

## **A NEW PERFORMANCE MEASURE FOR DEVELOPED AREAS**

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### **EXECUTIVE SUMMARY**

At Council in 2016 June, during a review of Planning & Development's performance measures, Administration was directed to investigate creating a new performance measure to track the amount of land within the Developed Areas which is compliant with the Municipal Development Plan (MDP). The intent was to develop a measure that would be similar to the planned land supply measure for Developing Areas. It will help to better understand how successfully the goals of the MDP are being achieved and how effectively the policies and plans created by Administration are enabling land redevelopment. A new performance measure is proposed in this report to track the annual change in the number of hectares of land within local area plans that are subject to the City Centre Guidebook and the Developed Areas Guidebook. The performance measure will be published in the Developed Areas Growth and Change document and included in reporting on Action Plan in 2017 and 2018.

### **ADMINISTRATION RECOMMENDATION(S)**

That the Standing Policy Committee on Planning & Urban Development recommends that Council direct Administration to begin reporting on the performance measure, described in Attachment 2, effective for the 2017 business plan and budget year.

### **RECOMMENDATION OF THE SPC ON PLANNING AND URBAN DEVELOPMENT, DATED 2016 DECEMBER 07:**

That the Administration Recommendation contained in Report PUD2016-0909 be approved.

### **PREVIOUS COUNCIL DIRECTION / POLICY**

On 2016 June 20 Council approved the following:

Adopt, Moved by Councillor Chabot, Seconded by Councillor Sutherland, that the SPC on Planning and Urban Development Recommendations contained in Report PUD2016-0322 be adopted, as follows:

That Council:

1. Approve the performance measures, targets and Department Strategy W10 (Support the Corporate Safety Strategy) in Attachment 1, for incorporation into Action Plan 2015-2018; and
2. Direct Administration to develop a Performance Measure that tracks percentage of land within the city that is under policy and/or land use that is Municipal Development Plan compliant and report back through the SPC on Planning and Urban Development no later than Q4 2016.

### **BACKGROUND**

At the 2016 June 20 Council meeting, Council directed that a new suite of 22 Planning & Development Department performance measures and targets be included in Action Plan 2015-2018.

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At the preceding 2016 May 06 SPC on Planning and Urban Development committee meeting, some of the discussion focused on how Administration was realizing the objectives of the Municipal Development Plan specifically relating to the Developed Areas. This discussion yielded the recommendation for Administration to develop an additional measure.

### **Tracking Land Supply in the Developing Areas**

The City has a long history of sophisticated and rigorous monitoring of land supply in the Developing Areas. The more sequential nature of greenfield development means that such monitoring can track the supply of land through each major stage of land development. These include:

- planned land supply (annexed land with a local area plan in place, such as an Area Structure Plan);
- planned land that is subdivided with or without land use in place (land with an outline plan or land use approvals); and
- serviced land (land with the five key pieces of City infrastructure in place).

Planning & Development produces an annual document called Suburban Residential Growth & Change which includes the land inventory, policy planning and land use approval status, infrastructure services status and plans for water, wastewater and transportation. It also includes the five-year population and housing projections by city sector and existing and expected future demand for land.

Action Plan performance measures for Planning & Development include the amount of land supply within approved Area Structure Plans for greenfield residential development.

### **Tracking Land Supply in the Developed Areas**

Planning & Development also tracks land supply in the Developed Areas but in a different manner. Redevelopment in the Developed Areas is not sequential. Land use is already in place and many redeveloping areas already have approved policy. Changes to both land use and policy happen incrementally or in response to redevelopment opportunities provided by infrastructure investments like light rail transit, and by initiatives to intensify larger areas. It is therefore less predictable than in the Developing Areas. The Developed Areas Growth & Change report is published every three years and profiles growth and change, estimates land capacity and provides a detailed parcel-specific land inventory based on policy, land use, and utilization measures.

Action Plan performance measures for Planning & Development include measures for the population growth within the Developed Area and for the percentage of total population living in MDP activity centres, and in and near main streets.

### **The Guidebooks**

Administration is preparing a Centre City Guidebook and a Developed Areas Guidebook (“the Guidebooks”) to accompany the New Community Planning Guidebook that was approved in 2014. The Guidebooks build upon the MDP and the Calgary Transportation Plan (CTP) by providing additional implementation policies to facilitate mixed-use, residential and employment

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development in strategic growth areas at the local community level. These will be statutory planning policies when approved, with two aims:

- to outline a consistent community framework for future development and redevelopment; and
- to provide direction on how the community framework should be applied through a local area plan.

This approach is intended to maximize the benefit of public investment and services by increasing residential and employment densities in key locations where transit and services are most accessible and complementary to the existing character of developed communities.

Attachment 1 is a map showing the boundary of the Developed Areas and the locations of higher density typologies. The MDP policies direct intensification efforts toward these higher density areas. Intensification may occur in other areas as well. The Centre City is included in the Developed Areas on the map.

The Guidebooks will support redevelopment by providing a consistent set of tools for local area plans to meet the needs of the local community. The Guidebooks are being finalized for presentation to Council in the Q1 and Q2 2017.

Once approved, the intention is that the Guidebooks will be a resource for policies that are incorporated into new or amended local area plans within the Centre City or Developed Area. The policies in the Guidebooks will only apply once a new local area plan is adopted. This is a phased approach whereby community plans for the Developed Area will eventually utilize and align with the policies in the Guidebooks.

## **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

A performance measure includes both a measure and a target. Using the breadth of policy and information available, Administration looked at the data and tested some options to realize the intended spirit of Council's direction. The intent is to measure Administration's performance in supporting redevelopment in strategic areas. The options considered included:

1. A land use measure
2. A policy measure
3. Both of the above.

### Option 1: Land use measure

The land use measure would track the number of hectares of land within the Developed Area that have undergone a land use amendment in alignment with the Developed Areas Guidebook (essentially an upzoning) annually.

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The pros for this measure include:

- Measures progress towards the MDP goals of intensification in the Centre City and Developed Areas
- Illustrates that there is landowner uptake for redevelopment
- Illustrates that policy barriers to redevelopment have been removed
- Fairly simple to gather data
- Would consider both city-initiated and developer-initiated land use amendments (one-off redevelopments).

The cons associated with this measure include:

- Highly dependent on actions of external private landowners
- Difficult to set a target because of the significance of the role of external private landowners
- Not focused on the impact of Administration's initiatives.

### Option 2: Policy measure

The policy measure would identify the annual change in the number of hectares of land that are compliant with the Guidebooks, based on new or updated local area plans.

The pros associated with this measure include:

- Measures progress towards the MDP goals of intensification in the Centre City and Developed Areas
- Fairly simple to gather data
- Can be based on a target set by Administration and within the authority of Administration to achieve
- Relates directly to Administration's performance in bringing areas into alignment with the Guidebooks.

Cons associated with this measure include:

- Will depend on the timely approval of the Guidebooks
- Will not capture one-off redevelopments that are not initiated through a local area plan revision, yet contribute to the achievement of intensification goals and are aligned with MDP and Guidebook policies.

### Option 3: Both land use and policy measures

Measuring both approved policy plans and land use redesignations would track both policy development and private landowner uptake of opportunities for intensification.

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The pros associated with tracking both measures include:

- Measures progress towards the MDP goals of intensification in the Developed Areas
- Illustrates that there is landowner uptake for redevelopment
- Illustrates that policy barriers to redevelopment have been removed
- Fairly simple to gather data
- Would consider both city-initiated and developer-initiated land use amendments (one-off redevelopments)
- Relates directly to Administration's performance in bringing areas into alignment with the Guidebooks.

Cons associated with tracking both measures include:

- Redesignations are highly dependent on actions of external private landowners
- Difficult to set a target for redesignations because of the significance of the role of external private landowners
- The redesignations measure is not focused on the impact of Administration's initiatives
- Will depend on the timely approval of the Guidebooks.

The purpose of the performance measure is to understand how well Administration is doing at putting the policies in place that are needed to support the MDP goals related to complete communities and intensification. The land use redesignations measure is more properly characterized as an indicator, not a performance measure, because of the difficulty of setting a target that would link directly to the performance of Administration. The policy measure was found to be the most appropriate choice for a performance measure as it would measure performance of Administration without depending on actions of external landowners to achieve the target.

### Recommended performance measure

This report recommends that Option 2 (Policy Measure) be adopted as a new performance measure with related target, as follows:

Performance Measure	2015 Target	2016 Target	2017 Target	2018 Target
The annual change in the number of hectares of land within local area plans that are compliant with the Centre City Guidebook or Developing Areas Guidebook based on an updated local area plan	NA	NA	1,400 ha	700 ha

The number of hectares brought within the policies of the Guidebooks through a local area plan will be relatively easy to track and timely, as a number of major planning activities are underway (Main Streets, Green Line, etc.). This measure will be dependent on the approval of the Guidebooks, anticipated in Q1 and Q2 2017. Tracking will commence when the Guidebooks are approved, and the measure will be included in reporting for the remainder of Action Plan.

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Administration will also track the land use measure as an indicator data point. This information will be of value in the Municipal Development Plan (MDP) Core Indicator Review. Tracking these areas to the point of land use redesignation will provide critical data on the success of achieving MDP goals. This can help to identify any gaps between policy and implementation. That is, if the indicator tells us that there is little or no landowner uptake on the opportunity to redesignate land to a higher intensity, then further adjustments to the policies may be needed.

Archived data are available starting from the adoption of the MDP in 2009 to build the required baseline information. The performance measure can be constructed in a repeatable and consistent way for future annual reporting purposes.

In order to set appropriate targets for the performance measure, Administration considered historical activity and current work on local area plans that are in development and on track for approval in 2017 and 2018. A description of the performance measure and the targets can be found in Attachment 2.

In the spirit of continual improvement, Administration will review the sufficiency of the new performance measure and the targets through 2017 and 2018. Administration is committed to developing a more robust and proportionate performance measure that looks at the percentage of land that is MDP compliant for the next Business Plan and Budget cycle (2019-2022). We will also evaluate whether further performance measures for the developed areas are needed to measure progress towards achieving the MDP goals.

### **Conclusions**

In conclusion, the new performance measure will provide meaningful annual data directly linked to the Guidebooks and the MDP goals. Over time, it will help to guide future planning policy changes. In addition, the data will be available for the MDP Core Indicator Review scheduled to begin in 2017. The new performance measure will complement the well-established metrics of planned land supply in the greenfield areas.

The new measure will be reported in future Developed Areas Growth and Change reports and reported in Action Plan updates in 2017 and 2018. The measure will be evaluated for its effectiveness and, if the evaluation is positive, it will be incorporated into the performance measures included in the next business planning and budget cycle.

### **Stakeholder Engagement, Research and Communication**

There was no formal engagement process. Administration worked with a number of internal partners to determine the most effective performance measure and target.

### **Strategic Alignment**

This work aligns with the next MDP Core Indicator Review and will provide an important indicator for the success of planning policy. It will help assess whether implementation strategies are aligned with the long-term goals of the MDP.

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### **Social, Environmental, Economic (External)**

This new performance measure will help Administration track success in putting policies in place to promote complete communities in the Centre City and Developed Areas and intensification of population and jobs. A compact urban form makes efficient use of land and infrastructure investment. Measuring policy performance will benefit the citizens of Calgary through more informed decision-making and transparency.

### **Financial Capacity**

#### **Current and Future Operating Budget:**

This work can be accommodated with existing resources.

#### **Current and Future Capital Budget:**

There are no capital budget expenditures associated with this report.

### **Risk Assessment**

The new performance measure will track Administration's success in advancing policy that supports the goals and objectives of the MDP. The start date for tracking is contingent on Council's approval of the Guidebooks.

### **REASON(S) FOR RECOMMENDATION(S):**

Tracking where local area plans make policy changes in the Centre City and Developed Areas to align with the Guidebooks is an effective way to measure how well Administration is doing in advancing the MDP goals for intensification in strategic areas. The new performance measure will complement the well-established metrics of planned land supply in the greenfield areas in Action Plan. This work will also be of value to the MDP Core Indicator Review.

### **ATTACHMENT(S)**

1. Municipal Development Plan Developed Areas
2. Proposed new performance measure for the Centre City and the Developed Areas