

# Calgary Regional Land Use Plan Working Session Notes

## Urban and Rural Perspectives

March 5, 2008

### Attendance

#### *Elected Officials*

Mayor Linda Bruce	Airdrie
Councillor Michel Jackson	Black Diamond
Councillor Paul Ryan	Bighorn
Reeve Dene Cooper	Bighorn
Councillor Maria Dunki	Bighorn
Councillor Tyler Bray	Black Diamond
Alderman Linda Fox-Mellway	Calgary
Alderman Dale Hodges	Calgary
Mayor Patricia Matthews	Chestermere
Mayor Truper McBride	Cochrane
Councillor Joann Churchill	Cochrane
Councillor Miles Chester	Cochrane
Councillor Barb Castell	Foothills
Councillor Terry Waddock	Foothills
Councillor Ralph Nelson	Foothills
Councillor Larry Spilak	Foothills
Reeve Roy McLean	Foothills
Councillor Ron Chase	Foothills
Councillor Al Gillis	High River
Councillor Don Moore	High River
Councillor Dick Fenton	Nanton
Councillor Gwen Smith	Nanton
Councillor Beth Kish	Okotoks
Mayor Bill McAlpine	Okotoks
Councillor Naydene Lewis	Okotoks
Councillor Gordon Branson	Rocky View
Councillor Mitch Yurchak	Rocky View
Councillor Hopeton Loudon	Rocky View
Reeve Lois Habberfield	Rocky View
Mayor Dona Fluter	Turner Valley

#### *Staff/Other*

Paul Schulz	Airdrie
Martin Buckley	Bighorn
Alex Broda	Calgary
Mary Axworthy	Calgary (Panel Member)
Paul Cochrane	Calgary
Jessica Van De Mosselaer	Calgary
Shawn Low	Calgary

Sharon Wood	Calgary
Tim Creelman	Calgary
Terry Hurlbut	Chestermere
Chen Peng	Chestermere
Julian deCocq	Cochrane (Panel Member)
Kelly Learned	Cochrane
Rick Butler	CRP
Amanda Cromar	CRP
Bob Miller	CRP
Colleen Shepherd	CRP
Diane MacDonald	Facilitator, Diane MacDonald & Associates Inc.
Harry Riva Cambrin	Foothills (Panel Member)
Heather Hemingway	Foothills
Ron Laycraft	Foothills
Doug Olson	O2 Planning and Design
Steve Hanhart	Okotoks
Rick Quail	Okotoks
Lorie Pesowski	Rocky View
Rob Coon	Rocky View (Panel Member)
Stan Ogrodniczuk	Turner Valley

### 1. Welcome and Setting the Stage

Colleen Shepherd welcomed participants and provided an overview of the CRP vision and aspirations as well as a summary of other working sessions held to date. Her presentation is available to review at...

<http://www.calgaryregion.ca/crp/media/32212/colleens%20intro%20urban%20and%20rural%20session.pptx>

### 2. Overview of 3 Scenarios

Doug Olson, O2 Planning and Design, and CRP Core Planning Team member provided an overview of three scenarios for regional planning. His presentation is available to view at...

[http://www.calgaryregion.ca/crp/media/32202/o2%20crp\\_urban%20ruralmar5.pdf](http://www.calgaryregion.ca/crp/media/32202/o2%20crp_urban%20ruralmar5.pdf)

### 3. Panel Discussions

Diane MacDonald, the session facilitator, introduced the four panel members:

- Mary Axworthy, Director Land Use Planning and Policy, The City of Calgary
- Harry Riva Cambrin, Municipal Manager, MD Foothills
- Julian deCocq, Chief Administrative Officer, Town of Cochrane
- Rob Coon, Chief Administrative Officer, MD Rocky View

#### a. Outside of your jurisdiction, what do you appreciate most about the Calgary Region?

Panel members said they appreciate:

- Natural beauty and diversity of the region
- Historical ranching and farming roots of the region
- Wide range of lifestyle choices
- Unique character of each town and location
- Appreciate the need to protect what we have and maintain clear distinctions between urban and rural settings
- Vistas and views of the landscape
- For children, the many opportunities for jobs and to build a life. This attracts young people to the region and makes for vibrant communities and services.
- “The opportunity to do something “right”. We need to look out 75 years, be clear about our values and identify what we want to protect for the future.
- Choices available for families – opportunities, variety, diversity and people. Municipalities need to keep these choices alive.

**b. We all recognize the tensions of planning and development activity close to the border areas between urban and rural municipalities. What do you see as potential strategies that we should be looking at in addressing these challenges in the regional land use plan?**

<p>Harry Riva Cambrin</p>	<ul style="list-style-type: none"> <li>• The regional land use plan doesn’t have a role to play in alleviating tensions at the local level between municipalities. The regional land use plan needs to stick to regional issues. Deciding which land should be in which jurisdiction should not be part of the regional land use plan.</li> <li>• There have always been these tensions; sometimes more, and sometimes less. We can’t expect we will always get along. We need to understand each other’s perspectives and what works in given situations.</li> </ul>
<p>Julian deCocq</p>	<ul style="list-style-type: none"> <li>• Unless we address growth issues in the regional land use plan, we won’t resolve our growth management challenges that exist among local municipalities. Tensions will magnify if we don’t deal with them as part of the plan.</li> <li>• Growth decisions are causing problems today because local decisions are out of sync with decisions we need to make in the regional plan. Perhaps some decisions should wait until after the regional land use plan is prepared. The regional plan needs to be the context for local decision-making.</li> <li>• We haven’t had some of the key regional discussions because we all want autonomy, but will we achieve regional goals through local autonomy?</li> <li>• Development decisions impact costs and revenues for many municipalities. We need mechanisms for cost/revenue/tax sharing in the context of boundaries.</li> <li>• The scenarios are not clear about the location of the “pink</li> </ul>

	<p>lands". We need a mechanism to clarify where urban growth will occur. As long as we are unclear about growth areas and jurisdictions, there is bound to be conflict and tensions between municipalities.</p>
Rob Coon	<ul style="list-style-type: none"> <li>• Sometimes we focus too much on lines on a map, and not enough on individuals and their interests.</li> <li>• We need meaningful discussion about issues so that we understand our neighbours' goals and interests. Once we have that perspective, there is better certainty because we know how we might impact each other.</li> <li>• We have been harmed by our history and we tend to have long memories. Going forward, we need to get more sophisticated in what we do.</li> <li>• The regional land use plan must deal with perspective and give certainty.</li> </ul>
Mary Axworthy	<ul style="list-style-type: none"> <li>• Certainty and predictability is critical for citizens, municipalities and service providers. But to create certainty, we must deal with tough boundary issues. We must reach an understanding about growth corridors, and how that relates to the realities and challenges of intensification. We need to identify the growth corridors in a proactive way, versus through annexation, which can be surprising and confrontational. It is possible to improve our relationships through regional land use planning.</li> <li>• Calgary is currently accommodating approximately 93% of its growth on its edges, notwithstanding intensification efforts.</li> <li>• Failure to plan is planning to fail.</li> <li>• The regional land use plan must be statutory in order to have teeth. It must also be adaptable with dispute resolution mechanisms. "Edge conflicts" will be the biggest issue that the regional land use plan must address.</li> </ul>
Audience comments	<ul style="list-style-type: none"> <li>• The CRP was originally built on compromise and consensus, and there is still a need for compromise. We need to do more than draw lines in the sand.</li> <li>• Edge friction is created by expansion and growth, usually the City growing out (not the rural areas reaching into the City).</li> <li>• We have a common interest in economic development of the region, beyond our individual boundaries. What do you, the panelists, see as your role in moving the regional land use plan ahead? <ul style="list-style-type: none"> <li>○ Harry – If the plan is fair to all, enhances the region, deals with regional issues and is supported by all, then my role is to guide and</li> </ul> </li> </ul>

	<p>support the local elected officials to support the plan.</p> <ul style="list-style-type: none"> <li>○ Mary – My role is to help people understand planning choices and implications, and to realize that the plan has a higher calling. It is bigger than just the sum of our individual self-interests. What are the triple bottom line goals we want to achieve for the region (financial, social and environmental)?</li> <li>○ Julian – My role is to support the elected officials with technical support and options for them to consider in deciding what is in, and not in, the regional land use plan.</li> <li>○ Rob – My role is to help bring the regional land use plan’s ideas down to the local level. We need to understand the implications of a 75-year plan, and find ways to keep it meaningful to local people. What will the plan’s “maintenance” requirements be over time?</li> </ul> <ul style="list-style-type: none"> <li>● We have looked at amalgamation together. We need to have really clear communication about “what is on the table”. We must talk with our own neighbours. Maybe we in Turner Valley should have a workshop with the MDs and work through issues.</li> <li>● I hope consensus does not just mean the rural communities have to agree with what the urban communities want.</li> <li>● Intermunicipal Development Plans take work and are messy. We may never get to a regional land use plan if we put annexation into the plan.</li> <li>● We need to involve the landowners who have property on the edges. If they don’t get compensated for not developing, they will develop. Who will pay for this compensation?</li> <li>● If landowners don’t want to be annexed, how to we make it work for them? Landowners also need financial support to protect natural areas and watersheds</li> </ul>
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**c. There are three scenarios that have provided various pieces of information for the regional land use plan: the Trends Scenario, Nodes and Corridors Scenario, and the Ecology and Culture Scenario.**

**i. From these scenarios, what elements best meet your needs?**

**ii. What are some of the key challenges to note in the scenarios?**

Julian deCocq	<ul style="list-style-type: none"> <li>● The Trends Scenario is the least appealing, but any shift away from the trend will be difficult and require strong will.</li> <li>● The ecological emphasis in the Ecology and Culture</li> </ul>
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	<p>scenario if taken out fully might be too difficult to implement but we need to keep this emphasis as a defensive strategy.</p> <ul style="list-style-type: none"> <li>• We should start with the landscape we know we want to protect and then look at the Nodes and Corridors. There are many questions: <ul style="list-style-type: none"> <li>a. What will the nodes and corridors look like – the existing nodes and corridors growing, and/or new ones?</li> <li>b. Where will new ones be located and how will they relate to the existing ones?</li> <li>c. What about the costs? New ones will be costly, especially as services such as Transit will be needed to stimulate the nodes. It may require higher costs for us to avoid and protect ecological lands. Running pipes in all directions will be costly. Could we find locations for nodes and corridors that would be self-sustaining and not require regional services?</li> </ul> </li> </ul>
Rob Coon	<ul style="list-style-type: none"> <li>• The Trends scenario will not work for Rocky View. Our past will not be carried into the future. We are already looking for higher-level benefits from development rather than just reacting to individual applications.</li> <li>• We have applications today for development along transportation corridors going through the MD.</li> <li>• Protecting ecological areas and views also creates development opportunities.</li> <li>• The challenge will be dealing with unhappy people and owners who are just outside of the growth node.</li> <li>• We need to understand the economic implications of the decisions we are about to make.</li> <li>• What are residents' expectations for service levels in the rural areas? This is a policy issue Council is looking at today. There are increasing expectations for different service levels.</li> <li>• One thing is for certain – the future will not be like today.</li> </ul>
Mary Axworthy	<ul style="list-style-type: none"> <li>• The Trends scenario is not desirable because it is not a logical or efficient basis for regional servicing or protection of the land base. The Trends scenario will not result in good transit services, and the rural population traveling into Calgary creates transportation costs and challenges for the City. However the Trends scenario does acknowledge the current and historical reality of people's preference for the single-family form.</li> <li>• The Ecology and Culture scenario suggests a regional strategy to protect open space and natural areas. To do this we need to be clear about what we want to protect.</li> </ul>

	<p>If we allow development everywhere, we put what we value at risk.</p> <ul style="list-style-type: none"> <li>• The Nodes and Corridors scenario provides the best opportunities. We can create more than bedroom communities. This scenario supports contiguous patterns of growth, which is good. We will need to consider new ideas for new nodes and deal with the challenges of intensification.</li> <li>• We may need to stop some plans that are now in progress in the region as well as go back and look at our existing plans in each community and change them to align with the nodes and corridors scenario. We need to review plans for existing communities that do not want to intensify. We need to ask ourselves, “Do our existing plans fit with where we now want to go?”</li> </ul>
Harry Riva Cambrin	<ul style="list-style-type: none"> <li>• People want safe and viable communities. Not all municipalities are benefiting from growth. Small rural hamlets like Longview, Blackie and Cayley are struggling. We need something that is good for all communities.</li> <li>• In the 1940s, there were more people in the MD Foothills than there are today, mostly because of the oil and gas industry. There is more wildlife now than forty years ago.</li> <li>• The trend of low-density development will impact the landscape, views and agricultural lands. The agricultural community is very concerned about watershed protection. They are good stewards as landowners and today there is not much risk.</li> <li>• The MDs do not control all land uses. The province governs activities such as oil and gas and intensification of livestock. The trends in these sectors are likely to continue with respect to provincial approvals, but we could change things at a local level if we wanted to.</li> <li>• Environmental discussions must include urban issues too such as water quality and conservation.</li> <li>• The Nodes and Corridors scenario has merit. The strategy could be developed at the regional level but should not decide the location of the nodes. That decision is a local issue.</li> <li>• The MD Foothills values the regional land use process but wants to ensure the plan benefits all of us.</li> </ul>
Audience comments	<ul style="list-style-type: none"> <li>• A key issue is access to water. How do we allocate and share water better? <ul style="list-style-type: none"> <li>○ In response to this question, Rob Coon said that it is too early in the game to understand the implications of the water license market or dormant licenses as part of the regional plan. We will need creative discussions on this issue.</li> </ul> </li> </ul>

The elected officials from each community present were then invited to share their comments on the scenarios and the regional plan:

Airdrie	<ul style="list-style-type: none"> <li>• The majority of residents coming to the Thursday workshops are from the rural communities. They are excited about both scenarios – Ecology and Culture, and Nodes and Corridors.</li> <li>• Agricultural land is a key concern. How do we deal with agricultural landowners who are using their land as their retirement asset? Recent discussions with farmers and ranchers have been consistent in terms of their concerns.</li> </ul>
Bighorn	<ul style="list-style-type: none"> <li>• We are here because the plan is important. Eventually, the issues will become urgent. If we don't deal with things proactively, we will be in a reactive situation.</li> </ul>
Black Diamond	<ul style="list-style-type: none"> <li>• <i>No additional comment from elected official.</i></li> </ul>
Calgary	<ul style="list-style-type: none"> <li>• <i>No additional comments from elected officials.</i></li> </ul>
Chestermere	<ul style="list-style-type: none"> <li>• The Nodes and Corridors scenario works best for us. It allows Chestermere to retain its uniqueness, but responds to regional issues. We will need to be agents of attitude change.</li> </ul>
Cochrane	<ul style="list-style-type: none"> <li>• We do not support the Trends scenario.</li> <li>• A blend of Ecology and Culture, and Nodes and Corridors could link increased density with increased ecological benefits, and enhance quality of life.</li> <li>• We may need to commit to transit infrastructure first to stimulate intensification.</li> </ul>
Foothills	<ul style="list-style-type: none"> <li>• The rural economy (agriculture, oil and gas, forestry, etc). requires a healthy environment.</li> </ul>
High River	<ul style="list-style-type: none"> <li>• We agree with the Nodes and Corridors scenario.</li> <li>• We need to bring transit from the small communities into Calgary. Growth will follow the transit system naturally.</li> </ul>
Nanton	<ul style="list-style-type: none"> <li>• We hope we are going to look at how to bring new scenarios into being (not just accept the Trends scenario). Smaller communities want to go to a different scenario but do not have the size or clout to force that change. Therefore we need to deal with new scenarios at a regional level.</li> </ul>
Okotoks	<ul style="list-style-type: none"> <li>• Regional land use planning process has been good and helpful.</li> </ul>
Rocky View	<ul style="list-style-type: none"> <li>• <i>No additional comments from elected officials</i></li> </ul>
Turner Valley	<ul style="list-style-type: none"> <li>• The Nodes and Corridors scenario seems to make sense. It responds to water and wastewater needs.</li> <li>• Transportation will follow nodes and corridors. Should we put transit in first?</li> <li>• We need to promote new ideas to the community. We</li> </ul>

	need to educate and help people change.
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**d. Debrief – In regard to the panel members’ responses, what is common and what is different?**

Audience comments on commonalities	<ul style="list-style-type: none"> <li>• We all have a “cherished present” and are optimistic about the future.</li> <li>• General support for the Nodes and Corridors scenario</li> <li>• Recognize the importance of leadership by the CRP in move these ideas forward</li> <li>• Plan needs to benefit all, not just one or the other.</li> </ul>
Audience comments on areas of diverse opinions (CRP needs have further, deeper dialogue)	<ul style="list-style-type: none"> <li>• Need to understand how the benefits of the Ecology and Culture scenario can fit into the Nodes and Corridors scenario. Is it an overlay or is Ecology and Culture picked up in the plan’s defensive strategy?</li> <li>• Balancing municipal autonomy and regional good</li> <li>• How to include oil and gas industry in the regional land use plan</li> <li>• How to share expenses and revenues related to border development</li> <li>• Recognizing that agricultural sector is struggling and that development is not the only economic activity</li> <li>• Access to water</li> <li>• First Nation’s involvement</li> <li>• Need a fair, flexible governance structure for the plan</li> <li>• Forms of dispute resolution</li> <li>• Density may be different in different areas. What does it mean in the rural context? Where is it appropriate?</li> <li>• The CRP is voluntary. What if the rural MDs do not support the regional land use plan? Will an “Edmonton type solution” be put in place? If so, would that undermine our good will? <ul style="list-style-type: none"> <li>○ Response by Mayor Linda Bruce – We have all signed off on a voluntary binding approach. There are also parallel processes such as ACRA occurring but we do not want to go there. We will try to create the solution in this region. We are just beginning the governance discussion, which will develop the next steps.</li> </ul> </li> </ul>

**e. How will our thinking need to change to successfully address these issues?**

Diane distributed a handout with Edward DeBono’s Five Action Shoes. At the end of each response, she asked the panelist, “Which shoe do we in the CRP need to put on at this time?”

Rob Coon	<ul style="list-style-type: none"> <li>• All communities need to deal with the fear of change, the removal of options and the loss of choices.</li> <li>• We have to stop the practice of having the real meetings</li> </ul>
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	<p>outside the room. We must learn to discuss and disagree with each other in the meeting, instead of talking later.</p> <ul style="list-style-type: none"> <li>• We need to put on “yellow safety boots”.</li> </ul>
Mary Axworthy	<ul style="list-style-type: none"> <li>• Mutual interdependence. We need to work together to capture the huge potential benefits.</li> <li>• We need to make our own adjustments to achieve that greater regional good.</li> <li>• We need to face the fear of change (move away from the Trends).</li> <li>• We need to see the realities of service costs and the viability, not just of water and sewer services, but of all services required (new fire halls, libraries, recreation facilities, etc.). This is a big fiscal challenge</li> <li>• We need to put on our hard working boots.</li> </ul>
Harry Riva Cambrin	<ul style="list-style-type: none"> <li>• We are all impacted by past experiences and we bring those worries into the future. We worry that we will return to a period of inequity and unfairness.</li> <li>• We need to focus on the needs of our people and what makes sense for them.</li> <li>• We need to remember that rural communities use urban services, and vice versa.</li> <li>• Is the cost of providing services fairly distributed? Politicians need to sort out the level of services needed in each community.</li> </ul>
Julian deCocq	<ul style="list-style-type: none"> <li>• We need to put on all the shoes to address the variety of issues - for instance, sort out water issues quickly with our running shoes on, and put on our practical brogues to find a workable governance structure.</li> <li>• There are elements of risk that we are facing.</li> <li>• We need to engage communities if we are going to shift from the Trends scenario.</li> <li>• We need to move from a silo to a regional point of view. We need to reconstruct the regional economic benefits view.</li> <li>• We need to look at other regional models that are working well nationally and regionally to learn more about collaborative models.</li> <li>• We need to be courageous and innovative.</li> <li>• We need to educate, educate, educate!</li> </ul>