Neighbourhood Revitalization Selection 2019-2022

Recommendation:

That Executive Committee recommend to City Council:

That the selection of the communities of Inglewood and Balwin/Belvedere as the next two neighbourhood revitalization opportunity areas for 2019 to 2022 be approved.

Executive Summary

The goal of neighbourhood revitalization is to improve the livability of Edmonton's mature and established neighbourhoods and mobilize community-led action. Through enhanced coordination and more strategic resource and service delivery planning, opportunities to leverage and integrate multiple programs can be achieved. City Council's support for a leverage model approach provided the foundation to generate a list of eight areas for consideration as the next revitalization areas.

Each of the areas were evaluated by 2019 to 2022 funded and unfunded capital investment, social capital, partner initiatives and a number of community health indices. All eight areas had varying merits; some had better integration opportunities while others had better partner or potential project opportunities. Administration concluded the neighbourhoods of Inglewood and Balwin/Belvedere had the strongest mix of funded, pending, timing and leverage opportunities.

Selection of the next revitalization areas ahead of the 2019 to 2022 capital budget deliberations will allow sufficient time to begin the community engagement process and strategy preparation in support of future resource planning, timing and delivery.

Report

History

In December 2009, City Council approved the Great Neighbourhoods Capital Program, allocating $150 million over 10 years (2009 to 2018). The program goal is to improve the livability of Edmonton's mature and established neighbourhoods, support development, and mobilize community relationships, leadership, and commitments for community-led action. The mission is to "enhance interdepartmental coordination and

improve processes to achieve more strategic resource planning and service delivery in neighbourhoods."

Funding was allocated in three envelopes: neighbourhood revitalization, coordinated neighbourhood redevelopment and improvements, and investment in neighbourhood business development opportunities. City Council invested $127 million in neighbourhood revitalization in 15 neighbourhoods within four revitalization areas: Alberta Avenue, Jasper Place, McCauley, and Central McDougall and Queen Mary Park (Attachment 1).

Neighbourhood revitalization combines capital and social investment opportunities in neighbourhoods with high social vulnerability. Neighbourhood revitalization uses an asset-based community development approach that mobilizes a community to identify and carry out actions that achieve a greater sense of place, increase safety, and create cleaner and more attractive streetscapes. Investments support places to gather and establish stronger relationships between neighbours. Neighbourhood revitalization initiatives play a significant role in renewing connection between residents and local businesses (Attachment 2).

To enhance strategic planning and interdepartmental coordination, the program leverages other investments through collaboration among business areas working in neighbourhoods and with partners. This includes community development, economic development, municipal enforcement, community recreation, neighbourhood renewal, Edmonton Police Service, Edmonton Public Library and REACH. Each revitalization area has a designated revitalization coordinator to support community development. Funds for programming and community matching are available to the local business association, community leagues, area social and cultural agencies, and educational institutions.

Enhanced Leverage Model Approach
On May 23, 2017, Administration presented a report to Executive Committee that proposed a more holistic approach to neighbourhood revitalization. This approach is able to better leverage, align, integrate, and coordinate efforts, as part of the neighbourhood revitalization capital program. Administration had a number of successes coordinating timing and resources between programs, but more opportunities to leverage collective priorities and integrate programs were apparent.

Administration considered social vulnerability data and other indicators to develop a short list of neighbourhoods that would benefit from quality of life improvements through building physical and social infrastructure simultaneously. The model identified already funded and proposed capital investments, and operational/social and partner initiatives that could be leveraged with future neighbourhood revitalization capital and social investment.

The selection of new revitalization areas ahead of the 2019 to 2022 capital budget deliberations supports an integrated, holistic approach to neighbourhood reinvestment and revitalization. Early selection will enable Administration to strategically deploy staff from existing revitalization areas to new areas. This early deployment will allow staff to start the groundwork with community leaders to understand and gather input to develop and inform strategy and action plans for City Council's consideration.

Neighbourhood Short List
To shortlist neighbourhoods for future revitalization, Administration applied 31 indicators from the Stewarding Great Neighbourhoods dataset, building on 19 previous indicators City Council used to choose the current revitalization areas. The calculation of greatest revitalization need included social vulnerability as a predominant measure, and introduced five additional indicator categories: Urban Form, Housing, Safety, Parks and Open Space, and Local Economy. Neighbourhoods were also considered in the context of adjacent neighbourhoods with a relatively high revitalization need score and planned neighbourhood or arterial renewal in the next capital cycle. Neighbourhoods adjacent to each other were then organized in pairs that provided a total of eight areas for consideration (Attachment 3).

Abbottsfield + Rundle Heights	Inglewood
Boyle Street	Balwin + Belvedere
Sifton Park + Belmont	Lauderdale + Killarney
Lee Ridge + Richfield	Sherwood

Neighbourhood Scoring
Administration evaluated the potential of leveraging already funded capital projects, operational initiatives, partner initiatives, and social capital, and assigned a base score of one, two, or three to represent the potential opportunities to coordinate between the projects and community led actions. Projects were assigned a zero if the schedule would not allow enough time for community leadership to mobilize and influence the project, or the level of uncertainty was too high for unfunded partner capital projects (Attachment 4).

Administration completed an early analysis and scoring of capital projects that were advancing as part of the 2019 to 2022 capital budget deliberations. Results provided insight into the number of projects, size, location and scale for future inclusion and consideration, if funded. Unfunded City capital projects were assigned a pending score from one to three points. This did not impact the ranking of the top three neighbourhood areas (Attachment 5).

Neighbourhood Selection

All eight neighbourhood areas had varying merits for consideration as the next revitalization area. Some communities had better integration opportunities with existing funded capital projects while others had better partner or proposed project opportunities should City Council decide to fund those as part of the 2019 to 2022 capital budget. The neighbourhoods with relatively high revitalization need were considered in the context of funded/unfunded investment, social index trends, neighbourhood nuances and social capital (Attachment 6).

Administration concluded the best investment value was for the areas of: (1) *Inglewood* and (2) *Balwin/Belvedere.* Both areas are considered to have the strongest mix of funded, pending, timing and leverage opportunities.

Inglewood

Inglewood has the second highest base score (25) and the second highest pending score (16) for a total aggregate score of 41. Funded capital projects with significant, neighbourhood-wide impact are estimated to total $37 million in the renewal of roads, sidewalks, streetlights and park spaces, and an existing $3 million capital could be carried forward for streetscape enhancements within the Crossroads Business Improvement Area.

Operating initiatives contributing to a strong base score include the Crossroads Business Improvement Area, Neighbourhood Empowerment Team and 124 Street Corridor Study in progress. Subject to approval, additional capital work would include arterial reconstruction of 124 Street (111 Avenue to 118 Avenue), streetscape along 124 Street (111 Avenue to 118 Avenue), arterial rehabilitation along Kingsway Avenue from 109 Street to 118 Avenue, acquisition of St. Andrew School site for park space, the 127 Street bikeway, and additional funding for community traffic management measures.

With an increasing social vulnerability index (16 percent increase between 2001 to 2011) the neighbourhood is well positioned to benefit from a revitalization initiative that would have significant leverage opportunities with other projects in the area.

Balwin + Belvedere

This area has the third highest base score (19) and the third highest pending score (15) for a total aggregate score of 34. A funded Corner Store site in Belvedere and the Fort Road Business Improvement Area contribute to the strong base score. Subject to approval, additional investment would include reconstruction of 132 Avenue (82 Street to Fort Road), Fort Road widening, and two additional potential future Corner Store sites. The leverage score does not include completed construction projects financed through the Belvedere Community Revitalization Levy (Station Pointe); however, a revitalization initiative could act as a catalyst to encourage private sector redevelopment in the area.

Social vulnerability increased 21 percent in both Balwin and Belvedere between 2001 to 2011 and, similar to Inglewood, these neighbourhoods are well positioned to benefit from a revitalization initiative.

Administration noted the Boyle Street neighbourhood as having a funded capital investment score (24) at least four times greater than the other neighbourhoods. These funded capital leverage opportunities include any further investments supported by The Quarters Community Revitalization Levy, Valley Line LRT, neighbourhood renewal, and park development. In consideration of this existing level of neighbourhood investment, coupled with an improving social vulnerability trend and a number of other developing social programs, the neighbourhoods of Inglewood and Balwin/Belvedere were viewed as the next best choice.

New Revitalization Area(s) Strategy Development
A hallmark of starting a new revitalization area is the need to engage community leaders to ensure readiness as a critical first step. The building of commitment and responsibility for shared action, understanding and championing corporate-aligned neighbourhood goals, and supporting action plans that are community led will be undertaken once a new revitalization area(s) is chosen. This approach is in keeping with City Council's Neighbourhood Revitalization Framework used from 2008 to present.

Revitalization coordinators are poised to engage and increase understanding of upcoming capital, operational, and partner initiatives, and how best to leverage opportunities with any future funding. The early engagement process will help inform the funded programs, the proposed investment of any future capital funding for neighbourhood revitalization, and the neighbourhood revitalization strategy that will come back to City Council for approval.

Revitalization Area Transition Strategy
In support of any decision by City Council to select new revitalization areas, Administration anticipates redeploying the current revitalization coordinator positions (two full-time employees) and revitalization matching grant and program funding ($360,000) from the Alberta Avenue and Jasper Place revitalization areas to the new revitalization areas.

As part of a transition strategy out of Alberta Avenue and Jasper Place, neighbourhood resource coordinators will continue to provide community development services. Community engagement and a full understanding of any current or future initiatives will be essential to ensure a smooth handover to new support staff. The matching fund program is anticipated to be phased out by the end of 2020.

If supported by City Council, this strategy will enable Administration to redirect staff and programming resources to new revitalization areas without the need for additional staff or programming dollars. If the transition approach is unsupported, an operating impacts of capital profile will need to be developed for City Council's consideration.

Program Evaluation

Administration will develop a comprehensive dashboard and baseline of measures for the program. Building on the 31 Stewarding Great Neighbourhoods indicators used to measure revitalization need, the evaluation will integrate other relevant metrics from the dashboard being developed for Recover: Edmonton's Urban Wellness Plan, Business Improvement Area Economic Indicators, neighbourhood renewal, and other available metrics to measure neighbourhood-specific initiatives, such as Abundant Community Edmonton or a community-led park project, to best gauge program success (Attachment 7). In the long term, this work will be integrated into the new Enterprise Performance Management System described in the May 8, 2018, Urban Form and Corporate Strategic Development report CR_5839rev.

Budget and Financial Implications

Although this report is recommending the selection of the next neighbourhood revitalization areas in advance of capital budget approval, the selection will inform the current process in the refinement and planning for the proposed 2019 to 2022 capital budget.

If the recommendation to redeploy existing staff and programming resources to new revitalization neighbourhoods is not supported, there may be additional budget implications to include the two full-time employees ($239,546) and programming costs ($360,000) as annual operating impacts of capital in the 2019 to 2022 proposed operating budget that need to be identified.

Corporate Outcomes and Performance Measurement

Corporate Outcome(s): Edmontonians are connected to the city in which they live, work and play.			
Outcome(s)	**Measure(s)**	**Result(s)**	**Target(s)**
Edmontonians are connected to the city in which they live, work and play	Percent of citizens who feel connected to their community according to the Citizen Perception Survey.	2017: 47 percent	45 percent *(2017 target)*

<table>
<tr><td colspan="4">**Corporate Outcome(s): Edmontonians use facilities and services that promote healthy living**</td></tr>
<tr><td>**Outcome(s)**</td><td>**Measure(s)**</td><td>**Result(s)**</td><td>**Target(s)**</td></tr>
<tr><td>Edmontonians use facilities and services that promote healthy living</td><td>Percent of Edmontonians who feel they have access to amenities and services that improve quality of life</td><td>2017: 68 percent</td><td>2018: 70 percent</td></tr>
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<table>
<tr><td colspan="4">**Corporate Outcome(s): Edmonton is a Safe City**</td></tr>
<tr><td>**Outcome(s)**</td><td>**Measure(s)**</td><td>**Result(s)**</td><td>**Target(s)**</td></tr>
<tr><td>Edmonton is a Safe City</td><td>Percent of citizens who feel safe walking in their neighbourhoods according to the Citizens Perception Survey</td><td>2017: 83 percent</td><td>2018: 95 percent</td></tr>
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Risk Assessment

Risk Element	Risk Description	Likelihood	Impact	Risk Score (with current mitigations)	Current Mitigations	Potential Future Mitigations
Management of project costs, quality, timing, and scope	Project completion costs, scope and timelines are inaccurate impacting delivery	3 - Possible	3 - Major	9 - Medium	− Effective project management methodology is followed − Regular reporting / status updates − Identify and respond to emerging issues that could impact timeline	− Establish regular updates in all projects − Better forecasting, more realistic, standardizing process and scope in a rigorous way

Lack of resourcing to adequately support neighbourhood stakeholders	Lack of resources to adequately support community led and City supported initiatives impact service delivery timelines and effectiveness.	3 - Possible	3 - Major	9 - Medium	− Business planning process to prioritize programs and services − Flexible resource management − Manage citizens/partners expectations	− Continue to maximize efficiencies and prioritize services − Reallocate resources as required

Attachments

1. Current Revitalization Areas
2. Neighbourhood Revitalization Outcomes (2006-2018)
3. Leverage Model Approach
4. Leverage Score Methodology and Criteria
5. Projects and Leverage Opportunity Scores - Summary
6. Projects and Leverage Opportunity Scores - Detailed Snapshot
7. Performance Measurement

Others Reviewing this Report

- A. Laughlin, Deputy City Manager, Integrated Infrastructure Services
- M. Sturgeon, Acting Deputy City Manager, Communications and Engagement
- G. Cebryk, Deputy City Manager, City Operations
- L. McCarthy, Deputy City Manager, Urban Form and Corporate Strategic Development
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- S. Padbury and R. Kits, Acting Deputy City Managers, Financial and Corporate Services