

Planning & Development Report to
SPC on Planning and Urban Development
2019 January 09

ISC: UNRESTRICTED
PUD2019-0015

Municipal Development Plan and Calgary Transportation Plan Review – Scoping Report

EXECUTIVE SUMMARY

The City's Planning and Transportation teams are working together to review and update the Municipal Development Plan and the Calgary Transportation Plan, referred to as "the Plans".

Since 2009, the Plans offer the overarching strategic direction for the City of Calgary. After nine years of their implementation, enough time has passed to show that real change and progress is evident. It also highlights the key challenges Calgary faces today and in the coming years, including the ability to respond to the diverse and changing needs of citizens, emerging technology and global economies, fiscal constraints, an increasing population and new community expectations.

The review will build on findings from the 2018 Municipal Development Plan and Calgary Transportation Plan Monitoring Progress Report which was presented to Council on 2018 June 25. The scope of the review is centred on working with internal and external stakeholders to address issues and opportunities and policy gaps. Themes such as equity, climate change, health, and technology trends will be enhanced to help ensure the Plans are well-positioned for the changing dynamics of our city in the coming decades. It also allows the opportunity to revise the Plans to align to Council's priorities, prepare the city for anticipated future challenges and incorporate recent legislative changes to support high-level results and resiliency for the community.

Administration will undertake a review of the Plans and will not shift away from their foundational elements. The review will continue to use the eleven Sustainability Principles for Land Use and Mobility and eight Key Directions for Land Use and Mobility in the 2009 Council-approved Plans as the foundation for addressing gaps and reviewing the Plans to ensure effectiveness. Together, these statements represent the noted principles and direction that guide our decisions today:

- Improving housing and transportation choice.
- Supporting a prosperous and competitive economy.
- Maintaining a sustainable municipal financial system and providing a good quality of services for current and future Calgarians.
- Protecting the natural environment.

The outcome of the review is expected to be one consolidated city-wide comprehensive Plan that contains effective tools towards enabling desired growth and change.

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ADMINISTRATION RECOMMENDATION:

That the Standing Policy Committee of Planning and Urban Development recommend Council direct Administration to:

1. Undertake the review work of the Municipal Development Plan and Calgary Transportation Plan in accordance with the scope identified in Attachment 1; and,
2. Return with the outcomes of Phase 1 to Council through the Standing Policy Committee on Planning and Urban Development no later than Q4 2019.

RECOMMENDATION OF THE SPC ON PLANNING AND URBAN DEVELOPMENT, DATED 2019 JANUARY 09:

That the Administration Recommendations contained in Report PUD2019-0015 be adopted.

PREVIOUS COUNCIL DIRECTION / POLICY

On 2018 July 30, Council directed Administration to return to Council with a scoping report for the review of the Municipal Development Plan and Calgary Transportation Plan no later than Q1 2019; and subsequently with proposed plan amendments going for approval to the current Council no later than 2021 Q2 (PUD2018-0696 Referral), PFC2018-0867.

At the 2009 September 28 Regular Meeting of Council, Council approved the Municipal Development Plan (Bylaw 24P2009) and Calgary Transportation Plan. Policy 1.5 of the Municipal Development Plan directs a review of the plan “be undertaken every 10 years to ensure that the goals, policy directions, processes, actions, and Core Indicators for Land Use and Mobility consider such factors as current growth forecasts, market trends, overall city and community values and The City’s financial capacity.”

BACKGROUND

In 2006, Council approved imagineCALGARY, a 100-year vision for Calgary based on the engagement of more than 18,000 Calgarians, and the starting point for the development of an integrated transportation and land use plan to achieve a more sustainable Calgary. In 2007, City Council directed Administration to undertake a 2-year process, called Plan It Calgary, to set out the long-term direction for sustainable growth to accommodate another 1.3 million people over the next 60 to 70 years.

Approved by Council in 2009, the Municipal Development Plan and the Calgary Transportation Plan provide a 30-year policy framework to help create a more compact, connected, and resilient city. The Plans’ policies direct strategic developments and infrastructure investment to support more housing and transportation choices, and desirable community amenities. The Plans are used by departments across The City to guide immediate and long-term planning, services, programs, and initiatives that strive to provide Calgarians with a great quality of life.

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The 2018 Municipal Development Plan and Calgary Transportation Plan Monitoring Progress Report identified areas where The City is on track to meet our long-range targets and areas where more progress is needed to achieve the outcomes envisioned in the Plans. The review will help ensure Calgary's long-range land use and transportation Plans take into consideration changing conditions, current challenges, and opportunities and are amended as necessary to remain effective and relevant.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Scope of Municipal Development Plan and Calgary Transportation Plan Review

Since 2009, Calgary's population has grown by approximately 20% to over 1.27 million—this is equivalent to double the population of Red Deer moving to Calgary. After the economic shift in 2014, Calgary's rate of growth slowed, but remained positive with smaller increases than years previous, suggesting the potential to realize Calgarians' vision for the future is still within the horizons of our long-range Plans.

To date, the implementation of the Plans has resulted in positive change in Calgary. For example, there is a greater diversity of housing choices across the city, more balanced growth between new and established areas, and more Calgarians are walking, cycling, and taking transit. In addition, community design, including increased amenity, housing diversity and intensities, continues to improve in Calgary's new communities. Further, the City continues to strengthen our relationships with communities and industry through collaborative working groups and consultation.

Feedback gathered from one-on-one meetings with Councillors and Ward offices in 2018 October and November indicates continued support for the overall vision and sustainability principles of the current Plans. As such, the eleven Sustainability Principles for Land Use and Mobility and eight Key Directions for Land Use and Mobility in the current Plans will serve as the core foundation for the review. The Principles are:

- Create a range of housing opportunities and choices.
- Create walkable environments.
- Foster distinct, attractive communities with a strong sense of place.
- Provide a variety of transportation options.
- Preserve open space, agricultural land, natural beauty and critical environmental areas.
- Mix land uses.
- Strategically direct and manage redevelopment opportunities within existing areas.
- Support compact development.
- Connect people, goods and services locally, regionally and globally.
- Provide transportation services in a safe, effective, affordable and efficient manner that ensures reasonable accessibility to all areas of the city for all citizens.
- Utilize green infrastructure and buildings.

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The Key Directions for Land Use and Mobility are:

- Achieve a balance of growth between established and greenfield communities.
- Provide more choice within complete communities.
- Direct land use change within a framework of nodes and corridors.
- Link land use decisions to transit.
- Increase mobility choices.
- Develop a Primary Transit Network.
- Create complete streets.
- Optimize infrastructure.

Administration recognizes that Calgary is different than it was ten years ago. The economy and the funding environment for municipal infrastructure have changed significantly since 2009. A new City Charter, amendments to the Municipal Government Act, and the establishment of the Calgary Metropolitan Region Board all require The City to respond to these elements, including the consideration of community growth, housing diversity and supporting employment areas.

Since the 2009 approval of the Plans, The City has been making progress on addressing the diverse and changing needs of citizens in areas such as accessibility, reconciliation with indigenous communities, social inclusion, and in areas such as climate mitigation and adaptation, and resilience. In addition, the rapid advancement of transportation technologies and business models such as connected and autonomous vehicles, electric vehicles, ride-share, and transportation network companies will continue to shape how people move in and around the city.

In a 2018 November full-day workshop with internal and external stakeholders, many of these issues were identified by participants as factors that will influence how Calgarians live and work 20 years from now. The review will identify how best to address these themes in the updated Plan.

Approach

The review will be delivered in two phases, which are described in Attachment 1. Phase 1 consists of a technical review of the current Plans to determine their current state and identify recommendations for the future state of the Plans to be addressed in Phase 2. An iterative approach and engagement with stakeholders will assist in understanding issues and opportunities, and priorities.

The Plans' review will focus on the identified gaps in several areas. For instance, among other areas, the following have been identified for consideration:

- The target to achieve a 50-50 balance for cumulative growth between established and greenfield communities; and,

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- Emerging industry and technological advancements and their impact on development, transportation infrastructure, growth strategies and investment priorities.

Work with stakeholders will also address implementation of Municipal Development Plan policies through several initiatives, including the Developed Areas Guidebook, review of the Land Use Bylaw, Industrial Growth Strategy and Established Area Growth and Change Strategy.

There are many initiatives related to this work. The project scope is aligned with and responds to ongoing higher-level policy projects including the City Charter, Municipal Government Act amendments, the Calgary Metropolitan Region Growth and Servicing Plans and the development of a comprehensive Calgary Growth and Investment Strategy. The review will include an analysis of related policy and strategy documents to ensure alignment between proposed amendments and existing City policy and regulations. Administration will provide Council with an update of findings and options for consideration prior to proceeding with Phase 2. Phase 1 will conclude with Administration's recommendations on how the Plans should be amended, along with a Phase 2 work plan in Q4 2019.

In Phase 2, Administration will amend the Plans as per Council's direction in Q4 2019. Administration expects the Plans to be consolidated into one joint plan and presented to the SPC on Planning and Urban Development in Q4 2020.

Stakeholder Engagement, Research and Communication

The project team will work with stakeholders to obtain feedback and ensure their input is considered and incorporated to the maximum extent possible. If input cannot be used in making the decision, we will explain why. To address specific stakeholder input that arises from the engagement process, The City may adopt different levels of engagement along the engagement spectrum, ranging from "Listen and Learn" to "Collaborate".

The engagement strategy, as summarized in Attachment 2, begins with an education campaign to help ensure stakeholders and Calgarians have a common understanding of Calgary's Plans for the future, and the information they need to participate in the engagement process. The process will share and identify with Calgarians the issues, constraints, priorities and trade-offs that affect planning and transportation decisions, and the cost and delivery of municipal services. A variety of communication tools will be used to help stakeholders understand key issues, the Plans priorities and directions, and determine what effective tools will help ensure the Plans fundamental principles are being achieved and that gaps are being identified and addressed.

Attachment 3 provides feedback from the Federation of Calgary Communities and BILD Calgary Region on the engagement process and the project work plan.

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Strategic Alignment

This work supports moving Calgary towards outcomes identified in Section 1.5 of the Municipal Development Plan and Section 1.7 of the Calgary Transportation Plan, which both support the process of reviewing, updating and amending the documents.

The Municipal Development Plan and Calgary Transportation Plan review work is included in and aligned with the 2019 City Planning and Policy Priorities Work Program, of which there is a report also on the 2019 January 09 Standing Policy Committee of Planning and Urban Development agenda.

The review is aligned with five Council Priorities which define the long-term goals for The City:

A Prosperous City - The Municipal Development Plan contains policies on sustainable urban growth, on creating a city that is attractive to people and business, and on supporting a land use framework with an appropriate mix of commercial, industrial, and institutional land uses. The Calgary Transportation Plan contains policies such as Complete Streets, goods movement, and local connectivity to promote a prosperous city.

A City of Safe and Inspiring Neighbourhoods - The Municipal Development Plan promotes safe and inspiring neighbourhoods through policies addressing housing, respecting neighbourhood character, and creating a safe and beautiful city through quality urban design. The Calgary Transportation Plan emphasizes investments in transportation choices including walking and cycling that connect people to public spaces and encourage use of streets, which further contribute to people feeling safe in neighbourhoods.

A City that Moves - Alignment between the Plans provides a land use and mobility plan for the city. Together, the Municipal Development Plan and the Calgary Transportation Plan provide policies on transportation choices, transit, complete streets, and local transportation connectivity. Land use and mobility are strategically aligned through the urban structure map and a set of primary transportation network maps.

A Healthy and Green City - The Municipal Development Plan contains policies on green infrastructure, land, water, ecological networks, energy, and waste. The Calgary Transportation Plan contains policies that emphasize active modes (i.e. walking and cycling), transit and local connectivity. Together, these policies help encourage travel choices that have less greenhouse gas emissions, and promote physical, mental, and social wellbeing.

A Well-Run City - The Municipal Development Plan sets forth a series of goals, key objectives, and policies that support a well-run city by aligning land use, mobility, and infrastructure. The Plans guide investment decisions to increase municipal fiscal sustainability.

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Attachment 4 outlines how the Plans reinforce and implement Council's priorities through city-wide strategies and policies, annual work plans and the One Calgary service delivery program. Together, the Plan and any new policies, and strategies will be aligned to the new Regional Growth Plan and will continue to align with the South Saskatchewan Regional Plan, which establishes a long-range 50-year vision and aligns provincial policies to balance economic, environmental and social goals. In 2019, the Municipal Development Plan's alignment with the South Saskatchewan Regional Plan will be confirmed in a statutory declaration.

Social, Environmental, Economic (External)

Social

The review will provide an assessment of housing affordability, sociodemographic trends and health impacts. Consideration will be given to how policies can better align to and address social and planning issues and outcomes.

Environmental

Environmental sustainability was a key underlying outcome of the Plans. This review provides an opportunity to better align to and consider Calgary's sustainable development policies and strategies based on current initiatives such as the recently approved Climate Resilience Strategy. Further analysis and work will be undertaken to evaluate and adaptively plan for the environmental challenges we face today.

Economic (external)

The review will consider the relationship between the Plans' 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:

Cost for the review were included as one-time funds in 2019 and 2020 through One Calgary. The review is being conducted using currently budgeted operating resources in the Transportation, and Planning and Development departments whose work has been prioritized to this initiative for the review period. One-time funds were approved by Council for the stakeholder engagement and research components of the review.

Current and Future Capital Budget:

There are no recommendations in this report having a direct impact to capital budgets.

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Risk Assessment

The main intent of the scoping report is to provide clarity as to what aspects of the Plans will be subject to adjustment as part of the review. This is key to successful delivery as it helps manage stakeholder expectation and reduce scope creep.

The review does not envision reopening the eleven Sustainability Principles and eight Key Directions for Land Use and Mobility. Rather, the work will be focused on what changes need to be made to continue advancement towards these objectives. The risk of containing the review to this scope is that some stakeholders may feel that the review is not broad enough to address their concerns.

It is recognized that reviewing long-term plans in times of economic uncertainty offers the risk of incorporating responses to short-term issues with solutions which could jeopardize the long-term resilient development of the city. Consideration will be given to how the Plan can provide flexibility to respond to changing economic conditions. Further, to reduce risks, the process will align recommendations to the Council approved goals and updated targets, as well as Council priorities, to ensure that the Plan continues to focus on Calgary's long-term needs.

REASON(S) FOR RECOMMENDATION(S):
<p>This report will initiate a review of the Municipal Development Plan and Calgary Transportation Plan to form an updated and consolidated city-wide comprehensive Plan. The review will take into consideration current conditions, trends, emerging issues, and opportunities to ensure the Plans address gaps, remain relevant and continue to support the creation of great neighbourhoods and a sustainable Calgary in the coming decades.</p>

ATTACHMENT(S)

1. Attachment 1 - Work Plan and Timeline Municipal Development Plan and Calgary Transportation Plan Review
2. Attachment 2 - Engagement Strategy At-a-Glance Municipal Development Plan and Calgary Transportation Plan Review
3. Attachment 3 - Letters from Stakeholders
4. Attachment 4 – Municipal Development Plan and Calgary Transportation Plan Implementation and Path to Service Delivery