

Municipal Development Plan/Calgary Transportation Plan 2018 Monitoring Progress Report

EXECUTIVE SUMMARY

The Municipal Development Plan and Calgary Transportation Plan have an ongoing comprehensive monitoring program. Together, these Plans provide a long-term strategy for a more sustainable city through the integration of land use and mobility policies.

The Municipal Development Plan/Calgary Transportation Plan 2018 Monitoring Progress Report (Progress Report) is the second progress report on these policies. It provides a progress update after eight years of Plan implementation and builds on the earlier 2013 report by adding new supplementary measures that were not previously monitored. The Progress Report (Attachment 1) is organized by the seven strategic goals of our Plans in the form of outcome statements which speak to achieving the collective vision of the Plans. Using the additional supplementary measures and reorganizing the report format is intended to make this report more citizen-friendly, informative and easier to understand.

The previous report had monitored only the first four years of the Plans and covered a relatively short period for some of the indicators to reflect significant change. This report comes after enough time has passed to show the level of change or emerging trends in many areas. The Progress Report offers a more in-depth approach than in the past, through the inclusion of more measures and more context than the previous report.

During the 2014-2018 reporting cycle, there have been both successes and challenges in implementing the Municipal Development Plan and Calgary Transportation Plan, including:

- More transportation choices are available to Calgarians;
- Density is increasing across the city;
- Growth is increasing in strategic areas like Main Streets and Activity Centres; and
- Urban expansion is trending positively but there is less growth in established areas than intended.

Progress needs to continue on all measures to achieve the vision and outcomes of the Plans. A more detailed, 10-year review of the Calgary Transportation Plan and Municipal Development Plan will be conducted to better understand the underlying factors contributing to the progress to date. Administration recommends that a scoping report of the Calgary Transportation Plan/Municipal Development Plan review be brought to Committee in 2018 September (recommendation #2).

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ADMINISTRATION RECOMMENDATION:

That the SPC on Planning and Urban Development recommend that Council:

1. Receive this report for information.
2. Direct Administration to bring a scoping report for the Calgary Transportation Plan and Municipal Development Plan 10-year review no later than 2018 September SPC on Planning and Urban development meeting.

RECOMMENDATION OF SPC ON PLANNING AND URBAN DEVELOPMENT, DATED 2018 JUNE 14:

That the Administration Recommendations contained in Report PUD2018-0696 be approved.

PREVIOUS COUNCIL DIRECTION / POLICY

At the 2009 September 28 Regular Meeting of Council, Council approved the Municipal Development Plan and Calgary Transportation Plan. The Plans have a shared monitoring and reporting framework that measures the progress of Core Indicators. Policy direction in the Plans requires that “The City will measure the Core Indicators for Land Use and Mobility on a continuous basis and report to Council, Administration and the public on the progress towards the targets prior to each business planning cycle”.

On 2013 January 28 Council approved a report PUD2013-0021 outlining an Implementation and Effectiveness Monitoring Strategy and ongoing monitoring framework for the Municipal Development Plan and Calgary Transportation Plan.

At the 2014 January 27 Regular Meeting of Council, Council approved report PUD2013-0545, 2013 Municipal Development Plan/Calgary Transportation Plan Monitoring Progress Report. This report was the first reporting cycle on the progress of these plans.

BACKGROUND

The Municipal Development Plan and Calgary Transportation Plan (Plans) provide key strategic policy to guide growth, mobility and city building over a 60-year period. Section 4 of the Calgary Transportation Plan and section 5 of the Municipal Development Plan contain a shared reporting framework to monitor 14 high level indicators, called Core Indicators, before each business planning cycle. The Plans include these 14 indicators and their 60-year targets as a way to measure The City’s progress toward the social, environmental and economic goals. These indicators give a general assessment of how we are progressing towards the objectives of the Plans over a long period of time.

In 2011 an internal monitoring and reporting team was established to track progress on the Core Indicators, organize resources to collect data and track Plan implementation. The team also investigated several supplementary measures that would provide a deeper understanding of specific policy areas of the Plans. Council approved the team’s Municipal Development Plan Implementation and Effectiveness Strategy in 2013. The Framework for Monitoring and Reporting document identified areas of focus for monitoring and reporting: Strategic (Core) Indicators, Supplementary Indicators, Community-Focused Indicators and Themed Indicators.

Approval(s): Dalgleish, Stuart and Thompson, Michael concur with this report. Authors: Whyte, Robert, Carbol, Denise and Haskell,

Kimberly

City Clerk’s: Lord Charest, Julien

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Building on the work of the Implementation and Effectiveness Strategy and the 2013 Progress Report, the 2018 report includes over 30 additional tracking measures. These provide further context to the Core Indicators and in some cases address gaps where there was no indicator.

The data in the 2018 Progress Report helps to inform the decisions and priorities for the 2019-2022 One Calgary Service Plan and Budget process and provides a foundation the upcoming 10-year review of the Calgary Transportation Plan and Municipal Development Plan.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

A cross-departmental working group was established in 2017 to undertake the review and analysis of the Core Indicators, develop new supplementary tracking measures and provide support, as needed, for the collection of data and input on improvements to the monitoring program.

New Approach

The 2018 Progress Report differs from the previous report in five ways:

1. The report aligns Core Indicators, tracking measures and targets with the seven strategic goals of the Municipal Development Plan:
 - a. Managing growth and change
 - b. A compact city
 - c. Connecting the city
 - d. Great communities
 - e. Great urban design
 - f. Greening the city
 - g. A prosperous economy
2. The report adds new supplementary tracking measures to the 14 Core Indicators. These tracking measures allow for a deeper analysis of particular areas in the Plans that can be tracked over shorter timeframes. This helps to track the level of success that different programs and policies have on achieving the Municipal Development Plan and Calgary Transportation Plan outcomes. They also provide context to the high-level Core Indicators.
3. The additional metrics allow for evaluating the effectiveness of specific policies and goals of the Plans.
4. A new framework of measures that better aligns to The City's Results Based approach to Accountability (RBA). This allows us to see if we're headed in the right direction, better reflecting Council directions and are generally improving the quality of life of Calgarians.
5. There are two monitoring progress reports. The attached Monitoring Progress Report highlights the key findings and a high-level summary of progress which is intended as a shorter, easier to read report for general interest. The full Municipal Development Plan/Calgary Transportation Plan Background Progress Report is available [online](#). This background report contains all measures that were updated in 2018 and further details regarding data methodology and analysis.

Analysis

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The attached Progress Report is the most comprehensive analysis of the progress to date on the Municipal Development Plan and Calgary Transportation Plan. It analyses the performance of the 14 Core Indicators over the past 8 years, and 30 new tracking measures. The Core Indicators are associated with specific targets in the Municipal Development Plan. They are used to monitor long-term trends and have a clear direction for success. Taken together, the Core Indicators intend to provide a concise snapshot of progress towards the vision of our Plans. The Progress Trend Summary on page 6 of attachment 1 provides a view of all the measures together.

The 2018 Progress Report looks at several wide-ranging aspects of community planning and mobility in Calgary. It is important to consider that many of these measures are interdependent and affect one another. It is difficult to gauge the success of the Plans using any one Core Indicator or tracking measure alone. Instead, the suite of measures should be viewed together when making a general assessment of progress.

Some measures such as the Urban Expansion Core Indicator are more commonly identified and referenced than other Core Indicators in the Plans. This Indicator shows the outward expansion of the city by comparing population growth within the Developed Areas (inner-city and established communities) to total city-wide population growth. It provides a cumulative value of population growth accommodated within the Developed Areas since 2006. Although many communities in the Developing Areas are now fully built-out, the 2006 boundary is still used for reporting. This allows for consistent measurement of population growth and distribution across Calgary from a fixed point in time.

As a comprehensive analysis, the report also has a strategic purpose of identifying areas of Plan policy that are performing better or worse than others. This information allows The City to consider adjusting tactics, programs and investments where policies in the Municipal Development Plan and Calgary Transportation Plan have not been as successful as they were intended.

Key Findings:

The key findings of the 2018 Progress Report include both successes and challenges.

Successes:

- Housing and job opportunities continue to increase in strategic locations including Main Streets and Activity Centres;
- Density is increasing both city-wide and in new communities. This increase improves the efficiency of city investments and services like infrastructure and transit service;
- Infrastructure investments in Calgary communities are improving the transportation choices available to citizens. While auto usage is steady, more people are walking and cycling; and
- Calgary is achieving a good balance of jobs and population across the city.

Challenges:

- The share of Calgary's population growth in Developed Areas from 2006 to 2017 is approximately 10%. This is below the target of 33%.

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- Infill development is steady in inner-city areas, but is offset by population decline in many middle-ring established communities. Moderate intensification sensitive to low-scale residential neighbourhoods and greater diversity in housing types are key to maintaining stable population levels;
- The amount of public transit service that is provided remains unchanged. After some growth early after the adoption of the Calgary Transportation Plan and Municipal Development Plan, the economic downturn led to sizeable decreases in transit ridership, funding and hours of service provided. Increased transit service levels will be essential to the success of RouteAhead rapid transit corridors such as the Bus Rapid Transit network and Green Line Light Rail Transit; and
- Environmental performance remains a challenge in Calgary. Greenhouse gas emissions continue to rise in the region.

The programs, and policies that The City has undertaken since the Plans were approved are having an effect in several areas. The City has made investments that are improving the public realm across Calgary. Investments are improving community infrastructure like parks and streetscapes as well as services like transit. There are areas that have had less success though. More action is needed to preserve, strengthen and improve our natural assets. Key natural systems like watershed quality and the tree canopy continue to be vulnerable to shocks. Much work is also needed to mitigate and adapt to the impacts of climate change, and improve the resiliency of the community.

Connection to the Calgary Transportation Plan/Municipal Development Plan Review:

The 10-year Calgary Transportation Plan/Municipal Development Plan review is scheduled for 2019. Findings from this Progress Report will inform the review, providing a snapshot of Calgary's successes, challenges, and opportunities moving forward through the next 10 years. As part of this program, the Core Indicators will be evaluated for their effectiveness to monitor trends and performance related to the established Plan targets.

The review will also be looking at updates related to legislative changes and key strategic directions that The City can build on in terms of new policy development. These include:

- Exploring new legislative authorities and City Charter opportunities;
- Reflecting the new awareness of topics, e.g. indigenous community and regional growth board;
- Improving readability and effectiveness; and
- Aligning with the Developed Areas, New Communities and Centre City Guidebooks.

After eight years of Plans' implementation, enough time has passed to show that real change is happening, but it also highlights key challenges and gaps that need to be addressed to fully realize the outcomes envisioned by our Plans. This Progress Report provides a benchmark for reviewing and adjusting the Municipal Development Plan and Calgary Transportation Plan.

This review will provide a better understanding of the underlying factors contributing to the progress to date, and will recommend future next steps to take with the Plans. Administration recommends bringing a scoping report for the 10-year review to the 2018 September SPC on Planning and Urban Development (Recommendation #2).

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Stakeholder Engagement, Research and Communication

Internal stakeholders across multiple business units helped develop the new supplementary tracking measures and undertake the collection and analysis of data and the key findings related to all Core Indicators, measures and targets presented in this Progress Report.

The key findings of the report have been shared with the Federation of Calgary Communities, Established Areas Working Group, and BILD Calgary. Future engagement with industry, community and other stakeholders will be undertaken through the Calgary Transportation Plan / Municipal Development Plan 10-year review. The review will be informed by purposeful, intensive consultation with the development industry, special interest groups, Council, and citizens. Creating opportunities for further dialogue and input to identify challenges and policy gap areas is critical in order to improve on the Plans and meet the needs of citizens and markets for development.

The 2018 Progress Report provides a summary of our Plans' progress in a shorter and easier to read format. In addition to the attached Progress Report, administration has prepared a larger background document. Administration is also preparing the data to be publicly available online through the Calgary Indicator Dashboard. This forthcoming tool will provide additional visualizations, maps and analysis.

Strategic Alignment

This report forms part of our Plans' ongoing monitoring program. It fulfils the policy requirement to report each business planning cycle. The highlighted successes and challenges provide context for the investment decisions that will be made in the 2019-2022 One Calgary service plan and budget cycle. They also provide some guidance that will help inform the upcoming 10-year Calgary Transportation Plan/Municipal Development Plan review. This report will also inform the development of the Established Areas Growth Strategy, scheduled to be brought back to Council in Q3 2018 and the Industrial Strategy, with findings and recommendations that complement the New Community Growth Strategy.

Social, Environmental, Economic (External)

The Municipal Development Plan and Calgary Transportation Plan were developed as the major policy tools to implement the social, environmental and economic visions of Calgarians. This and previous monitoring Progress Reports provide context and information to evaluate the advancement of these outcomes.

Social

This report provides a more in-depth assessment of social conditions in Calgary than previous reports. It attempts to better align social and planning issues and outcomes.

Environmental

Environmental sustainability was a key underlying outcome of the Calgary Transportation Plan and Municipal Development Plan. This report provides an update on how sustainable Calgary's

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development is. It also provides a more robust analysis of the environmental challenges we face today, such as climate change.

Economic (external)

This report analyses the relationship between Plan policies and economic outcomes, including how the Plans foster economic prosperity, and how economic conditions affect community growth and change.

Financial Capacity

Current and Future Operating Budget:

This report has no direct impact to current operating budgets, however the core indicators of the Calgary Transportation Plan and Municipal Development Plan track progress towards a more fiscally sustainable model of city development. The variance between our progress and targets represents the risk of incurring additional operating costs over time.

Current and Future Capital Budget:

This report has no direct impact to capital budgets, however the core indicators of the Calgary Transportation Plan and Municipal Development Plan track progress towards a more fiscally sustainable model of city development. The variance between our progress and targets represents the risk of requiring more capital spending than planned for over time.

Risk Assessment

This report provides an analysis of the progress towards several city-building outcomes. Fully achieving the targets of the Municipal Development Plan and Calgary Transportation Plan will provide an estimated cost avoidance of \$130 million in operating costs every year and \$11.2 billion in cumulative capital costs. These findings are based on The Implications of Alternative Growth Patterns and Infrastructure Costs report commissioned by The City for the Plan It Calgary program. If the Plans fall short of the targets, the level of cost avoidance will be reduced. The financial risk of not achieving the targets of the Plans correlates to an increase in operating and capital costs for The City. Further, not meeting the targets and the established policies within our Plans has implications for not achieving complete communities and many other Plan objectives such as the reduction of greenhouse gas emissions and redevelopment in areas that maximizes and sustains established community amenities, services and infrastructure.

REASON(S) FOR RECOMMENDATION(S):

The information and analysis in this report is an important input into the 2019-2022 service plan and budget cycle, and the upcoming Calgary Transportation Plan/Municipal Development Plan review program.

ATTACHMENT(S)

1. **Corrected** Attachment 1 – Municipal Development Plan/Calgary Transportation Plan 2018 Monitoring Progress Report

Approval(s): Dalgleish, Stuart and Thompson, Michael concur with this report. Authors: Whyte, Robert, Carbol, Denise and Haskell, Kimberly
City Clerk's: Lord Charest, Julien