

Modernizing the Joint Use and Planning Agreement

RECOMMENDATION(S):

That the Standing Policy Committee on Planning and Urban Development recommend that Council:

1. Direct Administration to partner with the Calgary Board of Education, Calgary Catholic School District and the Conseil Scolaire FrancoSud to draft a modernized Joint Use and Planning Agreement and return to Council through the SPC on Planning and Urban Development no later than Q2 2022.
2. Appoint the Mayor and the chair of the SPC on Planning and Urban Development, or their delegate, to represent Council on an elected officials coordinating committee for the modernized Joint Use and Planning Agreement with the Calgary Board of Education, Calgary Catholic School District and the Conseil Scolaire FrancoSud.

RECOMMENDATION OF THE STANDING POLICY COMMITTEE ON PLANNING AND URBAN DEVELOPMENT, 2020 DECEMBER 02:

That Council adopt the Recommendations contained in Report PUD2020-1314.

HIGHLIGHTS

- The City of Calgary (The City), Calgary Board of Education (CBE), Calgary Catholic School District (CCSD) and the Conseil Scolaire FrancoSud (FrancoSud) are intent on drafting a new Joint Use and Planning Agreement (Agreement) to address areas requiring modernization, to explore new authorities granted through the City Charter and align with new policies adopted since the original approval of the Agreement in 1985. Drafting the new document will require elected officials from all of the partners to provide direction and collaborate on decision making.
- What does this mean to Calgarians? A modernized Joint Use and Planning Agreement will improve the tools and guidance required to achieve complete communities by outlining a coordinated approach to the allocation, use, planning and development, and maintenance of municipal reserve, open space, and school sites to address the evolving needs of Calgarians.
- Why does this matter? It is important that the Agreement adapts and responds to changes in Provincial legislation and support joint use sites as adaptable, integrated, multi-purpose and flexible components of complete communities.
- This report is intended to provide an update on the collaborative work with the school board's administrations, launch the project, and recommend Council representatives to the elected officials coordinating committee.
- The City of Calgary Charter, 2018 Regulation (City Charter) was amended in early 2019, informed by a Memorandum of Understanding between the CBE, CCSD and The City, allowing for uses that are compatible with schools and provide public benefit on joint use sites.

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- The City is partnering with the three school boards to draft a new Agreement through a collaborative framework that includes a committee of elected officials, including two appointed members of Council, and an administrative advisory team.
- Strategic Alignment to Council's Citizen Priorities: A city of safe and inspiring neighbourhoods
- Background and Previous Council Direction is included as Attachment 1.

DISCUSSION

This project will deliver a Joint Use and Planning Agreement, adopted by all four partners, that is flexible and able to provide the tools and guidance required to achieve complete communities and address the evolving needs of the partners and Calgarians. A modernized Agreement will create efficiencies in delivering land use, recreation, parks, and mobility options; and will allow for multiple uses on reserve lands to further the role of school sites as key activity nodes in the community. Through the collaborations, the partners will explore allowing a mix of uses on joint use sites, blending complementary land uses to help diversify Calgary's communities.

The modernized Agreement will address how The City and the school boards plan, develop, utilize, dispose of and service school sites. As well, the use and maintenance of school facilities, municipal facilities and playing fields will be addressed. In addition to updates to the content, a single Agreement with all three school boards is an important outcome for all partners.

A full list of gaps, existing issues, and opportunities for improvement will be compiled and inform Agreement development. Administrations from The City and three school boards have been collaborating on a project charter that outlines high level timelines and project objectives. The general themes for change identified throughout the project chartering workshops included:

- promoting the role of school site in creating complete communities that can respond to the evolving needs of Calgarians;
- reflecting current City policy including the Municipal Development Plan;
- identifying uses which provide a public benefit that are compatible with school board purposes - enabling multiple uses on joint use sites;
- developing principles and parameters to promote development, interim uses or redevelopment on surplus unused, closed or underutilized school sites;
- addressing maintenance and operational costs of multi-use buildings;
- assessing and updating the use of the reserve fund;
- modernizing the disposal of surplus school sites;
- referencing City site guidelines and overarching design considerations; and
- providing one Agreement with all three school boards.

This project will not address the design or delivery of any individual joint use site within Calgary, rather, it will deliver the policies to enable improved land use and planning on joint use sites across the city. This project is further limited by the current new school funding framework and school design

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guidelines which are coordinated by the Government of Alberta. The partners will engage with the Government of Alberta throughout this process to produce the most viable policies and guidance.

Collaboration and Decision Making

This project will have two layers of collaboration with the school boards; an elected officials coordinating committee and an administrative advisory team. The elected officials coordinating committee sets the strategic direction of the project, directs the administrative advisory team to further define and produce policy, and makes a final recommendation to City Council and the Boards of Trustees. The administrative advisory team will collaborate on policy creation and analysis for the modernized Agreement and make recommendations to the elected officials advisory committee. Both of these groups will operate using a consensus-based decision-making model. The administrative advisory team will provide updates to the elected officials coordinating committee at key milestones throughout the project, the first of which is a needs identification and gap analysis. The administrative advisory team will collaborate to provide analysis, identify issues and deliver policy recommendations. Should there be an inability to build consensus within the administrative team, issues will be escalated and resolved at the elected officials coordinating committee. The roles and responsibilities of each group are further detailed in Attachment 2. The City of Calgary will be providing project management, facilitation and legal services to aid in the delivery of this project.

Next Steps

The proposed project timeline (Attachment 2) outlines that collaborations with the school boards will commence in 2021 after formal commitments have been made by each of the school boards' Board of Trustees in December 2020. The drafting of a modernized Agreement is expected to occur during 2021, and it is anticipated that the Agreement will be brought forward to the SPC on Planning and Urban Development in Q2 2022. This timeline was agreed to by Administrations of the partners through a joint project charter. The partners will endeavour to find efficiencies in scheduling and timelines wherever possible in order to accelerate the delivery of this project.

STAKEHOLDER ENGAGEMENT AND COMMUNICATION (EXTERNAL)

Communications and engagement plans have been drafted for this project. Engagement for this project will take place in two phases, phase one engagement will take place in Q1 and early Q2 of 2021. Phase two engagement will take place in late 2021 and early 2022.

1. **Phase One – needs identification and gaps:** workshops with key stakeholders to better understand opportunities for improvement of the current Agreement. Stakeholders include the Federation of Calgary Communities, relevant Government of Alberta Ministries, Building Industry Land Developers Association Calgary Region (BILD), Calgary Chapter of the National Association for Industrial and Office Parks (NAIOP), Urban Land Institute Alberta (ULI) and frequent end users of joint-use facilities.
2. **Phase Two – revised Agreement engagement:** follow-up engagement with Phase One key stakeholders regarding revisions to the Agreement, and broad public engagement regarding proposed revisions and their impact to facility usage, planning and development, and building a better Calgary.

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IMPLICATIONS

Social

A modernized Agreement can aid in fostering complete communities, and promoting development on surplus, unused, closed, or underutilized joint use sites to support a diverse city. The new Agreement will address having multiple uses on school sites, which will create positive community links and provide reciprocal benefit to the community and to schools.

Environmental

A modernized Agreement can provide for localized uses and amenities that could reduce travel emissions and improve storm water quality while playing an important role in achieving efficient land use.

Economic

A new Agreement could provide for cost savings and innovation in terms of site design and uses. Allowing additional uses on joint use sites could provide for new public and private development opportunities that would not be realized without a new Agreement.

Service and Financial Implications

No anticipated financial impact

There are no operating budget requests associated with this report. If Council approves the recommendations, all costs associated with the project would be absorbed into the existing operating budget.

RISK

Project Schedule

There are risks to being able deliver this project on time, including, the adequate prioritization of the project by all partners. The project could be impacted as partners may be called to other priorities, for example, a COVID-19 response. Also, this project will be completed after the next election, which could have impact on the priority or direction of the new agreement. The administrative project team understand these risks and will mitigate and manage them to the best of their ability.

Project Scope

Modernizing the Agreement is the first step in enabling multiple uses on joint use sites and creating an improved framework for collaborating and decision making. However, the new Agreement will not resolve all of the ongoing issues surrounding joint use sites. There is a risk of misalignment with administrative and political expectations for the project and its outcomes. This will be managed through identifying issues out of scope during the project that can be addressed after the modernized Agreement has been completed.

Governing Authorities

As the authorities of an Agreement stem from the Municipal Government Act and the City Charter, there is a possibility that amendments to either regulation could change the direction for the modernized Agreement. Administration will continue to monitor and respond to any legislative changes that occur.

**Planning & Development Report to
SPC on Planning and Urban Development
2020 December 2**

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ATTACHMENT(S)

1. Background and Previous Council Direction
2. Project Overview

Department Circulation

General Manager	Department	Approve/Consult/Inform
Stuart Dalglish	Planning & Development	Approve
Katie Black	Community Services	Approve