

## REVIEW AND UPDATES TO THE TERMS OF REFERENCE FOR AREA AND NEIGHBOURHOOD STRUCTURE PLANS TO INCORPORATE CITY PRIORITIES, GOALS AND MOVES

### Recommendation

That Urban Planning Committee recommend to City Council:

That the June 18, 2024, Urban Planning and Economy report UPE02083, be received for information.

<b>Requested Action</b>	Information Only		
<b>ConnectEdmonton's Guiding Principle</b>	<b>ConnectEdmonton Strategic Goals</b>		
<b>CONNECTED</b> This unifies our work to achieve our strategic goals.	<b>Urban Places</b>		
<b>City Plan Values</b>	LIVE		
<b>City Plan Big City Move</b>	A Community of Communities	<b>Relationship to Council's Strategic Priorities</b>	15-minute Districts
<b>Corporate Business Plan</b>	Transforming for the Future		
<b>Council Policy, Program or Project Relationships</b>	<ul style="list-style-type: none"> <li>Policy C572 - Designing New Neighbourhoods</li> </ul>		
<b>Related Council Discussions</b>	<ul style="list-style-type: none"> <li>June 14, 2022 Urban Planning and Economy report UPE01029, Growth Management Framework Update</li> <li>September 12/13, 2023, Urban Planning and Economy report UPE01554rev, Growth Management Framework Update - Substantial Completion Standard - Additional Information</li> <li>June 18, 2024, Urban Planning and Economy report UPE02126, Growth Management Framework Update - Substantial Completion Standard - Metrics, Thresholds and Supporting Information</li> </ul>		

# REVIEW AND UPDATES TO THE TERMS OF REFERENCE FOR AREA AND NEIGHBOURHOOD STRUCTURE PLANS TO INCORPORATE CITY PRIORITIES, GOALS AND MOVES

## Previous Council/Committee Action

At the September 12/13, 2023, City Council meeting, the following motion was passed:

1. That Administration review and update the Terms of Reference for the Preparation of Area and Neighbourhood Structure Plans (NSPs) to adequately address greenhouse gas impacts, climate resilience and provide the fiscal impacts of growth (i.e. operating and capital costs) to increase new neighbourhood financial sustainability.
2. That Administration engage industry and community stakeholders, including Urban Development Institute, and return with a joint strategy to advocate to other orders of government on revenue sharing and other options to pay for growth to achieve fiscal sustainability.

## Executive Summary

- The Terms of Reference (TOR) for statutory plans modernization project will update and consolidate existing TORs, review the student generation methodology and update the TOR to align with the goals and policies of The City Plan.
- This update includes incorporating Integrated Infrastructure Management Plans (IIMP) to provide insights into long-term financial sustainability and integrating opportunities to improve climate resilience of newly planned areas.
- Administration is developing a joint intergovernmental advocacy strategy starting in Q3 2024 to strengthen partnerships with the provincial and federal governments. This strategy aims to unite to advocate for fiscal sustainability associated with growth.

## REPORT

### Terms of Reference Modernization

Terms of Reference (TOR) documents for statutory plans are Administration-led and provide information and guidance on creating new Area Structure Plans (ASPs) and Neighbourhood Structure Plans (NSPs) as well as on the process for amending existing statutory plans that are in effect. The ultimate goal of the TOR is to enable the creation of unique neighbourhoods to serve Edmontonians while ensuring minimum standards are in place for creating and evaluating the statutory plans that guide their development.

In December 2020, City Council approved The City Plan, Edmonton's current Municipal Development Plan. Zoning Bylaw 20001 was approved by City Council in October 2023 and realigned zoning regulations to better enable the City's long-range planning policies. Administration is modernizing the current TORs, combining them under one document for ASPs and NSPs and aligning with strategic policies and directions from The City Plan to better support development outcomes at both the area and neighbourhood levels. This modernization will enable The City Plan's vision to live locally as a 'community of communities', and align with the new Zoning Bylaw.

The TOR modernization project will be completed in two phases. Phase 1 involves aligning the TOR with the goals and policies of The City Plan and associated plans, policies, strategies and

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processes for clarity and consistency. Phase 2 involves incorporating the requirements for Integrated Infrastructure Management Plans (IIMPs) to provide insights into the long-term financial sustainability of neighbourhoods, and integrating opportunities to improve climate resilience. Phase 1 is expected to be completed in Q1 2025. Phase 2 is expected to be completed in Q3 2025.

In Phase 1 Administration will:

- Consolidate the existing TORs into one document, providing clarity and defining the roles of the three different types of local plans (ASPs, NSPs, and NASPs)
- Provide clarity on expectations for both Administration and applicants, including a mutual understanding of required technical documents, engagement practices and review processes
- Update resource and policy references in the TOR
- Incorporate and refine best practices of planning, considering development trends. This includes updating density targets for Low-Density Residential (LDR) and Row Housing, as well as revising the student generation methodology to better support neighbourhood planning and development

To achieve the goals set out above, Administration continues to engage with key stakeholder groups, including industry through ongoing meetings, discussions and surveys. Engagement has been underway since November 2023 and has led to a better understanding of the needs of the project by all involved.

### **Next Steps for the TOR Modernization Project**

Over the coming months, work to come will include:

- Consolidating and updating the TOR to include new density targets for LDR and Row Housing development, updating the student generation methodology and aligning the TOR with the goals and objectives of The City Plan
- Further engagement on Phase 1 of the TOR renewal, and finalizing the Phase 1 draft of the TOR
- Phase 2 Engagement to better understand how Administration, industry and community organizations can work together with other orders of government to improve fiscal sustainability and include climate resilience with the updated TOR
- Report back to Urban Planning Committee on Phase 2 of the TOR modernization project

### **Integrated Infrastructure Management Planning**

The motion made at the September 12/13, 2023, City Council meeting included direction to include provisions related to both climate resilience and the fiscal impacts of growth in the new TOR. Historically, Administration has used Integrated Infrastructure Management Plans (IIMPs) as a tool to forecast the fiscal impacts of growth in new areas. The results of an IIMP provide insights into the long-term financial sustainability of the subject area in terms of the City's costs and revenues.

Integrated infrastructure management planning is done as part of creating and approving statutory plans. It is a process for gathering, synthesizing and presenting data related to

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providing infrastructure to inform Council of the infrastructure required for new development, and how it relates to existing infrastructure, timing and its implications to the City's operations.

Integrated Infrastructure Management Plans were done for three ASPs (Horsehills, Riverview, and Decoteau) and several associated NSPs. Content included:

- Developer funded infrastructure
- City funded infrastructure
- City cost and revenue projections
- Initial capital costs
- Ongoing operating and renewal costs
- Revenue sources (property tax, per capita grants, user and franchise fees).

Integrated infrastructure management planning was enabled by the City's previous Municipal Development Plan, the associated Growth Coordination Strategy and the TOR for the preparation of new area and neighbourhood structure plans. Through the update to the TOR, the fiscal impacts of growth components of the TOR will be revised to align with The City Plan and respond to stakeholder input.

Administration's mandate to renew the integrated infrastructure management planning process originates from The City Plan's policy intention 2.3.2: 'Ensure that growth is managed with regard to long term fiscal impacts and full lifecycle costs of infrastructure and services.' Project objectives include:

- Promote efficient and compact City building through City Plan alignment including how integrated infrastructure management planning can positively influence statutory plan content.
- Monitor stated City infrastructure costs following plan approval to gain operational insights and find efficiencies.
- Leverage IIMPs as inputs to budget planning.

The Integrated Infrastructure Management Planning renewal project is being led by the Urban Growth Unit in the Planning and Environmental Services branch. The renewal has begun and will involve internal collaboration and engagement with industry (and potentially other stakeholders). The renewal will also define the geographic scope of the IIMP.

The integrated infrastructure management planning renewal work will be funded within the approved 2023-2026 operating budget.

### **Climate Resilience Planning and Development Action Plan**

The Climate Resilience Planning and Development Action Plan will identify the necessary actions to integrate climate resilience within the City's planning and development spectrum and will set a timeline for phased implementation of actions anticipated to take place over 12 months (Q3 2024 to Q3 2025). The action plan is currently being developed and is scheduled to be presented to Urban Planning Committee on October 8, 2024. The actions outlined in the Action Plan will align

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with and accelerate the climate goals outlined in The City Plan, Energy Transition Strategy, and Climate Resilient Edmonton: Adaptation Strategy and Action Plan.

The Action Plan will include an action to support climate resilient development through changes to the ASP and NSP TORs. Beginning in Q3 2024, Administration will work with industry and community stakeholders to explore how technical studies and other content requirements can be used to evaluate and guide climate resilient development at the neighbourhood planning stage. Integrating climate resilience at the neighbourhood planning stage can ensure that critical development outcomes are considered early. This intends to lead to more neighbourhoods that support energy transition and are resilient to the local impacts of climate change.

Updates on the IIMP and the integration of climate resilience into the TOR are expected to be provided to Committee in early 2025.

### **Developing a Joint Intergovernmental Advocacy Strategy**

The City is committed to cultivating strong, long-term partnerships with both orders of government in order to advance Edmonton's long-term strategic direction. Administration is exploring a united approach that harnesses the voices of executive leaders, influencers, change makers and city-builders to advocate to the provincial and federal government. These coalition building efforts help set transformational changes in motion, create new allies and foster long-term relationships.

An important component of the City's government relations approach is to also work with other diverse stakeholder groups, such as the local business, post-secondary and non-profit sectors, to increase the momentum behind the unique issues the City is facing and to connect these influencers with government decision-makers.

Administration has developed a plan to engage with industry stakeholders, including BILD Edmonton Metro (formed through recent merger of the Urban Development Institute - Edmonton Metro and the Canadian Home Builders' Association - Edmonton Region) and BILD Alberta, to identify shared advocacy priorities and inform the development of a strategy that will be used to advocate with other orders of government to seek opportunities and options to achieve stronger fiscal sustainability associated with growth. Engagement with industry will begin in Q3 2024, followed by the development of a joint advocacy strategy in fall 2024 that can be used to support the development of the City of Edmonton's pre-budget submissions to the Government of Alberta and the Government of Canada for their respective budgets in 2025. In working on the strategy, Administration will leverage insights that will be generated through the City's analysis of options to address the capital and operational financial shortfall and ongoing research on municipal finances conducted by Alberta Municipalities, which includes addressing the rising costs of growth.

### **Implementation and Next Steps**

The TOR modernization project will be completed in two phases. Phase 1 involves aligning the TOR with the goals of The City Plan and associated plans, policies, strategies and processes for clarity and consistency. Phase 2 involves incorporating the requirement for IIMPs, which provide

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insights into long-term fiscal sustainability of neighbourhoods, and integrating opportunities to improve climate resilience. Phase 1 is expected to be completed in Q1 2025. Phase 2 is expected to be completed in Q3 2025.

### **Community Insight**

Administration has been working closely with Industry partners as well as the school boards as primary stakeholders for this work. As work progresses, additional conversations are anticipated to further refine, delineate and enhance the final draft of the TOR for new neighbourhoods. Administration continues to engage with key stakeholder groups, including industry through ongoing meetings, discussions and surveys. Engagement has been underway since November 2023 and has led to a better understanding of the needs of the project by all involved.

### **GBA+**

The City will measure progress towards achieving complete communities, which contributes to whether residents can complete their daily needs within their neighbourhood. Complete communities can enable better outcomes for diverse communities and marginalized groups by ensuring that amenities and services needed for daily living are within reach.

As Administration undertakes the TOR modernization project and engages with internal and external stakeholders, the GBA+ process will be utilized to support decision-making and the drafting of the TOR.

### **Environment and Climate Review**

The City Plan calls for transitioning to a higher density built form. Standards, investments and incentives that encourage compact development throughout the city can result in emission reductions and delay emissions during this critical time where solutions to deliver on carbon neutral goals are being pursued and help avoid increased future costs.

Updating of the TOR for statutory plans is planned and will integrate opportunities to improve climate resilience of newly planned areas. Incorporating considerations for the integration of climate adaptation and energy transition into the TOR can reduce future costs for both the City and homeowners.