

Greater Forest Lawn Communities Local Area Plan – Draft Chapter 1

This Draft Local Area Plan (LAP) Chapter 1 has been created for discussion purposes.

Draft – April 2022

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Land Acknowledgment

We would like to take this opportunity to acknowledge that we are gathered on the traditional territories of the people of the Treaty 7 region in Southern Alberta. The Nations of the Treaty 7 region are: the Siksika, Piikani, and Kainai First Nations, who, altogether, form the Siksikaitsitapi (Blackfoot Confederacy). The Chiniki, Bearspaw, and Wesley First Nations, who, altogether form the Îethka Nakoda Wîcastabi Stoney Nakoda First Nations; and the Tsuut'ina First Nation. The City of Calgary is also homeland to the historic Northwest Métis and to Métis Nation of Alberta, Region 3. We acknowledge all urban Indigenous Calgarians who have made Calgary their home.

Guided by the White Goose Flying Report, The City's response to the findings and calls to actions of the Truth and Reconciliation Commission, and the Indigenous Policy, a Council-approved policy which outlines meaningful ways forward and policy opportunities to grow from and build common ground, we are beginning to explore how to better understand and act on our shared foundations with Indigenous peoples within the traditional territories that Calgary situates within. While discussions continue regarding our own actions and efforts as a department, we are committed to beginning to actively explore ways to redefine our understandings, our assumptions, our relationships, and our abilities to build a more inclusive and equitable city based on our shared foundations.

Chapter 1 – Visualizing Growth

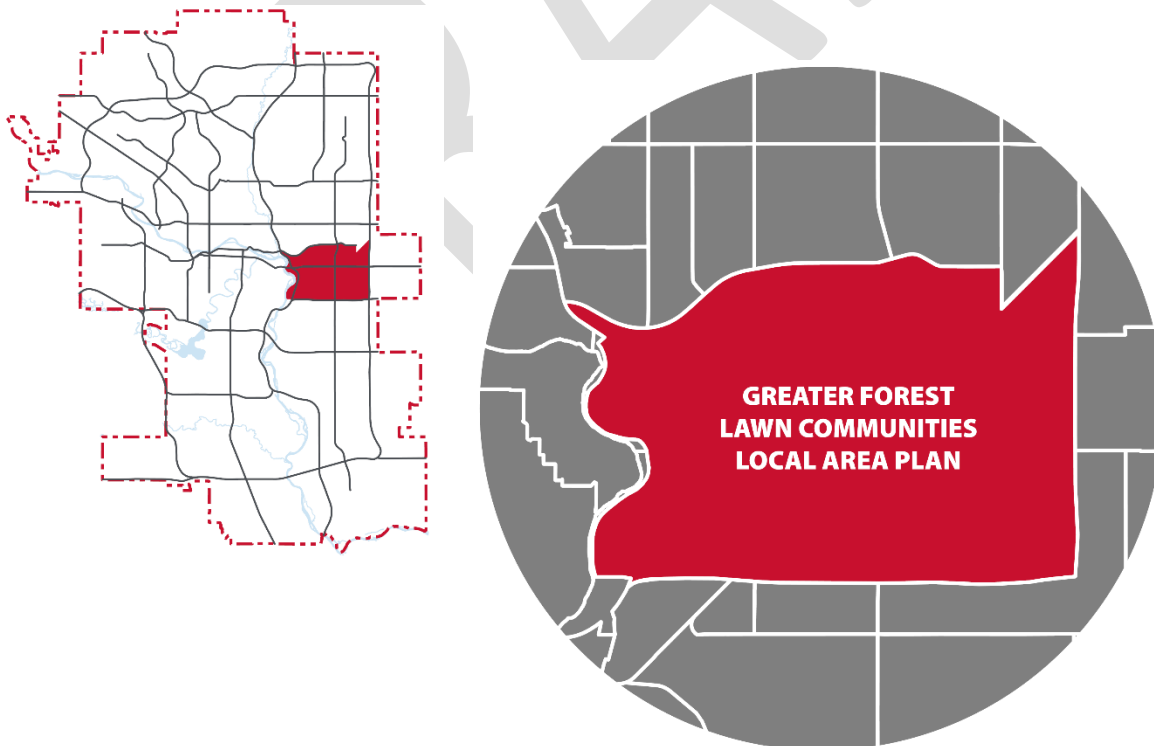
1.1 Introduction

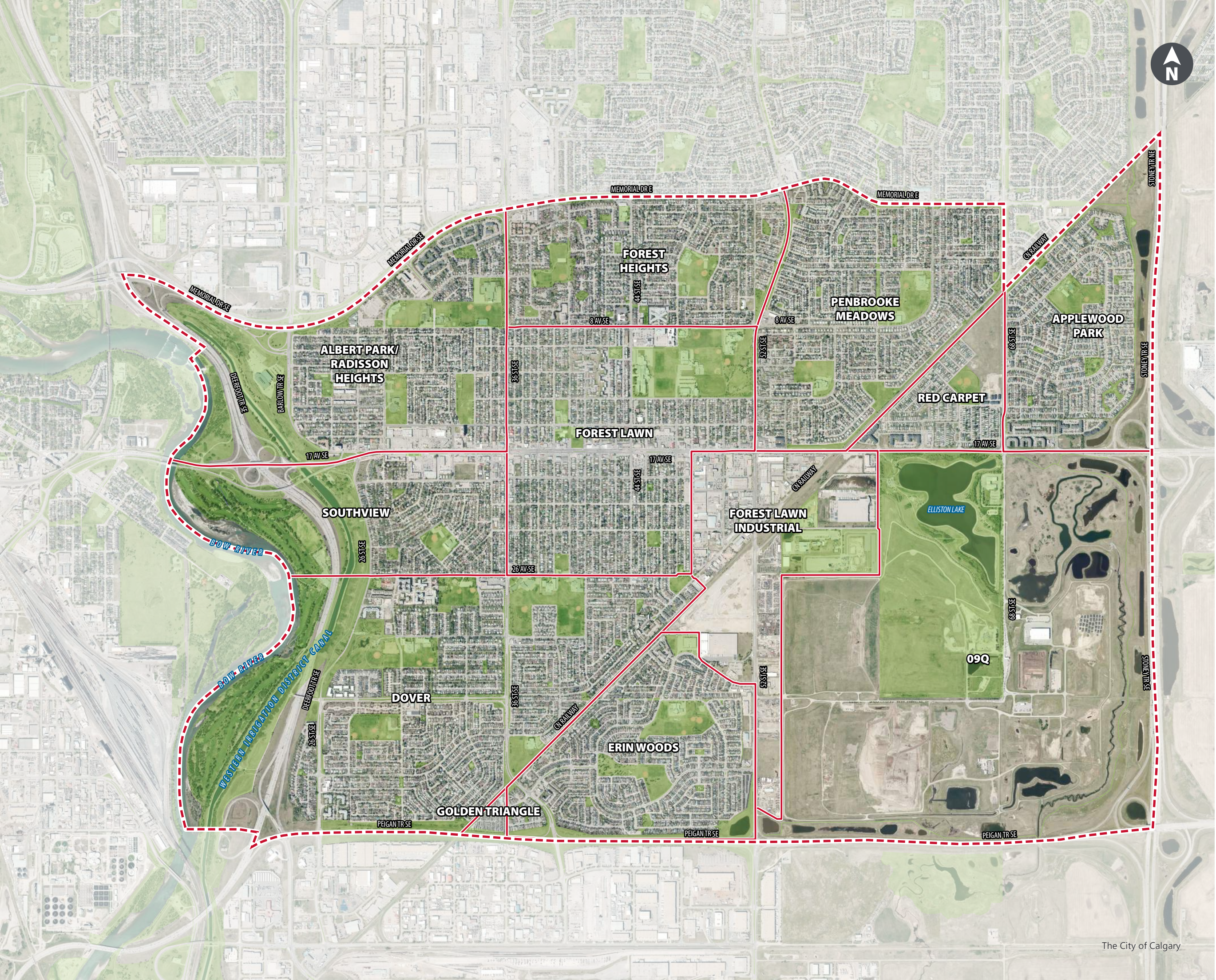
The Greater Forest Lawn Communities Local Area Plan (Plan) is a statutory policy document that provides a framework for long-term vision and guides local growth and change in the plan area. The Plan takes a multi-community approach and includes a mixture of residential and industrial communities with Memorial Drive E to the north, Pegan Trail SE to the south, Stoney Trail SE to the east and Bow River to the west (**Figure 1: Plan Context**). The Plan recognizes and builds upon the history and uniqueness of each community through shared assets, amenities, public parks and open spaces, transit station areas, and the International Avenue Main Street that naturally bring people and communities together.

The plan area consists of Albert Park/Radisson Heights, Applewood Park, Dover, Erin Woods, Forest Heights, Forest Lawn, Forest Lawn Industrial, Penbrooke Meadows, Red Carpet, Southview, 09Q, and a portion of Golden Triangle (**Map 1: Community Context**).

The Plan will guide development, and identifies amenities and infrastructure needed to support growth in the Greater Forest Lawn communities. The Plan is meant to be updated periodically as development and change occur.

Figure 1: Plan Context





Map 1:
Community Context

- Legend**
- Plan Area Boundary
 - Community Boundary

1.2 Vision and Core Values

Vision

Building upon principles and goals set out in the Municipal Development Plan (MDP) and with community input, the Greater Forest Lawn Communities Local Area Plan will establish a vision for how growth and change will occur strategically over time through the engagement process.

Core Values

*The core values will be developed through the engagement process for the Greater Forest Lawn Communities Local Area Plan and will support realizing the Plan's vision. The core values will shape the policy and guidance in **Chapter 2: Enabling Growth** and **Chapter 3: Supporting Growth** of the Plan.*

1.3 Community Context

History

The Greater Forest Lawn area lies within Treaty 7 territory, which opened to non-Indigenous settlement after the treaty was signed in 1877. At that time, Indigenous peoples had lived in this region for at least 12,000 years. Calgary began as a North-West Mounted Police post in 1875 and developed as an unincorporated settlement when the transcontinental Canadian Pacific Railway (CPR) arrived in 1883. It was incorporated as a town in 1884 and as a city in 1894. The planning area lay entirely outside the city limits until 1961 when The City annexed the Town of Forest Lawn and its surrounding areas. Additional annexations in 1979, 1981, and 1989 brought the entire area within city limits.

The planning area consists of a plain located east of the Elbow River and Nose Creek. It lies mainly within Township 24, Range 29 West of the Fourth Meridian, which lay entirely outside Calgary's city limits before 1961. The township was surveyed in the 1880s, and it is narrower than most other townships on an east-west axis to allow for a correction line in the Dominion Land Survey system. Two of the Greater Forest Lawn communities, Dover and Southview, include portions of the adjacent township to the west (24-1-W5M) that were annexed to Calgary in 1907 and 1910.

Between the late 19th and early 20th centuries, the planning area was bisected on an east-west axis by the section road that became Highway #1 and, eventually, 17 Avenue SE. In 1914, it was bisected on a southwest-to-northeast axis by a Grand Trunk Pacific Railway (GTP) line constructed in 1914 between Three Hills to the northeast and the terminus at the present site of Fort Calgary Historic Park. Later, the GTP was merged with the Canadian Northern Railway to form Canadian National Railways (CNR).

In 1896, Ottawa expedited agricultural settlement in western Canada, mainly through immigration from Europe and the United States. This large population influx contributed to Calgary's rapid growth early in the 20th century and a real estate boom that prompted land speculation. Additional local factors included the creation of Chestermere Lake through irrigation activity and the promotion of Chestermere as a resort destination. Another local factor was the expected routing of the GTP line into Calgary through Hubalta, as the proposed railway townsite was named in 1910. The line was completed in 1914, and passenger and freight service to Hubalta and Calgary stations began that year.

Early in the twentieth century, Calgary experienced an economic and population boom that transformed it into a regional wholesale and distribution centre. As a result, outside of the city limits, speculators—and, in some cases, local farmers—began registering subdivision plans for new business, industrial, and residential developments on land that was expected to become part of Calgary or its metropolitan area. Many of these subdivisions were registered in the Greater Forest Lawn area between 1906 and 1912. There, prospective developers included, among others, outside investors like Calgarians C.T. Gilbert and A.J. Smyth and local farmers Thomas Beveridge and David D. Oughton.

Charles Thomas Gilbert (1867–1952), a baker from Warwickshire, England, settled in Toronto and Sarnia before moving to Calgary in the late 1890s. He operated bakeries in Calgary, Banff, Claresholm, and Okotoks. Gilbert subdivided Forest Lawn (which he reportedly named for the Los Angeles cemetery), the future Forest Heights, and Gilbert Estate in what later became Albert Park/Radisson Heights. In 1976, Heritage Park Historical Village remodelled an old building that moved from Standard, Alberta, to interpret Gilbert's Stephen Avenue bakery.

Ontario-born Albert John Smyth (1856–1922) moved to Calgary in 1889, and he worked as a bricklayer, established a brickyard, and became a bicycle dealer and property owner. Smyth subdivided Albert Park, which was reportedly named for him. A slough on the property, one of many in the district, is identified as a lake in the subdivision plan but became known to residents as Smyth Slough. Smyth later moved to Vancouver.

Thomas Beveridge (1856–1928) was one of the first farmers in what is now Forest Lawn. He came west from Collingwood, Ontario, in 1885 and farmed on a half-section between 17 Avenue SE and 26 Avenue SE, from 36 Street SE east to 52 Street SE. Ultimately, he owned at least a section and a quarter in the area. His brother-in-law Henry B. Cossar farmed just south of the planning area, and Henry's brother James farmed in what later became Dover. In 1906, Beveridge sold land to C.T. Gilbert, moved to Calgary, and entered the real estate business with his brother F.D. Beveridge. Beveridge Brothers marketed Cossar Acres, and Thomas subdivided Hazeldean in part of the future Dover neighbourhood. The brothers also built the Beveridge Building, a downtown Calgary landmark, from 1911 until it burned in 1986.

David D. Oughton (1862–1956) was one of the early homesteaders in this area, and he remained for the rest of his life as one of Albert Park's most significant residents. Born in Perth, Ontario, he moved first to Michigan before resettling east of Calgary in 1902. He and his wife, Jane (née Trace, 1871–1940) and their children lived in a farmhouse that they built on their farm and ranch north of 17 Avenue SE and west of 36 Street SE in the future Radisson Heights area. Oughton served as a trustee for the local Bow Valley School Board when its school opened in 1906. During the pre-First World War boom, he subdivided Oughton Estate on his property. Sons Harry and Bert established the landmark Oughton Brothers service station in the area in 1930. Oughton served as a Forest Lawn town councillor, and he donated land for the David D. Oughton School (1151–34 Street SE), which operated from 1953 to 2006.

The subdivisions promoted by Gilbert, Smyth, Beveridge, and Oughton were among others with names like Golden Rose Park, Hubalta Park, Louise Park, Mountain View, and Victoria Square. A few, such as Albert Park, Forest Lawn, and Hubalta, were developed; others remained on paper only. Victoria Square emerged as an intended industrial area. All of the developments were located within Local Improvement District No. 220, established in 1912 and was

redesignated as a municipal district in 1918. It was eventually renamed Municipal District of Shepard No. 220.

Calgary's real estate boom ended in 1913, and the subdivisions evolved as the unincorporated hamlets of Albert Park, Forest Lawn, and Hubalta, all located within and administered by the municipal district. They were situated between Calgary's eastern limit and the railway tracks to the east. Low taxation and living costs attracted residents, although the hamlets lacked most municipal infrastructure. By the early years of the Great Depression, a substantial portion of the municipality's population, and most of its relief recipients, lived in the hamlets.

In 1934, to ease the municipality's relief burden, the province withdrew the hamlets and reorganized them into two villages, Albert Park and Forest Lawn. The villages were reorganized in 1935 as the Village of Forest Lawn. An elected three-member council replaced the official administrator in 1946, and in 1952, Forest Lawn was re-incorporated as a town.

In 1956, Forest Lawn adjusted its street numbers to align with Calgary's and addresses along the avenues were consequently re-numbered. That year, the provincial McNally Royal Commission on metropolitan development recommended that Calgary establish a single municipal authority by annexing its satellite communities of Bowness, Forest Lawn, and Montgomery. In a series of plebiscites held in the late-1950s, a majority of town residents expressed a desire to join Calgary. However, Forest Lawn remained separate from Calgary, and it competed with The City, unsuccessfully, for the right to annex industrial lands that both municipalities felt that they required. Ultimately, Calgary annexed the town in 1961.

The annexation included extensive rural lands beyond the Town of Forest Lawn's municipal boundaries. In concert with The City, private developers established new residential and industrial districts complete with commercial zones. New residential neighbourhoods in the 1961 annexation area included Radisson Heights (within the existing Albert Park district, 1964), Penbrooke Meadows (1969), Dover (circa 1970), Red Carpet (circa 1970), and Erin Woods (circa 1980). Southview and Forest Heights were subdivided in 1950 and 1960, respectively, before the annexation. Applewood Park (1982) was developed east of the 1961 annexation area and annexed in 1979 and 1981.

Original settlers were predominantly Anglo-Saxon, but the area soon attracted newcomers from various European backgrounds, many of them Polish and Ukrainian. In 1930, a family from India settled in Forest Lawn. A black man named Frieman, who lived south of the Forest Lawn Store, owned a wagon and team of mules and operated a contracting business. Calgary's first mosque opened in the former St. Luke's Anglican Church (3027–17 Avenue SE) in 1960. By the 1990s, the area's increased population comprised immigrants from countries worldwide. As a result, businesses and services began to reflect a vast cultural diversity.

The first privately-owned transportation system to link Forest Lawn with Calgary was Ernie Lock's horse-and-buggy service in 1921–22. Ben Boswell followed with a motorized service in 1924. The privately-owned Forest Lawn Bus Service commenced operation in the 1950s using three surplus Ford buses purchased from the Calgary Transit System. Following the town's annexation, Calgary's transit system was extended to Greater Forest Lawn. The electric trolley coach system inaugurated in the late-1940s for trunk lines was never extended to the planning area, which was serviced by diesel- or gasoline-driven buses. The C-Train, a light-rail transit (LRT) system began the northeast line (styled as Route 202) service on April 27, 1985.

Community Characteristics and Attributes

The Plan Area and surrounding land contain characteristics and attributes that are considered part of the Plan's development. Key features are shown on **Map 2: Community Characteristics and Attributes**. These characteristics should be considered throughout all subsequent phases of planning and development.

Topography

The Greater Forest Lawn Communities are characterized by generally high elevation east of the Bow River. A steep escarpment forms a portion of the southwestern edge of the area, sloping down to the west towards Deerfoot Trail and to the Bow River. The intensity of the ridge reduces towards Memorial Drive E. The elevation across the plan area from west to east is relatively constant, with a gentle slope upward towards the northern boundary in the northwestern part of the plan.

Natural Features and Open Space

The Plan Area is part of the Bow River Watershed, and it is east of the Bow River. Development adjacent to the Bow River may be subject to flooding and is identified as part of the floodway or flood fringe. The floodway and flood fringe boundaries are outlined in **Appendix A: Plan Constraints**. **Chapter 2: Enabling Growth** includes policies to strength resiliency and minimize development impact on the river while supporting intended growth.

The Great Forest Lawn Communities plan also includes a range of regional pathways and open spaces, such as Bow River Pathway, Elliston Park and Valleyview Park. The Western Irrigation District Canal, a CPR irrigation project begun in 1906, parallels Deerfoot Trail SE along the start of its route eastward to Chestermere Lake.

Urban Forest

The Greater Forest Lawn communities have a mature tree canopy that consists of trees on public and private lands. Healthy tree canopies are critical to climate change mitigation and enhance community wellbeing. As part of the Plan, policies have been provided to help maintain, improve and expand the existing tree canopies across the communities and contribute to broader City climate resiliency objectives.

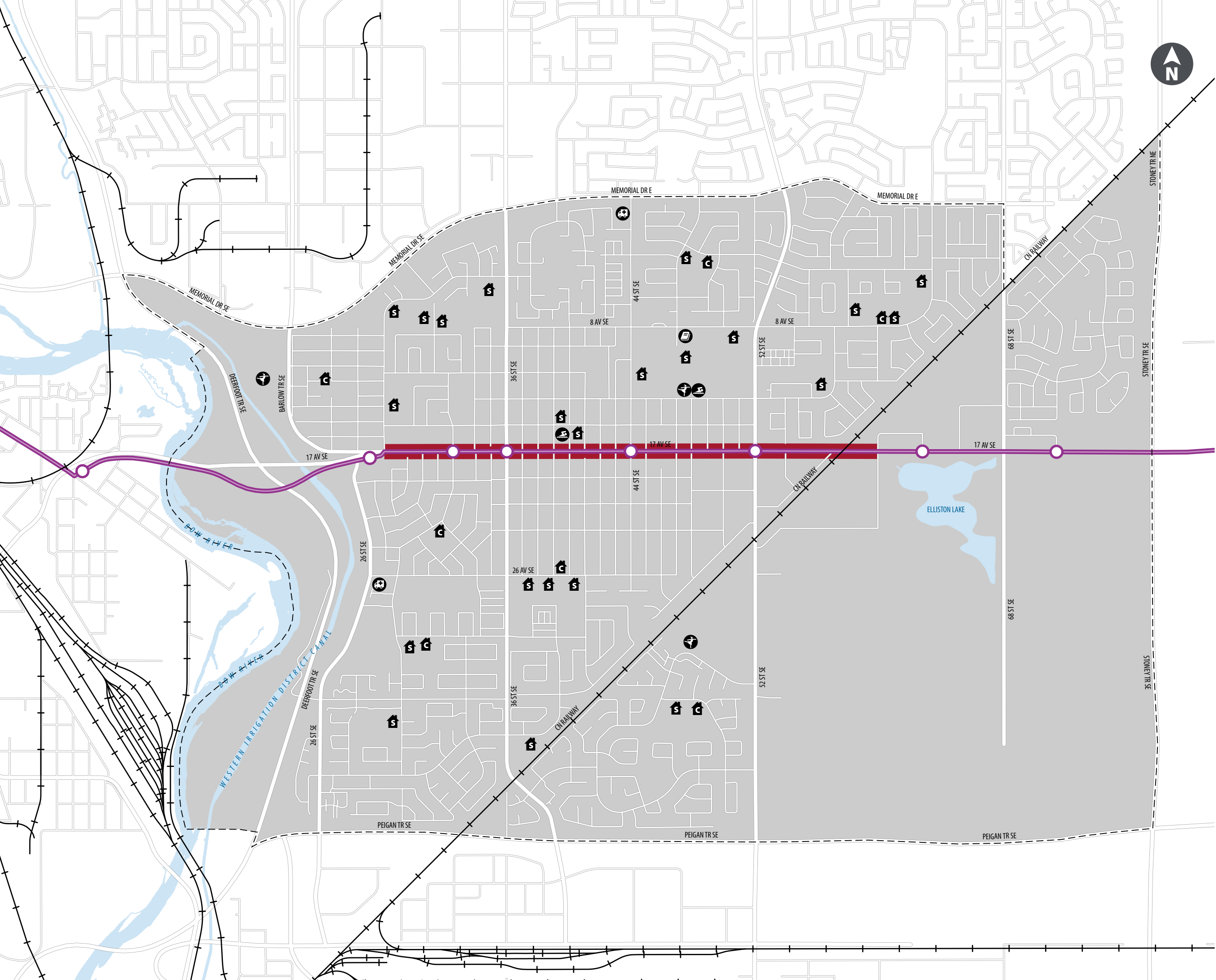
17 Avenue SE Main Street

The 17 Avenue SE, known as International Avenue, is identified as an Urban Main Street in the Municipal Development Plan (MDP). It is serviced by the Max Purple Bus Rapid Transit (BRT) that runs along 17 Avenue SE. The MDP includes general policies and development intensity targets for Urban Main Streets.

Public Transit Infrastructure

The Greater Forest Lawn Communities are served by a range of transit services, including local bus services, Light Rail Transit (LRT) and Bus Rapid Transit (BRT). The Blue Line LRT runs in part along Memorial Drive E provides services to the city's west and northeast communities.

Map 2:
Community Characteristics
and Attributes



The Max Purple BRT line has seven bus stations in its dedicated bus lanes along 17 Avenue SE that provide services to downtown and the City of Chestermere. Local bus routes are available and provide connections between communities within the Plan.

Pedestrian and Cycling Infrastructure

The plan area includes several pathways and bikeways such as the regional pathways along the Stoney Trail SE, 52 Street SE, and the Bow River. Local pathways provide additional connectivity between communities. Shared on-street bikeways are located along collector and residential streets such as 8 Avenue SE, 12 Avenue SE, 19 Avenue SE, 26 Avenue SE, and Dover Ridge Drive SE.

Despite existing pedestrian and cycling infrastructure, connectivity in the plan area is impacted by major roads, the Freight Rail Corridor and communities' urban fabric. There are also areas where the pedestrian infrastructure is missing partially or entirely. Other locations where numerous crossings make it difficult to provide continuous and separated pedestrian and cycling infrastructure. The mobility policy in this Plan will align with the city-wide Always Available for All Ages and Abilities (5A) Network, providing safe, accessible, affordable, year-round options for transportation and recreation for all Calgarians.

Heritage Resources

The Plan Area does not currently have any recognized heritage resources, but heritage resources and heritage values that are not legally protected may still contribute to the community.

Historic resources are identified on The City of Calgary's Inventory of Evaluated Historic Resources. The Inventory does not prevent a heritage resource from being altered or demolished, but properties listed on the Inventory that request legal protection may be eligible for development and/or financial incentives through The City and the Province of Alberta.

There is the potential for undiscovered historic resources which must be considered as redevelopment occurs and may impact development. Sites within a Historic Resource Value are required to obtain Provincial approval in accordance with the Historical Resources Act.

Civic Facilities and Community Amenities

There are several civic facilities in the Greater Forest Lawn Communities, including the Max Bell Centre, Ernie Starr Arena, and Bob Bahan Aquatic & Fitness Centre. Other amenities and facilities include seven Community Association buildings, numerous schools, the East Calgary Twin Arena, and the Forest Lawn Library.

Landfill and Waste Management Facilities Setbacks

The East Calgary Landfill and a Private Hazardous Waste Facility are in the southeast corner of the plan in the community of 09Q. The landfill and hazardous waste facility are between Stoney Trail SE and the Freight Rail Corridor, north of Peigan Trail SE, and south of 17 Avenue SE. Developments within the landfill and waste management facilities setback is subject to Section

12 and 13 of the Subdivision and Development Regulations of the Municipal Government Act. The landfill setback is outlined in **Appendix A: Plan Constraints**

Airport Vicinity Protection Area

The Airport Vicinity Protection Area (AVPA) regulations outline uses that are prohibited within certain locations in Calgary, identified as Noise Exposure Forecast (NEF) areas, due to potential noise impacts from aircraft flying over communities as they arrive or depart. A portion of Albert Park / Radisson Heights, South View and Dover are located within AVPA. Properties within the AVPA are subject to the Calgary International Airport Vicinity Protection Area Regulations. The NEF areas are outlined in **Appendix A: Plan Constraints**

Freight Rail Corridor

A freight rail corridor runs diagonally from northeast to southeast through the plan area. Development in proximity to the freight rail corridor is subject to The City of Calgary's Development Next to Freight Rail Corridors Policy and any applicable regulations.

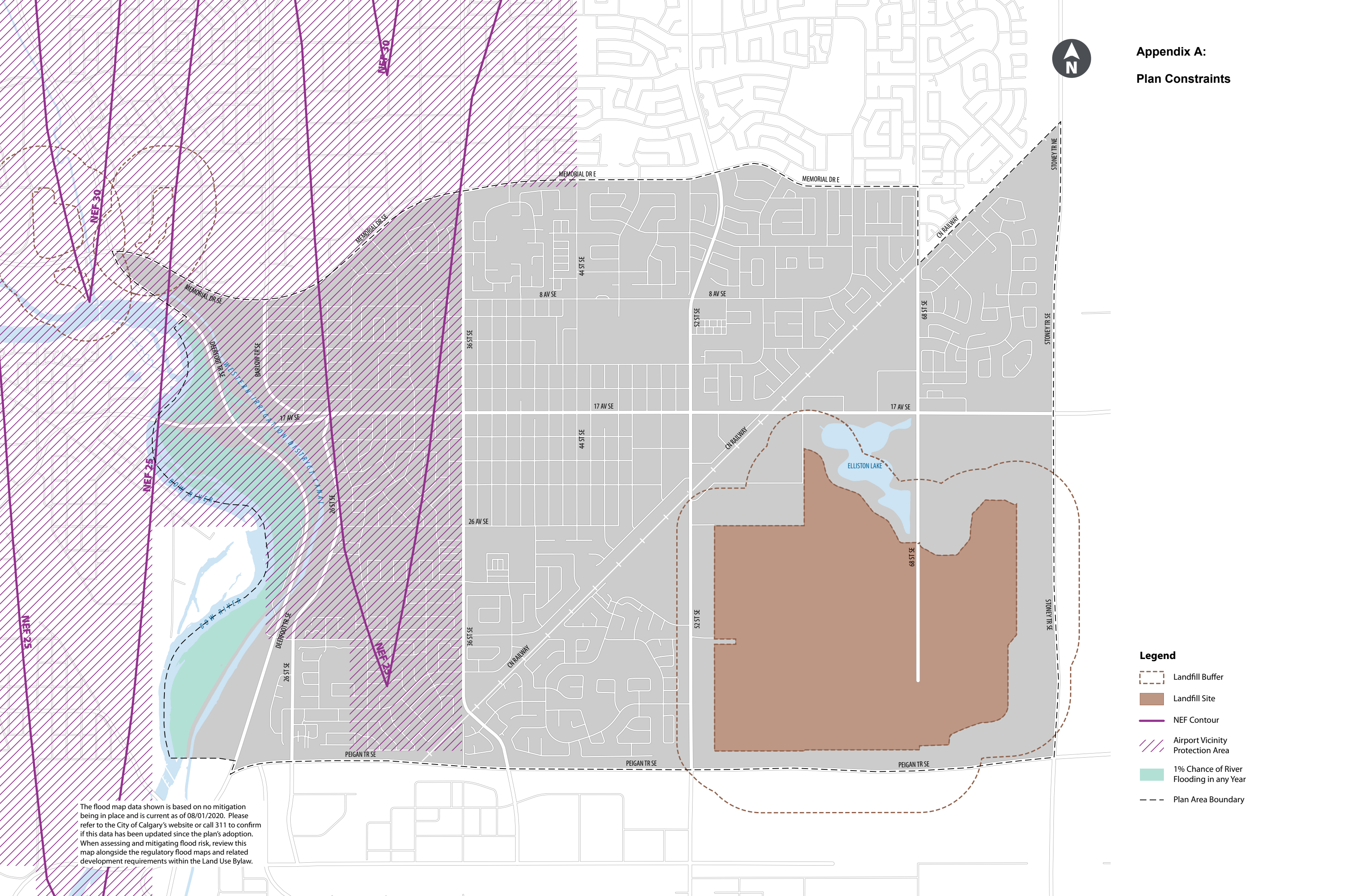
Based on the ongoing public insight and input received during the initial phases of the development of the Greater Forest Lawn Communities Local Area Plan, the following illustration (**Figure 2: Greater Forest Lawn Communities**) was created to highlight the key assets, features and amenities that define the plan area for citizens.



Figure 2:

Greater Forest Lawn Communities

Appendix A:
Plan Constraints



- Legend**
- Landfill Buffer
 - Landfill Site
 - NEF Contour
 - Airport Vicinity Protection Area
 - 1% Chance of River Flooding in any Year
 - Plan Area Boundary

The flood map data shown is based on no mitigation being in place and is current as of 08/01/2020. Please refer to the City of Calgary's website or call 311 to confirm if this data has been updated since the plan's adoption. When assessing and mitigating flood risk, review this map alongside the regulatory flood maps and related development requirements within the Land Use Bylaw.