



# Rivers District

## Community Revitalization Plan

### April 2007



# City of Calgary Rivers District Community Revitalization Plan

## Table of Contents

	<b>Page</b>
i. Executive Summary	i
<b>PART I – Context and Plan Description</b>	
1. The Need for the Plan	1
2. Legal Boundary Description	3
3. Legislative Context	4
4. Alignment with Existing Policy	5
5. Plan Objectives	15
6. Existing Socioeconomic Conditions	16
7. Existing Infrastructure and Redevelopment Measures	29
8. Plan Benefits	66
9. Plan Risks	68
10. Redevelopment Phasing	69
11. Redevelopment Impacts and Proposed Mitigation Measures	71
12. Role of Private Sector Developers in Redevelopment	72

## Table of Contents

### **PART II – Finance**

	<b>Page</b>
13. The Community Revitalization Levy	73
14. Administration of the Community Revitalization Levy	74
15. Financial Assumptions	75
16. Plan Costs	80
17. Plan Revenues	84
18. Projected Borrowings and Repayment	90
19. Shortfall Funding	92
20. Community Revitalization Levy Fund	93

## **List of Figures**

1. The City of Calgary Rivers District Community Revitalization Levy Area
2. East Village ARP Boundary Revision
3. East Village Future Land Use
4. Beltline Future Land Use
5. Calgary Exhibition & Stampede Master Plan
6. Fort Calgary Master Plan
7. Combined Volume of Overdoses and Needle Pick-Ups
8. Rivers District City Land Ownership
9. East Village Land Use Designations
10. 9 Avenue South Side Land Use Designations
11. East Downtown Land Use Designations
12. Beltline Land Use Designations
13. Stampede Park Land Use Designations
14. Rivers District Sub-Areas
15. Rivers District Floodplain
16. East Village Stormwater Pond and Interpretive Facility
17. Rivers District Street Network
18. Victoria Park Transit Centre
19. East Village New Roads
20. 4 Street Connector
21. Rivers District Streetscape Character
22. East Village Residential Streetscape
23. Rivers District Transit Network Concept
24. Victoria Park Transit Centre Map
25. Rivers District Existing Open Space
26. East Village Public Open Space
27. Rivers District Open Space Concept
28. Rivers District Heritage Sites
29. Rivers District Existing Parking
30. Municipal Facility Projects

## **List of Tables**

1. Existing Non-Market Housing Facilities
2. East Village Underground Utilities – Preliminary Cost Estimates
3. East Village Surface Improvements – Preliminary Cost Estimates
4. East Village Sidewalk/Streetscape – Preliminary Cost Estimates
5. East Village Parks/Open Space – Preliminary Cost Estimates
6. Historic Buildings
7. Initial Project Costs
8. Other Project Costs
9. Borrowing Costs
10. Community Revitalization Levy Revenue
11. Low Scenario Assessment Growth Phasing
12. High Scenario Assessment Growth Phasing

## **Schedule**

1. Definitions





# City of Calgary Rivers District Community Revitalization Plan

## i. Executive Summary

The Rivers District Community Revitalization Plan (“the Plan”) outlines a public infrastructure program that will facilitate the reclamation, redevelopment and revitalization of this underdeveloped inner city area. The Plan is needed because much of the area has been stagnant for many decades, even as the other parts of Calgary have redeveloped.

In order to encourage private and public sector development in the district, extensive public infrastructure is required, along with a sustainable funding source which does not create an additional tax burden for citizens. Recent changes to the *Municipal Government Act*, enable The City of Calgary to implement a Community Revitalization Levy (“CRL”). This new financing mechanism is designed to provide up to 20 years of stable funding, which is necessary to achieve economic, social and environmental objectives for the Rivers District.

Infrastructure projects planned for the District have been delineated into two phases. The Initial Phase includes only those projects required to kick start the redevelopment of the East Village portion of the Rivers District and a Riverwalk. The initial projects focus on infrastructure upgrading, including road raising and floodproofing, and the regional pathway network. Large-scale private development in the northern portions of East Village will not occur without these projects. The Plan anticipates commencement of these projects in 2007 and lasting for approximately five years, at an estimated cost of \$135 million. Other infrastructure projects are also proposed and would commence after the initial projects are underway. Unlike the East Village and Riverwalk projects, these projects are all prospective in nature, have not been scoped in detail, and limited costing analysis has been undertaken for them.

The Plan is designed to have no impact on The City’s operating and capital budgets over its 20 year timeframe and thereby provides self-sustaining funding for the Rivers District redevelopment. A significant component of the Plan involves the Provincial portion of the property tax levies. During the 20 year period of the CRL, the Province has agreed to forgo a portion of their property tax revenues in the Rivers District, thereby enabling The City to leverage this contribution to fund redevelopment projects.

The current residential assessment base in the Rivers District is approximately \$328 million and the current non-residential assessment base is approximately \$647 million. The total current property tax revenues generated from residential properties

is approximately \$1.8 million and from non-residential properties is approximately \$8.9 million. It is estimated that approximately \$8.4 billion to \$11.6 billion in residential assessment value will be added into the Rivers District over the 20 year period. In addition, approximately \$3.8 billion to \$6.7 billion in new non-residential assessment value will be added into the Rivers District over the same 20 year period. As a result of these estimated increases in assessment value, the CRL is estimated to generate between \$725 million and \$1,166 million in revenues to fund the Plan.

The Plan requires that The City borrow \$135 million to front end the cost of the initial projects. As other projects are specifically identified and approved by Council, further borrowing bylaws will be put forward to Council for approval dependent upon further tax supported borrowing capacity being approved by Council.

A special purpose vehicle entitled the Calgary Municipal Land Corporation (“CMLC”) is being established to implement and execute this Plan. The CRL will be levied and collected by The City through the property tax system. Certain responsibilities and authorities will be delegated by The City to CMLC in terms of administration, project management, and project delivery related to this Plan. It is intended that all administrative and project management costs related to CMLC and the use of City resources to execute this Plan will be covered by the CRL.

## **PART I – CONTEXT AND PLAN DESCRIPTION**

### **1. The Need for the Plan**

The Rivers District is Calgary's birthplace and was once a thriving residential and business community. Some of Calgary's most popular destination attractions are located in the area including the Calgary Exhibition & Stampede and Fort Calgary. Unfortunately much of the area is currently characterized by crime and social concerns, environmentally contaminated lands, inadequate infrastructure, and access problems.

The Rivers District Community Revitalization Plan outlines a public infrastructure program that will facilitate the reclamation, redevelopment and revitalization of the area. The Plan is needed because the Rivers District has been stagnant for many decades, even as other parts of downtown Calgary have redeveloped. The current social, environmental and municipal infrastructure conditions in the area have hampered development and created a negative image for the centre of an otherwise dynamic city.

The development community has had little or no interest in the area because major redevelopment is cost prohibitive. Significant infrastructure upgrading, including floodproofing and road raising, is both costly and of such a large scale that it cannot be undertaken in a piecemeal way. A coordinated approach to infrastructure redevelopment, over several blocks, is required. Comprehensive new public infrastructure measures will be the catalyst for private sector redevelopment.

In order to encourage private and public sector development in the District, extensive public infrastructure is required along with a sustainable funding source which does not create an additional tax burden for citizens. The provincial Community Revitalization Levy Regulation provides the funding mechanism required to achieve the economic, social and environmental objectives for the area.

Infrastructure improvements that are contemplated in the Plan are costly. The Community Revitalization Levy ("CRL") provides the funding mechanism necessary to enable The City to embark on the Plan. The CRL provides a means to segregate increased property tax revenues in the Rivers District which result from redevelopment into a fund that will be used to pay for the new infrastructure required. The taxes levied under the CRL would in effect replace the municipal and provincial portions of the property tax and the rate would be equal to that which is charged throughout The City. The end result is that improvements in the Rivers District are self-funded without any additional tax burden on the balance of The City and at the end of the 20 year CRL period, the amounts that were charged under the CRL would become general property tax revenues and flow into the general revenues of The City and the Province.

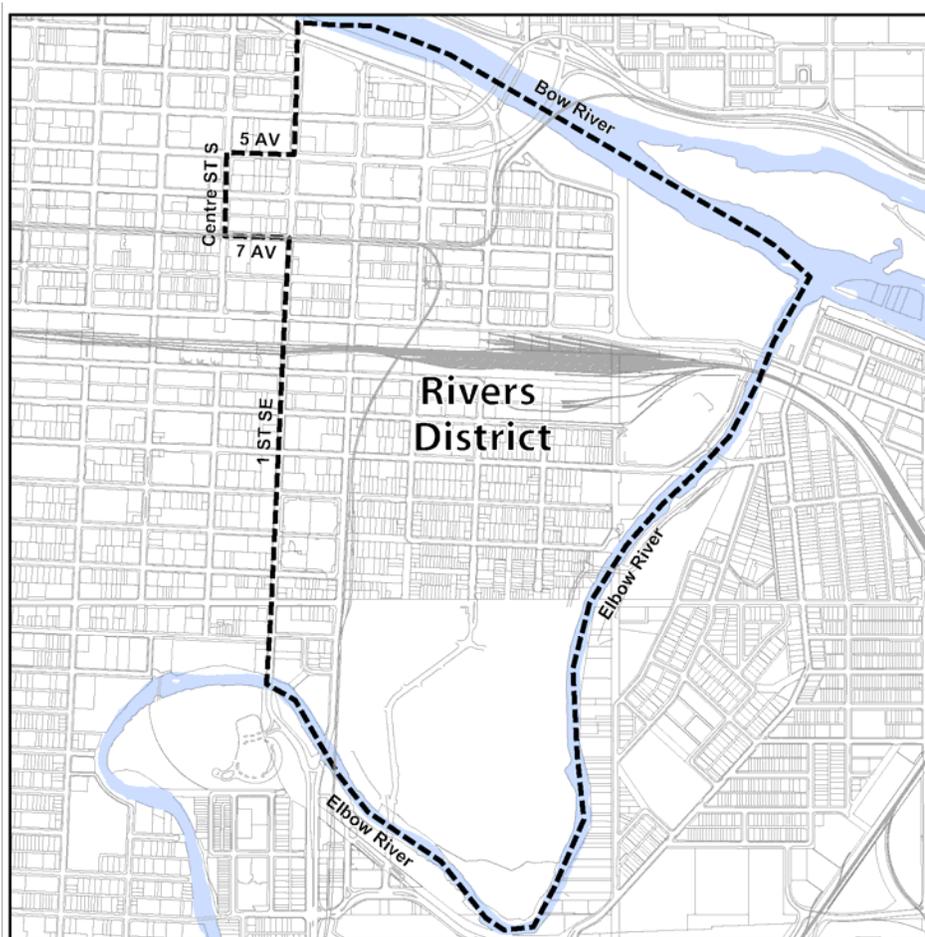
The plan also identifies major municipal facilities that may be located in the area. Such facilities will provide a further catalyst to redevelopment, demonstrate The City's commitment to the area, and provide facilities of benefit to all residents.

It is expected that significant social, environmental and economic benefits will result from the public sector investment as outlined in this Plan. Most importantly, the intent of this plan is to renew an underdeveloped inner city location and make it a desirable, sustainable community once again.

## 2. Rivers District - Legal Boundary Description

The City of Calgary Rivers District Community Revitalization Levy Area (the “Rivers District”) is comprised of all lands in the area shown on the following map, and which may be described as follows:

Bounded on the north by the right bank of the Bow River, on the east and south by the left bank of the Elbow River and on the west described as follows: commencing at a point where the left bank of the Elbow River intersects with the west side of 1 Street S.E., north along the west side of 1 Street SE to where it intersects with 7 Avenue SE, then westward along the south side of 7 Avenue SE to Centre Street, northward along the west side of Centre Street to 5 Avenue SE, eastward along the north side of 5 Avenue to the intersection with 1 Street SE, then northward along the west side of 1 Street SE to a point where, if extended northward, 1 Street SE would intersect with the right bank of the Bow River.



**Figure 1: The City of Calgary Rivers District Community Revitalization Levy Area**

### **3. Legislative Context**

#### **a. Municipal Government Act**

Council may pass a Community Revitalization Levy bylaw in accordance with Part 10 Division 4.1 of the Municipal Government Act M-26 RSA 2000 (“MGA”). The MGA authorizes Council to impose a levy in respect to the incremental assessed value of property in a community revitalization area to raise revenue to be used toward the payment of infrastructure and other costs associated with the redevelopment of property in the Community Revitalization Levy area.

The Community Revitalization Levy bylaw must be approved by the Lieutenant Governor in Council.

The levy applies only for 20 years from the year in which the Community Revitalization Levy bylaw is made or such shorter period as determined by the Lieutenant Governor in Council.

#### **b. City of Calgary Rivers District Community Revitalization Levy Regulation**

The Lieutenant Governor in Council enacted the City of Calgary Rivers District Community Revitalization Levy Regulation (“The Regulation”) on September 27, 2006. The regulation identifies that prior to passing a Community Revitalization Levy bylaw in respect the Rivers District, council must prepare a community revitalization plan and hold one or more public hearings on the community revitalization plan. The regulations identify specific elements the plan must address. The regulation also specifies how a Community Revitalization Levy Rate bylaw is to be prepared and the levy rate calculated.

The Community Revitalization Levy bylaw is terminated on the earliest of the following:

- i. At the end of a period of 20 years from the year in which the Community Revitalization Levy bylaw is approved by the Lieutenant Governor in Council;
- ii. The date that all borrowings for the Rivers District are repaid or recovered from the revenues associated with the community revitalization plan;
- iii. An earlier date specified by the Lieutenant Governor in Council.

It is anticipated that the City of Calgary Rivers District Community Revitalization Levy bylaw will be terminated in 2028.

#### **4. Alignment with Existing Policy**

##### **a. Provincial Land Use Policies**

Provincial Land Use Policies were approved in 1996 to supplement the planning provisions of the MGA and provide a framework for statutory plans, land use bylaws and planning decisions. Section 622(3) of the MGA requires that all statutory plans be consistent with the Land Use Policies.

The City of Calgary Rivers District Community Revitalization Levy Regulation, Section 4(3), specifies that a Community Revitalization Plan must be consistent with the Land Use Policies established under Section 622 of the MGA. The statutory plans and City policies that the Community Revitalization Plan will implement have been prepared in consideration of the Provincial Land Use Policies. Area Redevelopment Plans for the East Village and Beltline communities within the Rivers District contain policies supporting the efficient use of land, creation of high quality residential environments, provision of a wide range of housing types, intensification of development and promote sustainability and the protection of natural resources. Related City policy documents such as the City's Open Space Plan also conform to the Provincial Land Use Policies.

##### **b. City of Calgary Plans and Policies**

###### **i. Calgary Municipal Development Plan (Bylaw 10P98)**

The Calgary Municipal Development Plan (Calgary Plan) provides a city-wide framework that guides more detailed plans and policies. The objectives and policies in the plan are incorporated in more detail in Area Redevelopment Plans and other City policy documents summarized in this section. The MGA requires that all statutory plans be consistent with each other.

###### **ii. City of Calgary Land Use Bylaw (Bylaw 2P80)**

The City of Calgary Land Use Bylaw regulates and controls the use and development of land and buildings. Each precinct within the Rivers District has a range of land use districts that implement applicable plan policies. Much of the Rivers District is designated Direct Control (DC) to address unique circumstances and policies of plans within each precinct. Land use designations within the Rivers District are summarized in Section 6.

### **iii. Calgary Environmental Policy**

The City of Calgary Environmental Policy (2001) states that; “The City of Calgary is committed to becoming an environmentally sustainable community by providing the leadership to conserve, protect and improve the environment for the benefit of Calgarians and the regional community. The City of Calgary will integrate sustainable social, economic and environmental objectives into a coordinated decision-making process to maintain high standards of living, social harmony and environmental quality.”

### **iv. Calgary Transportation Plan**

The Calgary Transportation Plan (CTP), approved in 1995, supports the growth of the downtown as Calgary’s pre-eminent centre of employment, social and cultural activities and encourages increased residential population in the Centre City. The City’s downtown parking policies manage the location and supply of long stay parking and have influenced travel behaviour, encouraged the use of public transit and other modes of transportation and had a significant impact on shaping the downtown.

In 2005 a ten year review of the Calgary Transportation Plan was undertaken known as CTP2005. CTP2005 does not change the vision of the 1995 CTP but identifies new issues and trends that have occurred since 1995 and provides an overview of the existing programs and activities to achieve the policies of the 1995 CTP. A new CTP will be developed following the outcome of the “imagineCALGARY” process, and in conjunction with a new Municipal Development Plan, as well as 30 year social, environmental and economic plans.

A “Suggested Action” in CTP2005 is to complete a comprehensive, multi-mode long term (30 to 50 years) Centre City Transportation Plan that builds on the Proposed Centre City Plan, includes issues such as passenger terminal sites, the accommodation of goods and services, travel routes, and a mechanism for funding improvements.

The statutory plans within the Rivers District respond to the goals set out in the Calgary Transportation Plan. A major transportation improvement in the Rivers District is the 4 Street Connector which is discussed elsewhere in this report. Future LRT routes will also be significant in accommodating local and commuter transportation requirements. There is potential for a high speed rail line to be part of the Rivers District. This rail service may have a station that incorporates a future LRT station.

**v. Urban Parks Master Plan**

The Urban Parks Master Plan (1994) is Calgary's strategic plan for the future of the city's river valley parklands. The plan guides the acquisition, development and use of open space, identifies and addresses public needs and priorities and provides strategic direction for long-term open space needs. The plan addresses the preservation of natural landscape features and provides for a variety of outdoor recreation opportunities. The Bow and Elbow river valleys within the Rivers District are included in the Urban Parks Master Plan which provides policy direction promoting a continuous integrated river valley park system and that lands within the Rivers District be consistent with the approved Centre City Open Space Management Plan.

**vi. Proposed Centre City Plan**

The Rivers District encompasses the eastern portion of the Downtown and the communities of East Village and the Beltline within the Centre City. The Proposed Centre City Plan, released in March 2007, provides a broad policy framework for the Centre City and includes general planning policies and concepts for all Centre City neighbourhoods. The Proposed Centre City Plan will guide development through provision of an overall framework for the Centre City open space system, a comprehensive movement and access system for pedestrian, bicycle, transit and motor vehicles and urban design provisions addressing building design and the public realm.

Within the Centre City the East Village and Beltline Area Redevelopment Plans stand alone with respect to land use and planning matters within their respective areas. The Proposed Centre City Plan envisions a strong Downtown surrounded by vital mixed-use neighbourhoods. The plans will work together to implement the overall Centre City, Downtown, East Village and Beltline visions.

**vii. East Village Area Redevelopment Plan**

The East Village Area Redevelopment Plan (ARP) was adopted by City Council in 2005 (Bylaw 24P2004). East Village is situated in the Centre City area and lies between the Bow River and 9 Avenue S. and is bounded by Fort Calgary on the east and 3 Street SE and Macleod Trail on the west. The plan area is 113 acres including the 30 acre Fort Calgary site. The developable area is approximately 49 acres.

The Proposed Centre City Plan recommends that lands south of 9 Avenue SE, north of the CPR tracks, be included in the East Village ARP area. Expansion of the East Village ARP boundary to include these lands will require an amendment to the ARP. Policies for the area will require coordination with direction in the Beltline ARP for lands south of the CPR tracks.



**Figure 2: East Village ARP Boundary Revision**

The goals of the East Village ARP are to;

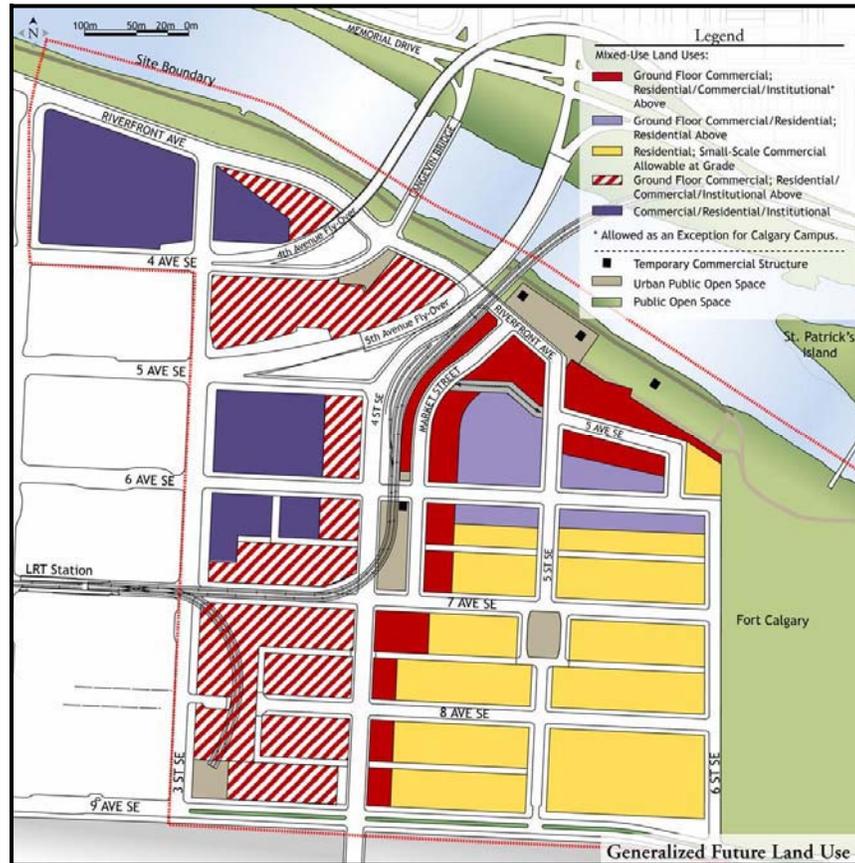
1. implement strategic City policies,
2. support sensitive residential intensification,
3. create a well designed, livable, integrated community,
4. incorporate principles of sustainable development,
5. support timely redevelopment, and
6. integrate the East Village Area Redevelopment Plan with adjacent communities, facilities and amenities.

The East Village ARP envisions a predominantly residential community with limited commercial development east of 4 Street SE. The area west of 4 Street SE is transitional to the downtown and as such office and commercial uses are proposed in addition to mixed-use residential developments. The plan encourages a development pattern that will create a strong neighbourhood identity and provides for high density transit supportive development with the potential to accommodate up to 11,500 residents.

The ARP identifies the need for floodproofing portions of the community and for infrastructure upgrades including underground utilities, road improvements and new roads. The plan provides for new public open spaces including links in the City's regional pathway system and open spaces for local and city-wide residents. Improvements to the pedestrian environment are proposed for the

safety and accommodation of the pedestrian and to enable the streets to serve as links in the public open space system.

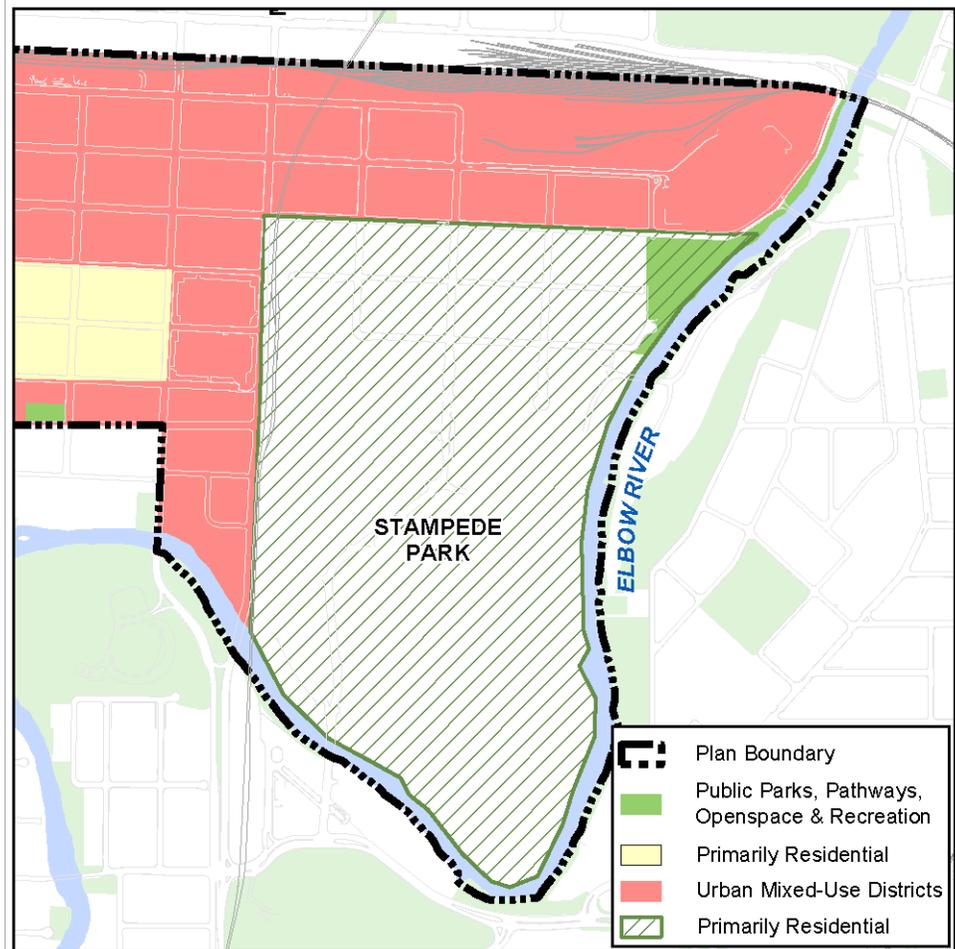
Figure 3 shows generalized land uses in the community. Section 6 of this report provides additional information on the specific land use districts.



**Figure 3: East Village Future Land Use**

**viii. Beltline Area Redevelopment Plan**

The Beltline area is located generally south of the Canadian Pacific Railway tracks, west of the Elbow River, east of 14 Street SW and north of 17 Avenue SW and includes Stampede Park. The Rivers District includes that portion of the Beltline east of 1 Street SE.



**Figure 4: Beltline Future Land Use**

The Beltline Plan was approved by City Council on May 15, 2006 (Bylaw 2P2006). The larger Beltline area provides for a total population of 40,000 in a diverse, high density, urban community. The target population is seen as being sufficient to ensure that a full range of services and amenities can be efficiently and economically provided to the area. A wide range of land uses and building types are proposed. The portion of the Beltline within the Rivers District is identified in the plan as “Primarily Residential” and the area can also accommodate light industrial, institutional, office and retail development.

The Plan proposes the improvement of park spaces throughout the Beltline, both by improving existing parks and by creating new parks. Particular emphasis is placed on the enhancement of the Elbow River both as a natural area and where opportunities exist, to provide more urban park spaces. This includes connecting into the overall

river pathway system. The plan also identifies the need to create a seamless interface between the Beltline and Stampede Park.

The achievement of the Beltline ARP vision is based on the following 10 principles:

- Foster and support neighbourhoods
- Provide for high density and mixed-use development while ensuring neighbourhood livability
- Protect and enhance unique character and heritage
- Improve pedestrian and cycling environment and manage transportation demand
- Encourage diversity in building types and styles
- Provide for a variety of physical and social environments and housing types
- Improve the public realm
- Promote the development and use of “Green” building and infrastructure design and technology
- Integrate the expansion of Stampede Park into the surrounding neighbourhood
- Promote processes that are open to creativity and innovation and reward achievement of the Vision and Principles

#### **ix. Debt Policy Framework**

In November 2006, Council approved self-sufficient tax supported debt capacity in the amount of \$150 million, \$75 million in each of 2007 and 2008. Self-sufficient debt refers to debt that is assumed by non-utility operations that ordinarily generate sufficient cash to fund all obligations. If there is a shortfall in the cash generated from the operation, tax support is a source of contingency funds. The debt policy of The City of Calgary complies with the debt capacity limits as set out in the Municipal Government Act, and in fact provides for more conservative debt capacity policies to prudently manage The City’s debt.

In general, debt that is issued under the Rivers District Community Revitalization Plan would classify as self-sufficient tax supported debt. Additional debt capacity for 2009 forward is to be considered by Council in advance of the 2009-2011 Business Planning and Budgeting process. The Plan would require additional debt capacity be created for 2009 forward in order to enable projects to be initiated in the Rivers District on a timely basis and act as a catalyst for redevelopment in the area. The actual quantum of debt capacity required would ultimately depend upon the projects that Council approves to be undertaken in the Rivers District.

**x. Investment Policy**

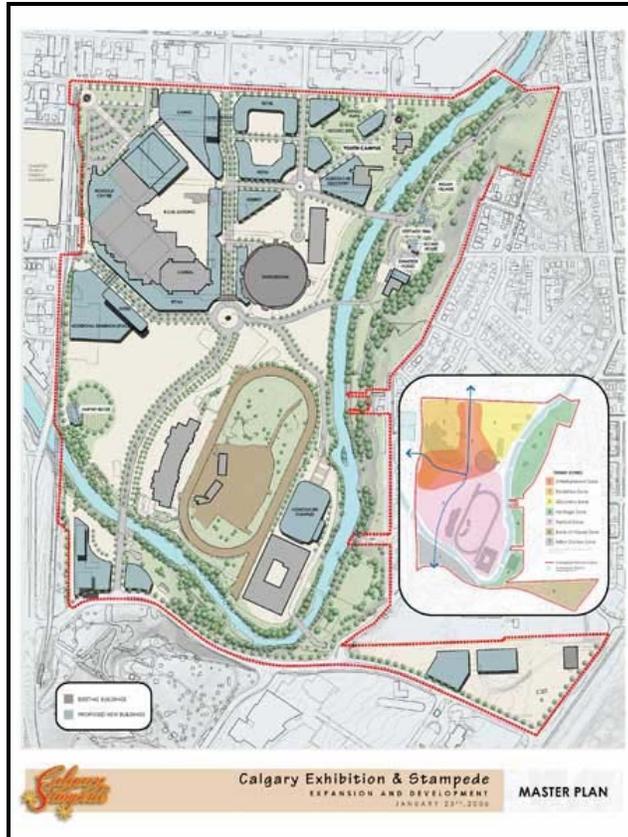
In July 2006, The City's Investment Policy was approved by Council. This policy complies with the requirements of the Municipal Government Act, including the Major Cities Investment Regulation. Any CRL funds on hand would be invested in accordance with these policies.

**c. Civic Partner Plans**

Within the Rivers District are a number of key Civic Partners including The Calgary Exhibition and Stampede, Fort Calgary, and the Calgary Public Library. These partner organizations promote the image of The City, its attractions and its cultural and historic identity; support a diverse array of arts, culture and sport opportunities in Calgary; support activities of key economic development partners and provide access to library resources. The following summarizes proposals of Civic Partners in the Rivers District.

**i. Stampede Master Plan**

The Calgary Exhibition & Stampede has prepared a Master Plan for the development of facilities in Stampede Park (Figure 5). It is a 15 year plan with a long term vision to develop Stampede Park as a year-round destination. Projects include a new home for the Stampede Casino, a new agricultural arena, expansion of the Roundup Centre, greening and riverbank reclamation, a heritage museum, retail marketplace ("Mainstreet"), new outdoor amphitheatre and an Olds College Calgary Campus. These projects will be phased over the 15 year plan period.



**Figure 5: Calgary Exhibition & Stampede Master Plan**

**ii. Fort Calgary Master Plan**

The Fort Calgary Master Plan as shown in Figure 6 illustrates future plans for the Fort Calgary site. Fort Calgary is designated as both a National and Provincial Historic Site. The 1875 Fort has been rebuilt where the original North West Mounted Police post was located and the site includes an Interpretive Centre, a replica of the 1888 Barracks, the Deane House Historic Site and a large open space area with internal pathways and links to the City's regional pathway adjacent to the Bow and Elbow Rivers. The Master Plan provides for expansion of the Interpretive Centre, accommodates a future wetland area in the northwest corner of the site and other improvements.



**Figure 6: Fort Calgary Master Plan**

**iii. Calgary Public Library**

The Calgary Public Library is in the preliminary planning stages for a new central library that will replace the current central library. In April of 2005, City Council recommended that the Calgary Public Library be given funding to investigate the viability of building a new central library.

## 5. Plan Objectives

The overall objective of the Plan is to eliminate blight while creating opportunities for private sector development and redevelopment. In addition to the elimination of blight are other objectives that enable quality city building including sustainability, improved physical and social environments, and the creation of future employment opportunities.

The redevelopment plans approved for the Rivers District envision vital mixed-use, sustainable communities with diverse populations and opportunities. Undertaking the initiatives in the Plan will enable remediation of the environmental conditions from historic industrial uses, freeing up inner city land for redevelopment. The flood proofing initiative will restore the lands now constrained by location to developable status. Inner city redevelopment will encourage environmentally friendly lifestyles including reduced dependence on vehicular trips, results which contribute to both the environment and overall sustainability of the greater community. The current social environment of the area is currently one of homelessness and perceived lawlessness. By creating an environment in which redevelopment can occur, the social environment can be influenced in a positive way.

## 6. Existing Socioeconomic Conditions

This section presents information on current social, economic, and development conditions within the Rivers District. The information is based on the most current data available from the The City of Calgary Civic Census, The City of Calgary Planning Development & Assessment Department, and the Canada Census.

### a. Social Conditions

East Village is the only community completely within the Rivers District. Since Civic Census data cannot be delineated for the portions of other communities within the Rivers District, East Village will be presented as representative of the social conditions throughout the District.

#### i. Population

The total population for East Village increased from 1,322 in 2000 to 2,159 in 2005. The majority of this population increase is due to the development of two residential apartment buildings (approximately 200 residents) and two institutional housing projects (The Calgary Drop-in & Rehab Centre, the Salvation Army Centre of Hope accommodating a total of approximately 1,000 residents). The population projection for East Village, given current land use designations, is 11,500. For comparison, the population of the entire Centre City, which is comprised of six communities, was 30,274 in 2005.

East Village has a low proportion of children and a high proportion seniors, compared to the entire downtown and the greater city of Calgary. In 2004, 0.8% of the East Village population was between the ages of 0-14, with 72.5% from 15-64, and 26.7% greater than 65 years of age. The entire Centre City had a population distribution of 4.2% from 0-14, 82.5% from 15-64, and 13.3% greater than 65 years of age. Overall, Calgary had a distribution of 18.4% from 0-14, 72.4% from 15-64, and 9.2% greater than 65 years of age.

Persons living alone account for 95.5% of the population of East Village. This compares to 69.4% in the greater Centre City and 51.3% in greater Calgary. Persons living alone is one of the key indicators of social isolation.

#### ii. Housing

The most recent Canada Census from 2001, identified 755 occupied private dwellings in East Village, all of which were apartments. The census identified no single-detached, semi-detached or row house

dwellings in the community. These figures are consistent with other Centre City communities, but highlight that minimal demolition and clearance is required to allow redevelopment in accordance with increased densities permitted in current land use designations. Census data indicates that 2.6% of these private dwellings are owner occupied while 96.7% are renter occupied. This compares to 18.8% owner occupied dwellings with 81.5% renter occupied in the greater Centre City and 69.3% owner occupied dwellings with 30.7% renter occupied in greater Calgary.

There are a significant number of non-market housing units within the Rivers District, as identified in the following Table.

<b>Non-Market Housing Facility</b>	<b>Number of Units</b>
Carter Place	179
Edwards Place	147
Baker House	270
Murdoch Manor	360
George C. King Tower	143
Eau Claire Place	130
YWCA – Mary Dover House	Emergency/transitional

**Table 1: Existing Non-Market Housing Facilities**

### iii. Homelessness

The City of Calgary defines homeless persons as “those who do not have a permanent residence to which they can return whenever they so choose”. In 2004 of the 2,597 of the homeless people enumerated by The City of Calgary, fully 2,440 of them (94%) stayed in facilities. Three facilities for homeless persons are located in East Village. These facilities can accommodate a combined total of approximately 1,075 people, or 41% of the homeless persons in Calgary. In 2004, a total of 127 people were enumerated on the street. Data on homeless persons are not reported by community district, so specific statistics are not available for East Village.

### iv. Crime

The predominant forms of crime reported by the Calgary Police Service for East Village during the one year period from August 2004 through July 2005 were: Assault – 99 incidents, Street robberies - 23 incidents, and Mischief (property damage) – 58 incidents. These incident numbers are high compared to other Centre City communities such as Eau Claire and Downtown West that have recently experienced residential development activity. Crime

incidents for the same time period in Eau Claire were: Assault – 12 incidents, Street robberies - 3 incidents, and Mischief – 17 incidents. Crime incidents for the same time period in Downtown West were: Assault – 15 incidents, Street robberies - 3 incidents, and Mischief – 33 incidents.

In 2005, East Village also had 87 person crimes (per thousand population) and 115 property crimes (per thousand population). This compares to 14 person crimes (per thousand population) and 147 property crimes (per thousand population) in Eau Claire for 2005, and 11 person crimes (per thousand population) and 68 property crimes (per thousand population) in Downtown West for 2005.

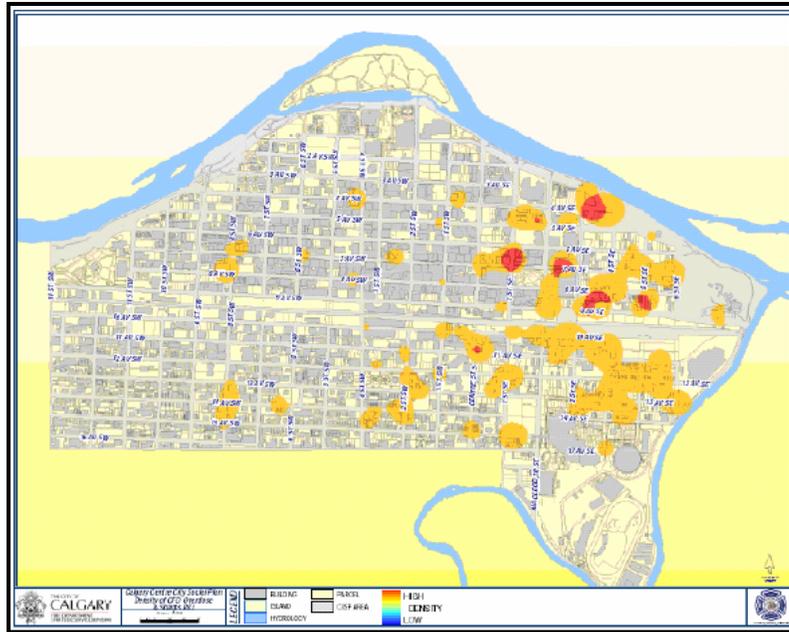
**v. Emergency Services**

City of Calgary Emergency Medical Services (EMS) responded to 43 shootings or stabbings in the Rivers District primary community areas of East Village and the eastern portion of Beltline from 2002-2004. This compares with an EMS response to 36 shootings or stabbings in all the remaining areas of the downtown. Other, primarily residential centre city communities, of Eau Claire and Downtown West had no EMS responses to shootings or stabbings in the same time period.

EMS responded to 20 blunt injuries or assaults in East Village and the eastern portion of Beltline from 2002-2004. This compares with responses to 21 blunt injuries or assaults in all the remaining areas of the centre city. The Eau Claire and Downtown West communities had no EMS responses to blunt injuries or assaults in the same time period.

EMS responded to 56 narcotics overdoses in East Village and the eastern portion of Beltline from 2002-2004. This compares with EMS responses to 50 narcotics overdoses in all the remaining areas of the downtown. The Eau Claire and Downtown West communities had a combined total of 1 EMS response to narcotics overdoses in the same time period.

The Calgary Fire Department reports data on overdoses they respond to and volume of needle pick-ups. Figure 7 depicts the combined volume of overdoses from 2003-2004 and needle pick-ups from 1989-2004. The frequency and volume of incidents is greatest in the communities of East Village and the eastern portion of Beltline; both within the Rivers District.



**Figure 7: Combined Volume of Overdoses and Needle Pick-Ups**

**vi. Community Services**

There are currently very few facilities and services within the Rivers District. The existing small resident population either has daily needs met through community housing services, or must leave the area to meet their service needs. The facilities and services statistics identified in this section are based on 2004 Canada Census information for census tract 42.00. This census tract most closely matches the Rivers District boundary and is presented as a representative area for facilities and services within the district.

Health services in the Rivers District make up 3.4% of the total health services in the centre city, the lowest of any area in the centre city. Similarly, education services in The Rivers District are the lowest of any area in the centre city at 10.9%. In 2004, convenience services in census tract 42.00 made up 11.2% of the convenience services in the centre city. The majority of these services are in the northwest portion of census tract 42.00 which is comprised of eastern Chinatown and is outside the Rivers District.

The Rivers District made up 25.6% of the human services in the centre city in 2004. Human services include such entities civic/social organizations, religious organizations, services for the elderly, community housing services, and community food services.

## **vii. Community Facilities**

The W.R. Castell Central Library is located in the Rivers District and is a well used facility with over one million in-person visits in 2004. This figure represents 17.3% of the total city library visits. There are no public recreation and fitness facilities in the Rivers District with the exception of an outdoor ice surface at Olympic Plaza. There is a YWCA facility located in the District that includes a pool and fitness facilities.

## **b. Economic Conditions**

Economic conditions are represented with information relating to income, employment, property assessments, property taxes, land uses, and development activity. The information is based on the most current data available from the The City of Calgary Civic Census and the 2001 Canada Census.

Similar to the Social Conditions section, economic data can not be delineated for the exact Rivers boundary. This being the case, the community of East Village will be presented as representative of the economic conditions present in the Rivers District.

### **i. Household Income**

The median household income in East Village was \$15,524 in 1995 and \$16,334 in 2000, which represents a 5.2% increase. This is well below the median income in the greater city which was \$51,265 in 1995 and \$57,879 in 2000, a 12.9% increase. Other Centre City communities of Eau Claire and Downtown West experienced substantial residential development activity between 1995 and 2000 and the median incomes in these communities increased dramatically. Downtown West rose from \$26,224 in 1995 to \$47,964 in 2000 (82.9% increase), and Eau Claire rose from \$47,452 in 1995 to \$80,210 in 2000 (82.9% increase).

Although Canada does not have an official poverty line, Statistics Canada's Low-Income Cut-Offs (LICOs) have become the most widely used measure of poverty in Canada. A LICO is "an income threshold below which a family will likely devote a larger share of its income to the necessities of food, shelter, and clothing than an average family would". In 2000, 62.2% of East Village residents were living in low-income households. This compares to 14.8% living in low-income households in the greater city.

## **ii. Employment**

Adult labour force participation is low in East Village at 26.9%. This measure means that a considerable segment of the population was neither working nor actively looking for work. This situation is not due to aging population demographics because fully 61.6% of community residents are in their primary working years (aged 25 to 64). There is 11.9% unemployment in East Village; the highest of all Centre City communities and significantly higher than the greater Calgary unemployment rate of 4.0%. The 2001 Canada Census, is used as the source for these unemployment figures because more current data is not available for individual communities.

## **iii. Property Assessment and Taxes**

In 2006, there were 333 residential property assessment accounts (condominium) in East Village with a median assessment value of \$162,500. This value is low compared to other predominantly residential downtown communities. For the same time period the Eau Claire community had 911 accounts with a median assessment value of \$323,000, and the Downtown West community had 844 accounts with a median assessment value of \$241,000.

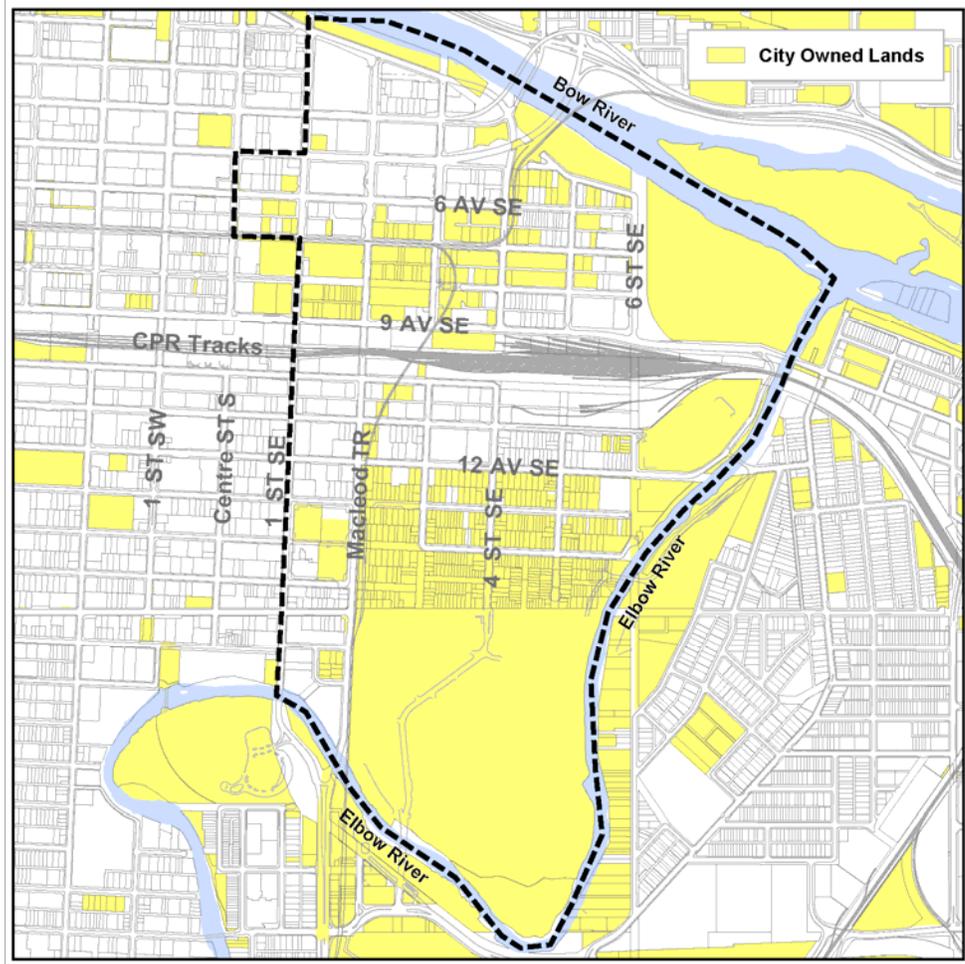
In 2006, the median residential (condominium) tax levy in East Village was \$1,196. This figure compares to \$2,377 for Eau Claire and \$1,774 for Downtown West.

The current residential assessment base in the Rivers District is approximately \$328 million and the current non-residential assessment base is approximately \$647 million. The total current property tax revenues generated from residential properties is approximately \$1.8 million and from non-residential properties is approximately \$8.9 million.

## **c. Development Conditions**

### **i. Existing Uses**

The Rivers District encompasses approximately 504 acres of land area. Of this amount, 235 acres (46.6%) is owned by The City of Calgary. City land ownership is highlighted in Figure 8.



**Figure 8: Rivers District City Land Ownership**

The 2004 Downtown Urban Structure Plan identifies that East Village had 99 vacant parcels combining to 22 acres. There are also 36 virtually vacant parcels in the community, combining to 8 acres. The Urban Structure Plan also identified 39 parcels in the Beltline (portion of the Beltline within the Rivers District). There are also 55 virtually vacant parcels in eastern Beltline. Virtually vacant parcels are defined as land occupied by buildings that are two stories or less; a density much lower than current land use designations permit.

**ii. Development Activity**

From 2000 to 2005, only one commercial development permit was issued by The City of Calgary in Downtown East Village. This figure compares to 2 commercial development permits in Eau Claire and 9 commercial development permits in Downtown West in the same period.

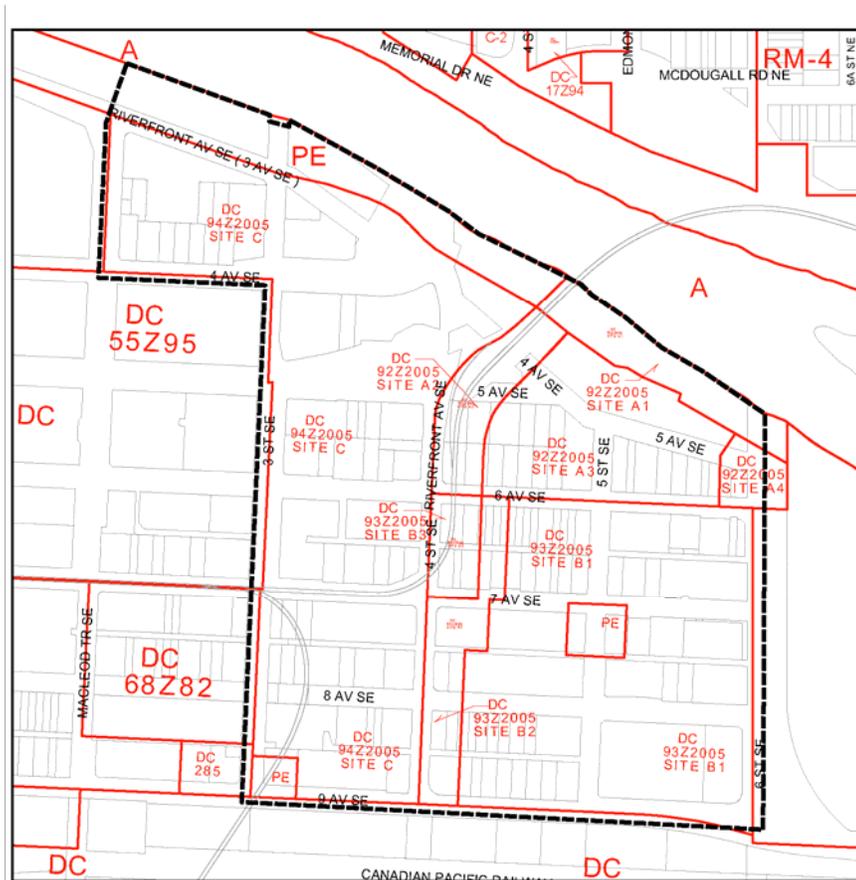
From 2000 to 2005, two residential development permits were issued by The City of Calgary in East Village.

### iii. Land Use Designations

This section summarizes proposed land uses and Land Use designations by precinct for the Rivers District.

A new Calgary Land Use Bylaw is under preparation however most of The Rivers will continue to be governed over the short term by the existing Land Use Bylaw and site specific Direct Control Districts (DC Districts) approved under the existing Land Use Bylaw.

East Village has three separate Direct Control Districts. The DC Districts reflect the visions for the respective sub-area as illustrated below.



**Figure 9: East Village Land Use Designations**

DC District Bylaw 92Z2005 is adjacent to the Bow River and the approved land use allows for public open space along the riverfront,

ground level commercial development and residential development on upper storeys. The DC District allows for a range of Floor Area Ratios (F.A.R.) from 3.0 F.A.R. to 6.65 F.A.R. The District also contains rules regarding building height and form to protect the riverbank from shadows.

DC District Bylaw 93Z2005 is proposed to be primarily residential in character. Office buildings are not permitted and commercial development is limited to specific sites on the west edge of the district. A maximum F.A.R. of 6.65 is allowed.

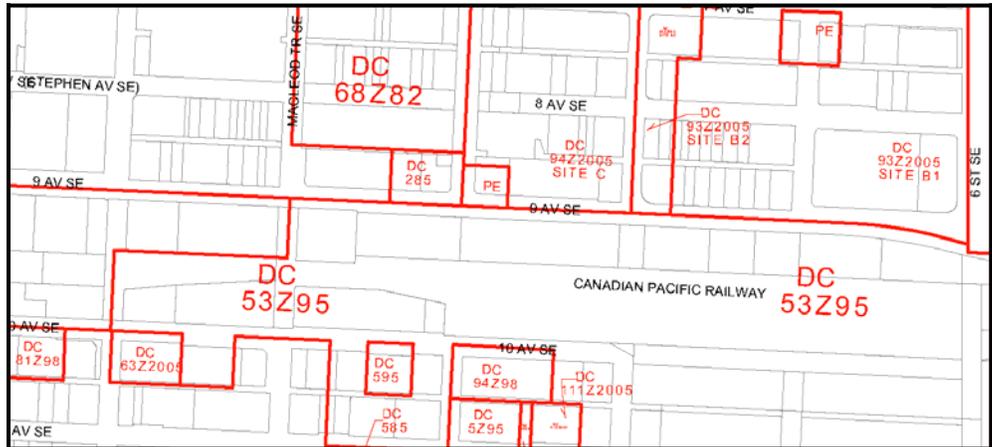
DC District Bylaw 94Z2005 is a transitional area between the residential area to the east and the downtown to the west. The land uses provide for office, institutional and residential development. The district also provides for Urban Campus development and provides for additional density where such development occurs. The base density for the area is 7.0 F.A.R. with the potential for an additional 3.0 F.A.R. The District also allows for the transfer of density from historic buildings to sites within the District.

The riverbank north of DC District Bylaw 94Z2005 is designated PE (Public Park, School and Recreation District) to provide for recreational uses. Lands adjacent to the Bow River accommodate the riverfront pathway system.

Fort Calgary is designated PE (Public Park, School and Recreation District) which allows educational, recreational and conservation uses.

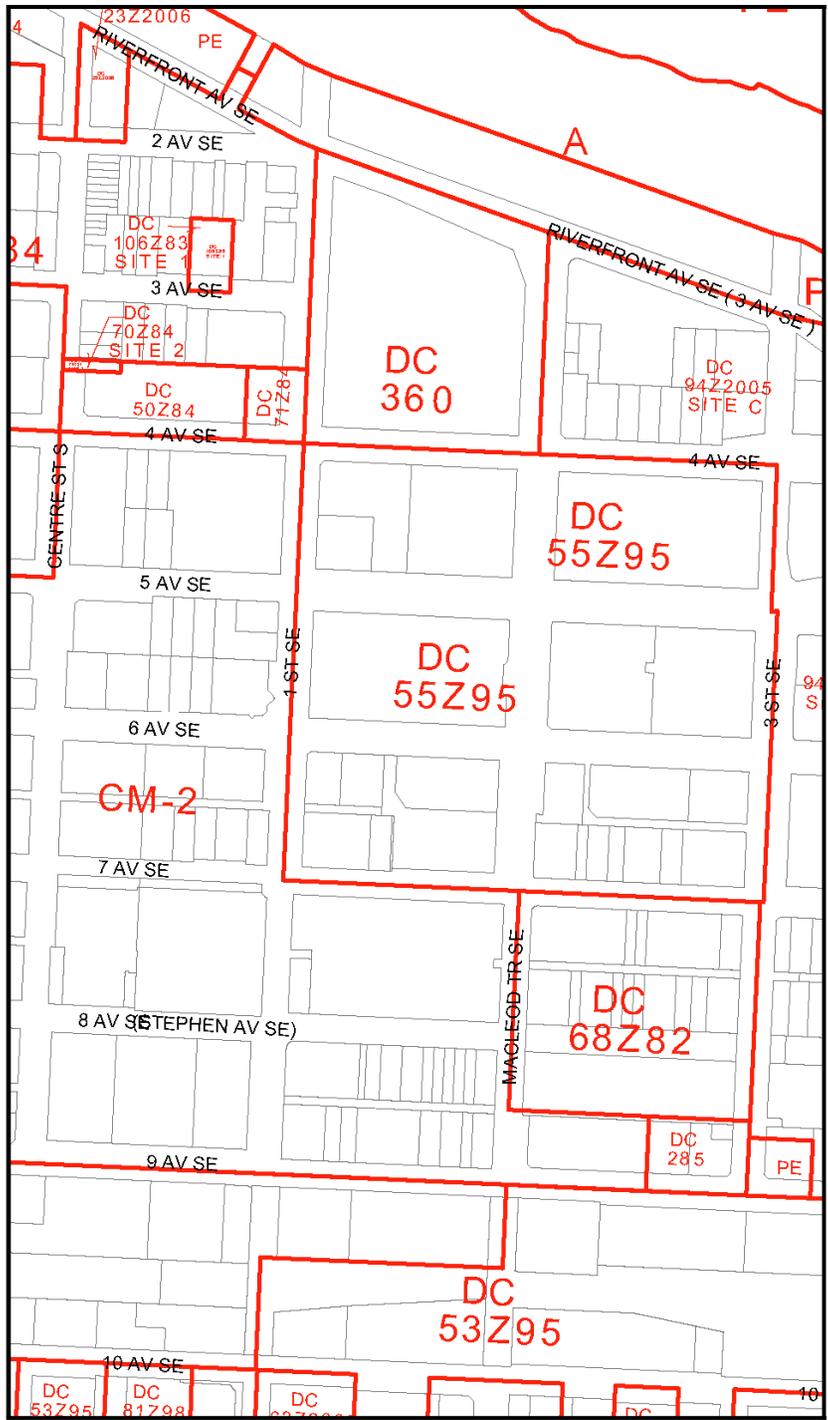
The strip of land south of 9 Avenue and north of the CPR tracks (Figure 10) is not within a statutory plan area. The land is designated Direct Control District (Bylaw 53Z95). The DC District purpose is to provide for a mix of commercial, light industrial and residential uses however the DC District pre-dates recent plans and as such does not reflect the land uses, density and building forms anticipated on adjacent sites in East Village and the Beltline. The building height maximum (12 metres) does not match the development potential on the north side of 9 Avenue and uses such as manufacturing, warehouse stores and auto body shops listed in the DC District do not reflect the uses anticipated on the opposite side of the road.

The current land use designation is anticipated to change during the period of the Community Revitalization Levy to more closely conform to land uses in the vicinity.



**Figure 10: 9 Avenue South Side Land Use Designations**

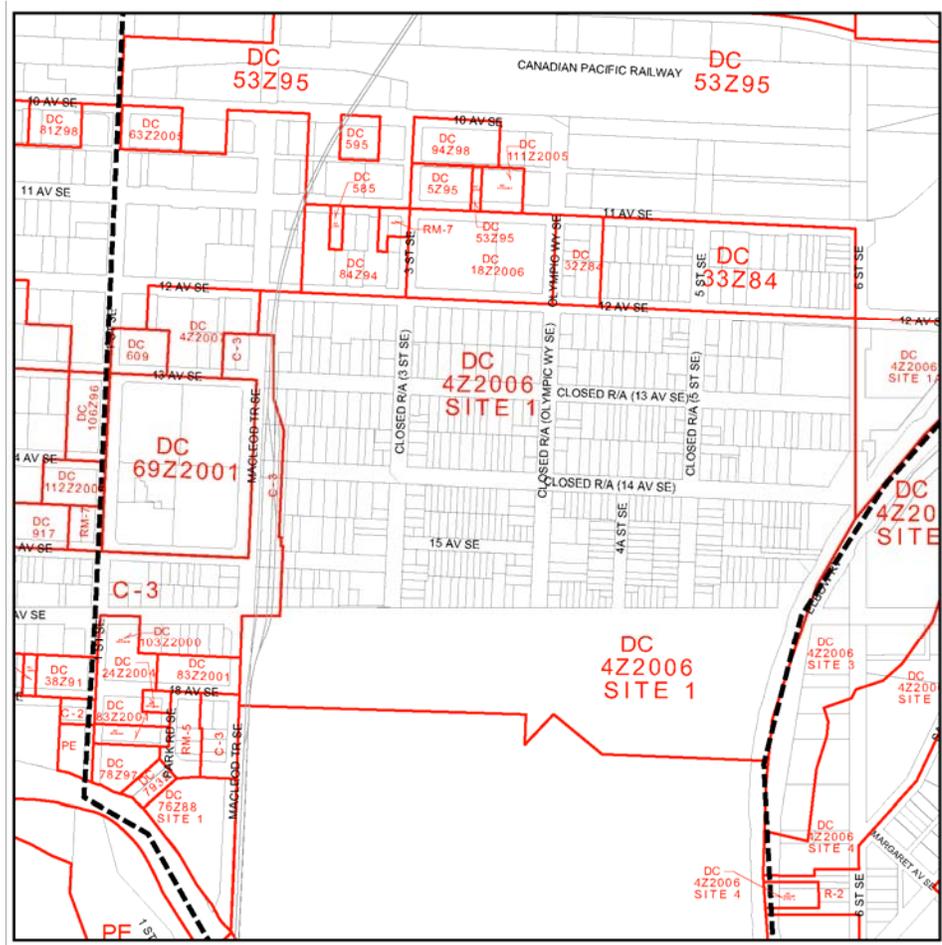
The area of Downtown within the Rivers District is largely within the CM-2 Downtown Business District (Figure 11). The CM-2 District provides for predominantly commercial development as well as allowing for a wide range of institutional and residential uses. The district also provides for the special character and function of the downtown retail area. Direct Control District 55Z95 is the largest DC District in the area and is based on the CM-2 District land uses and development guidelines. DC District 68Z82 provides for City Hall, the municipal office building and associated civic plaza area.



**Figure 11: East Downtown Land Use Designations**

The portion of the Beltline area within the Rivers District has a number of existing land use designations that require amendment as they do not reflect the Beltline ARP policy direction (Figure 12). Others are recent DC Districts with projects proceeding in accordance with the DC guidelines. The land use is expected to

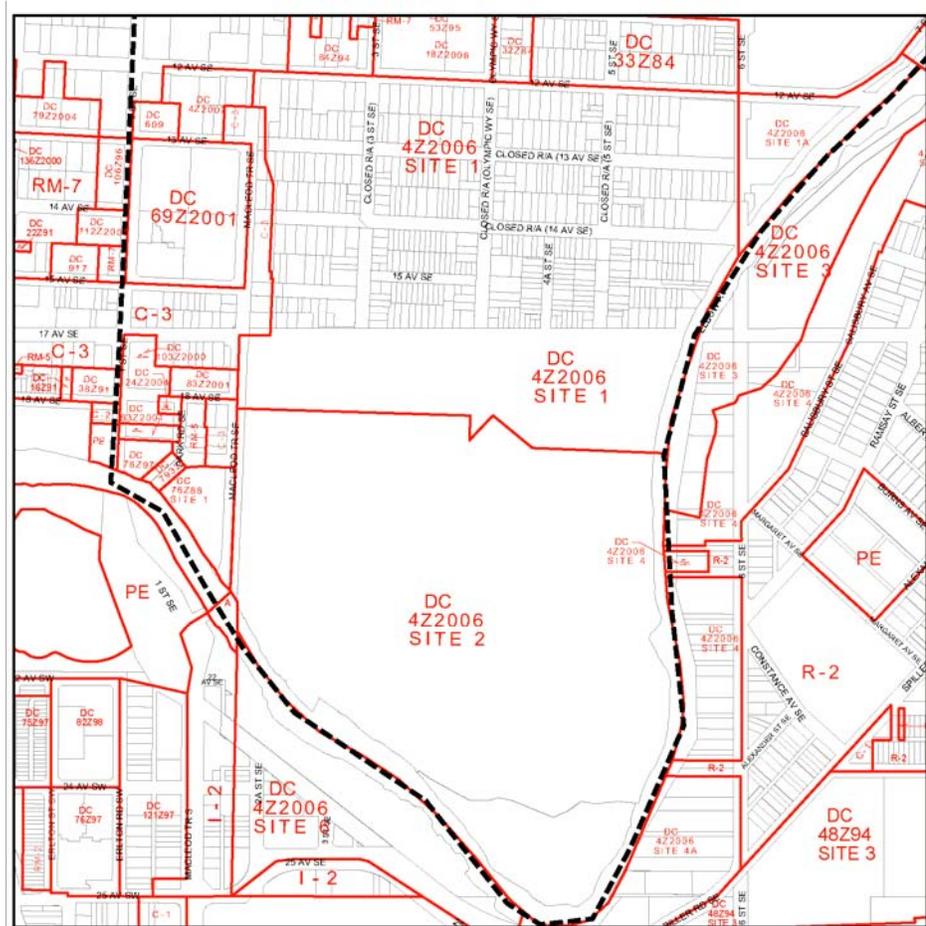
change when land use redesignations to implement the Beltline ARP are undertaken. The new land use districts are being prepared and are anticipated to come into effect in January 2008. The Beltline ARP Land Use Concept divides the area into the broad categories of Primarily Residential, Urban Mixed-Use, Public Parks, Pathways, Open Space and Recreation. Details of land use for these areas will be further refined through the land use designations. A large portion of the Beltline is occupied by Stampede Park which was redesignated in 2006.



**Figure 12: Beltline Land Use Designations**

The Calgary Exhibition and Stampede lands are within a DC District that recognizes the unique land use requirements of Stampede Park. DC District 4Z2006 provides for the development of Stampede Park as a year-round, multi-use facility and integrates a broad range of uses including open space, entertainment, gaming, education, interpretative, exhibition, agricultural and commercial facilities.

Provisions in the District address the community context and the adjacent Elbow River environment.



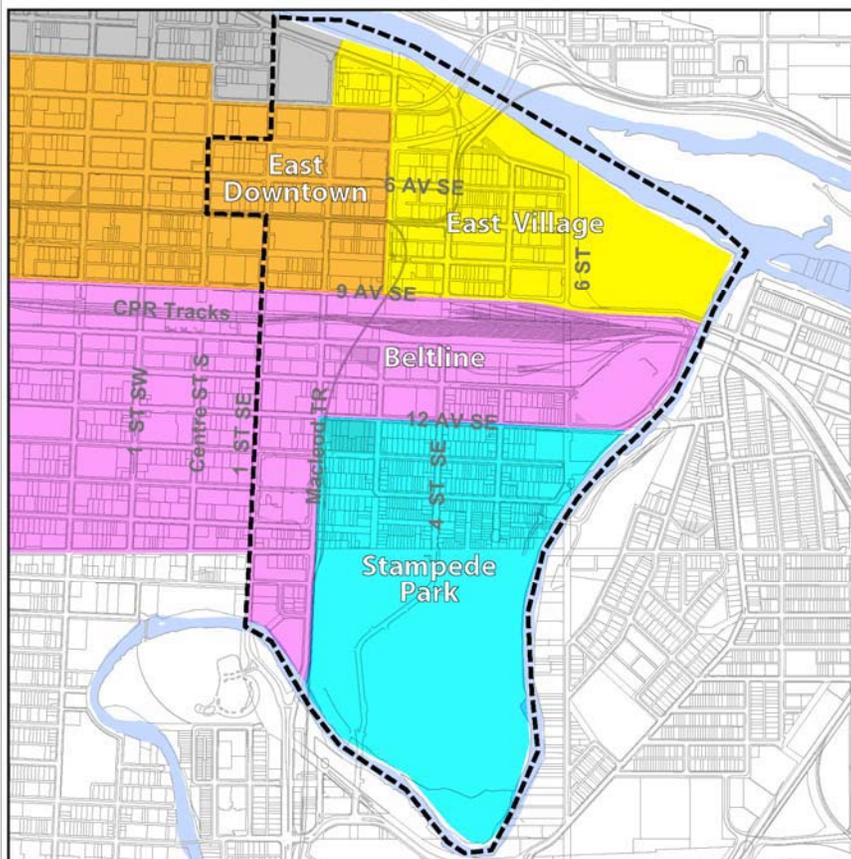
**Figure 13: Stampede Park Land Use Designations**

## 7. Existing Infrastructure and Redevelopment Measures

This section summarizes existing infrastructure conditions and the redevelopment measures to address those conditions. The physical condition of infrastructure within the Rivers District varies from roadways and utilities that have received limited maintenance for many years and have outlived their useful life to new roads, sidewalks and utilities at locations where recent development has occurred. The varying age, condition and carrying capacities of deep utilities hamper the redevelopment of the Rivers District.

The Rivers District requires upgrading and replacement to address aging infrastructure, floodplain requirements, environmental issues and to support redevelopment. Infrastructure improvements will increase the capacity of utilities, provide flood protection, improve the pedestrian environment, provide new urban parks, and accommodate transit. Public realm improvements will encourage private investment in the area and attract new residents to the Rivers District.

In order to adequately describe infrastructure conditions and measures, four sub-areas have been delineated within the Rivers District. The following map identifies the sub-areas of East Village, Beltline, East Downtown, and Stampede Park.



**Figure 14: Rivers District Sub-Areas**

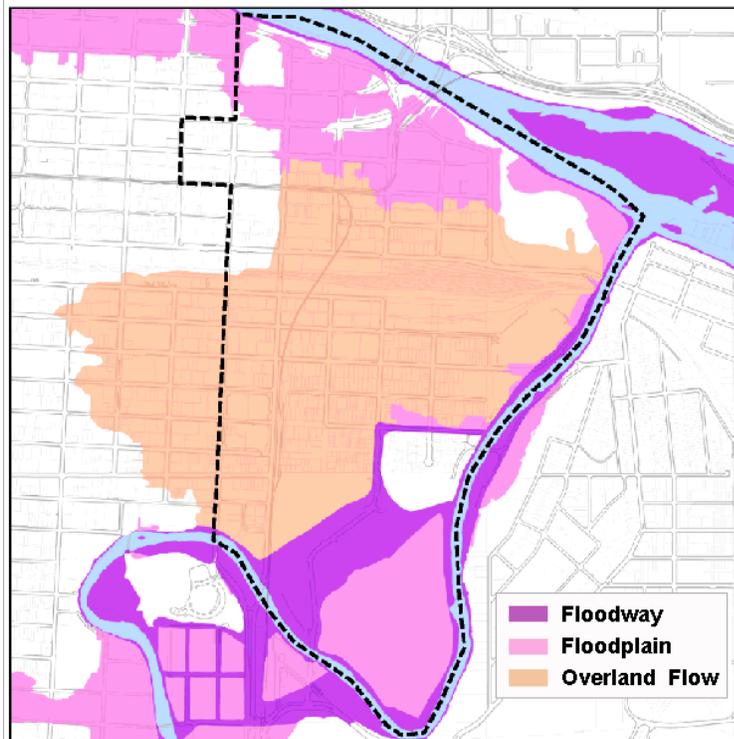
While the Calgary Exhibition and Stampede is within the Rivers District, projects within Stampede Park, except a Riverwalk project, are not included as part of the Rivers District Community Revitalization Levy.

Detailed cost estimates have been prepared for required infrastructure in East Village. These cost estimates include utility, road, streetscape and open space improvements. Infrastructure projects for other areas of the Rivers District, as identified in the Beltline Area Redevelopment Plan and the Proposed Centre City Plan, are also identified but cost estimates have not been prepared since the physical infrastructure in these areas has not been comprehensively evaluated. At the time of writing, the Proposed Centre City Plan has not been approved by Council.

Cost estimates are provided in four summary tables which group the costs as follows: Underground Utilities, Surface Improvements, Sidewalk/Streetscape, and Parks/Open Space. Table 8 in Section 16 outlines costs for the Beltline and East Downtown areas.

**a. Floodplain – Current State**

Significant portions of the Rivers District are within the floodplain of the Bow and Elbow Rivers and would be impacted by major runoff events. The following map shows the extent of the floodplain in the Rivers District.



**Figure 15: Rivers District Floodplain**

East Village has experienced flooding from winter ice jams in the past and a dyke was constructed in the 1950's to address the issue of ice jam flooding. The dyke is not sufficient protection during major runoff events. In portions of the East Village area, projected flooding in a 1:100-year event could be in the order of 1.5 metres.

Where road raising is required in the Rivers District portion of the East Downtown, there may also be the need to raise roads to match grades in abutting areas outside the Rivers District. Coordination of road raising and floodproofing initiatives both within and adjacent to the Rivers District will be required.

## **b. Flood Protection – Redevelopment Measures**

### **i. Land Use Bylaw and Provincial Requirements**

Under the City of Calgary Land Use Bylaw 2P80 all new buildings must be built above the 1:100 year flood elevation and the Federal/Provincial Flood Protection Program requires all new development to be flood proofed.

### **ii. Master Drainage Plan**

A Master Drainage Plan has been prepared for East Village. Flood protection for East Village must also consider rainfall caused flooding from 100-year high intensity rainfall events.

### **iii. Road Raising**

Studies commissioned by The City have determined that raising land now in the floodplain in East Village above the floodplain is the most effective means to address flood proofing of the area. The East Village Area Redevelopment Plan proposes the raising of all roads in the study area that are within the 1:100 year flood plain at the earliest opportunity and, in a parallel process, the replacement of deep and shallow utilities where required. Roads near the LRT will remain at or close to existing grades. There are no plans to change LRT grades and existing grades must be maintained contiguous to the tracks.

The direct cost of flood proofing is the cost of fill for use in road raising. An associated cost of road raising is the cost to replace utilities that may be in sound condition but are unable to withstand the pressure of raised roads. Both are included in the road and utility improvement cost estimates.

The portion of the Beltline area within the Rivers District is generally outside the Elbow River floodplain however it is within the Elbow River overland flow area. Flood remediation in the Beltline may be required when redevelopment occurs.

Road raising in the East Downtown area has previously proceeded on a project basis. As roads are raised in East Village there will be a need to match the new road grades on adjacent portions of roads in the East Downtown area. Such improvements require coordination with work in East Village. Roads outside the Rivers District may also require raising to match changes in grade within the Rivers District.

### **c. Utilities – Current State**

#### **i. Storm Sewers and Stormwater Management**

Many of the storm sewers in East Village have been replaced in the last 50 years and are in reasonably good condition. Approximately 25% of the existing storm sewer system will need to be replaced. Upgrades to road and utility rights of way will create the most significant impact on the existing storm sewer system. Storm sewer works are proposed to be undertaken in conjunction with construction of the future storm water/wetland proposed on the Fort Calgary site and road and utility upgrades in the area.

Local stormwater currently drains to an existing outfall on 6 Street SE without stormwater treatment. This system does not meet current standards and treatment of stormwater will be required for East Village area.

#### **ii. Sanitary Sewers**

All sanitary wastewater from downtown Calgary, including East Village, is conveyed to and treated at the Bonnybrook Wastewater Treatment Plant. Much of the sanitary flow, from the downtown and adjacent areas, is currently conveyed in sewers that cross the East Village or are located along 9 Avenue. Approximately 50% of existing sanitary sewers in East Village require upgrades as a result of road raising, the age of sewers, pipe material, and pipe capacity.

The trunk sewer located in 5 Avenue SE requires an increase in pipe size to improve flow capacity. The City of Calgary Water Services Business Unit of has plans to upgrade the capacity and to relocate this line to 6 Avenue SE.

**iii. Waterworks**

The East Village water system requires upgrading to meet fire flow requirements. Many watermains in the area require upgrading due to age since they date from 1910 and there is inadequate capacity to accommodate development proposed for the area. Existing lines will need to be upgraded to a minimum pipe size of 250 mm diameter for fire protection.

In consideration of the age, pipe material, pipe capacity and floodplain remediation impacts approximately 85% of the existing East Village water mains will require replacement with higher capacity pipes.

**iv. Shallow Utilities**

Electrical and cable services in East Village are provided by overhead and underground distribution systems. Existing Enmax and Shaw Cable capacity is sufficient to service the redevelopment area. All existing overhead lines will be buried within the proposed underground distribution system. Telus and Atco currently service the area with an underground distribution system that will be redesigned as development proceeds.

Major facilities carrying fibre optic cables are located along 5 Street and 7 Avenue, with a junction at 7 Avenue and 5 Street. These facilities are costly to relocate and may require a lead-time of two years to relocate these facilities. Where roads are raised, it may be necessary for Telus to raise their existing conduits and manholes for access and safety reasons.

Much of the Atco gas system in East Village was replaced approximately 10 years ago. Where roads are raised, gas mains must be replaced. There is an existing 400mm gas main on 5 Avenue SE which services part of the downtown. Relocation of the 5 Avenue gas main is required.

**v. District Energy**

There currently is no District Energy system in the area.

#### d. Utilities – Redevelopment Measures

##### i. Storm Sewers

Upgrading of the East Village storm sewer system includes a new 1200-mm sewer to convey stormwater runoff from the existing pipes on 6 Street to the proposed Fort Calgary wetland. Closure of 5 Avenue (and relocation of existing utilities), will require the drainage at the low point on 5 Avenue east of the LRT tracks to be conveyed to the wetland via 6 Avenue. Selected sewers and manholes on roads east of the LRT line will need to be replaced or raised when the roads are raised for flood control purposes.

##### ii. Stormwater Treatment

East Village drainage that is currently tributary to the outfall on 6 Street SE is proposed to be conveyed to the new wetland facility on the northwest corner of Fort Calgary. The wetland will provide water quality treatment to remove suspended solids. The objective is to provide a minimum of 85% removal of total suspended solids.

The location of a stormwater quality enhancement facility within Fort Calgary provides an opportunity to create an environmentally attractive area close to both the riverfront pathway system and the Fort Calgary historic site.



**Figure 16: East Village Stormwater Pond and Interpretive Facility**

### **iii. Sanitary Sewers**

Due to road raising, the age of sewers in the area, pipe material, and pipe capacity approximately 50% of existing sanitary sewers in East Village require upgrades. Existing sanitary sewers within lanes are to be abandoned where not required by redevelopment.

A major upgrade to the sanitary sewer system involves relocating the existing 1050 mm pipe on 5 Avenue to 6 Avenue SE. This trunk will tie into the existing system east of 6 Street SE. The pipe will need to be increased in size from a 1050 mm to 1200 mm to improve flow capacity. The City of Calgary Water Services Business Unit has indicated acceptance of the costs associated with relocation of the major trunk. The trunk sewer cost has been included in the cost estimates and is shown as a “recovery” line item.

### **iv. Waterworks**

Some existing watermains will be replaced where roads are raised for flood control purposes. Watermains are anticipated to be installed at the same time that the roads are raised to prevent the main being either too shallow – if installed prior to road raising or too deep – if roads are raised without raising the water mains. An integrated irrigation system to address all boulevard and park/plaza plantings will require the development of a comprehensive Master Irrigation Plan with the irrigation system to be installed in coordination with new developments or other infrastructure improvements.

### **v. Shallow Utilities**

Existing Enmax and Shaw Cable capacity is sufficient to service the redevelopment area and, where required, a new underground distribution system will be constructed. All existing overhead lines will be buried within the proposed underground distribution system. Telus and Atco currently service the area with an underground distribution system that will be redesigned as development proceeds.

### **vi. District Energy**

The City of Calgary has approved the development of a District Energy System in partnership with The City’s business partner Enmax to provide heating and cooling to buildings in the eastern downtown, including those owned and operated by The City. Potential exists for incorporation of a District Energy distribution

system specifically in the East Village when roads are raised and/or utilities are replaced.

**vii. Underground Utility Costs**

Table 2 summarizes costs for underground utility upgrades in East Village. Direct costs of flood protection through road raising are included in the road costs provided in the following section. The costs are design and construction costs and include consultant costs to prepare plans and associated studies, demolition and grading costs and costs to construct the infrastructure. Construction project management fees are also included. Project costs not included in the construction cost estimates are permit fees, surveying costs, land assembly costs, environmental studies and environmental remediation.

The total cost of underground utilities is estimated to be \$14,000,000. The 5 Avenue sanitary trunk relocation estimated at \$2,500,000 is a recoverable cost. Costs for the wetland and interpretive centre at Fort Calgary are estimated at \$2,500,000.

<b>ITEM</b>	<b>COST ESTIMATE</b>
Utilities (water, sanitary, storm)	\$8,000,000
Stormwater Pond/Wetland (including landscaping)	\$2,500,000
Sanitary Trunk Relocation (including temporary services)	\$2,500,000
Shallow Utilities	\$1,000,000
<b>TOTAL</b>	<b>\$14,000,000</b>

**Table 2: East Village Underground Utilities Preliminary Cost Estimates**

Order of magnitude costs based on preliminary designs

Underground utilities in the Beltline and East Downtown portion of the levy district will require upgrading. Further study is required to identify specific utility requirements. Following this work cost estimates will be prepared.

**e. Transportation – Current State**

**i. Roads**

The existing road infrastructure in East Village is variable in condition and portions will require replacement due to utility upgrading, road raising for flood control purposes and to accommodate wider

sidewalks and narrower carriageways as required in the East Village ARP. Road raising of up to 1.5 metres above existing grades will be required in some locations.

Roads in the Beltline serve local and regional functions. Macleod Trail is a major access route to Downtown and Olympic Way/4 Street will be an additional Downtown access route when the 4 Street Connector is completed. It is envisioned that Olympic Way/4 Street will function as a ceremonial entranceway to Stampede Park. 12 Avenue will require improvements to provide access to Stampede Park. The Beltline ARP identifies street types and requirements in a future Centre City Transportation Strategy may provide additional direction regarding the street network (Figure 17).



**Figure 17: Rivers District Street Network**

## ii. Sidewalks

Existing sidewalk conditions in East Village vary from sidewalks with patching and uneven surfaces to new sidewalks where recent development has occurred. Portions of 8 Avenue SE have street

trees but the balance of the roads in the area are not landscaped. Sidewalks in the community will require replacement due to their current condition and following road raising. The ARP also requires widened sidewalks and includes direction to achieve a consistent high standard throughout the area.

The Beltline area requires sidewalk upgrades. The Beltline ARP in Section 6.1.2.1 states that streets will be incrementally redeveloped based on a “Street Master Plan”.

The East Downtown sidewalks are generally consistent in quality and appearance except for the Stephen Avenue Mall and some unique pavement treatment on individual blocks. Aside from the Stephen Avenue Mall the sidewalks are generally concrete and do not have a uniform design theme. Portions of the area have street trees. The pedestrian environment along 7 Avenue will be upgraded in conjunction with new LRT stations.

### **iii. Bridges**

The Rivers District and the East Village area in particular are the location of numerous major bridges connecting the Downtown and areas to the north. The bridges include both vehicular and LRT bridges. A pedestrian bridge connects the Fort Calgary site to St Patrick’s Island.

### **iv. Transit**

The NW and NE LRT transit lines converge at 7 Avenue SE. The existing LRT station at 3 Street SE will be replaced by a consolidated LRT station one block west at City Hall. The area is served by bus routes which will remain however some re-routing will be required given changes in the road network.

The LRT passes through the Beltline underground north of 12 Avenue SE. Two stations are located in the area adjacent to Stampede Park (Stampede and Erlton). The future SE LRT line is anticipated to be located near 10 Avenue SE south of the CPR rail line. A new LRT station will be located in the vicinity of 4 Street/Olympic Way SE.

### **v. Victoria Park Transit Centre**

The Victoria Park Transit Centre which occupies 11 acres beside the Elbow River between 10 and 12 Avenues SE, is presently the ‘home base’ of some 300 buses, that pass through the Beltline

neighbourhood throughout the day. The Transit Centre lies between the Elbow River and the community limiting direct access to the river from the west. A strategy for its relocation is referenced in the Beltline ARP.



**Figure 18: Victoria Park Transit Centre**

## **f. Transportation – Redevelopment Measures**

### **i. Road Upgrades**

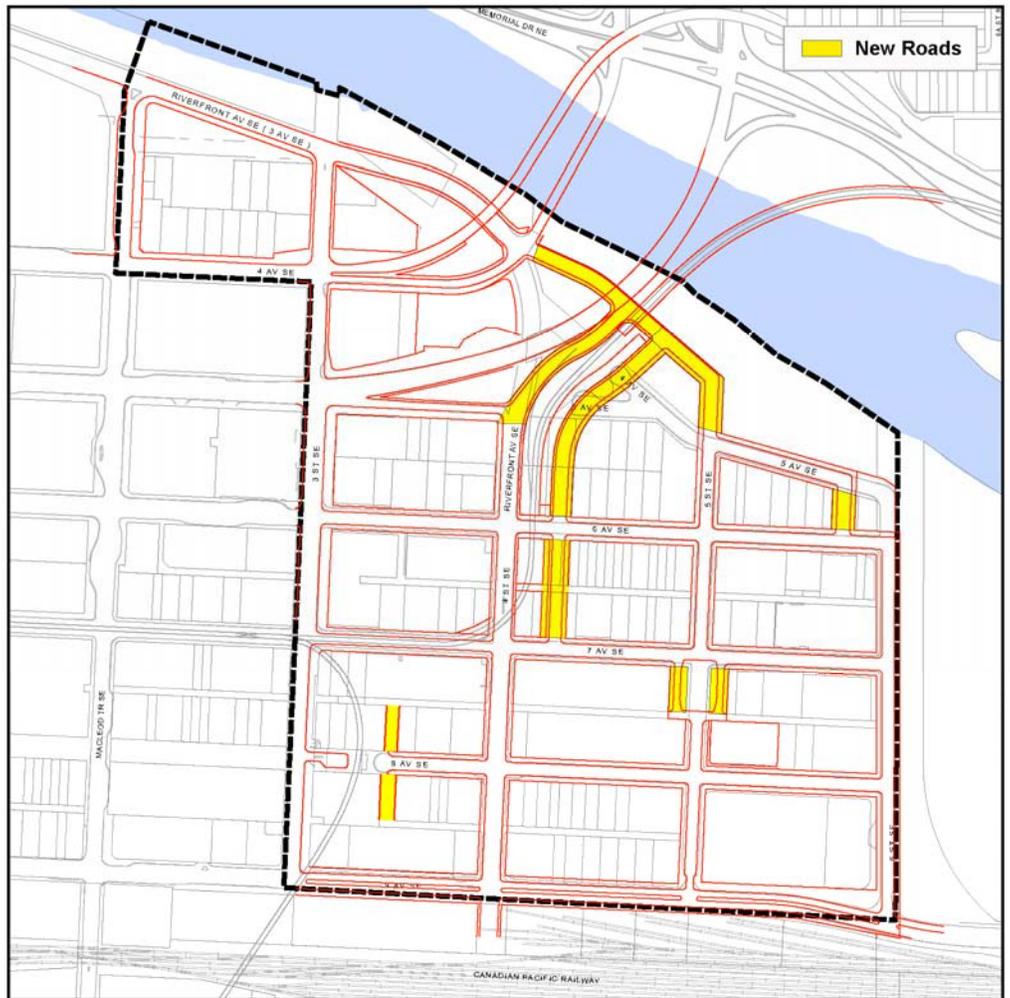
Road upgrades are required in East Village to meet flood proofing requirements, and to achieve the desired road standards. In much of East Village the carriageway will be reduced to accommodate wider sidewalks and implement policies to improve pedestrian facilities in the community. Certain roads such as 4 Street require widening to accommodate through traffic and to provide an improved pedestrian environment. Widening of 4 Street in East Village also is consistent with the Proposed Centre City Plan and Beltline ARP objectives to create a continuous connection between the communities.

### **ii. New Roads**

A significant new road connection is the eastward extension of Riverfront Avenue that would connect Riverfront Avenue to 5 Street

SE. Extension of the road is seen as a key component of enhancing connectivity between East Village and adjacent areas.

With the extension of Riverfront Avenue it is necessary to realign 4 Street north of 6 Avenue SE. This realignment will necessitate relocation of an existing LRT spur line and associated retaining walls. Other new roads include 4A Street (referred to in the East Village ARP as “Market Street”), new north/south lanes at the west end of 8 Avenue west of 4 Street, reconfiguration of 5 Street to accommodate the 5 Street Square and changes in the alignment of 5 Avenue.



**Figure 19: East Village New Roads**

**iii. Lanes**

The East Village ARP encourages the retention of lanes and the upgrading of lanes will provide for vehicular access to sites and minimize vehicle/pedestrian conflicts on the streets and avenues.

Upgrading of the lanes may also take the form of mews with pedestrian accommodation and building forms oriented to the lanes.

**iv. Traffic Signals**

New traffic signals will be required at new intersections and as the area develops.

**v. Road Costs**

Table 3 summarizes the cost of upgrading existing roads and the construction of new roads in East Village. The costs for road upgrades in the floodplain area include the cost of raising the roads. The Table includes costs of retaining walls and temporary services which will be required during the construction of improvements in the area. The road costs provide for temporary asphalt sidewalks only. Costs for permanent sidewalk and streetscape upgrades are provided in Table 4.

ITEM	COST ESTIMATE
Road upgrades and new roads *	\$26,000,000
Lane upgrades & new lanes	\$1,000,000
Temporary Services	\$7,000,000
LRT Spur Line Relocation	\$1,500,000
Retaining walls	\$2,500,000
Traffic Signals	\$2,000,000
<b>TOTAL</b>	<b>\$40,000,000</b>
* Includes concrete, asphalt, retaining walls, temporary services and temporary sidewalks	

**Table 3: East Village  
Surface Improvements - Preliminary Cost Estimates**  
Order of magnitude costs based on preliminary designs

**vi. 4 Street Connector**

The 4 Street Connector is an underpass that will provide a connection from 9 Avenue to 11 Avenue along the 4 Street SE/Olympic Way alignment including pedestrian and cyclist accommodation. The connection supports both public and private development initiatives. It will improve access between communities and to the Calgary Exhibition & Stampede. The underpass design accommodates the future Southeast LRT alignment and railway requirements including provision for high speed rail and the removal and relocation of existing storage tracks. The underpass design will incorporate urban design concepts consistent with the Proposed Centre City planning policy initiatives.

The 4 Street Connector cost estimate of \$50 - 70 million includes construction costs, land acquisition requirements, public art components and reflects the need to accommodate existing train traffic and to provide for future LRT and high speed rail facilities.



**Figure 20: 4 Street Connector**

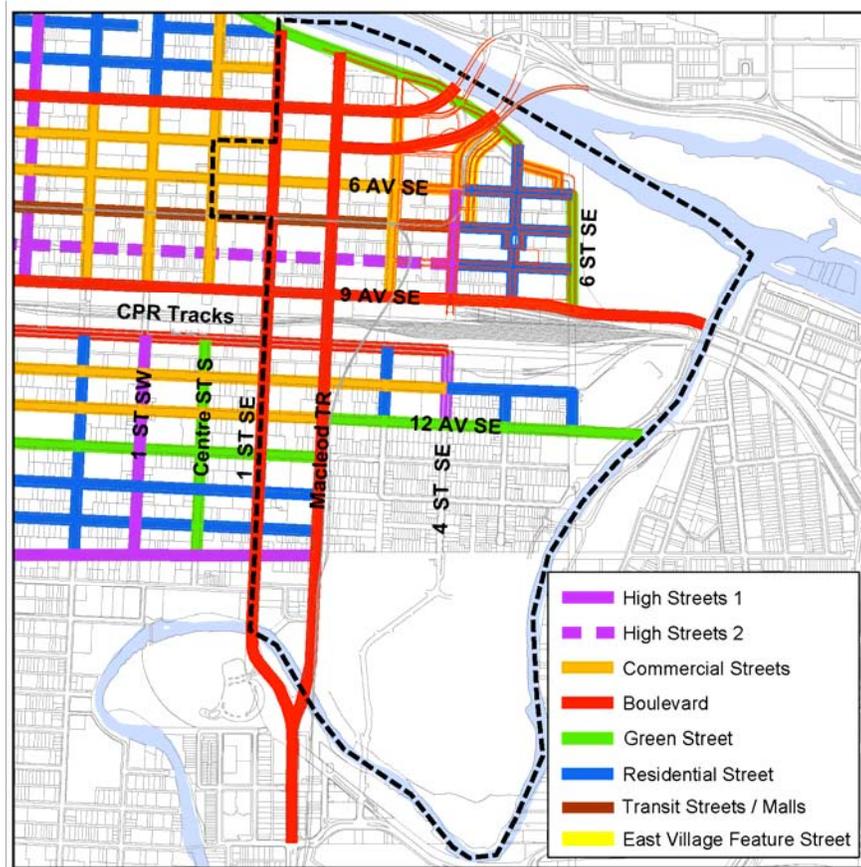
The Beltline ARP anticipates that streets will be incrementally redeveloped based on a Street Master Plan. The Street Master Plan will be prepared in consideration of existing rights of way, setbacks and land uses and will involve input from City Business Units and Utilities. The Street Master Plan has not been prepared and as such there are no comprehensive right of way designs on which to base cost estimates.

The Beltline ARP anticipates that road rights of way will not be widened to create new vehicle lanes other than for left turn lanes in strategic locations and the north side of 10 Avenue. ARP policies encourage the retention of all lanes in the community with improvements to pavement and lighting. New development is expected to use lanes for vehicle access.

While detailed design standards have not been prepared the Proposed Centre City Plan identifies a number of road improvements within the Beltline/Rivers District. Certain improvements extend beyond the portion of the Beltline within the Rivers District and as

such these improvements will require coordination with upgrades elsewhere in the community.

The road improvements proposed are categorized in the Proposed Centre City Plan as boulevards, commercial streets, high streets, residential streets, and green streets as shown in Figure 21. Each street type will have specific design requirements.



**Figure 21: Rivers District Streetscape Character**

Roads in East Downtown will be upgraded in accordance with proposals contained in the Proposed Centre City Plan. That plan identifies 1 Street SE, Macleod Trail SE as roads subject to improvements and 9, 11 and 12 Avenues SE for 2-way conversion. A transit loop is proposed on 4 Street SE.

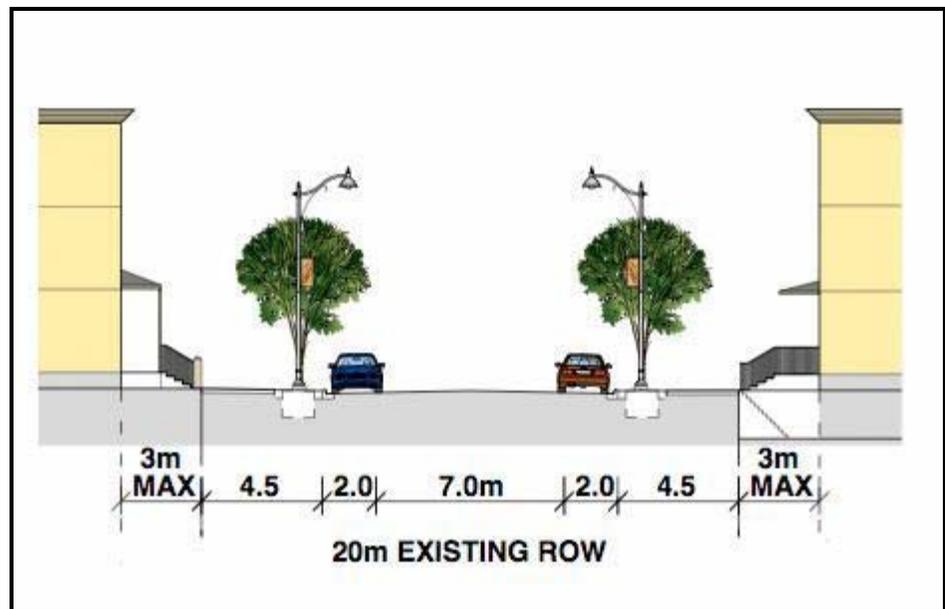
The Centre City Street hierarchy categorizes Macleod Trail SE, 1 Street SE, 9 Avenue SE, 10 Avenue SE and 4 Street SE and portions of 4 Avenue SE and 5 Avenue SE as “boulevards”. The plan also identifies commercial streets, residential streets, high streets and transit streets/malls each with individual design criteria.

Roads such as Macleod Trail will require improvements in both the Beltline and East Downtown with continuity in design treatments through each area. Cost estimates can be prepared when design details are finalized.

**vii. Sidewalks/Streetscape**

The streets in East Village are an integral part of the open space system in the community and will be of consistent high quality with a design theme to provide continuity within the area. The pedestrian environment upgrade is important due to its condition, new design standards for the community and to support pedestrians window-shopping, walking to work, strolling and as connectors to the pathway system, transit, the downtown and adjacent communities. Pedestrians will add ‘eyes on the street’ that will contribute to making East Village and the Rivers District a safe, vibrant area.

Sidewalks will be widened and the sidewalk paving, colour and pattern will be specific to East Village. Streetscape improvements also include street furniture with specified bench, bollard, trash receptacle, tree grate, and bike rack designs. Street tree planting is required with tree spacing specified in the Draft East Village Handbook of Streetscape Improvements. Figure 22 illustrates a sample residential block in East Village. The draft streetscape standards also address light pole spacing, sidewalk paving colour, pattern and finishing and the street furniture layout for the community.



**Figure 22: East Village Residential Streetscape**

Replacement of existing sidewalks will follow road raising in the floodplain area. It is proposed that the ultimate sidewalk/streetscape improvements occur at the time of development of adjacent parcels to minimize damage during building construction. Temporary asphalt sidewalks may be provided at the time of road upgrades. Certain sidewalks may be upgraded to the final design standard where the sidewalks abut sites that will not require access for construction such as adjacent to parks and LRT rights of way. Cost for temporary sidewalks is included in the road surface costs. The following Table summarizes the cost of sidewalks and other streetscape improvements that meet the design standards set out in the East Village ARP and detailed in the Draft East Village Handbook of Streetscape Improvements.

The sidewalk/streetscape cost estimate includes the cost of replacing all existing sidewalks in East Village and provision of sidewalks on new roads. The costs vary by street type with commercial streets having higher costs than residential streets.

ITEM	COST ESTIMATE
Sidewalks, street trees, street furniture, lighting	\$23,000,000
Lanes/mews	\$1,000,000
<b>TOTAL</b>	<b>\$24,000,000</b>

**Table 4: East Village Sidewalk/Streetscape - Preliminary Cost Estimates**  
Order of magnitude costs based on preliminary designs

The Beltline Public Realm Plan identifies a number of streets for improvement. Priority for improvement including sidewalk widening is directed to Olympic Way SE (4 Street), Macleod Trail SE, 1 Street SE, and 10, 11 and 12 Avenues SE within the Rivers District.

The Beltline ARP outlines design objectives for the pedestrian streetscape. The ARP refers to the provision of a coordinated, themed pedestrian realm that identifies the area as a design district with banners, entrance signs, lighting and street furniture etc. A ceremonial entrance to Stampede Park is proposed with future connection to the north via the 4 Street Connector under the CPR tracks.

An enhanced pedestrian streetscape is proposed at the intersection of 12 Avenue SE and Macleod Trail as well as development of 12 Avenue as a pedestrian friendly “green gateway” interface between Stampede Park and the Beltline community to the north. A number

of design criteria are specified in the ARP and include a 6 metre pedestrian zone from back of the future curb to building edges along 12 Avenue. A double row of trees is envisioned within the 6 metre pedestrian zone. A dedicated lane for cyclists is also proposed. Design work on 12 Avenue has commenced but cost information is not available at this writing.

The Proposed Centre City Plan contains concepts for streetscape improvements and identifies street types however detailed design and costing have not been completed.

#### **viii. Bridges**

New bridges are proposed within the Rivers District. These include a pedestrian bridge from Fort Calgary across the Elbow River to Inglewood and a pedestrian bridge connecting the Beltline to Inglewood. No designs or cost estimates have been prepared for these bridges.

Bridges outside the Rivers District that may contribute to the connectivity of the area include a new Edmonton Trail Flyover and a pedestrian bridge from St. Patrick's Island to Bridgeland. To improve Centre City pedestrian movement the Edmonton Trail Flyover will require purchase of right of way within East Village. No designs or cost estimates have been prepared for these bridges.

#### **ix. Transit - Access**

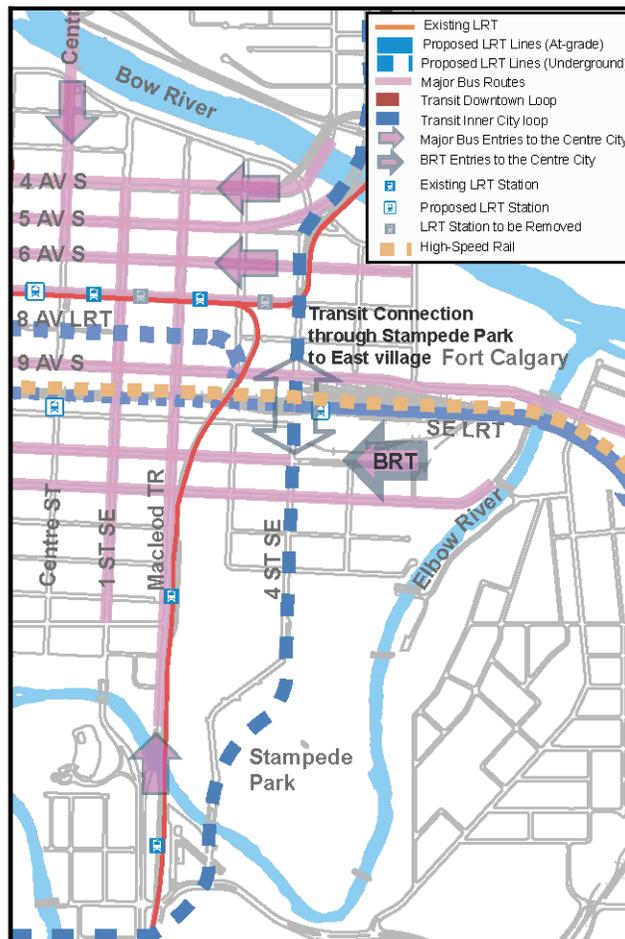
Existing bus services serving East Village area will be maintained with minor adjustments. Transit - supportive passenger amenities such as bus shelters will be provided at bus zones. The existing LRT station at 3 Street will be removed when the City Hall LRT station is twinned. The 7 Avenue pedestrian environment will be upgraded as part of streetscape improvements throughout the length of the 7 Avenue Transit Mall.

There are a number of bus routes within the Beltline providing connections to the downtown and other areas of the City. Macleod Trail and 1 Street are key roadways for maintaining transit service effectiveness. The Beltline ARP and the Proposed Centre City Plan identify 4 Street as a possible Inner City transit loop. Transit priority measures such as transit only lanes will require consideration in road designs.

The Beltline is served by the Stampede and Ertol LRT stations adjacent to Stampede Park. Lands above the underground portions

of the LRT line are currently used for surface parking and LRT facilities. The proposed SE LRT line will pass through the Beltline and a station may be located near 4 Street. The SE LRT route may require land purchases to implement the LRT route. The LRT line as proposed will occupy portions of 10 Avenue however specific impacts may vary depending on the selected route and the location of underground and surface portions of the line. The Beltline ARP proposes integrated bus and train facilities at new LRT stations.

The major transit improvements within the Rivers District portion of downtown are a new LRT station at City Hall and 7 Avenue transit mall/upgrades. The area will also benefit from the SE LRT line and access will be provide through Plus 15 linkages between the LRT stations and the downtown. The Proposed Centre City Plan also references implementation of the 8 Avenue underground LRT tunnel.

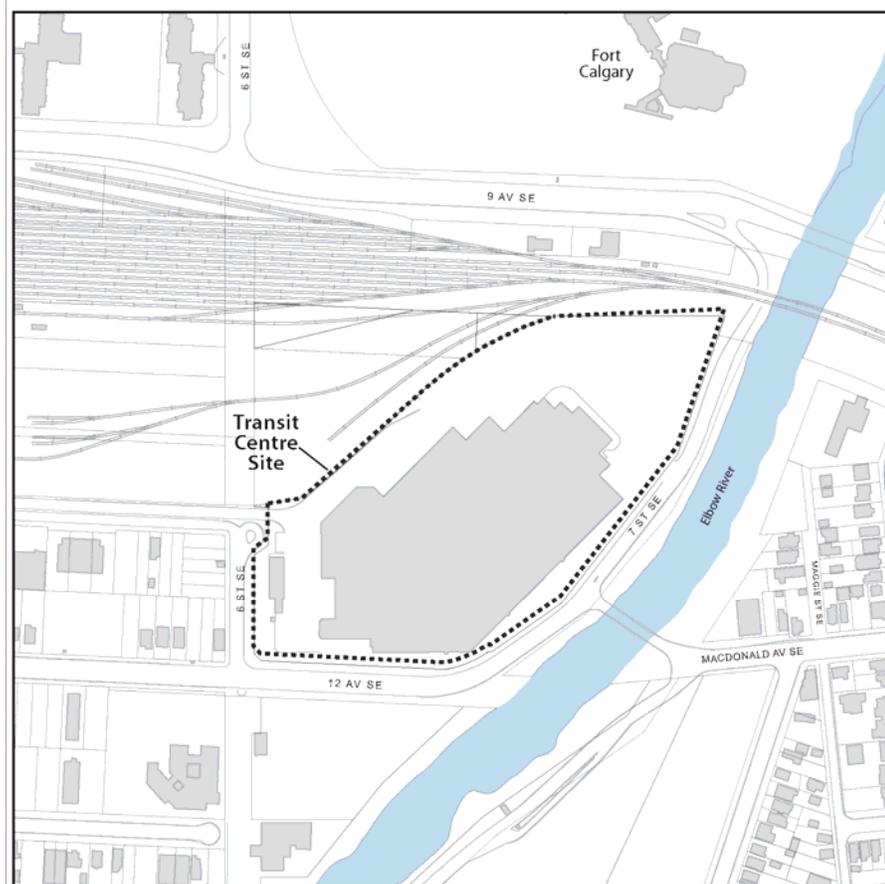


**Figure 23: Rivers District Transit Network Concept**

**x. Victoria Park Transit Centre**

The Victoria Park Transit Centre (VPTC) occupies a site suitable for mixed-use development, including residential, commercial, and recreational uses. Relocation of the transit facility would reduce impacts of bus movement on the surrounding neighbourhood and remove an industrial land use within an otherwise mixed use residential area. A two stage program for relocation of the Transit Centre is proposed in the Beltline ARP. The first phase would include mitigation of the impacts of Transit Centre operations on the neighbourhood and the second stage would be removal of the operation.

The first phase addresses road intersection modifications to reduce bus traffic on 11 Avenue SE and removal of the wall that divides 11 Avenue SE. Conversion of 11 Avenue SE to a two-way street is also proposed which would allow access to lands on the north side of 11 Avenue SE. The long term strategy is to relocate the various Transit Centre functions to a number of locations and will require Council approval.



**Figure 24: Victoria Park Transit Centre Map**

## **xi. Linkages**

The East Village ARP proposes to restore the connectivity between East Village and the surrounding downtown that was compromised at the time of the construction of the Municipal Building and LRT lines. Recommendations include the extension of Riverfront Avenue, a 4 Street Connector and development of a Plus 15 bridge over 3 Street SE to connect East Village and the Urban Campus through the Municipal Building to the Olympic Plaza Cultural District and Stephen Avenue Mall. The Riverwalk will provide an improved pedestrian/cycling link and improvements to Macleod Trail and 1 Street will improve links with the Downtown.

The Beltline ARP encourages the 4 Street Connector and anticipates a Inner City transit route along 4 St/Olympic Way linking Stampede Park and the Beltline to the Downtown and East Village. Plus 15 connections over the CPR right of way are also envisioned.

## **g. Parks and Open Space – Current State**

### **i. Community Parks**

The primary community open spaces within East Village are the river pathway adjacent to the Bow River, Fort Calgary and a small square at 9 Avenue SE and 3 Street SE above the LRT tunnel. There are no other public open spaces.

The portion of the Beltline within the Rivers District north of Stampede Park contains no public open space. The Elbow River is the major natural amenity in the community and it provides a natural park on the eastern edge. South of 12 Avenue SE, are two open spaces both within the boundaries of Stampede Park. These are the unique Rundle Ruins and the Victoria Park Community Park.

### **ii. Regional Open Space**

The Rivers District includes major parks such as Fort Calgary and Olympic Plaza and is in close proximity to the Zoo and St Patrick's Island. The parks vary widely in function and are attractions at a regional level.

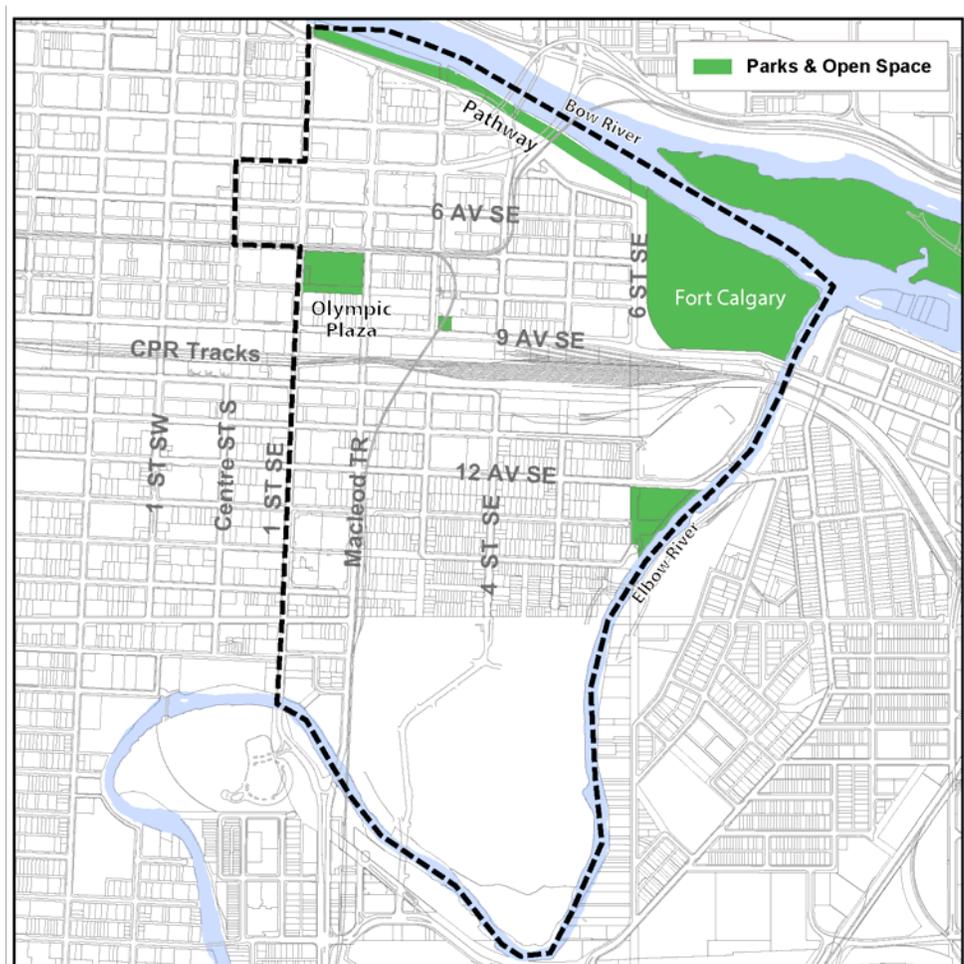
### **iii. Pathway System**

The river pathway in East Village is an important link in the regional pathway system and is part of the Trans Canada Trail. The pathway is well used but is not developed to the same standard as other

portions of the pathway in the Centre City . Improved access from within the neighbourhood is also required.

The Elbow River pathway varies in quality in the area and its width is constrained under bridges. The pathway is discontinuous on the west side of the river.

The Bow River Pathway within the East Downtown is not constructed to the same standard as other pathway segments in the downtown area. The pathway requires upgrading to provide an appropriate pathway width, continuity of design and equivalent pedestrian amenities.



**Figure 25: Rivers District Existing Open Space**

#### **iv. Public Trees**

There are existing public trees along portions of 8 Avenue SE as well as on the Fort Calgary site, City-owned lands and adjacent to the Bow and Elbow Rivers. As the ARP for East Village is implemented

roads will be raised and sidewalks replaced and reconfigured. Other projects such as pathway improvements and wetland construction will require removal and relocation of public trees. An inventory of public trees in East Village has been completed.

## **h. Parks and Open Space – Redevelopment Measures**

### **i. Community Parks**

The following summarizes future community parks in each of the communities within the Rivers District.

#### Central Square

The East Village ARP is organized around the Central Square located between 6 Avenue and 7 Avenue, east of the LRT line. The Central Square will provide multi-purpose space for the neighbourhood and serve as the commercial core of the community. It will be lined by buildings with active uses at grade will act as an open space link between 7 Avenue SE and the Riverfront Promenade. It will be assessable to downtown workers and will be near the proposed urban campus.

#### 5 Street Square

The 5 Street square is a neighbourhood park in the southeast portion of East Village. It is proposed as an intimate open space at the heart of the Residential District providing passive recreation needs for the community and downtown.

#### Riverfront

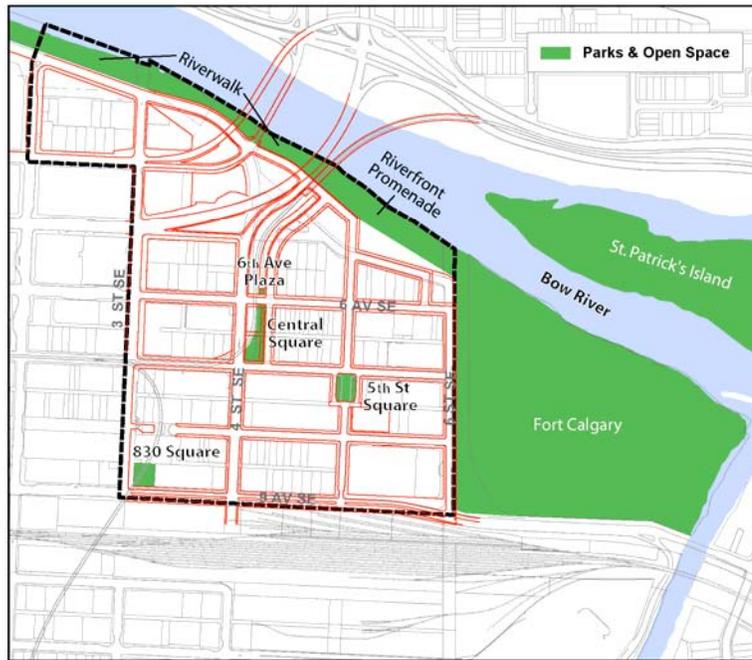
The East Village riverfront currently is the location of a portion of the City's regional pathway. The ARP proposes development of a Riverfront Promenade within a 35 metre wide linear open space adjacent to the Bow River, east of the LRT right of way. The Riverfront Promenade will be a multi-use urban plaza for public activities adjacent to the Riverwalk. West of the LRT bridge the riverfront will retain its naturalized character and regional pathway link.

#### 830 Square

The East Village ARP envisions the existing open space at 9 Avenue and 3 Street SE (830 Square) as either an entry plaza feature for the East Village area or as a public open space amenity. The size of the site and its location above an LRT tunnel present constraints to development. It is currently a landscaped open space.

### 6 Ave Plaza

The East Village ARP identifies a small plaza adjacent to 6 Avenue SE north of the Central Square. This open space is, in part, an extension of the Central Square. No cost estimate has been prepared for this site as its development may be undertaken in conjunction with the development along 4A Street SE.



**Figure 26: East Village Public Open Space**

Table 5 identifies costs to develop parks as conceptually shown in the East Village ARP. The ARP encourages the use of community design workshops involving residents and key stakeholders regarding the development of the community’s parks and plazas. As such, final park costs will depend on the designs approved for each site.

ITEM	COST ESTIMATE
Riverfront Promenade (excluding adjacent Riverwalk)	\$3,500,000
Central Square	\$1,500,000
5 Street Square	\$1,500,000
830 Square (3 St. & 9 Ave.)	\$500,000
<b>TOTAL</b>	<b>\$7,000,000</b>

**Table 5: East Village  
Park/Open Space - Preliminary Cost Estimates**  
Order of magnitude costs based on preliminary designs

The banks of the Elbow River are the primary open space in the Beltline. Other open spaces are located within the Stampede Park area. The Proposed Centre City Plan identifies a major park, “Elbow Riverfront Park”, generally south of the CPR right of way to 12 Avenue SE adjacent to the Elbow River. A linear park in the vicinity of 10 Avenue SE and the CPR is proposed as are squares at selected locations. Development of 12 Avenue SE and 13 Avenue SE as “Greenways” is also proposed. The plan encourages the analysis of the actual location and types of certain open spaces in conjunction with the Open Space Strategy for Established Communities.

New open spaces may be provided through acquisition, public access easements and through density transfers.

**ii. Regional / City-Wide Parks**

Fort Calgary

Fort Calgary is a major regional open space destination and a key amenity in the area. The Fort Calgary Master Plan recognizes the use of a portion of the site for passive unstructured activity for local residents. The East Village edge of the site along 6 Street SE is anticipated to be used by East Village residents for passive park uses and plazas/entrance features are proposed where 6, 7 and 8 Avenues “T” into 6 Street.

Improvements within Fort Calgary to implement the Fort Calgary Master Plan have not been estimated. The Riverwalk along the Bow River and Elbow River edges of Fort Calgary will be located within Fort Calgary as will the storm pond and interpretive wetland. Construction of infrastructure improvements within the Fort Calgary site will require coordination with the operational requirements of Fort Calgary.



**Figure 27: Rivers District Open Space Concept**

Interpretive Wetland

The proposed stormwater facility at Fort Calgary will serve as an interpretive/educational feature while functioning as an environmentally-friendly stormwater retention pond. The wetland will also provide a natural habitat for a variety of waterfowl and will be close to the Riverwalk and Fort Calgary

The Fort Calgary Master Plan provides for the location of a wetland on the site in the general location of the former Spring Creek. The wetland would incorporate interpretive features related to the history of the site and provide for habitat and stormwater management. The wetland is a requirement to accommodate redevelopment of East Village. The wetland is not a Fort Calgary initiative.

### iii. Pathway System

To support the vision of a revitalized community that embraces alternate transportation choices, a convenient, attractive network of paths and facilities for pedestrians and cyclists will be needed throughout the Rivers District. This network would include an allowance for boulevard pathways and cycle routes; connecting LRT stations to pathways, particularly between Erlton Station and the Manchester Yards; park 'n' bike and bike storage facilities; and sidewalk improvements, wheelchair ramps and curb cuts.

#### Riverwalk

The Riverwalk is an initial project under the Community Revitalization Levy program. It is an extensive upgrade of the Regional Pathway in the Rivers District extending from the Chinatown area on the western edge of the District eastward along the Bow River and through East Village to Fort Calgary and then south along the Elbow River through the Beltline area and Stampede Park.

The Proposed Centre City Plan, East Village ARP and Beltline ARP all support alternate transportation choices including a network of paths and facilities for pedestrians and cyclists. Within the Rivers District the Riverwalk is the key pedestrian/cyclist facility. The Riverwalk will be a destination in itself, as well as a pedestrian connector within the Rivers District and adjacent neighbourhoods as well as an important link in the City-wide Regional Pathway system and part of the Trans Canada Trail.

The Riverwalk pathway improvement cost estimate below includes replacement of the existing asphalt pathway with a wider concrete pathway with landscaping, lighting and street furniture of a standard consistent with previously upgraded sections of the Regional Pathway Downtown. Consideration will also be given to incorporating public art in the design of the pathway.

The Riverwalk cost estimate has been prepared based on a typical segment of the recently constructed Regional Pathway in the downtown area. The total cost of the Riverwalk is estimated at \$22 million.

#### Plus 15 System

The East Village ARP and East Village DC Districts encourage a Plus 15 connection from City Hall across 3 Street to connect with the Urban Campus and 8 Avenue SE. Plus 15 requirements in East Village also apply to development abutting 3 Street SE between 4 Avenue SE and 9 Avenue SE and abutting 4 Avenue SE between Macleod Trail and 3 Street SE.

The Land Use Bylaw provides direction for Plus 15 connections within the downtown area and has provisions for bonusing where Plus 15 connections are provided. The Plus 15 connecting City Hall and the Urban Campus also anticipates improvements to the Municipal Building atrium to provide connectivity with the Stephen Avenue Mall, Olympic Plaza and the cultural district.

The Beltline ARP requires Plus 15 linkages to the downtown from lands on the north side of 10 Avenue SE. (Plus 15 connections may also be required in association with LRT station links to buildings and over the CPR right of way). Plus 15 connections in the East Downtown will be required consistent with the downtown land use districts.

Costs for Plus 15 connections have not been estimated since Plus 15 connections are generally funded by developers at the time of development. The Plus 15 connection from the Municipal Building to the Urban Campus and improvements to the building atrium may be an exception.

#### **iv. Public Trees**

Tree planting will also be a component of new and upgraded parks and plazas. Existing public trees will be removed from the future wetland site at Fort Calgary to accommodate the wetland/interpretive centre project. Preparation of the site will result in the removal of numerous understory trees that create security issues. The wetland project will provide approximately 50 new trees of a type and size appropriate to a wetland development.

#### **i. Historic Buildings – Current State**

There are a number of buildings in the Rivers District that have been either designated under the Historical Resources Act or are included in the City of Calgary Inventory of Potential Heritage Sites. Some of the buildings have been restored while others require extensive restoration and renovation. Recent downtown development proposals have incorporated historic buildings into the projects retaining either the entire building or significant portions of the building. Table 6 provides a listing of the historic buildings in the Rivers District and their designation status.

City-owned historic buildings in East Village include the Simmons building, King Edward Hotel, St Louis Hotel and the Hillier Block. The other historical buildings in East Village are privately owned.

The East Village area has also been the subject of an analysis of archaeological potential (prior to European contact). The plan area was rated as having low to moderate potential for the presence of deeply buried archaeological resources.

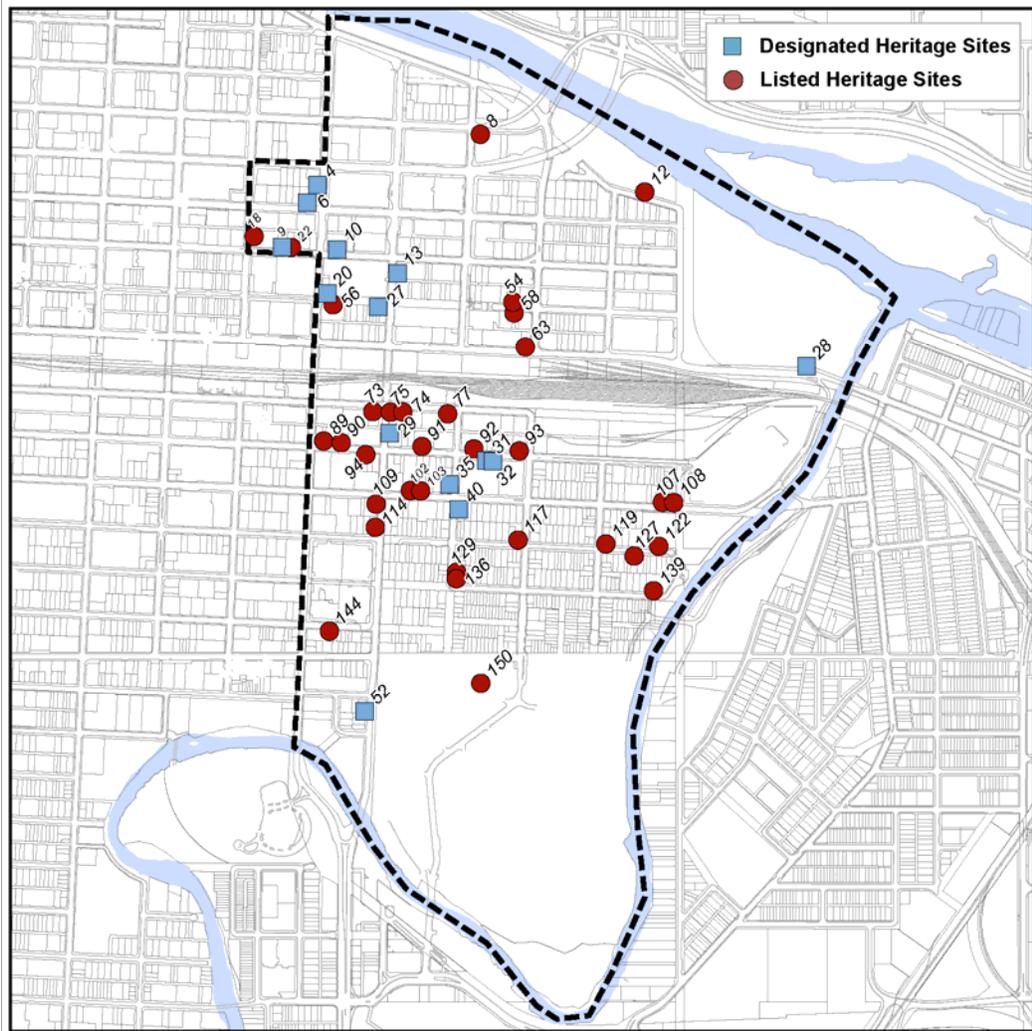
The Beltline area includes the Warehouse District which is a concentration of brick and sandstone former industrial buildings in the northern portion of the community. Many of these buildings have been restored and are actively being re-used. Designated buildings in the area include Fairey Terrace and Dafoe Terrace Apartments, Victoria Sandstone School and the Victoria Bungalow School. Other significant buildings include the Westbourne Church (within the Stampede area), the Enoch Sales House and the Curtis Block. The Rundle Ruins are a unique site with remnants of the first General Hospital and an associated open space area. Other buildings are listed in Table 6.

The East Downtown area contains several historic buildings and many have been restored in the past such as the old Fire Hall No. 1 and City Hall. The York Hotel and St Regis Hotel buildings are proposed to be incorporated into the new Encana development north of 7 Avenue SE. The Royal Canadian Legion No. 1 building on the same block will be built around. Other East Downtown historic buildings have been adapted to new uses and incorporated into larger developments such as the Burns Building and Calgary Public Building in the EPCOR Centre for Performing Arts.

<b>Designated Heritage Sites</b>	<b>Listed Heritage Sites</b>
<b>East Downtown</b>	<b>East Downtown</b>
Northwest Travellers Building (4)	York Hotel (18)
Fire Hall #1 (6)	Grunwald (St Regis) Hotel (22)
Royal Canadian Legion #1 (9)	Calgary Public Building (56)
Cathedral Church of the Redeemer (10)	
Dominion Bank (20)	
City Hall (13)	
Burns Building (27)	
<b>East Village</b>	<b>East Village</b>
Fort Calgary (28)	Simmons Factory Warehouse (12)
	St Louis Hotel (54)
	Hillier Block (58)
	King Edward Hotel (63)
	Cecil Hotel (8)
<b>Beltline/ Stampede Park</b>	<b>Beltline/ Stampede Park</b>
Louise Block (29)	Calgary Wine & Spirit Co. (89)
Victoria Bungalow School (31)	Imperial Tobacco Warehouse (90)
Victoria Sandstone School (32)	Tudhope, Anderson Co. Ltd. (73)
Fairey Terrace (35)	Bell Block (75)
Dafoe Terrace Apartments (40)	Great West Liquor Co. Warehouse (74)
Fire Station & Police Station #2 (52)	A.E. MacKenzie Seed Co. Warehouse (77)
	Massey-Harris Co (Ribtor) Warehouse (91)
	Calgary Labour Temple ((9)4)
	Pilkington Paint & Glass (92)
	Neilson's Furniture Warehouse (93)
	Enoch Sales Residence (102)
	Brick Duplex (103)
	Curtis Block (109)
	Deutsch Canadier Blk (Eastern Blk) (114)
	Duplex Residences (129)
	Duplex Residences (136)
	MacDonald (Mount Royal) Apts. 144
	C.P.R. Workers Cottage (107)
	C.P.R. Workers Cottage (108)
	Grocery/Apartment (119)
	Westbourne Baptist Church (117)
	Oliver Residence (127)
	Rundle Ruins/General Hospital #2 (122)
	Weston (Golden West) Bakery (139)
	Stampede Corral (150)

Note: Numbers in brackets correspond with Heritage Site numbering in Figure 28.

**Table 6: Historic Buildings**



**Figure 28: Rivers District Heritage Sites**

**j. Heritage Resources – Redevelopment Measures**

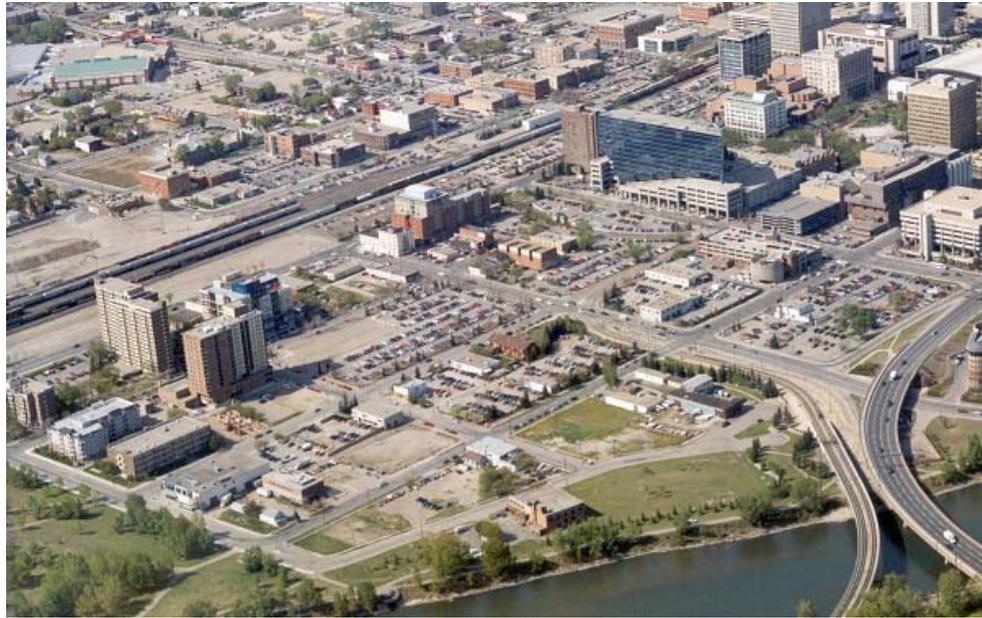
Protection of heritage resources may be accomplished through a number of means from bonusing provisions in land use bylaws, tax incentives, Community Revitalization Levy funding, and designation under the Historical Resources Act. The Proposed Centre City Plan advocates that the City “serve as a role model for the adaptive re-use of City owned heritage buildings and excellence in maintenance and restoration.” A Heritage Resources Master Plan is under preparation for the Centre City.

**k. Parking – Current State**

There currently are surface parking lots located throughout East Village. Some lots provide monthly parking available to the public while others such as the Police parkade have restricted access. Many of the parking lots have been approved with time limited temporary development permits.

The Beltline area has a number of surface parking lots some associated with specific uses and others providing public parking.

Within the East Downtown are parking lots and structures that will be replaced by development during the Community Revitalization Levy period. A parking study has been prepared identifying parking requirements for the area and various major projects in the planning stages.



**Figure 29: Rivers District Existing Parking**

## **I. Parking – Redevelopment Measures**

The East Village ARP references a possible shared parking facility to support uses planned for the riverfront area and identifies a possible parking facility located outside the ARP boundary, south of 9 Avenue SE. This parking structure is to be constructed as part of this plan. The ARP also notes the need to establish parking plans for the Urban Campus, particularly to minimize impacts of campus parking requirements on East Village residents and businesses.

As development occurs in the Beltline, its numerous surface parking lots will be displaced. The Beltline ARP states that the development of new temporary parking facilities is not permitted. The Beltline ARP also recommends that a potential role of the Calgary Parking Authority in providing surface parking lots (permanent or interim) be explored to mitigate against PM peak hour on-street parking restrictions.

Development in the East Downtown is anticipated to provide parking in accordance with the Land Use Bylaw and Centre City parking requirements. The amount of parking provided on-site and the portion that will require cash-in-lieu payment is specified in City policies. The Proposed Centre City Plan identifies the area west of 4 Street between 6 Avenue and 8 Avenue and the lands adjacent to the CPR right of way as priority areas for new City parking facilities and land acquisition for cash-in-lieu parking facilities.

#### **m. Environment and Geotechnical – Current State**

The East Village ARP includes the following objective:

“To require the identification and remediation of land contamination on all sites in East Village prior to redevelopment;” Phase I and II Environmental Site Assessment (ESA) studies of City-owned, titled land, in East Village have been completed. Cost estimates for environmental remediation work on City-owned lands have also been prepared. Most sites require some degree of remediation with a few that require no further environmental work.

Road improvements will require ESA studies and remediation prior to undertaking the improvements. ESA Studies have been undertaken for the proposed wetland site and remediation will be required prior to construction.

Environmental remediation is anticipated to be required at the Transit Centre site. Other City-owned lands used for parking and other purposes may also require remediation.

#### **n. Environment and Geotechnical – Redevelopment Measures**

The level of environmental remediation relates in part to the proposed land uses. With residential mixed-use development allowed throughout East Village a residential standard of environmental remediation is required. To achieve this standard on those sites requiring remediation the total cost is estimated to be in the range of \$35 – \$55 million including the rights of way. This amount may vary if lands are sold without remediation.

A proactive approach to stormwater quality enhancement for the East Village area offers East Village a method of meeting stormwater quality enhancement requirements for the development, and could be a showcase for sustainable development. The wetland would exceed the current Provincial water quality requirements and is the preferred option for sustainable development.

Site clean-up and other potential remediation measures may be needed for City-owned lands within the Beltline and East Downtown. Comprehensive ESA studies have not been undertaken for all City-owned lands in these areas. Redevelopment of the Victoria Park Transit Centre site will require ESA studies to determine if remediation is required.

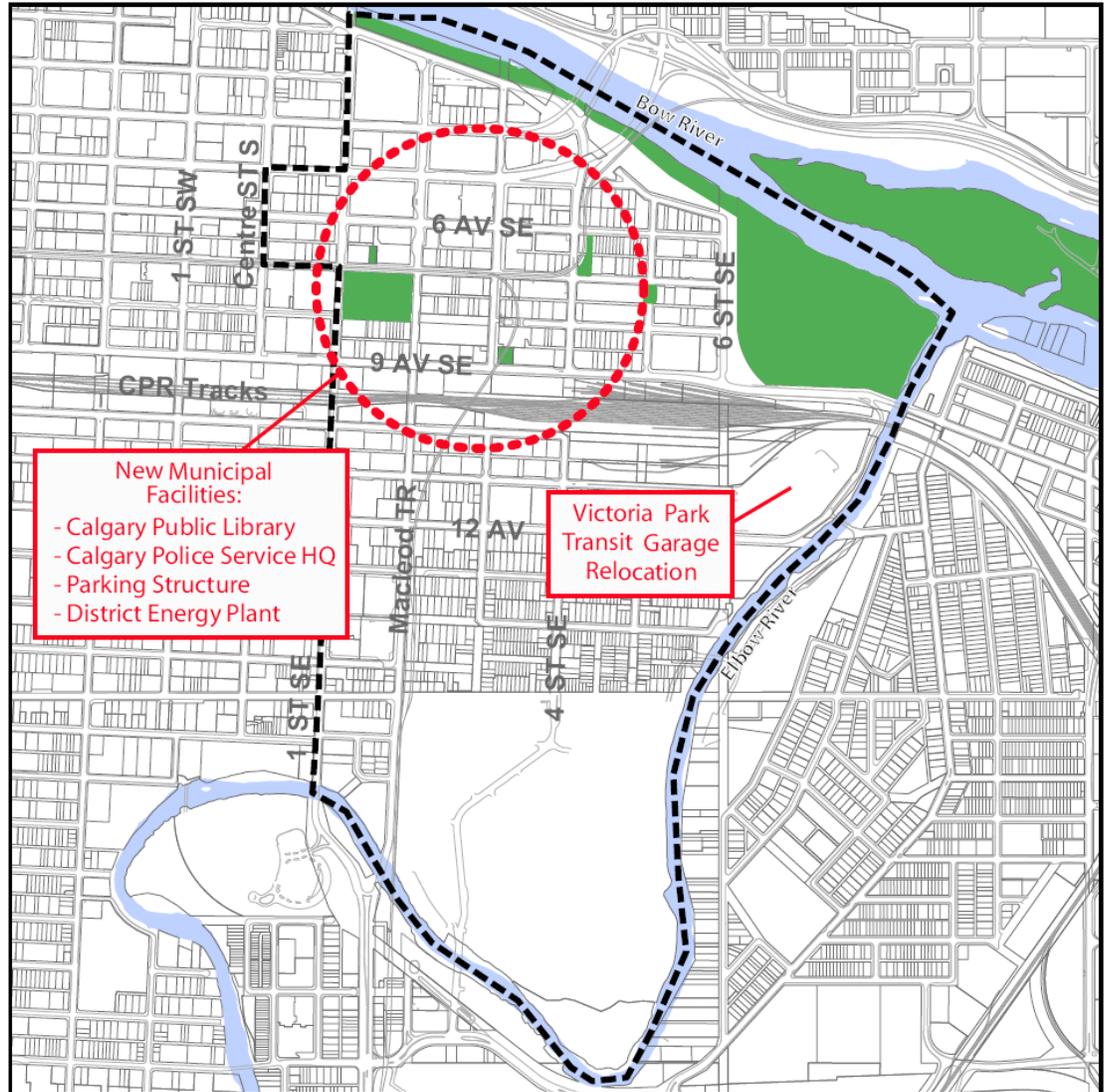
**o. City Buildings – Current State**

The City has had a program of building demolitions in the East Village over the past several years and a number of City-owned buildings in poor condition have been removed. Much of the East Village area is vacant and demolition of private buildings has also occurred in recent years. The Beltline area has numerous buildings in poor condition that will be removed as development occurs. The East Downtown within the Rivers District is generally developed with substantial buildings and older historic buildings that have been renovated.

The City owns several buildings in the East Downtown including the historic sandstone City Hall, the Municipal Building, the Centre for Performing Arts, the W.R. Castell (Central) Library, Police Headquarters, and several parking structures.

**p. City Buildings – Redevelopment Measures**

A new Central Library is to be constructed. The current library site will be reconfigured and the final design will accommodate both Bow Valley College and the Central library. A new Calgary Police Service Headquarters will also be constructed in East Village. The Headquarters will consolidate police operations in a central location and accommodate future growth of the service.



**Figure 30: Municipal Facility Projects**

**q. Additional Projects – Redevelopment Measures**

**i. Affordable Housing**

The East Village ARP encourages housing projects which offer a variety of housing types including market and integrated non-market housing. The DC Districts for the East Village area require that 10% of units in larger development projects (over 50 units) be less than 65 square metres in area in order to provide for lower cost units. The Proposed Centre City Plan, in reference to East Village, recommends that consideration be given to implementing a bonus for provision of affordable housing in the area.

Redevelopment of East Village will not displace a significant amount of affordable housing as the area was largely industrial and commercial in the past and much of the land is now vacant. The DC Districts allow for a broad range of housing types and residential uses.

The Beltline ARP provides for affordable housing units within new developments to help off-set the loss of existing affordable housing in the community as redevelopment occurs. The ARP provides bonusing for new developments that can provide affordable housing units within a proposed development. The number, location and design of units must be acceptable to The City or other non-market housing providers to be eligible for the bonus. The bonus floor area calculation utilizes a formula based on the total construction cost of the units.

The Proposed Centre City Plan recommends that non-market housing should be integrated into Centre City communities as purpose built non-market housing or integrated with market housing developments. The plan also supports the use of a density bonus program for provision of affordable and non-market housing and encourages The City to secure or provide non-market housing or housing sites in large redevelopment areas. The Proposed Centre City Plan directs that a Working Paper be prepared regarding the potential impacts and mechanics of revising the bonus system with an emphasis on the Downtown area. A formal recommendation is to be brought forward when the Proposed Centre City Plan is considered by Council.

## **ii. Public Art**

The Proposed Centre City Plan public art strategy identifies possible locations for public art. The locations include key intersections, river connection points, 4 Street connector, bridge crossings, major parks, transit/pedestrian linkages and street connections into Fort Calgary. The plan policies provide for continuing research and refinement of the public art priority areas identified in the Proposed Centre City Plan and identifies the need to develop a Centre City Public Art Plan in collaboration with the Public Art Program.

The public art strategy encompasses East Village, the Beltline and East Downtown. The East Village ARP states that at the time of public infrastructure improvements a Public Art Plan should be prepared to ensure coordinated distribution of public art throughout the community. The Public Art Policy outlines principles and processes for implementation of the Public Art Policy.

**iii. Overhead Powerline - 10 Avenue**

The existing overhead powerline paralleling 10 Avenue is a visual constraint within the Beltline and is considered incompatible with high density residential development. Redevelopment in the Beltline, new LRT right-of-way requirements and open space initiatives along the CPR corridor provide an opportunity for the powerline to be placed underground. While development could proceed without burying the powerline the magnitude of redevelopment in the area and changes to other infrastructure provide an opportunity to consider relocation of this overhead powerline.

## 8. Plan Benefits

The plan outlines significant public infrastructure upgrading in the Rivers District. This infrastructure development will stimulate private and public investment over the 20 year period of the Community Revitalization Levy bylaw. This investment will include new commercial, residential, and institutional/educational developments.

It is estimated that approximately \$3.8 billion to \$6.7 billion in new non-residential assessment value will be added into the Rivers District over the 20 year period. In addition, approximately \$8.4 billion to \$11.6 billion in residential assessment value will be added into the Rivers District over the same 20 year period.

As stated previously, the CRL which will be applied to the increased assessment values noted above will provide a dedicated source of financing to enable expedited replacement and refurbishment of the aging infrastructure of the Rivers District. This goal can be accomplished without a general tax increase to all citizens of Calgary as the CRL is designed to have no impact on The City's operating and capital budgets and to provide self-sustaining funding for the Rivers District redevelopment. The redevelopment is also accomplished without charging an increased levy specific to the Rivers District – the CRL is designed to levy the same combined property tax rate as that charged to the rest of The City.

Existing residents in the communities of East Village and Beltline will benefit as the area redevelops. New commercial uses will bring services to a currently underserved area. New housing developments will increase population and diversify the population of the district, making commercial ventures and community services more viable. The increased number of permanent residents may also bring about a reduction in certain crimes such as person and property crimes.

The intensification and redevelopment of the district will have a positive impact well beyond the district. The repopulation of the inner city reduces growth and infrastructure pressures on the City's periphery. There will be less congestion and pressure on the City's greater road network. There will also be better utilization and greater efficiencies in accessing existing community facilities.

There are currently a number of environmentally contaminated sites located in the district and the redevelopment of vacant, contaminated land provides the opportunity to remediate sites and bring them into productive uses.

The infrastructure development outlined in the plan includes the provision of both regional and local open spaces and parks. The quality of life of local residents will be improved with increased access to quality parks. Citizens of greater Calgary and visitors to the City will also benefit as regional open spaces become better linked and formal public gathering places bring people together.

The redevelopment of the area will create economic growth in the immediate environs both tourism-related and support of existing commercial. The Calgary Exhibition & Stampede and Fort Calgary will benefit from improved social conditions and are expected to see year-round visitation increase. The immediately adjacent communities of Bridgeland/Riverside, Inglewood and Beltline (western portion) will benefit from an increased inner-city population to support existing business areas such as Atlantic Avenue (Inglewood), Centre Avenue (Bridgeland/Riverside), and the Victoria Crossing Business Revitalization Zone (Beltline). Infrastructure upgrades will also enable the development of innovative educational facilities and lead the area to become a centre of learning.

## **9. Plan Risks**

### **a. Economic Climate**

As with any project intended to be completed over time, there are risks associated with this Community Revitalization Plan. The Plan anticipates a robust economy with increasing property values. It also anticipates a relatively rapid build out of the Plan area to maximize the period where there is an increase in tax revenue. However, economies have cycles and although at this time the possibility that there would be an economic slowdown appears remote such a slowdown is a very real risk. Economic slowdown would bring with it at best stagnant property values with sporadic development and at worst, reduced property values and no development. As a result the incremental increases in tax revenues needed to fulfill the debt repayments associated with the Plan, would not be realized.

### **b. Cost Escalations**

The infrastructure program proposed will be affected by construction cost escalations. The proposed costs will determine the level of borrowing and any increased borrowing will affect the term of the Plan and the Levy District. Cost escalation allowances of approximately 18% per year have been included in the cost estimates.

### **c. Urban Campus**

In addition to these significant negative situations are other unanticipated events such as the inability of the Urban Campus Initiative to achieve its goal of a downtown facility. This would remove a much needed development catalyst which could in turn result in private developers continuing to look elsewhere for opportunities. Related to this could be delays in the disposition of City lands the proceeds from which are needed to repay debt.

## 10. Redevelopment Phasing

The following summarizes the proposed phasing of infrastructure improvements in the Rivers District. The phases are project based and are not sequential as projects in the Initial Phase or other phases may be undertaken concurrently.

### a. Initial Phase

Projects in the Initial Phase are East Village infrastructure and the Riverwalk. Construction of East Village improvements may be a five year project during which time projects in other phases may commence. Portions of the East Village infrastructure may not be completed until design is completed and construction commences on the proposed 4 Street Connector. Work on 9 Avenue improvements will require design standards for 9 Avenue as a gateway boulevard. Road raising may extend from East Village into the East Downtown and areas outside East Village during this phase.

The initial sections of the Riverwalk may be constructed in the East Village area in conjunction with other adjacent project work such as the storm water wetland. While the Riverwalk is an Initial Phase project, the construction of certain stretches of the Riverwalk may be tied to routing that cannot be established independent of other projects such as the relocation of the Victoria Park Transit Centre and Stampede Park improvements.

### b. Other Projects

Other projects within the first five years may include the 4 Street Connector, a parking structure, the Calgary Public Library, the Calgary Police Service Headquarters, park development, environmental remediation, and infrastructure work. At this time details of infrastructure improvements in the Beltline and East Downtown are not at the same stage as projects in East Village. Infrastructure work in these areas may commence in a five to ten year timeframe, as design work proceeds and priorities are set.

The District Energy system is anticipated to be constructed in East Village at the time of road and utility upgrades. Extension of the system elsewhere in the downtown may be required to proceed at the same time as in East Village. As such other utility upgrades in the downtown portion of the Rivers District may be undertaken at the time the District Energy system is installed. This would minimize disruption in the downtown but would require earlier design and construction of utility and road improvements in the downtown.

While park development is not listed as a specific initial project it may be timely to develop parks and plazas at such time as adjacent roads are developed. The Central Square is adjacent to the new 4A Street and the 5 Street Square will be bounded by a reconfigured 5 Street right of way. As

these roads are constructed the park space will be formed and will require a level of public amenity. The East Village ARP encourages the building of parks and plazas, including the Riverfront Promenade "...at the earliest opportunity in order to catalyze redevelopment of the area and provide needed amenity" (East Village ARP Section 12.2).

Other projects will commence subsequent to the first five years of the Rivers District redevelopment. Specific projects are not proposed but may include ongoing environmental remediation, infrastructure work within the Beltline and East Downtown further park redevelopment and the Victoria Park Transit Garage relocation.

In addition to road, utility and other public infrastructure improvements, projects such as heritage building rehabilitation, Plus 15 connections to municipal buildings, parking structures, affordable housing and other social objectives may also be undertaken. The Victoria Park Transit Centre relocation is a major project with significant impacts on the Beltline area and the Proposed Centre City Plan identifies a wide range of projects that require further work but could be undertaken in concert with improvements in abutting Centre City areas. The phasing program will be refined as project details become available, and are prioritized by Council, and will be constrained by available funding.

## **11. Redevelopment Impacts and Proposed Mitigation Measures**

As a result of the redevelopment, the population of the Rivers District is forecast to increase from the current 2,159 to between 17,600 to 20,560 residents at full build-out. This population increase will add up to 13,700 dwellings to the district. While the majority of the area will be redeveloped for residential uses, there will also be significant new office, retail, hotel, and entertainment uses, along with increased employment opportunities.

A major institutional development that will have a positive impact on the area is the anticipated Urban Campus. The campus will have commercial and institutional components and is anticipated to accommodate up to 15,200 students. The introduction of this student population will help ensure socio-economic diversity in the area.

There will be significant residential, commercial and institutional development that will have a positive impact. In addition to this development, all existing residential and institutional uses (including large social service agencies such as the Calgary Drop-in and Rehabilitation Centre and the Salvation Army Centre of Hope) are expected to remain in the District. The displacement of existing residents or clients of the social service agencies is seen as neither viable nor desirable. The permanent solution to accommodating these populations comes from increasing both residential density and street level activity in the District. Residential qualities in the Rivers District will be fostered as one way of mitigating possible negative effects stemming from the abundance of non-residential developments in the greater downtown.

As the District redevelops, the area may continue to experience social exclusion. Alternatively social issues could be shifted from the district to surrounding communities. Social exclusion is manifested by poverty, lack of employment, low levels of education, and crime and is fuelled by poor quality and lack of access to community resources and services. Social exclusion will be mitigated by providing amenities such as parks, local shopping, and educational venues. Such amenities will attract new residents and more visitors to the area, increase social interaction, and improve overall quality of life.

The tax impacts of carrying out The Rivers Community Revitalization Plan, and the new property values expected in the project area addressed in Part II – Financial Section of this Plan.

## **12. Role of Private Sector Developers in Redevelopment**

The CRL is based on the premise that The City will limit its participation to the provision of the infrastructure needed to attract the private sector. The City will also be involved in the development of public assets in the District, such as the Central Library, Police headquarters, a parking structure and heritage buildings.

It is estimated that private developers will invest \$12 billion to \$18 billion in new developments in the area over the next 20 years. These investments will bring residents, businesses and visitors into the area to create a sense of vibrancy.

The City will create the level playing field by making the land ready for development particularly dealing with the issue of flood proofing. That said, the private sector will continue to remit standard development charges to The City as it would in any other community. These development charges are anticipated in all of the approved plans associated with the CRL district.

## **PART II – FINANCE**

### **13. The Community Revitalization Levy**

The Community Revitalization Levy (“CRL”) results from Provincial legislation that enables The City to segregate tax revenues in the Rivers District for a maximum 20 year period and direct them towards paying for the required infrastructure in the area. In general, amounts that would otherwise be charged as the municipal and provincial portions of property taxes will now be labeled a Community Revitalization Levy. The CRL will be used to cover the costs associated with the infrastructure upgrading and redevelopment work in the Rivers District. The CRL thereby facilitates the advancement of projects which would otherwise need to be delayed as a result of The City’s financing constraints.

The process related to the CRL follows the basic steps noted below.

- The CRL area is established by The City and The Province;
- Property assessment values will be frozen at a base level at the beginning of the 20 year CRL period. This base property assessment amount will be subject to the normal municipal and provincial property tax rates and would continue to flow to the general revenues of both the Municipal and Provincial governments each year.
- Beginning in the first year of the 20 year CRL period, a CRL rate is established on an annual basis which is understood to be equal to the municipal and provincial tax rates being levied by The City and the Province. This CRL rate is then applied to the incremental assessed value above the base assessment level established at the beginning of the redevelopment effort. In other words, the CRL is levied on increased assessment value over and above the base level resulting from market value changes, new developments or other improvements in the Rivers District. The property owners in the Rivers District will pay an equal rate of taxes as the combined property tax and CRL will be the same as the property tax in a property assessed at the same value outside the Rivers District.
- The CRL amounts are accounted for in a separate fund and as specified in the CRL regulation are used to fund the redevelopment efforts in the Rivers District.
- At the end of the 20 year CRL period, all of the property tax revenues in the Rivers District will then flow into The City’s and the Province’s general revenues.

During the 20 year period of the CRL, the Province has agreed to forgo a portion of their property tax revenues in the Rivers District, thereby enabling The City to leverage this contribution to fund redevelopment projects.

The Rivers District is designed to have no impact on The City’s operating and capital budgets and to provide self-sustaining funding for the Rivers District redevelopment.

#### **14. Administration of the Community Revitalization Levy**

A special purpose vehicle entitled the Calgary Municipal Land Corporation (“CMLC”) is being established to implement and execute this Plan. The CRL will be levied and collected by The City through the property tax system. Certain responsibilities and authorities will be delegated by The City to CMLC in terms of administration, project management, and project delivery related to this Plan. It is intended that all administrative and project management costs related to CMLC and the use of City resources to execute this Plan will be covered by the CRL.

This Plan does not address the implementation and execution strategies to be employed by CMLC. The Board of Directors of CMLC will forward a separate business plan from CMLC to Council for consideration.

## **15. Financial Assumptions**

The Rivers District Community Revitalization Plan covers a period of 20 years and as such, several important financial assumptions have been made to allow for reasonable financial modeling of the project during this long time period. These financial assumptions are an integral part of the financial analysis of the CRL. The assumptions have been stated upfront to ensure there is a clear understanding of the assumptions and limitations of the financial analysis undertaken. Any material variation on the assumptions noted below may have an impact on the financial projections for the redevelopment project.

### **a. Assessment Growth**

It is assumed that assessment values in the Rivers District will grow at the average assessment rate of The City of Calgary as a whole, therefore there will not be any further positive or negative impacts resulting from revenue neutral calculations. Section 17 further discusses the Projected Changes in Incremental Assessed Value.

### **b. Beltline Community Investment Fund**

Under the Beltline Area Redevelopment Plan, certain amounts will be collected from developers to fund public realm amenities. It is unknown at this time whether any of these amounts will be applicable to projects undertaken in the Rivers District, therefore no amounts are included in the financial projections at this time.

### **c. City Advances**

The Plan calls for The City to advance \$10 million to Calgary Municipal Land Corporation in 2007 to provide cashflow funding prior to collection of CRL revenues and thereby facilitate the start of construction of certain subprojects in the 2007 construction season and undertake certain environmental remediation initiatives. If the \$10 million advance is not approved by Council, the construction tentatively planned for 2007 must be re-evaluated and deferred to 2008. It is assumed that the \$10 million amount will be repaid with accrued interest from available cashflows over the first 5 years of the redevelopment. A loan agreement will be entered into with CMLC specifying the terms and conditions of the advance.

In late 2004 Council approved an appropriation of \$500,000 to complete due diligence studies relating to Tax Increment Financing, and The Rivers organizational structure. In 2005 Council approved an additional appropriation of \$3 million to be used as start-up funding for CMLC. These amounts are also to be repaid out of the CRL, when cashflows permit.

**d. Contribution of City-Owned Land**

A portion of the land currently owned by The City in the Rivers District is being considered for transfer to CMLC under the Plan. The specific terms and conditions associated with the potential land transfer are not yet determined and will be brought forward to Council for specific approval.

It is assumed that proceeds from certain parcels of the land transferred will be required to be repaid at the time of sale as previously directed by Council. It is also assumed that the balance of any amounts owing to The City on the book value of land sales will be repaid over the first 10 years of the redevelopment.

**e. Cost Estimates and Escalation Provisions**

The cost estimates provided in this Plan are order of magnitude costing only. Cost estimates for the initial projects are based on preliminary engineering assessments and design concepts only and are subject to change as more detailed design is prepared.

A cost escalation factor of 18% per year has been applied to all cost estimates for the two initial projects - East Village Infrastructure and the Riverwalk. The cost estimates which have been supplied by the consultants for these projects to date do not include cost escalations due to construction timing and phasing of the projects over several years. This cost escalation estimate is considered reasonable by The City's Infrastructure Services group. Further discussion on specific cost estimates is found in Sections 7 and 14.

**f. Debt - Amortizing**

It is assumed that wherever possible, regular amortizing debt will be used to match debt repayments to projected cashflows while minimizing interest costs. This type of debt may be used in conjunction with specific lump sum principal repayments negotiated at the start of a loan to future optimize our debt structure.

**g. Debt - Structured**

It is assumed that certain projects undertaken in the Rivers District will be financed through the use of structured debt in order to better match the cashflows associated with the CRL.

Structured debt utilizes interest only payments for the first half of the debt term and the principal is only amortized over the last half of the term. This

type of debt provides for financial flexibility in the early years of projects where cashflows are constrained.

**h. District Energy System**

Council in conjunction with business partner Enmax has approved to go forward with a District Energy System planned to be constructed within the East Village portion of the Rivers District and provide service to certain facilities within the area as well. All funding for the District Energy System including distribution and plant is assumed to be provided through Calgary Alberta Municipal Rural Infrastructure Fund (“CAMRIF”) funding and The City’s business partner Enmax.

**i. EnCana “The Bow” Building Development Project**

It is assumed that the EnCana office project will progress according to schedule and be open for full occupancy at the beginning of 2011.

Any material changes to the construction schedule will have an impact on the cash flow projections for the Rivers District as in 2011 approximately \$14.3 million in annual CRL monies are included in the cashflows.

**j. Environmental Remediation**

It is estimated that environmental remediation costs in East Village are in the range of \$35 to \$55 million. We have included \$35 million in the financial projections as this amount represents the estimate of remediation costs under current legislation. If legislation were to change as proposed, the total cost would be estimated to be \$55 million. These costs represent worst case remediation and do not take into account risk management or removal of materials due to construction as the final site usages are unknown at this time. Therefore, it is assumed that the actual costs of remediation will be less than either the \$35 or \$55 million in either scenario.

**k. Interest Rates**

It is assumed that the following interest rates are reasonable projections for interest rates for various products over the following terms:

20 year structured debt	5.50%
20 year regular amortizing debt	5.25%
15 year structured debt	5.25%
15 year regular amortizing debt	5.00%
10 year regular amortizing debt	5.25%
5 year regular amortizing debt	5.00%

## **I. Investment Income**

It is assumed that temporary excess funds on hand will be invested by The City and that the investment income earned will be used in the Rivers District, in accordance with The Regulation.

## **m. Land Sales**

The estimated timing and quantum for land sales associated with the Rivers District have been provided by the Board of Directors of Calgary Municipal Land Corporation. These amounts and timing are estimates only and do not reflect the final saleable parcels which are currently in the subdivision process.

## **n. Other Cost Recoveries**

It is projected and assumed that approximately \$15 million in other cost recoveries relating to streetscaping and landscaping will be made from developers and other sources over the term of the Rivers District redevelopment. These types of recoveries are standard procedure in the development process. See Section 17 (d) for further information.

## **o. Redevelopment levies**

Bylaw 9M2007 provides for an offsite levy of \$1,823 per metre of site frontage to be imposed on subdivision and development permit applications in the Centre City. Offsite levy funds collected under the Bylaw will be used for the construction, upgrading and replacement of water and sanitary sewer mains required for or impacted by development in the Centre City.

The offsite levy will apply throughout the Rivers District and where water and sanitary sewer improvements have been front-ended using CRL funding, the CRL fund may be compensated with offsite levy funds. The offsite levy will be collected from developers (both private and public) as individual development projects proceed. The levy amount may be adjusted periodically and as such the actual amount of levy collected will depend on the applicable offsite levy in any given year.

The offsite levy is to be applied consistently to all developments regardless of actual construction costs adjacent to a site. Should the cost of replacing water and sanitary sewer mains exceed the amount collected through the offsite levy, CRL funding may be required to make up the difference. This may apply to sites with unique circumstances such as floodplain areas.

It is estimated that approximately \$7 million will be generated specifically in the East Village portion of the Rivers District from these levies and applied

towards utility improvements in the area. Additional levies of approximately \$5 million will be generated in the balance of the Rivers District and would also be applied towards utility improvements in the area. The exact timing for receipt of these levies is unknown as it depends upon the pace of redevelopment in the area.

**p. Timeline**

The City of Calgary is eligible to collect the CRL from the Rivers District over a 20 year period. It is assumed that the Rivers District CRL will be approved by The Province of Alberta in 2007 and therefore 2008 will not have any increment associated with it. Therefore, the 20 year period of the CRL will run from 2009 to 2028. The financial analysis has been modeled around this timeline.

## 16. Plan Costs

### a. Redevelopment Capital Costs

#### i. Initial Projects

The Initial Phase of the Rivers District redevelopment includes only the projects required to kick start the redevelopment of East Village portion of the Rivers District. The initial projects are East Village Infrastructure and the Riverwalk. These projects focus on infrastructure upgrading, including floodproofing and the northwestern most portion of the Riverwalk. It is understood that these projects are necessary before large scale private development will occur, particularly in the northern portions of East Village.

Estimated costing for East Village Infrastructure has been prepared by a consultant and is based upon preliminary concept plans using engineering estimates and 2006 construction costs. A contingency for cost escalation of 18% per year has been added to the consultant's estimates.

Estimated costing for the Riverwalk has been prepared by a consultant and is based on an existing improved regional pathway standard as constructed in the downtown area. The costs are not based on a complete design and additional costs may be identified as detailed design work proceeds and input is received from the public and key stakeholders. A contingency for cost escalation of 18% per year has been added to the consultant's estimates.

<b>Initial Projects</b>	<b>Estimated Costs</b>
East Village Infrastructure	
• Underground utilities	\$ 14,000,000
• Surface improvements	\$ 40,000,000
• Sidewalk & streetscape	\$ 24,000,000
• Parks & open space	\$ 7,000,000
• Cost escalation contingency	<u>\$ 28,000,000</u>
<b>SUBTOTAL</b>	<b>\$113,000,000</b>
Riverwalk	
• Consultant estimate	\$17,300,000
• Cost escalation contingency	<u>\$ 4,700,000</u>
<b>SUBTOTAL</b>	<b>\$22,000,000</b>
<b>Total Initial Project Costs</b>	<b>\$135,000,000</b>

**Table 7: Initial Project Costs**

It is anticipated that subsequent to approval of this Plan by Council and the Province, work on these projects will commence in 2007 and

be undertaken over approximately five years at an estimated cost of \$135 million, including a cost escalation factor of 18% per year as suggested by the engineering consultants.

**ii. Other Projects**

Also considered, are various other projects proposed for the Rivers District. The 4 Street Connector is envisioned to be a key project for the Rivers District and is anticipated to commence in the first 5 years of redevelopment upon its approval by Council. This project provides an important connection between the Beltline and Downtown.

Municipal facility projects are also proposed for consideration in the Rivers District. As indicated in Section 7, the Calgary Public Library, the Calgary Police Headquarters and a parking facility are proposed as projects within the Rivers District.

Other infrastructure projects are also proposed and would commence after the initial projects are underway. These projects are all prospective in nature and have not been scoped in detail and limited costing analysis has been undertaken. The cost estimates reflect total costs and in some instances only a portion of these costs would be covered by the CRL. The estimated costs stated for these projects are intended only to provide an order of magnitude level of their potential costs. These projects will be limited by the amount of funds available from the Community Revitalization Levy. Many of these proposed projects have been identified and discussed previously in Section 7.

<b>Other Projects</b>	<b>Estimated Range of Costs (\$millions)</b>
4 Street Connector	\$50 - \$70 (1)
Environmental Remediation	\$35 - \$55 (2)
Parking facility	\$30 - \$40 (3)
Central Library	\$150 - \$200 (4)
Calgary Police Headquarters	\$300 - \$500 (5)
Infrastructure in Beltline/Stampede Park	\$100 - \$300 (6)
Infrastructure in East Downtown	\$50 - \$150 (7)
<b>Total Other Projects</b>	<b>\$715 - \$1,315</b>
<b>Notes:</b>	
(1) This cost estimate is based upon current design proposals which have not yet been approved.	
(2) This amount represents the range of remediation costs required for East Village under current legislation and proposed legislation to replace contaminated soil. It is unknown what the actual environmental remediation costs will be.	
(3) This represents The City's estimated contribution towards the parking facility as noted in a City of Calgary Land Committee report (LAS2007-36).	
(4) This represents a range of order of magnitude costs for a new central library.	
(5) This represents a range of order of magnitude costs for a new police headquarters.	
(6) This represents a broad range of estimates for potential infrastructure in the Beltline/Stampede Park portion of the Rivers District.	
(7) This represents a broad range of estimates for potential infrastructure in the East Downtown portion of the Rivers District.	

**Table 8: Other Project Costs**

**iii. Land**

Substantial parcels of land have already been acquired by The City as the Rivers District has been prepared for redevelopment. Portions of this land will be used to reconfigure streets and add park space. Figure 8 identifies City owned properties in the Rivers District.

Further land acquisitions may be required to complete the new street configurations or to assemble contiguous parcels of land for development in the Rivers District.

## b. Borrowing Costs

The costs of borrowing associated with the Rivers District will consist of interest charges over the life of the project. At this time, we can only estimate what the total borrowing costs may be over the life of the project. As indicated in previous sections, outside of the Initial Projects which would commence in 2007, the balance of the projects are prospective only and therefore the timing associated with project commencement and resulting borrowing requirements are undefined at this time.

An estimate of a potential magnitude of reasonable borrowings and related interest costs supportable under the Plan is found in the Table below. An estimate of \$300 - \$500 million in projects could be undertaken in the early years of the Plan and funded by debt. The repayments would then be covered by the Community Revitalization Levy over the term of the plan. No contributions from general tax revenues are anticipated to be required to fund the debt repayments.

	<b>Low</b>	<b>Mid-point</b>	<b>High</b>
Principal	\$300 million	\$400 million	\$500 million
Interest	\$195 million	\$250 million	\$310 million
<b>Total</b>	<b>\$495 million</b>	<b>\$650 million</b>	<b>\$810 million</b>

**Table 9: Borrowing Costs**

Depending upon specific future cashflow timing associated with the Rivers area, the potential exists to also use cash on hand to fund projects rather than borrowed funds, therefore minimize borrowing costs.

## c. Other Costs

Administrative and project management costs associated with the Rivers District have been considered in the financial analysis and include CMLC officers and directors, project management, operating costs, rent, marketing, and estimates for service level agreements which may be entered into with certain City departments or other external consultants.

Also included in the 2008 estimate for administration costs is one million dollars required to pay for the system upgrades in tax and assessment required to administer the Community Revitalization Levy program. This amount is initially funded through information technology funds and is to be repaid from the Community Revitalization Levy funds when available.

## 17. Plan Revenues

### a. Community Revitalization Levies

The Community Revitalization Levy is to be imposed on all properties located in the Rivers District. Assuming that the Plan is approved by the Province in 2007, the 2008 Assessment Roll will form the baseline assessment. The Levy will then be applied to the incremental assessed value starting with the 2009 Assessment Notice and continue for 20 years thereafter.

The CRL will be levied and collected in accordance with the process outlined in Section 13. According to The City's consultant's estimates, the Community Revitalization Levy is estimated to generate between \$725 million and \$1,166 million over 20 years as summarized in the following table.

Scenario	Estimated Community Revitalization Levy
Low	\$725 million
Mid-point	\$945 million
High	\$1,166 million

**Table 10: Community Revitalization Levy Revenue**

The low scenario projections for CRL over the 20 year period represents approximately \$8.4 billion in incremental growth in the residential assessment base over the 20 year period plus an additional \$3.8 billion in incremental growth in non-residential developments.

The high scenario projections for CRL represents approximately \$11.5 billion in incremental growth in the residential assessment base over the 20 year period plus an additional \$6.7 billion in incremental growth in non-residential assessment base.

The midpoint scenario is a calculated average between the high and low scenarios and does not represent a separate set of assumptions.

In the low scenario projections, assessment growth is estimated to be phased in over the 20 year time period in the following manner:

(\$ Billions)	Years 1 - 5	Years 6 -10	Years 11 -15	Years 16 -20
<b>Residential</b>	\$1.4	\$1.5	\$2.2	\$3.3
<b>Non-residential</b>	\$1.4	\$0.5	\$0.8	\$1.1

**Table 11: Low Scenario Assessment Growth Phasing**

Key assumptions in the low scenario are that certain planned office developments do not proceed and that institutional development such as the Urban Campus and Calgary Public Library do not proceed, therefore the demand for office and residential space in the area is diminished. Total office

demand in this scenario is approximately 2.2 million sq. ft – Encana represents approximately 1.7 million sq. ft. of this amount.

In the high scenario projections, assessment growth is estimated to be phased in over the 20 year time period in the following manner:

(\$ Billions)	Years 1 - 5	Years 6 -10	Years 11 -15	Years 16 -20
<b>Residential</b>	\$1.8	\$2.2	\$3.0	\$4.5
<b>Non-residential</b>	\$2.3	\$0.9	\$1.5	\$2.0

**Table 12: High Scenario Assessment Growth Phasing**

Key assumptions in the high scenario are that all planned office and institutional development noted above proceeds. As a result, the demand for additional office and residential space increases. Total office demand is approximately 3.7 million sq. ft. in this scenario – Encana represents 1.7 million sq. ft., a planned development by Opus represents approximately 380,000 sq. ft, and Urban Campus will have approximately 100,000 sq. ft. of office space.

**b. General Municipal Revenues - Development Charges**

Under the Centre City Levies for Redevelopment (Bylaw 9M2007) developers will be charged levies to cover utility work. It is anticipated that levies charged in the Rivers District would be allocated to work performed in the area.

The Centre City levies will apply throughout the Rivers District and where improvements have been front-ended using CRL funding, the CRL fund may be compensated with offsite levy funds. The offsite levy will be collected from developers as individual development projects proceed. The levy amount may be adjusted periodically and as such the actual amount of levy collected will depend on the applicable offsite levy in any given year.

It is estimated that approximately \$7 million will be generated from these levies specifically in the East Village portion of the Rivers District and applied towards utility improvements in the area. Additional levies of approximately \$5 million will be generated in the balance of the Rivers District and would also be applied towards utility improvements in the area. The exact timing for receipt of these levies is unknown as it depends upon the pace of redevelopment in the area.

**c. Land Dispositions**

It is estimated that approximately 13 acres of land will potentially be available for sale for development in the Rivers District. This land is located almost exclusively in the East Village portion of the District. Figure 8 identifies City owned properties in the Rivers District.

#### **d. Cost Recoveries**

The East Village infrastructure improvements are comprised of four components as follows:

- Underground utilities;
- Surface improvements;
- Sidewalk & streetscape; and
- Parks & open space (including public art).

Cost estimates for the infrastructure improvements are provided in Section 16 of the Plan. This section addresses the funding of infrastructure improvements and identifies the costs that can be recovered from developers and costs that would ultimately be CRL funded. The proposed funding program reflects recent work on inner city infrastructure funding in the Cost of Growth Study. While certain improvements may be front-ended and constructed through the Rivers District redevelopment, it is intended that aside from extraordinary infrastructure costs, developer costs/levies in East Village would be similar to those in other inner city areas.

##### **i. CRL Funded Costs**

An extraordinary infrastructure cost in East Village is the floodproofing of roads. Floodproofing requires roads to be raised out of the floodplain and the replacement of existing utilities and sidewalks. Figure 15 shows the extent of the floodplain within the Rivers District. Within this area the difference between the cost of road raising and replacing infrastructure and the cost of improvements elsewhere in East Village is considered an extraordinary cost and it is intended that this cost be CRL funded.

The floodplain extends into lands outside East Village and the Rivers District and as such a coordinated road raising program is required. The floodproofing of roads contiguous with roads in East Village may be CRL funded and coordinated with the timing of East Village improvements.

A second extraordinary cost is the provision of new parks in the area. The Riverfront Promenade is considered to be a City-wide park as it will serve all Calgarians by providing a significant public amenity adjacent to the Bow River. As such the cost of the park is proposed to be CRL-funded. The Central Square, 5 Street Square and 830 Square will serve both East Village residents and downtown employees and as such are also proposed to be CRL funded.

As a general principal any upgrades to the main sanitary sewer trunk system are anticipated to be financed through the rate base. Stormwater runoff is generally not related to increased population and density and as such upgrades to storm sewer facilities are considered a CRL cost. The stormwater system costs include the wetland that will be constructed to improve stormwater quality.

While it is proposed that developers fund the cost of new local roads within East Village the developer of the newly created roads will be The City since the new roads are within City-owned lands. With regard to road, sidewalk and utility improvements where roads abut City-owned lands such as LRT rights of way, Fort Calgary and other parcels the cost of improvements will be borne by the CRL as there is no opportunity for recovery from an adjacent developer. Relocation of the LRT spur line north of 6 Avenue SE has been included in the cost estimate for 4 Street and is considered a CRL cost.

The regional pathway along the Bow River will be upgraded to a standard consistent with other areas in the Centre City. The upgrade will be undertaken as part of the Riverwalk project. Riverwalk costs will be a CRL cost.

## **ii. Developer Costs and CRL Cost Recovery**

It is proposed that developers fund the cost of upgrades to water and sanitary sewer systems, local road and sidewalk improvements and shallow utilities. The CRL will front-end the cost of construction of infrastructure upgrades within East Village to enable coordinated and timely completion of the improvements. As the infrastructure developer the City would recover costs from benefiting properties as development proceeds. Any difference between the actual cost of construction and the amount recovered would remain a CRL cost.

At the time the roads are upgraded temporary asphalt sidewalks may be provided. When development occurs developers will be responsible for the cost of new sidewalks, street trees, lighting and street furniture adjacent to their developments to the required standard.

The estimated cost recovery from developers which has been included in the financial projections is approximately \$15 million related to the streetscaping portions of infrastructure and another \$13 million related to the City Centre Redevelopment Levy for utilities.

### iii. **Special Infrastructure Considerations**

Sidewalk and streetscape costs have been estimated to construct an East Village design standard streetscape along 7 Avenue between 3 Street SE and 4 Street SE however any special 7 Avenue Transit Mall design requirements may carry additional costs and may be borne by the CRL.

The Proposed Centre City Plan identifies 9 Avenue SE as a “gateway streetscape” since it serves as a downtown entranceway. Costs for upgrades to 9 Avenue have been prepared for the East Village portion of the road. A consistent design standard for 9 Avenue throughout the Centre City has not been prepared but it is anticipated that the entranceway boulevard standard described in the Proposed Centre City Plan may have a greater cost than the current estimate based on an East Village streetscape standard. It is anticipated that developers adjacent to 9 Avenue would pay for streetscape upgrades to a level equivalent to a typical commercial street in East Village. Additional embellishments related to creating a Centre City gateway boulevard may be CRL funded.

The Urban Campus will abut 3 Street, 7 Avenue and 4 Street. It is anticipated that the campus development will pay for infrastructure improvements in the same manner as private development. Similarly, any City initiated development in East Village is anticipated to pay applicable infrastructure costs for boundary roads, sidewalks and associated utility improvements.

The cost of a proposed pedestrian bridge at Fort Calgary has not been estimated and is not included as an East Village cost.

A levy for alternative transportation infrastructure is being considered for the Centre City area. If this levy is approved, all development in the Centre City area will be contributing towards the construction of pedestrian overpasses, a river crossing, pedestrian underpasses and bikeways. Through this levy, the developers would contribute approximately \$10 million in funding over the next 30 years for the entire Centre City area. The portion of this which would be related to the Rivers District is unknown at this time.

In addition to the levy for alternative transportation infrastructure, a levy for the development of a 13th Avenue Greenway throughout the Centre City area is also being considered. This levy would provide funding towards streetscape improvements on 13th Avenue such as sidewalk widening, street furniture, bollards, lighting and trees. Through this levy, the developers would contribute approximately \$5

million in funding over the next 30 years and again the portion of this which would be related to the Rivers District is unknown at this time.

**e. Other Revenue Sources**

Other revenue sources such as provincial or federal grant programs will be used where available.

Interest income on cash balances on hand is another source of funds available to the Rivers District.

## **18. Projected Borrowings and Repayment**

### **a. Amount of Borrowing in Each Scenario**

In the financial analysis undertaken it has been assumed for the first 2 years of borrowings that simple structured debt is used where interest only payments are made for the first half of the term and then a blended principal and interest payment is made for the second half of the term. Regular amortizing debt is assumed to be used for all other borrowings. The final borrowing terms and structuring of the debt will be tailored to the timing of each project and may result in a more customized structured debt product.

In order to bridge the cashflow needs of CMLC and the Rivers District in the first few years prior to sufficient CRL amounts being generated, a bridging loan of \$10 million is being requested from The City. This amount would be repaid with interest at the earliest possible time. Currently it is assumed that the \$10 million would be fully repaid within 5 years.

An additional \$3.5 million has previously been approved by Council as start-up funding. These funds are planned to be repaid as soon as cashflows permit.

### **b. Timing**

The first borrowing is anticipated to occur in 2008 and borrowing are assumed to continue on an annual basis for the first several years of the redevelopment project.

### **c. Impact of CRL Borrowings on The City of Calgary's Debt Capacity**

In 2006, Council approved \$150 million in debt capacity (\$75 million in each of 2007 and 2008) to be used for Self Sufficient Tax Supported Debt – the category of debt that The Rivers project falls into. Any additional debt capacity is to be considered by Council in conjunction with the 2009-2011 City of Calgary Business Planning and Budgeting process.

A borrowing bylaw is being put forward for approval by Council in conjunction with this plan for \$135 million in borrowings to cover the initial projects of East Village Infrastructure and the Riverwalk.

As other projects are specifically identified and approved by Council, further borrowing bylaws will be put forward to Council for approval dependent upon further tax supported borrowing capacity being approved by Council.

**d. Source**

It is anticipated that the majority of borrowings will take place through Alberta Capital Finance Authority, but in specific circumstances if flexible borrowing arrangements are required, other financial institutions or capital markets may be utilized by The City.

## **19. Shortfall Funding**

If a situation were to arise where insufficient revenues were generated from the Community Revitalization Levy, general tax revenues would be a backstop to fund any borrowing costs that remain.

In addition, as not all projects are undertaken at the commencement of the 20 year CRL period, as indicated above, there is the ability to adjust the plan and to not undertake additional projects if the projected cashflows will not support them.

## **20. Community Revitalization Levy Fund**

All funds collected through the CRL will be accounted for separately in a Community Revitalization Levy Fund and invested by The City in money market or short term fixed income products.

## Schedule 1 Definitions

Where possible, the terms used in this plan match definitions used in the Municipal Government Act, the City of Calgary Rivers District Community Revitalization Levy Regulation, City of Calgary Land Use Bylaw 2P80 and applicable statutory plans.

“affordable housing” means housing that adequately suits the needs of low- and moderate-income households at costs *below* those generally found in the Calgary market. It may take a number of forms that exist along a continuum – from emergency shelters, to transitional housing, to non-market rental (also known as social or subsidized housing), to formal and informal rental, and ending with affordable home ownership. Affordable housing projects are targeted to households with 65 percent or less of the area median income” (City of Calgary, 2002), meaning households with a before-tax income of \$37,621 per year or less (Statistics Canada, 2003a);

"council" means the council of the City of Calgary;

“district energy” provides buildings with heating or cooling energy produced and distributed by a central plant. A network of underground pipes connects the central plant to individual buildings. Thermal energy is distributed to the buildings and returns via the pipes to the central plant to be heated or cooled again;

“floodplain” means those lands abutting the floodway that would be inundated by floodwaters of a magnitude likely to occur once in one hundred years;

“floodway” means the river channel and adjoining lands that would provide the pathway for flood waters in the event of a flood of a magnitude likely to occur once in one hundred years;

“non-market housing” means housing which receives some government funding in order to support individuals or families who cannot afford to pay market rent. Subsidization mechanisms may include rent supplement programs, government owned or financed housing projects and units or projects developed by non-profit, co-operatives, and other benevolent agencies;

“overland flow area” means those lands abutting the floodway or the floodplain that would be inundated by shallow overland waters in the event of a flood of a magnitude likely to occur once in one hundred years;

“plus 15 system” or “+15 system” means an above-grade public pedestrian circulation system that includes +15 walkways, +15 bridges, +15 lane links, and connecting stairs from grade;

"Rivers District" means the City of Calgary Rivers District community revitalization area;

“regional pathway system” is a City-wide linear network that facilitates non-motorized movement for recreation and transportation purposes. The regional pathway is hard-

## **Schedule 1 Definitions**

surfaced, typically asphalt and located off-street. It is a multi-use facility and no one user or type of user is to be given elevated status;

“streetscape” means all the elements that make up the physical environment of a street and define its character. This includes paving, trees, lighting, building type, style, setback, pedestrian amenities, street furniture, etc;

“transit-oriented, transit-friendly, or transit-supportive” means the elements of urban form and design which make transit more accessible and efficient. These range from land use elements to design.



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