

INGLEWOOD DESIGN INITIATIVE

Inglewood is an inclusive urban village in the heart of Calgary, defined, connected and sustained by its history, culture, industry, commerce, nature and people.

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Every Person a Planner

INGLEWOOD DESIGN INITIATIVE

PREFACE

Inglewood is an inclusive urban village in the heart of Calgary, defined, connected and sustained by its history, culture, industry, commerce, nature and people.

You are holding a document as unique as the community that crafted it. The contents represent thousands of hours of volunteer engagement and a shared passion for building community. The people who contributed to this document wish to acknowledge the efforts of volunteers who worked tirelessly for 40 years to establish Inglewood as a vibrant inner-city community.

The City of Calgary has been talking about sustainable development for more than a decade. The 2009 Municipal Development Plan, the result of an extensive planning process by the municipality, contains principles of sustainable growth. Yet few building standards and bylaws have been changed to realize these good intentions, with the result that development continues to be based on a suburban model. This model is contrary to the creation and preservation of an urban village like Inglewood.

Inglewood is prepared to be a leader in testing and implementing a new breed of design-based policy. This document describes a process for realizing alternatives to suburban sprawl by implementing an innovative planning approach in the community.

We invite you to enter into the narrative of a community that values its past and is not afraid of embracing its future. Listen to its stories and begin to experience life in an urban village.

ACKNOWLEDGEMENTS

The IDI is a publication of the Inglewood Design Initiative

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Kicking off the Calgary Fringe Festival, Sunfest is historic 9th Avenue’s annual street fair. In 2010 throngs of Calgarians visited Inglewood to enjoy the fair that opens the festival on the Saturday of the August long weekend.

- Photograph by Greg Audley

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P L A C E M A K E R S

PART 1

Inglewood Design Initiative: A Framework for Urbanism

1.1 IDI OBJECTIVES

The Inglewood Design Initiative (IDI) is a subcommittee of the Inglewood Community Association (ICA), and successor to the community’s Area Redevelopment Plan Review Committee. Early in its development, the IDI was given a mandate by the community association. Underlying this mandate are objectives derived from a series of community conversations held between 2003 and 2006. These objectives are as follows:

1. Community: Continue to rejuvenate Inglewood in a way that maintains its sensitivity to diversity of all ages, income levels and cultures, as well as encourage a vibrant, inclusive and safe community.
2. Cultural: Recognize the dynamic effect that creative individuals, cultural activities and cultural venues have upon Inglewood; foster this development and encourage further growth in these areas.
3. Economic: Build upon Inglewood’s legacy of diverse economic activity to create an even broader range of innovative business, career and recreation opportunities for residents, Calgarians and visitors.
4. Environmental: Provide stewardship for Inglewood’s environmental heritage and actively work to reduce its ecological footprint.
5. Historical: Preserve the rich heritage of Inglewood, while encouraging new development that respects this historical context.
6. Transportation: Recognize Inglewood as a community linked by pedestrianism, public transportation and the train and rebalance transportation options to make Inglewood a place where people can live well without a car.

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Thanks to past and future generations of Inglewoodians for participating in and protecting the urban village of Inglewood.

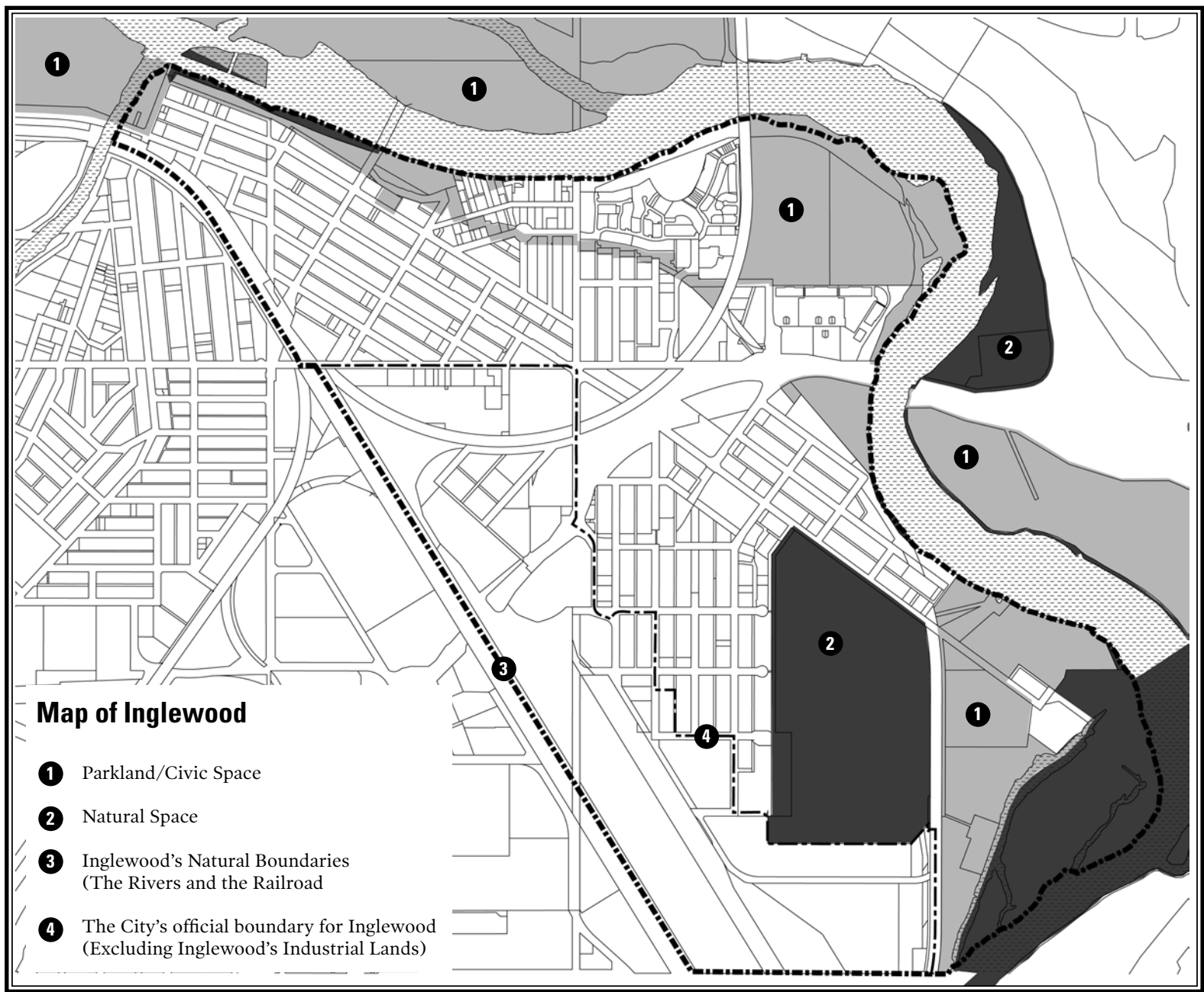


Diagram by PlaceMakers Canada

1.2 INTRODUCTION

This document offers a framework for facilitating Inglewood's continued growth as a compact and sustainable urban village. Developed by the IDI after extensive community consultation, the framework (hereafter referred to as the IDI) is concerned with the future economic, social and environmental well-being of the community. Ever evolving, it is meant to be an inclusive guide to planning for an urban village with a distinct cultural and ecological heritage combined with a diverse socio-economic fabric.

“I’m tired of all the talk about mum-and-apple-pie planning issues like pedestrian-friendly streets. We’ve been talking about this for years and it still hasn’t happened. Here’s what I want to know: what are the barriers to making sustainable development a reality and what do you have to do to get around them?”

Inglewood resident

The City of Calgary defines an Area Redevelopment Plan (ARP) as a statutory planning document that sets out comprehensive programs of land use policies and proposals to guide future development of a community. Note the emphasis on land use policies, that is, a zoning approach. Based on a suburban model of development, with its reliance on the automobile and discrete separation of land use, zoning dictates how and where development will occur. Most informed observers today recognize this kind of development spawned and perpetuated urban sprawl. For all its good intentions, the 1993 Inglewood Area Redevelopment Plan comes out of this paradigm.

The ARP's authors believed that Inglewood was a “special case.” They recommended the introduction of novel forms of land use such as Direct Control designation for some parcels. This led to case-by-case consideration of individual development projects and allowed developments that did not fit under existing zoning requirements.

Direct Control designation also brought unexpected consequences. Development approvals for projects have been conducted on a piecemeal basis rather than from a more holistic or “big picture” perspective. Another drawback has been the reliance on existing land use standards and bylaws, all based on a suburban model of development, and in spite of the wider latitude for development permitted under Direct Control designation.

Both the IDI and ARP are concerned with social well-being, the provision of economic development opportunities and protection of the local environment. Where these two approaches differ is that community ownership of the planning process is a de facto starting point for the IDI. It proposes a different set of guidelines for urban place-making, in order to increase density and support a sustainable and healthy lifestyle for community members. Rather than relying on current municipal land use policies and regulations, the IDI proposes an approach to urban development called form-based design. The guidelines for this type of design are described in greater detail in section 6.

The IDI builds on design principles identified by community members. These principles are similar to the values identified by participants in public planning sessions and focus groups over the last decade, most notably the imagineCALGARY initiative and Plan|It Calgary. At a time when Calgary is lacking appropriate standards and models for creating a more sustainable form of growth, the IDI offers a way of realizing urban development that would be true to Calgarians’ aspirations for walkable, compact and neighbourly inner city communities: places where people can live, work and play.

1.3 INGLEWOOD DESIGN INITIATIVE

The Inglewood Community Association established the IDI in 2002. The community association has a well-earned reputation for being socially engaged. Its past achievements include mobilizing to defeat the City's 1960s plans to build freeways through the community, subsequent preparation of the Inglewood Design Brief of 1973, revitalization of the community in the wake of the brief's approval, and negotiating community input into the 1993 ARP, the City bylaw governing development in the area.

The IDI group was originally called the ARP Review Committee. In the decade after the ARP was adopted, the pace of new development accelerated in Inglewood. Community volunteers charged with hearing development proposals found themselves struggling to administer the ARP's provisions. The ARP was a necessary step forward, but with Inglewood facing constant development pressures, the ARP was insufficient to effectively guide the community's efforts.

The review committee's initial charge in 2002 was to determine the ARP's relevancy in the light of increased development in Inglewood. It soon became apparent that the City of Calgary was reluctant to entertain such a review. The Land Use Planning Division informed Inglewood there was no need to update or rethink the ARP in spite of changes in the community. In response, the ARP Review Committee was renamed the IDI and given a revised mandate to consider additional design guidelines.

The ARP was created during the late 1980s and early 1990s at a time when the City was experimenting with more community input into planning decisions. Inglewood community representatives were a feisty lot to contend with — well informed about planning issues and determined to be partners at the table. After five years of

Slated for demolition in the 1960's by City freeway-building plans, Inglewood residents successfully defended their historic community by envisioning a future that was respectful of the past. At the centre of the community's vision was an understanding of Inglewood as the place between the rivers and the railroad.

negotiations between Inglewood and City planners, it was agreed the ARP would be structured to permit community adjudication of development projects for the area.

As they gained experience in responding to development proposals, community participants began to realize the ARP provided little guidance or strength of regulation to assist them in decision making. The ARP was so vague as to be interpretable in multiple ways. The intensification of development also added to the volume of permit applications, overtaxing volunteers. It gradually became apparent the bylaw did not achieve the community's objectives.

The IDI's resolve to produce a new community plan was bolstered by the success of the 2003 Beltline Initiative, a planning process and document developed by community representatives in Victoria and Connaught, two inner-city areas of Calgary. The document represented the urban planning aspirations of citizens in the inner city. The Beltline Initiative influenced the development of the Centre City Plan and encouraged extensive debate about how to develop inner-city areas.



“The gazebo in Nellie Breen Park represents some of the joy that each participant feels about this community.”

Corinne Dickson, Inglewood resident and coordinator for Nellie Breen Park

1.4 COMMUNITY CONSULTATIONS

Taking its cues from past community activism and the success of the Beltline Initiative, the IDI embarked on a series of community consultations from 2003 to 2006. Surveys and community conversations confirmed the need for a new ARP and a different planning framework. Inglewood residents indicated the existing bylaw ill served their community aspirations for a more compact and urban form of development.

A variety of exercises were conducted by the IDI to elicit information and build community support. These included meetings with landholders and developers to better understand their concerns and aspirations, and community conversations that resulted in development of the IDI’s vision, goals and objectives. A highlight of these encounters was the screening of director Brent Spiess’ film, “Inglewood, Struggle for Community,” and the ensuing debate on how best to pursue revitalization while avoiding gentrification. Meetings were held with civic authorities. Regular Community Association meetings provided another venue for dialogue about the merits of different kinds of development, and how the interests of the community could best be served.

With the results of these activities confirming the desirability of a new local area plan, the IDI spent 2007-2009 exploring and developing a planning framework using an alternative, form-based design approach. IDI members worked from the broader community context down to how specific sites might be redeveloped. In doing so, participants came to appreciate that Inglewood is an interconnected fabric of distinct places and neighbourhoods, each with its own character and possibilities.

As well as developing urban design guidelines, members of the IDI struggled with how to get beyond “nice ideas,” the stuff of mom-and-apple-pie statements, to actionable items the City could implement. Simultaneously, funding avenues were found for the writing and publication of the framework document.

1.5 SUSTAINABLE DEVELOPMENT OF AN URBAN VILLAGE

For more than a century, Inglewood has existed as an urban village within the larger city of Calgary. The community is home to a mix of residential districts and industrial sites such as the Canadian Pacific rail yards and the now-defunct Calgary Brewery. Families have lived, worked and played here, with children inheriting their parents’ properties or moving into homes of their own within the community. Public transit has generally met the needs of those who worked locally, or moved commuters to the downtown and other parts of Calgary. A variety of institutions and amenities completed the community and served the local population.

Inglewood has changed in many ways over the years but it remains unique in Calgary as an area rich in networks that bind people together. This web of social networks has been reinforced by two physical factors: The gridded street network of the community and the area’s distinct geographical boundaries.

Inglewood was laid out as a classic Western Canadian Prairie town, with a pattern of gridded, tree-lined streets and sidewalks on both sides of the street; occasions for making connections in a pedestrian environment abounded. Today roadways like these are a model for sustainable urban development that enhances connections among people.

Since the 1950s, most new development in Calgary has been suburban, consisting of residential neighbourhoods designed to facilitate efficient automobile travel. Suburban residential development reduces the potential for networks by using a loop or Dendritic street pattern based on a hierarchy of streets. Add to this a reliance on the automobile, and opportunities for creating connections between neighbours are reduced.

Natural corridors help define Inglewood’s edges and contribute to its distinct character. The Bow River runs north and east of the community; the Elbow River defines its western boundary. Inglewoodians see themselves as stewards of the adjacent natural environment, including public property like the Bow riverfront.

The community is also concerned with its built heritage. An example would be the Brewery, located on the southern edge of the community. The Brewery is outside Inglewood by the strict definition of the ARP and has been shuttered since the late 1990s. For decades it was one of the principal employers of local residents and, with its gardens, fish ponds, aquarium, Horseman’s Hall of Fame, and pool, was a centre of culture for the community and wider city. Inglewoodians seek to preserve this heritage and hope that the Brewery can be returned to its position of economic and cultural significance through adaptive re-use.

The City of Calgary’s recent Plan|It Calgary process was based on the idea of sustainable urbanism. Plan|It highlights features such as compact urban development with a variety of transportation options and mixed land uses, permitting economic activity and residential uses to coincide or be superimposed on each other. The ultimate goal is a healthy community where people can meet their daily needs within the neighbourhood, where development is



Looking north-easterly from Scotsman’s Hill over the sparsely developed Ramsay in the foreground to the vibrant urban village of Inglewood on the other side of the CPR tracks c.1906.
- Historic Image from the Glenbow Archives.

human-scaled and people feel connected. Access to natural areas is within a short walk. This proximity promotes more physical activity and healthier lifestyles, and helps people appreciate the natural world. A diversity of housing types makes it possible for people to “age in place,” moving from one form of residence to another in the same community, as their needs change over time.

Inglewood possesses all of these attributes, qualifying it as a sustainable urban community. It is uniquely positioned to become a test case for sustainable development using new standards and design guidelines. This document shows how implementing those standards would benefit Inglewood and also serve the city in realizing its green intentions.

“I grew up in this house. My grandfather bought it in 1916, six years after it was built. I’ve moved five times in my life, and three of those moves were into this house. When we moved back into it in 1991, six of the original neighbours were still here.”

Pat Abbott, community resident



Inglewoodonians engaged in “guerrilla gardening” at Colonel Walker School. - Photograph by Elizabeth Carra.

1.6 OVERVIEW OF DESIGN GUIDELINES AND PLANNING TOOLS

The design guidelines that follow are based on ideas generated during community consultations. Themes that came up repeatedly during community dialogues fall into seven broad categories, each with urban design implications:

- **Walkability:** People in Inglewood want to live with a human scale of development, in a pedestrian-friendly environment that caters to able-bodied and disabled residents of all ages.

- **Natural Environment:** The community sees itself as a good steward of its natural heritage, responsible for preserving access to natural areas and the integrity of the area’s parks, river, fish and birds. Achieving a balance of green space and built environment is important.

- **Built Environment:** Architecture and landscape design should respect the existing urban scale and character of Inglewood, and be inspired by local climate, topography, history and building practice.

- **Community:** Maintaining connections among people is fundamental. The community wants to encourage collaboration between business owners, residents, community institutions and others, in an effort to maintain Inglewood’s small town feeling and social values. Urban design needs to uphold this sense of community.

- **Heritage:** Maintaining the historic character of 9th Ave. SE (also known by its original name, Atlantic Ave.) is essential; it provides a link to the community’s past, enhances the small town feeling, and contributes to a sense of trusteeship and continuity.

- **Diversity:** The community values diversity and inclusivity, seeking to accommodate these values by encouraging innovative cultural and economic activities, diverse housing options and the provision of social services that are readily accessible. Inglewood is an urban village where mixed uses can co-exist.

- **Amenities:** People in Inglewood want to have a range of basic amenities available within the community, rather than having to commute to shop for groceries and other necessities. They would like access to more transportation options, including rapid transit to destinations in the wider city.

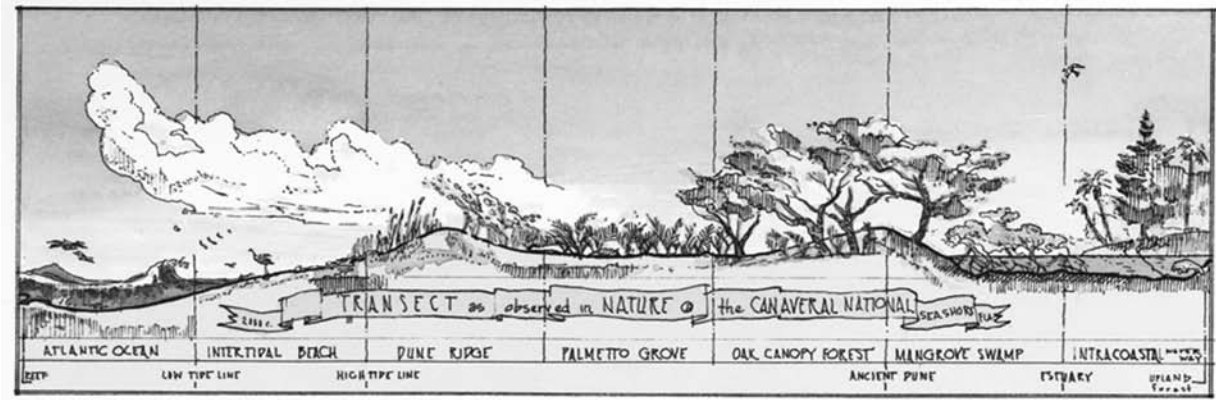
“Urbanism provides intensity and proximity to things; it’s a jumbling of things, a dense network of interwoven communities and subcultures that co-exist. Urban life produces more networks.”
Gian-Carlo Carra

Given that current standards and bylaws in Calgary do not adequately support realization of these themes, the IDI is proposing the adoption of the SmartCode, an innovative, form-based design code, to guide future development in Inglewood. The code has been deployed in dozens of jurisdictions in North America and is a proven tool for facilitating the sustainable development of urban areas.

Transect of Nature

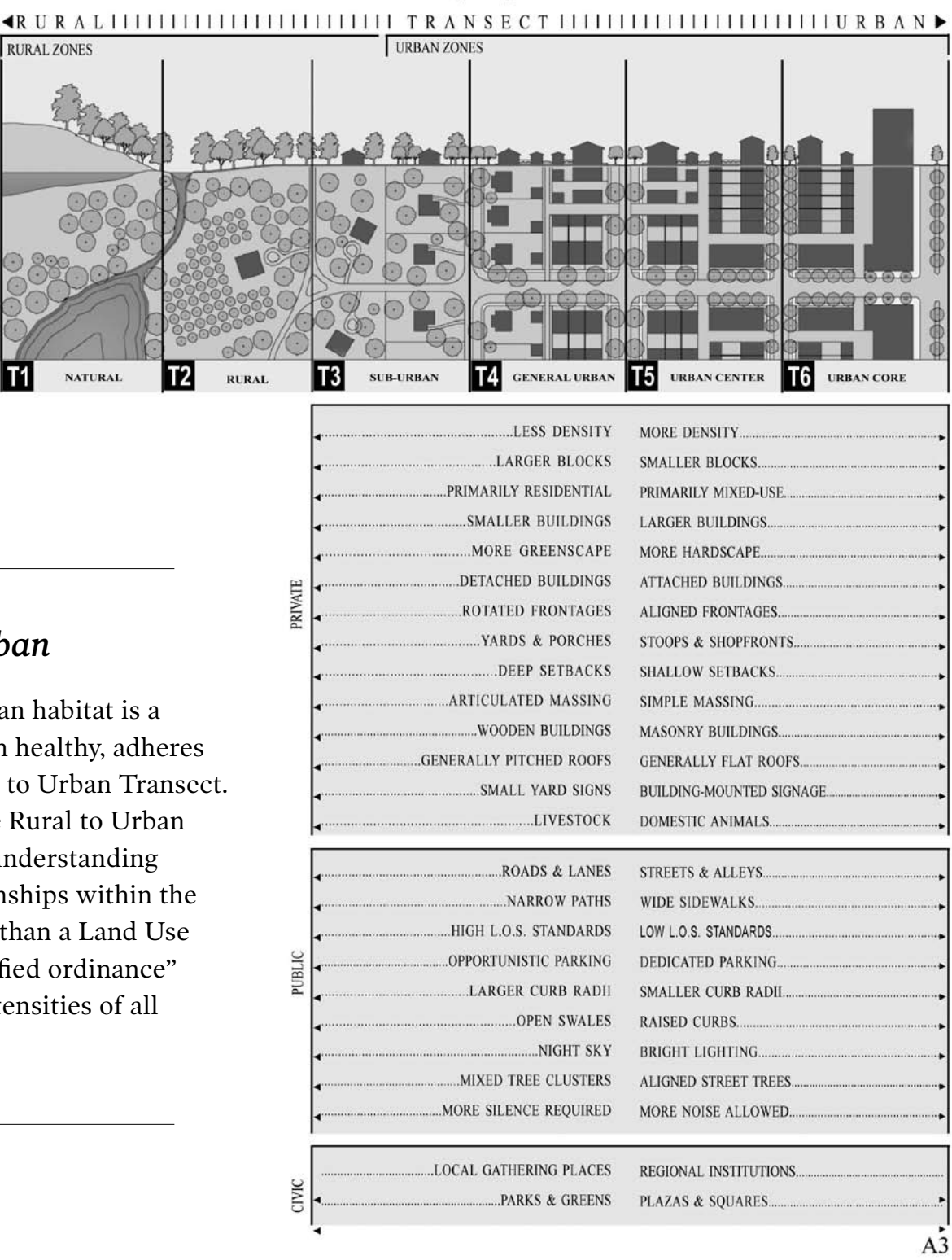
Natural spaces every-

where conform to a linear relationship between ecologically distinct environments. This “Transect of Nature” defines the ecological zones where certain species, conditions, patterns, and behaviors can thrive in relationship with one another. This illustration depicts the transect of the Canaveral National Seashore Park in Florida. Closer to home, and at a large scale, the transect of Alberta can be understood as the transition from prairie, to foothills, to mountains.



- Illustration by James Wassell

Transect System Illustrated: Elements that determine urbanism exist in a range that can correspond to the gradient of the Transect. Most of the elements listed here are addressed in the SmartCode prescriptions.



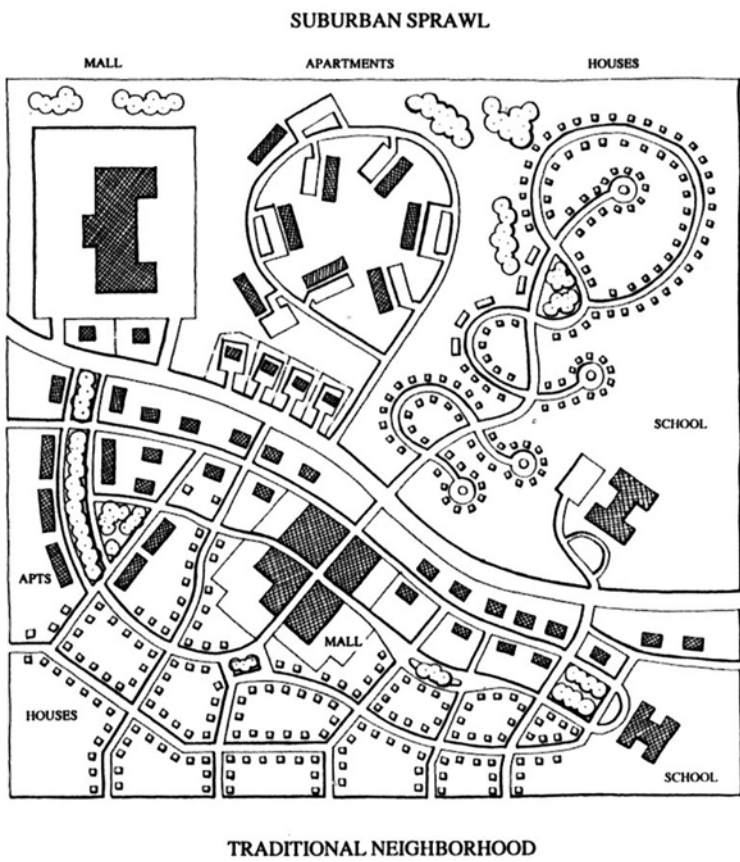
- Diagram from SmartCode V.10.0.

SmartCode Rural to Urban

New Urbanists argue that human habitat is a natural phenomenon and, when healthy, adheres to a transect as well - the Rural to Urban Transect. The SmartCode establishes the Rural to Urban Transect as the basis for both understanding and regulating our interrelationships within the spaces we inhabit. Much more than a Land Use Bylaw, the SmartCode is a “unified ordinance” that addresses relations and intensities of all aspects of human habitat.

“If you look at this tree, you’ll see that its whorl of leaves is connected to a main stem, which in turn attaches to a branch. That’s the way suburban development works. It’s called Dendritic street planning and it is based on a hierarchy of streets. Think of the looping that is characteristic of suburban street design: loops create little bays off larger streets and the houses are like leaves attached to the stems. That kind of planning undermines networks in a community. Traditional gridded street planning like we have in Inglewood produces more networks, and those networks are rich in relationships between people.”

Gian-Carlo Carra, Inglewood resident and City Councilor, Ward 9



- Diagram by DPZ.

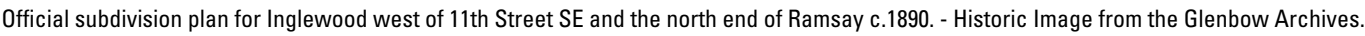
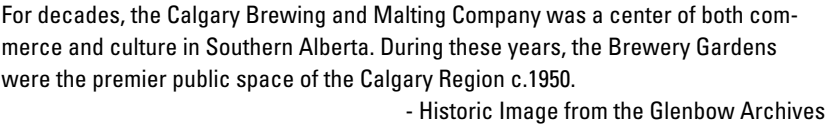
The Story of Inglewood: An Urban Village Narrative

The community's narrative of its story is different from official histories. Listen to stories from long-time residents and you will learn Inglewood has always been a vibrant, self-contained area. People raised families in the community; they planted gardens, ran shops and worked in nearby businesses.

Local people recount that Inglewood has been ill served by municipal planning efforts, especially those that predate the Inglewood Design Brief of 1973. There is a widely-held belief City of Calgary transportation planners in the 1950s and '60s regarded Inglewood as merely a place for moving cars into and out of the downtown.

Municipal history accounts reduce 50 years in the life of the community to a half page of text. Emphasis usually falls on a working class community so desperate for employment that it was willing to embrace incompatible and unhealthy industrial development. A 1978 Calgary Planning Department document, “Historical Development of the Downtown and Inner City – Early 20th Century Calgary,” is a typical example. Describing Seven Oaks Court, an apartment building constructed in 1913, the authors stated, “It was originally a prestigious address but declined along with the rest of the community.”

Inglewood has undeniably known hard times, but the physical decay it experienced stemmed from conditions beyond its control, such as the Great Depression, post-war migration to the suburbs and a corresponding, systematic disinvestment by the City. That Inglewood has endured as an intact community, and achieved a series of Canadian “firsts” with its redevelopment efforts, is a testament to its ongoing vitality. Its central location has been a factor as well; proximity to rail lines and roadways that traverse the city has made Inglewood a hub for transportation networks.



Inglewood's identity has been forged by its physical location between two rivers and the Canadian Pacific Railway (CPR) mainline. The earliest civilian settlement in Calgary was constructed between 1875 and 1882 just east of the Elbow River in what is now Inglewood. On the west side of the river, Fort Calgary was established as a post for the North West Mounted Police.

In early 1882, the CPR announced it would extend its main line from Winnipeg through Calgary, then west along the Bow River Valley into the Rocky Mountains. Anticipating that a future CPR station and new town site would be established in the Inglewood area, two developers, North West Mounted Police Commissioner Acheson G. Irvine and his business partner, Major John Stewart, surveyed a half section of land they had purchased and laid it out in town lots.

Much of Inglewood's current layout still reflects the Irvine and Stewart Calgary Town Site Plan: A classic Prairie pattern of a rectangular grid extending from the CPR line on the area's southern border to the Bow River on its northern edge, with a Main Street located between the two.

The arrival of the CPR in August 1883 was the primary reason for a boom in construction in Inglewood and parts of the city's downtown. Calgary was incorporated as a city in 1894 and experienced steady expansion over the next 18 years. In the boom years from 1906 to 1912, Inglewood was the site of commercial, industrial and residential development.

Prominent citizens and business leaders made their homes in Inglewood and endowed it with an enviable supply of open spaces. Some established their businesses in the community or close by. This elite group of pioneers included Alfred Ernest Cross, the founder of Cal-

gary Brewing and Malting Company; Colonel James Walker who ran a lumber business; William Pearce, an engineer who worked for Dominion Surveys and subsequently the CPR; and Major John Stewart.

During the peak of the boom, from 1910-12, Inglewood included a fire hall, police station, two schools, three churches, a Bank of Commerce — which has been in operation at the same spot since 1911 — and a variety of commercial businesses and industries. Tramlines serviced Inglewood, connecting it to the wider city, and rail lines connected it regionally. Four hundred buildings, many designated as heritage sites, remain as a legacy of a heady period in the community's early history.

The boom in Calgary came to an abrupt end in 1913 with a worldwide economic slump; World War I put a further damper on growth. Business activity and residential development had already shifted some years earlier from Inglewood to sites west of the Elbow River. In 1883 the CPR located its station in the downtown and gradually sold off adjacent land parcels, resulting in new residential development in communities like Sunalta, Mount Royal, Scarboro and Bridgeland. The village of East Calgary, or Brewery Flats as Inglewood was known because of the malty smell of the Brewery's operations, continued to grow but was eclipsed by upscale development elsewhere.

In 1912 the Canadian Northern and Grand Trunk Railway, later to become CN Rail, was given permission by the City to build a line through Inglewood along the southern edge of the Bow River. Being downwind of the city's centre and well serviced by rail lines and water supply, the community increasingly attracted industrial activity. Residents adjusted to life in an area where mixed uses prevailed and work was readily at hand.

“A community’s soul lies in its history and from its soul comes direction.”

"Inglewood and Ramsay – Cradle of Calgary," by Ray Cormier, Catherine Hamilton, Vic Hamilton and Jim McDougall, 1975

2.3 DEVELOPMENT IN INGLEWOOD: 1920 TO 1970

Over a 50 year period, Inglewood continued to develop as a village within a city. Through economic ups and downs, churches and other community-based organizations met people's social, spiritual and welfare needs. A diversity of businesses ensured a supply of employment opportunities. The community's Main Street included a school, grocery and dry goods store, a pharmacy, pool hall, hotel and bar, and livery stable. Several modes of transportation existed: travel on foot, by bicycle and automobile, tram or public bus, and horse-drawn carriages. Milk and bread were delivered by horse-drawn vehicles to people's homes as late as the 1950s. On the business side, the stories of several entrepreneurs illustrate local residents taking care of their own.

Henry M. Jenkins opened his first grocery store in 1909 on 9th Ave. SE, at a site that would eventually become the Garry Theatre. During WWI, when it was difficult for the business to find and keep staff due to enlistments in the services, Jenkins established Western Canada's first cash-and-carry operation. Jenkins and Company expanded over the years to 21 outlets in Calgary and 17 in other parts of Alberta. In the 1960s with competition from large grocery chain stores, Jenkins sold out and Inglewood lost its grocery store.

The authors of "Inglewood and Ramsay – Cradle of Calgary" write about the resourcefulness of the community's residents during the Great Depression. A group of townspeople collaborated in the creation of a credit union to serve the needs of the area's residents. The Inglewood Credit Union was the first credit union in Calgary and only the fourth in Alberta. It operated out of the old Colonel Walker Firehall on 10th Ave. at 20th St. SE where board members would set up shop each Wednesday night. The credit union later rented a small office in the Befus Block on 9th Ave. SE, before erecting its first building at 1328 9th Ave. SE in 1954. That building was replaced in 1960 and more recently was completely renovated.

The community was socioeconomically diverse and included founders of industry as well as trades people who worked for them. This diversity is reflected in memberships at the various religious institutions over a 50 year time frame (1910s to 1960s). Inglewoodians from all social stripes gathered for church services on Sundays; on other days, local churches accommodated Bible studies, work bees, fundraising events, and youth groups such as Boy Scouts and Christian Girls in Training. As the community's financial fortunes waxed and waned, so did membership at churches, but for decades the community's original churches remained a locus of social activity and community spirit.

In spite of Calgary's boom and bust cycles, Inglewood continued to grow. This is evident in the history of Colonel Walker School, constructed in 1911. Initially a public school, in 1916 it became a School of Technology and Art to train veterans returning from WWI. In 1922 it was returned to the school board and used for Grades 1-12. Population growth allowed a gym to be added in 1940, and other additions followed in 1952 and 1964. In 1959, there were 551 students enrolled.

Being adjacent to a variety of green space made Inglewood an enviable location, industry and railways notwithstanding. The Calgary Zoo was nearby and the first incarnation of the Inglewood Bird Sanctuary was founded in 1929 on land held by the Walker family. Inglewood resident George Pickering is fondly remembered for his industriousness at the sanctuary: Building pathways, bridges and nesting boxes for all to enjoy. The Cross family developed the land around the Brewery to include park space and gardens. The Horseman's Hall of Fame was opened at the site in 1962, and the community partnered with the City on the building of the community pool on land donated by the Brewery.

Many of Inglewood's residents had substantially lower incomes than the rest of the city, but this lack of income did not translate into a poverty of spirit. For decades, lower income residents made ends meet with large gardens. Some kept chickens and a milk cow to supplement their families' food supply. There existed a variety of housing types to meet local needs and it was not necessary to own a car. Outsiders may have failed to appreciate the community's attributes, but locals regarded Inglewood as a safe, friendly place to raise a family.



The "Urban Renewal" Truck. - Historic Image from the Glenbow Archives.



Official subdivision plan for Inglewood east of 11th Street SE and west of 15th Street SE c.1890.
- Historic Image from the Glenbow Archives.

“During the next twenty-five years, Calgary expanded steadily. Incorporation as a city, on January 1, 1894, was a major event. The 1882 Town Site developed around its main street, Atlantic Ave. (now known as 9th Ave. SE), into a residential, commercial and industrial neighbourhood known as East Calgary or Brewery Flats. Then, from 1906 to 1912, this area shared in the explosive Calgary-wide growth which resulted from a massive economic and building boom.”

*“Inglewood Historical Walking Tours,”
Old Town Calgary Society*

2.4 INGLEWOOD'S STRUGGLE TO SURVIVE

Historians disagree about the exact date that decline set into the community, with some suggesting the period following WWI; others have picked a date during the Depression. What is undisputed is that what had been a struggle to survive became a downward spiral with municipal planning decisions for Inglewood in the post WWII period.

Inglewood was not alone. In cities throughout North America, investment in municipal development had been deferred for decades. Two World Wars and a depression were the culprits. The advent of suburbanization further aggravated the situation, with municipal investments being directed to suburban growth from 1950 onward. A working class area like Inglewood was easily overlooked when the City began planning for middle class suburban development.

During the Depression years, many businesses in Calgary either closed or scaled down their operations, including the CPR which shut its Ogden Shops. Unemployed, itinerant labourers lived along the edges of the Bow River and near the railways in Inglewood. As an antidote to prolonged unemployment and homelessness, the community accepted the intrusion of heavy industrial activity. In 1938 the British American Oil Company was allowed to establish a refinery at a site opposite the Bird Sanctuary. The area was already serviced for residential development. In 1939, Calgary's municipal airport moved from Renfrew to McCall Field in the city's northeast, creating serious noise pollution beneath the flight path over Inglewood.

Residents approved these developments without being fully appraised of the potential hazards and limits to residential growth they posed. Ultimately, the refinery would contaminate a substantial piece of potential residential land, and the flight path for jumbo aircrafts going over Inglewood would restrict residential development. By the late 1940s the community recognized the village could not absorb any more noxious activities. Inglewood fought — and lost — a battle with the City to protest the opening of the Con-Force precast concrete operation in 1949.

The story of the Alexandra School exemplifies the community's difficulties through this time. Built in 1902 and expanded in 1907 as a public school, this fine example of sandstone construction served three generations of school children. Its gymnasium was added in 1956 but just six years later it was closed by the school board which claimed it was surplus to the community's needs. Inglewood was losing its school-aged population by the early 1960s and no longer warranted two schools. The City of Calgary acquired the site and transferred it to the Parks inventory in 1974.

The school, subsequently renamed the Alexandra Centre, would rise like a phoenix thanks to extraordinary community efforts in the early 1970s. In the meantime it was trapped by a process of municipal disinvestment.

2.5 URBAN PLANNING IN CALGARY IN THE 1960’S

The Inglewood ARP of 1993 lists 1963 as a decisive point, stating it was in that year that a new municipal plan zoned the entire community for industrial development. In fact the disinvestment started years earlier, as City transportation planners explored designs for a freeway system. Those plans cut broad swaths through the area. The 1963 General Plan made this planning official. By rezoning Inglewood for industrial development, the planning and transportation departments were able to authorize the demolition of scores of homes.

The planners’ rationale was the area was too far gone for Federal Urban Renewal Programs offered at that time. Having rezoned the community, the planners gave it a stay of execution while City engineers finalized freeway plans.

Rezoning compounded Inglewood’s problems with housing stock in need of rehabilitation. It became impossible to seek a mortgage for land rezoned as industrial. The population continued to shrink as residents left to establish homes in new suburban communities that were springing up around the city. As the population decreased, further pressure was put on remaining institutions like Colonel Walker School. By the late 1960s, the community’s last remaining school was threatened with closure.

The preoccupation with suburban development and freeway building that characterized North American city planning in the 1950s and 1960s blinded local planners to the vitality that existed in Inglewood. Since the planners were incapable of appreciating its merits, it was up to the community to save itself. Inglewood’s efforts set a precedent for urban renewal that would become a source of inspiration for other communities.

“Nevertheless, the 1963 General Plan identified the entire community as an industrial area – to be zoned and regulated accordingly. This action caused the withdrawal of mortgage insurance for housing in the area, eliminating the possibility of further residential construction.”

*“Inglewood Area Redevelopment Plan,”
Approved by Bylaw 4P92, 1993 January.*

“By 1960 East Calgary had reached its lowest ebb.”

“Inglewood and Ramsay – Cradle of Calgary,” op.cit.



This c.1961 Airphoto of Inglewood reveals the historic industrial uses along the CPR's Edmonton Line still intact with heavy industry new-comers the Gulf Canada Refinery and the Con Force Plant. While plans to intersect the Deerfoot with Memorial Drive on top of the community would be successfully deflected, within the decade the Blackfoot Trail would cut Inglewood in half. - Historic Airphoto from the University of Calgary.

2.6 GRASSROOTS DEVELOPMENT IN THE 1970’S

The post WWII period saw city form determined by automobile usage. Inglewood was along a route connecting the downtown with a major transportation corridor in Northeast Calgary. It seemed expedient to planners to run new freeways through the heart of the community and thereby simplify traffic and transportation planning for the wider city.

Dismayed by the City’s land use and transportation plans, people in Inglewood realized they would have to become more active in presenting their case. The arrival of architect Jack Long and the 1969 election of Mayor Rodney Sykes would give them the incentive they needed to defend the community.

Long became involved in 1969, taking up residence on New Street and establishing his professional practice in architecture and urban design. He began offering a community planning course for local residents. That course, held at Mount Royal College (as it was then called), evolved to become a field study of community design and an inventory of community assets. With planning support from his practice, the New Street Group, Long and the ICA formed a Redevelopment Committee early in 1970.

At a gathering that year, more than 300 people, including Mayor Sykes, turned up to discuss the community’s future. The community made its case for avoiding the closure of Colonel Walker School. Inglewood representatives asked the City to find a way to balance residential and industrial growth, requesting alternate routes for the planned freeway system to avoid the loss of homes or destructive effects on the environment.

Sykes had been an instigator of the freeway system. In the intervening eight years, the highway plan had come under intense scrutiny and been discredited. Faced with the community’s objections, he promised that Inglewood would not be obliterated. That decision initiated talks between the City and Inglewood on planning issues. In the short term, it resulted in a decision to reroute Highway 2 to another traffic corridor, thereby preserving the residential fabric of Inglewood.

In 1972, a community plan was published with financial support from the Inglewood Community Association, the City of Calgary and Long’s practice. Prepared by Ron Wood and entitled “The Fire Rekindled,” it established guidelines for the future development and evolution of an urban village. This plan would form the foundation for the 1973 Inglewood Design Brief.

The 1973 Design Brief is regarded by many as a watershed document in urban planning. It was unique in North America as a community-led urban design exercise. It delivered a well-reasoned and substantiated critique of flawed land use planning. The Design Brief set out guidelines for the revitalization of Inglewood and its sister community, Ramsay, in an urban, mixed-use context and it called for increased density to promote population increase. Only through population growth could the community expect to keep facilities like the local school.

Underlying the Design Brief was a goal of providing Inglewood with a legitimate means of controlling its own growth. The community owned the preparation of the document and expected to participate in future planning initiatives. This conflicted with the City’s perspective on planning documents issued under its jurisdiction; it felt it owned these and was responsible for directing all growth.

The Design Brief was released to the community as a newspaper delivered to every household and business and was immediately approved by the community. City Council affirmed the residential nature of Inglewood and subsequently selected the community as a Neighbourhood Improvement Program site. The program was funded by all three levels of government to encourage urban renewal, with the understanding the community and the City would collaborate on projects.

Inglewood’s success with the Design Brief was not immediately followed by the preparation of an area redevelopment plan by the City of Calgary. It would be another 20 years before a plan was ready.



Early meeting of the Inglewood Community Association’s Redevelopment Committee at Jack Long’s home, the historic Major Stewart House. - From the Glenbow Archives.

“The objectives of this plan are to provide Inglewood with the legitimate means for controlling its own growth. It is not intended as a set of rigid rules but rather as a process guiding design, to ensure that development will answer to community needs and aspirations and for City Hall to better implement its responsibilities to the community.”

Inglewood Design Brief, 1973

2.7 1973-1993: IMPLEMENTATION OF THE INGLEWOOD DESIGN BRIEF

Calgary Herald newspaper clippings and articles in the “Inglewood Community Newsletter” from 1972-1993 reveal that change began to occur immediately as a result of the community’s social action. The following list gives some indication of what took place:

A 1972 report from ICA President Stan Feader mentioned the widening of Blackfoot Trail had been defeated in Council, and alternate routes would be found for the freeways planned for the community.

That same year, organizers in Inglewood identified the need for more medical services in the local community. With funding from a Local Initiatives Program, a survey was conducted, confirming a range of pressing social issues requiring immediate attention: Poverty, addiction, loneliness and physical disabilities. A review of census data revealed a serious discrepancy between Inglewood-Ramsay and the rest of the city when it came to income levels and the amount of income households were forced to spend on housing.

In 1973, three levels of government approved \$2.8 million to the communities of Inglewood and Ramsay under the Federal Neighbourhood Improvement Program. These funds were to be used to carry out local improvement projects such as the restoration of the Alexandra School building. The program also provided seed funding for affordable seniors’ and cooperative housing. It enabled the City to remove derelict housing and acquire a large number of industrial sites for future residential development. Inglewood and Ramsay were the first Canadian communities to be approved as a Neighbourhood Improvement Area.

The Neighbourhood Improvement Program operated in conjunction with the Federal Residential Rehabilitation Assistance Program. This program provided funding for the renovation of housing stock. Using funds from these two programs, volunteers and land-owners began the physical transformation of the community.

In 1975 the CN railway tracks along the Bow River were removed. A few months later, the Alexandra Centre Society was incorporated with a mandate to provide a community multi-purpose centre. The Alexandra School formally opened in June 1976, a result in no small part of the community’s donation of a thousand volunteer hours to complete the building restoration.

In 1976, the City acknowledged that “land freed by re-location of present industrial uses was to be redeveloped in uses compatible with the objective of the Design Brief.” In September that year, Calgary Planning Commission unanimously recommended City Council approval for a sweeping change of land use zoning to secure the community’s residential future.

A 1976 Calgary Herald newspaper article noted that as a result of the Design Brief and civic action, between 1973 and 1976 one-third of all housing units had been renovated, mortgage lending had resumed, and land use zoning for property flanking 9th Ave. SE had been changed from industrial to commercial. Existing heavy industries like Con-Force and Consolidated Concrete were given 15 years to relocate or phase out their operations.

Much of this redevelopment came about because the community pressed for it, refusing to accept civic inaction. In a 1994 issue of the Inglewood Community Newsletter, past ICA President David Lea observed with regard to the development of seniors’ housing project, the Rhubarb Patch:

“The Rhubarb Patch was the first of its kind built in Alberta, and I believe Canada, using the principle of urban renewal development. The idea of the neighbourhood being a part of the planning process and the idea of government listening was something new. This came as a shock to the Province and City because they were still sleeping while the world went on around them.”

In the absence of an official bylaw for Inglewood, however, the condition of housing continued to deteriorate. Absentee landowners failed to maintain their lots and tenants intimidated neighbours with unruly behaviour. The mix of automobile, light industry and retail and residential uses became an increasingly uneasy relationship. Abandoned lots, graffiti and unwanted garbage were scattered through the area much to the dismay of responsible residents and business owners.

Over a five-year period from 1988-1993, community representatives worked out the text of a new land use bylaw with representatives from the City of Calgary. At times acrimonious, the bylaw’s final approval was a triumph of consensus building.

Community volunteers who contributed to the process were proud of its grassroots nature. Many, however, were concerned by what they regarded as a deliberate stripping away of any “teeth” for the document. It would be up to the community to wrestle with the implications of the new bylaw or ARP, as it was called. It gave them authority to review development applications for Inglewood, but did not provide direction in terms of design guidelines and standards suitable for an urban village location.



Opening day at the Rhubarb Patch. - Historic Image from the Glenbow Archives.



The facade of the newly constructed Rhubarb Patch from 8th Avenue. - Historic Image from the Glenbow Archives.

Did You Know? The Inglewood Community was the first to:

- Get Neighbourhood Improvement Funding and a Learning Centre (in) Canada
- Bring in a Residential Assistance Program
- Prepare a Community Design Brief
- Implement a French Immersion Program
- Create an Outdoor Education Program
- Establish a community facility to provide community services
- Establish a Community Health Centre
- Construct a pool by sharing costs with the City
- Have a housing development corporation which has been a catalyst in the development of Senior Citizens’ and affordable housing in the community”

Submission by Shirley-anne Reuben, then ICA President, to a 1993 edition of the “Inglewood Community Newsletter.”

2.8 URBAN RENEWAL AND GROWTH IN THE 1990S

Approval of the ARP freed up more funds for revitalization. The City designated Inglewood as a Special Heritage District, qualifying the community for restoration of its historic fabric. Initially operating as a project under the umbrella of Heritage Canada’s Main Street initiative, the restoration of older buildings in Inglewood was continued under the Alberta government’s Main Street Program. These two programs resulted in repairs and restoration to dozens of the community’s commercial buildings dating back to the pre-1913 period.

Formed in 1988, the Inglewood Business Revitalization Zone (BRZ), was instrumental in securing support for the restoration work. In 1992, the Inglewood BRZ merged with the federally-funded Inglewood Main Street Project to create one entity for the revitalization efforts. Subsequently, the BRZ took over administration of the Alberta program.

Dealing with social problems like prostitution was a trickier problem. The community collaborated with the civic authorities and Calgary Police Service to address growth of illicit activity after drug dealers and prostitutes were pushed out of their familiar haunts downtown. In 1998, the charity Servants Anonymous Society (SAS) moved into premises in Inglewood. SAS, with a mandate to help young women recover from living on the streets, gave the community a way of reaching out to those who were trapped in a life of prostitution. Residents cooperated with police to make it uncomfortable for pimps and their clientele to operate in the area. Simultaneously, SAS extended a helping hand to those most hurt by prostitution. The charity counted many community members among its volunteers.

It took vigilance and determination from community volunteers and the BRZ to convince criminal elements to find somewhere else to conduct their activity. By 2001 most of this organized illicit activity had moved elsewhere. There continued to be pockets of drug dealing in some spots located near gateways into the community, and homeless people still walked the pathways into and through Inglewood. To some extent, residents learned to live with this activity, regarding it as part of life in an inner city area.

“It reminds us, once again, that community problems don’t solve themselves – they are solved by community people finding ways and means of solving them.”

*“Inglewood Community Newsletter,”
David Marshall, 1988 Letter to the Editor.*

PART 3

Legacy of the Area Redevelopment Plan

3.1 AREA REDEVELOPMENT PLAN RESULTS

A decade after the Area Redevelopment Plan’s (ARP) publication, Inglewood community representatives convened to review its impact. Its core values were still relevant. Collaborating with the City had produced positive changes. At the same time, intensification of development within Inglewood had revealed the ARP’s limitations.

Every development application in Inglewood is vetted by a group of volunteers on the Redevelopment Committee. The committee’s recommendations are then reviewed by the community association’s general membership. The final recommendation by the community association to the City is not always acted upon, but Inglewood is a responsible partner in honouring its commitments to community members and the City.

The ARP has been a foundation upon which the community can negotiate with developers and the City. Some of the area’s industrial zoning was changed to allow for future residential development. New development is helping Inglewood realize the latent potential in previously industrial, neglected or undeveloped sites. The population has grown from about 2,500 people in 1990 to more than 3,400 in 2010, and continues to add new residents.

The ARP made it possible to address the issue of unsuitable mixed uses. For instance, it encouraged the end of auto body shops along 9th Ave SE. As part of the ARP, any auto body shop or other industrial use on 9th Ave. SE that ceases to function as such for six months automatically loses permission to operate a light industrial facility in the same location again. The historical character of 9th Ave. SE has been respected and enhanced through revitalization of historic buildings under the Main Street program.

Under guidelines in the ARP, the community fought successfully for parking relaxations in order to attract businesses to the business revitalization zone along 9th Ave. SE. Colonel Walker School has been kept open. The ARP stressed the importance of maintaining a school for the community, especially with new residential develop-

ment being anticipated. Finally, the ARP called for a pedestrian-oriented environment on 9th Ave. SE. The road widening setback the City had planned for this area was removed after recognizing the traffic corridor also serves pedestrians and local business.

As an outgrowth of the ARP, the City of Calgary implemented projects which had been suggested in the 1973 Design Brief. Traffic lights were installed at Blackfoot Trail and Alyth Road to make it safer for pedestrians to cross and the City removed industrial traffic from 17th St. SE. Prior to the installation of the lights, 17th St. SE served as a hazardous goods route, with truck traffic going past the community school and through the residential area. Moving the hazardous goods route has improved the area’s quality.

Airport noise regulations were changed so that development could occur through the centre of Inglewood. This has resulted in residential development on former industrial sites previously off limits because of noise restrictions associated with the fly-over zone. The City bought two gas stations, tore them down, and cleaned up pollution to provide parking for shops along 9th Ave. SE. The City was also a partner in the development of the Petro-Canada lands (Wildlands Park).

One of the more significant developments arising from the ARP was the City’s construction of a dyke along the Bow River to protect Inglewood property from flooding. With the completion of the dyke in 2008, and the community now technically out of the flood way, all that remains is official recognition of Inglewood’s new status. This will allow development to proceed in areas that previously would have required extra provisions before building occurred.

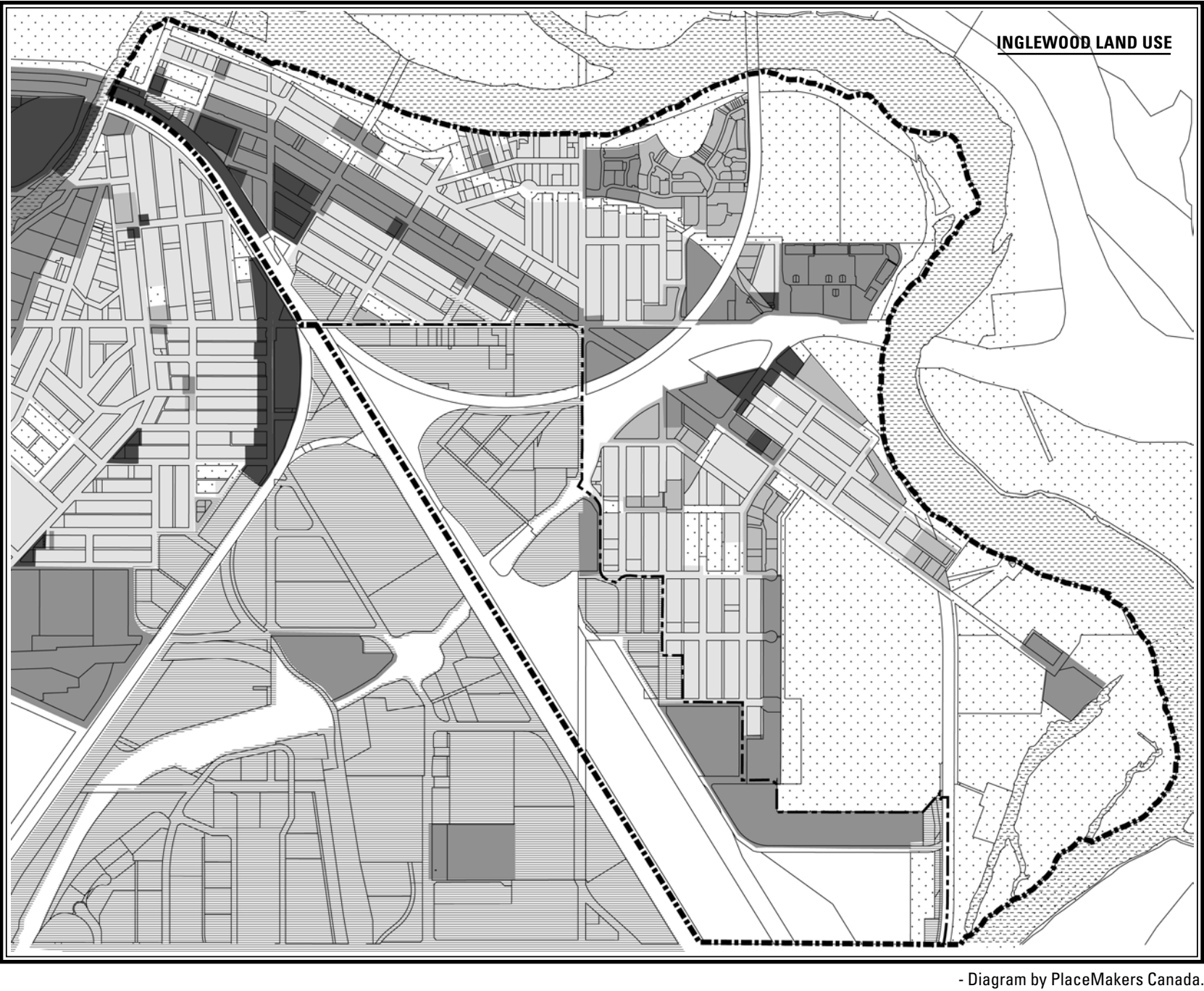
These are significant achievements and an enormous amount of hard work and good will went into realizing them. As a result of the community’s tenacity, Inglewood has a seat at the municipal planning table and more experience than most communities in negotiating with the City and developers.



Looking west along the Historic 1200 Block of 9th Avenue, the heart of “downtown” Inglewood’s main street.
- Photograph by Roberta McDonald.

Motion of Calgary City Council:
“That the Planning and Building Department be instructed to initiate all necessary land use redesignations to permit final approval of the Inglewood ARP.”

*Hearing on Planning Matters, April 13, 1992 re Bylaw #4P92,
Proposed Inglewood Area Redevelopment Plan (ARP)*



Land Use Map
Acknowledging the inability of Land Use to properly regulate and promote the development of a vibrant urban village sits at the heart of the Inglewood Design Initiative.

- Residential
- Multi-Family
- Commercial
- Industrial
- Direct Control
- Special District
- Inglewood Boundary

3.2 URBAN DEVELOPMENT AND THE ARP

“The ARP was the best the community could do at the time. An enormous amount of good will and effort went into vetting it. It is outdated now, but it served a purpose and ensured we had a seat at the table with the City.”

Ray Spiteri, Inglewood resident and Chair, Redevelopment Committee

While the ARP removed previous industrial zoning, it did little to provide a larger road map for the community. Beyond discouraging specific undesirable industrial uses, there is no certainty as to what is permitted under the designation of Direct Control. Discretionary uses create a frustrating situation for private developers and community adjudicators. As development applications arise, the merits of each must be considered separately. Developers are exposed to serious financial risks because of uncertainty about how the City’s planning department will respond to their applications. Community volunteers on the Redevelopment Committee find themselves in a reactive situation.

The City itself seems unsure about what to approve in Inglewood, with interpretations of permitted uses varying between staff. Discretionary uses such as those allowed under the Direct Control designation provide a smorgasbord of options which are at once too broad and not sufficiently prescriptive for ease of planning and decision making. In the absence of a holistic and broadly-supported plan, it is difficult to realize good design.

Lacking adequate guidelines and regulations for urban development, Redevelopment Committee volunteers have struggled to interpret and protect the ARP’s statutory vision for the community. The development of the former Con-Force site (now Inglewood Cove) provides a good example of how the ARP has conspired against good intentions.

A primary community objective has been to increase population. New residential development on what was an industrial site was welcomed as a way to achieve this. In 1985, the community rejected a development proposal for the former Con-Force site because the proposal more than doubled the community’s population with a density of 45 people per acre (ppa), a figure substantially higher than existing density. Reviewers were also concerned that the development detracted from the community’s goal for maintaining different socio-economic groups.

Subsequently, a development permit was sought for a different housing complex at the site. It provided a range of housing at lower density than the 45 ppa of the previous project yet still increased density in a location that could absorb it. The project ensured the riverfront remained accessible to the public. Its major drawback was the use of a suburban model of street layout, replacing the traditional grid found elsewhere in Inglewood. After lengthy debate with municipal representatives and the developer, the project was approved. Redevelopment Committee volunteers recognized the project was not ideal but it did provide new housing and bolstered Inglewood’s efforts to increase its population in a way that respected the environment.

3.3 CHANGING THE DEVELOPMENT PARADIGM

In the ensuing years, development approvals have not become any easier. The volume of applications has increased but tools for guiding an urban form of development are still absent. The community wants to encourage the redevelopment of former industrial sites, but there is no mechanism in place that rewards developers for undertaking the risks associated with reclamation.

Developers are equally frustrated by the situation in Inglewood. They lack access to design standards that coherently specify form, scale and density for projects. Projects rejected by the Redevelopment Committee must be reworked, costing valuable resources and time. In some cases, land for development has been discovered to be contaminated by chemicals leaching from adjacent industrial sites. This results in unanticipated cleanup costs. Assuring developers some measure of certainty in submitting their completed proposals is vital if projects are to go ahead.

Inglewood is advocating for change while simultaneously supporting the municipality’s efforts in sustainable urbanism. Cities can control form and development within their boundaries. It is clear that one of the best ways to influence development is with a form-based code. The IDI believes Inglewood would make a good pilot site for implementing such a code and demonstrating its viability in Calgary. This pilot would complement and be accommodated within the new municipal development plan that resulted from the Plan|It Calgary city-wide planning process.

PART 4

The Community’s People: Inglewood Today

4.1 INTRODUCTION

Visitors to Inglewood come for a variety of reasons: to window shop along the avenue, to partake in the area’s vibrant bar and theatre scene or to enjoy a meal in one of the community’s fine restaurants. Other visitors come for a bike ride, a walk along the river pathway system or a visit to the Inglewood Bird Sanctuary. During their stroll, visitors may notice the diversity of people on the community’s sidewalks and pathways: Parents with children, young single folks and the elderly, street people and couples. This is life in an urban village.

The Inglewood that residents and visitors experience today is the result of almost 40 years of investment from the community and municipality. Community volunteers have been responsible for a substantial part of this revitalization, supporting the community association, volunteering with Inglewood’s social service agencies or being involved with the area’s business revitalization group.

4.2 DEMOGRAPHIC PICTURE

The City of Calgary’s Community and Neighbourhood Services Department keeps statistics on every community in Calgary. Statistics for 2009-2010 for Inglewood have been used here, along with a 2007 report prepared by the Jack Long Foundation for Community Development.

“There is a significant shortage of housing that is appropriate and affordable to households with an income under \$20,000 per year. A significant number of families or multi-person households, in Calgary, earn under \$20,000 per year. In contrast, the majority of housing units that are affordable to them are bachelor suites, which do not meet their needs.”

*“Inglewood Affordable Housing: A Community Consultation,”
Jack Long Foundation for Community Development, 2007*

Three key objectives of the Inglewood Design Brief and ARP were to grow the area’s population, maintain the diversity of the community and improve the deteriorating building stock. The following statistics indicate where the community is with those objectives.

In 1990, there were about 2,500 people in Inglewood, down from a figure of 3,600 at the time of the 1973 Design Brief. Figures for 2010 put the population at a little more than 3,400. Taking into consideration new residential units currently under construction in Inglewood, the population figure will soon exceed 4,000.

“Inglewood’s dynamic atmosphere, combined with its proximity to the Downtown and other inner-city neighbourhoods, makes it one of Calgary’s most visited and well known neighbourhoods. With many different uses, including residential, commercial and industrial, it is home to some three thousand residents living in a mixture of single family, duplex, townhouse, and low-rise apartment buildings. As Calgary’s oldest community, Inglewood is loved by its residents and business owners.”

*“Safe Streets – Safe City: Crime Prevention in Inglewood,”
Community Life Improvement Council and Lyons, Venini and Associates, Ltd. 2007*



- Photograph by Roberta McDonald.

The incredible variety and range of food offerings in the community are an indication of the diversity of Inglewood. Historically a community where citizens of the humblest means lived productively as neighbours with some of the City’s wealthiest citizens, the aspiration is that Inglewood will increasingly grow in diversity so that Calgarians of all ages, stages, wages, and ethnic backgrounds can proudly call themselves Inglewoodonians.

In comparison to other parts of the city, Inglewood demonstrates the following characteristics:

- Mobility of the population is higher than for Calgary as a whole (26.8 percent versus 20.4 percent), highlighting the more transient nature of an inner city neighbourhood.
- The percentage of children aged zero to 14 is lower in Inglewood (10.8 percent versus a city average of 17.8 percent) underscoring the fact that fewer families with children live in Inglewood.
- Inglewood is substantially higher in the age bracket of 25 to 54 year olds than the rest of the city: 64.3 percent versus 49.6 percent.
- The median household income in Inglewood in 2005 was \$59,822 versus \$67,238 for the rest of the city. The actual increase in income since 2000 showed an upward trend in the community: Incomes in Calgary in that five-year period rose 1.8 percent versus 11.4 percent for Inglewood.
- The percentage of persons in low-income households in 2005 was 20.9 percent for Inglewood and 14.9 percent for Calgary. This shows little change from figures for 2000, indicating that Inglewood is in need of ongoing community investment and social services.
- Labour force participation in Inglewood is higher than for the rest of the city. More Inglewood youth work (80.4 percent versus 73.0 percent for Calgary), and in the population aged 25 and over, 80.8 percent in Inglewood worked versus 75.9 percent for the city. This higher participation may be a reflection of two factors: Economic necessity and the fact there are fewer families, and hence fewer stay-at-home parents in the population.
- Inglewood had fewer family households (64.3 percent versus 81.6 percent) and of the non-family persons, more people lived alone in Inglewood (67.1 percent versus 55.4 percent for Calgary).
- The percentage of people aged 15 and older who have never been married is higher in Inglewood: 46.6 percent versus 35.6 percent for Calgary.
- The population of separated, divorced and common-law people is significantly higher in Inglewood: 33.1 percent versus 19.1 percent in the wider city.
- The average number of children at home in Inglewood is 0.7 versus a city average of 1.1. Families headed by a lone parent were substantially higher in Inglewood: 38.6 percent versus 23.5 percent for the city.

- The percentage of seniors living alone was 42.3 percent for Inglewood versus 26.1 percent for Calgary.
- Fewer people own their homes in Inglewood (68.4 percent versus 72.8 percent) and 44.1 percent of tenant-occupied households spent more than 30 percent of their income on shelter. This compares to 39.3 percent for the city as a whole.

This portrait confirms Inglewood’s need for social supports and the community’s ongoing need to increase the number of school-age children. The small population of children threatens the viability of the local public school, an institution critical to the community’s well-being. Increasing the overall population and developing residential housing attractive to families are integral components of any urban design strategy. Conspiring against this objective is the myth that suburbia is a better place to raise children.

Single parent households in Inglewood are more numerous than in other communities, and are often forced to spend a disproportionate amount of their income on shelter. A study conducted in 2007 by the Jack Long Foundation for Community Development recommended that housing supports for people who have been homeless in the past, or who routinely live in substandard housing, need to be long term in nature. Integration of affordable housing into Inglewood’s existing socio-economic mix is an important part of redevelopment planning. The community has a supply of affordable housing specifically for seniors, but this supply will need to be augmented as more long-term residents move from their current housing into independent or assisted-living situations.

A careful examination of the 2006 census figures also reveals changing demographics in the community. As the community adds new residential units through infill redevelopment and condominium buildings, it is attracting people with higher incomes than in the past. Simultaneously, rising property and tax values are making it harder for low income earners to remain in their homes. The percentage of the population with a university degree (Bachelor’s degree or above) was 35.1 percent in Inglewood in 2006 compared to 25.3 percent for the city.

What is less apparent from census data is the vibrant nature of social agencies in the community. These have evolved over the last 40 years to respond to Inglewood’s needs. The community is concerned for the well-being of its seniors and is developing new avenues to ensure people can “age in place,” remaining in the community with the supports they need to enjoy a reasonable quality of life. Social service agencies continue to develop innovative programs for a wide demographic: Young children, family units in need of more affordable housing and single people.

4.3 CRIME IN INGLEWOOD

Being an inner city community exposes Inglewood business owners and residents to potential risks that suburban communities rarely experience. At times, the community has struggled with prostitution, drug dealing and transients who spill over from the East Village area. In spite of this activity, most types of crime are lower in Inglewood than the city average.

In an effort to reduce commercial break-ins of businesses along 9th Ave. SE, the community is exploring the possibility for laneway development. The City’s new Land Use Bylaw, IP2007, makes it permissible to turn garages into secondary suites. The ICA is considering how this bylaw and other design elements could be used to ensure that there are more “eyes-on-the-street” to keep the community safe.

The transformation of a former bottle depot on 9th Ave. SE into studio space for artists has eliminated a nuisance in the community. Once a site for illegal activity, the new Pith Gallery and Studios now provides affordable studios for artists in Calgary.

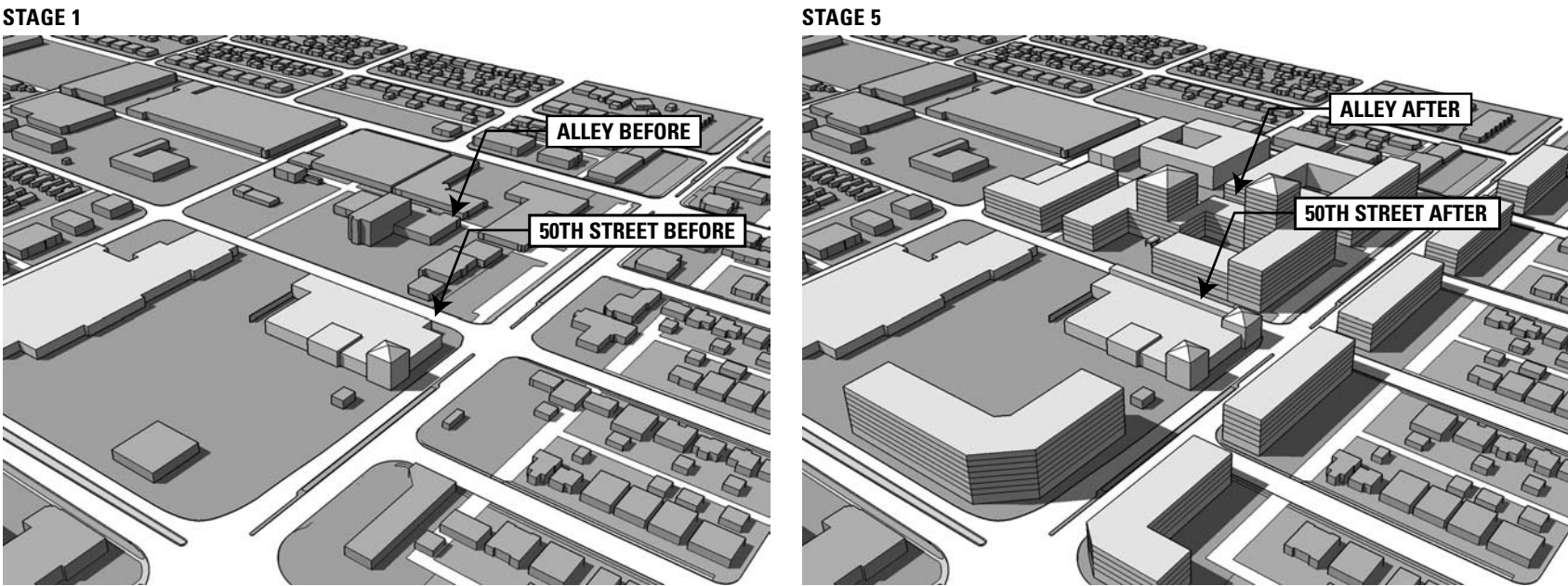
Public spaces have been redesigned. A good example is Outwest Park, a sculpture park at the west entry into Inglewood opposite the Deane House. Formerly a spot for drug dealing and solicitation, due to shrubbery and a sculptural wall which hid those activities from view, the new park is an open and inviting space; it forms part of a link between the downtown, Ramsay and Inglewood. CP Rail and the City of Calgary collaborated with the community on the site’s redevelopment.

“Inglewood is generally a stable community, with limited redevelopment pressures; however, it is facing social challenges that are not of its own making.”

*“Safe Streets – Safe City: Crime Prevention in Inglewood,”
Community Life Improvement Council and Lyons,
Venini and Associates, Ltd. 2007*

“Eyes on the Street” is a core principle of good neighbourhood design. It refers to the increased public safety that is one of the natural benefits of places that are designed so that citizens are able to watch over the public spaces adjacent to their homes and businesses. This ability to watch over public space is often accompanied by a sense of ownership and pride that binds a community together, and acts as a powerful deterrent to those disposed to undertake crime and mischief. While Inglewood’s crime statistics, and the general perception of public safety amongst Inglewoodonians, is generally very good, increased public safety is only one of many benefits that accrue from design measures that promote “eyes on the street.”

These two transformation sequences come from the IDI’s sister initiative, the International Avenue Design Initiative (IADI). In a Charrette undertaken in 2005 for the IADI, issues of crime and incivility that were plaguing the area surrounding the Town and Country Hotel were addressed through a series of short to long-term measures. The long-term measures involved a comprehensive redevelopment program that would transform dark unsurveilled spaces into vibrant mixed-use places constantly monitored by neighbourhood “eyes on the street.”



Alley Transformation
This alley was an area that consistently failed the safety audits undertaken by the police and the community. Redesignated as a main street, crime and incivility would have nowhere to hide, and little tolerance from tight-knit neighbours.



50th Street Transformation
With the block-long blank wall of the new Sobeys planned to replace the open parking lot on the east side of 50th Street, the community was concerned that the area’s lack of eyes on the street was about to go from bad to worse. The long term plan involves extensive redevelopment on the west side of the street along with a “liner building” of apartments above shops that would be built against the back wall of the Sobeys and create a main street environment.

4.4 INVENTORY OF INGLEWOOD SERVICES AND RESOURCES

In the years following the release of the Design Brief, a number of community objectives were met. The brief called for a community resource centre, to improve social services and provide medical care in an area where no services were available. The Alexandra Centre Society was founded on the strength of that recommendation. New life was breathed into existing social organizations and funds for community renewal were tapped.

Committed volunteers created much of this social infrastructure but the biggest challenge is to maintain a sense of connection and community in spite of Inglewood’s growth. Several nonprofit agencies play an important role in enhancing connections between people and meeting a variety of social needs. The following list provides a brief overview of their work.

ALEXANDRA CENTRE SOCIETY

The Alexandra Centre Society has a tri-area mandate, serving Inglewood, Ramsay and Victoria Park. It is home to the Alexandra Writers Society, a playschool, daycare and medical clinic. The society has a collaborative model, running programs for seniors, young people and children and sponsoring others of benefit to the tri-area region. Calgary Family Services at the Alexandra Centre delivers community-based support services to seniors and families.

CALGARY JOHN HOWARD SOCIETY

The John Howard Society offers adult and youth services to those who have been in conflict with the law, as well as mediation and conflict resolution management, outreach education on the criminal justice system and other programs. These help to reduce the incidence of crime and increase community safety through preventative and restorative justice practices.

“The challenge with this changing mix is to keep Inglewood as a community. There are still some low-income families, and in some cases they have inherited homes in the area. There are many more high income families as well as middle class people. Inclusiveness is becoming harder to pursue as the community changes.”

Shirley-anne Rueben,
Executive Director, The Alexandra Centre Society

COLONEL WALKER COMMUNITY SCHOOL

Colonel Walker’s community program offers enhanced learning opportunities to children in kindergarten and grades one to six. In spite of threats of closure, the school remains and is supported by parent volunteers. It was the first in Calgary to be designated as a green school for its environmental programs. A hot lunch and before-and-after school care program are provided at the Inglewood Community Association building with support from The Colonel Walker School Parent Council and Parent Association. Colonel Walker is the temporary location for the Piitoaysis Aboriginal Family School program.

INGLEWOOD CHILD DEVELOPMENT CENTRE

Located in Inglewood since 1974, the centre is a nonprofit, accredited daycare facility leasing space at the Alexandra Centre. It provides all-day care for children from 19 months to five years of age. Inglewood Child Development Centre is a referral site for special needs children via the Children’s Hospital. It provides respite care for children via the Children’s Cottage Society, Sheriff King Home and crisis care for other social service agencies.

INGLEWOOD COMMUNITY ASSOCIATION

Like other community associations in Calgary, it runs a variety of sports programs for children and youth, maintains a community hall and kitchen, and is responsible for addressing community issues, redevelopment and the environment. The association is notable for its focus on advocacy issues and its contributions to forward-thinking urban design. It produces an engaging monthly newsletter to keep residents and business owners informed about activity in the community.

INGLEWOOD COTTAGES

The site consists of 12 affordable seniors housing units, managed by the Inglewood Housing Corporation. Currently, this locale is under redevelopment, with plans to certify it under the internationally recognized green building certification system, LEED (Leadership in Energy and Environmental Design), making it the first of its kind in Western Canada.

INGLEWOOD SILVER THREADS ASSOCIATION

Operating out of a provincially-designated heritage building owned by the ICA, the association provides social and recreational services to seniors 55 and older. It has a full calendar of events for seniors and other groups.

RHUBARB PATCH SENIORS’ APARTMENTS

The building is a 24-unit apartment building. Managed by Gracewood Housing Group Ltd., the facility provides affordable housing in an independent setting for Inglewood seniors.

SERVANTS ANONYMOUS SOCIETY

SAS is a private charity providing long-term programs to young women who are victims of, or are at risk of, sexual exploitation.

SHERIFF KING HOME

YWCA of Calgary’s emergency shelter — YWCA Sheriff King Home — is a 38 bed emergency shelter where women with or without children who are in an abusive relationship may stay up to 21 days.



Originally donated to the City of Calgary for that most excellent game of bowls by the Cross family, the Inglewood Lawn Bowling Club remains well used and loved by an expanding demographic of Inglewoodonians and Calgarians.
- Photograph by Mark Shannon.

4.5 AFFORDABLE HOUSING IN INGLEWOOD

Scattered throughout the community are housing units for those who cannot afford market rents. This includes some of the aforementioned seniors’ facilities as well as complexes managed by other organizations like the SAS and the YWCA. Habitat for Humanity has a 10-unit housing development in the community.

Alice Bissett Place is an example of a recent affordable housing development. This 114-unit project is a collaborative venture between The City of Calgary, Horizon Housing Society, Calgary Home Builders Foundation and the Calgary Homeless Foundation.

“Affordable units, properly integrated into the fabric of the community, would give individual residents an opportunity to advocate for and support those on low or limited income.”

“Inglewood Affordable Housing:
A Community Consultation,”
Jack Long Foundation for Community Development, 2007.



Good advice is always available on the sandwich board in front of Swan's, one of Inglewood's beloved pubs. - Photograph by Roberta McDonald.

4.6 CULTURAL MILIEU

One of the most notable successes of the community's revitalization process has been the growth of its cultural enterprises. From a lively music and bar scene to intimate art galleries and graphic design studios, Inglewood is a sought-after locale by Calgarians and tourists.

Inglewood is the home of the Calgary Fringe Festival, thanks to partnerships with the ICA, Lantern Community Church and local businesses. The Fringe is a nine-day festival that includes performances in five venues and a street fair. A variety of organizations support the Fringe by offering their facilities for performances.

The community's club scene is a hit with people all over the city. The Ironwood Stage and Grill is widely credited with kick starting that scene, with more recent entrants livening up the mix. Another major player, the Calgary Folk Festival, is expanding into Inglewood from its Prince's Island base, with construction of new offices and a performance facility called Festival Hall.

In addition to its association with the Calgary Fringe Festival, Lantern Community Church has been instrumental in developing enrichment programs for children, offering low-cost music and art classes for local youth, and holding an annual art auction, proceeds from which support social service agencies in Inglewood. The New Black Centre for Performance and Art also offers an after-school music program for youth and recording facility.

The inventory of cultural activities and art galleries continues to grow as entrepreneurs discover the area offers reasonable rents and high visibility. The real impediments to locating in Inglewood are the City of Calgary's parking policy and the Land Use Bylaw, 1P2007 (which is a continuing barrier to arts spaces). The community and BRZ are in regular contact with the City to resolve the issue of parking allowances and restrictions, and the IDI is an effort to replace the Land Use Bylaw with more arts-friendly planning guidelines.

4.7 RELIGIOUS LIFE IN INGLEWOOD

Several churches are located in the community. Some have congregations drawn from across the city; others, like Lantern Community Church, are truly local in terms of their membership base and outreach mandate. St. John the Evangelist Anglican Church is home to a Scout troop and Lantern Community Church offers sports and recreation programs for children.



Inglewoodonians congregating in the historic Trinity United Church, now home to the arts-supporting Lantern Community Church, for the 2011 Bleak Mid-Winter Film Festival. - Photograph by Roberta McDonald.

4.8 INTERPRETIVE AND RECREATIONAL OPPORTUNITIES IN THE COMMUNITY OR NEARBY

Inglewood is well served by recreational and interpretive facilities. Interpretive opportunities are available at the Calgary Zoo, Fort Calgary, Inglewood Bird Sanctuary, Inglewood Wildlands, and Bow Habitat Station at Sam Livingston Fish Hatchery. A new park at the reconstructed weir site, Harvey Passage, will transform what was a hazardous place into a safe paddle park.

Recreational pursuits are available through the Inglewood Lawn Bowling Club, Inglewood Pool and the City's river pathway system. The City of Calgary runs a mobile skateboard park on the grounds of the Community Association. The ICA has partnered with the Calgary Association of Skateboarding Enthusiasts to explore construction of an indoor skate park facility within the community.



Maintained by a cadre of volunteers, the rink at the Inglewood Community Association Hall is a center for neighbourhood based sports both winter and summer. - Photograph by Carmen Marquis.



The historic Garry Theatre, now home to the Ironwood Stage and Grill, anchors Inglewood's vibrant live music scene. - Photograph by Roberta McDonald.

4.9 BUSINESS ACTIVITY IN INGLEWOOD

Inglewood's Business Revitalization Zone (BRZ) was established in the 1980s. Under a formula worked out with the City, the revitalization zones are taxed on a square footage basis. The funds raised in this manner from local business owners are then set aside and can be accessed for upgrades to the commercial environment.

Inglewood's BRZ was a prime mover behind the community's Main Street project and restoration of the historic commercial fabric along 9th Ave. SE. The BRZ has been instrumental in the development of urban design guidelines and parking relaxations to support retail business activity. It has attracted new businesses to the community, including marketing and design firms.

Besides marketing the community's merchants, the BRZ supports Sunfest and the Fringe Festival, annual summer events intended to bring people from outside the community into Inglewood. Enhancing the pedestrian experience and bringing in people from outside the immediate community are key strategies the BRZ is using to attract new businesses and shoppers to the area.

The success of entrepreneurs in Inglewood is intimately tied to redevelopment in the community. Collaboration between the BRZ and ICA on redevelopment initiatives enhances the financial and social well-being of the community, preserving its architectural heritage and inviting new development into the area

PART 5

Urban Design Objectives and Implications

5.1 IDI OBJECTIVES, CONCEPTS AND STRATEGIES

Moving from a wish list of objectives to a platform for implementation requires sound strategy and determined action by the community of Inglewood. The following table explores the urban design implications of 20 principles that arise from the community objectives stated earlier in the IDI. Each of these principles is broken down into concepts and strategies to clarify potential action items.



This mews-type development offers a potential model for Inglewood’s alleys - particularly for the alleys separating 9th Avenue main street buildings from the general neighbourhood character of 8th and 10th Avenues. Alleyway Mews offer the benefits of buffering higher and lower intensity environments, provide a high-quality reservoir of affordable housing, and combat crime and disorder by putting “eyes on the street” in areas that traditionally suffer from lack of surveillance.

- Photograph from the PlaceMakers Canada Photo Library.

PRINCIPLE 1	PROMOTE INCLUSIVENESS WITHIN INGLEWOOD
CONCEPT	STRATEGIES
Encourage the availability of a wide-range of housing types, ensuring a supply of affordable housing for single people, families and seniors.	Introduce “inclusionary zoning” – requiring and/or rewarding developers to include affordable housing or family-appropriate units in new development.
	Add affordable rental suites in basements and garages, through a mechanism such as a secondary suites bylaw.
Discourage low-income housing projects that are large scale and separated from their neighbours.	Integrate non-market, or publicly-funded and managed affordable housing with market-rate housing.
	Ensure appropriate placement of housing types.
Provide strategies so community seniors can transition within the community as their needs change.	Support local institutions in planning and seeking financing for renewal of existing facilities and construction of new ones.
	Encourage local community programs for different age groups.

PRINCIPLE 2	PROMOTE POPULATION GROWTH IN INGLEWOOD
Increase density selectively in the community, use urban design guidelines that provide direction for where to encourage higher density and where to limit it given existing conditions.	Support monetary or tax incentives for redevelopment and/or adaptive reuse of former industrial sites.
	Investigate construction of alleyway housing or redevelopment of garages and secondary suites in homes

PRINCIPLE 3	ENSURE SAFETY AND CIVILITY IN THE COMMUNITY
Put more “eyes-on-the-street” to deter crime.	Support mixed use development, combining residential with retail or commercial uses, and ensuring residents are out and about in their neighbourhood, keeping the streets safe.
	Compare and contrast the Inglewood SmartCode and the City’s land use bylaw, IP2007 for their applicability in putting “eyes on the street” through garage development and mews-type housing.
	Install appropriate street lighting and implement design strategies that discourage illegal activity around buildings and vacant or underused sites.
Maintain the public and private realms in good condition.	Ensure existing bylaws are enforced, with prompt reporting and clean up of litter, building damage and graffiti (Community Standards Bylaws 5M2004 and 35M2004).
Work with other agencies to identify best practices in deterring crime.	Reinforce collaboration with adjacent communities, the Calgary Police Service, Animal and Bylaw Services, and social service providers.



Jack Long rallied the Community of Inglewood under the slogan “Every Man a Planner,” producing the Inglewood Design Brief in 1973. Today, citizen participation in neighbourhood planning through Charrette processes is considered a best practice throughout North America. - Photograph from the PlaceMakers Canada Photo Library.

PRINCIPLE 4	ENCOURAGE CIVIC ENGAGEMENT WITHIN INGLEWOOD
Effective communications play a role in bringing people together for the purposes of building a sense of community, informing people of developments and obtaining consensus on important decisions.	Conduct neighbourhood-scaled design charrettes through the ICA to ensure meaningful public participation. Maintain current publications, e.g. the community newsletter and website, BRZ publications, and newsletters produced by community agencies.
Improve intra-community relationships.	Establish formalized opportunities for relationship building between the ICA, area social service agencies and faith communities that serve the local population.

PRINCIPLE 5	CULTIVATE BETTER RELATIONSHIPS WITH SURROUNDING COMMUNITIES AND INSTITUTIONS
Strengthen the bargaining power of Inglewood and neighbouring communities with the City of Calgary. Participate in a network of city-wide organizations concerned with Calgary’s sustainable development.	Investigate possibility of partnerships with communities along the central east corridor, such as Greater Forest Lawn and east to the Town of Chestermere, and communities along the SE LRT corridor such as Ramsay, the East Village/Fort Calgary, Highfield, Lynnwood and Ogden. Cultivate relationships with organizations such as the Calgary Food Policy Council, Calgary tour de nuit Society, Calgary Association of Skateboarding Enthusiasts and Calgary Civic Camp.

PRINCIPLE 6	ESTABLISH INGLEWOOD AS A CENTRE FOR CULTURE AND THE ARTS IN CALGARY
Encourage the location of cultural industries in Inglewood.	Support development applications for funding or zoning changes, so that more buildings in Inglewood can be adapted for cultural uses. Encourage the City to provide tax incentives to developers who build affordable studio spaces for professional artists. Negotiate relaxed parking requirements with the City of Calgary specifically for cultural activities.
Establish an ICA Arts Committee to foster public art projects and collaborate effectively with the City’s new arts funding system, the development community and arts donors.	Identify public art projects which would enhance gathering places and major landmarks. Encourage developers in Inglewood to follow the example of the City of Calgary, setting aside one percent of their total budget for public art connected to their projects. Explore the possibility of Inglewood’s being designated a “Creative City” Zone within Calgary. The Creative Cities movement encourages the use of new planning paradigms for urban development, including support for creative enterprises.



Installed just west of 11th Street on the south side 9th Avenue, this mural commemorating Inglewood’s Centennial is one of the the legacies of local artist Corinne Dickson’s practice in collaborative public art.

- Photograph by Roberta McDonald.



The street lights of 9th Avenue are a legacy of Inglewood’s participation in the Alberta Main Street Project in the early 1990s. The banners and seasonal light displays are maintained by the Inglewood Revitalization Zone (BRZ).

- Photograph by Roberta McDonald.

PRINCIPLE 7

Complement existing banner and signage initiative under BRZ by launching a community visual communications and industrial design initiative.

PROMOTE INGLEWOOD AS A CULTURAL DESTINATION WITHIN CALGARY

Focus on street lighting and signage on avenues outside the 9th Ave. SE corridor.

Bolster current banner displays on 9th Ave. SE with a seasonal banner program for major holidays and special events.

Develop a program to address gateways into the community, including but not limited to entry signage.

PRINCIPLE 8

Build upon the community’s legacy of diverse economic activity to create an even broader range of innovative business, career and recreational opportunities that are locally based and easily accessible.

Expand the community’s amenities, ensuring that Inglewood has all of the services commonly associated with a complete neighbourhood unit

INCREASE AND DIVERSIFY ECONOMIC ACTIVITY IN INGLEWOOD

Permit mixed commercial/residential use in buildings.

Working with the City, develop strategies to address population and job targets in order to create critical mass to support economic diversification.

Phase out remaining auto-related activity along 9th Ave SE. Attract new businesses and institutions to this area, including missing amenities; develop an urban village district that stretches from 8th St. SE to the intersection at Blackfoot Trail.

Investigate the viability of locating residential and commercial uses in small buildings or mews that front onto alleys on either side of 9th Ave. SE.

Encourage street cafes through the provision of wider sidewalks on 9th Ave. SE.

Plan for the location of light industrial uses close to the rail tracks.

Enhance the area’s designation as an “eco tourism” destination by creating a Science Campus, collaborating with Bow Habitat Station, the Bird Sanctuary, Calgary Zoo, Calgary Science Centre and Wildlands Park

PRINCIPLE 9	PROMOTE POLICIES THAT MAKE IT EASIER FOR BUSINESSES TO LOCATE IN INGLEWOOD
Develop a parking policy specific to Inglewood.	Encourage on-street parking or angle parking where feasible. Recognize the need for alternative parking policies in Inglewood.
Nurture business clustering, to serve start-up businesses and design firms.	<p>Pursue designation of a particular geographic area as a Business Incubation Zone, where new businesses would cluster.</p> <p>Post design and development guidelines on the ICA website. Collaborate on implementation of guidelines with civic authority and developers.</p>

PRINCIPLE 10	REDUCE DEPENDENCE ON THE AUTOMOBILE AND MINIMIZE NEGATIVE IMPACTS OF VEHICULAR TRAFFIC
Provide alternative transportation options, reducing dependence on the automobile in Inglewood.	<p>Establish a dedicated transit right-of-way as a first step towards reintroducing the streetcar.</p> <p>Support volunteer-operated programs for alternative fuel vehicles, car-sharing, scooter-sharing and bike-sharing.</p>
Improve environmental quality in Inglewood.	<p>Advocate for removal of 9th Ave. SE as a heavy truck route.</p> <p>Press for the City to monitor and reduce noise from motorcycles, trucks, and industry.</p>

This diagram from the SmartCode illustrates how the Rural to Urban transect applies to park and civic spaces. From the natural areas of the Bird Sanctuary and Pearce Estates through the more human-influenced treatments of Nellie Breene Park and the Brewery Gardens, Inglewood has some spectacular examples of T1-T4 parklands. Perhaps missing from Inglewood’s inventory are T5 civic spaces.

Diagram from SmartCode V.10.0.

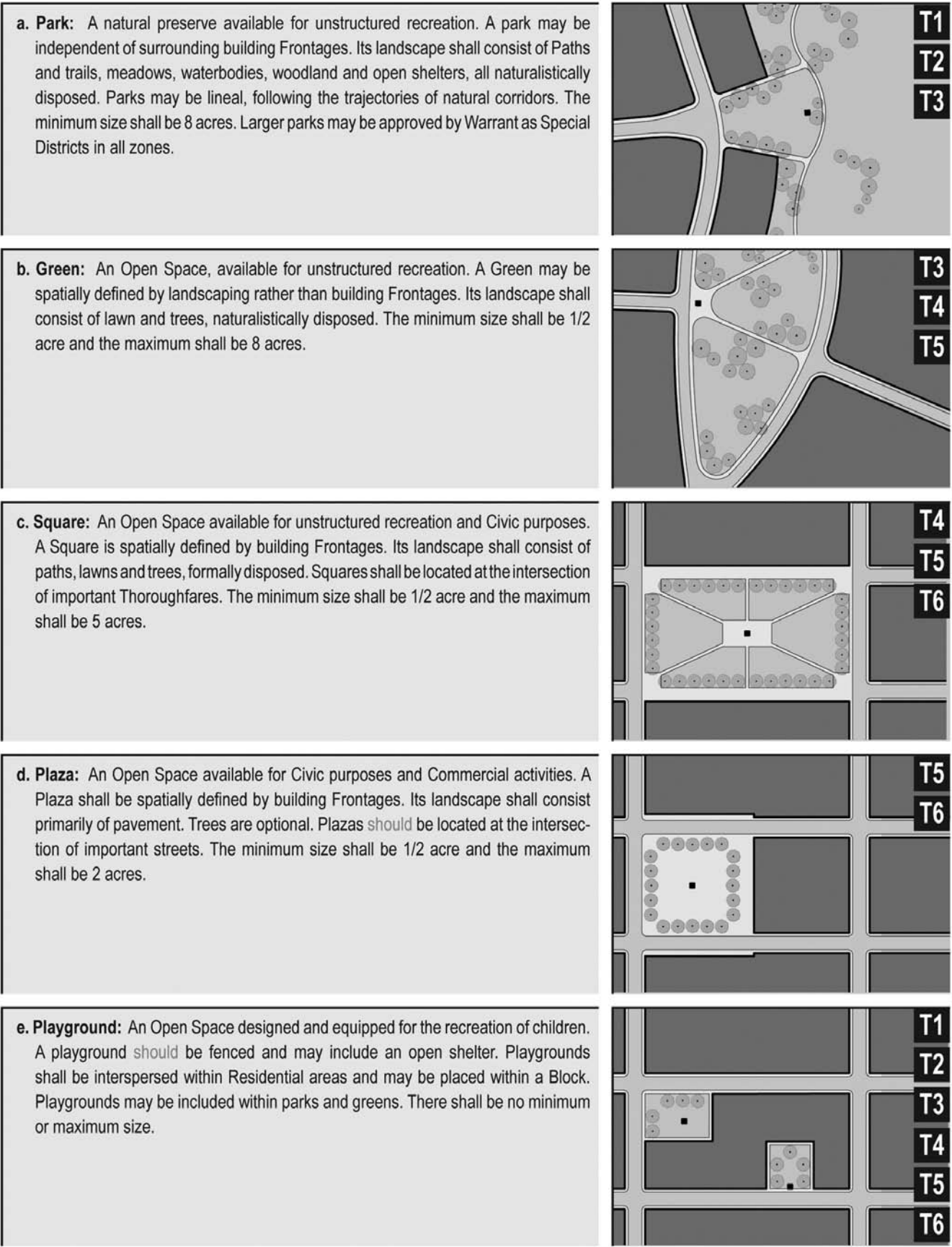


Diagram from SmartCode V.10.0. Image courtesy DPZ

PRINCIPLE 11	ESTABLISH A FORMAL PARK STRUCTURE AND MASTER PLAN
Establish a formal park structure and master plan for Inglewood, creating a benchmark against which future development can be compared.	<p>Identify environmental features and spatial layouts unique to the community; inventory park size and intensity of use, and the interrelation of park and green space networks.</p> <p>Note transitions from natural to manmade environments</p> <p>Create links between river pathways and urban areas.</p>

PRINCIPLE 12	PROMOTE SUSTAINABLE PRACTICES TO REDUCE INGLEWOOD'S ECOLOGICAL FOOTPRINT AND IMPROVE COMMUNITY WELLBEING
Model being an environmentally-aware community.	<p>Promote the use of sustainability principles in new building and redevelopment projects.</p> <p>Recognize sustainable behaviours in the local newsletter to enhance public awareness.</p> <p>Investigate which areas of the community are best suited to meet criteria of green building rating systems like LEED, promoting these areas for future sustainable development.</p>
Decrease storm water flows that must be handled by municipal infrastructure.	<p>Reduce the amount of impermeable or hard surfaces around buildings by specifying permeable alternatives for parking and landscaping purposes.</p> <p>Explore the possibility of establishing a wetland where storm water flows could be directed and naturally filtered.</p>
Raise public awareness about the impacts of noise, air and light pollution. Demonstrate sustainable alternatives.	<p>Partner with non-profit groups on educational programs in the community.</p> <p>Endorse the City's Dark Skies guidelines for reducing electric lighting around buildings.</p>



- Photograph by Carmen Marquis.

Home to the Cornucopia Community Garden Co-op, the Garden Path is a source of inexpensive organic vegetables for Inglewoodonians, a proponent of local food systems, a contributor to local charities, and an amazing generator of community.



From the co-generation-heated and powered Walker Court live-work units in the background to the community-donated, built, and maintained garden in front of Colonel Walker School, Inglewoodonians consistently demonstrate a commitment to sustainability.

- Photograph by Elizabeth Carra.

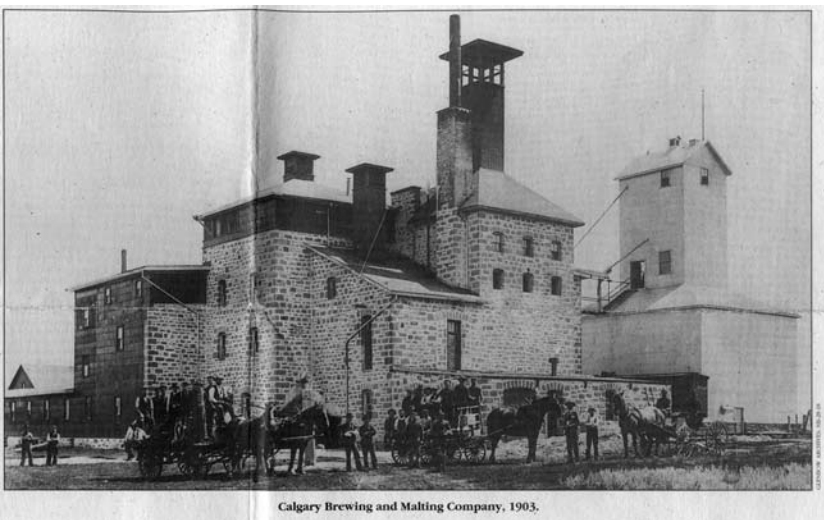


Inglewoodonians and visitors participating in the May, 2010, Inglewood Jane's Walk stand at the corner of 10th Avenue and 11th Street SE. Their westward view takes in the historically significant livery stable of the National Hotel (c.1910) in the foreground, the silhouette of the Merlin Block (2003) on the left, and the Inglewood Art Block under construction.

- Photograph by Darcy Kraus.

PRINCIPLE 13	PRESERVE HISTORIC STRUCTURES IN INGLEWOOD FOR FUTURE USE AND ENJOYMENT
Maintain a sense of living history in the community by retaining historic structures and landscapes. Conduct a current inventory of buildings and sites.	<p>Inventory all designated and potential heritage structures in Inglewood. As part of the inventory, identify historical spatial layout, i.e. lot and block structures, boulevard widths, and interrelationship of structures.</p> <p>Results of the inventories to be published and updated constantly. Properties on the inventory could be made eligible for government assistance for their preservation, rehabilitation, or restoration.</p>
Ensure adequate policy is in place to protect historic sites such as the Brewery, and those sites that have not yet been designated officially.	<p>Developers to be advised of applicable standards regarding the reuse, alteration, preservation, rehabilitation, or restoration of any designated Municipal Historic Resource.</p> <p>The City to inform owners or developers of historic resources of their historical provenance; this will eliminate misunderstandings about which structures may be demolished and those which must be preserved.</p> <p>Bulldozing of useful and salvageable structures should be prohibited until their historical significance has been ascertained.</p>

PRINCIPLE 14	PROMOTE COMMERCIAL DEVELOPMENT AND HERITAGE PRESERVATION
Heritage sites provide a unique environment for business revitalization and simultaneously, revitalization is necessary to provide private funds to restore buildings.	Establish guidelines on relaxations for older buildings. Define which sites can be used for restoration only and those that qualify for adaptive reuse.
Identification of the heritage nature of a building should not prevent alterations or reuse initiatives designed to meet the basic needs of occupants in the building.	Ensure the 9th Ave. Design Guideline is recognized by the existing ARP and incorporated into the Inglewood SmartCode.

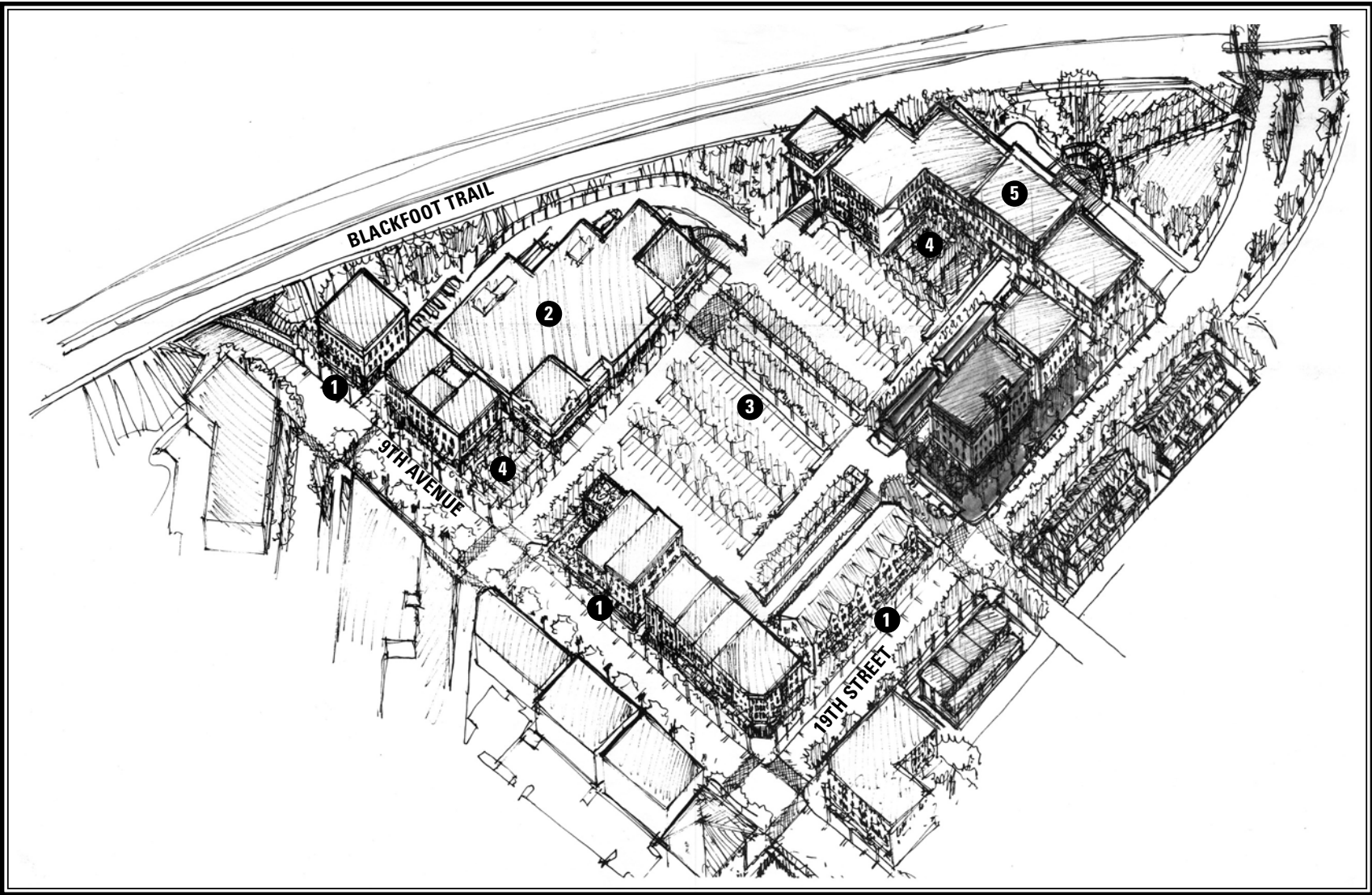


Beneath the box-like metal structure cladding the Brewery today lurks this beautiful 1903 castle-like sandstone building. - Historic Image from the Glenbow Archives.

PRINCIPLE 15	LOST OR DAMAGED HISTORICAL ICONS SHOULD BE RESTORED
Ensure revitalization efforts enhance the urban village’s unique historic flavour.	<p>The use of historical Inglewood names in the naming of public streets and other facilities should be extended beyond 9th Ave. SE.</p> <p>Seek recognition of Inglewood as a heritage district (it was declared a historic district in 1992). Heritage designation would position the community for private and public funds.</p>



This plan for the redevelopment of the Blackfoot Truck Stop, called Inglewood East Gate, expresses the Inglewood Community Association’s aspirations for historically responsive urban redevelopment. The plan, which was developed through collaboration between the Community Association and the owners, proposes that a human-scale town centre (with grocery store) replace the current automobile-scaled “hole” in the middle of the community. The City’s intention to route the Central-East LRT through the site will necessitate some redesign but the plan’s high-quality public realm will only be enhanced by a major transit station.



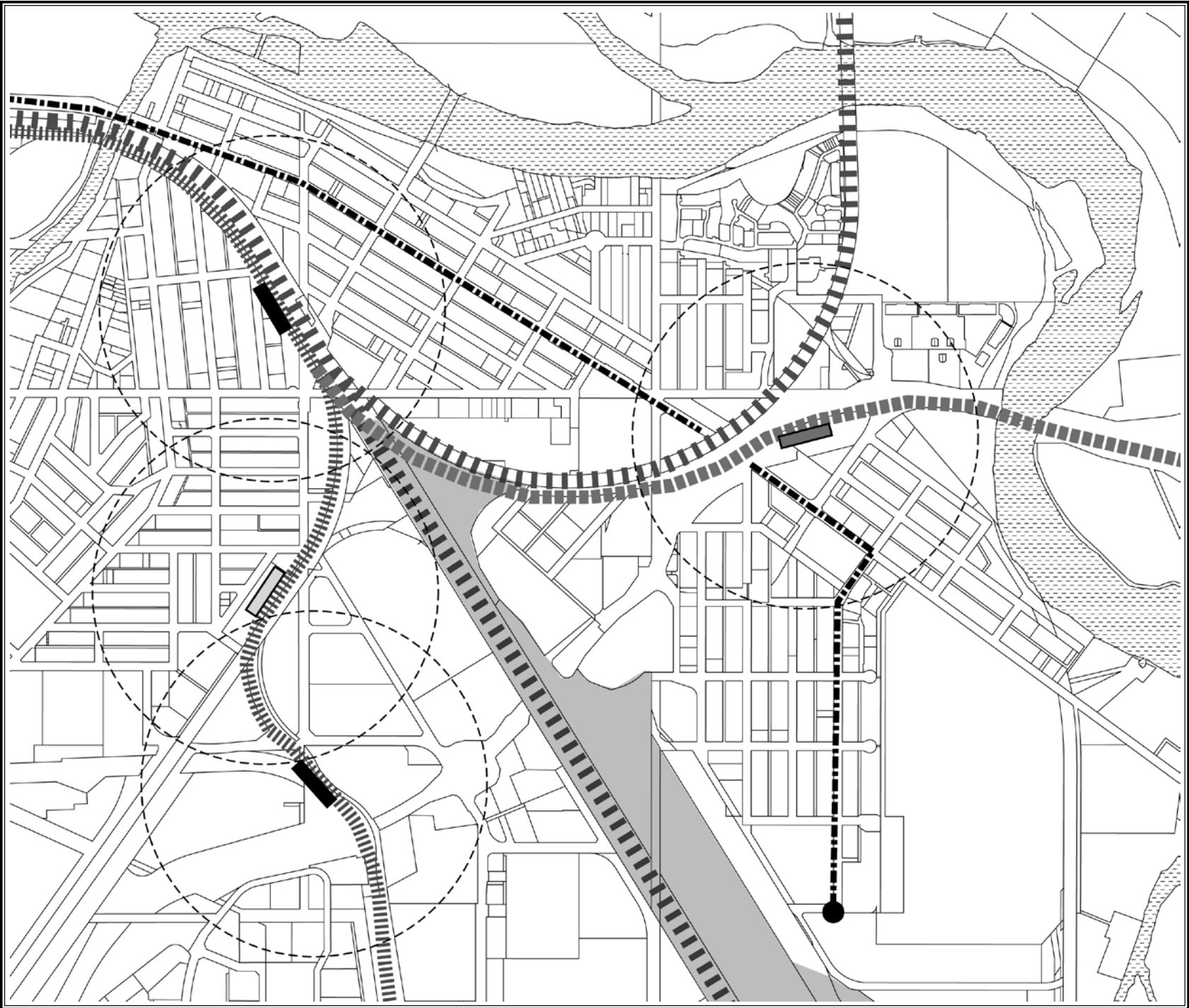
- Diagram by PlaceMakers Canada.

Inglewood East Gate

- 1 Vibrant mixed-use main street buildings fronting on 9th Avenue and 19th Street.
- 2 “Big box” grocery store accessible from Blackfoot Trail but also featuring pedestrian entrance.
- 3 Surface parking managed in the center of the block.
- 4 South-facing plaza space. (there are two)
- 5 A signature building facing the Cushing Bridge, acting as a gateway feature.

PRINCIPLE 16	NEW DEVELOPMENT SHOULD RESPECT THE COMMUNITY’S BUILT HERITAGE
Respect the historical context of Inglewood with designs for new buildings.	<p>Identify design guidelines for the sensitive integration of new structures into the existing fabric. Calibrate these guidelines with the form-based provisions of the Inglewood SmartCode.</p> <p>Develop templates for building envelopes with massing specific to differing areas of the community.</p> <p>Commercial uses in largely residential areas should be limited to corner/fringe properties, i.e. located on sites bordering the main street and commercial areas.</p> <p>Surface parking lots should be discouraged, with a focus instead on street parking and underground lots.</p>

PRINCIPLE 17	RAISE PUBLIC AWARENESS AND INVOLVEMENT IN HISTORIC RESOURCES
Collaborate with civic partners on programs to raise public awareness of the value of historic buildings and sites.	Collaborate with Fort Calgary, the City, the Inglewood Historic Society and the Old Town Calgary Society on walking tours and other educational programs. Seek funding for these awareness initiatives from municipal resources, non-profit organizations and private donors.



- Diagram by PlaceMakers Canada.

Historically, with a streetcar connecting it to the downtown and heavy rail connecting it with the rest of the Canada, Inglewood was well served by transit. Two major planned LRT routes offer a Inglewood a renewed relationship with transit, and the ability for residents to contemplate a future where it’s possible to live well without the necessity of owning an automobile.

Inglewood’s Transit Future

- |||||

The CPR’s heavy rail lines could support regional and national passenger rail in the near future and right of way has been set aside for future high speed rail between Calgary and Edmonton.
- |||||

The SE LRT might first be built as a “transit-way” - a separate road for buses - in order to extend the line to the hospital in the City’s SE corner as soon as possible.
- |||||

The Central East LRT has begun service as express bus route 305. Plans for a dedicated right of way along a revitalized International Avenue to the east will continue over the river valley into Inglewood. The route is currently planned to eventually connect with the SE LRT.
- 9th Avenue will continue to be a significant bus corridor.
- The planned station at the Inglewood Truck Stop will be a major catalyst for redevelopment of the hole in the center of Inglewood.
- The planned stations of the SE LRT will connect Inglewood and Ramsay at 11th Street, and serve the Crossroads Market.
- A proposal for a second station serving Ramsay has been proposed by some residents.

PRINCIPLE 18	MAKE INGLEWOOD A PLACE WHERE PEOPLE CAN LIVE WELL WITHOUT A CAR.
Ensure a diversity of transportation options by implementing multi-modal transit concepts, that is, those accommodating pedestrians, cyclists and transit users equally with the automobile.	Support further public transit development and supply in Inglewood, such as the new SE leg of the LRT. Identify short and long-term strategies for mitigating the effects of traffic on Blackfoot Trail where it intersects with residential areas, e.g. the intersection at 19 St. SE and Colonel Walker Community School. Design future regional and local pathways and sidewalks to be of equal importance to roadways, and add sidewalks where these are missing. All streets, existing and proposed, should be reviewed with regard to pedestrian safety and physical accessibility.
Encourage public awareness about land development near rapid transit stations.	Organize public workshops on proposed development around transit lines and carefully monitor proposals for their fit with community goals.

PRINCIPLE 19	IMPROVE CONNECTIVITY BETWEEN DIFFERENT PARTS OF INGLEWOOD
Address the impact of two generations of planning efforts that severely impaired connectivity between different parts of the community.	<p>New development should continue the traditional lot and block structure and disallow cul-de-sac and gated developments.</p> <p>Review previous cul-de-sac measures and street closures in the community which have not achieved their purpose and propose changes.</p> <p>Resolve the divisive intersection at Blackfoot Trail in the centre of the community, with short and long-term strategies that are based on context-sensitive transportation design.</p>

Municipal parking requirements present a formidable disincentive to all types of development in Inglewood. New businesses are required to prepare a detailed and expensive parking study as one of the steps in winning City approval.

PRINCIPLE 20	RELAX CITY-MANDATED PARKING PROVISIONS AND EXPLORE INNOVATIVE PARKING STRATEGIES
Develop a comprehensive parking strategy to identify appropriate options for an urban village situation. Put an end to the divisive and protracted conflict-based approvals practice which is currently in place.	<p>Investigate the feasibility of introducing angle-parking zones to increase capacity and act as traffic calming buffers between commercial and residential areas.</p> <p>Utilize existing rights of way which provide significant parking reservoirs.</p> <p>Require new commercial development of a certain size to include underground parking for building occupants and the public, with the parking accessible to the public in off peak hours.</p> <p>Revisit the issue of rush hour traffic lanes on 9th Ave. SE, reducing these to two lanes at all times to restore the pedestrian precinct along 9th Ave.</p> <p>Relax parking requirements for new development along 9th Ave. SE.</p>

Case study: The Folk Festival was able to negotiate relaxed parking requirements with the City of Calgary only after demonstrating alternative parking locations for staff and patrons.

Current transit planning for Inglewood is conducted independently of parking considerations; this is a serious drawback to effective transportation planning in the community.

PART 6

Form-Based Planning Regulations and the SmartCode

6.1 PROBLEMS WITH THE CURRENT PLANNING CONTEXT IN CALGARY

The overriding objective of the City’s 2007-09 integrated land use and transportation planning process, Plan|It, was to reduce Calgary’s ecological footprint. Its goals included planning for the next 60 years, assuming a doubling of the population in that timeframe; lessening the costs of civic infrastructure; diversifying the economy; and ensuring the well-being of all Calgarians.

Plan|It resulted in two policy documents: a new Municipal Development Plan (MDP) and the Calgary Transportation Plan. In the MDP, the City identified design guidelines and core indicators for the next 60 years. New development in Calgary should be compact, mixed-use, walkable, and served by transit. Put another way, future development should be urban rather than suburban.

The good intentions and rhetoric of Plan|It notwithstanding, the City of Calgary is mired in an impasse between forward-thinking planning policy, and an existing framework that entrenches the suburban model of development. This is apparent in the difficulties experienced throughout the industry in realizing sustainably-designed projects.

For example, the award-winning Currie Barracks development by Canada Lands Company has won international recognition as a sustainable urban development under the green certification system LEED. In spite of this recognition, the regulatory arm of the City’s planning department rejected many of the development’s innovations that would realize the intentions of the MDP. The difficulty is these innovations cannot be accommodated under existing standards for suburban development.

At a smaller scale, private developers and the Redevelopment Committee in Inglewood often find themselves at odds with the City over redevelopment that fulfills sustainable goals but runs contrary to existing engineering and development standards.

Until now, those who pursued green or innovative projects found it was not possible to realize sustainable development without special exemptions and long timelines. Fortunately, there is a solution that has been tested and proven. Informed by appropriate urban design principles and concepts, the SmartCode can achieve a municipality’s goals in a way that benefits the environment, the economy and people.

Inglewood is faced with some big questions about its future development.

1. How does Inglewood move from a checklist of urban design goals to realizing its future as an urban village?

Even the most detailed list cannot ensure goals will be achieved in a timely or holistic way.

2. What regulatory and policy framework is required to facilitate this development?

The old way of realizing development in Calgary is flawed and change is difficult to implement at the municipal level. This raises the question, how can Inglewood break this deadlock to bring about much-needed change?

3. How does the community ensure its residents continue to exercise a strong voice in the redevelopment of Inglewood?

A combination of factors threatens the community’s voice, from barriers erected by civic bureaucracy to redevelopment in Inglewood that over time could result in an increase in population without the attendant sense of belonging that previous residents experienced.

4. How can the IDI framework support the City of Calgary’s sustainability targets?

Inglewood’s goals for economic, social and environmental well-being are similar to the intentions of the 2009 Municipal Development Plan and a variety of civic engagement exercises. The community must communicate how its planning initiative would help the City achieve its targets for sustainable development.

6.2 PRINCIPLES AND TOOLS FOR REALIZING URBANISM

Good urban design hinges on inclusivity, meaningful involvement from residents and a regulatory framework that supports urbanism. Inclusivity permits and promotes all uses or activities except where particular uses are strictly forbidden because of their negative impacts. Urbanism also encourages having many centres throughout a city, resulting in a pattern of vibrant urban villages where each exercises some authority over development in its own sphere. Inglewood aspires to be part of such a city framework. Calgary, in contrast, is an example of development based on functional zones, dispersed development and a concentration of authority at the centre.

In Inglewood, the process of involving people began 40 years ago with the endorsement of Jack Long’s notion of “every man a planner,” and the recognition that ordinary citizens, engaged in their community and informed about the principles of urban planning, are indispensable in the planning process. Urbanism requires citizens who are willing to be involved in the redevelopment process of their community. These agents of change provide an impetus for sustainable development, sometimes in opposition to elements held over by custom in the civic bureaucracy or on Council.

As part of a formal process for engaging citizens, the design charrette is a tool for bringing citizens together to explore how their community will develop. Inglewood’s various citizen engagement exercises have been a precursor to a full-fledged charrette that will be an important part of the next stage of the Inglewood SmartCode’s development, following approval of the IDI in 2011.

Regulation gives urban design principles legal status so that they are not merely wishful thinking. Once adopted by a municipality, the Inglewood SmartCode would have this authority. In some jurisdictions, the SmartCode completely replaces the existing land use code; in other places, it has been applied to specific locales as a substitute for conventional bylaws. The SmartCode regulates development to achieve a specific form in an urban setting. The net result is the creation of a predictable public realm by controlling physical form.

Redevelopment within the SmartCode is prescribed: The code specifies building height and form, landscaping and street elements, while simultaneously, it encourages a flexible approach to land use.

The City of Miami, Florida recently replaced a conventional land use bylaw with version 9.8 of the SmartCode. Miami is one of hundreds of municipalities that have adopted the SmartCode. The code was chosen for its success in other jurisdictions, its flexibility in adapting to local context, its ability to function at different scales of development and because it employs the transect as an organizing principle.

While Miami fully adopted the SmartCode, throwing out its previous Land Use Bylaw, the SmartCode can also be deployed as a parallel code for specific locations within a city. Inglewood would make a good pilot study given its urban village context. Calibrated to the village setting, the Inglewood SmartCode would further enhance the community’s local character and circumstances. The existing Land Use Bylaw would likely be retained for suburban areas of Calgary.

What is the SmartCode?

The SmartCode represents 20 years of research and implementation by urban planning practice Duany Plater-Zyberk and Company. It is designed to create walkable neighbourhoods in a variety of settlements, from the most rural to the most urban. Frequently employed for the creation of new communities, it has also proven itself in redevelopment situations like Inglewood.

Rather than emphasizing the control of land use through conventional zoning, the SmartCode is form-based. Form-based zoning regulates development with greater emphasis on urban form than land uses, although certain kinds of negative impacts like heavy industry are controlled.

Urban form features regulated under the SmartCode include the size of blocks, width of lots, and building types. Different building types are permitted according to their appropriateness to different parts of a neighbourhood. Taking their cue from the best local examples of built form, they are regulated with regard to interface with the street, setbacks, heights, placement on the lot, and location of parking. The SmartCode also functions as a unified land development code that can include almost every urban design element found in the human environment: street standards, landscaping, architectural standards, signage and environmental performance, to name some elements that can be addressed.

Underlying the SmartCode is the ecological concept of the transect. A transect is an organizing concept that shows the range of habitats that exist along a longitudinal axis. The rural-to-urban transect used in the SmartCode facilitates urban design decisions by clarifying a range of development and intensity that is possible in a given area, or series of adjoining areas. The code is suitable for use in Inglewood because of the variety of natural and built form that exists in the community, from the rural edges of the Bird Sanctuary to urban, multi-storey, mixed-use commercial development along 9th Ave. SE.

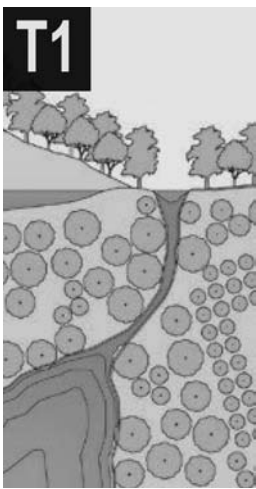
The SmartCode helps to keep towns compact and preserve open space, making it attractive for an urban village situation. Municipal authorities do not have unlimited power when it comes to urban development, but they can control urban form. The code clarifies what forms may be built, simultaneously making it possible to be flexible about land use. Projects developed under the SmartCode have succeeded in realizing compact and attractive urban environments with a strong sense of community.

Developers appreciate knowing early in the development game what may, or may not, be built in a given situation. The code clarifies this and also facilitates decision making about development, an important consideration for community volunteers involved in renewal efforts. The adoption of the SmartCode would clarify their response to development proposals and speed up the approval process.

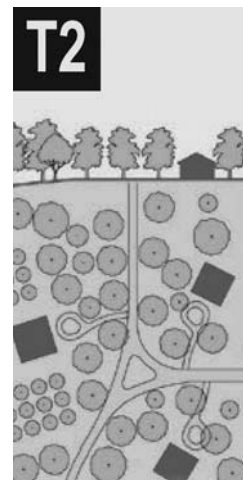
6.3 THE TRANSECT AS AN ORGANIZING PRINCIPLE

Rather than focusing on different kinds of land use, form-based codes such as the SmartCode focus on transitions in form. Knowing which forms to put where requires a design tool called the transect. Inglewood’s traditional urbanism is part of a transect unique to urban areas that were founded as Prairie towns. Each zone within the Inglewood Transect represents a distinct “ecological zone” in the community’s “human habitat.”

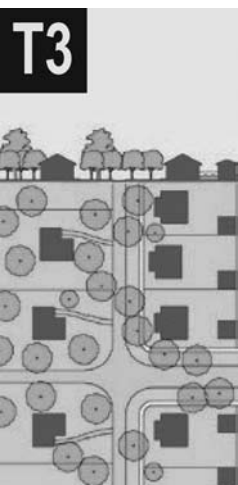
Classic examples of transect zones within Calgary



Natural zone:
found at the
Inglewood Bird
Sanctuary along
the Bow River

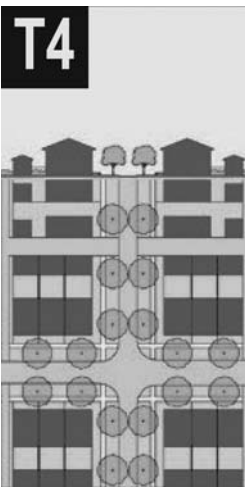


Rural zone:
Old 1A highway
east of
Forest Lawn

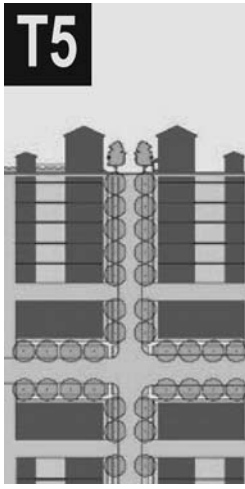


Sub-urban zone:
Mount Royal neigh-
bourhood

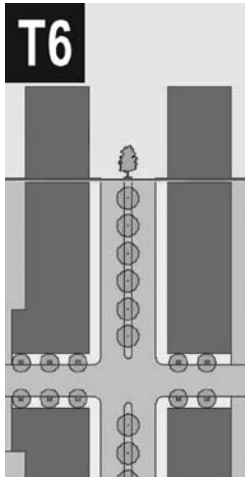




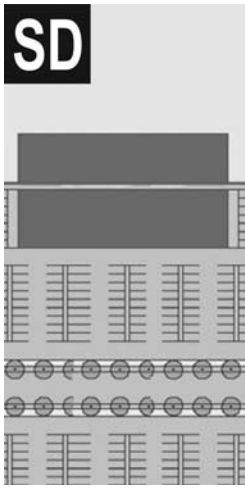
General urban zone:
Sunnyside residential area



Urban centre zone:
9th Ave. in Inglewood



Urban core zone:
Calgary downtown



Special district:
Alyth yards in Inglewood

Urban design firm Duany Plater-Zyberk & Company has identified six zones in the transect and a seventh form that is a special district. The zones range from natural habitat to an urban area with tall buildings. The SmartCode explains these in detail. Not all of these zones (T₁ – T₆) are found in Inglewood, but all are present in Calgary.

Classic examples of transect zones within Calgary

- T₁ — Natural zone: found at the Inglewood Bird Sanctuary along the Bow River
- T₂ — Rural zone: Old 1A highway east of Forest Lawn
- T₃ — Sub-urban zone: Mount Royal neighbourhood
- T₄ — General urban zone: Sunnyside residential area
- T₅ — Urban centre zone: 9th Ave. in Inglewood
- T₆ — Urban core zone: Calgary downtown
- SD — Special district: Alyth yards in Inglewood

The Transect of Inglewood

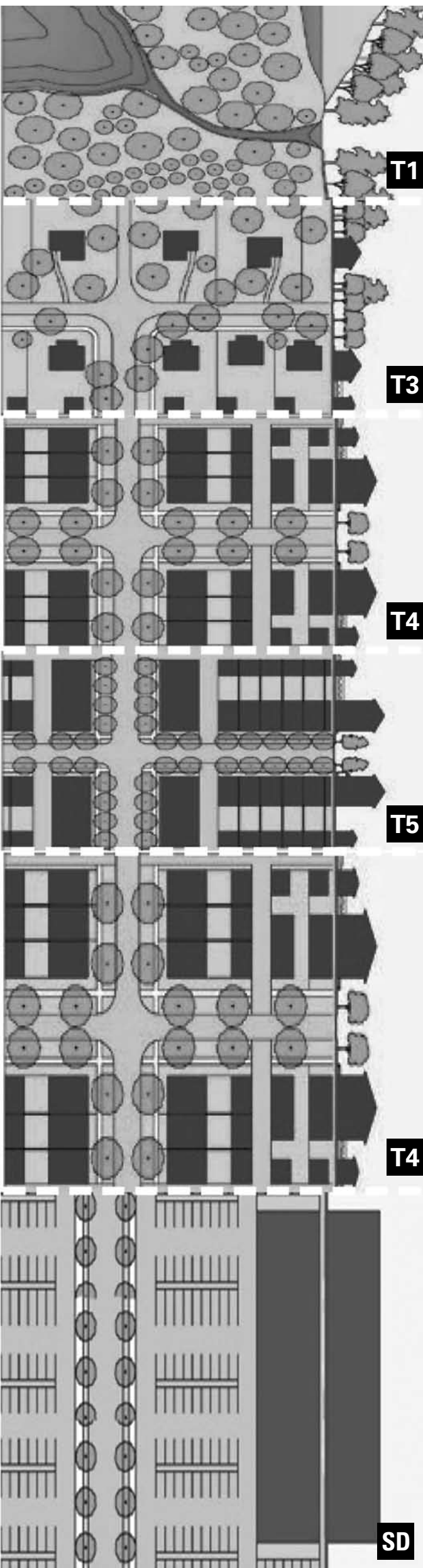
Inglewood is the site of a classic Prairie Transect on 13th St. SE. Starting at the Bow River and moving south to the CPR train tracks, the following zones can be found: From T1 along the Bow River, to T3 on 8th Ave. SE, to T4 on the land between 8th Ave. SE and 9th Ave. SE, to T5 on 9th Ave. SE (Main Street in the original Prairie town) to T4 on 10th Ave. SE, and finally SD, the area of the tracks.

Recognizing this historic pattern helps urban planners, developers, and citizens more effectively communicate with each other about what development is appropriate where, and just as importantly, how to handle the transitions between these zones. Further, this framework allows the community to participate with urban designers in the proposed public design workshop process or charrette.

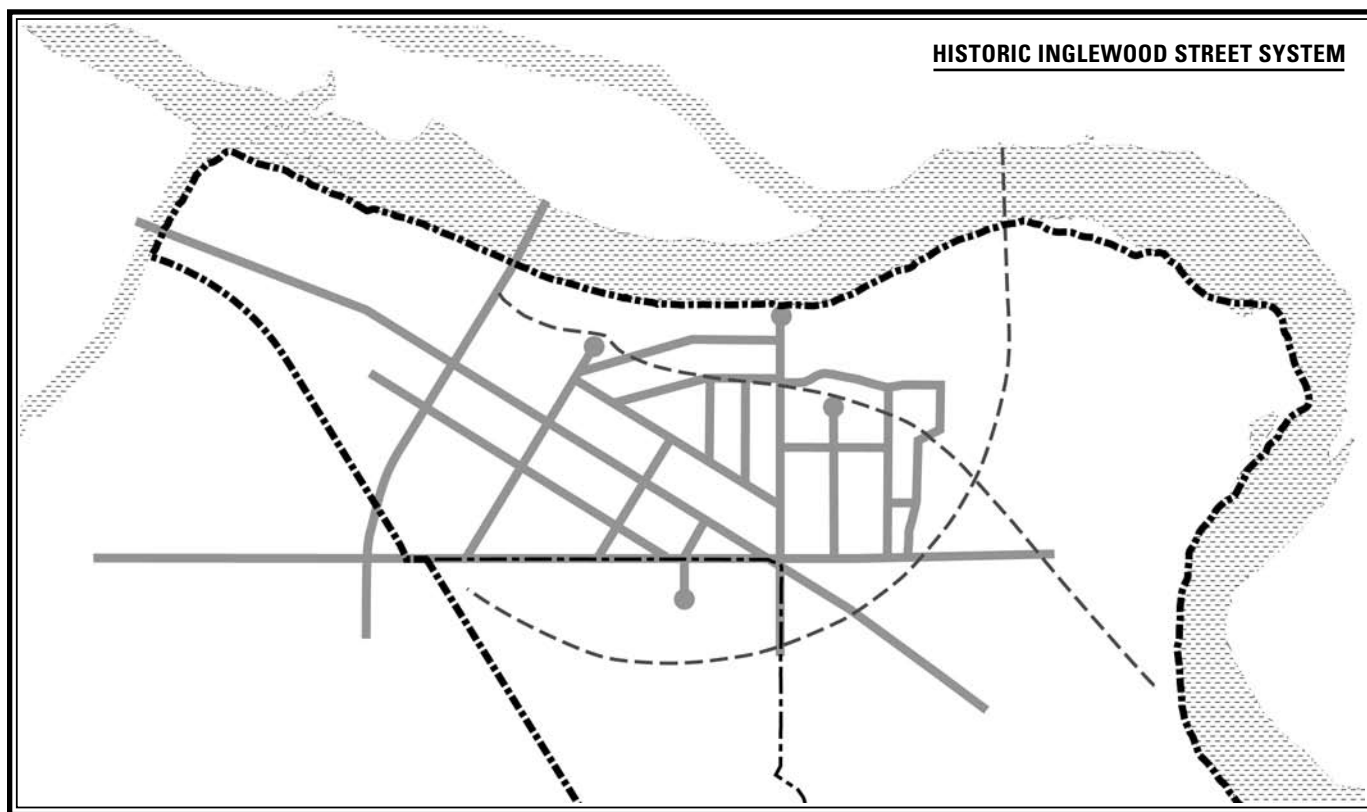
A closer look at the transect in Inglewood highlights another unique aspect. Inglewood is a pinch point in the ecology of the city, a funnel through which a variety of transportation arteries are routed. The community’s shopping area, 9th Ave. SE is a primary transit route, connecting Inglewood with 17th Ave. SE (a major thoroughfare to the east) and Bow Trail to the west. The location of the railway and yards along Inglewood’s southern boundary heightens the nature of this pinch point.

As the Calgary LRT is built out over time, and a station for a proposed regional rail network added, the community’s strategic location at the confluence of numerous transportation corridors will be heightened. Pinch points typically require diligent planning. While Inglewood may be a natural location for transportation corridors, pedestrian use and other forms of mobility must also be accommodated in a safe and pleasant environment. Traffic corridors create noise and pollution hazards which must be managed to avoid ecological damage or health consequences.

Another critical consideration is ensuring existing and proposed transportation corridors do not disrupt Inglewood’s developable land base. Previous development, such as the corridor of Blackfoot Trail, has resulted in left-over land parcels that have proven difficult to develop; the combination of two such corridors, the CPR line and Blackfoot Trail in close proximity is especially problematic. Planning must ensure that the addition of new transportation infrastructure connects the developable land base at the centre of the community.



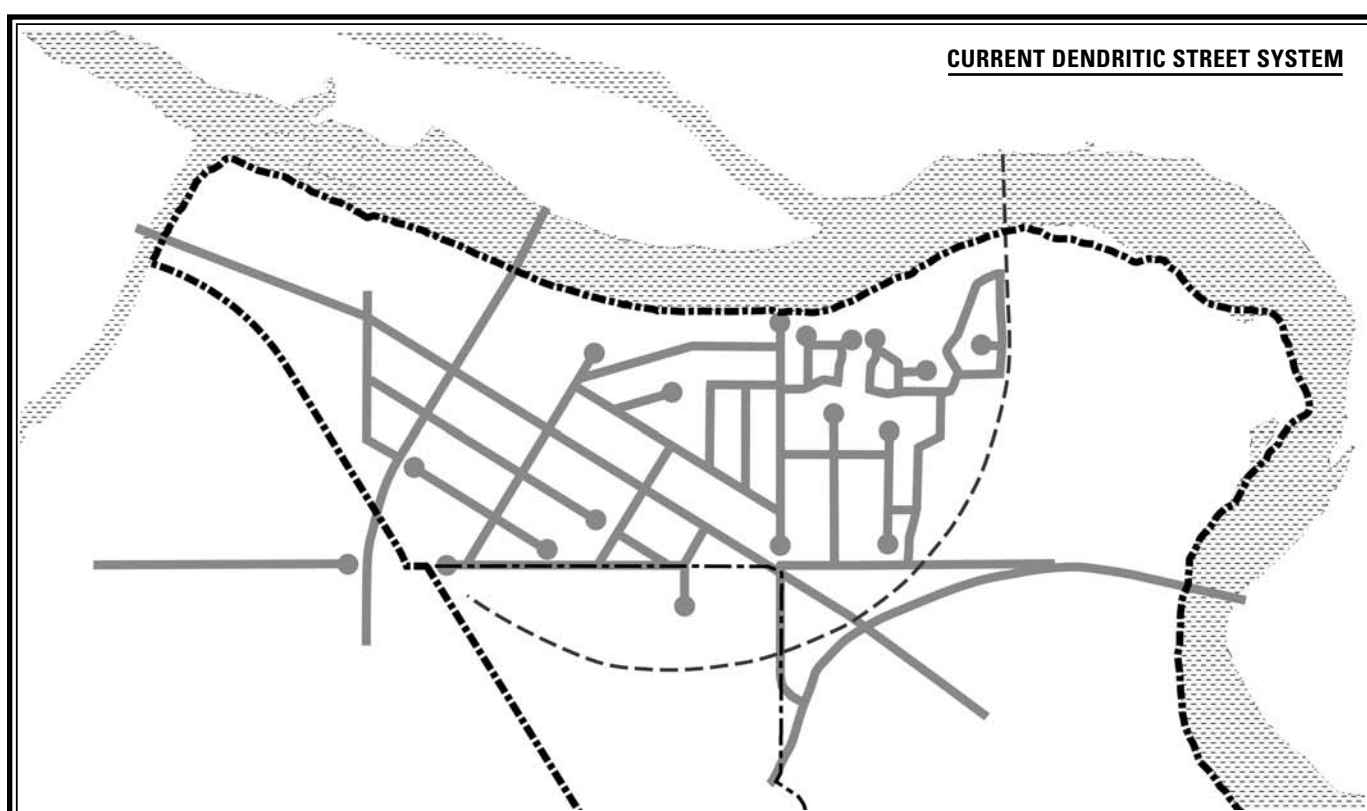
- Diagram by PlaceMakers Canada.



- Diagram by PlaceMakers Canada.

Historic Networked Street System

Examining a portion of the community, this diagram shows the interconnectedness of Inglewood's original street network. While historically there were fewer roads (and houses and cars) in Inglewood than there are today, the street system was networked with very few cul-de-sacs. This resulted for the even dispersal of traffic through the community while allowing busier streets to develop building types well suited to the commercial opportunities presented by higher traffic.



- Diagram by PlaceMakers Canada.

Inglewood's Evolution to a Dendritic Street System

Examining the same portion of the community, this diagram shows how the interconnectedness of Inglewood's original street network has been severely compromised by an automobile-focused transportation regime. With more roads than ever before (and more cars on those roads), the disconnected nature of Inglewood's current dendritic street system concentrates traffic into pinch-points where traffic volumes assail livability and restrictive road design and land-use regulations prevent commercial opportunities.

Along with the transect, road networks need attention. Inglewood's historic network of connected, gridded streets supported a compact, walkable community but changes over time have altered this pattern and undermined connectivity. The junction of Blackfoot Trail, at 17th St. SE and 9th Ave. SE, is locally referred to as the hole in the middle of Inglewood. The CPR, at one time the lifeblood of the community, died off but left a physical barrier. The building of Blackfoot Trail further undermined connections through the centre of Inglewood.

A planning decision that introduced road closures by way of cul-de-sac construction in the adjacent residential area effectively created a "super block" between 15a St. SE on the western edge, 20th/17th St. SE to the east, 9th Ave. SE to the north and 24th Ave. SE to the south. The intention was to reduce truck traffic in the residential area. This alteration of the original, gridded street network has only served to isolate this part of Inglewood.

New Urbanism is a North American design movement concerned with appropriate neighbourhood structure in urban areas. Using the transect as an organizing principle, New Urbanists have identified design strategies for creating neighbourhoods at a human scale. Practitioners have determined that while the neighbourhood has taken different forms throughout human history, it is the undisputed fundamental unit of urbanism. There is now general agreement that a sustainable neighbourhood unit or area is roughly 80 to 200 acres in size. Design professionals agree that a neighbourhood of this size as a stand-alone entity is a village; when located in a city, it becomes an Urban Village.

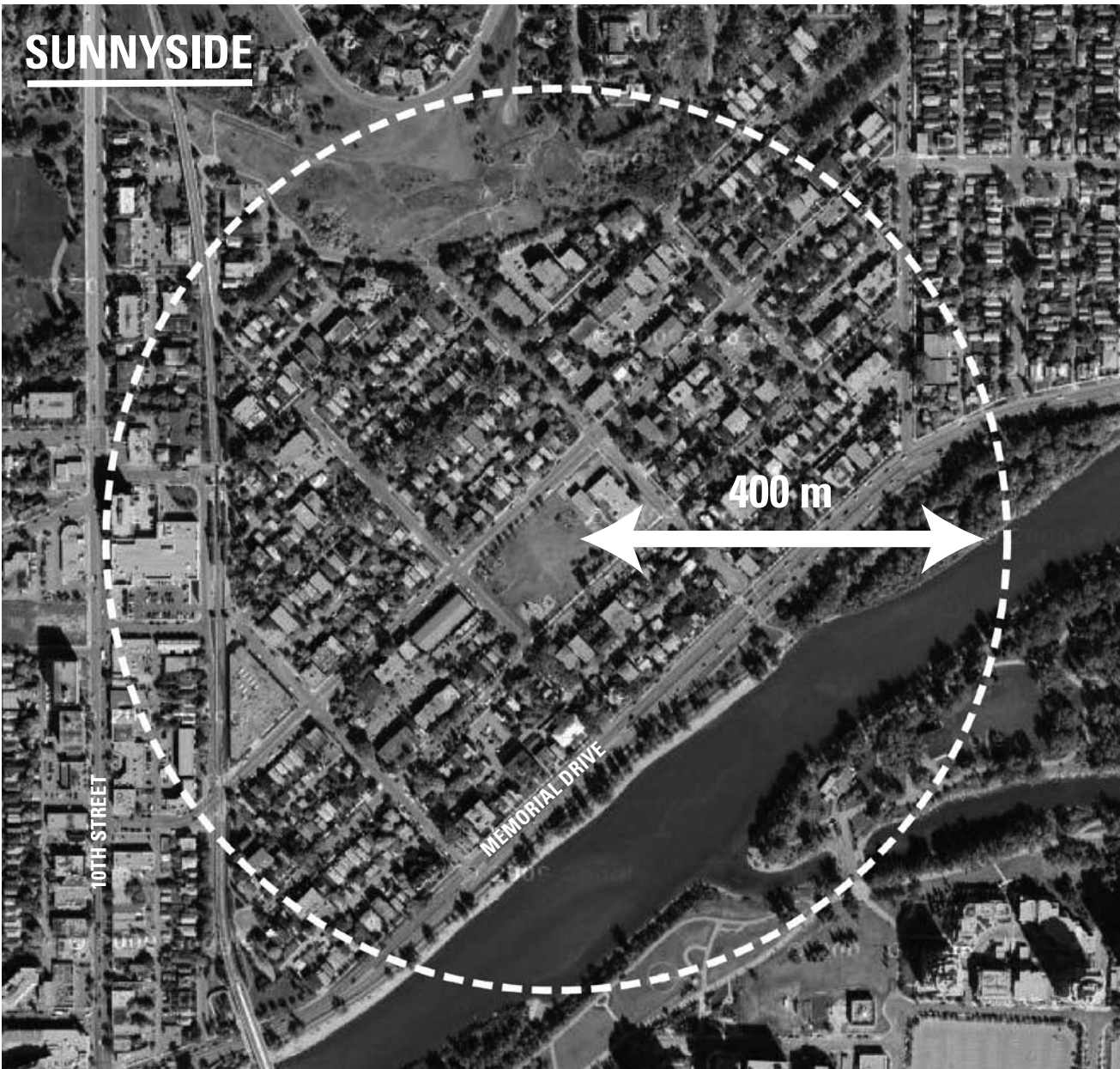
The defining guideline for a neighbourhood unit is a radius of one quarter mile or 400 metres (also called a pedestrian shed). Most people can comfortably walk 400m in five minutes. The significance of the five minute walk is that if most daily requirements are located within that walking radius (including high quality transit to other neighbourhood units), then automobile ownership is no longer mandatory.

In a traditional neighbourhood, an interconnected street network forms a grid of urban blocks. This network allows multiple, direct routes to destinations for vehicles and pedestrians. Traffic moves slowly but steadily along local streets; unlike the suburbs, people and cars don't have to cross or access a major road to get anywhere. While the City of Calgary acknowledges the five-minute walk radius for urban design purposes, it has yet to designate the neighbourhood unit with the statutory significance needed in order to move Calgary away from automobile dependence. The opportunity to pioneer this approach exists with the development of the Inglewood SmartCode.

There are two existing neighbourhood models in Calgary's inner city. One, the Sunnyside model, has two "active edges" (10th St. NW and Memorial Drive), a natural edge in the escarpment to the north, and a quiet centre (the local community school). In the community of Mission, an active centre or shopping precinct is bordered by a natural edge condition. Both are viable neighbourhood units regardless of whether the centre is active or not. As the map of Inglewood demonstrates, the community has more than one neighbourhood unit; each unit demonstrates different edge and centre conditions. The distinction between centre and edge conditions matters less than the organizing principle of a five minute walk radius.

Traditional Urban Neighbourhoods in Calgary

Existing across history, the neighbourhood is the fundamental building block of human habitat. While distinct in cultural style and local building traditions, neighbourhoods throughout the world share a common scale and Calgary's historic urbanism is no exception. The scale of the neighbourhood unit is typically defined by what New Urbanists call the Pedestrian Shed - a space that a human can comfortably walk from center to edge in five minutes. The five-minute walk generally conforms to 400m. Accordingly, neighbourhood units everywhere generally fit within a space defined by a 400m radius circle. In Western Canada, this conforms perfectly with the traditional unit of legal subdivision - a 400m radius circles fits perfectly within the 160 acre quarter section. The Calgary neighbourhoods of Mission and Sunnyside offer two distinct models of the historic Western Canadian Neighbourhood Unit.



- Diagram by PlaceMakers Canada.

Sunnyside - Neighbourhood Model One

The neighbourhood of Sunnyside is organized with the school at its center. It has two "passive" boundaries where the neighbourhood meets the natural borders of the escarpment and the river. On its western boundary it meets the neighbourhood of Hillhurst along the seam of 10th Street NW. With the population bases of two neighbourhoods, and the Louise Bridge crossing the River into the downtown, 10th Street is an "active" edge that evolved naturally into a main street for the two neighbourhoods. The situation of a main street as the boundary between neighbourhoods is a recurring condition and defines the first model of Calgary's historic urban neighbourhoods.

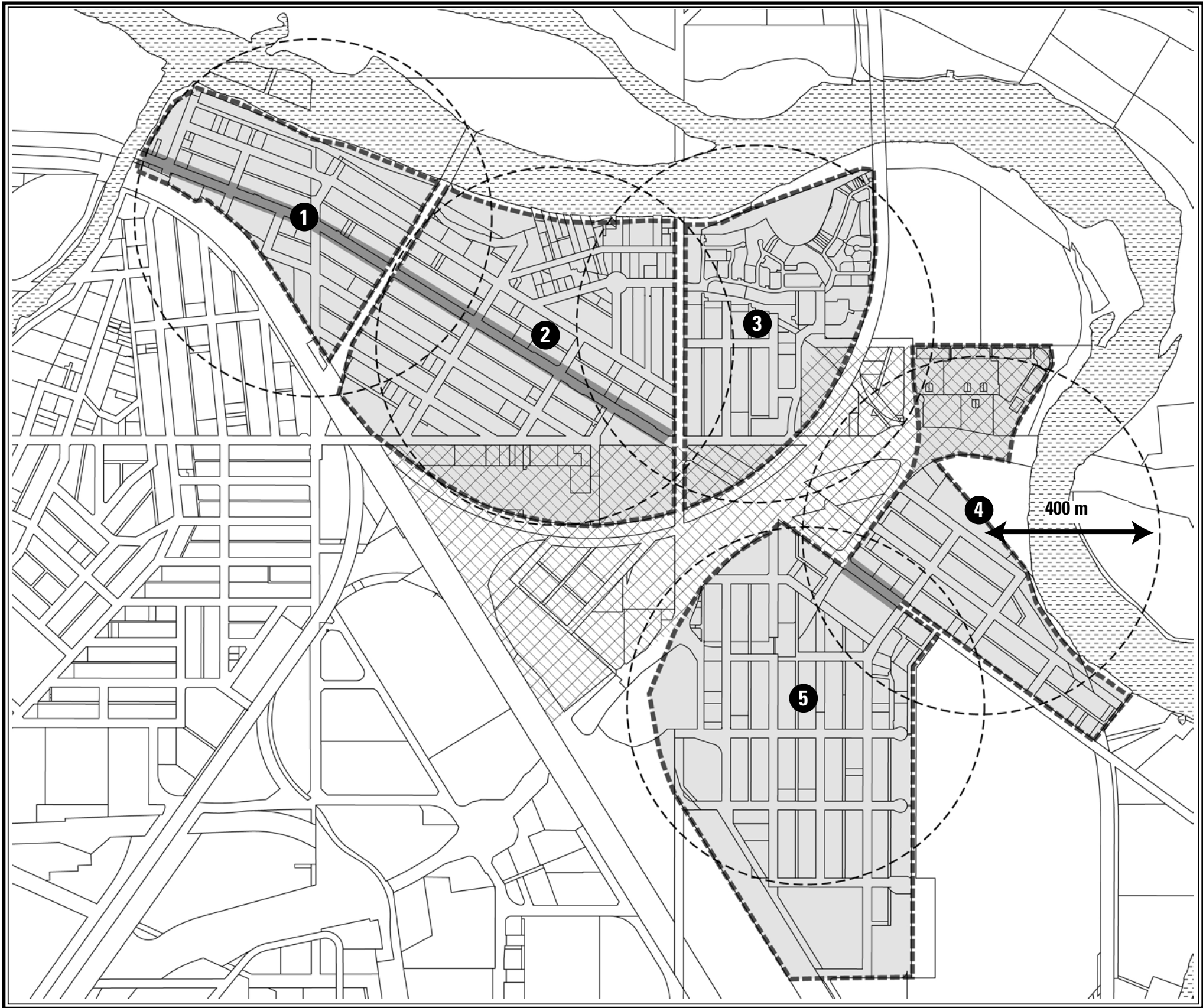


- Diagram by PlaceMakers Canada.

Mission - Neighbourhood Model Two

The neighbourhood of Mission is organized with the main street of 4th Street SW at its center. It has three "passive" borders where the neighbourhood meets the Elbow River in the south and east, and the escarpment in the west. On its northern boundary it meets the neighbourhoods of Connaught along the "active" seam of 17th Avenue SW. The situation of a main street as the active center of a neighbourhood is a recurring condition and defines the second model of Calgary's historic urban neighbourhoods.

Establishing a neighbourhood structure for Inglewood is critical for determining appropriate design and its regulation. This process should reflect the historic pattern of the community, respond to local aspirations and anticipate the needs of a larger population in the future, one that will likely be less dependent on the automobile for transportation.




- Diagram by PlaceMakers Canada.

The Neighbourhoods of Inglewood

While frequently used interchangeably, the terms “community” and “neighbourhood” are not synonymous - structurally, the Community of Inglewood is actually comprised of several neighbourhood units. This is a fact of the scale of Inglewood that is further borne-out by the historic names that described different historic neighbourhoods within the community: Inglewood, Pearce Estates, Mills Estates, and Brewery Flats (not an exhaustive list).

The purpose of establishing a neighbourhood structure for Inglewood, beyond developing a better understanding of our community, is to promote a greater diversity of approaches to the community’s future. Rather than arguing about whether or not to protect historic single-family homes vs. redeveloping to higher densities, understanding the community’s neighbourhood structure can lead to a more productive discussion of “where best and how” - some approaches will work better in one neighbourhood than in another, and further, will work better in some places in some neighbourhoods than in other places in the same neighbourhood. This diagram presents a possible neighbourhood structure for Inglewood, it is meant to begin a discussion surrounding what might be the best neighbourhood structure for the community.

- 1** The western-most neighbourhood of Inglewood. A “model two” neighbourhood with the main street of 9th Avenue at its center. The closest of Inglewood’s neighbourhoods to downtown Calgary, and with significant Transit Oriented Development opportunity surrounding the planned combined SE/Central East LRT, it could become the community’s “downtown.” Home to the 1200 Block, the Alexandra Centre, Jack Long Park, The Art Block, Festival Hall, and the Inglewood Lawn Bowling Club. The “active” boundary of 12th Street SE on its east side offers an argument for intensification into a main street.
- 2** Another “model two” neighbourhood. Home to Spolumbo’s, the Brewery, 13th Street SE, Nellie Breene Park, and the majority of Inglewood’s churches and senior’s housing. The “active” boundary of 12th Street SE (on its west side) offers an argument for intensification into a main street, while the boundary of 15th Street SE (on the east side), linking the Bow River to the Brewery Gardens, offers an argument for greening. The northern boundary of the river, with its parking lots and abandoned right of ways, presents interesting interface opportunities.
- 3** Referred to as the “Village” but structurally the most dendritic, and least neighbourhood-like, of Inglewood’s neighbourhoods. Home to the largest concentration of Inglewoodonians (around a third of the community’s population). The significant traffic and parking issues facing this neighbourhood will either be helped or exacerbated by key redevelopment projects - depending on their nature (urban or suburban).
- 4** The eastern-most neighbourhood of Inglewood. Possesses tremendous potential to become a “model one” neighbourhood - provided its boundaries of 9th Avenue and Blackfoot Trail “activate.” Home to a river path system that connects Pearce Estates with the Wildlands Park and the Inglewood Bird Sanctuary.
- 5** The southern-most neighbourhood of Inglewood. The most industrial neighbourhood in the community - formerly possessing 3.5 of 4 borders with industrial interfaces - but in recovery. Possesses tremendous potential to become a “model one” neighbourhood - provided its boundaries of 9th Avenue and Blackfoot Trail “activate.” Home to the Inglewood Community Association Hall, Alice Bissett Place, Colonel Walker School, the Garden Path Community Garden. The only other neighbourhood in Inglewood with churches.
-  The Hole in the Middle of Inglewood. This area used to be a major employment center for the neighbourhoods of Inglewood with industries ranging from steel mills and lumber yards, through warehouses, to market gardens and the Brewery clustered around the CPR’s Edmonton Line. This area must become the active seam where east and west Inglewood come together again.

6.4 DESIGN DETAILS AND TREATMENTS IN INGLEWOOD

There are three types of geographic areas within Inglewood that require particular attention in their development and detailing. These are:

- 1. Gateways into the community
- 2. Parks and open spaces
- 3. Special areas like the Brewery

The IDI has developed principles and recommendations to guide redevelopment. Each recommendation is ultimately realized through design details. The following section illustrates how redevelopment of different geographic areas might be addressed with urban design. These suggestions for development are not meant to be definitive. The ultimate working out of design details will take place during public design charrettes with all of the concerned stakeholders at the table.

Gateways:

There are several gateways into and out of Inglewood. Some of these are bridges such as the western gateway over the Elbow River linking Inglewood to Fort Calgary and the downtown, and the bridge over the Bow River to 12th St. SE, linking Inglewood with the Calgary Zoo. Cushing Bridge over the Bow River at the east entrance into the community signals a transition from a highway situation (an arterial street in the nomenclature used by the planning department), to a pedestrian-oriented vicinity.

Other gateways include the underpass from 9th Ave. SE along 11th St. into Ramsay and the south entrance into the community in the industrial zone marked by Alyth Bridge. The regional pathway for cyclists and pedestrians bordering the Wildlands and Bird Sanctuary is part of a rural-to-urban transition; it links communities in Calgary’s southeast quadrant with the downtown. Future transit stations to be located in the community may also act as gateways and need to be specially designed as such (not simply way stations along an LRT line).

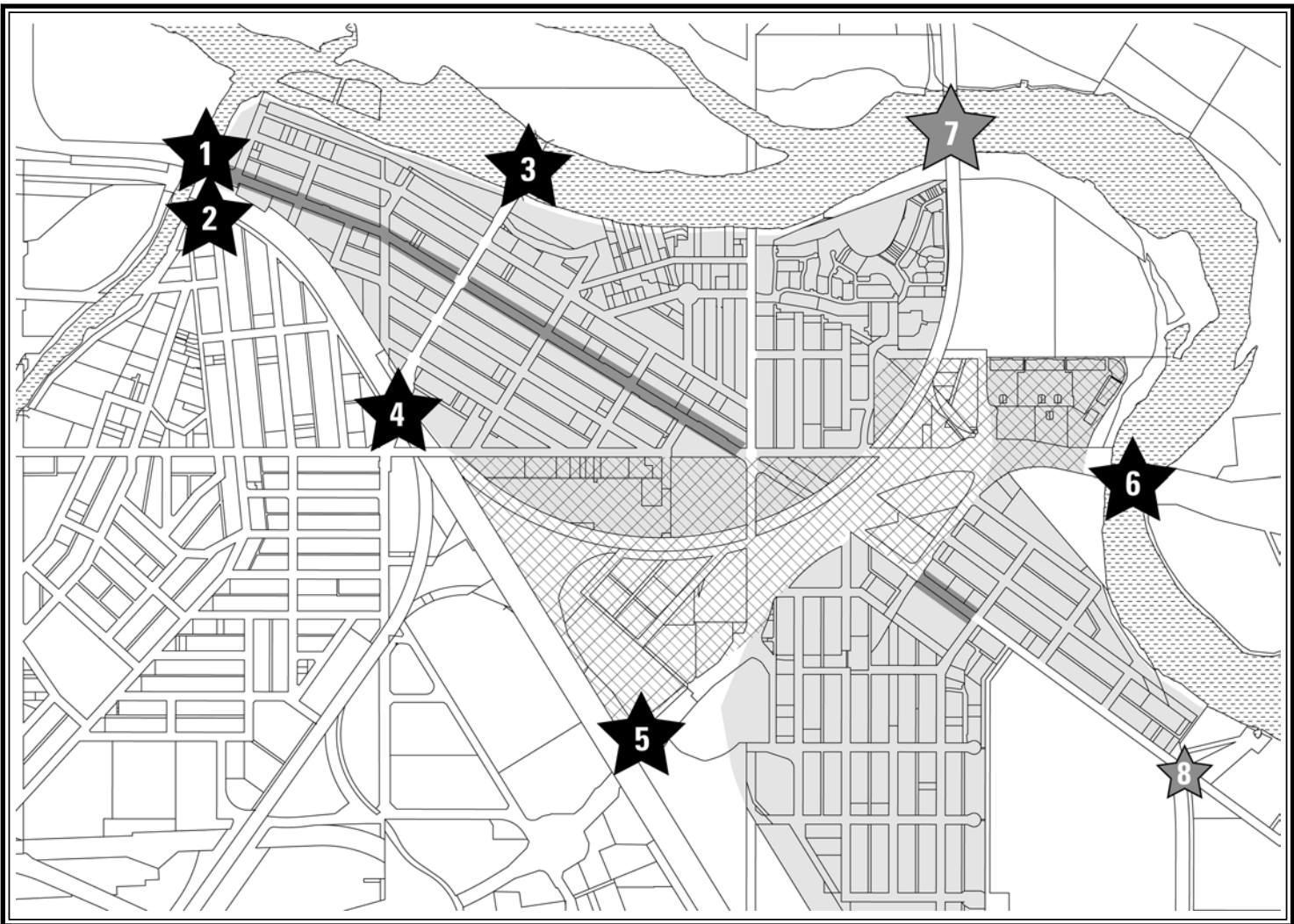
Two examples serve to illustrate how urban design guidelines might be applied.

Cushing Bridge and east entrance into Inglewood:
This gateway marks a transition from an arterial street, with its industrial and higher-speed traffic, to a distinct community with pedestrian activity. The primary objective of design treatments at this spot would be to increase motorists’ awareness that they are leaving a vehicle-centred zone and entering an urban village.

One of the IDI’s cultural objectives is to develop a program to address gateways into the community, including but not limited to entry signage. Design treatments could take the form of signage, street furniture and changes to the intersection geometry. Indicators of a pedestrian realm Ð trees to buffer walkers, for instance, and banners interspersed at intervals along the sidewalk or boulevard Ð would signal to drivers to slow down and be ready for pedestrians.

12th St. SE entrances and north-south corridor:
Injuries and near accidents to pedestrians at the corners of 9th Ave. SE and 12th St., and 12th St. SE and 8th Ave., are not uncommon. Vehicles often treat this north-south corridor as a throughway rather than a pedestrian precinct. Just north of 9th Ave. SE, 12th St. is five lanes across before narrowing to two over the bridge to the Zoo. The number of lanes and absence of cues Ð street parking, for instance Ð signal to motorists they can travel at higher speeds. Meanwhile pedestrians crossing at the intersection at 8th Ave. SE are less likely to be noticed by drivers. This puts pedestrians in the crosswalks at risk.

Correcting the problem at these two corners could take the form of one or more of the following: Adding on-street parking along the corridor, thereby providing a buffer for pedestrians; planting trees along the street to increase pedestrian enjoyment and safety; using a traffic roundabout at 12th St. SE and 8th Ave. to slow down traffic coming from or heading to the bridge over the Bow River; and



- Diagram by PlaceMakers Canada.

Gateways of Inglewood

- | | |
|---|--|
| ➊ Elbow Bridge - West Gateway
➔ Pedestrian, Cycle, Transit, Car | ➋ Alyth Bridge - Blackfoot Gateway
➔ Car, Pedestrian |
| ➌ 8th Street - South West Gateway
➔ Pedestrian, Cycle, Car | ➍ Cushing Bridge - East Gateway
➔ Pedestrian, Cycle, Transit, Car |
| ➎ Zoo Bridge
➔ Pedestrian, Cycle, Car | ➏ Train Bridge |
| ➐ 11th/12th Street Underpass - South Gateway
➔ Pedestrian, Cycle, Transit, Car | ➑ Pathway - South East Gateway
➔ Pedestrian, Cycle |



The Zoo Bridge

- Photograph by Roberta McDonald.

Parks & Public Space System:

While Inglewood is well endowed with natural parkland areas along the riverbank, there are many types of parks and public spaces that are not available and the community currently lacks a comprehensive parks and public space master plan. The provision of such a plan would establish a framework of park and public space types desirable within the community, on a neighbourhood by neighbourhood basis; a coherent framework by which these spaces would interrelate; and a basis for planning, to address some of the holes in the community. Some obvious opportunities include the development of Jack Long Memorial Park at the Alexandra Centre Society site. Inglewood would like to see the Brewery Gardens formally enter the City of Calgary parks inventory.

Parks and open spaces can perform another valuable role, by retaining natural diversity and important environmental systems. Green space can be designed as wetlands to capture storm water outflow and relieve existing infrastructure of the burden of servicing new development. The Wildlands could be investigated for its development potential as a wetland while efforts were ongoing to naturalize vegetation at the site.

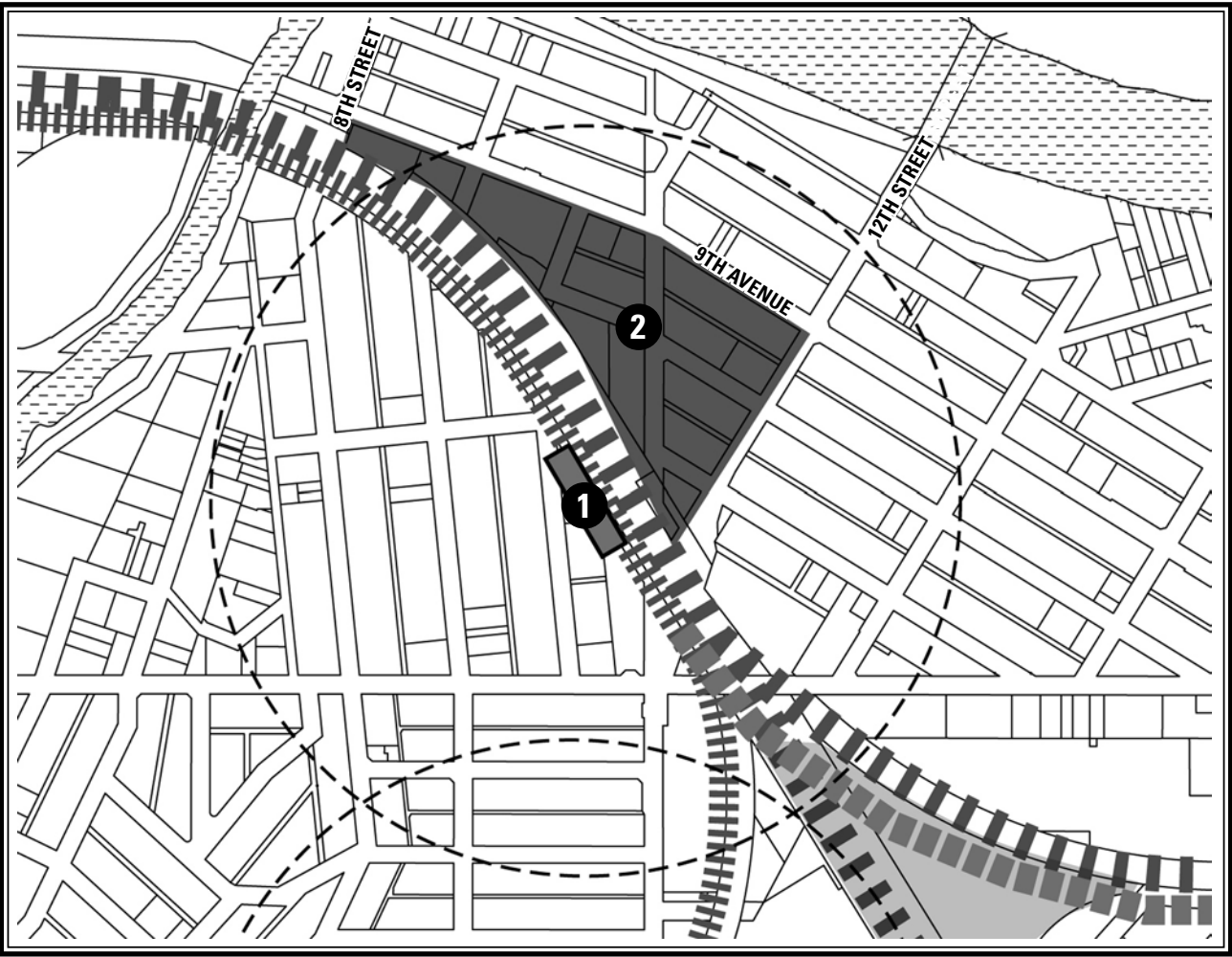
Another policy is the linking of the river parkway system into the community at strategic points. A possible location for such a connection would be the proposed East Gate Town Centre at the junction of Blackfoot Trail SE and 9th Ave. One of the objectives of the 2009 Municipal Development Plan is to create a comprehensive and connected pathway and open-space system that links neighbourhoods, plazas and public parks and the river valleys. Linking the natural and urban environments in Inglewood would support this policy and enhance connections between Inglewood and the wider city.

Changing user needs and preferences ought to be reflected in redevelopment of Inglewood’s open space system. Playing fields and parks that once served nearby residential areas may no longer be situated in the right place or adequate to the standards of today. A comprehensive playing fields strategy for the area around Colonel Walker School and the ICA grounds is required. It would tie in with the current baseball field inventory at the Cushing Bridge, the tennis courts at 9th Ave. and 17A St. SE, and the old ICA outdoor rink.

Determining treatments of the community’s parks and open space should be informed by public realm policies that emphasize multi-use facilities, accessibility for a variety of users and appropriate scale and location. Designing attractive and durable facilities is essential. Under-funded and ill-conceived public spaces will not be loved and cared for by residents, and are more likely to be vandalized.



Built in the 1930s, the Brewery Gardens were one of Calgary's most important public spaces for decades. - Historic Image from the Glenbow.



Inglewood triangle lands map

- 1 Future South East/Central East LRT Station and Transit Oriented Development Zone
- 2 The Triangle Lands

Special Areas:

The validity of the guidelines presented in Part 5 together with the use of the Inglewood SmartCode can be tested on specific sites in need of redevelopment. Three prospective locations include the Brewery site and surrounding area; the Triangle lands; and the 9th Ave. SE commercial corridor. Other sites also require redevelopment but these three serve to illustrate how the urban design principals and concepts of the Inglewood SmartCode could be applied.

The Brewery: The Brewery represents one of the biggest challenges and opportunities for Inglewood. Its central location at the corner of 15th St. and 9th Ave. SE and its immense size allow for significant redevelopment of the site and surrounding area. It is the transition point between the railroad industrial lands to the south and the mixed residential and industrial neighbourhood south of 9th Ave. SE, between 12th St. and Blackfoot Trail.

At the time of writing, the Brewery is under threat, the owner having submitted demolition permits in 2009 for some structures at the site. Many of the Brewery buildings date back a century or more and are intimately linked with the history of Inglewood. Other, more recent developments at the site, including the Brewery Gardens, have been closed to the public for more than a decade.

The heritage buildings at this site are irreplaceable. They represent a nucleus for redevelopment of the Brewery lands into a vibrant urban node, with provision for transit networks, recreational space and residential, commercial, and institutional development. Encouraging development of at least one special element at the Brewery by way of anchoring the site could take the form of a museum, regional train station or branch of an educational institution. Any of these redevelopment opportunities are meaningful expressions of the community’s objectives, provided they fit with the urban design guidelines of the Inglewood SmartCode.

Development of the Brewery lands would need to respect the area between 12th and 14th St. SE, and improve the transition from this area to the commercial and industrial activity from 14th St. eastwards. Application of the SmartCode would suggest medium-density residential development (T4), similar to the Chartreuse Lofts and Seven Oaks Apartment Buildings, as suitable in this location.

Regardless of land use at the site, the community’s historic guidelines need to be observed so that a vital part of Inglewood, and Calgary’s, heritage is not lost. Collaboration between civic planners, historians and community representatives will be essential if the heritage buildings are to be saved and consideration given to adaptive reuse and revitalization of the Brewery.

The Triangle Lands: Currently a motley mix of abandoned buildings, land with no development, older structures and newer construction, the Triangle Lands represent a major opportunity to increase residential density as part of mixed-use development, and to reduce dependence on the automobile. The Triangle Lands are located between the CPR tracks to the south, 12th St. SE and 9th Ave.

Located just a block away from a planned southeast LRT station, the Triangle Lands form part of an area ripe for transit-oriented development intensification. The 2009 Calgary Transportation Plan calls for compact, mixed-use development within walking distance of a transit stop. The Inglewood SmartCode affirms this urban design strategy, with mixed residential, office, retail, open space and public uses in these areas. Ideally, future building in this location will support a finer grain of development and an urban mix of uses that includes a residential component on every parcel.

9th Ave. SE commercial corridor: 9th Ave. SE plays the role of Main Street in Inglewood. It is the centre, a place that focuses community life. It hosts informal gatherings and major community events. Main Street is the entryway into the rest of the community.

9th Ave. SE is also a Market Street, serving local residents and visitors into the community. There are destinations along the avenue that are nationally well known, a reflection of the richness, breadth and uniqueness of services to be found here. A major traffic corridor, it links Inglewood with districts east and south of the downtown. Truck traffic from the industrial areas to the southeast is routed through this area, as is automobile traffic between the downtown and Greater Forest Lawn. Inglewood is an important link in the city’s wider transportation network.

Under the provisions of the SmartCode and transect, 9th Ave. SE is classed as T5, or a neighbourhood centre, characterized by medium-intensity retail, office and residential land use. The transect clarifies how to handle transitions along Main Street and from Main Street (T5) to adjacent areas of less intense development. The code provides prescriptions for creating an attractive public realm, regardless of land use. In contrast, existing design guidelines and bylaw regulations have been inadequate to the task; holes left by previous development along 9th Ave. SE have been difficult to fill. Implementation of the SmartCode would also make it easier for developers to meet the community’s objectives because the code would make the appropriate type of development crystal clear.

PART

7

The Inglewood Design Initiative and the City's 2009 Municipal Development Plan

In the 2009 Municipal Development Plan or MDP, the City of Calgary identified 14 indicators that it will track to determine if new development is achieving sustainable goals. The IDI meets or exceeds those indicators. For more information on this aspect of the IDI, please visit the website, www.inglewooddesigninitiative.com.

FREQUENTLY ASKED QUESTIONS

What is the IDI and does it have any legal status as a community plan?

The IDI – a document produced by the Inglewood Design Initiative, a sub-committee of the ICA – is a framework for development in Inglewood based on input captured in a series of community consultation events held between 2003 and 2006. It is not a legal or statutory document, but rather a carefully-researched and prepared statement of values and objectives the community of Inglewood has for its present and future development. The IDI addresses the deficiencies of the Area Redevelopment Plan (ARP) of 1993 and proposes a way to move forward to achieve our goals as an urban village: An inclusive, safe and attractive community where people can live well without a car. The framework will likely change over time as it is shared and discussed with residents, business people and other stakeholders in the community.

What is the ARP and what's wrong with it?

The ARP is a statutory planning document that sets out comprehensive programs of land use policies and proposals to guide future development in the community. Although it was useful when first implemented in 1993, over time its deficiencies have become apparent. The ARP comes out of the suburban development paradigm. Like other City of Calgary planning regulations, it makes the urban village development typically found in Inglewood difficult to attain at best, illegal at worst. Such features as a diversity of land uses in one area, pedestrian-oriented public realm and development that makes it possible to live well without a vehicle – none of this can be readily achieved under existing regulations. The IDI believes the community needs to take a strong stand in advocating for a change to the existing system for development of inner-city areas.

What is the process or plan for approving the IDI?

The Inglewood Design Initiative, a subcommittee of the ICA responsible for preparing the IDI framework, is inviting community stakeholders to attend a series of Open Houses, or public information workshops, in the spring of 2011. Every household and business will already have received a copy of the IDI, and the full text is also available online at www.inglewooddesigninitiative.com. People will have a chance to learn more about the framework and ask questions. Members of the Inglewood Design Initiative will be listening carefully to questions and concerns, and making changes to the document as necessary. Community participants will be invited to sign a Declaration of Support indicating they support adoption of the IDI. Ultimately the IDI will go before the Annual General Meeting of the community in the fall of 2011 for ratification.

How will the ICA use this framework?

Once approved by the Annual General Meeting in the fall of 2011, the ICA will engage with the City of Calgary to explore how to implement the principles and tools in the framework. Because the City has only a limited acquaintance* with a regulatory framework like the SmartCode, the IDI proposes Inglewood as a pilot site for implementing it. It is anticipated the City will hold a community-wide design process called a charrette, to engage people in understanding the implications of the SmartCode and to decide if this is a route the City and the community want to pursue in the future.

*The City is currently exploring use of the SmartCode in the Mission area, as a prelude to implementing it more widely in Calgary.

What is the SmartCode?

The SmartCode is a regulatory system for the sustainable development of cities and towns. It reinforces the basic building blocks of community through the design of mixed-use neighbourhoods where people can walk to work or school. It borrows principles from the natural world, such as diversity in land use and activity, applying these to create development appropriate to different types of natural and built environments. It is the most implemented, tested and customizable regulatory mechanism available in North America and it is open source – any community can adopt it without paying for the privilege. The SmartCode is scalable, applicable in communities large and small.

What will change if the IDI is approved?

On behalf of the ICA, the community's Redevelopment Committee (RDC) collaborates with developers, residents, businesses and the City's Planning Department to ensure new development furthers the objectives of Inglewood. Approval of the IDI and a decision by the City to implement the principles and tools in the framework will make it easier to realize development which achieves the community's goals of being an inclusive, safe and attractive community where people can live well without a car, where historic building stock will be easier to protect, property values are maintained and enhanced, and Inglewood is able to continue to grow as a diverse and distinctive community.

What does the term “urban village” mean?

For more than a century, Inglewood has existed as an urban village within the larger city of Calgary. It is clearly unique in its diversity, strong sense of community and human-scaled urban development. Unlike suburban communities where land uses are separated, Inglewood brings together a diversity of uses. It is not isolated in the landscape like a traditional village; it maintains ties to the rest of the city and benefits from these contacts. Inglewood remains unique in Calgary as an area rich in networks that bind people together.

What is a design charrette?

A charrette is a planning session and public workshop often held over several days. Community participants take part in a facilitated process to brainstorm and visualize solutions to a design challenge. The charrette brings all stakeholders on board as participants with direct and meaningful input.

How can I volunteer to support the IDI process?

If you would like to participate in the Open Houses being held in the Spring of 2011, please contact the IDI at idi_info@icacalgary.com or telephone (403) 774-7385. We can use help with planning the engagement process, holding the events and engaging with residents and other stakeholders.