

**Planning & Development Report to
SPC on Planning and Urban Development
2019 February 06**

**ISC: UNRESTRICTED
PUD2019-0145**

City Planning and Policy Priorities 2019

EXECUTIVE SUMMARY

This report is a continuation of the conversation between Council and Administration on the need for, and benefits of, prioritizing certain City Planning and Policy Service Line initiatives in 2019. After introducing Administration's proposed priorities at the regular meeting of the SPC on Planning and Urban Development on 2019 January 09 (Attachment 1), a working session was held on 2019 January 21 between some Committee members, councillors and Administration to further refine the proposal. The decision-making considerations and refined proposed policy priority areas for 2019 (Attachment 2) were informed by input from that working session.

The decision-making considerations correspond to the methodology introduced with the New Community Growth Strategy in 2018. The priorities have been proposed because they address the following key concerns of Council: they increase investor confidence and enable economic prosperity; they put a focus on areas experiencing demand and development activity; they prioritize initiatives that support people and communities to achieve mutual goals; they consider the impacts and potential of City investments; and finally, they take into consideration the impact on the City Planning and Policy Service Line's capacity and the benefits the initiatives will achieve.

Not all current initiatives will meet the test for priority. Administration is proposing that they should be rescheduled for future work. The same decision-making considerations will apply regarding which of these receives priority when resources become available.

Administration is proposing that the priorities presented below first be approved by Committee and Council before the policy workplan for 2019 is finalized. This will allow all of Council to provide input and take ownership of the priorities. For this reason, Administration is proposing to return to the SPC on Planning and Urban Development on 2019 March 06.

ADMINISTRATION RECOMMENDATION:

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

1. Base its policy workplan for 2019 on the six proposed policy priority areas for 2019 as contained in Attachment 2; and
2. Report back to the 2019 March 06 regular meeting of the SPC on Planning and Urban Development with an updated policy workplan for 2019.

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RECOMMENDATION OF THE SPC ON PLANNING AND URBAN DEVELOPMENT, 2019 FEBRUARY 06:

That Council direct Administration to:

1. Base its policy workplan for 2019 on the six proposed policy priority areas for 2019 as contained in Attachment 2, **after the following amendments on page 2 of 2:**

Priority 1:

Change Priority title to 'Toward the One Calgary Plan: Renewing the MDP/CTP'

Priority 2:

Change Priority title to 'Comprehensive and City-Wide Growth Strategy'

Priority 4

Delete the word 'Strategy' from the Priority title

Priority 6:

Change Priority title to 'Downtown Resilience'; and

2. Report back to the 2019 March 06 regular meeting of the SPC on Planning and Urban Development with an updated policy workplan for 2019.

PREVIOUS COUNCIL DIRECTION / POLICY

On 2019 January 09 the SPC on Planning and Urban Development referred report PUD2019-0019, City Planning and Policy Priorities 2019, back to Administration to return to the 2019 February 06 Regular Meeting of the SPC on Planning and Urban Development with a recommended workplan for 2019.

BACKGROUND

At the 2019 January 09 meeting of the SPC on Planning and Urban Development Administration presented its rationale for prioritizing specific policy initiatives across the City Planning and Policy Service Line in 2019 (see Attachment 1). Administration proposed that to best achieve Council's and citizens' priorities its resources should be focused in 2019 on six policy initiative areas:

1. The Established Areas Growth and Change Strategy;
2. The Transit Oriented Development Implementation Strategy;
3. The Developed Areas Guidebook – update and implementation;
4. The new Multi-Community Local Area Plan Approach;
5. Main Streets Design and Implementation; and
6. Land Use Bylaw reviews focused on the scale and form needed to achieve great neighbourhoods.

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To allow for more thorough conversation and input from Committee and Council, the SPC on Planning and Urban Development referred the report back to Administration and proposed a working session to finalize the proposed priorities for 2019 before proceeding to Council.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Working Session

In the working session between Committee members, councillors and Administration on 2019 January 21 the proposed priorities were reviewed and refined as described in the following. This additional engagement aided Administration in improving the goals and direction of the proposed priority areas and to achieve closer alignment with Council's priorities. This reinforces the benefits of prioritizing initiatives.

At the session, it was also recommended to first proceed to Council with the refined priorities before revising the policy workplan. Once Council has reviewed and approved the priorities, Administration will evaluate the policy initiatives currently on its workplan regarding their alignment with them. Administration will then return to the SPC on Planning and Urban Development with a proposed policy initiative workplan for 2019 on 2019 March 06.

The participants at the working session agreed that the benefits of prioritizing certain policy initiatives go beyond just matching workload to available staff capacity. The Committee members and councillors also supported the proposed priorities, but felt further refinement and clarity would be beneficial. They requested that a stronger line-of-sight should be created between the following key concerns of Council and the proposed priorities:

- Enabling economic prosperity;
- Focusing City initiatives and investment in areas experiencing demand and activity;
- Supporting people and communities to achieve mutual goals;
- Consideration of the impacts and potential of City investments;
- Supporting efficiency and an awareness of the impact on the resources required as well as the benefits achieved.

Decision-making Process

The working group proposed that the decision-making process to determine policy priorities should be based on how well an initiative aligns with Council's key concerns.

Enhancing investor confidence in Calgary is a primary goal for Council and key towards continued economic prosperity. There is consensus that The City must focus on work that improves investor confidence in Calgary. Higher confidence will result in increased investment in the city, new economic activity, jobs for Calgarians and revenues for The City.

Prioritizing specific policy work will enhance investor confidence by delivering policies and plans more efficiently and quickly to stakeholders. Having updated plans will remove the uncertainty and many of the time-consuming obstacles from the process of community building. This will demonstrate The City's commitment to its goals and enhance investor confidence.

Emphasis was also placed at the working session on the need to prioritize work in areas where community readiness and development activity align. The goal is to provide stakeholders in these areas with modern policies so that mutually desired developments can proceed.

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Prioritizing resources towards this achieves greater value than undertaking policy work where there is either a lack of community readiness or investor interest.

A further priority was proposed to be placed on initiatives that revise The City's planning processes and community planning approach. The goal is to enhance communities' and Calgarians' ability to participate meaningfully in the planning of their communities. The desired outcome is to establish a clear link between vision, policy and implementation that all stakeholders can contribute to.

Clearly identifying priority areas for policy resources will also assist Council when it is considering directing Administration to undertake new work through notices of motion. The potential new work can be evaluated by Administration and the Standing Policy Committees on Priorities and Finances and Planning and Urban Development regarding its alignment with, or impact on, the agreed upon priorities. This will provide for appropriate consideration and conscious decisions regarding any direction that may take away from the focus on the priority areas.

Finally, it is understood that the City Planning and Policy Service Line will continue to implement Council's priorities as most recently expressed in the 2019-2022 Plans and Budget (One Calgary). However, the benefits of prioritizing work to achieve short-term goals and immediate Council direction without losing sight of longer term objectives, is also recognized.

The decision-making considerations described above correspond to the methodology introduced with the New Community Growth Strategy. In it priorities were identified based on three considerations: their alignment to the strategic vision and goals of the Municipal Development Plan; a focus on areas where market demand and activity exist; and financial considerations regarding The City's capacity and the benefits of investment.

Future Initiatives

Administration is proposing that some initiatives currently on the workplan should not be worked on in 2019 but rather at a future time. We propose that work on them should only commence once staff resources are no longer required for the priority initiatives. The same decision-making considerations should be applied to these initiatives as for the priority items. The key concerns that inform the priorities should, however, either be confirmed or updated at that time.

Based on these considerations, Administration has updated its proposed priority policy areas as follows.

Proposed Policy Priority Areas 2019

1. *Advancing Calgary's Strategic Vision – The Municipal Development Plan Review and Developed Areas Guidebook Implementation*

In the January report, only the Developed Areas Guidebook update and implementation were identified as a priority. This was confusing because work has begun on the review of the Municipal Development Plan / Calgary Transportation Plan and it already requires dedicated resources. Also, the Developed Areas Guidebook is a volume of the Municipal Development Plan and must inform amendments to it. Committee, therefore, suggested that more transparency and purposeful attention would be achieved by clearly identifying the Municipal Development Plan and Developed Areas Guidebook as a joint priority.

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2. Advancing the Integrated Growth Strategy

Committee reiterated its unanimous support for an integrated growth strategy. This strategy aligns the individual strategies for new communities, established neighbourhoods and industrial areas to establish a comprehensive, city-wide approach to investment, funding and growth decisions. Through ongoing collaboration with the development industry and communities, it will enable The City to identify appropriate investments and funding mechanisms and to leverage market activity towards a balanced implementation of the Municipal Development Plan.

In 2019 the priority for this work will be on the Established Areas Growth and Change Strategy and the ongoing collaboration through the Industry/City workplan.

3. Inclusive and Modern Community Planning – The Multi-Community Plan Approach

Committee again reinforced its support for this approach to more inclusive local area planning. It will improve Calgarians' ability to participate in the planning of their community in a more inclusive and comprehensive manner. Planning will continue work on the pilot to refine the approach and will begin work on further multi-community plans. This will set up the service line to accelerate putting these plans in place when the approved One Calgary budget becomes available in 2020.

Committee expressed some concern that some plans were still being undertaken as individual community plans. A clear rationale for individual local area plans is required, for example when Administration needs to respond nimbly or when a specific situation warrants a smaller plan area than typical in the multi-community approach. Administration will develop a transparent decision-making process for this.

4. Main Streets and Transit Oriented Development Implementation Strategy

In the January report, these two initiatives had been presented as separate priorities. Committee saw significant overlap between them and recommended they be combined. They have similar content, issues, objectives and geographic areas and will benefit from a mutual focus.

5. A Renewed Land Use Bylaw

The working session participants reiterated the importance of initiatives that support the move to a planning system that is more outcome-oriented and in which there is clear line-of-sight between the City's vision, the community plans and the Land Use Bylaw. They proposed that priority should be placed on initiatives that support the renewal of the Land Use Bylaw.

Instead of minor, incremental amendments, changes to the Land Use Bylaw should be undertaken with a view towards achieving comprehensive change and overall improved outcomes for great communities. Comprehensive change is also required to properly implement the policy direction provided in the Developed Areas Guidebook and multi-community plans.

6. Supporting Downtown

Council is very concerned about the impacts that the current economic situation is having on Calgary's downtown. The participants of the working session proposed that initiatives that support the business community and enhance the resilience of office, commercial and development activity in the downtown should be given high priority. It was acknowledged that efforts towards this go beyond the scope of land use policy planning alone and must involve the

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entire corporation. Administration proposes that The City Planning and Policy Service Line should prioritize opportunities to support corporate initiatives and provide resources to either support or lead initiatives as required.

Calgary Planning Commission Input

Council has expressed that its decision-making benefits from receiving Calgary Planning Commission's perspective on proposed policy. Administration is therefore proposing to incorporate a review by Calgary Planning Commission into the timelines of most policy initiatives.

To enable a meaningful engagement with the Commission, time must be provided to create a relatively complete draft document and to potentially make revisions based on the input received from the Commission. This may require timelines to be extended by approximately two to three months depending on the complexity of the initiative. The initiatives on the workplan will be reviewed and a recommendation for revised timelines made where necessary.

Next Steps and Revised City Planning and Policy Initiatives Program 2019

The working session participants recommended that Council deliberation on the six priorities and approval is required before Administration should compile the final City Planning and Policy Service Line initiatives program for 2019. If Council approves the proposed priorities at its 2019 February 25 meeting, Administration will update its proposed workplan to align with the approved priorities and report back to the SPC on Planning and Urban Development on 2019 March 06. This workplan will identify any future initiatives and propose revised delivery timelines

Stakeholder Engagement, Research and Communication

Stakeholder engagement and perspectives were presented in the 2019 January 09 report contained in Attachment 1. This update report focused on gaining more input from the members of SPC on Planning and Urban Development and other councillors. No other stakeholders were directly involved. However, Administration informed both the community and industry stakeholders of the planned approach.

The members of SPC on Planning and Urban Development appreciated the opportunity for more thorough engagement with Administration that the working session on 2019 January 21 provided. They expressed an interest in continuing with this approach. Moving forward, working sessions with Administration are anticipated on a quarterly schedule.

Strategic Alignment

The Policy Prioritization Strategy is intended to focus policy work on advancing the Municipal Development Plan (MDP). The priority list is consistent with section 1.4.1 of the MDP, which describes one of the roles of the MDP as providing strategic direction to support corporate decisions around managing growth and change, prioritizing corporate initiatives and public investment.

Social, Environmental, Economic (External)

The proposed priorities strike a balance between addressing economic imperatives, fulfilling Council's direction and the need to advance social and environmental objectives. The initiatives

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support economic activity related to building and development, while still ensuring that communities are healthy, diverse and livable over the long term.

Financial Capacity

Current and Future Operating Budget:

There are no operating budget implications associated with this report as the proposed work will be carried out within existing budget allocations and within the approved One Calgary budget for 2019-2022. However, should Council direct Administration to undertake additional policy initiatives not currently considered a priority, additional specific budgets may be required.

Current and Future Capital Budget:

There are no capital budget implications associated with this report.

Risk Assessment

The proposed priorities have been developed to mitigate the risk to The City if Administration's resources are not allocated to be most effective towards addressing critical issues confronting Calgary today, primarily regarding enabling development and business activity. By employing the strategy and prioritizing initiatives that deliver effective policy tools that enable desired development, Administration is better positioned to advance Council's priorities of *A Safe and Inspiring City* and *A Prosperous Economy*. The following risks have been identified if the proposed prioritized policy approach is not supported.

Investment both by The City and the private sector in the right areas may not occur due to a lack of enabling policy. Equally, without strategies and policy guidance, investments may occur in areas where the investment cannot be leveraged for further benefits.

If policy resources are not focused on delivering the prioritized initiatives it will take longer to complete work on enabling policies and plans that remove barriers and improve investor confidence.

If resources are not committed to these priority initiatives, it will take longer to make meaningful progress on introducing tools and comprehensive planning processes that are better suited to capturing the ideas and concerns of community members and that enable Calgarians to participate more meaningfully in the planning of their communities.

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REASON(S) FOR RECOMMENDATION(S):

Rather than continuing to work on the existing list of largely Council-directed initiatives in a sequential manner, Administration is proposing to shift towards a more thoughtful, prioritized approach. This approach aligns initiatives with Council priorities and allows the City Planning and Policy Service Line to better address key concerns confronting The City today. The proposed approach is in part a result of moving towards a service line based approach, as well as input received from members of the SPC on Planning and Urban Development at the 2019 January 09 meeting and the working session on 2019 January 21.

ATTACHMENT(S)

1. Attachment 1 – City Planning and Policy Priorities 2019 (Report PUD2019-0019)
2. Attachment 2 – Decision-Making Considerations and Proposed Policy Priorities for 2019