders and potentially develop mistrust with citizens and the development industry.

### **REASON(S) FOR RECOMMENDATION(S):**

The Main Street initiative is creating more opportunity for private investment to build a more complete community, supported by recommendations for infrastructure investment by The City of Calgary in the public realm for priority main street areas. An updated policy and land use district framework will create certainty for all local stakeholders, providing a clear vision that achieves the MDP goals for corridors, shortens approval time for redevelopment by providing the appropriate set of land use districts, reinforced by City of Calgary investment in public realm improvements along with a more complete understanding of water service capacity levels and costs associated to upgrade these networks.

### **ATTACHMENT(S)**

Main Streets Implementation Plan

## Main Streets Implementation Plan



# Main Streets implementation plan



### Main Streets Implementation Plan



## Main Streets Implementation Plan



The Municipal Development Plan identifies 24 Main Street areas for strategic growth and municipal investment. Following an exploratory scoping period that focused on engagement options and scope of analysis, the Main Streets initiative was formally launched in November of 2014. In 2014 and 2015, thousands of citizens provided ideas and worked with city planners to discuss the future of their community, this, along with concentrated sessions with special interest stakeholders, refined desired outcomes.

Detailed analysis on growth trends, community desires, market demands, City of Calgary investment and existing local area planning policies was completed in 2016. This examination looked at 33 sections of the original 24 streets to better align analysis efforts with community boundaries and areas of similar context. Recommendations for implementation are based on identifying key areas for a staged approach for planning, investment and innovation.

## Main Streets Implementation Plan



### Planning

#### private investment tools

The Main Street initiative focuses on implementation of policies, goals and targets contained in the Municipal Development Plan (MDP). The MDP, local area plans and the Land Use Bylaw (LUB) provide the framework for reviewing and rendering decisions on this change. Updating this framework based on best practices is a key implementation deliverable. The Developed Areas Guidebook, city initiated land use district redesignations with a variety of existing and new districts, along with amendments to local area plans, will prime the key main street areas for private investment.



### Investment

#### public realm, public infrastructure

There is a strong desire from main street communities to have a safe, comfortable, high quality street and sidewalk environment that encourages all modes of mobility along the main street, with public gathering places and spaces that foster community interaction. Water infrastructure upgrades impact the cost of new construction projects. Builders and developers are looking for information regarding cost of service connections to city networks earlier in the design process.

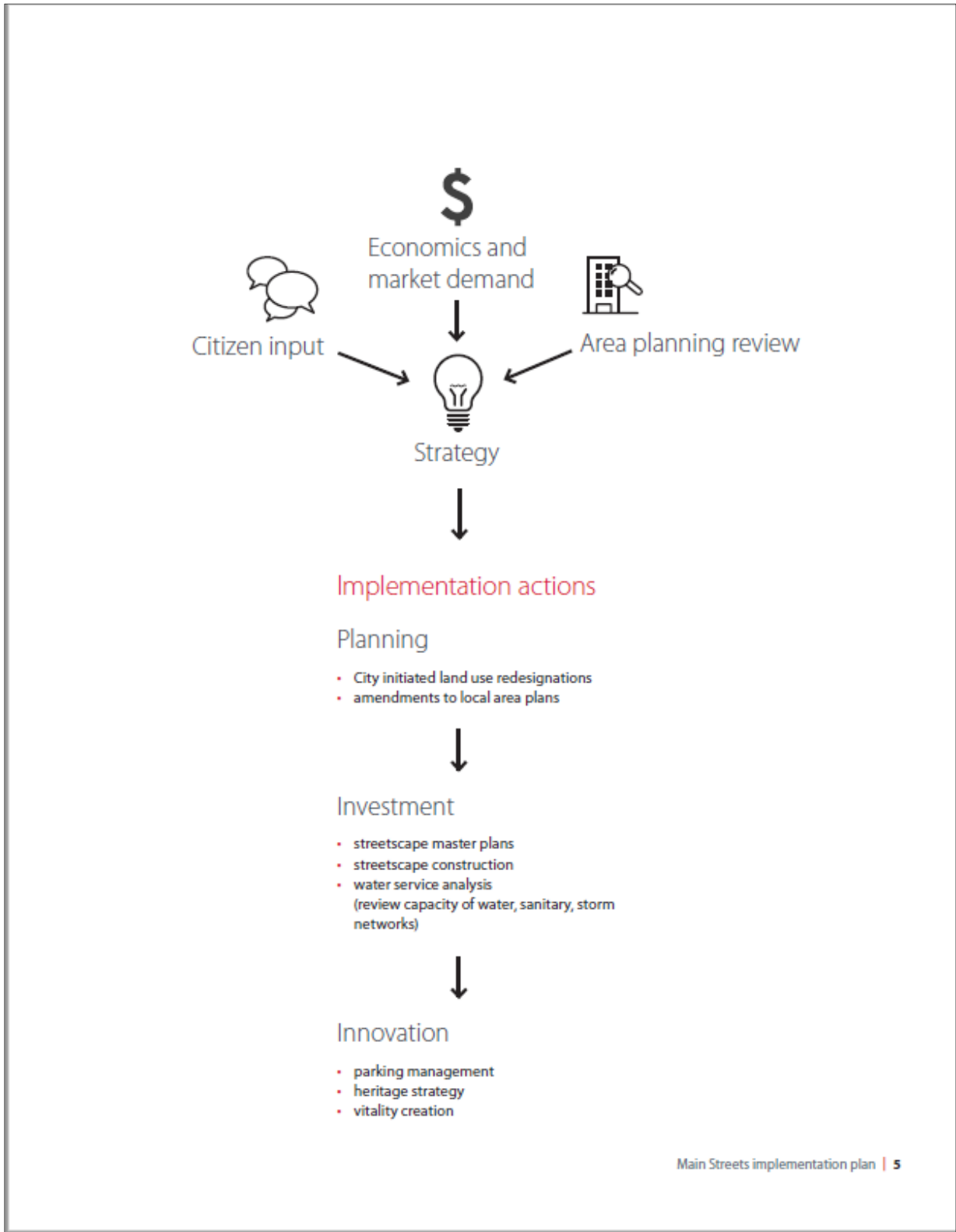


### Innovation

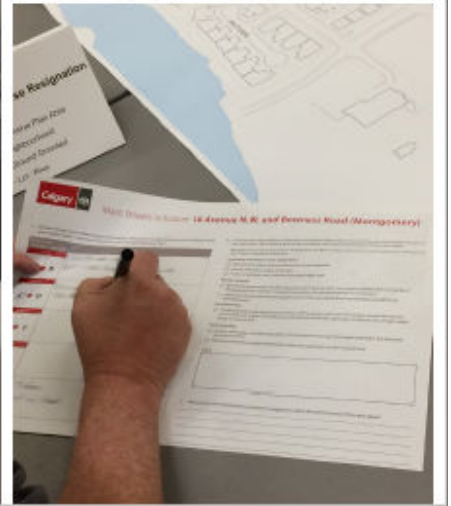
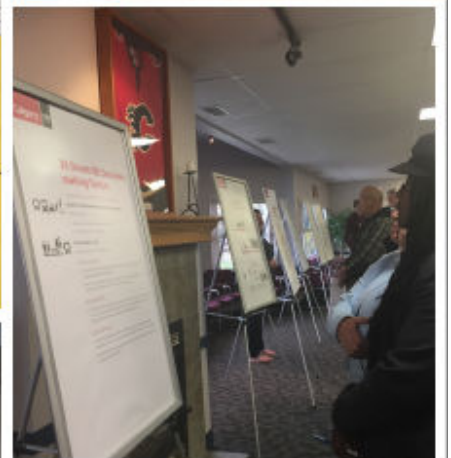
#### enabling vibrancy

Unique character, specialty retail, destinations for restaurants and entertainment are key elements that help define commercial areas along main streets. This amenity attracts new residents and further growth to the commercial area. Stakeholders are seeking new and innovative solutions to a variety of issues, including parking management, historic resource conservation, enhancement of local businesses and flexibility for retail and commercial areas to provide more events and activities to draw more people to main streets.

## Main Streets Implementation Plan



### Main Streets Implementation Plan



## Main Streets Implementation Plan



### Staged implementation

Each of the 33 main street areas were reviewed on four primary evaluation matrixes; existing land use district capacity, planning need, redevelopment readiness and infrastructure knowledge and cost. Council approved a staged approach for implementation with PUD2016-0564 and identified 9 main street areas for an initial detailed implementation focus.

Analysis provides a sequence list of the 33 main street areas for implementation action. The first 17 areas on the list are recommended for immediate and near term implementation (2017 to 2022). Detailed infrastructure demand analysis and land use planning for the proposed Green Line will affect 3 of these 17 main streets areas (9 Avenue S.E. and the two sections of Centre Street North). Implementation planning for the Green Line will be carried by other work teams, with support and information provided by the main street team.

14 specific priority main streets will be prepared for private and public investment; private investment supported by an updated land use framework approved by City Council, then design and construction of a new streetscape and public realm funded by the City of Calgary. All 33 main street areas will be receiving benefit of programs or services created by innovative solutions related to ongoing project work (e.g. parking management, land use for heritage conservation and vitality creation).

Many of the remaining 16 main street areas are receiving a variety of both planning and capital upgrades, with many planning projects or programs at various stages of completion, often infrastructure networks have been recently upgraded or approved for improvement. Several of these areas have adequate planning (local area plans and land use districts) in place. A review of these areas is recommended once land frameworks have been adopted by Council for initial 17 main streets, projected to be completed in 2019.

## Main Streets Implementation Plan

### Priority main street areas (Implementation 2017-2022)

- Planning 2017-2018  
Investment 2017-2020
  1. 17 Ave. S.E.
  2. 17 Ave. S.W. - 37 St S.W. to Crowchild Tr.
  3. 37 St. S.W.
  4. 1 Ave. N.E.
  5. Bowness Rd. N.W. (Montgomery)
  6. 16 Ave. N.W. (Montgomery)
  7. 9 Ave. S.E.
  8. 36 St. N.E.
  9. Centre St. N. - North of 16 Ave.
- Planning 2018-2019  
Investment 2019-2022
  10. Centre St. N. - South of 16 Ave.
  11. 33 Ave. S.W.
  12. Bowness Rd. N.W. (Bowness)
  13. 14 St. S.W. - 17 Ave. S.W. to 33 Ave. S.W.
  14. Kensington Rd. N.W. - Crowchild Tr. to 14 St. N.W.
  15. 4 St. S.W.
  16. Edmonton Tr. N.E. - South of 16 Ave.
  17. Edmonton Tr. N.E. - North of 16 Ave.

### Long term main street areas (Review in 2019)

- 18. 17 Ave. S.W. - 14 St S.W. to Macleod Tr.
- 19. 10 St. N.W.
- 20. 14 St. S.W. - Bow River to 17 Ave. S.W.
- 21. Macleod Tr. S.
- 22. 10 Ave. S.W.
- 23. Kensington Rd. N.W. - 14 St. N.W. to 10 St. N.W.
- 24. Macleod Tr. N.
- 25. 16 Ave. N. - Centre St. N. to Deerfoot Tr.
- 26. 14 St. N.W. - Bow River to 8 Ave. N.W.
- 27. 16 Ave. N. - Banff Tr. N.W. to 10 St. N.W.
- 28. 17 Ave. S.W. - Crowchild Tr. to 14 St. S.W.
- 29. 16 Ave. N. - 10 St. N.W. to Centre St. N.
- 30. 50 Ave. S.W.
- 31. 4 St. N.W.
- 32. 32 Ave. N.E.
- 33. Richmond Rd. S.W.

### Main Streets Implementation Plan

