

<b>TO:</b>	<b>CHAIR AND MEMBERS CIVIC WORKS COMMITTEE MEETING ON FEBRUARY 21, 2018</b>
<b>FROM:</b>	<b>KELLY SCHERR, P.ENG., MBA, FEC MANAGING DIRECTOR, ENVIRONMENTAL &amp; ENGINEERING SERVICES &amp; CITY ENGINEER</b>
<b>SUBJECT:</b>	<b>COMMENTS ON ENVIRONMENTAL BILL OF RIGHTS (EBR) REGISTRY - ONTARIO'S GUIDELINE ON COMMUNITY EMISSIONS REDUCTION PLANNING</b>

### RECOMMENDATION

That, on the recommendation of the Managing Director, Environment & Engineering Services & City Engineer, the comments and discussion **BE ENDORSED** and submitted to the Ministry of the Environment and Climate Change's Environmental Bill of Rights Registry posting (EBR 013-2083) titled *Guideline on Community Emissions Reduction Planning*. The due date for comments is March 4, 2018.

### PREVIOUS REPORTS PERTINENT TO THIS MATTER

Relevant recent reports that can be found at [www.london.ca](http://www.london.ca) under City Hall (Meetings) include:

- Report to the August 29, 2017 Civic Works Committee (CWC) Meeting, Community Energy Action Plan – Status Update (Agenda Item #11)
- Report to the August 22, 2016 CWC Meeting, Ontario's Climate Change Action Plan – Initial Impact and Alignment with London's Current Plans, Programs and Projects (Agenda Item #14)
- Report to the June 8, 2016 Civic Works Committee (CWC) Meeting, Community Energy Action Plan – Update and Status (Agenda Item #10)
- Report to the July 21<sup>st</sup> 2014 Civic Works Committee (CWC) Meeting, Community Energy Action Program (Agenda Item #16)

### STRATEGIC PLAN 2015-2019

Municipal Council has recognized the importance of climate change adaptation, climate change mitigation, sustainable energy use, related environmental issues and the need for a more sustainable city in its 2015-2019 - Strategic Plan for the City of London ([2015 – 2019 Strategic Plan](#)). Specifically, actions undertaken by the provincial government can support London's efforts in both climate change mitigation and adaptation and address all four Areas of Focus, at one level or another, as follows:

#### **Strengthening Our Community**

- Vibrant, connected and engaged neighbourhoods
- Healthy, safe, and accessible city

#### **Growing our Economy**

- Urban regeneration
- Local, regional, and global innovation
- Strategic, collaborative partnerships

#### **Building a Sustainable City**

- Robust infrastructure
- Convenient and connected mobility choices
- Strong and healthy environment
- Responsible growth

#### **Leading in Public Service**

- Proactive financial management
- Collaborative, engaged leadership
- Excellent service delivery

## BACKGROUND

### PURPOSE:

The purpose of this report is to provide Committee and Council with:

- A summary of the Ontario Ministry of Environment and Climate Change (MOECC) proposal titled, “Guideline on Community Emissions Reduction Planning”; and
- The City of London’s comments on the proposed guideline for approval and forwarding to the Environmental Bill of Rights (EBR) Registry.

### CONTEXT:

The City of London does not have direct control over how much energy is used in London, but it does have influence. The control over energy use in London rests primarily with our citizens, visitors, employers and employees. Individual and collective action with respect to sustainable energy use, energy management, and energy conservation is critical for our future.

Since the early 1990s, the City of London has been interested in energy use in London primarily for environmental reasons, namely that Londoners’ contribution to both smog-forming emissions and greenhouse gas emissions come primarily from fossil fuel energy use. London’s 2014-2018 Community Energy Action Plan built upon the interrelationship between fossil fuel energy use and GHG emissions.

London, along with many other municipalities in Ontario and across Canada, have incorporated climate change mitigation and greenhouse gas emission reduction planning within the development, implementation and advancement of municipal/community energy plans. This approach is strongly supported by the Ministry of Energy, Ministry of the Environment & Climate Change, Association of Municipalities of Ontario (AMO), and the Federation of Canadian Municipalities (FCM). City staff are also playing a leadership role within Quality Urban Energy Systems of Tomorrow (QUEST) Canada, a leading organization for community energy planning.

Ontario’s Climate Change Action Plan was released in June 2016, and as noted:

*Ontario intends to fund the development of Community Energy Plans and Climate Action Plans (and their supporting data) with greenhouse gas pollution inventories for municipalities and First Nation and Métis communities that currently do not have these plans. These programs would include training and guidance to help communities access energy use data for their community energy planning and mapping.*

*The government would support collaborative, community-based and data-driven approaches to carbon reduction. This would include district-wide mapping that integrates gas, electricity, heating and cooling, water, transportation, waste consumption and building data into a single platform to enable district-wide decisions. Applications would include distributed generation opportunities, detailed emissions analysis, targeted conservation spending and improved benchmarking.*

The Ministry of the Environment and Climate Change (MOECC) is seeking feedback on a draft Guideline which will support implementation of actions under *Ontario’s Five-Year Climate Change Action Plan, 2016-2020* as well as land-use policies for those municipalities within the province’s *Growth Plan for the Greater Golden Horseshoe (2017)*.

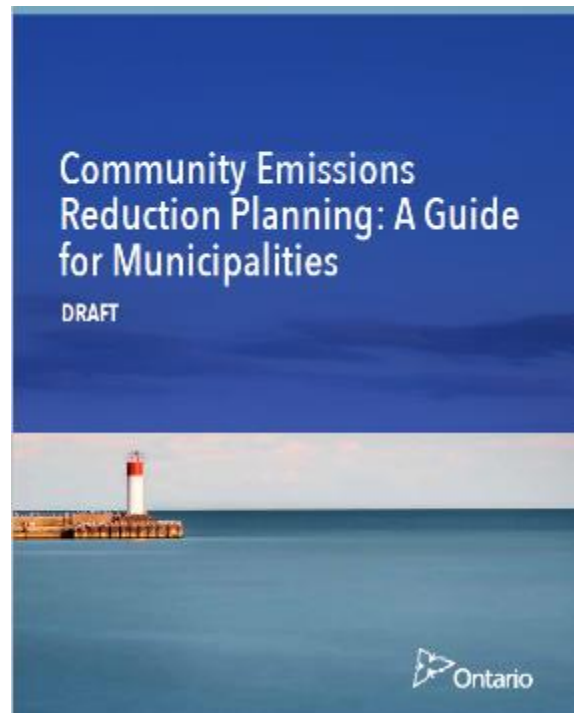
*“This Guideline is intended to help municipalities in Ontario develop quantitative, targeted strategies for supporting their communities in making the transition to a low carbon future. The increasing role of municipalities in responding to climate change is a long term, global trend that began in Ontario nearly 30 years ago” (MOECC, December 2017).*

## DISCUSSION

### Part A - Overview of the Proposed Guideline on Community Emissions Reduction Planning

The draft Guideline is a comprehensive 235 page long document that will serve as a resource tool for municipalities in completing greenhouse gas (GHG) inventories and developing community emissions reduction plans. The eight-page Executive Summary of the draft Guideline has been provided in 'Appendix A'.

The draft Guideline was built on existing programs and protocols and information received from municipalities and other practitioners. This included meetings and workshops hosted by the Municipal Caucus of QUEST Ontario as well as the Clean Air Council. City of London staff provided comments and suggestions to MOECC staff via these organizations during the development of the draft guideline.



City of London staff also participated in one-on-one interviews with the MOECC project team in order to provide information about London's Community Energy Action Plan and associated energy and GHG emissions inventory practices. Two specific examples of the City of London's current practices are cited within the draft Guideline:

- Our cost-effective approach to preparing annual energy & GHG emissions inventories, and
- Our commitment to report on a wide-range of energy and GHG performance indicators on an annual basis.

The draft Guideline contains the following information which can be used to achieve measurable GHG reductions:

- Rationale and contextual information on the relationship between low carbon communities and land use planning, as well as information on municipal decision-making and the role of municipalities in climate action planning;
- A step-by-step process, along with relevant information and resources, for completing greenhouse gas inventories, setting targets (which are recommended to align with provincial targets), modelling and scenario development, and developing community emissions reduction plans, including engagement;
- An overview of land use and infrastructure planning and decision making tools which would ensure effective implementation of community emissions reductions plans (i.e. municipal official plans, zoning by-laws, corporate strategic plans, municipal asset management plans);
- Performance measures which will provide an indication of whether the municipality has met the goals and objectives consistent with Ontario's land use policies related to climate change as well as *Ontario's Five-Year Climate Change Action Plan, 2016-2020*; and,
- An overview of best practices, case studies, tools and resources, including funding programs, which municipalities and practitioners could explore to achieve the intended outcomes of the community emissions planning process.

This information above has been presented in a way that offers recommended levels of effort and complexity (i.e., basic, intermediate, advanced) for various planning activities from which municipalities can choose from based upon their specific local needs.

London's 2014-2018 Community Energy Action Plan (CEAP) currently employs a mix of all three levels of effort and complexity, suggesting that London is one of the more advanced Ontario communities with respect to community emissions reduction and energy planning.

There are no specific financial impacts to London associated with the draft guideline. However, it is widely recognized that future financial investments in energy efficiency and climate change mitigation initiatives will be required, as future emissions reduction targets require increasingly more actions from residents, businesses, and institutions to make these reductions.

## **Part B - Comments to be Submitted to the EBR Registry (#013-2083)**

City staff recommend that the following comments be submitted to the EBR posting:

1. The Province of Ontario is to be commended for recognizing the role that municipalities have been playing in community energy planning and greenhouse gas emission reduction planning. The City of London encourages the province to continue to work in partnership (e.g., technically, knowledge transfer, financially) with municipal governments in order to achieve our mutual emission reduction goals.
2. The City of London encourages the Province to continue to work with Ontario municipalities through active and ongoing participation in existing organizations and programs such as the Clean Air Council, the Federation of Canadian Municipalities (FCM) Partners for Climate Protection, and QUEST Ontario.
3. The City of London encourages the Province to play an active role in connecting those municipalities at the early stages of emission reduction planning and implementation with these existing organizations and programs in order to encourage the ongoing sharing of best practices between Ontario municipalities.
4. The City of London encourages the Province to support this Guideline with the development of a common sets of tools (e.g., GHG cost-abatement calculation tools) and resources (e.g., access to datasets on an annual basis for energy commodity use by major sector, vehicle registration data, local electricity generation, etc.) to reduce the amount of municipal staff time and financial resources spent on these planning activities.
5. The City of London recommends that the Province's new Municipal Action Plan Program (name and program details still being developed by MOECC) be an annual program, with an identified amount assigned to communities for a minimum of five years. Since the Municipal GHG Challenge Fund is already a competitive funding program, it is essential that municipalities have a known funding stream each year to allow for longer term planning to implement projects and programs that require behaviour change and community and business collaboration. For many municipalities, the "easy to implement" programs and projects have already been undertaken. The next generation of emissions reduction programs and projects will be more complex and challenging, yet potentially more impactful.

<b>CONCLUSION</b>
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The Guideline will be a useful resource for the development of the 2019-2022 Community Energy Action Plan, which will begin in March 2018. This will involve community engagement on the goals, actions, requirements, and commitments to be incorporated into the 2019-2022 CEAP. The draft 2019-2022 CEAP will be submitted to CWC later in 2018.

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EBR comments.docx

Appendix A: Executive Summary – Draft Guideline on Community Emissions Reduction Planning

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## Appendix A

# Draft Guideline on Community Emissions Reduction Planning

# Executive Summary

## THE CONTEXT

This Guideline is intended to help municipalities in Ontario develop quantitative, targeted strategies for supporting their communities in making the transition to a low carbon future. The increasing role of municipalities in responding to climate change is a long term, global trend that began in Ontario nearly 30 years ago.

The Guideline is intended to support Ontario municipalities for two key purposes:

1. To support actions under Ontario's Five Year Climate Change Action Plan 2016-2020 (CCAP). CCAP envisions a significant role for municipalities in the fight against climate change with two new funding programs: the Municipal Action Plan Program which supports community GHG reduction planning, and the Municipal GHG Challenge Fund which supports community GHG reduction projects. The Guideline will serve as a resource tool for municipalities that are participating in these two programs.
2. New policy direction in the Growth Plan for the Greater Golden Horseshoe, 2017 (Policy 4.2.10.2) made under the Coordinated Provincial Plans Review encourages municipalities to develop GHG reduction plans, through official plan conformity, to develop strategies to reduce greenhouse gas emissions within their communities, to complete greenhouse gas inventories for a range of sources, and to establish interim and long-term greenhouse gas reduction targets that support provincial targets and reflect the goal of low-carbon communities and to monitor progress towards the achievement of these targets.

Beyond providing guidance on how to comply with these new mandates, the Guideline also helps municipalities of all sizes and contexts understand their influence on greenhouse gas emissions, and how to plan their communities so that the goal of reducing greenhouse gas emissions is aligned with other community social and economic goals and can be used to provide direction on other provincial policies related to climate change.

The Provincial Policy Statement, 2014 (PPS) contains policies related to climate change. For example, Section 1.8.1 states "Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and climate change adaptation through land-use and development patterns." Municipalities or planning authorities are required to amend their official plans to be consistent with PPS policies including policies on climate change.

The recent amendment of the Planning Act through Bill 68 (Modernizing Ontario's Municipal Legislation Act, 2017) includes as a matter of provincial interest "the mitigation of greenhouse gas emissions and adaptation to a changing climate".

Further, the Building Better Communities and Conserving Watershed Act, 2017 (Bill 139) will amend the Planning Act to support climate change action by requiring climate change mitigation and adaptation policies in municipal official plans. The Guideline could be used to carry out a background study to identify actions that reduce greenhouse gas emissions and to inform climate change mitigation policies in municipal official plans.

## THE PIVOTAL ROLE OF MUNICIPALITIES

Municipalities have a pervasive if mostly indirect impact on the level of greenhouse gas emissions in the community, although the GHG impacts of municipal land-use and infrastructure policies and practices are often not recognized.

Many municipal planning decisions made today will still be having environmental impacts well into the future. In the case of infrastructure investments and land-use plans, particularly those related to intensification in urban areas, density in greenfield areas and the creation of complete, low-carbon communities, the environmental consequences continue for centuries. This leads to “lock-in”: a situation where past decisions limit the options and increase the costs for future decisions. In the context of community energy and emissions planning, this makes the longest term decisions among the most urgent.

## ALIGNING MUNICIPAL GOALS AND OBJECTIVES

There is very often alignment between the priority goals and aspirations of community planning and the objective of lowering greenhouse gas emissions. In fact, a great deal of the moderation of greenhouse gas emissions growth that has already taken place has been a side effect of trends and measures that have been driven by goals other than GHG emission reduction. For example, energy efficiency developments can be key elements of strategies for local economic development, job creation and self-reliance. Public health policy advocates promote a variety of measures that also reduce greenhouse gas emissions, including active transportation infrastructure, green roofs, urban forestry, and reduced emissions from fossil fuel combustion.

## THE ENERGY AND EMISSIONS PLANNING PROCESS

Community energy and emissions planning begins by developing a quantitative understanding of the community’s greenhouse gas emissions (the inventory) and systematically identifying the ways in which municipalities can, and often already do, influence the level of community emissions.

# 6 Stages to a Low-Carbon Municipality

## Community Process

Set up a steering committee.

Identify & establish the partnerships needed to produce the emissions inventory.

Engage influencers & stakeholders in setting the target. Or, explain the rationale of the current target.

## INVENTORY

1

2

3

### PREPARATION

Develop a terms of reference, identify the governance structure and complete a situational analysis that describes the planning context.

Undertake a GHG inventory (corporate and community). Analyse municipal expenditures and spheres of influence.

### TARGET SETTING

Establish short, medium and long-term GHG targets.

## Technical Process

**LEVEL OF  
COMPLEXITY**  
FOR IMPLEMENTATION

**BASIC**

**INTERMEDIATE**

**ADVANCED**



Work with influencers & stakeholders to identify alignments/conflicts between planning goals & aspirations.

### SCENARIOS & ACTIONS

4

Implement identified policies, partnerships, bylaws & other opportunities identified in the plan. Deploy the support of influencers & stakeholders.

5

Work with partners to share data, assess progress, and continuously improve the plan.

### MONITORING & EVALUATION

6

## IMPLEMENTATION

Complete a business as usual scenario and identify low carbon actions. Develop low carbon scenarios that include the actions. Undertake analysis of the co-benefits associated with the scenarios.

Identify policies and mechanisms to implement the preferred low carbon scenario. Integrate the community energy and emissions plan with the Official Plan and other policies, plans and strategies. Develop an investment strategy.

Develop and implement a monitoring and evaluation plan.

**BASIC**

**INTERMEDIATE**

**ADVANCED**

The Guideline includes six stages in the development of a community energy and emissions plan (CEEP) and each stage builds on the preceding one. Tasks are described for each of the stages, with detailed methodological guidance and references to complementary existing tools and resources. Tasks give rise to outcomes and the combination of all the outcomes constitutes the community energy and emissions plan. Municipalities may also elect to apply methods other than those described in this guideline in order to achieve the outcomes described in Table 2.

This Guideline recognizes the varying complexities of municipal efforts in undertaking community energy and emissions planning. The Guideline has been developed to allow for flexibility for municipalities across the province to participate in programs and undertake actions based on local circumstances. To this end, the Guideline describes three streams for each stage: basic, intermediate and advanced. Municipalities can choose the stream, or combination of streams, that best suits their context. The outcomes for each stage are similar; however, the process to arrive at those outcomes varies. For simplicity, this Guideline assumes a general correlation between the population of the municipality and the sophistication of the approach, but small municipalities may also elect to choose the intermediate or advanced stream depending on resources and ambition.

## Engagement

The engagement process should involve a steering committee with diverse stakeholders from within the local government and more broadly in the community. The structure of this committee will vary according to the context of the municipality. Various municipal staff, decision-makers, stakeholders and the public will also be involved throughout the planning process. There are numerous ways to structure engagement in planning process inputs, plan content development, document reviews, and other aspects of the planning process.

Table 1. Suggested roles in the development of a CEEP

	<b>Public</b>	<b>Steering committee</b>	<b>Municipal staff</b>	<b>Council</b>
Terms of reference (Stage 1)		Participate	Lead	Approve
Plan development (Stages 2–6)	Participate	Participate	Participate	Participate
Draft CEEP	Review	Review/Recommend	Review	Review
Final CEEP				Approve

## Municipal operations

The Guideline describes the method for completing a GHG inventory and strategies to reduce GHG emissions from local government operations. GHG emissions from local government operations are typically a small portion of the total GHG emissions from a community. Understanding and managing these GHG emissions is important firstly in terms of reducing costs, secondly to demonstrate leadership and thirdly to learn about the implementation of strategies first hand. In developing the corporate GHG inventory, the municipality should follow the accounting protocols of the Federation of Canadian Municipalities and ICLEI-Local Government for Sustainability's Partners for Climate Protection program or the Local Government Operations Protocol. While the corporate and community GHG inventories are undertaken separately, the CEEP as a whole applies an integrated lens to corporate and community GHG emissions.

## THE ENERGY AND EMISSIONS PLANNING OUTCOMES

Each of the six stages of the CEEP have specific outcomes. In combination, these outcomes form the municipality's community energy and emissions plan, which incorporates the GHG inventory and GHG emissions reduction targets. The CEEP supports the actions under the CCAP, including requirements of the Municipal GHG Challenge Fund and the climate change policies of the Growth Plan for the Greater Golden Horseshoe, 2017, as well as supporting municipalities in the implementation of other provincial direction related to climate change action and identifying a low carbon pathway that delivers multiple community benefits.

Table 2. The stages and outcomes of the CEEP

Stage	Required outcomes	Relative level of effort	Page reference
Preparation	Terms of reference Situational analysis that describes the current planning context	20%	56
Inventories	GHG inventory (corporate and community) Spheres of influence analysis Financial inventory	15%	63
Target setting	GHG targets	5%	90
Actions and alternative scenarios development	Actions catalogues Scenarios Analysis of co-benefits	25%	97
Implementation	Policies and mechanisms analysis Integration with the Official Plan and other policies, plans and strategies Investment strategy	30%	127
Monitoring and evaluation	Monitoring and evaluation plan	5%	148

### Community Energy and Emissions Plan

## CONCLUSION

The Government of Ontario has established provincial GHG reduction targets of 15% below 1990 levels by 2020, 37% below 1990 levels by 2030, and 80% below 1990 levels by 2050. These targets require a transformation in the energy system and built environment, a transformation which can result in multiple other societal benefits, for example on health and economic development. At the municipal scale, the official plan and other existing municipal planning tools implicitly influence GHG emissions by determining land-use patterns, transportation and transit options, and other characteristics of the built environment and can be used to create complete, low-carbon communities. The community energy and emissions planning process quantifies these relationships and identifies strategies to reduce GHG emissions while considering additional benefits for employment, economic development, improved health outcomes and others. This Guideline is a step-by-step approach to developing a GHG inventory, identifying GHG targets and developing a community energy and emissions plan.