

Facilities Off-Site Levies Program

Committee Terms of Reference

November 2021

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1. Introduction

1.1 Off Site Levies Background

Off-site levies (OSL) are fees developers pay to the City when they are building new neighbourhoods. The Municipal Government Act allows municipalities to create an off-site levies bylaw to help pay for important infrastructure like community recreation facilities, fire halls, police stations, libraries and transportation connections to provincial highways. In Edmonton, the off-site levies are charged only for the construction and equipping of fire halls at this time.

Off-site levies are paid by developers as a condition of subdivision approval. While these levies are not paid directly by homeowners, the amounts developers are required to contribute to the Off-site levy may indirectly impact home buyers.

Edmonton's [Facilities Off-site Levy Bylaw 19340](#) was approved by City Council on August 16, 2021, and came into effect as of January 1, 2022. The associated [Facilities Off-Site Levy Standard](#) operationalizes the bylaw and outlines the requirements for how off-site levies will be established, administered and governed.

1.2 Purpose and Principles of the Terms of Reference

City Administration is authorized to manage and steward the off-site levy program via delegated authority to the City Manager authorized by Council. The Off-Site Levy Standard requires that the City establish a committee composed of City and industry representatives to oversee the administration of the program. These Terms of Reference outline the scope of activities of the governance committees for the off-site levy program.

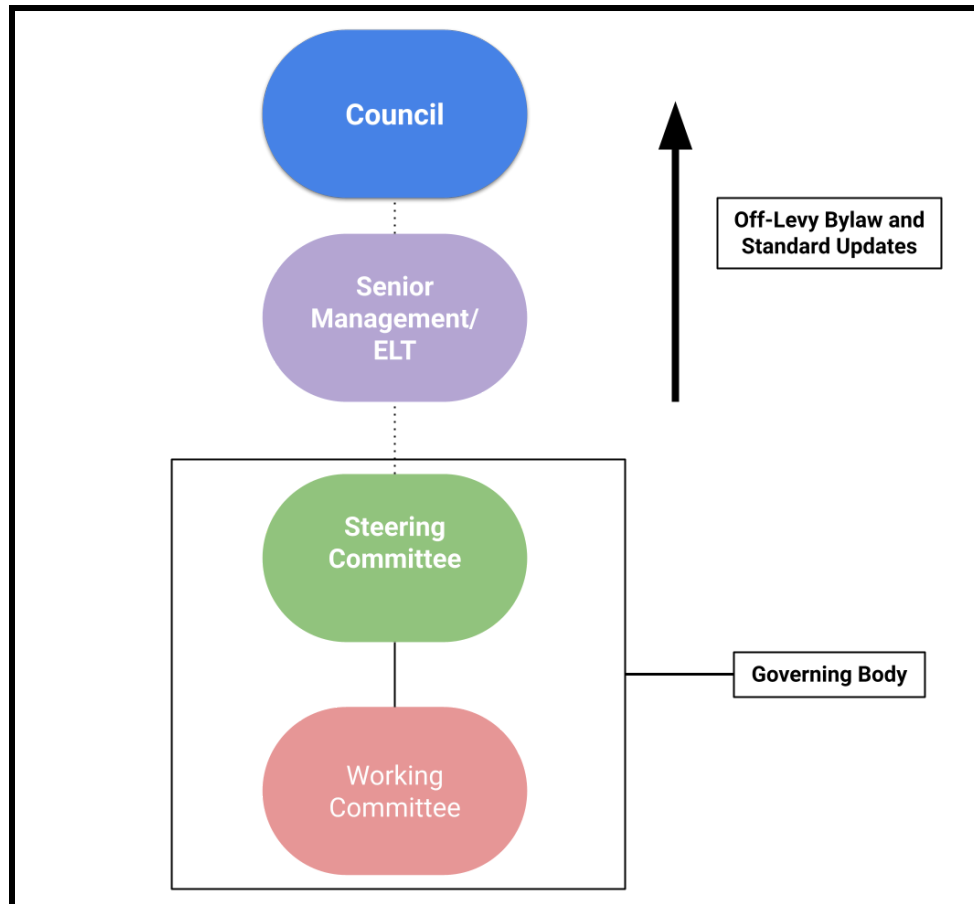
1.2.1 Governance Principles

The following governance principles will guide decision-making, operations and processes for the governing body that manages the off-site levy program and should be referenced for the decisions and actions of the committee members. These principles follow industry accepted best practices and relevance to the off-site levy program.

- **Transparency:** Decisions are clearly articulated, understood and observed by all key stakeholders. Methodologies and calculations used to determine the amount of the off-site levy will be clear and transparent.
- **Fairness & Equity:** Fairness and equity be a primary consideration while determining benefit allocation, and costs, which should be distributed equitably including considerations for existing and future development
- **Accountability:** Decisions and operations are appropriately stewarded, documented, auditable and defensible for both internal and external stakeholders. All relevant information is disclosed, including annual reporting on the collection and allocation of levies
- **Sustainability:** Decisions and operations ensure the long-term sustainability of the Program.
- **Efficiency:** Resources are deployed in an effective and efficient manner.
- **Collaboration:** Appropriate stakeholders are engaged in operations and decisions of the Program, and all voices are heard.
- **Alignment with Council's strategic goals:** Operations and decisions consider the broader City strategies, The City Plan and other city policies

2. Governance Structure

The off-site levy program is governed by a committee structure that ensures management and stewardship of the program is supported by technical expertise. The Steering Committee ensures appropriate program management, and acts as a strategic decision-making body. The Working Committee supports the Steering Committee with inputs and recommendations and manages day-to-day program activities as outlined herein and delegated by the Steering Committee.



3. Steering Committee

3.1 Purpose and Objectives

The primary purpose of the Steering Committee is to advance decisions with respect to the off-site levy program in accordance with Off-Site Levies Bylaw 19340 and Standard. The Steering Committee is accountable for decision making in accordance with the Off-Site Levy Bylaw and the mandate of the program, annual reporting, and the overall implementation of the program.

Additionally, the Steering Committee is tasked with considering the perspective of stakeholders in its decisions, fostering an environment where all stakeholders provide input into decisions in a fair and equal manner, in accordance with the Governance Principles.

3.2 Committee Role and Responsibility

3.2.1 Decision-making & Program Delivery

- Review and approve annual off-site levy rates
- Review amendments to the Facilities Off-Site Levy Bylaw, including changes to the benefiting areas, inclusion or deletion of fire stations
- Review and recommend amendments to Off-Site Levy Standard
- Review changes in construction cost and timelines
- Provide direction to the Working Committee on matters escalated by the Working Committee
- Review and comment on materials to support committee discussions and decision-making
- Strike sub-committees as needed

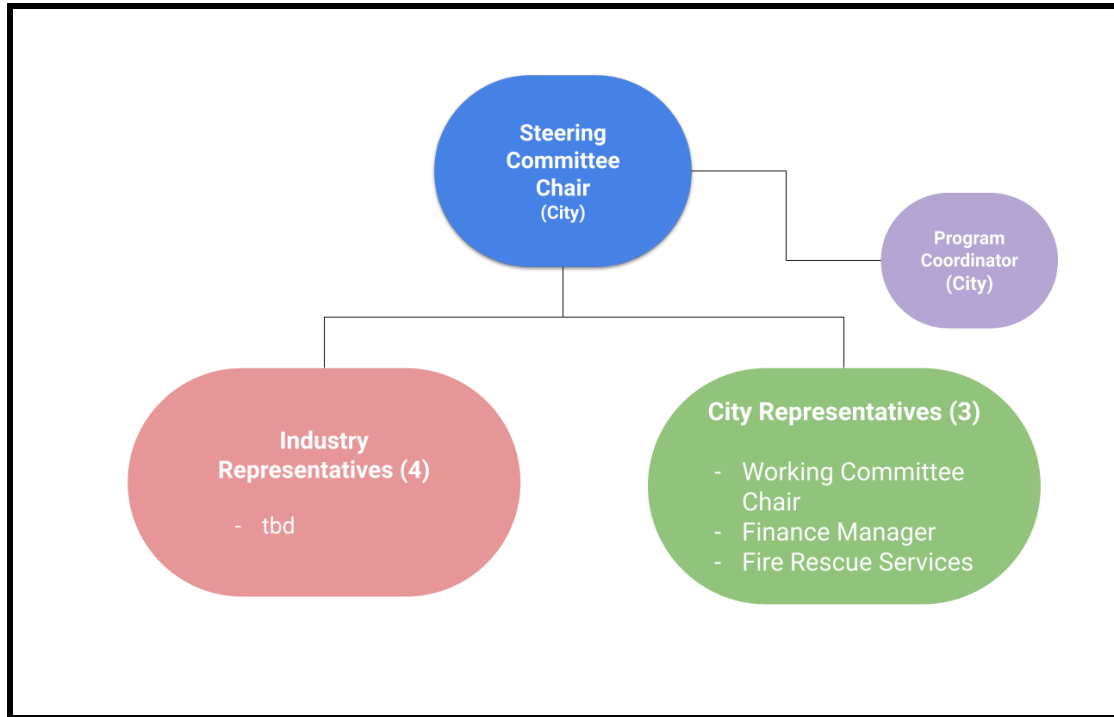
3.2.2 Communication and Reporting

- Direct engagement with the public and/or industry members as required
- Review and approve the publication of the Facilities Off-Site Levy Annual Report

3.2.3 Committee Governance

- Delegate tasks to the Working Committee and Program Coordinator requiring further analysis or clarity
- Develop, monitor, and manage a risk assessment and mitigation strategy for the program
- Review the composition, roles, and responsibilities of the Working Committee annually.
- Complete a review the Terms of Reference on an annual basis, at a minimum
- Approve internal controls, processes, and procedures
- Engage with other external stakeholders as required.

3.3 Composition and Membership



3.4 Member Roles and Responsibilities

The table below provides roles of various members on the committee and detailed responsibilities of each.

Member	Role	Responsibilities
Chair, Director, Subdivision and Development Coordination, Development Services City of Edmonton	Provide oversight and guidance to Steering Committee	• Chair committee meetings • Point of contact for stakeholders • Sign-off on behalf of the Steering Committee on any decisions made • Manage communications with City leadership • Review committee membership against competency requirements
Working Committee Chair General Supervisor, Subdivision & Development Coordination, Development Services City of Edmonton	Represent Working Committee by sharing updates, data gathered, and key decisions made	• Program management and dealing with day to day matters while discussing with the Working Committee • Share relevant and pertinent information with the Steering Committee, including areas of concerns brought up by respective

		committee members while giving recommendations. • Chair meetings in the absence of Steering Committee chair
Member Deputy Chief, Technical Services Fire Rescue Services City of Edmonton	Representation from business area in decision making	• Main point of contact for Fire Rescue Services • Identification of long term fire station servicing needs to support growth • Input related to level of service, construction timelines and changes in the benefiting areas
Member Finance Director Financial and Corporate Services City of Edmonton	Representation of City financial and funding perspectives and approaches	• Identification of financing, funding, and investment opportunities • Reserve fund management • Provide support during the City's reserve fund audit process
Member Industry organizations Urban Development Institute - Edmonton Region Canadian Home Builders Association IDEA	Represent respective stakeholder groups, with the appropriate decision-making authority to be able to act on behalf of their organization	• Represent stakeholders and strategic interests in decision-making • Provide input in terms of growth intelligence to support decision making • Participate actively and share/solicit information with each respective member group
Program Coordinator, Senior Engineer Subdivision & Development Coordination, Development Services City of Edmonton	Meeting coordination and facilitation and preparation of materials to support committee	• Agenda preparation and circulation • Minutes recording and tracking action items and decisions • Compile technical / supporting materials and circulate them prior to the meeting • Prepare key decisions to be presented to the committee for deliberation • Communicate pertinent information and updates between the Steering Committee and Working Committee • Follow up on action items

The committee may at its discretion invite resources and subject matter experts to attend meetings to support and inform discussions.

3.5 Member Competencies

Each member of the Steering Committee is required to demonstrate the necessary skills, abilities and knowledge to fulfill the identified roles and responsibilities. The required competencies for the Steering Committee members are summarized below with a description of the competencies is provided in the Glossary section of this terms of reference.

The following table identifies competencies that the members will bring as their primary role on the committee (denoted by R) with the expectation that the member will carry out the function or draw on expertise of their business area to complete. In addition, members are expected to bring a level of knowledge or understanding (denoted by K) of other competencies and strategic awareness of the impact to the off-site levy program.

	Steering Committee Position and Organization							
	Steering Committee Chair, CoE	Working Committee Chair, CoE	Fire Rescue Services, CoE	Finance, CoE	Industry	Industry	Industry	Industry
Competency	Director, Subdiv. & DC	GS, Subdiv. & DC	Deputy Chief	Director	TBD	TBD	TBD	TBD
Development Processes	R	R			K	K	K	K
Growth and Strategic Planning		K	K				K	K
Infrastructure Planning			R					
Capital Planning and Budgeting			K	R	K			
Financial Strategies		K	K	R				
Leadership/Governance	R				K	K		
Industry Knowledge	K	K			R	R	R	R

3.6 Committee Operations

3.6.1 Advising

- Each Steering Committee Member will provide recommendations and share their perspectives through consultation.
- Steering Committee decisions will be made based on the recommendations of its Members.

- In the event of disagreement, decision making will lie with the Chair of the Committee who may choose to seek direction and advice from the City's senior management on the recommendation of the Steering Committee.
- The Committee Program Coordinator will be responsible for recording the meeting notes, maintaining the decisions log and distribution to the committee.

3.6.2 Attendance & Representation

- A minimum of five committee members, with at least one (1) from each of the City and industry must be in attendance for a decision to be made at a committee meeting.
- If minimum representation is not attained, decisions will be deferred, and a special decision-meeting will be called by the Chair at the earliest convenience.
- In predetermined and/or special circumstances, an email may be used by the committee as needed to receive recommendations, to aid in timing of decision-making. Such circumstances will be decided by the Committee Chair with a minimum one-week response period.
- Email correspondence will be coordinated by the Program Coordinator.
- Additional resources and subject matter experts may be called upon to attend as and when required.

3.6.3 Meetings

- The Steering Committee will meet bi-annually or as approved by the Steering Committee in coordination with a meeting schedule created by the Program Coordinator. Scheduling will consider member availability. *Note: See Section 5 – Committee Meetings & Reporting Schedule for a complete schedule of meetings.*
- Special decision-meetings are called at the Committee Chair's discretion.
- Meeting agendas will be drafted by the Program Coordinator and approved by the Committee Chair.
- The agenda and supporting materials will be available to members at least one calendar week in advance of the meeting.

3.6.4 Reporting

- Within one week following each meeting, the Program Coordinator will draft and circulate meeting minutes to committee members for review and distribution to the Working Committee for information.

4. Working Committee

4.1 Purpose and Objectives

The purpose of the Working Committee is to support the Steering committee in evidence-based decision making. The main focus of this committee will be to provide technical analysis and financial tracking, and

to deal with day-to-day issues as part of the LDA assessment process. The Working Committee may provide recommendations to the Steering Committee to support decision-making.

4.2 Committee Roles and Responsibilities

The Working Committee will perform the following duties:

4.2.1 Growth Planning & Servicing Need Evaluation

- Review data on growth projections for new development areas.
- Identify servicing requirements for future growth areas in alignment with The City Plan
- Review and suggest changes in the benefiting areas to the Steering Committee for approval
- Submit updates to construction cost estimates to Steering Committee for review
- Review and suggest changes in construction timings based on growth projections, and revised capital plan and submit to Steering Committee for review

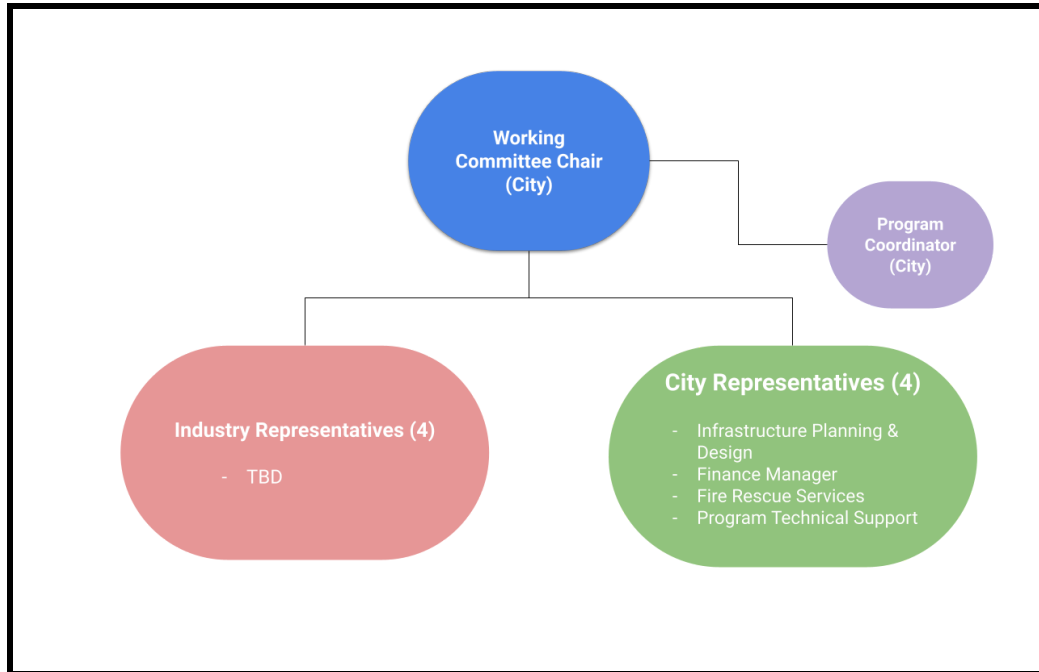
4.2.2 Analysis & Reporting

- Review cash flow model results including trend / sensitivity analysis before presenting to Steering Committee
- Review monthly and quarterly financial reporting including revenues and expenditures
- Review the off-site levy annual report and submit to Steering Committee for review and approval prior to publishing
- Discuss issues related to Land Development Applications and escalate to Steering Committee with recommendations to support decision-making

4.2.3 Policy Changes and Bylaw Amendments

- Analyze growth-related policy issues and escalate to Steering Committee for decision making
- Complete annual review of Facilities Off-Site Levy Bylaw and/or Standard
- Identify amendments, if needed, to the Facilities Off-Site Levy Bylaw and/or Standard and escalate recommendations to the Steering Committee

4.3 Composition and Membership



- Committee members are required to have the technical and management expertise to identify, interpret, and make recommendations to the steering committee for decision making.
- Committee members will be nominated by their respective organizations based on the competencies required. The required competencies for Committee members are summarized in Section 3.5.
- Committee members will not have a defined term limit, however the Steering Committee will annually review the composition, roles, and responsibilities of the Working Committee members to ensure Program needs are being met.

4.4 Members Roles and Responsibilities

The table below provides roles of various members on the committee and detailed responsibilities of each.

Membership	Description of Role	Responsibilities
Chair General Supervisor, Subdivision & Development Coordination, Development Services City of Edmonton	Provide oversight and guidance to the Working Committee	• Chair committee meetings • Make recommendations to Steering Committee on issues requiring decisions • Be a member at Steering Committee • Provide information sharing between Steering & Working committees

Member Senior Engineer, Urban Growth City of Edmonton	Technical and analytical support	• Maintain cash flow model and conduct trend / sensitivity analyses to inform capital planning • Coordinate with business areas to keep cost estimate and benefiting areas up to date • Review of annual rates and adjustments • Identify any triggers requiring bylaw amendment
Member General Supervisor, Facility Planning & Design City of Edmonton	Capital planning, budgeting & cost estimation	• Provide input regarding capital planning and identify priorities • Input to keep cost estimates up to date
Member Manager, Accreditation and Continuous Improvement Fire Rescue Services City of Edmonton	Fire Rescue Services subject matter expert	• Act as a point of contact for the FRS business area • Identify servicing needs for future growth areas • Provide input regarding changes in the benefiting areas or to construction timelines
Member Finance Manager (department business partner) Financial & Corporate Services City of Edmonton	Financial reporting, governance and investment	• Revenue tracking and monitoring • Monthly & quarterly financial reporting • Capital budgeting process advisement • Reserve fund audit liaison
Member Industry organizations	Represent the respective stakeholder groups with the required technical skills and delegated decision-making authority	• Represent stakeholders and strategic interests in decision-making • Provide input in terms of growth intelligence to support decision making • Participate actively and share/solicit information with each respective member group
Member Program Coordinator Senior Engineer Subdivision & Development	Meeting coordination and facilitation and preparation of materials to support committee	• Present items for decision or recommendation to the committee • Compile and distribute meeting agendas and minutes

Coordination, Development Services City of Edmonton		• Prepare and consolidate meeting materials and distribute to members in advance of meetings • Coordinate meeting logistics prior to each meeting • Follow up on any outstanding action items as required • Coordinate preparation of annual report
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4.5 Member Competencies

Each member of the Working Committee is required to have the necessary technical skills, abilities and knowledge to fulfill the identified duties and responsibilities. The required competencies for the Working Committee members are summarized below with a description of each provided in the Glossary.

The following table identifies competencies that the members will bring as their primary role on the committee (denoted by R) with the expectation that the member will carry out the function or draw on expertise of their business area to complete. In addition, members are expected to bring a level of knowledge or awareness (denoted by K) of other competencies to understand their impact to the off-site levy program.

Working Committee Position and Organization							
	Working Committee Chair, CoE	Program Coordinator	Program Technical Support	Infrastructure Design	Fire Rescue Services	Finance	Industry (6 members)
Competency	General Supervisor, Subdiv. & DC	Senior Engineer, Subdiv. & DC	Senior Engineer, Urban Growth	GS Facility Planning & Design	Manager	Finance Manager	TBD
Development processes	R	R					K
Financial Reporting	K	R	K			R	
Strategy and analytics			R		K		
Capital planning				R	R	K	
Infrastructure need assessment			K	K	R		

4.6 Committee Operations

4.6.1 Advising

- Each Committee Member will bring their expertise and provide recommendations through discussions.
- Any items requiring decisions will be escalated to Steering committee for decision making

4.6.2 Attendance & Representation

- A minimum of four committee members, with at least one (1) from each of the City and industry must be in attendance in order for a decision to be made at a committee meeting.
- If minimum representation is not attained, decisions will be deferred, and a special decision-meeting will be called by the Chair at the earliest convenience.
- If required, email may be used by the committee to receive recommendations to support decision-making. Such circumstances will be decided by the Committee Chair with a minimum one-week response period. All coordination efforts will be led by the Program Coordinator.

4.6.3 Meetings

- The Working Committee will meet quarterly, as per a meeting schedule created by the Program Coordinator which considers member availability. *Note: See Section 5: Committee Meetings & Reporting Schedule for a complete schedule for all committees.*
- Special decision-meetings are to be called at the Committee Chair's discretion.
- Meeting agendas will be drafted by the Program Coordinator and approved by the Committee Chair.
- The agenda will be made available to members at least one calendar week in advance of the meeting.

4.6.4 Reporting

- Within one week following each meeting, the Program Coordinator will draft and circulate meeting minutes to committee members for review and distribution to the Steering committee for information.

5. Meetings & Reporting Schedule

The Committee meeting schedule will be published and maintained by the Program Coordinator. In addition to the meetings, quarterly financial reports will be shared with the committee members for information. As highlighted in section 2.2.2, an Offsite Levy Annual report will be produced, approved, and published to meet the MGA requirements. The meetings and reports schedule below is a guideline in support of key Program milestones. The following schedule will serve as the default with scheduling changes communicated by the Program Coordinator.

	Schedule											
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Steering Committee			♦						♦			
Working Committee		♦			♦			♦			♦	
Financial Report			⊙			⊙			⊙			⊙
Annual Report						•						

6. Glossary of Competencies

Competency Area	Description
Capital Planning and Budgeting	Capital planning and budgeting, cost estimation based on design and concept plans
Development Processes	Land development application review, development charges collection, and program coordination
Financial Reporting	Budgeting, revenue and expenditure tracking, reporting
Financial Strategies	Investment strategies, financial policies
Growth and Strategic Planning	Long term strategy, planning and coordination, Bylaw amendments
Industry Knowledge	Residential and non-residential development intelligence/interests, fulfillment of <i>Municipal Government Act</i> transparency requirement
Infrastructure Planning	Level of service and infrastructure need identification
Leadership/Governance	Risk management, conflict resolution, management best practices
Strategy and Analytics	Growth projection updates, growth management alignment, cash flow model maintenance, trend analysis, sensitivity analysis, business area coordination