



# INNER CITY PLAN 1979



THE CITY OF CALGARY  
PLANNING DEPARTMENT



THE CITY OF CALGARY

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## **PREFACE**

The intent of this plan is to establish broad policy directions for the inner city area of Calgary. The future of the inner city is in the balance. The opportunity now exists to make decisions which will affect the nature and character of this area for many years to come.

This plan for the inner city was arrived at after a thorough technical analysis and extensive citizen input expressing concerns, suggestions and aspirations. In recognition of the relationship between the inner city and the downtown, the Plan was undertaken in conjunction with the preparation of a strategic plan for the downtown (**The Downtown Plan, 1979**), with separate plans being prepared for each of the two areas.

This plan is the first stage of a two part planning process. It establishes only a **context** for neighbourhood plans; further planning at the local level is still necessary before site specific recommendations can be developed.

Parts I and II of this document (yellow stock) contain introductory and background material. They are included for information only. Parts III, IV, V and VI (white stock) constitute **The Inner City Plan (1979)**, as approved by Council on May 7, 1979.



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## **PART I — INTRODUCTION**

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## PART I — INTRODUCTION

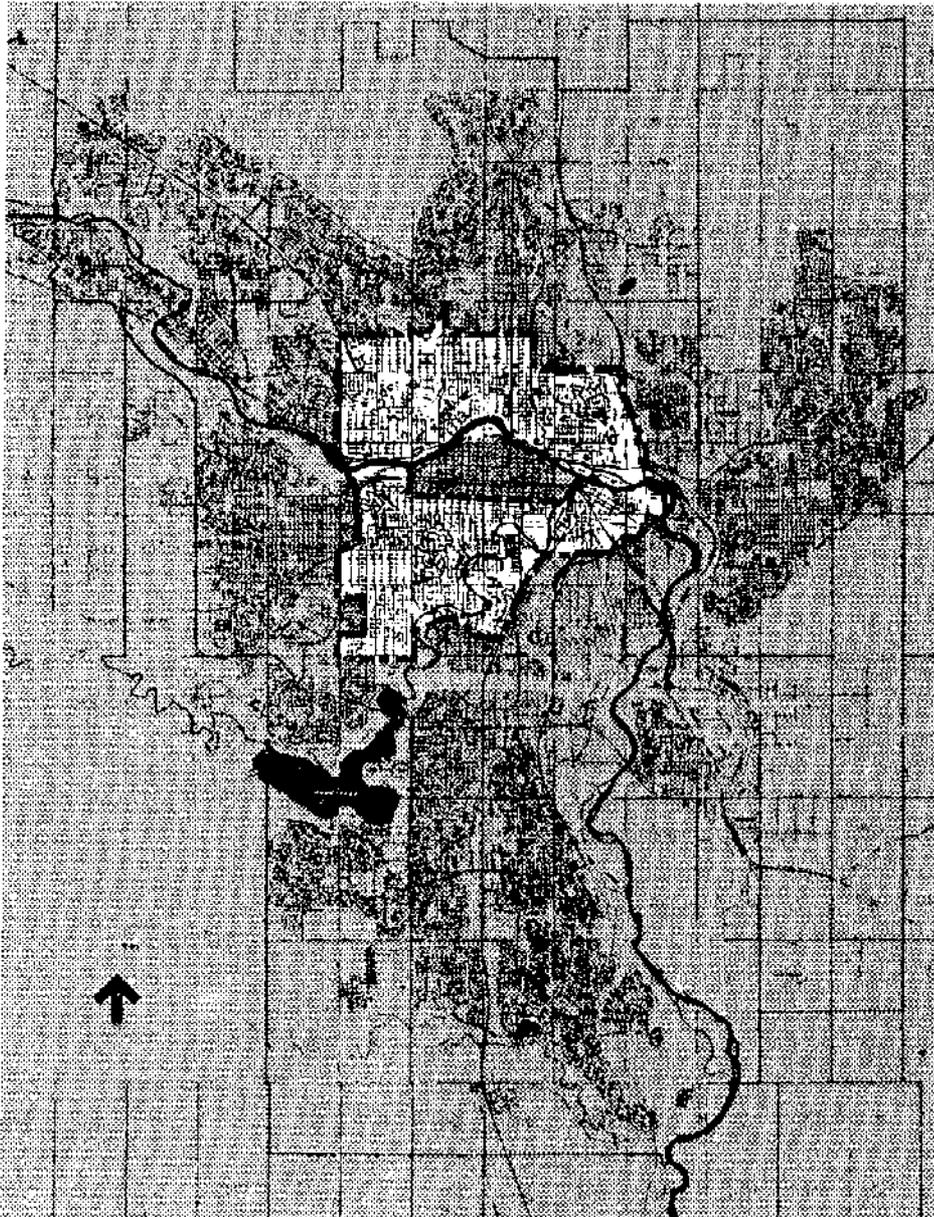
Many of Calgary's inner city neighbourhoods are facing tremendous pressures to change. In some areas the resultant changes have been abrupt and highly visible; in others, they have been considerably more subtle. Much of this change has been a very direct result of:

- Population growth, and an increased demand for housing in the inner city;
- The intrusion of transportation arteries through, and traffic movements within neighbourhoods;
- Demographic changes; i.e. in household size, family formations and life-cycles;
- Uncertainty as to the future role and likelihood of redevelopment in specific areas.

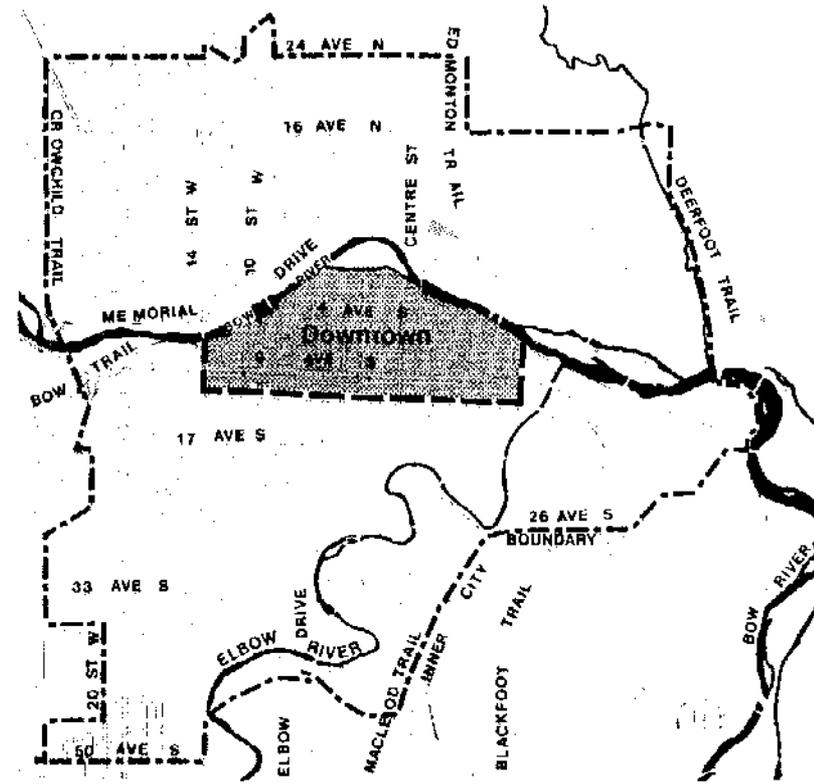
A common concern stemming from all of these factors relates to their de-stabilizing impact on existing inner city communities. Instability often results in a cycle of speculation, deterioration and redevelopment. Within the inner city there are communities which are stable, others which are struggling to maintain a livable environment and some semblance of neighbourhood identity, and still others which are becoming increasingly unstable.

There is every indication that 'change' will continue to affect many areas of the inner city. There has been a commitment to the undertaking of substantial transportation improvements, to a gradual increase in the density of the inner communities and to the infusion of more people and activity into the area.

In guiding this change, the direction must be clear. There is need to take a hard, broad look at the inner city, to re-evaluate our goals, to take stock of the opportunities which exist. We must ensure that these changes are well thought-out and are directed so as to reinforce public objectives for the area. Opportunities do exist for protecting neighbourhoods which offer real lifestyle alternatives for Calgarians.



THE INNER CITY STUDY AREA



THE INNER CITY BOUNDARY

- LEGEND:
- DOWNTOWN BOUNDARIES
  - - - INNER CITY BOUNDARIES

**A. STUDY AREA**

The inner city is generally defined as that area bounded on the north by 24th Avenue North, on the east by the Deerfoot Trail, on the south by 50th Avenue South and the Elbow River, and on the west by Crowchild Trail.

The study area has been defined to include those inner communities which share a number of common problems (e.g. "downstream" traffic impacts, population decline, redevelopment pressure).

The bounds which define the inner city should not be interpreted as being "fixed" over time, although they have been defined in specific terms for the purposes of this plan. Many of the problems and pressures which are common to these neighbourhoods are slowly moving outwards, into the second "ring" of established communities. The need to remain aware of, and sensitive to these changes is critical.

**B. PURPOSE OF THE PLAN**

The intent in preparing this plan has been:

1. To examine the role of the inner city, in its entirety, within the context of city-wide objectives;
2. To determine the most desirable long term role for individual areas within the inner city, recognizing both general objectives for the city and inner city and the unique opportunities and limitations which each area reflects;
3. To address major problems affecting the entire inner city which cannot easily be dealt with at the local community planning level:
  - The development of a comprehensive downtown/inner city transportation system;
  - The creation of a continuous open space system;
  - The spatial allocation of employment and commercial uses;
  - The distribution of new residential development.

**C. RELATIONSHIP TO OTHER PLANS**

4. To define broad principles for directing change and growth within the inner city; principles which may serve as a basis for generating consistent and effective solutions to problems affecting inner city neighbourhoods;
5. To establish inner city objectives to be used in the development of specific plans at the community level.

This plan is not the only policy statement giving direction to change within inner city communities. The Growth Strategy outlined in **The Calgary General Municipal Plan (1979)** (hereinafter referred to as **The General Plan (1979)**), established broad goals for the area; goals related to increasing stability, population growth, neighbourhood conservation and so on. At the community level, approved design briefs and the designation of areas for NIP and RRAP assistance represent very real commitments to neighbourhood planning; commitments which should be respected.

**The Inner City Plan (1979)**, (hereinafter referred to as **The Inner City Plan**), is not intended to supercede existing neighbourhood plans nor is it intended to undermine the City's commitment to the NIP and RRAP programs. The Plan is to provide a policy framework within which planning, at the neighbourhood level, might better respond to broader city and inner city issues and objectives. Although all future neighbourhood plans will be undertaken within the context of **The Inner City Plan**, the Plan should not have a significant impact on communities already having approved plans (i.e. design briefs or NIP/RRAP designation). In time, however, should it become evident that the objectives of a specific neighbourhood plan **are not** being achieved, then the neighbourhood plan will be reviewed within the context of **The Inner City Plan**.

Policies contained in this plan will be incorporated into **The General Plan (1979)** at such time as individual Area Redevelopment Plans have been completed and approved by Council. A statement of the legal status of **The Inner City Plan** is contained in the "Implementation" section of this document.

## D. PLANNING PROCESS

The identification of issues and opportunities, and the eventual development of a concept and strategy for an area as diverse and dynamic as the inner city must be founded on a thorough understanding of:

- a) The existing conditions and those forces shaping the area's evolution;
- b) The problems and opportunities which result as a consequence of change;
- c) The concerns, priorities and expectations of people living in and using the inner city; and
- d) The range of realistic alternatives and constraints related to the area's potential function and character.

Preliminary research for the policy framework began in September, 1976, and through the subsequent process, proposals for the inner city were generated.

### 1. Background Studies

- a) To document and understand existing conditions and describe the evolution of activities and land uses within the inner city on both empirical and conceptual levels;
- b) To undertake a preliminary identification of issues, problems, opportunities and constraints affecting future directions for the area's development.

### 2. Public Information Centre

A public Information Centre was established in February, 1978, providing an opportunity for:

- Displaying and discussing background information dealing with the area's character, its problems and its potentials;
- Gathering the opinions and concerns of those people interested in the future of the downtown and inner city; and
- Creating an awareness of the planning process and the range of possibilities for dealing with many of the problems characteristic of the area.

### 3. Public Meetings

Using the Information Centre as a forum, a series of meetings was held with groups having a specific interest in the inner city. In an attempt to discuss specific issues and alternative means of dealing with each, a second series of general public meetings was hosted in April, 1978. The meetings were especially useful in terms of:

- a) Identifying the key issues and, from different perspectives, examining various ways of dealing with each;
- b) Examining alternative roles for both the public and private sectors with respect to the management of future growth and the assumption of responsibility for the solution of specific problems; and
- c) Clarifying expectations relative to the desired function and character of the inner city.

#### **4. Establishing Objectives for the Inner City**

A statement of objectives for the inner city was prepared, drawing on the following sources of information:

- The statement of broad objectives put forward in approved design briefs;
- The statement of objectives for the inner city which was approved in The General Plan (1979);
- The expectations and suggestions of those who had visited the Information Centre or had been involved in the "interest group" and "issue" meetings; and
- An identification of what was needed to effectively deal with the problems discussed during the public involvement program.

#### **5. Generating Alternatives**

Following the identification of issues and the formulation of goals and objectives for the inner city, several broad alternatives were examined. Each "alternative" reflects a different approach towards achieving the stated objectives. Each of the approaches grew out of public discussions held at the Information Centre between February and June of 1978.

#### **6. Developing Specific Recommendations**

Alternatives were evaluated relative to the established objectives. The approach which most effectively achieved the objectives was then developed in some detail. It is discussed in Part V of this document.

## E. PLANNING CONTEXT

In the past, planning for the inner city has reflected a very "ad hoc" approach, typically on an individual community basis. The City has never really undertaken a very thorough examination of the area's function or problems. Although very recently, a number of local neighbourhood plans have been prepared for individual communities and groups of communities within the inner city, there have been very few attempts to view the entire area as a "unique" area within the city, and one requiring special planning attention.

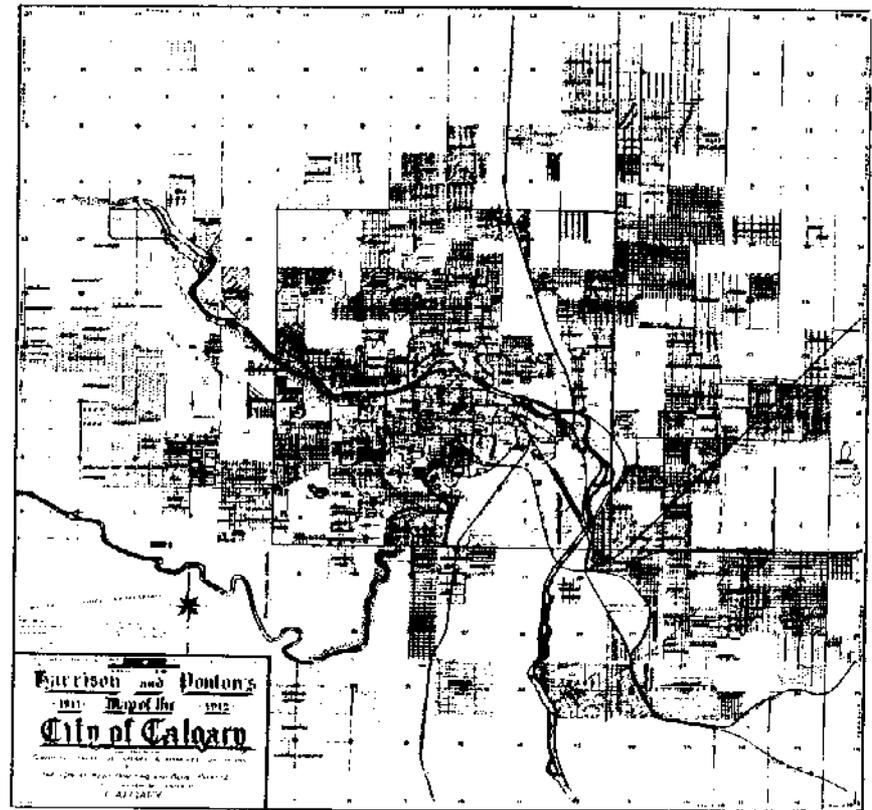
A very brief summary of the "strategic" planning which has directly affected the inner city thus far is set out in the following pages.



## 1. The Area's Early Development

The subdivision of the inner city occurred within a twenty-four year period, between 1888 and 1912. By the beginning of the 1910-1912 "boom", all inner city areas had been officially incorporated within municipal boundaries and were ripe for the major development which followed. However, due to poor access across the Bow River and a trend within the development industry itself to emphasize development in the south and west, the north was relatively slow in developing.

The physical layout of the inner city communities was as varied as the interests behind their development. While the City had a hand in surveying and developing some of these communities, private interests determined the course of action in many others. These included the C.P.R. which owned and developed the subdivisions of Mount Royal, Scarboro, Sunalta and Bridgeland, and the early clergy, local ranchers and astute businessmen who were responsible for the development of the Mission, Bankview and Rideau/Roxboro districts, respectively.



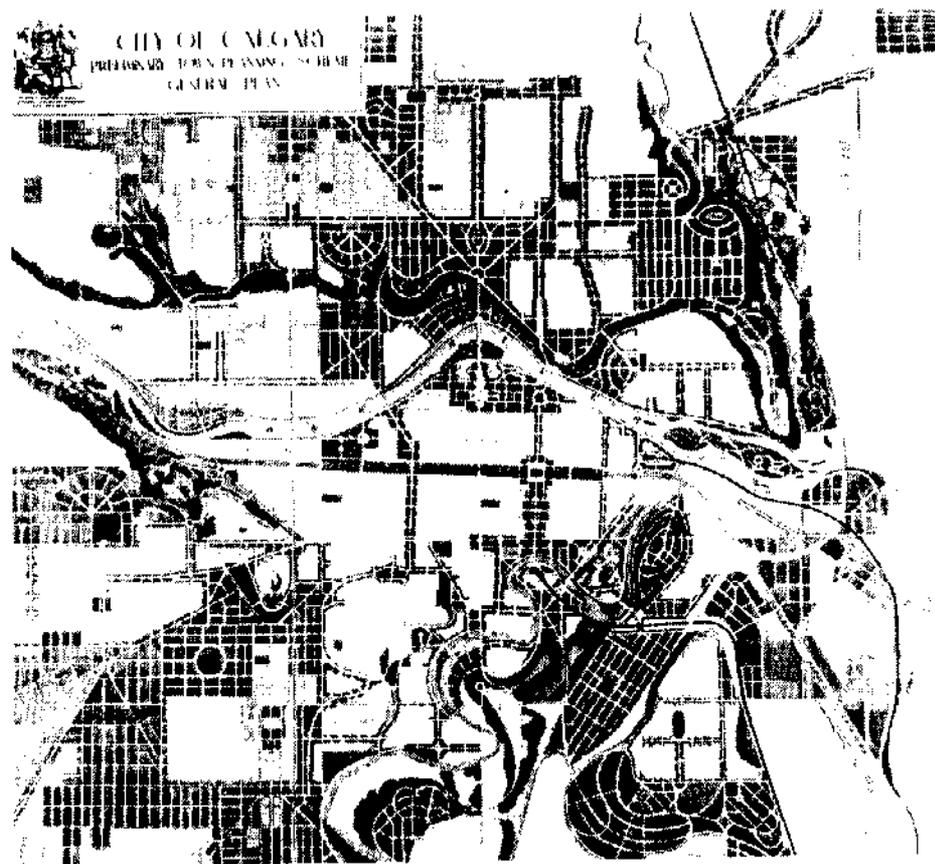
THE CITY OF CALGARY IN 1912

## 2. The Mawson Plan\*

The first "Master Plan" for the city was prepared in 1914 by Thomas Mawson, an international planning consultant. Mawson developed a scheme for directing the physical and economic growth of the city (the area which has since become the inner city). Although he was most directly concerned with the vitality and functioning of the downtown, Mawson did make several recommendations regarding the inner city which still have some relevance today.

- 1) Mawson advocated a much denser city, accommodating a target population of 500,000 people within the 1914 city boundaries (roughly coincident with today's inner city). *"In fact, it must be obvious to everyone that, until your city is more closely populated, the problems of sewerage, road making, lighting, and the provision of other public services for its whole area is a financial impossibility."* (The Mawson Plan, p. 7.)
- 2) He was quick to point out what he perceived to be the shortcomings of the grid-pattern; *"the way in which the American 'chess board' system of planning (streets) has failed to meet your needs".* (The Mawson Plan, p. 7.)
- 3) The Plan identified the need for a hierarchy of streets throughout residential areas:  
*"Another mistake... is in the adoption of a practically uniform width of road everywhere... We ought to arrange our plan so that certain streets naturally become traffic routes and others remain mere means of access to the buildings which line them on either side, thus giving quiet and privacy to the residential districts."*  
(The Mawson Plan, p. 7.)

\* Mawson, Thomas, H., *Calgary; A Preliminary Scheme for Controlling The Economic Growth of the City*, Calgary, City Planning Commission of Calgary, 1914, p.8.



THE MAWSON PLAN



THE MAWSON PLAN

### 3. Zoning and Development Control By-laws

The first zoning by-law affecting the use of land and the layout of buildings in Calgary was introduced in 1934 (By-law 2835). This was replaced in 1958 by By-law 4916, which in turn, was replaced by the existing land use by-law in 1972 (By-law 8600). There is no documentation as to the planning rationale underlying the distribution of development potential in any of these documents. Still, the influence of the 1958 By-law is clearly reflected in the existing pattern of land use classification throughout the inner city.

### 4. The Downtown Plan (1966)

The boundaries of **The Downtown Plan (1966)** extended southward to 17 Avenue S. As such, the Plan dealt briefly with the communities of Beltline and Victoria Park. Beltline was to be developed throughout as a medium-density residential area; Victoria Park was identified as a "Special Study Area", characterized by many social problems and a deteriorating physical environment. Both areas were to have urban renewal schemes prepared. With the termination of the Federal Urban Renewal Program, the studies were never completed.

### 5. The Calgary Plan (1973)

**The Calgary Plan (1973)** called for the preparation of community design briefs, in an effort to stabilize inner city neighbourhoods. It advocated the refusal of development applications where they were incompatible with either the design brief or the surrounding community.

The Plan also drew attention to the lack of specific locational criteria for multi-residential development and the need for environmental improvements both within neighbourhoods and along transportation arteries.

## INTRODUCTION

### 6. Neighbourhood Design Briefs

Within the past several years a number of community-level design briefs have been prepared for inner city neighbourhoods. These have included:

- Inglewood-Ramsay
- Victoria Park
- Hillhurst-Sunnyside
- North Bow

The design brief process was designed to incorporate extensive community involvement in planning. The policies generated as a result of the process deal specifically with land use, redevelopment potential and guidelines, the provision of open space, the availability of recreational facilities and social services and the minimizing of transportation intrusions. In several instances the implementation of design briefs has involved the reclassification of land and the channelling of public monies (principally through the NIP and RRAP programs) into the communities. It is perhaps fair to state that the design brief process has been undertaken in something of a strategic planning "void", in that there has not been an overall inner city policy context, specifically with respect to a transportation network, an open space/pedestrian system or a growth strategy for the inner city generally. It is this void which The Inner City Plan is attempting to fill.

### 7. The Calgary General Municipal Plan (1979)

Within **The General Plan (1979)** there are many policy thrusts which either directly or indirectly affect the inner city. Among them are the following\*:

1. Increase population density in the inner city.

4. Increase efficiency of land use in the inner city – e.g. increased use of vacant and under-used land, infill and selective redevelopment.

6. Ensure that the inner city has a more balanced and stable population structure – e.g. promote a more varied housing mix and provide services and facilities that cater to families and children.

13. Encourage mortgage agencies to adopt more flexible criteria for lending money in relation to income levels, age and condition of housing.

16. Ensure that there is an adequate supply of rental accommodation for different socio-economic groups in all parts of the city.

20. Encourage a more varied social composition in all parts of the city – e.g. avoid the concentration of social housing in few areas.

30. Decentralize as much new employment as possible along transit corridors in order to reduce traffic congestion in the downtown and inner city.

33. Ensure that the proportion of persons using public transit relative to the private car is increased, particularly for the journey to work, by implementing more traffic management measures, improving transit services, etc.

34. Increase the density of residential development adjacent to main transit routes.

35. Change transit fare structures so as to minimize discrimination against people in certain areas – e.g. in the inner city.

38. Reduce the number of vehicles using inner city areas by implementing appropriate traffic management schemes.

40. Minimize conflicts between people and traffic by such measures as pedestrian precincts, reduced speed limits, fencing along railroad lines, etc.

\* The numbers refer to the numbering system used in The General Plan (1979).

- 41. *Speed up traffic flows by reducing major bottlenecks, eliminating level rail crossings, widening roads, constructing more bridges over rivers, grade separating intersections, reverse flows of traffic, etc.*
- 43. *Improve access to and from places which generate large volumes of traffic — e.g. employment centres, shopping centres, institutions, etc.*
- 44. *Improve parks and recreation facilities in parts of the city that are relatively under-provided.*
- 46. *Ensure that greater use is made of public open spaces — e.g. by increasing the density of surrounding residential development and providing better public access to open spaces.*
- 50. *Establish a more effective environmental pollution monitoring system.*
- 55. *Rehabilitate and improve existing community facilities in the inner city in order to encourage greater use of them.*
- 54. *In appropriate cases, encourage rehabilitation by reclassifying areas of rehabilitation potential.*
- 55. *Ensure the provision of funds for rehabilitation by either encouraging senior governments to provide them or ensure that the City does.*
- 56. *Change the property tax structure so as not to discriminate against rehabilitation.*
- 64. *Ensure that the hierarchy of community facilities, shopping centres, parks, etc. are carefully integrated.*
- 65. *Establish an effective system for monitoring the action taken with regard to buildings and areas worthy of conservation and establishing an appropriate committee to oversee the system.*
- 66. *Encourage the Provincial Government to enact legislation to provide a better framework for the conservation of buildings, groups of buildings and areas.*

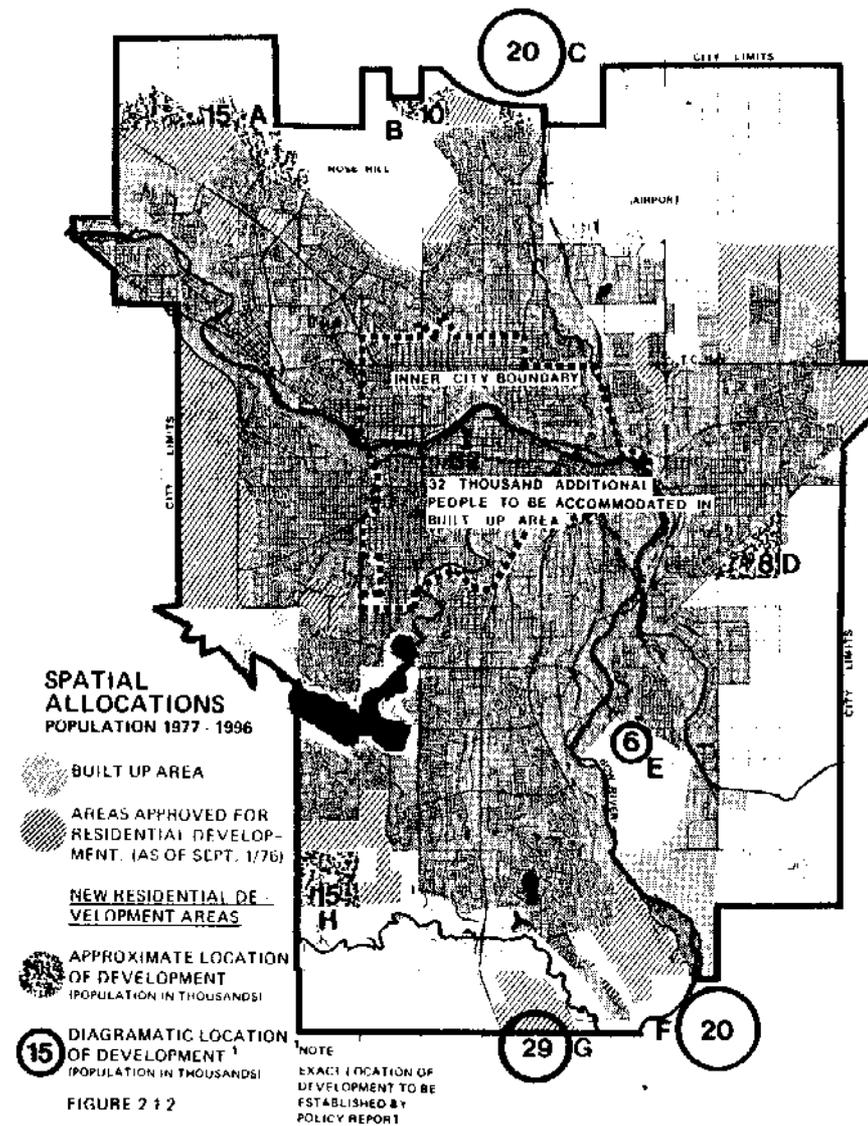
67. *Play a leading role in conservation by protecting and enhancing buildings owned by the City, by establishing publicity and education programs, by providing more municipal funds, and by encouraging other organizations and individuals to do the same.*

68. *Where sites of buildings worthy of conservation are required for development ensure that, wherever practicable, adequate measures are considered to preserve the buildings and relocate them to appropriate locations — e.g. Heritage Park.*

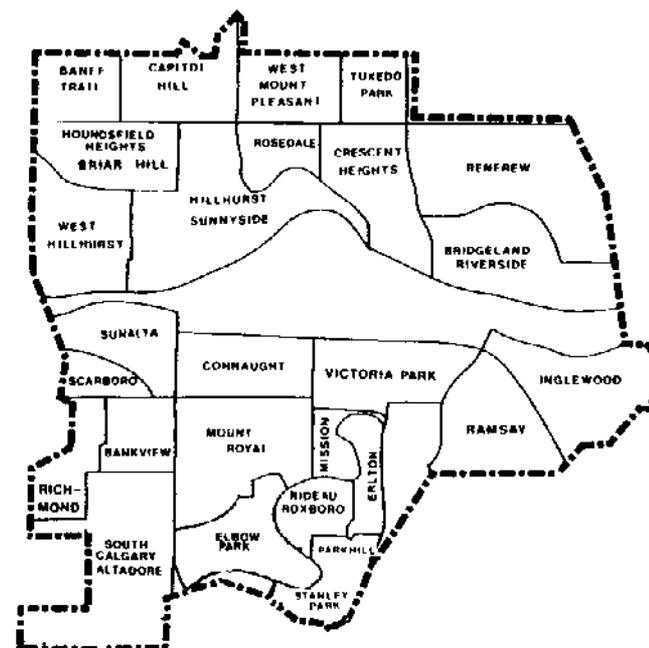


The General Plan (1979) indicated that, within the built-up area of the city, approximately 20,000 people would be accommodated on vacant land currently classified for residential purposes and another 8,000 people within Eau Claire. The Plan estimated that by 1996, roughly 75 per cent of that population potential would be realized (21,000 people). In addition, the Plan specified that an additional 32,000 people be accommodated through redevelopment to higher density within the built-up area of the city. The General Plan (1979) projects that 20 year's growth within the entire urban area could result in a population increase of 53,000.

Council, in its consideration of The Inner City Plan, was particularly concerned about the potential impact which inner city policies might have on areas just beyond the designated boundaries of the inner city. As such, the Administration was directed to monitor such impacts.



THE GENERAL PLAN (1979)  
ADOPTED GROWTH STRATEGY



COMMUNITIES WITHIN THE INNER CITY

## F. THE CHARACTER OF THE INNER CITY

The inner city is a unique area, both in terms of its physical character and in the processes which are constantly at work redefining that character. The area reflects a diversity in its physical environment and activity base, and a complexity in terms of the impact of those forces and intrusions which are causing its evolution.

1. Inner city communities include the oldest residential areas of the city:
  - Reflecting the character of Calgary's early neighbourhoods, streetscapes and homes;
  - Having a very old housing stock.
2. Within the area there is a physical diversity consisting of:
  - Old buildings among the new;
  - Dense buildings (both residential and commercial) abutting small, single storey structures;
  - A variety of architectural styles, building materials, building scales and craftsmanship.



## INTRODUCTION



### 3. There is a wide **variety of activities**:

- Exclusive low-rise residential areas;
- Major commercial strips;
- Substantial employment areas;
- Regional parks and recreational facilities;
- Regional education centres.

### 4. The inner city communities share many **common problems**:

- Downtown effects of the transportation system;
- Population decline;
- Redevelopment pressure;
- Extension of commercial uses from the downtown;
- Through-traffic and spillover parking problems.



5. Many inner city neighbourhoods reflect an anticipation of continued change and an uncertainty as to the likely location and impact of that change, due to:

- Speculative land ownership;
- Underutilized transitional areas;
- Community instability;
- Financing difficulties for home ownership.





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## **PART II — CRITICAL ISSUES**

<b>A. POPULATION DECLINE</b>	<b>21</b>
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<b>C. INSTABILITY</b>	<b>27</b>
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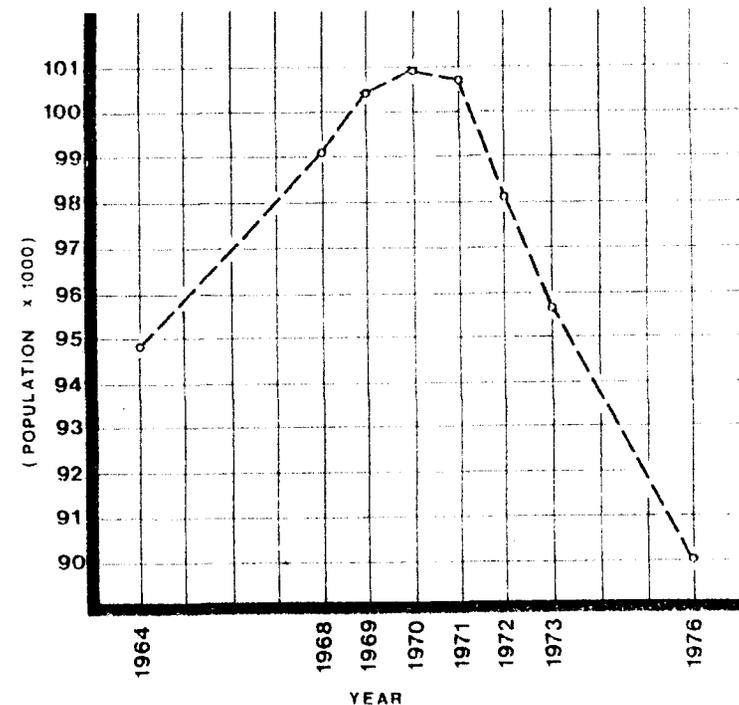
## PART II — CRITICAL ISSUES

Several interrelated factors are posing major problems for the inner city and need to be addressed.

### A. POPULATION DECLINE

With few exceptions, most communities in the inner city have experienced a significant decline in population over the past decade. This decline has posed major problems for the communities, the downtown and for the entire city:

- The underutilization of community and city resources, including:
  - Schools
  - Parks
  - Swimming pools
  - Skating rinks
  - Libraries
  - Churches
- An undermining of the downtown's vitality and activity base as a result of there being a smaller, less diverse population base in close proximity to the downtown;
- The undermining of community cohesion as a result of population displacement;
- The need for increased public expenditures to accommodate the transportation and service needs of new suburban communities which are accommodating more and more of the city's population growth;
- The creation of the inner city's image as an undesirable residential area.



**TOTAL POPULATION DECLINE  
IN THE INNER CITY**

Source:  
Information Pack  
Planning Info Pak  
Planning Department, City of Calgary, October, 1976

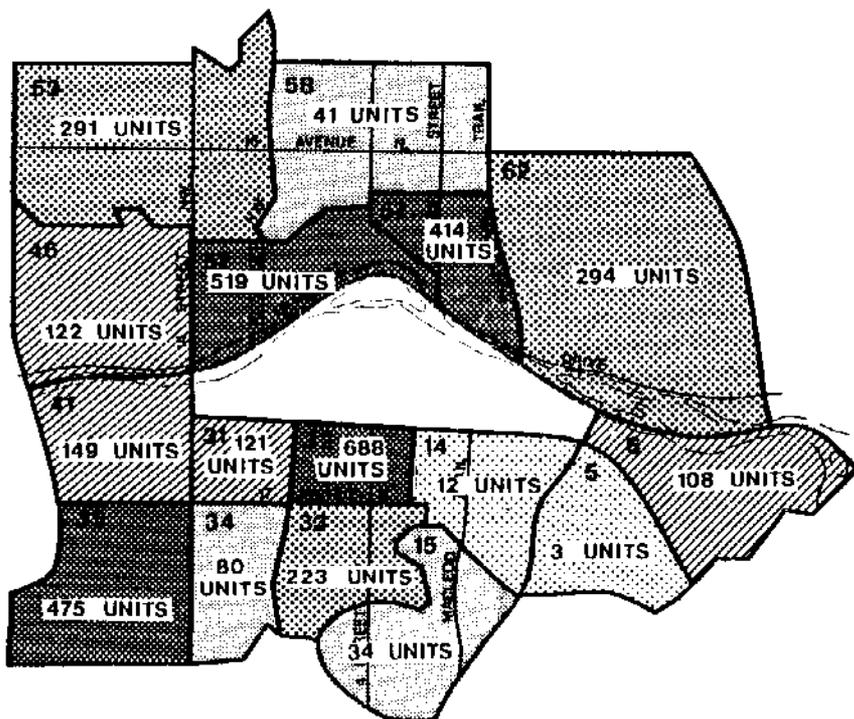
Note: Does not include statistics for portions of the South Calgary/Altadore, Elbow Park, and Parkhill/Stanley Park communities which are included within the Inner City Communities.

### B. CHANGING POPULATION STRUCTURE

While several inner city communities reflect a relatively balanced population mix, other neighbourhoods are developing an increasingly homogeneous population base and offer few housing alternatives for specific segments of the city's population.

- Many communities are experiencing a decline in the proportion of households having children. The trend is more pronounced in the inner city than in the suburbs. Not only are families leaving the inner city, but the area is not seen as providing an attractive living environment for new families. As a consequence of such a shift in the area's household mix, facilities and amenities designed specifically for children are underutilized. There results a lesser need for community organizations to provide activities for children and, as a consequence, fewer incentives for adults to become actively involved in community affairs.

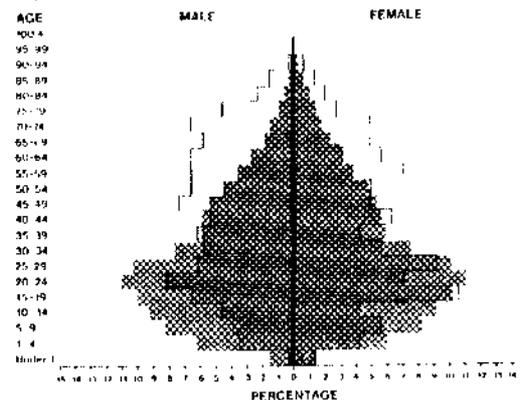




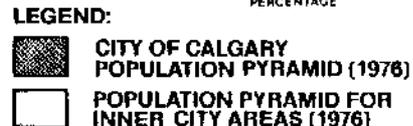
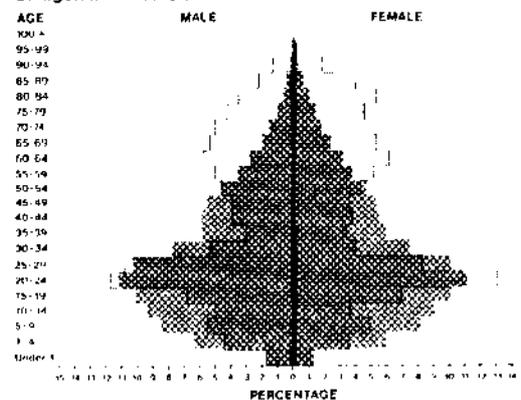
**INCREASE IN APARTMENT UNITS  
FROM 1971 TO 1976 BY T.D.**

Source:  
Information Pak  
Planning Info Pak  
"Dwelling Units in Metropolitan Calgary by Transportation Zones"  
Planning Department, City of Calgary, October, 1976

**Victoria Park**



**Bridgeland - Riverside**



**INNER CITY/CITY OF CALGARY  
"POPULATION BY AGE GROUP" COMPARISONS\***

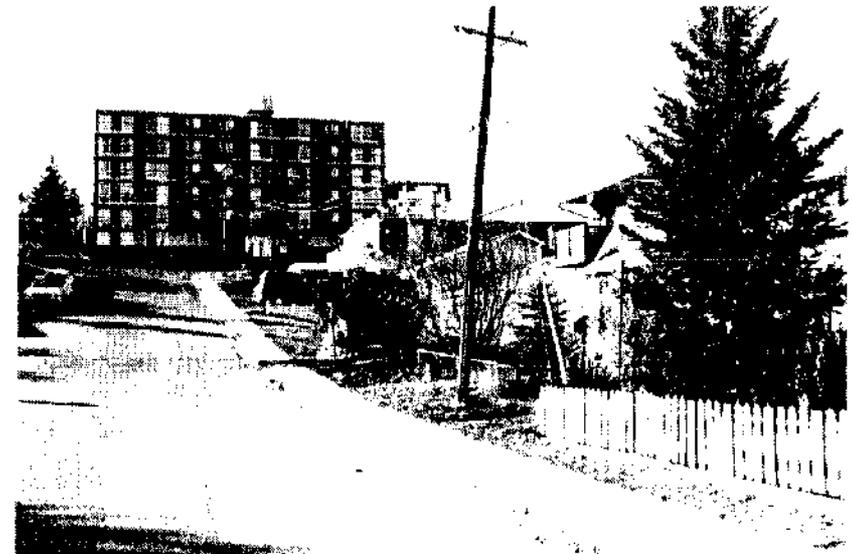
Source:  
Draft Bridgeland-Riverside Design Brief 1978

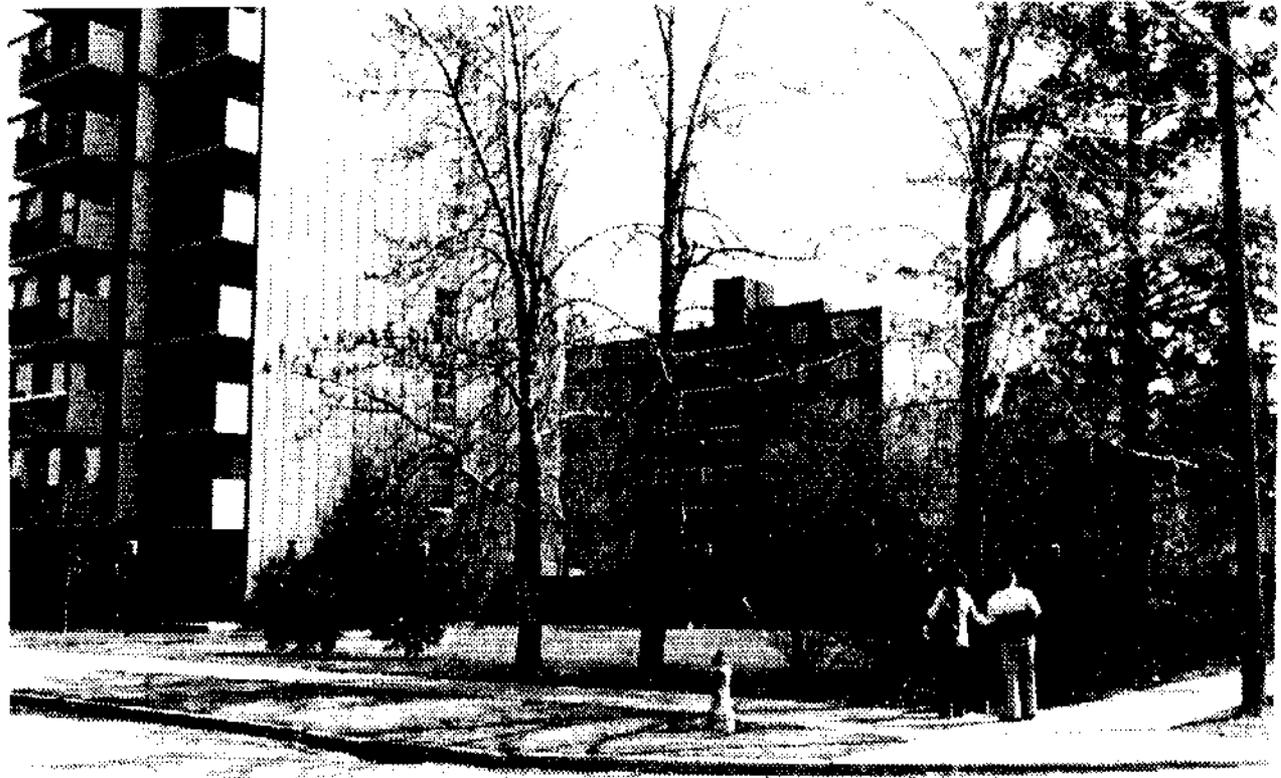
Note: Does not include statistics for portions of the South Calgary/Altadore, Elbow Park, and Parkhill/Stanley Park communities which are included within the Inner City Communities.

- The inner city is having great difficulty in attracting new families with children, chiefly because:
  - The living and playing environments for children may be unsafe, inadequate or unattractive;
  - It is difficult to secure financing for home ownership in locations having a high land use classification;



- Many neighbourhoods reflect a high degree of uncertainty because of:
  - Transient populations;
  - Threats of redevelopment, transportation and commercial intrusions;
  - Possible school closures.





- In areas experiencing substantial redevelopment there tends to evolve an increasingly homogeneous resident group composed of young singles and couples. The new housing stock typically provides rental units, accommodating a relatively mobile tenant group which may have little involvement or "stake" in the community's environment and activities and imposes a less established pattern of activities and relationships on the neighbourhood. Too often redevelopment results in the loss of single family homes and the displacement or exodus of the community's existing residents (and with them, the loss of well established community linkages).

## CRITICAL ISSUES

- In many areas the emerging housing stock fails to provide reasonable or affordable accommodation for a substantial portion of the total population base (e.g. the poor, the elderly). This leads to a less diverse resident base and the inability of neighbourhoods to provide a variety of lifestyle opportunities for different income or life-cycle groups.



- Still, in other areas, the demographic mix has changed dramatically without any major change in the housing stock. This is largely the result of the life-cycle process and the stage into which the community's population is evolving (i.e. children are growing-up and leaving home). The parents may desire to remain within their community but have few alternative housing choices. The end result is a significant underutilization of both the existing low-intensity housing stock and of family-oriented community facilities.

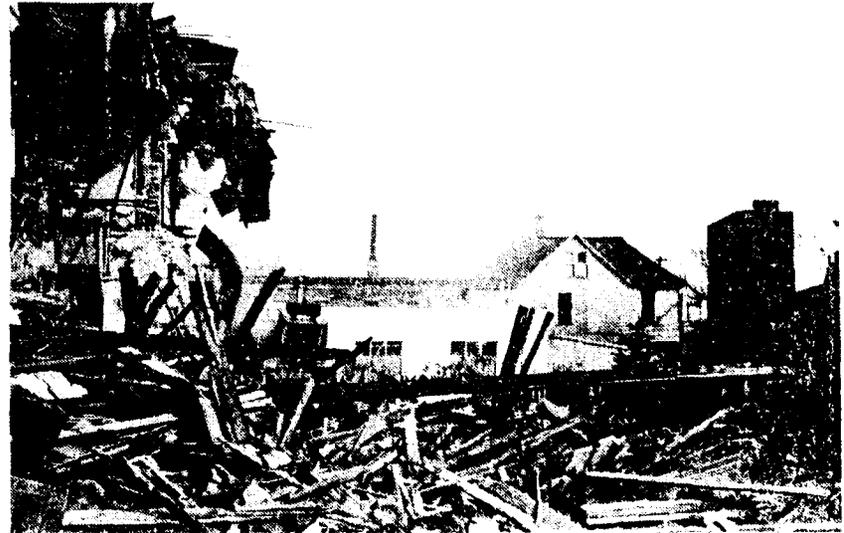
## C. INSTABILITY

Instability, and the expectation of continued instability are perhaps the most serious problems facing many inner city communities. They are major contributors to population decline and the image of the inner city as a "grey" area. The problems stem from two sources:

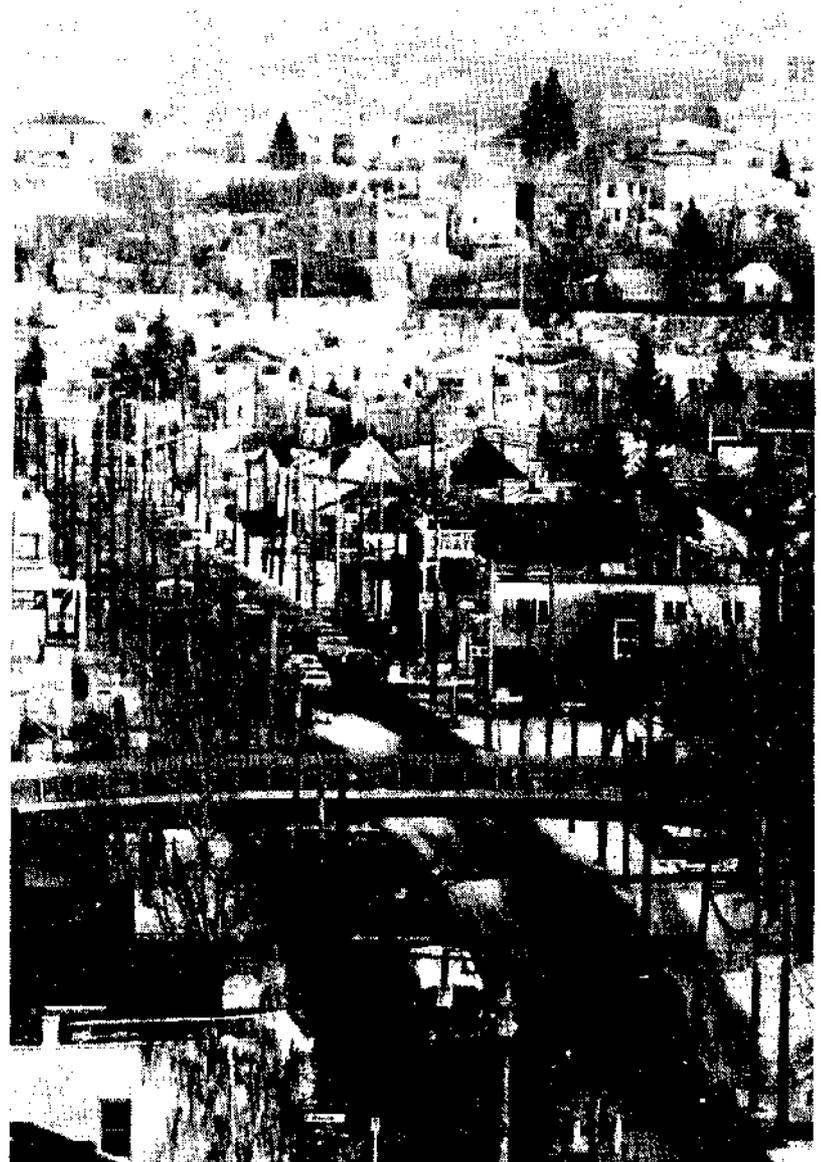
- a) The impact of land use, activity and environmental changes which take place everyday; and
- b) An uncertainty as to the impact of changes which are expected to take place in the future.

Instability is related not only to physical changes, but also to demographic, social and environmental changes.

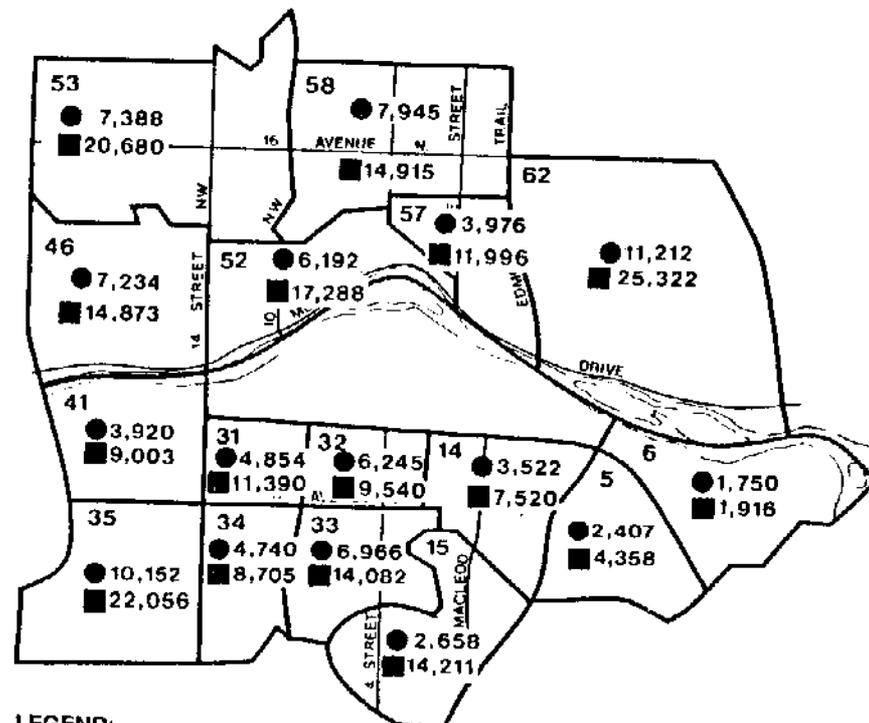
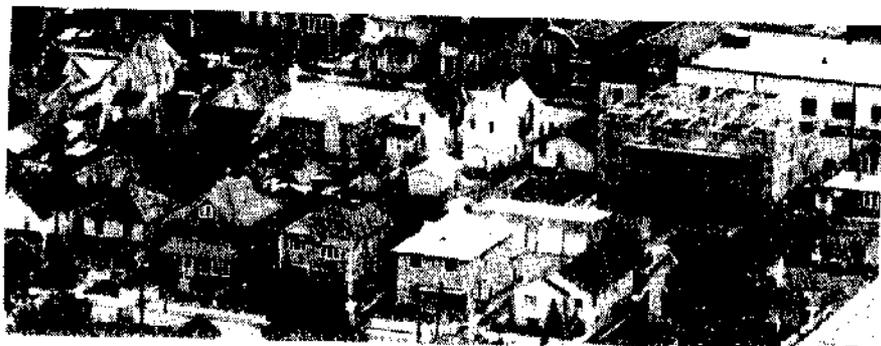
- **COMMERCIAL INTRUSIONS**...into residential areas result in:
  - The loss of a neighbourhood's housing stock;
  - The loss of privacy for adjacent residential areas;
  - The spillover of commercial traffic and parking onto residential streets;
  - Uncertainty as to the future of transitional areas between commercial and residential land uses. These areas are typically poorly maintained or are cleared for surface parking.



- **TRANSPORTATION INTRUSIONS** ... in the form of substantial increases in the capacity of existing roadways through inner city neighbourhoods (e.g. road widenings, reduction of sidewalks, loss of boulevard areas) may result in:
  - Increased noise and air pollution;
  - Unsafe pedestrian and residential environments;
  - The physical and perceptual separation of community elements (e.g. the school from its students, facilities from residents, etc.);
  - Uncertainty and the expectation of future transportation intrusions (e.g. more road widenings, new interchanges, etc.).



- **REDEVELOPMENT** ... having large portions of the inner city classified for intensive residential development often results in:
  - The intrusion of new multi-family developments into low intensity neighbourhoods;
  - Speculative land ownership and the consequent deterioration of the single family housing stock;
  - A reluctance on the part of potential homeowners to settle in areas experiencing a significant degree of redevelopment activity;
  - Difficulty in securing the financing necessary to purchase a single-family home, as an owner/occupier, if the house is in an area having a high land use classification (R3, R4, R5);
  - The displacement of long-time residents from older neighbourhoods;



LEGEND:

- EXISTING POPULATION (91,161)
- MAXIMUM POTENTIAL POPULATION ACCORDING TO LAND USE CLASSIFICATION (207,855)

EXISTING POPULATION/MAXIMUM POSSIBLE POPULATION COMPARISON\*

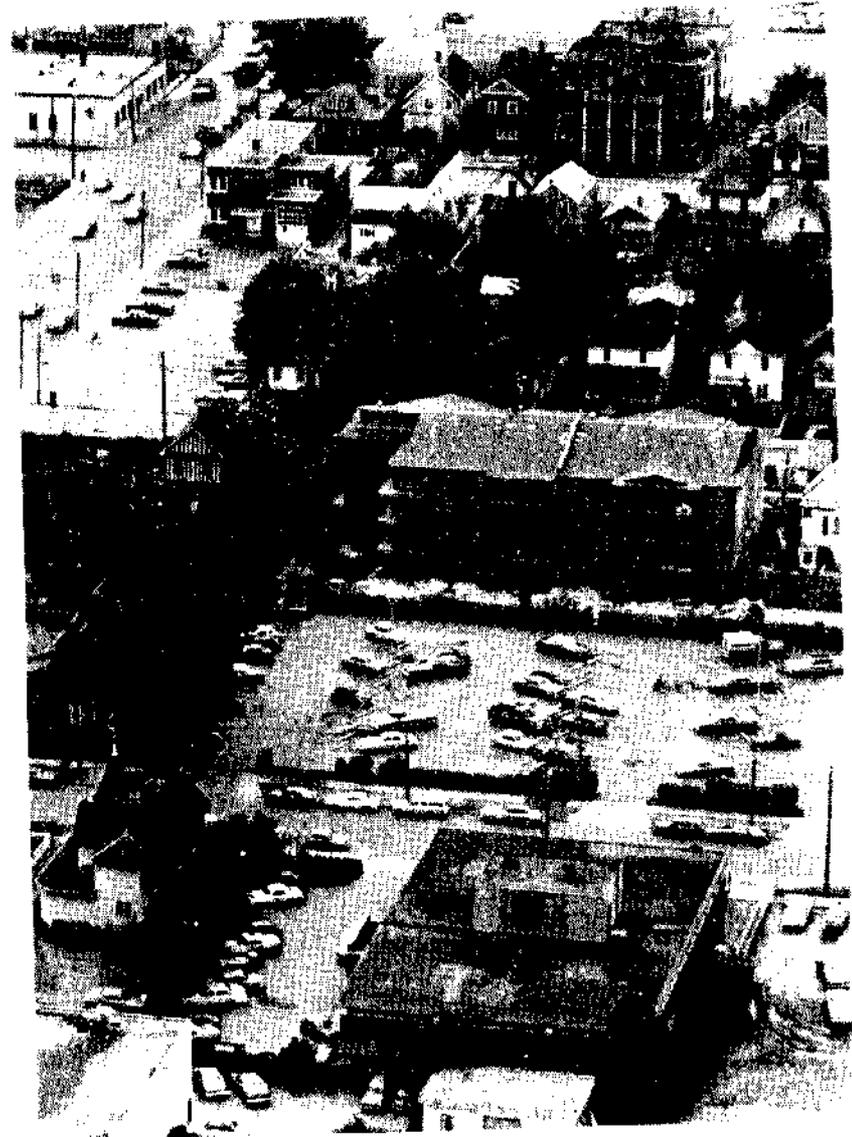
Source:  
 "1976 Census — April, 1976"  
 City Clerk's Department, City of Calgary, April, 1976

Note: Does not include statistics for portions of the South Calgary/Altadore, Elbow Park, and Parkhill/Stamley Park communities which are included within the Inner City Communities.



- **THE LOCATION OF REDEVELOPMENT ACTIVITY MAY BE INAPPROPRIATE...**

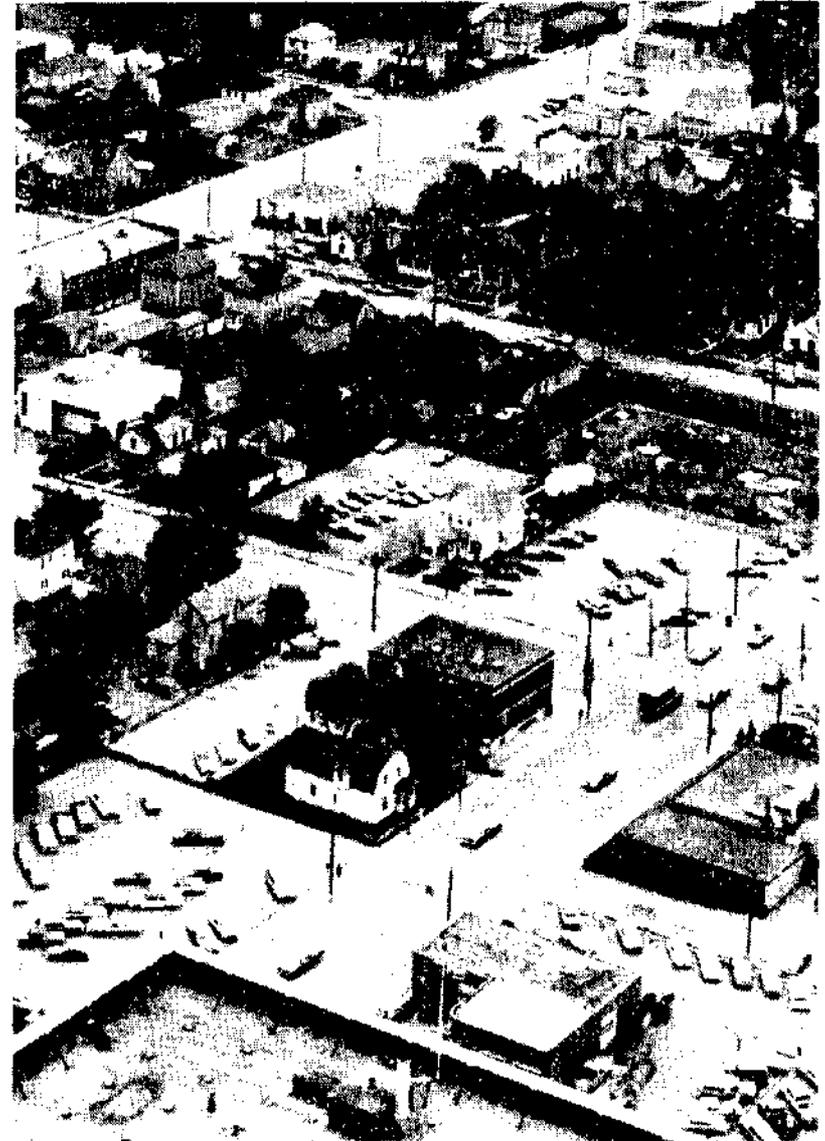
- In areas which were, or could be stable residential areas;
- In locations which do not have adequate facilities, amenities and services to accommodate the needs of the new residents;
- In locations which have an undesirable living environment (e.g. adjacent to major transportation facilities).



## D. QUALITY OF THE ENVIRONMENT

The extent to which an area is attractive, safe, comfortable and stable, in large part determines the quality of the area's living and pedestrian environments.

- The quality of the environment in **residential areas** is being compromised as a result of:
  - The noise, air pollution and safety hazard accompanying through traffic;
  - The visual unattractiveness of substantial amounts of spillover surface and street parking;
  - The lack of accessible open space of suitable quality to meet the needs of nearby residents;
  - The demolition of unique and functional heritage buildings;
  - Visual blight associated with poorly maintained residential and commercial properties within or adjacent to inner city neighbourhoods.



## CRITICAL ISSUES



- The quality of the environment **along pedestrian-oriented commercial strips** is being compromised as a result of:
  - Air pollution, noise and safety hazards associated with increasing traffic volumes;
  - Poor sidewalk environments (e.g. sidewalks being too narrow, inadequate street furniture and screening);
  - Continued road improvements along pedestrian-oriented commercial strips which serve to encourage more auto-related businesses, thereby breaking the continuity of shops and amenities necessary for a good pedestrian environment.





- The quality of many **new residential developments** adds little to the inner city's residential environment:
  - Few amenities provided on site;
  - Unattractive, insufficient or poorly utilized parking facilities;
  - Buildings out of scale and character with the surrounding housing stock.





## **PART III — GOALS AND OBJECTIVES**

1. THE ACCOMMODATION OF A LARGER  
INNER CITY POPULATION 38
2. THE MAINTENANCE OF A DIVERSITY  
OF LIFESTYLE ALTERNATIVES, HOUSING  
CHOICES AND HOUSEHOLD TYPES  
WITHIN THE INNER CITY 38
3. THE INCREASED STABILITY OF  
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4. AN ATTRACTIVE AND LIVEABLE  
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5. THE ACCOMMODATION OF A VARIETY OF  
COMMERCIAL STRIPS AND NODES  
WITHIN THE INNER CITY 40



## PART III — GOALS AND OBJECTIVES

These objectives have been formulated as a consequence of:

1. The objectives and policies contained in The General Plan (1979) and in existing design briefs;
2. The data and observations gathered during preliminary technical studies into the character and problems of the inner city; and
3. The public participation process carried out from February to May, 1978.

It is the intent of these broad goals to establish general directions for policy and spatial solutions, and to act as a guide and measure in the development and evaluation of alternatives.

### Goals

#### 1. THE ACCOMMODATION OF A LARGER INNER CITY POPULATION

The intent of this goal is to encourage a reasonable increase in the inner city's population base, thereby:

- Ensuring a better utilization of the existing inner city infrastructure and amenities;
- Minimizing the need for public investments in the development of new suburbs;
- Providing more support for the downtown as the city's principal activity centre.

### Objectives

- 1a) To ensure a better utilization of the existing housing stock;
- 1b) To accommodate the gradual infill and/or redevelopment of suitable areas to higher residential densities.

### Goals

#### 2. THE MAINTENANCE OF A DIVERSITY OF LIFESTYLE ALTERNATIVES, HOUSING CHOICES AND HOUSEHOLD TYPES WITHIN THE INNER CITY

The intent of this goal is to ensure that the inner city, overall, provides a range of housing types and lifestyle environments which can accommodate the widest possible population mix.

### Objectives

- 2a) To protect and maintain the existing stock of viable low-profile housing (e.g. single-family units, duplexes);
- 2b) To reinforce environments which could serve to attract more families with children into the inner city (e.g. using NIP/RRAP, or other programs which may replace them);
- 2c) To encourage the development of a mix of residential housing units which could accommodate a diverse population base and better respond to neighbourhood life-cycle changes which demand different housing types within the community;
- 2d) To develop identifiable residential areas appealing to specific living styles, and ensure the provision of suitable amenities, facilities and services for the intended population mix;
- 2e) To identify and recommend to Council mechanisms by which mortgage funds might become available for individuals seeking to purchase an older home in the inner city.

## Goals

### 3. THE INCREASED STABILITY OF INNER CITY NEIGHBOURHOODS

The intent here is to minimize the impact of physical, social, economic and environmental changes and uncertainties which act to destabilize inner city neighbourhoods. Objectives are related to each of the primary causes of instability.

## Objectives

#### 3a) COMMERCIAL INTRUSIONS

- i) To discourage the inappropriate reclassification of residential properties to commercial uses;
- ii) To eliminate transitional land use classifications and determine the most desirable use of lands which are so classified;
- iii) To develop and apply mechanisms for discouraging the use of residential streets for long and short term parking by the patrons and employees of nearby commercial businesses;
- iv) To discourage the development of substantial commercial buildings within the inner city unless they are situated within very close proximity to L.R.T. facilities.

#### 3b) TRANSPORTATION

- i) To define a comprehensive transportation system for the inner city, identifying:
  - Those roads which will serve as major traffic arteries for crosstown and downtown-oriented trips;
  - Those roads which are to provide local access only;
  - Those roads and intersections which will be substantially improved within the planning period;
  - A public transit system for the inner city.

#### 3c) REDEVELOPMENT

- i) To lessen the threat and uncertainty of inappropriate redevelopment by clearly identifying those areas which will accommodate redevelopment and those areas which will not and, where appropriate, alter the land use classification to better reflect that intent;
- ii) To utilize comprehensive design guidelines and reasonable development requirements so as to ensure the positive integration of new residential projects into established residential environments.

### Goals

#### 4. AN ATTRACTIVE AND LIVEABLE INNER CITY ENVIRONMENT

The intent here is to protect and enhance the quality of the inner city's living, working and pedestrian environments.

### Objectives

#### 4a) RESIDENTIAL ENVIRONMENTS

- i) To minimize the intrusion of through traffic and spillover parking within residential neighbourhoods;
- ii) To ensure the provision of adequate and accessible local open space, of a suitable quality, within all inner city neighbourhoods;
- iii) To encourage the protection and maintenance of older buildings and areas which reflect the city's heritage or, by their own qualities, reflect a uniqueness which complements the character of the surrounding neighbourhood;
- iv) To identify and develop a continuous pedestrian circulation and open space system for the entire inner city;
- v) To protect unique environmental features such as mature vegetation, rivers and escarpments within the inner city;
- vi) To ensure that new developments provide adequate amenities for their residents;
- vii) To retain inner city schools and school sites to serve community related functions.

#### 4b) PEDESTRIAN ENVIRONMENTS ALONG COMMERCIAL STRIPS

- i) To identify pedestrian-oriented commercial strips within the inner city with an aim to:
  - Identify the need for improvements to the quality of their sidewalk environments;
  - Establish guidelines to ensure that the nature of activities and the character of new developments along the strip act to reinforce the corridor's pedestrian function.

### Goals

#### 5. THE ACCOMMODATION OF A VARIETY OF COMMERCIAL STRIPS AND NODES WITHIN THE INNER CITY

### Objectives

- 5a) To reinforce "local" commercial strips (and nodes) as a focus and major element of surrounding inner city neighbourhoods;
- 5b) To define the desired character of commercial strips with regard to their role within the proposed transportation system and within the context of surrounding land uses and activities;
- 5c) To identify the need for, and to establish priorities for improvements to the pedestrian environment along commercial strips;
- 5d) To provide guidelines for the interface between commercial strips and residential areas so as to protect both uses.

## **PART IV — ALTERNATIVES**

- |    |                                                                                |    |
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## PART IV — ALTERNATIVES

The objectives established for the inner city reflect two central thrusts:

- There should be an increased amount and greater diversity of residents and housing units within the inner city, and
- The inner city should provide stable and attractive living and pedestrian environments.

Following from these thrusts there arise two fundamental questions:

1. How much population growth and redevelopment is desirable in the inner city? and
2. How should this growth be distributed over the inner city so as to contribute to a more stable and attractive environment?

Throughout the public participation process attention has repeatedly been drawn to these two questions, and several general approaches to their solution have been suggested. Objectives for the inner city, and suggestions as to how they might be met, have been translated into three broad alternatives. Each option addresses the same objectives but in a different way, and with a different degree of emphasis being placed on individual objectives.

### A. OPTION I - ADHERING TO THE EXISTING LAND USE CLASSIFICATION DISTRIBUTION

#### Intent

This option is based on the premise that new development, of both a commercial and residential nature should be permitted on those sites which are presently classified to accommodate such uses and intensities. This option implies that the existing classification pattern is the most appropriate mechanism for accommodating and directing development within the inner city. The existing land use classification pattern was established for the inner city in the late 1950's. There is no clear statement of its intent or rationale.

#### Organizing Principles

The basic organizing principle is simply one of allowing new development to take place on any site which is suitably classified. However, implicit in the existing land use classification pattern appears to be the following organizing principles:

1. High density residential and commercial uses should be situated in close proximity to the downtown and parallel to major traffic arteries.
2. A single, blanket classification should be applied to large residential areas of either high or low intensity.
3. A very large reservoir or development potential is desirable.
4. High density residential uses may be on the periphery of low density residential areas, but should not be situated within them.
5. Transportation corridors should accommodate continuous commercial uses along either side.

### B. OPTION II - RECLASSIFYING LAND TO REFLECT EXISTING LAND USE

#### Intent

The intent here is to reclassify all inner city residential areas to a classification reflecting their existing land use and intensity. This option stems from two propositions:

1. The existing residential land use represents the most desirable use of the land; and
2. The inner city already has more than its share of housing and redevelopment. Continued development can only take place at the expense of the existing inner city communities and residents.

The major thrust of this option is aimed at stabilizing the remaining inner city neighbourhoods and protecting the existing stock of single-family housing. If this were done, it is argued, the inner city would "naturally" develop a larger population base as existing, underutilized single-family houses become more fully used by new families who would be attracted into the neighbourhoods.

#### Organizing Principles

The organizing principle is relatively straight-forward; within the inner city redevelopment (apart from replacement) is restricted. The option suggests that the best way to "stabilize" the inner city is to remove that element which is a major source of instability, that is, the high-land use classification.

## C. OPTION III - SELECTIVE CONSERVATION AND REDEVELOPMENT

### Intent

The intent here lies in the recognition that there are areas which should be conserved and protected and there are areas which could accommodate some amount of redevelopment. It presupposes that an expansion of the inner city's population base would be of benefit to the city as a whole, and seeks to accommodate a diverse population base by:

1. Protecting areas which provide lifestyle and tenure choices for families and for a range of income groups; and
2. *By allowing for the development of housing types and residential areas intended to meet the needs of non-family households (e.g. young singles, elderly) for whom a single-family house may not provide a realistic or desirable housing alternative.*

### Organizing Principles

There are two underlying principles inherent in this option:

1. To conserve and protect as many stable residential neighbourhoods as possible;
2. To concentrate redevelopment nodes in suitable locations and with enough development potential to accommodate more than the projected population growth for the next 20 years.

These principles can be translated into more specific "criteria" and used to determine those areas suitable for conservation and those which could accommodate some degree of redevelopment. The criteria relate to the following characteristics of each area:

- The area's **location** relative to places for employment, education, recreation, shopping, etc.;
- The nature of **the area's surrounding uses**, and the opportunities or constraints which those uses impose;
- The **quality of the area's existing housing stock**;
- The degree of **community stability** or transition; the amount of redevelopment and speculative activity;
- The extent to which existing and proposed **transportation facilities** would constrain or complement the area's future;
- The kinds of **facilities, amenities and unique opportunities** which each area offers;
- The extent to which there exists a **deficiency or an excess capacity** in the area's facilities and amenities.

The application of this third option must necessarily be approached on two levels. The first, involves taking a broad look at all of the inner city communities to determine the most suitable areas for conservation and redevelopment. The second level, that of determining the specific location, precise boundaries and character of redevelopment, requires the involvement of the surrounding communities and should be established by means of a mechanism similar to the design brief process.

## D. A PRELIMINARY EVALUATION OF ALTERNATIVES

Each of these alternatives was suggested for consideration and review during the public information program. On the surface, at least, each was thought to effectively respond to several of the broad objectives for the inner city; in fact, all three alternatives could conceivably result in a net population increase. However, when viewed in terms of their effectiveness in achieving the other objectives related to increased stability, a greater diversity of population and, of no less importance, the creation of safe and attractive environments, two of the three alternatives have serious shortcomings.

### 1. Adhering to the Existing Land Use Classification Distribution

*This option reflects the most "laissez-faire" approach of the three. Accepting the current land use classification distribution as being the most appropriate basis for a land use plan, the planning task would then be to prepare transportation and open space plans around the existing classification. The final stage in the planning process would involve providing community services and amenities in a rather ad hoc fashion, following the trail of redevelopment activity. With an existing inner city population of approximately 91,000 persons, the potential population, given the redevelopment of existing residential sites to their allowable intensity, would be roughly 207,000 persons; more than twice the current total inner city population.*

Even on the conceptual level, there are a number of major difficulties with this approach:

1. The development potential associated with the existing land use classification would allow for a much greater population increase than suggested in *The General Plan (1979)* (some share of 32,000 new residents as a consequence of redevelopment).
2. The distribution of that potential over large areas has, and will continue to result in speculation and uncertain-

ty relative to the likely location of new development. This will lead to continued neighbourhood instability.

3. Many of the lands presently reflecting high residential land use classifications are situated in potentially poor living environments, lacking in amenities and facilities or fronting directly onto major transportation arteries.
4. Too much development in many areas will place a strain on the capacity of the area's amenities, facilities and services, thereby undermining the quality of the residential environment for both present and new residents.

### 2. Reclassifying Land to the Existing Land Use

On the other end of the spectrum, this alternative would require very little strategic planning and would involve only the massive reclassification of all residential areas to a classification which better reflects their present use and intensity. It has been suggested that the resulting "stability" will serve to attract more families to the inner city, leading to a fuller utilization of the existing housing stock and a gradual increase in the area's population.

There are three concerns related to this alternative:

- 1) The existing land use might not represent the "best" use of the land, particularly for those inner city neighbourhoods which have excellent locational advantages or have excess capacity (relative to amenities, facilities or services) which will otherwise remain underutilized.
- 2) The location of recent redevelopment has not been guided by a consistent set of strategic policies but has, instead, been distributed in an ad hoc and speculative fashion throughout the inner city. In many areas there would be little justification for "institutionalizing" the problems associated with existing intrusions and transitional areas.
- 3) It is unlikely that the increase in population advocated in *The General Plan (1979)* would occur.

### 3. Selective Redevelopment

The third alternative suggests that there are no easy or magic substitutes for strategic and community-level planning. It suggests that the existing land use classification distribution is not a reasonable substitute, nor is a "status quo" resistance to change. It suggests also that change should be guided by public initiatives which move us closer to our goals. At the strategic level it would be desirable to ensure that development occurs in the most suitable locations, that viable and stable neighbourhoods are protected.

Overall, there do not appear to be many alternative "approaches" to planning the inner city; approaches which might each effectively address the objectives set out earlier in the Plan. In fact, in light of the statement of goals and objectives for the area, only the third alternative, that of Selective Conservation and Redevelopment, could provide the sensitive, yet systematic approach necessary to deal with both broad inner city issues and more local community concerns.

Choices are available, however, when undertaking each of the two planning tasks:

- 1) The actual application of evaluation criteria to the inner city (for the purposes of identifying areas to be conserved, areas to be redeveloped, and the appropriate level of intensity for each); and
- 2) The manner and degree to which specific areas are protected, or redeveloped (i.e., form, location, design) within individual communities.

The following proposals deal with the **first** planning task, that of taking a broad look at the inner city and identifying areas for conservation and redevelopment. The criteria are identified, defined and applied in a consistent manner across the entire inner city.

It is intended that the **second**, and more site-specific level of planning will be initiated in the very near future within the context defined in the "Implementation" section of this plan.



## **PART V — RECOMMENDATIONS**

<b>A. RESIDENTIAL LAND USES</b>	<b>52</b>
<b>B. COMMERCIAL STRIPS</b>	<b>72</b>
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## PART V — RECOMMENDATIONS

The intent of this Plan is to determine, from a city-wide perspective, the role of the inner city as a whole and the location and nature of growth and change in specific areas within it. It is intended to address major problems affecting the entire inner city and to provide a basis for the development of specific plans at the community level. **The Inner City Plan (1979) is not intended to replace or short-cut the community planning process. Within the context of this plan, ample latitude still exists for respecting and acting upon the aspirations of individuals and groups within each neighbourhood. A community plan is still required before any land use recommendations contained in this document can be implemented.**

This recommendation attempts to allocate land uses and recommend appropriate levels of intensity, to develop a comprehensive transportation system and to establish an open space network for the inner city. The recommendations have been formulated within the context of the **Selective Conservation and Redevelopment** option.

There are a number of specific elements which are addressed by the recommendation:

- **RESIDENTIAL LAND USES**

- Identifying suitable areas for conservation and redevelopment;
- Determining the intensity and type of development to be permitted;
- Establishing broad guidelines to govern the type, form and quality of development.

- **COMMERCIAL STRIPS**

- Identifying the appropriate nature and character of commercial strips:
  - Serving local or regional functions;
  - Being pedestrian or car oriented.
- Establishing broad guidelines to determine the type, form, intensity and quality of development along commercial strips.

- **TRANSPORTATION SYSTEM**

- Resolving city-wide requirements for access to the downtown;
- Protecting local residential environments from through traffic intrusions.



- **OPEN SPACE NETWORK**

- Establishing a city-wide network of open spaces and links;
- Determining open space requirements e.g. criteria/guidelines, for inner city communities.

### A. RESIDENTIAL LAND USES

#### 1. Criteria for Determining Location, Type and Amount of Redevelopment

The selection of areas for protection or redevelopment (and the nature and intensity of new development) was arrived at through the application of eight criteria to the entire inner city.

In order to apply the criteria fairly, the process did not recognize the constraints imposed by design briefs or NIP/RRAP *designation in specific neighbourhoods*. Consistency in applying the criteria was considered essential so as not to unduly penalize areas which do not have the advantage of an existing community design brief. Consequently, the recommendations arrived at through this process are not entirely consistent with existing design briefs. Yet, in implementing **The Inner City Plan (1979)** it seems only reasonable to respect existing design brief recommendations and NIP/RRAP commitments. The relationship between community plans (existing and future) and **The Inner City Plan (1979)** is explained in the final section of this plan.

The criteria used included the following:

##### a) LOCATION

General "locational advantage" such as proximity to employment, education, recreation and shopping opportunities was used as an indicator of each area's suitability for accommodating an increase in population and was instrumental in determining the type of new development to be encouraged.

##### b) SURROUNDING USES

The nature of surrounding opportunities or constraints in terms of land uses, facilities or natural features was a factor in determining the amount and location of redevelopment.

##### c) HOUSING QUALITY

The **relative** quality of the existing housing stock was used as a factor in determining the suitability and degree of infill or redevelopment.

##### d) STABILITY AND CHANGE

The current levels of development activity and population change were used in determining the desirability of increased development.

##### e) TRANSPORTATION CONSTRAINTS

The capacity of existing and proposed road and transit systems were factors in deciding the location, type and intensity of redevelopment.

##### f) COMMUNITY FACILITIES

The quantity and distribution of community facilities such as open space, schools and recreation facilities were factors in determining the amount and type of population increase which could reasonably be accommodated within each area.

##### g) UNIQUE FEATURES

A commitment to protect and enhance unique features such as topography, mature vegetation, rivers, exceptional views and historic buildings placed limitations on the location, intensity and type of redevelopment which would be compatible and desirable in specific areas.

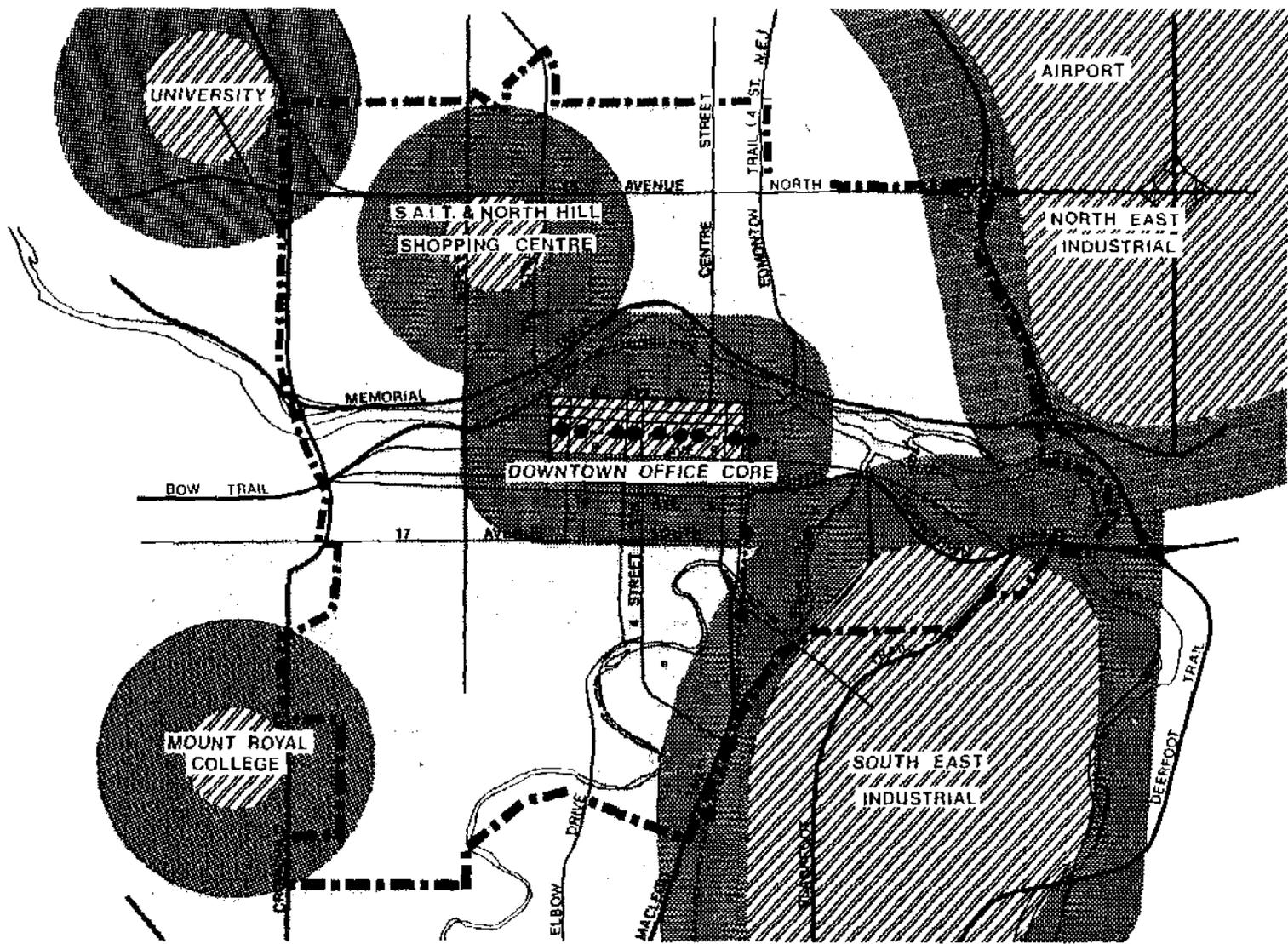
##### h) EXISTING LAND USE CLASSIFICATION

The existing classification of land in conjunction with the capacity of services (i.e. schools, open space) to support the potential population was a factor in determining the viability of retaining established classifications.

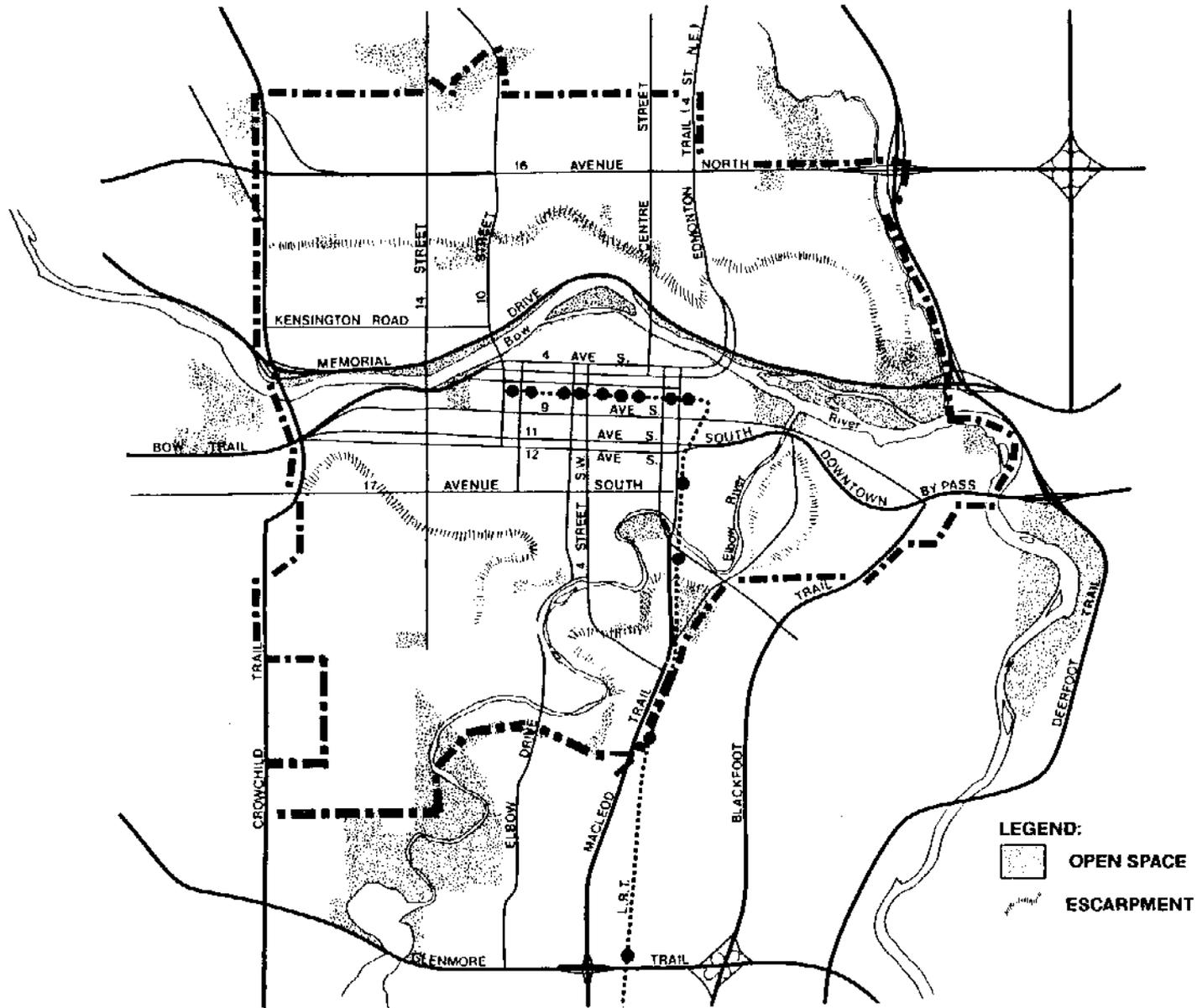
In the application of these criteria, some observations are subjective in nature and obviously open to question and debate. It should, however, be emphasized that subjective evaluations are in fact the result of a consensus of a number of professionals sharing the advantage of an overview of the entire inner city area.

The criteria outlined above were more clearly defined, then applied to all areas within the inner city. A detailed analysis of each area is available in a series of background studies entitled "*Downtown and Inner City Plan, Inner City Technical Analysis by Transportation District*". The matrix and maps which follow provide a summary of the information contained in the 14 technical packages.

The final recommendations for each area were arrived at as a result of a preliminary application of these criteria and public reaction to previous drafts of this document.

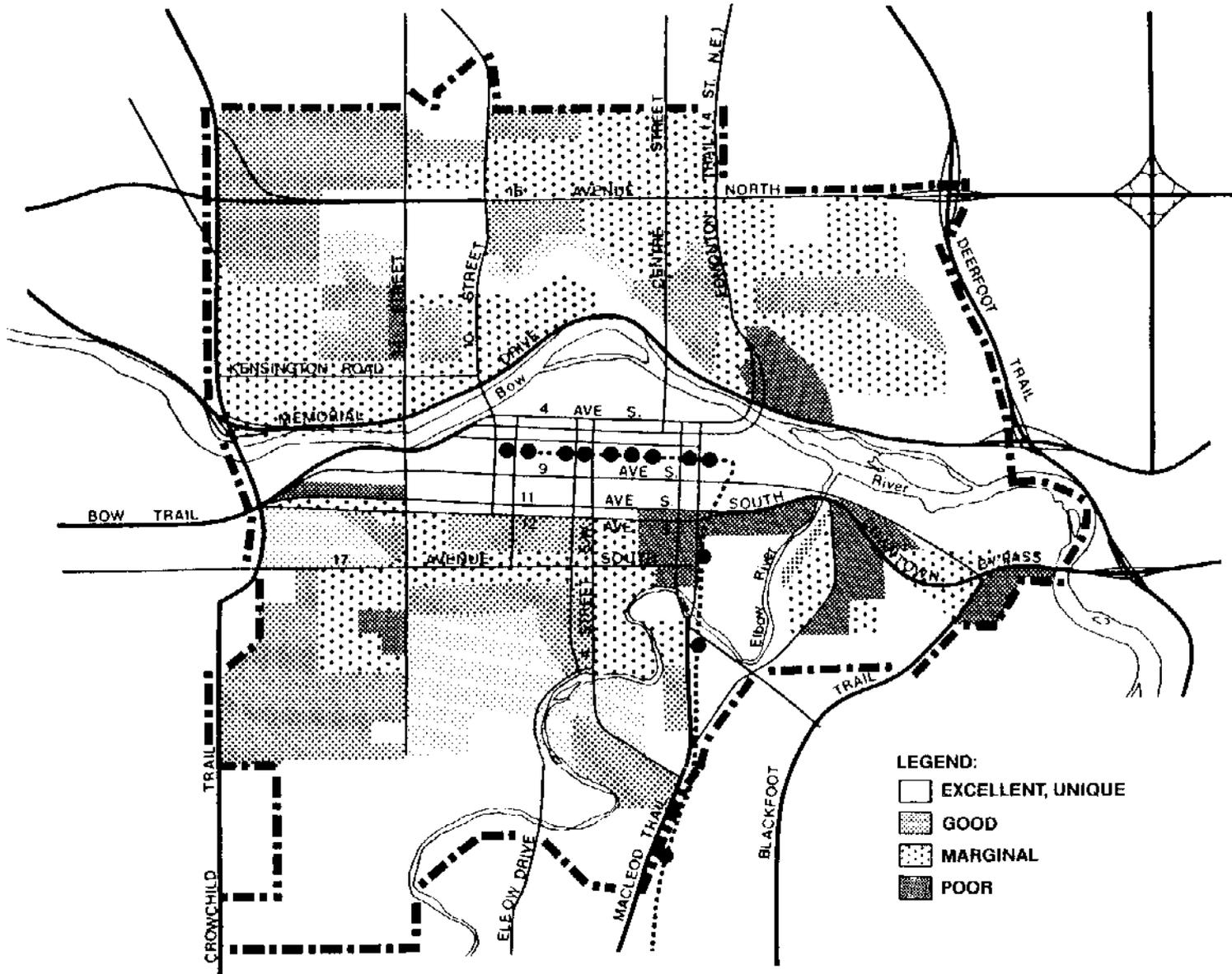


LOCATION RELATIVE TO MAJOR EMPLOYMENT CENTRES

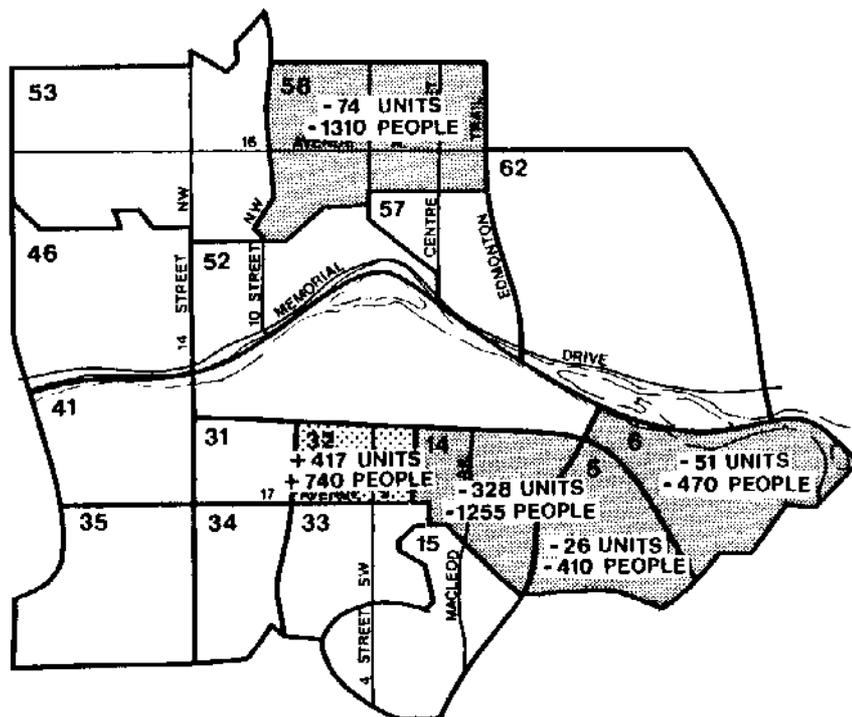


MAJOR OPEN SPACES

# RECOMMENDATIONS



RELATIVE HOUSING QUALITY

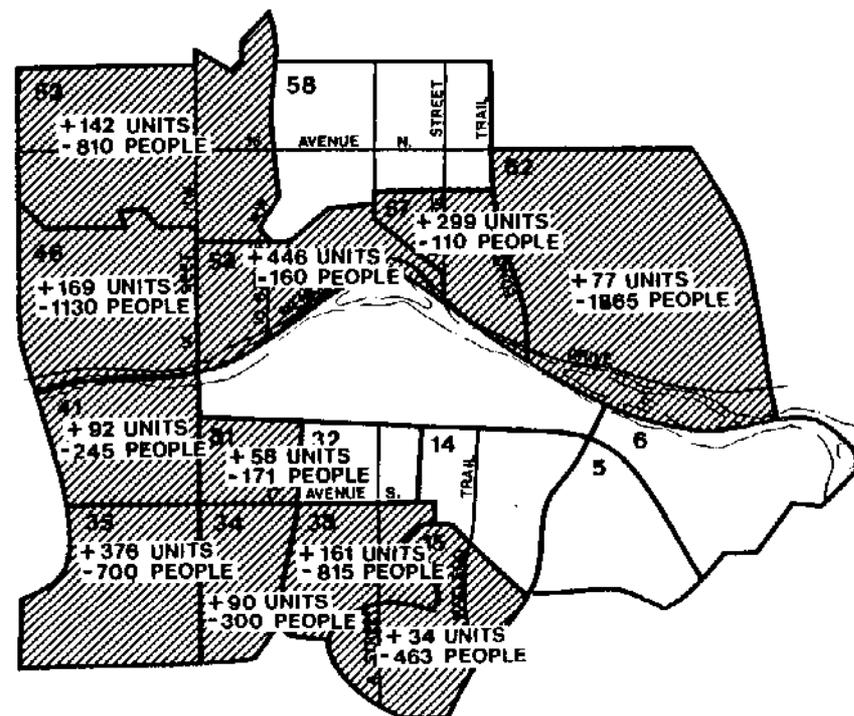


**LEGEND:**  
 □ LOSS IN UNITS AND LOSS IN PEOPLE  
 ▨ GAIN IN UNITS AND GAIN IN PEOPLE

**CHANGE IN NUMBER OF UNITS AND POPULATION 1971-1976 BY T.D.\***

Source: "Residential Development in Calgary: Inventory and Prospect"  
 "1976 Census - April, 1976"

Note: Does not include statistics for portions of the South Calgary/Altadore, Elbow Park, and Parkhill/Stanley Park communities which are included within the Inner City Communities.

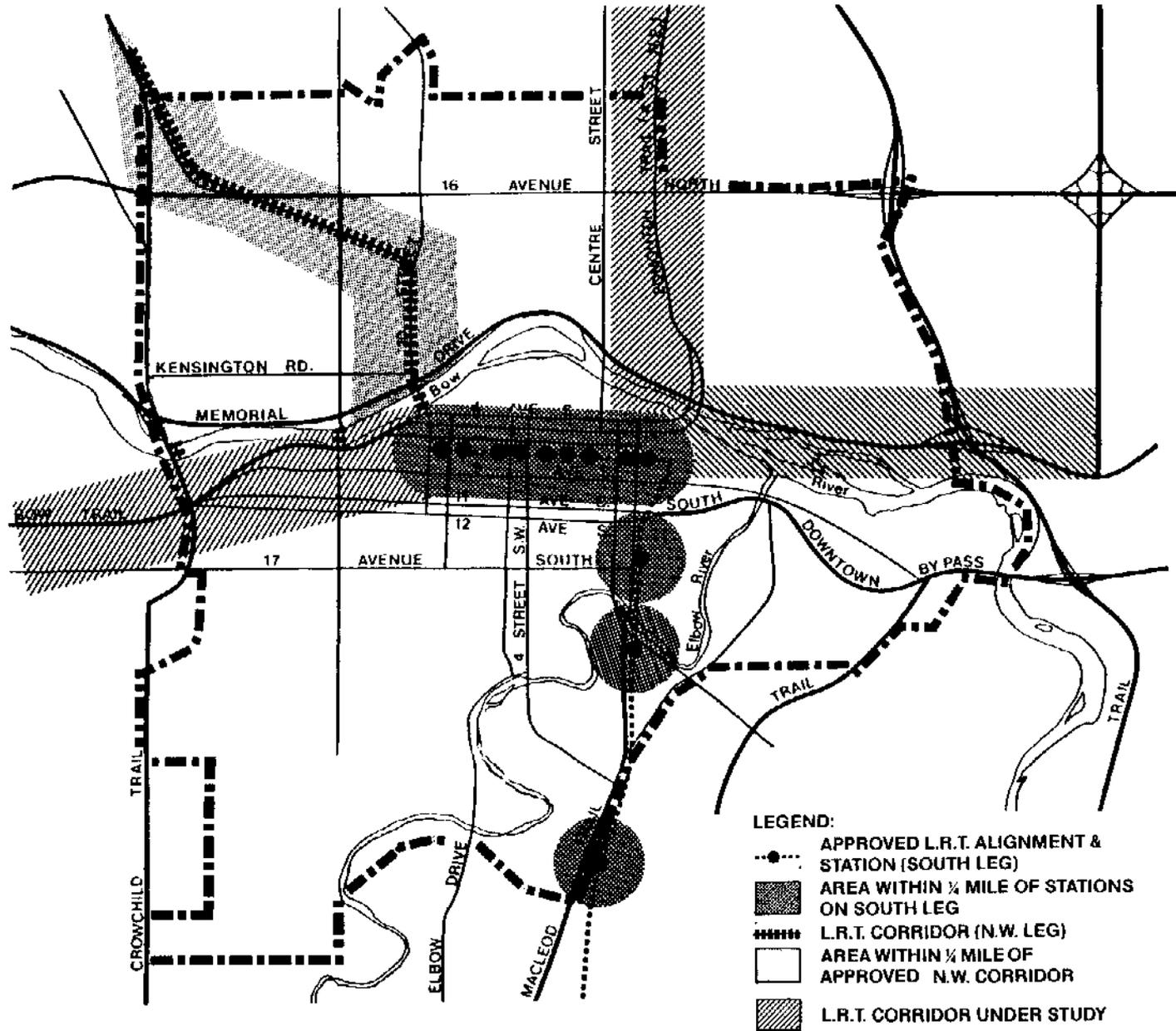


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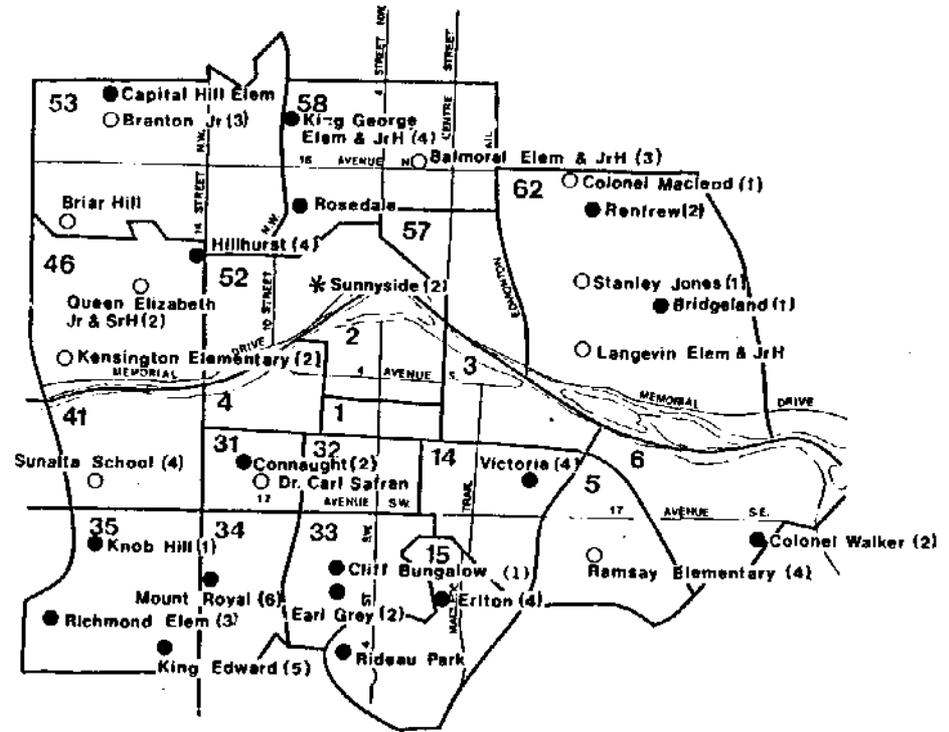
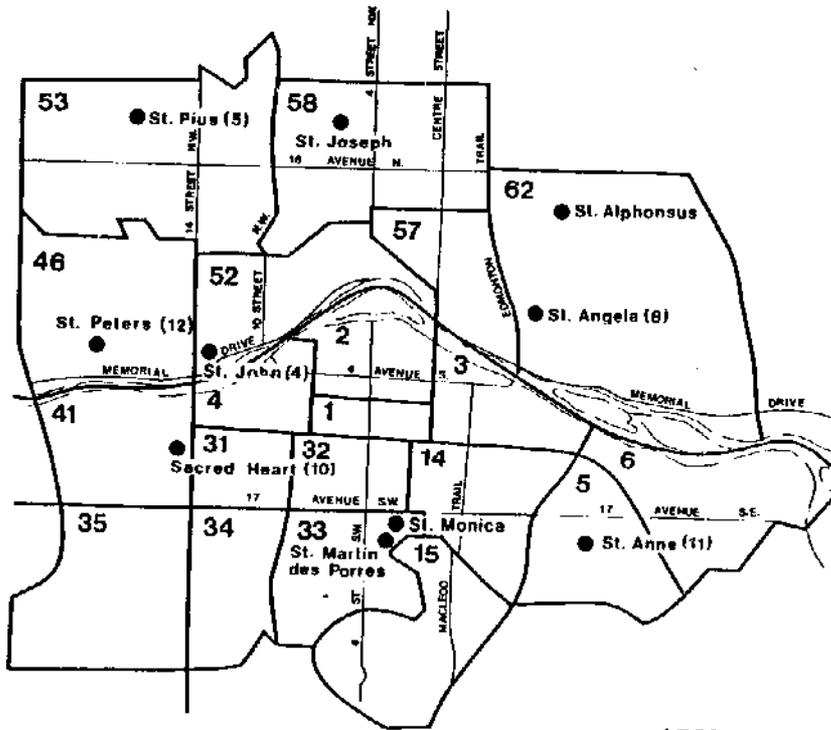
Source: "Residential Development in Calgary: Inventory and Prospect"  
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Note: Does not include statistics for portions of the South Calgary/Altadore, Elbow Park, and Parkhill/Stanley Park communities which are included within the Inner City Communities.



- LEGEND:**
- APPROVED L.R.T. ALIGNMENT & STATION (SOUTH LEG)
  - AREA WITHIN 1/4 MILE OF STATIONS ON SOUTH LEG
  - L.R.T. CORRIDOR (N.W. LEG)
  - AREA WITHIN 1/4 MILE OF APPROVED N.W. CORRIDOR
  - ▨ L.R.T. CORRIDOR UNDER STUDY

L.R.T. SYSTEM RELATIVE TO THE INNER CITY



- LEGEND:
- ( ) SPACE CAPACITY
  - RECEIVING BUSSED STUDENTS
  - NO BUSING

ELEMENTARY SEPARATE SCHOOL

ELEMENTARY PUBLIC SCHOOL

Source:  
City of Calgary Public School Board

## 2. Residential Character Types

It is the intent of **The Inner City Plan (1979)** to indicate the general location and type of redevelopment desirable throughout the inner city. This distribution would then be used as a basis for preparing Area Redevelopment Plans. The densities indicated are intended to apply to the total areas shown and are not to be interpreted as being site specific. Land use classifications in the inner city will not be altered as a direct result of this Plan.

Five broad categories establishing the intensity and character of residential areas have been identified, ranging from conservation to high density.

While density (units per net acre) has been used as the prime indicator for various areas, it is the intent established for each character type which is critical. Density is simply one of the major ingredients used to achieve the desired character. Additional guidelines relate to the form of buildings, type of units, size of units, persons accommodated, and so on.

In order to assist those more familiar with the existing classification system, and to provide some degree of visualization of the densities and general types of buildings which might be familiar to readers, reference in the body of the text has been made to existing Land Use Classifications (i.e. R2, R3, etc.), and units per acre.

The following are statements of intent for each character type. It is important to note that reference is made to the land use classification system only as an aid in understanding the new recommendations and not to indicate that rules and guidelines which are a part of those classifications must, in any way, be adhered to.

### a) CONSERVATION

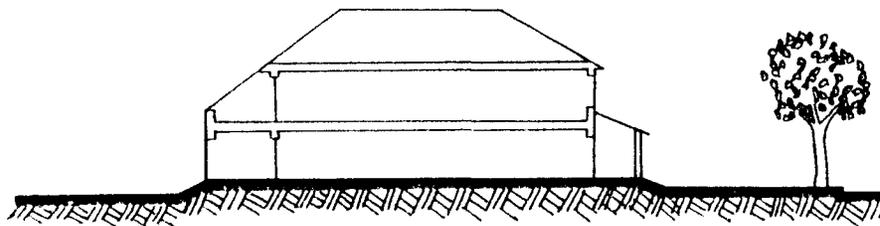
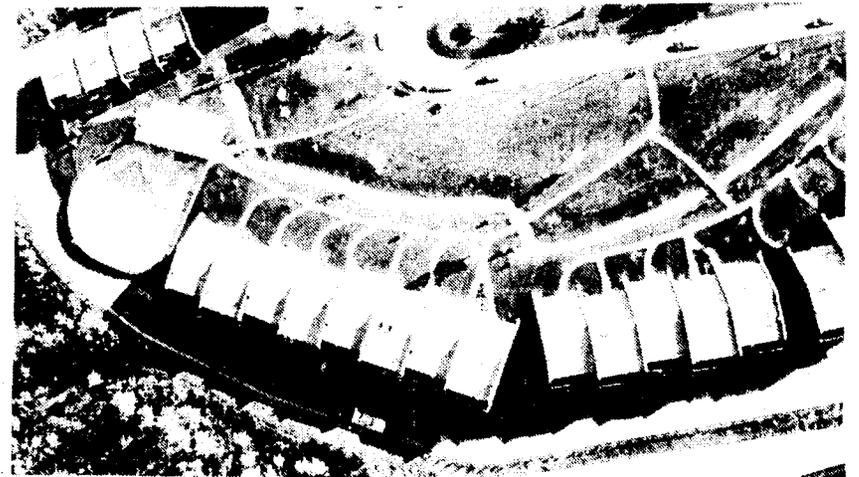
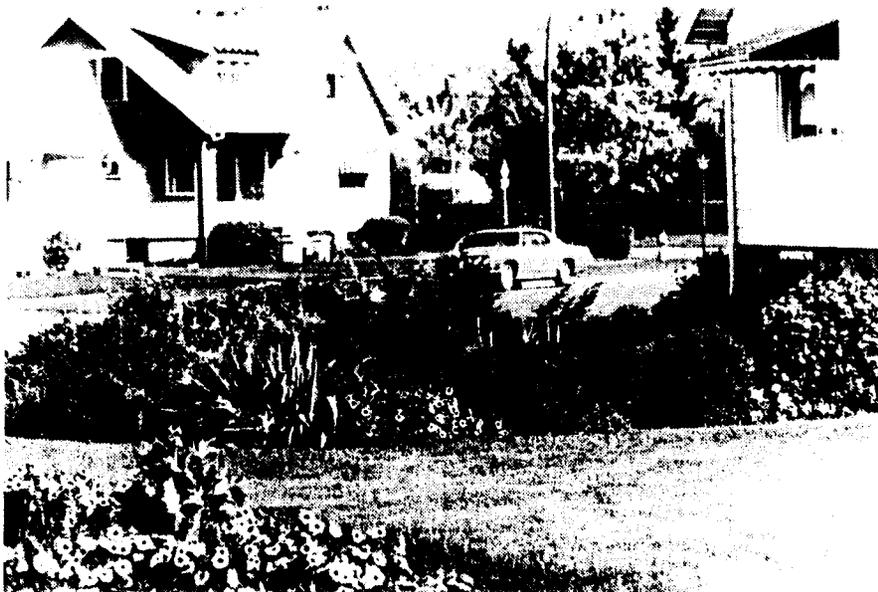
The intent within areas designated for conservation is to retain the existing character and quality of the area. These areas should function as stable family residential neighbourhoods.\* Portions of such areas should be preserved (protected from more intensive development), other parts may accept some new development so long as it respects and enhances the existing fabric of the community.



\* Within the context of this plan, families are defined as household units with or without children.

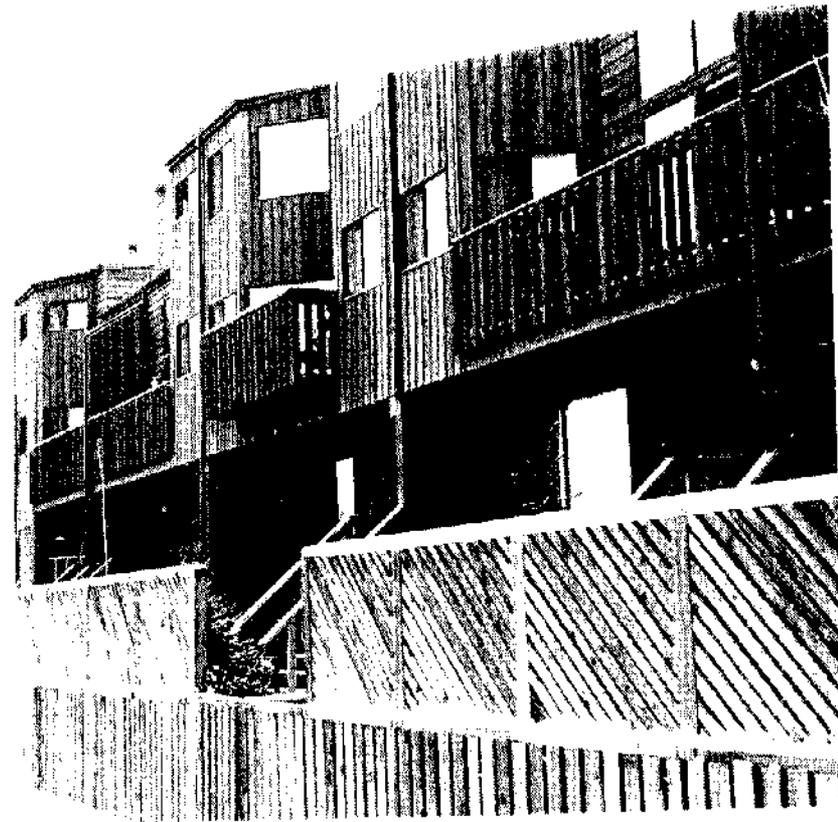
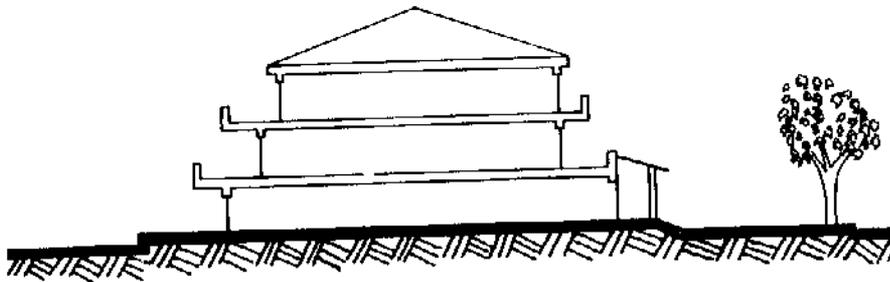
## b) LOW DENSITY

This density range corresponds roughly to the existing R2 land use classification and would allow from 12 to 30 units per net acre. The intent within these areas is to provide ground-oriented family units. All units should have a minimum of two bedrooms with immediate access to private open space at grade; building form should relate to the character of existing structures. Single family, semi-detached dwellings, and townhouses could be built in these areas.



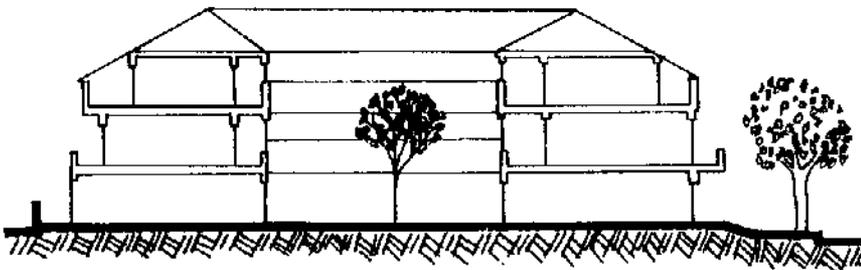
## c) MEDIUM LOW DENSITY

This density range relates to existing R2-R3 land use classifications and would allow from 23 to 65 units per net acre. The intent is to provide a variety of housing opportunities with some emphasis on family accommodation. Fifty percent of the units should contain two bedrooms or more and have access to private open space at grade. Building form should respect the character of surrounding buildings. Single family, duplexes, fourplexes, row housing, stacked townhouses and walkups could be built in these areas.



**d) MEDIUM DENSITY**

This density range relates to the existing R3-R4 land use classifications and would allow from 43 to 103 units per net acre. The intent is to provide a mix of unit types at a moderate density. While it is expected that the emphasis would be on non-family oriented units, a minimum of 25 percent of the units should still be two bedrooms or more and be directly accessible from grade. Building setback, form and articulation should be in accordance with a conceptual plan for the area (to be developed through a community planning process). Building types can range from townhouses to walk-up apartments.



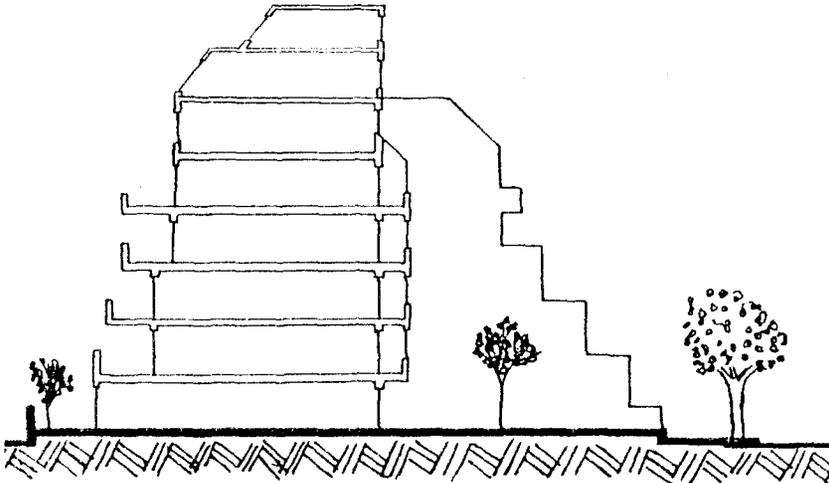
## RECOMMENDATIONS

### e) HIGH DENSITY

This density range relates to the existing R4-R5 land use classifications and would allow for 60 to 182 units per net acre. The intent is to provide some variety of unit types with suitable amenities at a high density. The primary considerations are:

- a) To ensure that new development contributes to the provision of public amenities in the area; and
- b) To ensure that new development provides adequate amenities of a private nature for the use of the building's residents.

Individual building setback, form and articulation should be in accordance with guidelines arrived at through the development of a conceptual plan for the area. The amount of building allowed should be determined through the application of performance criteria and an incentive or bonus system. Incentives would be geared to the specific needs of residents and the surrounding community, and would attempt to:



- Increase usable open space
- Discourage at-grade parking
- Preserve heritage buildings (areas)
- Preserve existing mature trees
- Provide family accommodation
- Respect existing adjacent buildings
- Provide internal amenities
- Protect and improve the public pedestrian environment

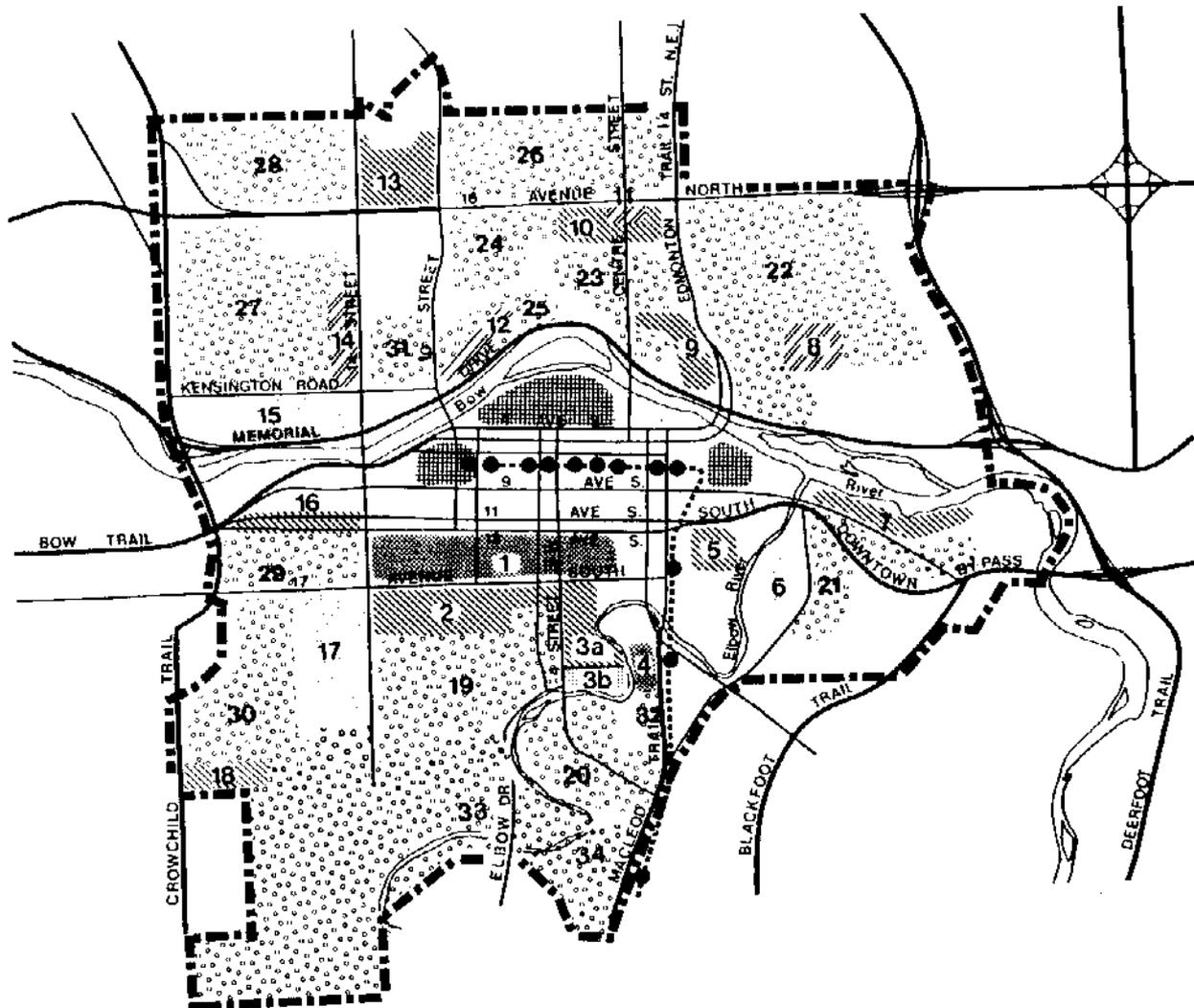
## Distribution of Residential Character Types

Areas of the inner city suitable for development within each character type have been identified. **IT IS IMPORTANT, HOWEVER, TO NOTE THAT:**

- a) The precise boundaries and extent of these nodes can only be determined at the individual community level with the participation of local interest groups.
- b) Within a given density range, as long as the intent is adhered to, the specific overall density within the range can be determined at the community level.
- c) It is not necessary for the entire development node, which has been indicated in this plan, to be available for redevelopment. At the community planning level, areas for conservation within these nodes can in fact be identified. It will, however, be necessary for the node to achieve the minimum density specified for the area.

In order to provide for such flexibility at the community planning level, considerably more development potential has been allowed for than projected in The General Plan (1979) or anticipated on the basis of actual development trends within the inner city. The General Plan (1979) indicates that 32,000 people should be accommodated as a consequence of redevelopment within the entire built-up area of the city during the next 20 years. The trend in the inner city indicates that, for the past 8 years, approximately 600 units have been built each year. This relates to 12,000 units in 20 years or a maximum of 24,000 people.

Density nodes proposed for the inner city could accommodate (using the average density of the range) approximately 42,500 people. In addition to this, the downtown could accommodate 15,000 people within its residential precincts. It is anticipated that conservation areas will serve a critical function by way of retaining existing families and attracting new ones into the inner city.



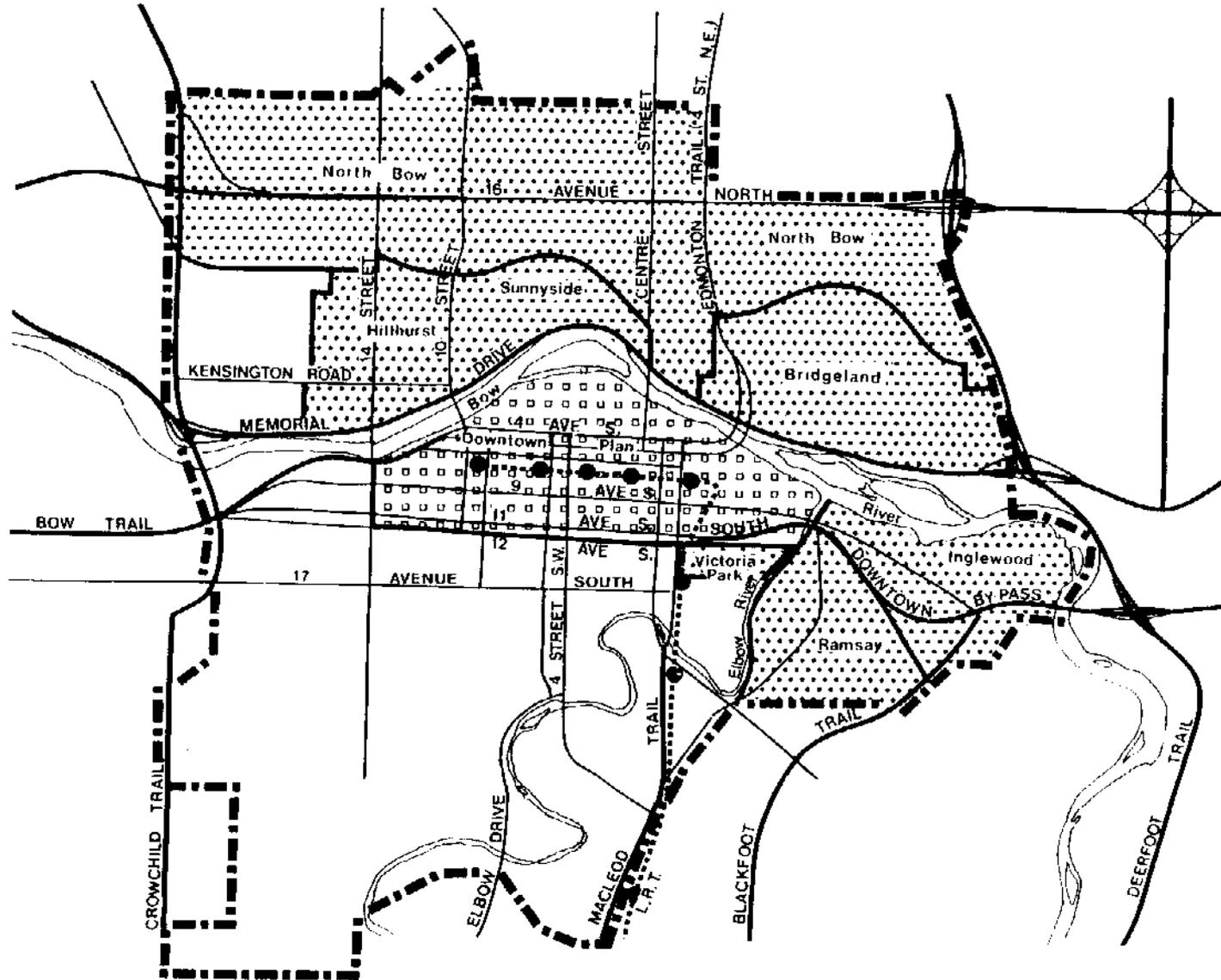
**LEGEND:**

-  CONSERVATION AREA
-  LOW DENSITY
-  MEDIUM-LOW DENSITY

-  MEDIUM DENSITY
-  HIGH DENSITY
-  DOWNTOWN HOUSING

## SELECTIVE REDEVELOPMENT AREAS

(BASED ON APPLICATION OF THE CRITERIA OVER THE ENTIRE INNER CITY)



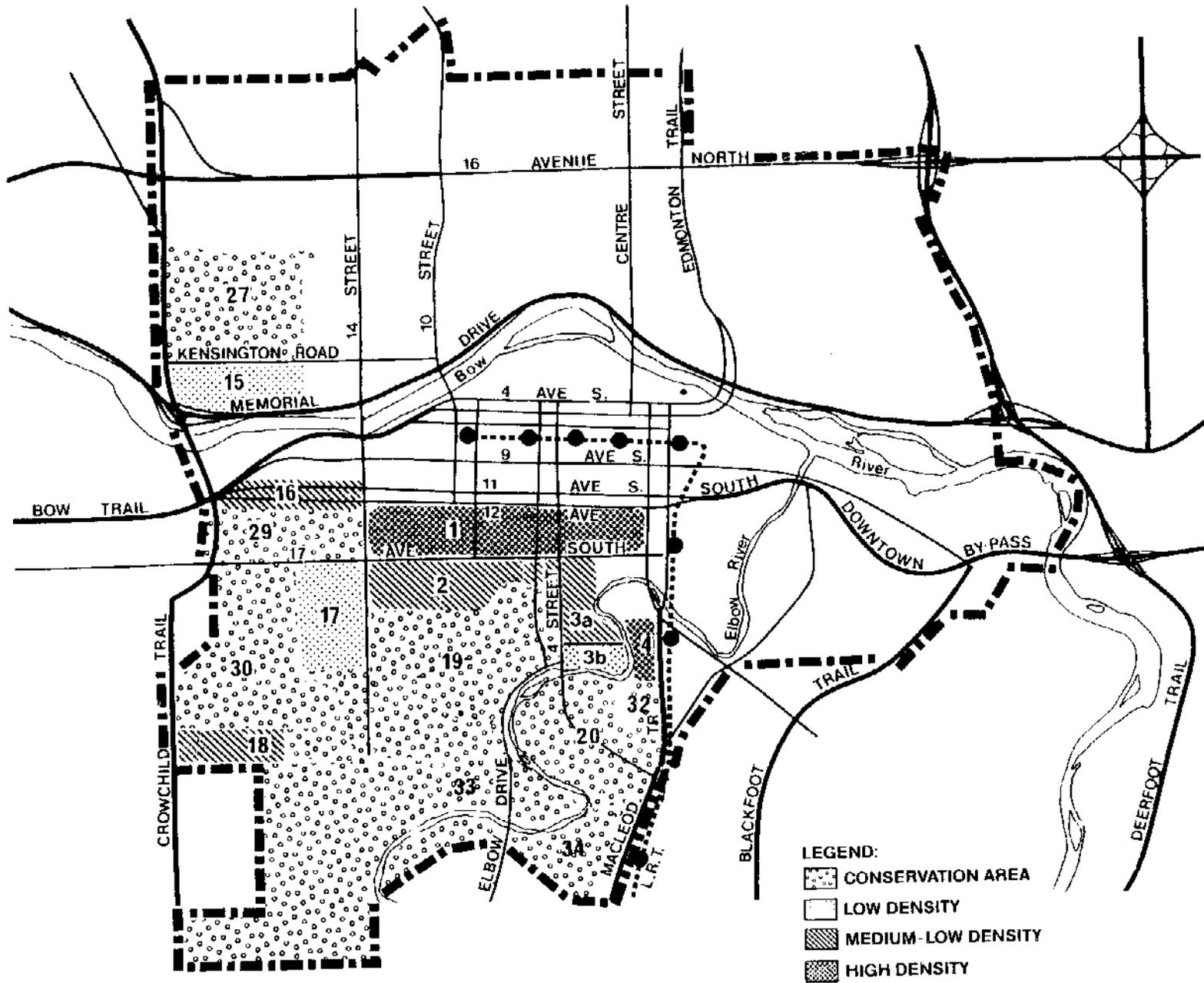
LEGEND:

 DOWNTOWN PLAN AREA

 APPROVED DESIGN BRIEF/  
NIP/RRAP AREAS

AREAS WITH APPROVED PLANS OR NIP/RRAP DESIGNATION

# RECOMMENDATIONS



## THE RECOMMENDED PLAN

(TO BE USED AS THE CURRENT BASIS FOR AREA REDEVELOPMENT PLANS)

# RECOMMENDATIONS

AREA	CRITERIA								RECOMMENDATION				SPECIFIC GUIDELINES
	LOCATION	SURROUNDING USES	QUALITY OF HOUSING	STABILITY & CHANGE	TRANSPORTATION CONSTRAINTS	COMMUNITY FACILITIES	UNIQUE FEATURES	EXISTING LAND USE CLASSIFICATION	CONSERVATION	LOW DENSITY	MEDIUM DENSITY	HIGH DENSITY	
1. Beltline	Excellent -Within walking distance of downtown	-Commercial -Industrial -Residential	Good to marginal	Very active -Considerable redevelopment	-Good bus service -On 17th Avenue corridor -On 11 & 12th Avenue corridor	-Schools -Specialty shopping -Minimal open space	-Potential heritage sites -Tree lined streets	R5					Maximum density is achievable only through the provision of substantial public and private amenities.
2. Lower Mount Royal	Excellent -Close to downtown	-Residential -Local shopping	Good	-Relatively active	-Good bus service -Easy road access to downtown	-Schools -Only open space is that which is associated with school sites.	-Potential heritage sites -Tree lined streets -Escarpment	Primarily R4					Escarpment and views should be respected.
3A. Mission (North of 25th Ave.)	Excellent -Close to downtown -Specialty shopping -Amenities	-Residential -Open space -Shopping	Marginal	Active -Considerable redevelopment	Served by 17th Ave. & Macleod Tr., 1st St. SW provides a direct link to downtown.	-Schools -Open space -Lindsay Park has the potential to serve as a major recreational facility.	-River -Institutions -Potential heritage sites	R4					-Open space should be improved. -Setbacks from river.
3B. Mission (South of 25th Ave.)	Excellent -Close to downtown -Specialty shopping -Amenities	-Residential -Open space -Shopping	Marginal	Active -Considerable redevelopment	Served by 17th Ave. & Macleod Tr., 1st SW provides a direct link to downtown.	-Schools -Open Space -Lindsay Park has the potential to serve as a major recreational facility.	-Existing uses are intense.	R4					
4. Erlton (North of 25th Ave.)	Excellent -Close to major employment -Downtown -SE Industry -On the LRT line	-Open space -River -Industrial -Residential	Marginal	-Little development activity	Excellent access to employment by car and transit	-School -Ample open space	-Elbow River -Mature vegetation -Views	Predominantly R2					Setbacks from river -Quality and amenities required to achieve maximum density. -Height limit of 40 feet for new residential development.
5. Victoria Park	Excellent -Within walking distance of office core	-Stampede Grounds -Industrial -Commercial	Marginal to poor	Relatively stable -Little development activity -NIP/RRAP Area	-On Macleod Tr. -On 11th & 12th Ave. corridor -On LRT line	-School -Limited amount of open space	-River -Stampede Grounds	R3					-Protection from traffic -Increase usable open space -Setbacks from river
6. Ramsay (West of Spiller Rd.)	Good to excellent -Close to employment	-Escarpment -Elbow River -Residential	Marginal to good	Relatively stable -Little development activity -NIP/RRAP area	-Presently roads are at or above capacity.	-School -Ample open space	-Escarpment -Views -Tree lined streets -Potential heritage sites	Predominantly R2					-To protect unique features
7. Inglewood (Along the river)	Excellent -Close to downtown and major city-wide amenities	-River -Zoo -Fort Calgary	Good	-Little development activity -NIP/RRAP area	-Good access to downtown -Close to transit route -Major roads at or above capacity	-Ample well distributed open space	-River -Potential heritage sites -Views -Access to Zoo & Ft. Calgary -Well treed	Predominantly R2					-Take advantage of unique features -Setbacks from river
8. Bridgeland (Central area)	Excellent -Close to office core and city-wide amenities	-River -Zoo -Hospital -Residential	Poor to marginal	-Some development activity	-Access to Deerfoot Tr. via Memorial Drive	-Schools -Hospitals -Churches -Local shopping -Open space	-Access to the Zoo & River -Escarpment -Tree lined streets	R2, R3 & R4					-Additional local open space is required.
9. Crescent Heights (South of 7th Ave.)	Excellent -Within walking distance of office core	-Open space -Residential	Varies from good to poor	-Active	-Access to Centre St., Edmonton Tr. & Memorial Dr.	-Open space -Pool -Local shopping	-River -Escarpment -Views -Tree lined streets	R2 & R4					-To protect views and topography
10. Crescent Heights	Good to excellent -Close to downtown & major transportation facilities	-Residential -Commercial	Marginal to good	-Not much development activity	-Excellent access to: • Downtown • SAIT • University • NE Industrial & • Good access to transit	-Shopping -Limited usable open space -Schools in adjacent areas	-Proximity to major employment, shopping and educational facilities -Tree lined streets	R2 & R3					-Additional local open space

# RECOMMENDATIONS

AREA	CRITERIA								RECOMMENDATION				SPECIFIC GUIDELINES
	LOCATION	SURROUNDING USES	QUALITY OF HOUSING	STABILITY & CHANGE	TRANSPORTATION CONSTRAINTS	COMMUNITY FACILITIES	UNIQUE FEATURES	EXISTING LAND USE CLASSIFICATION	CONSERVATION	LOW DENSITY	MEDIUM DENSITY	HIGH DENSITY	
11. Crescent Heights (South of 16th Ave.)	Good to excellent Close to downtown & major transportation facilities	Residential Commercial	Marginal to poor	Some development	Excellent access to: • Downtown • SAIT • University • NE Industrial & • Good access to transit	Shopping Limited usable open space Schools in adjacent areas	Proximity to major employment shopping and educational facilities Tree lined streets	Predominantly C2 & R3					
12. Sunnyside (Area east of 10th St.)	Excellent Within walking distance of: • the core • the river • Prince's Island	Open space Commercial Residential	Marginal	Considerable development activity	Excellent access to CBD Access to Memorial Dr. Along potential LRT alignment (NW)	Ample & well distributed open space School	Potential heritage sites Views of downtown Escarpment River Specialized shopping	R4					
13. Pleasant Heights	Excellent Access to downtown & University Walking distance to SAIT & N Hill Shopping Centre	Open space SAIT Jubilee Auditorium Residential	Marginal to good	Little development activity	16th Ave., 10th & 14th St. corridors Along potential LRT alignment (NW)	Ample open space Shopping Entertainment Recreation Adult education	Views Major open space Proximity to SAIT	R2					
14. West Hillhurst (Along 14th St.)	Good to excellent Close to downtown & SAIT	Residential Commercial	Marginal to poor	A limited amount of development activity	Good access to downtown Along a potential LRT corridor (NW)	Local shopping Access to pool & arena	Shopping	R2					To buffer residents from traffic noise
15. West Hillhurst (South of Kensington Rd.)	Good to excellent Close to downtown & Riverbank	Residential River Commercial	Marginal	Relatively stable	Excellent access to downtown Good access to Crowchild Tr.	Shopping Open space (riverbank)	River Views Tree lined streets	R2					Additional local open space may be required.
16. Sunalta (North of 12th Ave.)	Good to excellent Close to downtown	Industrial Residential	Poor to marginal	Considerable development activity	Direct access to major transportation corridors	School Local shopping Very little open space	Potential heritage sites	R4					Additional usable local open space is required.
17. Bankview	Good Access to Mount Royal College	Residential Commercial	Marginal Some poor	Considerable amount of development	Direct access to 17th Avenue, Crowchild Tr. & 14th St.	Schools in surrounding area Shopping Very little usage open space	Topography Views Potential heritage sites	R4					Additional open space is required. Topography should be respected.
18. South Calgary	Good Immediate access to Mount Royal College & Shopping	Residential Commercial Institutional	Good to marginal	Relatively stable	Crowchild Trail provides good access to institutions & downtown	Schools Shopping Recreational facilities Open space	Local shopping	R2					
19. Mount Royal	Good to excellent	Residential Commercial (Local)	Good to excellent	Stable	Good access to downtown Good transit service	Schools Open space mostly as part of individual lots Recreation facilities	Potential heritage buildings (areas) Views Escarpment Specialized shopping Trees	R1 & R4					
20. Rideau Roxboro	Good to excellent Close to river Good access to employment.	Open space River Residential Industrial	Good to excellent	Fairly stable	Good access to downtown & industrial areas Macleod Trail	School Abundant open space	River Escarpment Mature vegetation Views	R1, R2, R3 & R5					
21. Inglewood, Ramsay	Fair to good	Residential Industrial	Marginal to poor	Stable (NIP, RRAP)	Good access to downtown & S.E. Industrial	School Open space	Potential heritage sites Views Proximity to industrial	R2					
22. Bridgetand, Renfrew	Good	Primarily residential	Marginal to good	Stable	Good access to downtown & S.E. Industrial	Shopping Open space Churches Schools Major recreational facilities	Topography Views Open spaces Recreational facilities	R2					

# RECOMMENDATIONS

AREA	CRITERIA								RECOMMENDATION				SPECIFIC GUIDELINES
	LOCATION	SURROUNDING USES	QUALITY OF HOUSING	STABILITY & CHANGE	TRANSPORTATION CONSTRAINTS	COMMUNITY FACILITIES	UNIQUE FEATURES	EXISTING LAND USE CLASSIFICATION	CONSERVATION	LOW DENSITY	MEDIUM LOW DENSITY	MEDIUM DENSITY	
23. Crescent Heights	Good to excellent	-Residential -Local commercial -Open space	Marginal to good	Stable (Little Development)	-Excellent access to downtown via Edmonton Trail & Centre Street	-Shopping -School -Open space -Tennis Courts	-Escarpment -Views -Trees	R2 & R3					
24. Rosedale	Good to excellent	-Residential -Commercial -Institutional	Good	Stable	-Good access to downtown	-School -Shopping -Open space -Community Hall	-Escarpment -Views -Trees	R1					
25. Sunnyside	Good to excellent -Within walking distance of downtown	-Open space -Employment opportunities	Marginal	Relatively stable	-Car access to core is somewhat difficult.	-Ample & Well distributed open space -School	-Views of downtown -Trees -Escarpment -River	R2, R3 & R4					
26. Balmoral, Tuxedo Park	Good	-Residential -Commercial	Marginal to good	Relatively stable	-Good access to downtown	-Schools -Shopping -Swimming Pool -Tennis courts -Arena	-Shopping -Trees	R2, some R3					
27. West Hillhurst, Brier Hill, Houndsfield Heights	Good	-Residential -Escarpment	Marginal to excellent	Stable	-Good access to • University • SAIT & • N.H. Shopping Centre	-School -Community centre -Hospital -Open space	-Escarpment -Hospital	R2					
28. Capital Hill	Good	-Open space -Stadium -University -Residential -Shopping Centre	Good	Stable	-Good access to downtown & institutions	-Schools -Community centre -Shopping -Entertainment	-Escarpment -Views -Shopping	Primarily R2					
29. Scarborough, Sunalta	Good to excellent	-Residential -Some commercial	Marginal to excellent	Stable	-Direct access to major road system	-School -Tennis -Shopping -Open space (limited)	-Potential heritage sites -Trees -Views -Escarpment	R1 & R4					
30. Knob Hill, South Calgary	Fair to good	-Residential -Commercial shopping -Institutional	Good	Stable	-Good access to • MRC • University • SAIT & • Downtown • Limited access to S.E. industrial area	-Schools -Shopping -Pool -Arena	-Trees -Children's Hospital	R2					
31. Hillhurst	Excellent within walking distance of downtown	-Open space -Residential	Primarily good	Stable	-Good access to downtown -Excellent transit service	-Ample and well distributed open space -Schools	-Potential heritage sites -Views -Trees -Local shopping	R3, some R4					
32. Erlton (South of 25th Ave.)	Excellent -Close to employment and downtown	-Open space -River -Residential	Good to marginal	Stable	-Excellent access	-School in area -Ample open space	-Elbow River -Mature vegetation -Views	R2					
33. Elbow Park													
34. Parkhill/Stanley Park													

\* Although Areas 33(South of 33rd Avenue), 33 and 34 were not included in the analysis, Council felt that they were sufficiently similar to surrounding conservation areas and directed that they be included with the Plan as "Conservation Areas."

## B. COMMERCIAL STRIPS

The intent in preparing specific policy recommendations relating to commercial strips stems from a need to ensure that the character and function of such strips within the inner city act to reinforce the broad goals for the area and, at the same time, enhance the character of surrounding land uses and activities.

Commercial strips within the inner city have reflected a significant propensity to change their character and function over relatively short periods of time. They appear to be particularly susceptible to changes in:

1. The kinds of land uses and activities which locate along them;
2. The nature of uses, activities and population characteristics surrounding them; and
3. The volume and speed of vehicular movements on the streets themselves.

This section identifies the inner city's commercial strips, determines their function (regional or local, shopping or service, etc.) and character (pedestrian or car oriented). Guidelines are developed to ensure that their orientation is consistent with inner city goals and objectives and with the character of surrounding neighbourhoods.

### 1. Evaluation

The following map illustrates the location of major commercial strips within the inner city. The character and function for each strip has been identified. This has been done with respect to the following general criteria:

- a) The existing activity base and character of each strip:
  - Does the strip provide local goods/services or specialized regional goods/services?
  - The strip's physical size, the height and intensity of buildings;

- Unique aspects of the strip.

- b) The strip's existing orientation towards accommodating cars or pedestrians:

- Sidewalk width;
- The provision of pedestrian amenities (resting spaces, buffers from traffic, street furniture, etc.);
- The availability of curb-parking.

- c) The role of the corridor as a primary or secondary traffic artery within the proposed transportation system:

- Anticipated traffic volumes;
- Proposed road improvements.

- d) The relationship of the commercial strip to the proposed surrounding land uses.

Each strip has been categorized according to one of the following four types:

- Local; pedestrian oriented
- Regional; pedestrian oriented
- Local; car oriented
- Regional; car oriented

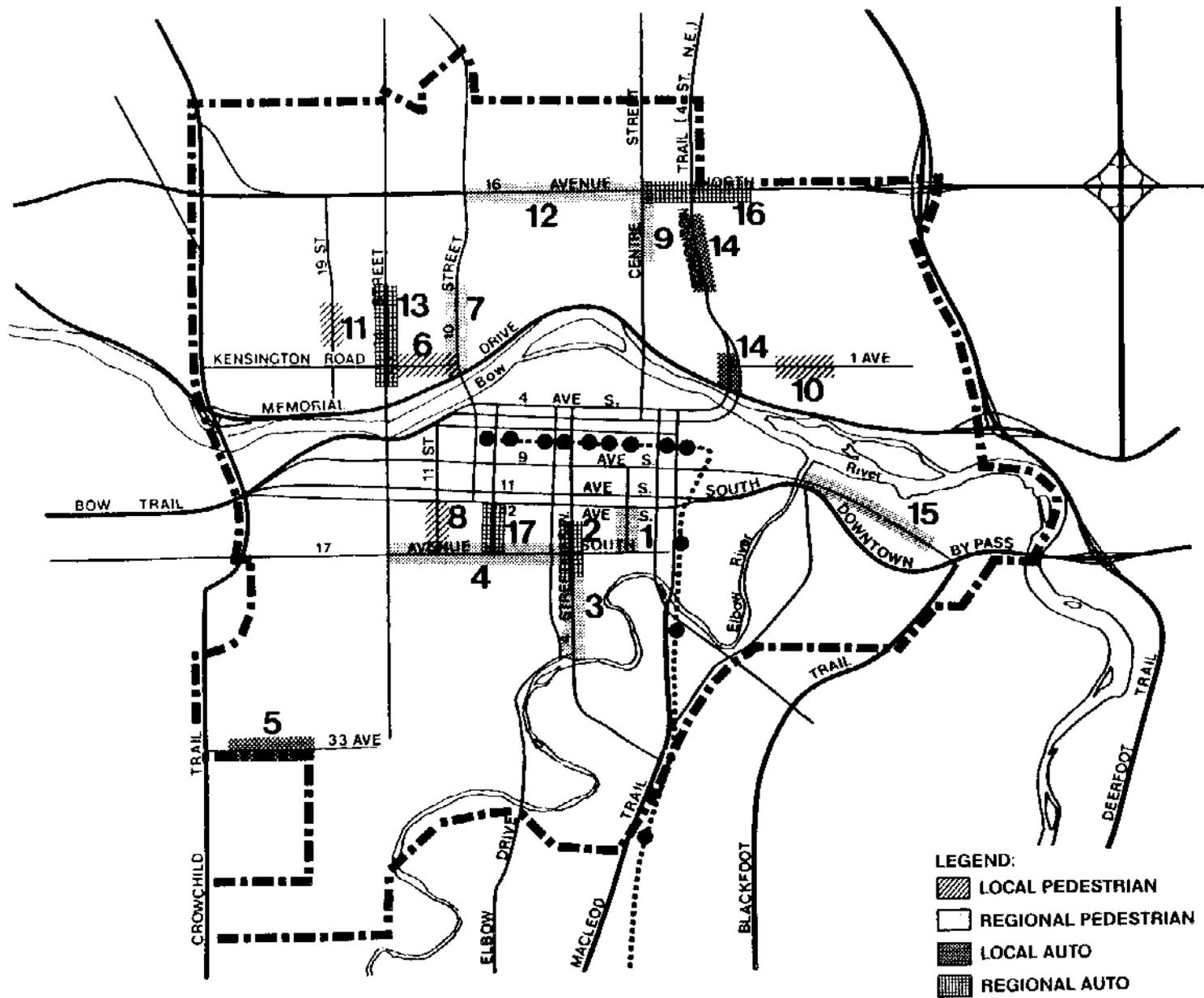
Associated with each "type" is a character defined by physical scale, height, sidewalk width and design, continuity of shopping frontage, the nature of access to parking facilities, building intensity and so on. The following chart illustrates the intended character of each strip type and presents very general physical guidelines for reinforcing that character.

TYPE	CHARACTER	GENERAL GUIDELINES
<p>1. LOCAL PEDESTRIAN ORIENTED</p>	<p>1. Provision of goods and service catering to the needs of the surrounding neighbourhoods: e.g. • Food stores • Banks • Dry-cleaners • Hardware • Small shops and restaurants.</p> <p>2. Continuity of the sidewalk pedestrian atmosphere: e.g. • Continuity of the retail frontage • Sidewalk activities • Easy visual access into stores from the sidewalk.</p> <p>3. Typical user will visit a number of shops by foot.</p>	<p>1. Parking: • On-street parking encouraged • Access to parking from the lane, minimal interruption to pedestrian circulation (minimal parking requirement).</p> <p>2. Low-intensity land uses (1.5 F.A.R.) not acting to attract substantial traffic or to shade sidewalks.</p> <p>3. Signage sensitive to pedestrian scale; not designed to capture motorist's eye.</p> <p>4. Building scale abutting the sidewalk should be low, reflecting the pedestrian orientation.</p> <p>5. Adequate provision of attractive street furniture and landscaping.</p> <p>6. Wide sidewalk widths.</p> <p>7. Limited residential uses (e.g. only on 2nd and 3rd floors).</p>

## RECOMMENDATIONS

TYPE	CHARACTER	GENERAL GUIDELINES
<p>2. REGIONAL PEDESTRIAN ORIENTED</p>	<ol style="list-style-type: none"> <li>1. Provision of goods and services catering to the needs of a broad population base (a quadrant of the city or city-wide)               <ul style="list-style-type: none"> <li>e.g. • Specialty shops and services</li> <li>• Boutiques</li> </ul> </li> <li>2. Continuity of the sidewalk pedestrian atmosphere:               <ul style="list-style-type: none"> <li>e.g. • Continuity of the retail frontage</li> <li>• Easy visual access into stores from the sidewalk</li> <li>• Small, high quality open spaces</li> <li>• Uniqueness emphasized.</li> </ul> </li> <li>3. Typical shopper will visit a number of shops by foot.</li> </ol>	<ol style="list-style-type: none"> <li>1. Parking:               <ul style="list-style-type: none"> <li>• On-street parking encouraged</li> <li>• Public surface lots</li> <li>• Substantial parking requirements to be accommodated in lanes; access to parking from the lanes</li> <li>• Restricted street-parking on adjacent residential streets</li> <li>• Adequate parking signage to enhance its presence and use.</li> </ul> </li> <li>2. Low-intensity land uses; not acting to attract substantial traffic or to shade sidewalks.</li> <li>3. Signage sensitive to pedestrian scale; not designed to catch motorist's eye.</li> <li>4. Building scale abutting the sidewalk should be low, reflecting the pedestrian orientation.</li> <li>5. Adequate provision of attractive street furniture and landscaping.</li> <li>6. Wide sidewalk widths.</li> <li>7. Limited residential uses (e.g. only 2nd and 3rd floors.)</li> <li>8. Protected and heated transit stops.</li> </ol>

TYPE	CHARACTER	GENERAL GUIDELINES
<b>3. LOCAL AUTO ORIENTED</b>	<ol style="list-style-type: none"> <li>1. Provision of goods and services catering to the needs of the surrounding neighbourhoods: e.g. <ul style="list-style-type: none"> <li>• Food stores</li> <li>• Banks</li> <li>• Dry-cleaners</li> <li>• Hardware</li> <li>• Small shops and restaurants.</li> </ul> </li> <li>2. Little sidewalk pedestrian movement or activity.</li> <li>3. Typical user will stop at only a very few businesses; cars will be parked on site.</li> </ol>	<ol style="list-style-type: none"> <li>1. Parking: <ul style="list-style-type: none"> <li>• On-street parking not encouraged</li> <li>• Few public parking facilities required</li> <li>• Access to parking from the major street, <u>not</u> be means of laneways</li> <li>• Restricted parking on adjacent residential streets.</li> </ul> </li> <li>2. Low intensity land uses.</li> <li>3. Very limited residential uses (oriented away from the major street).</li> </ol>
<b>4. REGIONAL AUTO ORIENTED</b>	<ol style="list-style-type: none"> <li>1. Provision of goods and services catering to the needs of a broad population base (a quadrant of the city or city-wide) e.g. <ul style="list-style-type: none"> <li>• Auto-related uses</li> <li>• Office-commercial.</li> </ul> </li> <li>2. Little sidewalk pedestrian movement or activity.</li> <li>3. Typical user will stop at only a very few businesses, usually visiting a specific business; cars will be parked on site.</li> </ol>	<ol style="list-style-type: none"> <li>1. Parking: <ul style="list-style-type: none"> <li>• On-street parking not encouraged</li> <li>• Few public parking facilities required</li> <li>• Access to parking from the major street, <u>not</u> by means of laneways</li> <li>• Restricted parking on, and access to adjacent residential streets</li> <li>• All required parking to be provided either in front of, or within the structure.</li> </ul> </li> </ol>



**LEGEND:**

-  LOCAL PEDESTRIAN
-  REGIONAL PEDESTRIAN
-  LOCAL AUTO
-  REGIONAL AUTO

COMMERCIAL STRIPS

LOCATION	EXISTING USES	EXISTING ORIENTATION	ROADWAY STATUS	RECOMMENDED STRIP TYPE			
				LOCAL PEDESTRIAN	REGIONAL PEDESTRIAN	LOCAL AUTO	REGIONAL AUTO
1. 1 Street S.W. (12 Ave. S. - 17 Ave. S.)	Specialty shops, restaurants	Pedestrian	Secondary thoroughfare				
2. 4 Street S.W. (14 Ave. S. - 19 Ave. S.)	Office/retail	A mixture of auto and pedestrian	Primary thoroughfare				
3. 4 Street S.W. (19 Ave. S. - Elbow Dr.)	Local and regional office/retail	Primarily pedestrian	Primary thoroughfare				
4. 17 Avenue S.W. (14 St. - 4 St. W.)	Local and regional retail, restaurants	Primarily pedestrian	Primary thoroughfare				
5. 33 Avenue S.W. (19 St. - 21 St. S.W.)	Local retail	Auto	Primary thoroughfare				
6. Kensington Road N.W. (10 St. - 14 St. S.W.)	Local retail	Pedestrian	Secondary thoroughfare				
7. 10 Street N.W. (Memorial Dr. - Gladstone Rd.)	Local and regional retail	Pedestrian	Primary thoroughfare				
8. 11 Street S.W. (14 Ave. - 17 Ave. S.)	Local retail	Pedestrian	Local road				
9. Centre Street N. (10 Ave. - 16 Ave. N.)	Local and regional retail	A mixture of pedestrian and auto	Primary thoroughfare				
10. 1 Avenue N.E. (7 St. - 9 St. N.E.)	Local retail	Pedestrian	Secondary thoroughfare				

# RECOMMENDATIONS

LOCATION	EXISTING USES	EXISTING ORIENTATION	ROADWAY STATUS	RECOMMENDED STRIP TYPE			
				LOCAL PEDESTRIAN	REGIONAL PEDESTRIAN	LOCAL AUTO	REGIONAL AUTO
11. 19 Street N. (1 Ave. - 3 Ave. N.W.)	Local retail	Pedestrian	Secondary thoroughfare				
12. 16 Avenue N. (Centre St. - 10 St. W.)	Local and regional retail	Auto and pedestrian mixture	Primary thoroughfare				
13. 14 Street N. (6 Ave.N.W.-Bowness Rd.)	Local and regional office and retail	Auto	Primary thoroughfare				
14. Edmonton Trail N.E. (Memorial Dr.-2 Ave. N.E. and 6 Ave. - 14 Ave.)	Local retail, industrial	Auto	Primary thoroughfare				
15. 9 Avenue S.E. (Elbow River - 15 St. E.)	Local and service retail, industrial and residential	Auto and pedestrian mixture	Primary to 12 Street; Secondary from 12 St. - 19 St.				
16. 8 St. W. (17 Ave. - 12 Ave. S.)	Local and regional office and retail	Auto	Primary to 17 Ave. S.				
17. 16 Ave. N. (Centre - 6 St. E.)	Local and regional retail and service	Auto	Primary thoroughfare				

## C. THE TRANSPORTATION SYSTEM

The intent in recommending a transportation system for the inner city is to accommodate city-wide needs in terms of access to downtown and crosstown mobility and, at the same time, protect the residential quality of inner city neighbourhoods. Inner city communities are experiencing:

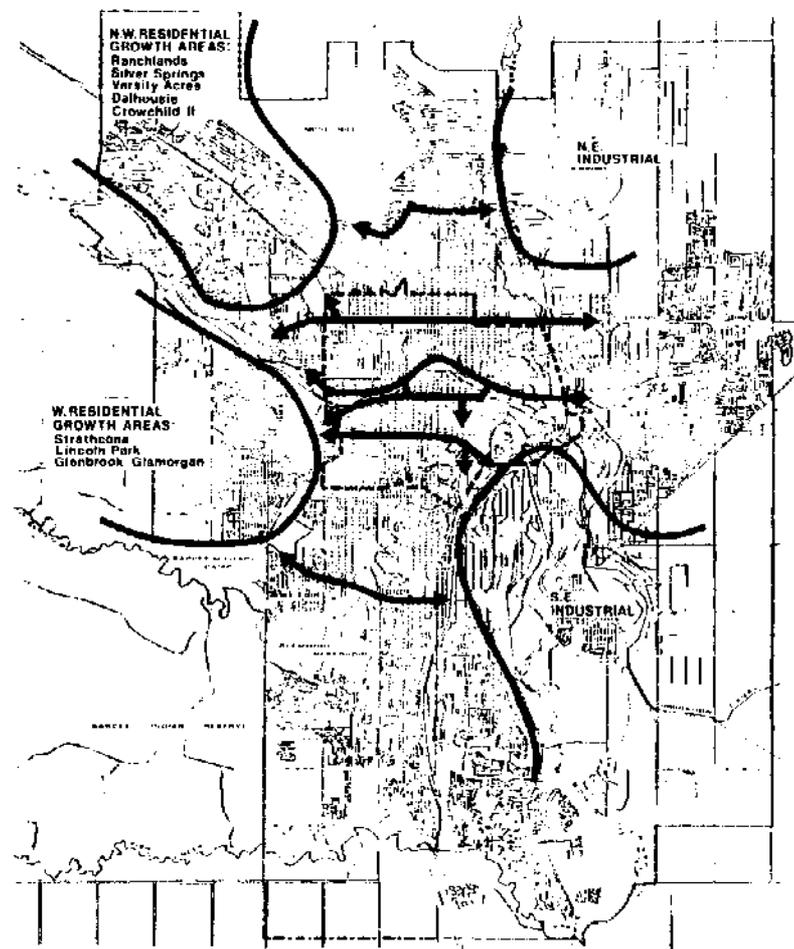
- Infiltration of vehicular traffic into residential streets because of severe congestion on downtown approaches;
- Main arteries dividing the community and isolating public facilities (i.e. schools, open space) from potential users;
- High volumes of traffic accommodated on streets of inadequate right-of-way;
- Spillover of downtown and commercial strip parking into surrounding communities;
- Unstable commercial strips due to the use of streets for through traffic and the nature of setback requirements.

The transportation recommendation is based on three fundamental principles which, if implemented, will assist in ameliorating these adverse impacts.

The principles are:

- Increased emphasis on transit;
- A hierarchy of roads having different functions and characteristics; and
- A recognition that road improvements are required and must be planned in a sensitive manner.

\* This part of the Plan has been prepared in consultation with the Transportation Department.



**ACCESS TO INDUSTRIAL SECTORS  
FROM NORTH-WEST AND WEST  
FOR DOWNTOWN AND INNER CITY**

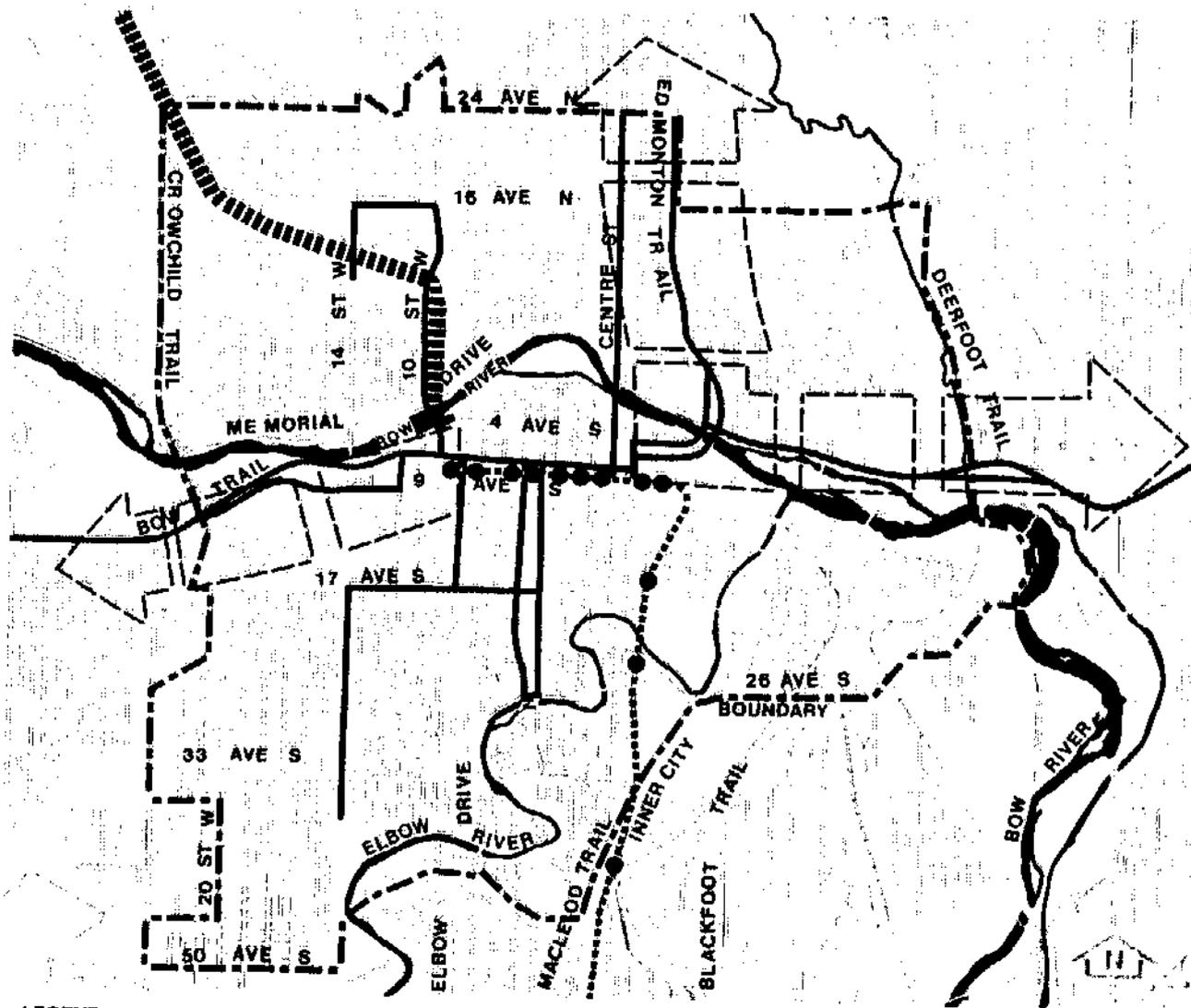
### 1. Public Transit

**The Transit System** consists of the following facilities:

- a) A Light Rail Transit System (L.R.T.) serving the Macleod Trail corridor, downtown and the northwest sector of the city (the alignment of the latter through the inner city is currently under study).
- b) Buses will provide access through the inner city from other sectors of the city, and for inner communities not served by L.R.T.

Specific policies are intended to encourage increased use of public transit:

- a) To explore possible improvements to bus service within and through the inner city, especially in problem corridors (exclusive bus lanes, bus priority signalization, etc.);
- b) To limit the growth of employment centres in the inner city to locations along major public transit corridors.



LEGEND:

- ..... APPROVED LIGHT RAIL TRANSIT SYSTEM
- BUS OPERATIONS PROBLEM AREAS
- - - - - INNER CITY BOUNDARIES

- ||||| L.R.T. APPROVED CORRIDOR
- - - - - NO CONSTRUCTION DATE

- ⇐ LIGHT RAIL TRANSIT SYSTEM ALTERNATIVES

PUBLIC TRANSIT SYSTEM

### 2. Roads

The road system consists of:

- a) Three different categories of roads within the inner city, each serving a distinct function and having a specific character.
  - i) **Primary thoroughfares:** to expedite the movement of high volumes of traffic between various areas of the city;
  - ii) **Secondary thoroughfares:** to distribute traffic between the primary thoroughfare system and local streets;
  - iii) **Local streets:** to provide access to abutting properties. At the community planning level these can be considered for closure, thereby creating usable open space.
- b) The South Downtown Bypass (including 11th and 12th Avenues), Memorial Drive and 16th Avenue North, each intended to accommodate major east-west crosstown movements.

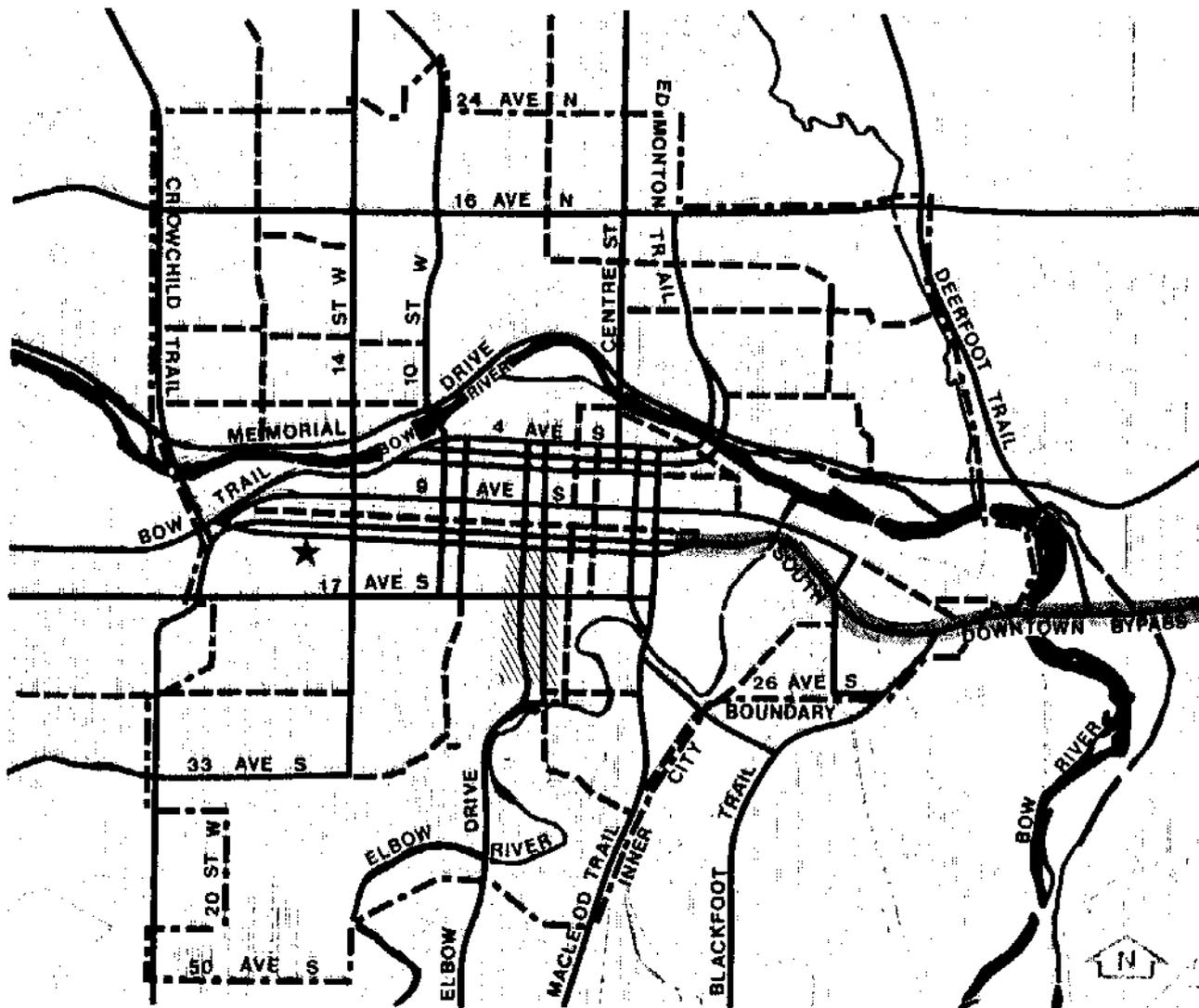
It should be noted that the South Downtown Bypass is shown here for the purposes of **protecting the right-of-way only**. Alternatives for connecting 11th and 12th Avenues east of Macleod Trail to Deerfoot Trail are being evaluated, and in due course will be presented to Council.

- c) Crowchild Trail, 14th Street, Macleod Trail/Edmonton Trail and Deerfoot Trail are intended to accommodate major north-south crosstown movements.
- d) The final decision on the 4th and 5th Street corridor will be made in conjunction with community input through the Area Redevelopment Plan process.

The roads mentioned above, and others indicated as primary thoroughfares, provide access to downtown through the inner city.

Streets designated as "local" and "secondary" provide opportunities at the community level to ensure that their function and use reinforce the residential character of the area:

- a) Secondary roads should discourage through traffic.
- b) On local roads, traffic should be limited to local access. It is possible on these roads to institute street closures and cul-de-sacs to discourage through traffic and commercial parking.

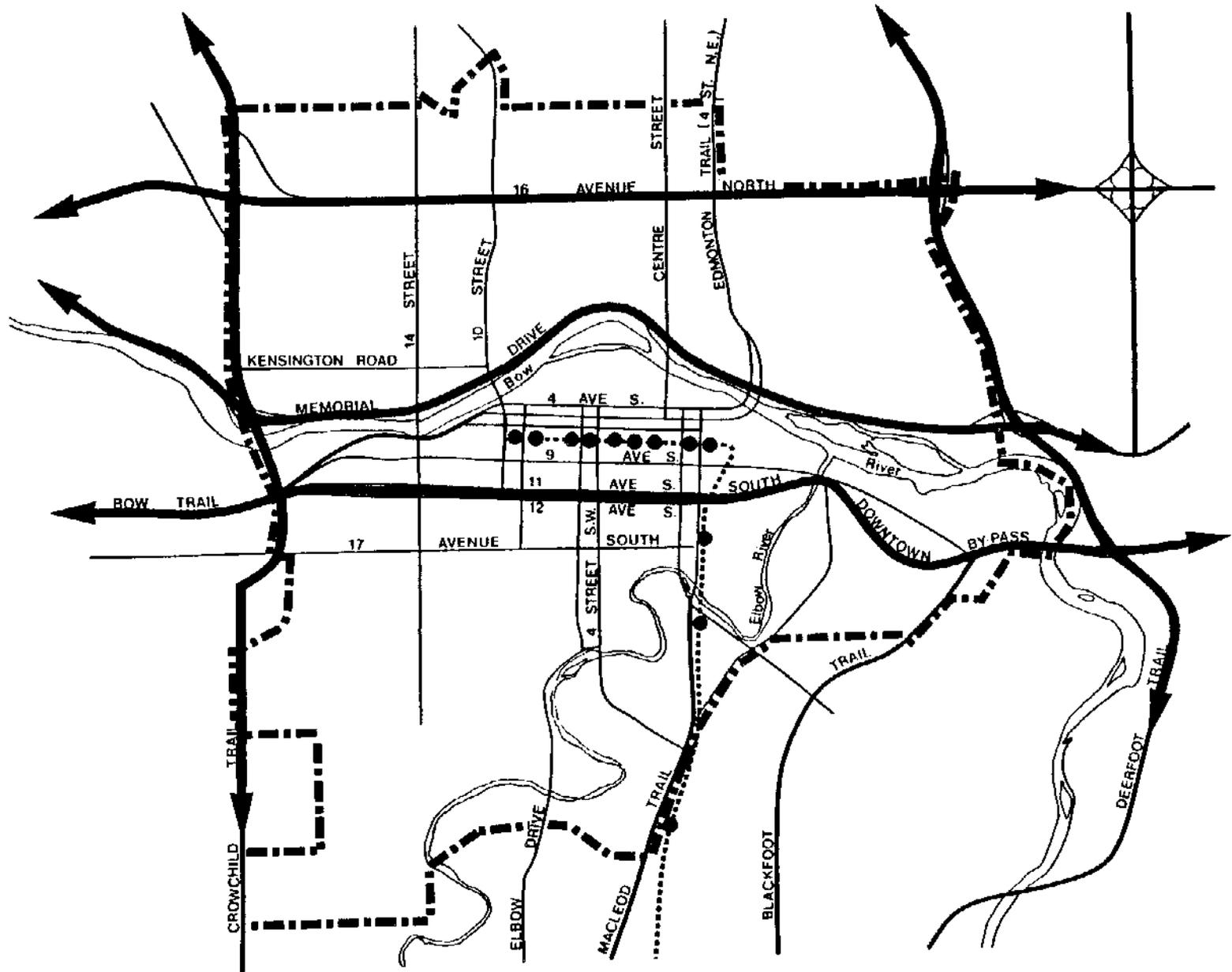


LEGEND:

- PRIMARY THOROUGHFARE
- - - SECONDARY THOROUGHFARE
- - - INNER CITY BOUNDARIES

- ★ An alternative alignment for 11th Avenue - 12th Avenue corridor, using 10th Avenue in Sunalta is being considered in the Crowchild Trail South functional planning. This alternative will increase the "envelope" of the area unaffected by peak traffic volumes.
- ▨ Alternatives to the South Downtown Bypass east of Macleod Trail will be explored.
- ▧ The status of 4th and 5th Streets will be determined in conjunction with the Area Redevelopment Plan for the surrounding community.

ROAD SYSTEM



DOWNTOWN BYPASS SYSTEM

## D. OPEN SPACE AND RECREATIONAL FACILITIES\*

Two of the major concerns dealt with in the Plan involve the substantial decline in population and demographic changes which reflect a declining proportion of families. If the inner city is to be considered an attractive residential environment (especially for families), suitable open space and public amenities must be provided. The existing open space standard of 5.5 acres per 1,000 population was developed specifically for new subdivisions and is impossible to justify in the inner city. The plan deals with open space and recreational/cultural facilities as being both an "end" in terms of reasonably satisfying existing demand and as a "means" to attract the desired population groups to areas most suited to their needs.

The present open space situation is characterized by:

- A general shortage of local open space in some inner city communities; e.g. the Beltline, Bankview, Bridgeland;
- The development of inner city areas to a greater density without the provision of additional open space;
- A shortage of public open space in high density areas being aggravated by the absence of private amenity space comparable, for example, with that provided in single family dwellings;
- The absence of realistic minimum open space requirements;
- Accessibility to open space often being difficult or unsafe as a result of long walking distances or traffic barriers;
- Available open space too often lacks the necessary landscaping and play equipment to make it attractive and usable;
- Difficulty in anticipating open space requirements for large areas where, due to their land use classification, the demographics may change within a very short period.

\* This part of the Plan has been prepared in consultation with the Parks and Recreation Department.

The open space proposals for the inner city consist of three distinct parts:

- **LOCAL OPEN SPACE/FACILITY GUIDELINES**

The intent of these guidelines is to indicate the quantity, distribution and quality of open space and recreational facilities which should be provided within the community for different segments of the population. It is expected that the community planning process would use these guidelines as a yardstick to determine, within the context of local objectives, specific open space and facility requirements.

- **REGIONAL (I.E. INNER CITY) OPEN SPACE/FACILITY REQUIREMENTS**

It is recognized that the availability of certain open space/recreational facilities which are impossible to support (and provide) at the local community level are, in fact, required within a region (in this case the inner city) to make the area a more viable and attractive residential environment. This proposal attempts to identify such facilities and suggest suitable locational criteria.

The need for city-wide facilities can only be identified within a broader context (such as The General Plan (1979) ) and is considered to be beyond the scope of this proposal. The General Plan (1979) and the "Policy Statement and Planning Recommendation", produced by the Parks and Recreation Department have attempted to deal with these city-wide issues.

- **OPEN SPACE LINKAGE SYSTEM**

This part of the proposal identifies a possible linkage system for pedestrians and cyclists, connecting open spaces and natural features by means of attractive and safe bicycle and walking paths.

## RECOMMENDATIONS

### 1. Local Open Space and Facility Guidelines

Open space is an all-encompassing term which refers to a variety of spaces and facilities serving distinctly different needs. It is difficult to imagine applying one measure of adequacy to very different needs. For example, a regional park is definitely an asset to adjacent communities in the same way that an escarpment is a visual amenity, but it is not reasonable that these should be considered as substitutes for **local** open space, that is, for children's tot lots, passive parks for the elderly, gymnasiums for the young, and so on. A variety of needs can only be satisfied by providing a number of somewhat specialized facilities.

It is necessary as a first step to determine which open space and recreational facilities are in fact local, and should be provided within each community. Two criteria need to be considered in determining the **local** nature of any facility:

- a) The need for the facility as an essential ingredient of community life; and
- b) The existence of a large enough support population within walking distance (which may vary with different user groups) to justify the construction of the smallest possible unit of the facility.

The guidelines are then based upon the following considerations:

- i) The **function** which the open space or facility is supposed to serve;
- ii) **Accessibility** from the surrounding area;
- iii) The **minimum size** required to make it useable;
- iv) Present needs of existing residents and anticipated needs of future residents;
- v) The nature of the specific area in terms of density, location and its relationship to the total park system.

The following table puts forward a set of guidelines for local open space; guidelines which would serve to improve the quality of inner city residential neighbourhoods and anticipate the expected needs of the desired population base in each area.

The table deals with four functions, the tot lot, passive parks, community parks (skating, baseball diamonds, soccer fields), and multi-purpose courts considered essential for each community. The requirements for each are specified in terms of area coverage (the maximum distance between the residential units and the facility) and the minimum size of the facility.

It should be noted that combining any number of facilities on the same site, on school grounds or within a regional park is also acceptable as long as the maximum distance and minimum size criteria are satisfied and the facility is made readily accessible to the public. Size requirements, however, are additive in that a tot lot of 5,000 sq. ft., for example, may be required in addition to, and not in lieu of a park, tennis court, etc.

In terms of implementation, local open space might be obtained by a variety of means including:

- Improving the quality and usefulness of existing open space;
- Street closures;
- Redevelopment levies;
- Land purchase;
- Use of school property;
- Bonusing systems.

The most appropriate means should be determined at the community planning level.

It should be recognized that schools and school sites are essential ingredients of community life and open space within the inner city. Area Redevelopment Plans should contain recommendations for specific uses of school sites declared surplus for educational purposes. The plans should also include recommendations as to how the proposals may be implemented.

## GUIDELINES FOR LOCAL OPEN SPACE REQUIREMENTS FOR INNER CITY

FUNCTION	MAXIMUM DISTANCE	MINIMUM SIZE
1. Tot lot <sup>[1]</sup> <sup>[2]</sup> (Required in family oriented communities i.e. conservation and low density areas)	0.25 mile	5000 sq. ft.
2. Passive Park <sup>[1]</sup>	0.25 mile	a. For medium low, medium and high density areas: 1 acre b. Conservation and Low density areas: 0.5 acre
3. Community Park <sup>[1]</sup> (• Skating • Baseball diamond • Soccer • Informal sports • Sitting and • Observation, etc.)	0.75 mile	3.5 acres
4. Multi-purpose courts (• Tennis • Volleyball • Basketball • Badminton, etc.)	0.75 mile	Flexible

<sup>[1]</sup> These facilities should be accessible without crossing major barriers (major thoroughfares, slopes).

<sup>[2]</sup> Note:  
The minimum size of an individual tot lot may be reduced, however, tot lots within ¼ mile radius must add up to 5,000 sq. ft.

### 2. Regional Facilities

The guidelines established so far have dealt with local open space. Apart from these, it is recognized that regional facilities would also be an asset to the inner city and could fulfill certain needs which local open space cannot satisfy. The following kinds of facilities are considered important in making the inner city a more attractive residential environment:

- Swimming pools
- Sports complexes, gymnasiums
- Craftrooms
- Libraries
- Arenas

These facilities cannot and need not be provided in each community. It is, however, essential that they be within easy reach of all inner city residents.

Because a large segment of the users of these facilities are of a young age, such complexes should be located along major public transit corridors. The Lindsay Park Site could be considered a "candidate".

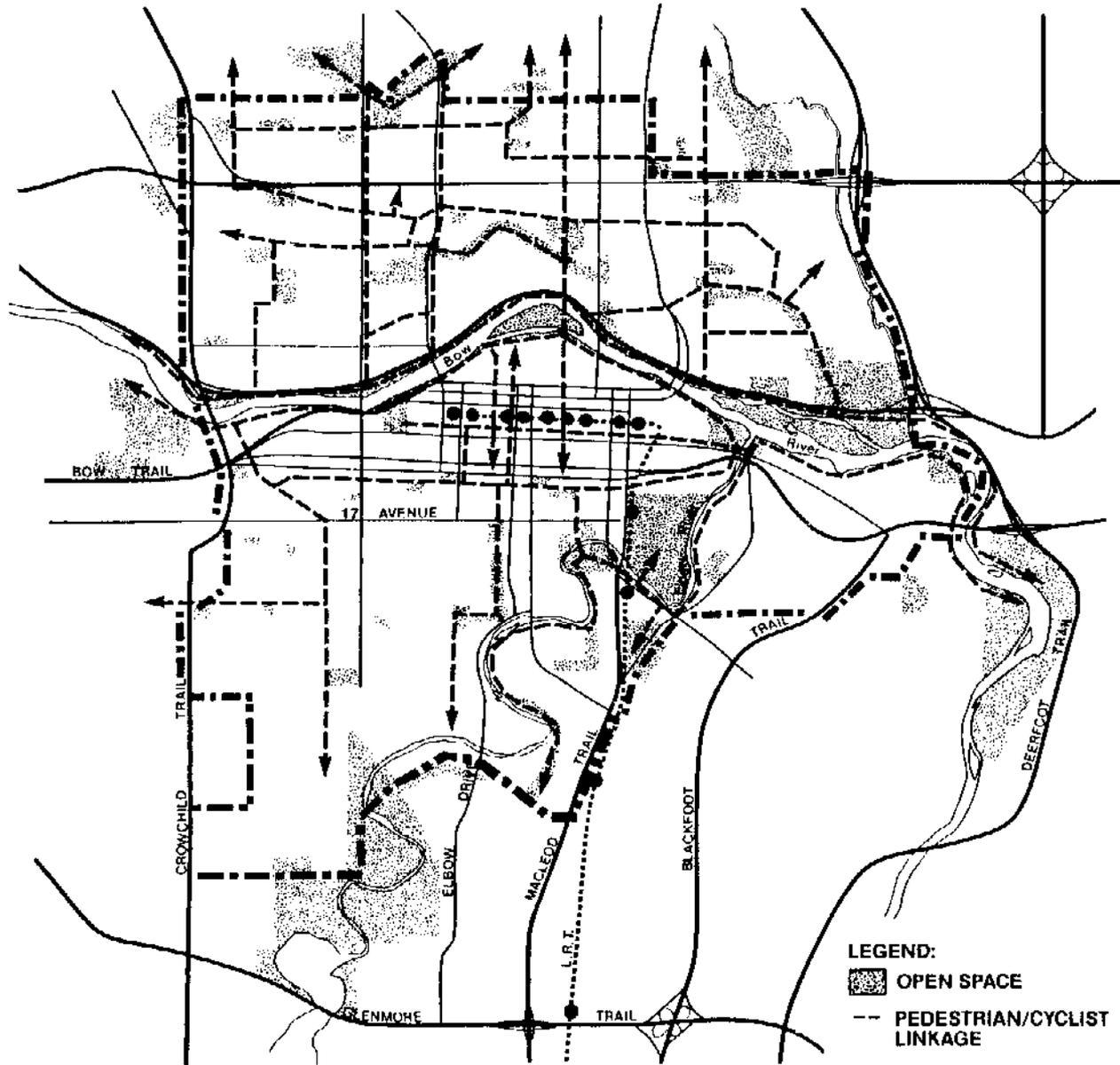
### 3. Open Space Linkage System (Pedestrian, Cyclists)

The continuity of the open space system, achieved through the provision of bicycle and pedestrian paths, is seen as being an essential component of the open space system.

- It provides safe access from one facility to the next, (e.g., from school sites to regional parks);
- It provides access to unique natural features and exposes more amenities to a greater potential user group (e.g., the Bow River Valley, escarpments, Prince's Island, etc.);

- It accommodates some of the mobility requirements of the younger and older age groups (i.e. those which may neither have the ability nor the desire to use cars).

The following conceptual plan illustrates the existing open space system and identifies desirable linkages. In designating these linkages, an attempt has been made to provide for a complete and continuous network; to minimize the exposure of users to vehicular traffic and to protect and enhance unique natural features. This network can be used as one criterion in identifying preferred locations for additional open space. While the principles outlined earlier must be adhered to, the location and nature of specific links can be determined at the community planning level.



OPEN SPACE LINKAGES  
(PEDESTRIAN, CYCLISTS)



## **PART VI — IMPLEMENTATION**

<b>A. LEGAL STATUS</b>	<b>93</b>
<b>B. MONITORING PROCESS</b>	<b>93</b>
<b>C. ROLE OF THE INNER CITY PLAN (1979) RELATIVE TO COMMUNITY PLANS</b>	<b>93</b>
<b>D. THE NEED FOR COMMUNITY PLANS</b>	<b>95</b>



## PART VI — IMPLEMENTATION

The purpose of this section of the Plan is to:

1. Outline how **The Inner City Plan (1979)** is to be used (in relation to existing and future community plans);
2. Specify the steps which must be taken to ensure that the recommendations are updated; and
3. Ensure that recommendations are, in due course, implemented.

### A. LEGAL STATUS

The intent of the plan should be very clear. **The Inner City Plan (1979)** establishes objectives, principles and directions. This skeleton will be used as a basis for developing Area Redevelopment Plans. The Plan is not intended to establish land uses on a site specific basis.

In the interim period (prior to completion of Area Redevelopment Plans) the Calgary Planning Commission and the Development Officer, in making decisions and recommendations for areas without approved Design Briefs, should have due regard to **The Inner City Plan (1979)** in addition to site specific factors.

This Plan will not be incorporated into **The General Plan (1979)** until such time as individual Area Redevelopment Plans have been completed and approved.

All Area Redevelopment Plans will be approved in conjunction with amendments to the Land Use By-law. Any necessary land use reclassifications will be handled according to Council's established policy at the Area Redevelopment Plan stage.

### B. MONITORING PROCESS

Change is an integral part of the character of the inner city. Conditions upon which recommendations have been based are constantly being altered. It is also feasible that new forces and values will dramatically change the nature and potential of the inner city. Within this context of change, no long-term plan can justly attempt to define a static end product.

The impact of **The Inner City Plan (1979)** on development activity and the effectiveness of specific policies should be carefully monitored and reviewed as individual Area Redevelopment Plans are completed and brought to Council. In particular, the market implications of the recommendations of this plan should be carefully reviewed when the Area Redevelopment Plans are prepared.

Because of the rapidly changing data base in the inner city, the Plan should be reviewed approximately every two years, subject to priority being given to the inner city Area Redevelopment Plans.

### C. ROLE OF THE INNER CITY PLAN (1979) RELATIVE TO COMMUNITY PLANS

The intent of this document is to establish the general role and function of various parts of the inner city; to address major problems affecting the entire area; to define broad principles for directing growth and change. The recommendations presented here are not intended to be blindly applied.

This represents the first of a two stage exercise. The second stage consists of detailed planning at the community level with ample opportunity for involvement of interested parties. It is at this latter stage that specific policies, guidelines, boundaries and implementation techniques will be determined.

## 1. For Areas with Existing Design Briefs or NIP/RRAP Designation

(Including the North Bow Special Study Area — Crescent Heights, Regal Terrace, — now nearing completion)

This Plan is not intended to supercede existing neighbourhood plans nor is it intended to undermine the City's commitment to the NIP and RRAP programs.

Although all future neighbourhood plans will be undertaken within the context of **The Inner City Plan (1979)**, the plan should not have an immediate impact on communities already having approved plans (i.e. design briefs or NIP/RRAP designation). In these areas, efforts should not be made now to implement land use recommendations contained in this plan.

In time:

- a) If directions and objectives established at the neighbourhood level **are not** being met, and there is an obvious need to undertake a new planning process, at Council's direction, the area will then be reviewed and a new plan developed within the context of **The Inner City Plan (1979)**.
- b) If directions and objectives established in existing design briefs and/or through NIP/RRAP programs **are** being met, it is conceivable that, in due course, **The Inner City Plan (1979)** would be revised accordingly.

## 2. For New Community Plans

This plan is to provide a policy framework within which planning, at the neighbourhood level, might better respond to broader city and inner city issues and objectives.

The Plan attempts to establish essential elements of the land use distribution, the transportation system and the open space network. The principles established in this document must be adhered to; however, it is recognized

that a whole range of decisions can only be arrived at the community level. In this respect, latitude exists for community input in terms of:

### a) RESIDENTIAL LAND USES

- i) The precise boundaries and extent of development nodes can only be determined at the individual community level with the participation of local interest groups.
- ii) For a given residential character type, as long as the intent is adhered to, the specific appropriate density can be determined at the community level.
- iii) It is not necessary for the entire development node which has been indicated in this plan to be available for redevelopment. At the community planning level, areas for conservation within these nodes can, in fact, be identified. It will, however, be necessary for the node to allow for a development potential equal to the minimum density specified for the area.

### b) COMMERCIAL STRIPS

- i) The precise boundaries should be determined at the community level;
- ii) More specific guidelines can be established as part of the community planning process;
- iii) Solutions to specific problems (i.e. — the location of parking) can be explored at a more detailed level.

### c) TRANSPORTATION SYSTEM

- i) The nature and use of local roads can be dealt with at the neighbourhood level;
- ii) Some flexibility exists to ensure proper use and protect community interests with respect to secondary thoroughfares, and some portions of the primary system.

### d) OPEN SPACE

- i) The guidelines for local open space can be used as a measure at the community level;
- ii) The open space linkage system can, in fact, be altered if the principles are adhered to and continuity, beyond community boundaries, is maintained.

## D. THE NEED FOR COMMUNITY PLANS

It is essential, if the recommendations of this plan are to have any effect, that plans be undertaken for areas which do not presently have design briefs. Council recognizes that it will not be possible to prepare Area Redevelopment Plans for some areas (specifically, South Calgary and Elbow Park) in the near future, and that priorities must be established.

Within the context of the broad framework established in this document, effort should now be directed towards detailed planning for the following inner city areas:

- Sunalta  
Beltline
- Erlton
- Mission  
East Beltline
- Bankview

For Erlton, in particular, Council supports the concept of high density but recognizes that, because of the large jump in density proposed and the special characteristics of the area, Erlton will require a special study prior to the implementation of that higher density.

The Administration is instructed to proceed with Area Redevelopment Plans substantially in conformance with this document, on the understanding that should Communities and the Administration be unable to resolve major questions during the Area Redevelopment Plan Process, these questions will be referred through the appropriate policy committee to Council for resolution or direction.

