

# Proposed Calgary Metropolitan Plan

For consideration by Member Councils  
(May 2009)

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# Introduction – Our Proposed Calgary Metropolitan Plan



## **Our Partnership is Working**

The Calgary Regional Partnership (CRP) solves regional issues through inter-municipal collaboration. Our member municipalities take a proactive approach to regional growth and planning issues while recognizing the need for implementation at the local level. Our motto – *Thinking regionally... acting locally* guides everything we do.

We believe our region's healthy future requires planning and action beyond municipal boundaries. Our proposed Calgary Metropolitan Plan (CMP)<sup>1</sup> is a result of collaboration with our member municipalities and stakeholders to develop a common view of our region. Here is a sampling of the kinds of consultation and participation we have completed to date:

- Over 2,000 participants in our visioning exercise from the region's sustainability plan through to the visioning exercise that ended in late 2007
- Over 700 experts, elected leaders and staff attended some nine workshops from January to March 2008 to consider three draft regional planning scenarios that led to the current CMP
- Over 320 internal meetings of CRP elected leaders and staff in various committees since January 2006, when our elected leaders agreed to do a CMP
- 90 plus presentations to over 2,000 residents and member Councils from March to June, 2009

By taking such a broad and collective approach we are better able to address the full range of challenges and opportunities we face, and by working together, we are better prepared to meet these challenges and reach our full potential.

1. When the CRP began this planning process, the plan was referred to as the Regional Land Use Plan (RLUP). When the province announced its Land Use Framework, that document made reference to the development of metropolitan plans for the Calgary and Edmonton regions. Given that the Land Use Framework is now legislation, for the purposes of clarity and alignment with the province, in this document the former RLUP is referred to as the Calgary Metropolitan Plan (CMP).

## **Our Future is Sustainable**

The Calgary region is expected to grow by 1.6 million residents in the next 60 to 70 years adding 800,000 new jobs and thousands of hectares of development. The purpose of the CMP is to determine how and where this growth will take place. The CMP is also a required element of the South Saskatchewan Regional Plan, which fits into the Provincial Land Use Framework.

One conclusion stands out in our planning thus far – the status quo is not acceptable. If development continued with no regional plan and no regional collaboration, our region’s footprint would increase by approximately 125,000 hectares and costs of infrastructure would be unsustainable. With regional planning, our development can be more compact and would only increase by 45,000 hectares with infrastructure costs, both above and below ground, decreasing proportionately.

## **Our Proposed CMP Finds the Balance**

The proposed CMP balances the need to protect our regional landscape (environment), with the growth of our developed area (regional settlement pattern) and the need for regional Infrastructure and services (such as transit and water) in an intentional, proactive way. The proposed CMP will support improved and expanded access to services, minimize the extent of our growing human footprint and improve our residents’ mobility.

1. **Regional Landscape.** Underpinning our region’s communities, businesses and infrastructure are complex natural systems that define the physical character of our region – our land, air, water and vegetation. The proposed CMP protects five key elements of our natural systems: wetlands, riparian buffers, regional corridors, natural vegetation and ridges and escarpments. The proposed CMP promotes environmental protection through conservation strategies and by directing growth away from sensitive natural areas.

2. **Regional Settlement Pattern.** The new growth outlined in the CMP is based on intensifying development in existing communities and then organizing future urban growth around compact, transit-based communities or nodes. A node is an area within the region that has been designated as appropriate for development – an area where people will live and work. The compact urban nodes in the CMP promote compact, transit-friendly developments and communities. The CMP also maps our future economic activities in the region, such as rural-based industries.
3. **Regional Infrastructure and Services.** Expanding regional infrastructure is essential to better connect our residents and enhance services to existing communities. It will also guide future development in a way that minimizes our growing human footprint and improves our residents’ mobility. As such, infrastructure planning will be closely aligned with our plans for the regional settlement pattern, which promotes intensification of existing development and directs new development to areas that can be supported by the efficient delivery of regional water, wastewater, transportation, transit, solid waste and other services.
4. **Regional Economic Development.** The CRP is also embarking on the development of an Economic Development Strategy for the region, which will be considered along with the CMP. This strategy will help identify local economic opportunities for our municipalities that are best suited to effective, collaborative regional efforts. The strategy will build on our existing strengths, as well as identify new and emerging opportunities. Perhaps most importantly, the strategy will help us address a fundamental challenge of our regional plan – creating jobs where people live to foster more efficient land use and decrease the burden on transportation and other infrastructure.

### **Working Together with Common Vision**

Our CMP is based on our vision that is all about *working together... finding balance... and the four pillars of healthy environment... enriched communities... sustainable infrastructure and prosperous economy.*

Elected officials, planners, residents and stakeholders from our member municipalities have worked together to turn this vision into a working plan. The CMP is made up of planning principles, integrated strategies, detailed policies and conceptual maps. Though the final decision to zone land for a particular use is still up to local authorities, the CMP will guide these decisions.

### **This Final Proposed CMP Document Being Considered by CRP Members**

This final proposed CMP document is being presented to individual CRP Member Councils for their consideration during the month of May. After further consideration of each members' comment, the final proposed CMP will be considered by the seventeen members of the CRP Executive Committee June 12, then the CRP General Assembly June 19, 2009. This proposed document is being presented in three integrated parts:

1. The CMP – How the CMP and all the services come together on the land
2. Governance and Implementation of the CMP – How the CMP will be implemented
3. Principles for Water and Wastewater Servicing – How regional servicing will be implemented

### **Moving Forward Collaboratively**

Once the CMP is approved, implementation will begin. There will be a two year process of further consultation by municipalities to more precisely determine the location of the urban compact nodes (please see Policy 1.9 page 8 for details). In addition, each municipality will determine the best approach to implement the details of the CMP at the local level and will have three years to align their individual municipal plans with the CMP. Each municipality will work with other municipalities and the CRP to implement regional components of the CMP, such as implementing a regional transit plan, a regional water and waste water servicing plan, regional economic development, waste management, and regional GIS. The CRP will work with the province throughout implementation to ensure alignment with the emerging South Saskatchewan Regional Plan.

We are **working together** to live in  
**balance** with a **healthy environment**  
in **enriched communities**,  
with **sustainable infrastructure**  
and a **prosperous economy.**

*(CRP Vision)*

# Calgary Metropolitan Plan



## **Focusing On What Is Most Important from a “Regional” Perspective...**

The general approach of the Calgary Regional Partnership (CRP) has always rested in bringing municipalities together to build a **broader, common view of this region** as a whole, acknowledging that current legislation and roles place much of the implementation for actions, specifically, in the hands of local municipalities – thus the term *Thinking regionally... acting locally*.

Recognizing that planning for a healthy future for generations to come requires thinking and acting beyond municipal boundaries – member municipalities’ **collective view of the entire region is more complete and integrative** than the sum of their individual jurisdictions.

Recognizing too, that this plan must reflect the outcomes, strategies and processes outlined in the *Provincial Land Use Framework* – this being the Calgary Metropolitan Plan (CMP), which will be nested within the emerging South Saskatchewan Regional Plan.

The CMP takes the long view – 60 to 70 years, when the region’s population is expected to have increased from 1.2 million today to around 2.8 million people – adding **1.6 million new residents and about 800,000 new jobs**.

How and where that growth is accommodated across the region, over time – **the emerging settlement pattern** – is the CMP’s purpose and focus – setting provisions to actually “protect” those long-term urban growth areas from inappropriate development in the interim will be a significant contribution of the CMP.

## **Regional Landscape**

The CMP recognizes the interconnected, complex **natural systems** that define the Calgary region’s physical character – the land, water, air, vegetation, habitats, and land forms.

- The five priority elements of this **ecological infrastructure** include:
  - wetlands
  - riparian buffers
  - regional corridors

- large patches of natural vegetation
- ridges and escarpments
- The CMP is committed to understanding, respecting, and even **enhancing the integrity of the region’s ecological infrastructure** through land use and environmental conservation stewardship strategies and by directing significant growth away from sensitive natural areas
- This Plan, like the Provincial Land Use Framework, reflects the conviction that there is a **shared responsibility for the protection, conservation and enhancement of Alberta’s natural environment** – among all orders of government, communities, private landowners and industry
- While the CMP will be implemented within the current legislative and financial frameworks available to local municipalities in ways determined by each member through their local planning process, it is this region’s expressed intent to work with the **province to create new legislative and funding tools to support and fund a wide range of conservation activities**

While land uses are inherently “local”, the integrity of the region’s landscape, ecological systems and related settlement pattern, supported by region wide infrastructure, are all of fundamental “regional” interest.

### **Regional Settlement Pattern**

Overlaying the natural systems are “**built systems**” – communities, settlement patterns, economic activities, transportation networks, municipal infrastructure and services.

The CMP will **minimize the future human footprint** by:

- Intensifying development in the existing developed rural and urban areas
- Organizing the future new urban growth around transit-based nodes
- Organizing new rural growth in clusters of small lots
- Locating rural-based commercial and industrial uses near major corridors

The CMP builds on the assets of the **existing communities and current infrastructure** capacity already in place:

- Directing a substantial portion of anticipated growth into the **intensification** and renewal of existing communities – where municipal infrastructure and services already exist – in locations and forms that will be determined by each local municipality through local planning processes
- In rural areas, **encouraging the in-fill of existing developments** and the clustering of new developments in locations and forms that will be determined by each member municipality through local planning process

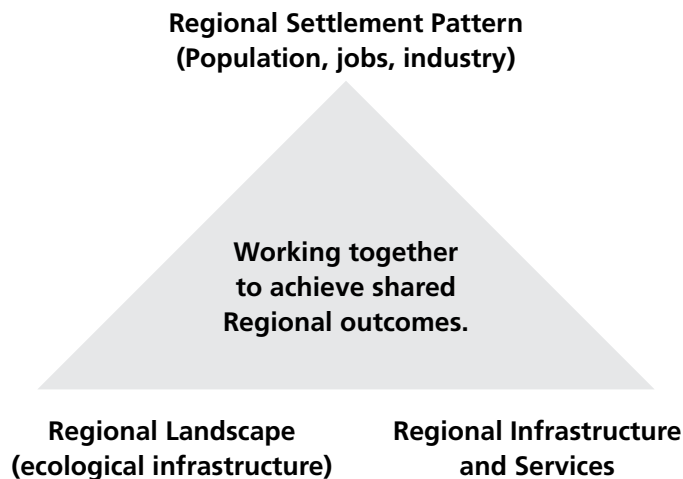
### **Regional Infrastructure and Services**

The CMP is committed to providing **improved access to better infrastructure and services** for more people and economic activities by:

- identifying, mapping and planning for three major Regional Infrastructure Systems, including
  - regional water, wastewater and storm water
  - regional transportation and transit systems
  - regional waste management (organic and solid)
- Locating **future urban/suburban growth in locations, forms and densities** that can be supported by the efficient provision of viable region-wide water, wastewater and regional transit services over time
- Making provision for the possibility of extending regional water and wastewater infrastructure **to address existing environmental problems and risks** associated with existing development
- The CMP provides a consistent picture of where a changing **settlement pattern** should encourage significant growth in population and jobs, and where significant urban development should *not* be encouraged

Directing the expanding settlement pattern away from natural areas to be conserved/protected and into locations (compact urban nodes) that can be supported by the efficient delivery of regional water, wastewater and transit systems.

As such, the CMP integrates **environmental conservation, growth in the settlement pattern and its related infrastructure investment** in an intentional, proactive way. The CMP uses the provision of regional infrastructure as a tool to both guide and enable the development of major urban areas in locations and forms that will support improved access to services, lessen the extent of our growing human footprint on the natural landscape, and improve the mobility choices available to residents of the region.



Associated with the Plans policies are a series of conceptual land use, environment and regional infrastructure maps, intended to illustrate the general nature of the Plans land use and servicing concepts, but not intended to zone lands or to tie local municipalities to prescriptive actions.

### **Working Together to Achieve Shared Regional Outcomes**

Together, **this statement of regional outcomes, integrated strategies, policies and conceptual maps comprise the CMP.** The CMP commits local municipalities to pursuing common strategic directions at the metropolitan level, aligned to the Provincial Land Use Framework, and enables all partners to begin the task of implementation individually, and collaboratively, by:

- Each municipality’s determination of local approaches to policy implementation and addressing more detailed local planning efforts
  - CRP municipalities will retain their current legislated land use planning and decision making authority to develop and implement local plans in alignment with the CMP and the Provincial Land Use Framework

- Identifying the collective (regional) actions necessary to create and support regional strategies, systems and the delivery of regional infrastructure
- Determining, within this region-wide plan, processes for setting short-term targets and priorities around the provision of regional services and infrastructure
- Work with the Province to ensure alignment between the CMP and the emerging South Saskatchewan Regional Plan.

### **CMP Policies**

#### **1. Working Together**

- 1.1 **Align with the Province.** CRP will align the CMP to the Provincial Land Use Framework – South Saskatchewan Metropolitan Plan.
- 1.2 **Leverage Resources.** CRP will establish tools and programs which leverage the collective financial and technical resources of the member municipalities in order to address important regional priorities
- 1.3 **Align Local Plans.** Member municipalities will amend and/or otherwise align all relevant local Municipal Development Plans (MDPs) and Intermunicipal Development Plans (IDPs) with the CMP within three years of the final approval of the CMP by the CRP and the Province of Alberta.
- 1.4 **Decision Making Process.** Member municipalities will abide by the agreed upon CRP super majority decision making process and dispute resolution process to:
  - a. Amend the CMP; and
  - b. Make regional scale implementation decisions.
- 1.5 **Plan Update and Amendment.** Following adoption of the CMP, it will be scheduled for periodic updates and amendments. General updates and amendments will be scheduled in year three and year five to incorporate:
  - Provincial Land Use Framework – SSRP directions in 2010;
  - New MGA legislation and/or other provincial policy and regulation;
  - Key elements of new regional systems;
  - Refinements arising from focused CRP policy studies and/or further sub-regional planning (see Policy 1.9); and
  - New compact urban nodes (if any identified, that have been assessed for their fit into the plan)

A comprehensive CMP review and amendment will occur every ten years and will include a full performance-based analysis which may result in fundamental changes to the core policies and directions of the plan.

Notwithstanding the above, amendments to the CMP may be introduced for discussion through an annual scheduled amendment process.

- 1.6 **Regional Implementation.** CRP and member municipalities will identify and develop appropriate regional strategies and collective actions in order to address the key policy directions of the CMP.
- 1.7 **Triple Bottom Line.** CRP and all member municipalities will ensure the integrated and balanced consideration of all social, cultural, economic and healthy environments in developing regional, local and intermunicipal plans and programs.
- 1.8 **Provision for Annexation.** Annexation continues to be an important tool in managing growth for municipalities. The CMP recognizes and supports the potential for annexation in identified urban growth areas based upon municipal growth rates, long-term land needs, and other strategic interests, in accordance with the requirements as set out in the Municipal Government Act.
- 1.9 **Subsequent Planning Processes.** Recognizing the conceptual nature of the areas identified and approved in the CMP as compact urban nodes and rural employment/commercial industrial area, and the long term planning horizon underlying this plan, further regional planning is needed to refine these specific areas.

An analysis and refinement of all areas identified in the CMP as compact urban nodes and rural employment/commercial industrial areas will be undertaken within two years following approval of this Plan, and will address the following issues:

- a. Examine the location and extent of the areas identified, and propose any changes or refinements through a CMP amendment;
- b. Identify how these areas will be protected for the long term growth requirements of member municipalities;
- c. Determine the appropriate long term jurisdiction to manage growth in these areas, including provisions for future annexation; and
- d. During the review period, the extension of regional services should not be considered.

## **2. Regional Landscape Overarching Regional Landscape Policies**

- 2.1 **Ecological Infrastructure.** CRP and member municipalities acknowledge the effect that population growth and development pressures have on the environment and will align and coordinate local, regional and intermunicipal plans to protect the five key elements of the region's ecological infrastructure:
  - wetlands
  - riparian buffers
  - regional corridors
  - large patches of natural vegetation
  - ridges and escarpments
- 2.2 **Landscape Connectivity.** Member municipalities will work together to maintain and enhance landscape connectivity across the region to ensure the health and integrity of the ecological system.
- 2.3 **Regional Open Space Strategy.** CRP will pursue the creation of a Regional Open Space strategy which would include the provision of publicly accessible parkland.
- 2.4 **Sustain Agricultural Lands.** Member municipalities will minimize the fragmentation and conversion of agricultural lands to other land uses.
- 2.5 **Cumulative Effects.** CRP will work with the Province of Alberta to develop and implement a regional cumulative effects management (CEM) approach.

- 2.6 **Conservation Tools.** CRP will work with the province, member municipalities and the private sector to develop and implement a range of conservation tools to support the goals of the CMP and the Provincial Land Use Framework.
- 2.7 **Coordination.** CRP will support the coordination of environmental actions and conservation initiatives of regional interest with member municipalities, the Provincial and federal governments and first nations.
- 2.8 **Ecological Restoration.** Member municipalities will encourage the restoration of strategically important ecological infrastructure that has been impacted by past development.

#### Watershed Protection

- 2.9 **Riparian Lands.** Member municipalities will protect the ecological function of riparian lands within their jurisdiction and will recognize site-specific needs.
- 2.10 **Integrated Watershed Management (IWM).** CRP and member municipalities will actively work with the Province of Alberta, the Bow River Basin Council (BRBC), and other key stakeholders to support the development and implementation of an Integrated Watershed Management (IWM) approach to deal effectively with the relationships between land use, water quality management and water supply in the Calgary Region.
- 2.11 **Wetland Impacts.** Member municipalities will adopt a “no net loss of wetlands” approach by avoiding, minimizing and mitigating impacts to wetlands. Municipalities will determine actions within their jurisdiction and will recognise site-specific needs.
- 2.12 **Supporting Watershed Protection.** CRP will identify and pursue options and opportunities to support member municipalities in their efforts to actively protect critical watershed areas for the benefit of the region.

#### Biodiversity

- 2.13 **Ecosystem Diversity.** CRP and member municipalities will strive to work together to maintain the diversity of species and ecosystem types in the region.

#### Climate Change/Adaptability

- 2.14 **Climate Strategy.** CRP will investigate, develop and implement a regional greenhouse gas and climate change strategy.
- 2.15 **Emphasize Air Quality.** CRP and member municipalities will ensure that air quality receives a high priority in the development and approval of local and regional land use and transportation plans.

### 3. Regional Settlement Pattern Overarching Land Use Policies

- 3.1 **Intensification.** Member municipalities will strive to accommodate at least 25% of new population growth across the region through intensification of existing developed areas.
- 3.2 **Efficient Use of Land.** Member municipalities will ensure that new development occurs in ways that achieve efficient use of the land and infrastructure.
- 3.3 **Compact Urban Nodes and Corridors.** Member municipalities will protect the identified long-term lands for development of compact urban nodes and corridors, existing and new, across the region.
- 3.4 **Evaluating Location Proposals for New Compact Urban Nodes.** The CMP recognizes that new compact urban nodes may be proposed in the future in areas not presently identified in this plan. This will require a CMP amendment, as well as incorporating the same local planning and infrastructure criteria as all new urban development must follow under this plan.
- 3.5 **Potential Compact Urban Nodes.** Municipal districts have identified a number of specific locations which may, over time, intensify and evolve into compact urban nodes. The CMP acknowledges this possibility for these specific locations, including Cochrane Lakes, Langdon, Balzac, Conrich, Harmony, the Horseshoe Lands, Aldersyde, and a possible development node along Highway 8 west of Calgary.

The CMP recognizes the possibility that regional infrastructure might be made available to support their development, subject to satisfying Policy 4.4 and the following requirements:

- Settlements with a diversity of land uses will adopt policies that support intensification of areas existing at the date of CMP adoption in accordance with policy 3.1 and will demonstrate through the amendment or adoption of local plans that all new contiguous development in the proposed node will meet the requirements of compact urban nodes.
- All other potential compact urban nodes will be required to demonstrate local plan alignment with the CMP including all requirements related to compact urban nodes and land use designation put in place for existing areas to intensify.

3.6 **Scenic Corridors.** CRP and member municipalities should identify and encourage the protection of scenic corridors and major view sheds.

## **Policies for Development**

### ***Inside Compact Urban Nodes***

3.7a. **Development Form.** Member municipalities will ensure that all new development in compact urban nodes is compact, mixed-use, walkable and connected through a range of local and regional mobility systems.

3.7b. **Protecting Future Compact Urban Nodes.** “Interim protection policies” are established as part of CMP, subject to review through the process proposed outlined under Policy 1.9.

### **Interim Protection Policies**

Within the areas identified as compact urban nodes, planning and development approvals should only be granted for:

- Development that meets the requirements outlined in this plan;
- First parcels out, where allowed by a municipality;
- Uses allowed within approved municipal area structure plans or land use bylaw designations in place at the time of adoption of this Plan;
- Natural resource extraction;

- Transitional uses that do not prohibit or constrain the land from being developed to compact urban development in the future; or
- Other uses agreed to by the affected adjacent municipality(s).

3.8 **Transit Oriented Mixed-Use Activity Centres.** All new and existing compact urban nodes will develop and maintain one or more viable mixed-use activity centres, integrated with local and regional transit stations and services, to promote local employment opportunities and transit accessibility.

3.9 **Transit Oriented Mixed-Use Activity Centres (minimum densities).** Member municipalities will ensure appropriate land use intensities in all new and existing transit oriented mixed-use activity centres to support an enhanced network of local and regional transit services and make transit service available to the greatest number of people. A minimum intensity threshold of 100 people or jobs/gross developable hectare, within walking distance of regional transit services, should be achieved in new mixed-use activity centres.

3.10 **Minimum Density.** Unplanned lands in existing compact urban nodes and lands identified for new compact urban nodes will be designed to achieve a minimum density of eight to ten units per gross residential acre, and encourage higher densities where achievable.

3.11 **Housing Location.** New housing in compact urban nodes will be located in close proximity to local and regional transit service.

3.12 **Housing Choice.** Compact urban nodes will support a range of house types and choices.

3.13 **Contiguous Development.** Development within compact urban nodes should be built out in a contiguous and connected manner.

3.14 **Jobs and Employment.** New industries and jobs will be strategically integrated into compact urban nodes.

3.15 **Community Identity.** Member municipalities will identify and protect important historic and cultural resources that contribute to the unique character of existing communities.

## **Policies for Development *Outside* Compact Urban Nodes**

- 3.16 **Hamlets and Villages.** Growth of existing and new hamlets and villages which do not require regional water and wastewater services will continue in accord with the strategies of the individual member municipalities.
- 3.17 **Rural Residential Development.** Residential growth occurring outside the compact urban nodes and corridors should be located and designed to minimize the impact on the environmental processes and agricultural capability of the land.
- 3.18 **Intensification of Rural Residential Land Uses.** The CMP will support rural municipalities' intent to support and encourage intensification of existing rural residential areas through the development of local plans that define areas appropriate for intensification based on infrastructure planning, environmental stewardship and economic viability.
- 3.19 **New Policy – Placeholder.** For new policy to address planning for/responding to impacts of development on services and costs of adjacent municipalities. (This policy will be developed as part of the two year transition work outlined in policy 1.9)

## **Policies to Support a Prosperous Economy**

- 3.20 **Economic Development Strategy.** CRP and member municipalities will develop a Regional Economic Development Strategy to ensure a diversified and globally competitive region that continues to enjoy a high quality of life and is able to attract and retain a viable and adequate regional workforce.
- 3.21 **Distribution of Jobs.** Member municipalities will endeavor to achieve an improved distribution of jobs and economic activities throughout the region that are accessible by transit and located close to where people live.
- 3.22 **Protection of Employment Lands.** CRP and member municipalities should strategically identify and protect lands and corridors for future economic activities from encroachment by incompatible land uses.

- 3.23 **Industry Location.** Member municipalities should encourage industrial and commercial sectors to establish in areas across the region that have been identified as compatible and strategic locations for specific types of activity and investment.
- 3.24 **Transportation Networks.** CRP and member municipalities will endeavor to maintain and enhance the region's strategic transportation networks (roadways, railways, airports, transportation hubs) that link regional industries to markets, locally, regionally, nationally and globally.
- 3.25 **Resource Industry Activities.** CRP should work proactively with the province and the private sector to effectively manage resource development activities (e.g. forestry, oil and gas) that impact the region's economy, natural environment and settlement pattern.
- 3.26 **Criteria and Planning Requirements for Servicing Identified Rural Employment Areas.** Placeholder for new policy to establish outcomes/criteria and planning requirements related to identified rural employment areas (commercial and industrial) prior to extension of regional water, sewer and transit service to support their development and use.
- 3.27 **Evaluating Location Proposals for New Rural Employment Areas.** The CMP recognizes that new rural employment areas may be proposed in the future in locations not presently identified in this plan. This will require a CMP amendment, as well as incorporating the same local planning and infrastructure criteria as all new rural employment areas must follow under the CMP (policy 3.4 above).

## **4. Regional Infrastructure and Services**

### **Overarching Regional Infrastructure and Services Policies**

- 4.1 **Regional Infrastructure Systems.** CRP, in concert with member municipalities will identify, map and plan for three major regional infrastructure systems:
  - 1. Regional water, wastewater and storm water;
  - 2. Regional transportation and transit system; and

3. Regional waste management (organic and solid).
- 4.2 **Regional Servicing for Regional Land Use Strategies.** CRP and member municipalities will support the provision of regional water and wastewater infrastructure and services to existing and new compact urban nodes, corridors and rural employment areas (commercial and industrial areas), as specifically identified in the CRP, and where aligned with the policies of the Plan.
- 4.3 **Integrated Planning of Land Uses and Infrastructure.** CRP and member municipalities will integrate the planning, funding and staging priorities of regional infrastructure systems with the implementation of identified compact urban nodes, corridors and rural employment areas (commercial and industrial areas), as specifically identified in the CMP.
- 4.4 **Staging of Infrastructure System Investments.** CRP and member municipalities will support the effective staging of the region's compact urban nodes, corridors and rural employment areas (commercial and industrial areas), as specifically identified in the regional plan, with related infrastructure systems in the short (0 to 15 year), medium (15 to 30 year) and long-term (30 to 75 year) timeframes of the CMP.
- 4.5 **Local Plans.** Member municipalities will ensure that all existing and new compact urban nodes, corridors and rural employment areas (commercial and industrial areas), as specifically identified in the CMP and requiring regional infrastructure, will develop a plan that addresses all areas of municipal servicing and land use (including water, wastewater and transit), demonstrating alignment with the CMP and compatibility with neighboring municipalities. For compact urban nodes, requirements include local plan alignment with this plan, and land use designations put in place for existing areas to intensify in conjunction with the extension of regional utility and transportation infrastructure.
- 4.6 **Infrastructure System Cost.** CRP and member municipalities will ensure fairness, accountability and efficiency in how regional infrastructure and services are provided and funded, including recognition of investments to date.
- 4.7 **Infrastructure System Design.** CRP and member municipalities will endeavor to design, construct and operate regional systems using the best current environmental and sustainable practices.
- 4.8 **Servicing to Address Existing Environmental Problems.** Provision of regional sanitary sewer infrastructure may be provided to address existing environmental problems, such as contaminated water and soils, created by existing development identified in this plan. This policy is not intended to facilitate regional water and sewer servicing to additional infill or similar new low density development in close proximity to these areas.

#### **Policies – Regional Water, Wastewater and Storm Water Systems**

- 4.9 **Situationally Appropriate Regional Water/Wastewater Solutions.** Regional water/wastewater solutions will be specifically described within the CRP's "Water, Wastewater and Stormwater System" reports, and may incorporate a mix of Calgary centred, sub-regional and local servicing approaches for land uses specifically identified in the CMP as being eligible for access to regional infrastructure.
- 4.10 **Water Conservation.** Member municipalities will commit to achieving provincial water management goals and targets as a region.
- 4.11 **Planning for Storm Water Management.** CRP and member municipalities will identify locations where stormwater management may impact regional infrastructure systems, develop appropriate policies and approaches to address potential areas of impact and address cumulative effects management considerations.

## **Policies – Regional Transportation System**

- 4.12 **Regional Transportation and Utility Corridors.** CRP and member municipalities will identify and protect future regional transportation and utility corridors (transit corridors, regional roadways, water and wastewater servicing, and energy transmission)
- 4.13 **Rights-of-way Requirements.** CRP and member municipalities will identify and protect future rights-of-way requirements for regionally connected transit, pedestrian, bicycle and roadway facilities and utility corridors.
- 4.14 **Air Quality.** CRP and member municipalities will develop a regional transportation and transit system that contributes to the improvement of regional air quality, over time.
- 4.15 **Regional Transit.** CRP and member municipalities will work together to provide increased regional transit service and facilities that stimulate travel by means other than single occupant vehicle (SOV), encourage the development of transit oriented urban nodes and provide enhanced mobility options.
- 4.16 **Proactive Transit Planning.** CRP and member municipalities should support the proactive advancement of regional transit investments in order to stimulate desired land use patterns and transit oriented nodal development forms.

- 4.17 **Connecting to Regional Transit.** Member municipalities will provide local transit service, cycling and walking facilities and systems to connect with regional transit systems within growth corridors.
- 4.18 **Transportation Demand Management.** Member municipalities should encourage transportation demand management strategies and active transportation programs in order to change travel behavior and provide incentives to use transit.
- 4.19 **Transit System Funding.** CRP and member municipalities will endeavor to create ongoing and innovative approaches for funding the capital and operating costs of existing and expanded transit systems (these approaches may draw on new and/or expanded provincial and federal funding commitments, innovative public private partnerships, user pay and local tax based incentives etc...).

## **Policies – Regional Waste Management System**

- 4.20 **Integrated Waste Management.** CRP and member municipalities will develop an integrated and coordinated system for waste management across the region to encourage efficiencies, economies of scale and innovation.
- 4.21 **Recycling.** Member municipalities should recognize waste as a resource and encourage local reuse and recycling through programs, education and incentives.

Please see next page for the Planning Concept Map.



# Governance and Implementation



## 1. Background

### 1.1 The basic design principles that will govern the Calgary Metropolitan Plan (CMP).

At the June 20, 2008 Calgary Regional Partnership (CRP) General Assembly meeting, a governance and implementation document was tabled. That document presented four basic design principles that would serve as “building blocks” for the design of the plan’s governing structure. Those principles were identified as:

1. Mandatory membership for CRP members and alignment with the CMP;
2. Governance structure should be expansive in scope;
3. Governance structure should be addressed in a comprehensive manner; and
4. A super majority decision making process should be implemented for a limited number of decisions that cannot be agreed to by consensus but affect the region as a whole.

### 1.2 The fundamental components that should be included in the CMP Governance and Implementation Plan.

Again, at the June 20, 2008 CRP General Assembly meeting, a unanimous decision was made directing the CMP Elected Committee to coordinate efforts with various CRP projects and committees in order to bring forward a governance and implementation plan, which addresses the following fundamental components:

1. Ensure that the CMP will align with various provincial government initiatives;
2. Development of general governance principles;
3. Development of a compliance and enforcement policy;
4. Design of a super majority decision making process;
5. Development of a dispute resolution mechanism;

6. Definition of CRP's role and the governance and implementation of regional water and wastewater, transit and other servicing issues; and
7. Development of a financing and institutionalization plan for the CRP.

The General Assembly further directed that this plan be presented to the November 26, 2008 General Assembly for consideration and adoption. At that meeting, the General Assembly accepted a report from Executive Committee that the plan be presented to the June 2009 General Assembly.

### 1.3 Aligning the CMP with provincial initiatives.

The CRP is leading the way in the southern region of Alberta with respect to addressing municipal (urban and rural) growth issues, including their impact on community and the environment. This work is being done as part of the CMP and is expected to address and resolve the regional urban, rural and "rurban" growth issues, and concerns over its collective ecological footprint on the landscape.

The CMP is based on a regional vision, values and principles that have been aligned with the three main outcomes of the Provincial Land Use Framework (PLUF):

1. Sustainable prosperity supported by our land and natural resources;
2. Healthy ecosystems and environment; and
3. "Liveable" communities and recreational opportunities.

Another outcome of the PLUF is the creation of seven regional planning areas that will cover the province. The CRP will be a part of the South Saskatchewan Regional Plan (SSRP) which stretches from the northern boundaries of the MD of Rocky View and Wheatland County in the north, MD of Bighorn in the west, the United States border in the south and the Saskatchewan border to the east. However, the CMP will be completed before the SSRP and this places the CRP in an excellent position to influence the outcome of the provincial plan. The PLUF will require that the SSRP Regional Advisory Council will fully integrate the CRP's plan, and recognize it as the "Calgary Metropolitan Plan".

As a result, the CRP will make every effort to align its plan with SSRP through early cooperation and future plan refinements. It is equally important for the Regional Advisory Council to look closely at the CMP to consider what elements of the plan's vision, strategies and policy directions it should adopt as part of the larger plan.

In addition to the PLUF and its public policy directions for regional planning, Alberta Municipal Affairs will also be an important stakeholder in the governance of the CMP. The CRP believes there is an important role for Municipal Affairs to play in the effective implementation, governance and legislation of the CMP and potentially the CRP.

## 2. Key Elements of the Calgary Metropolitan Plan

The purpose of this section is to briefly summarize the key elements of the CMP including the preliminary policy directions, the decision making model, the development dispute resolution and appeal process, and the development of a compliance and enforcement policy.

### 2.1 Preliminary Policy Directions.

CRP Member Policy and Implementation Workshops were held May 30 and June 6, 2008. In order to consider what policies should be included in the CMP, and how strongly worded each policy should be expressed and implemented in the new regional plan – the basic governance spectrum was translated it into the scale of "May, Should, and Must".

The spectrum in Figure 1 (below) helped to provide a filter of ideas and policy directions that members felt very strongly about and would like to see as requirements for all municipalities. A "no policy" option was included for those who felt that the regional plan should not have any such policy whatsoever.

Figure 1 – The Policy Spectrum

Key CMP Policy Directions			
	Voluntary Opt-in/ Opt-out	Voluntary Binding	Legislated Binding
None	May	<b>Should</b>	<b>Must</b>

Five key policies emerged as being foundational to the regional plan. These will need to be framed in the “must” language and will require all municipalities to align with and operate within:

- all local plans be aligned with the regional plan;
- all municipalities operate within the decision-making (governance) process that CRP develops;
- compact urban nodes be identified and intensively developed;
- that these compact urban nodes be serviced with regional water and wastewater; and
- there be protection of transportation, transit and utility corridors.

The policy workshops provided an indication of the policy directions that need to be further explored and clarified with CRP members, the province and other stakeholders. The clear message resulting from the planning sessions is that most of the proposed CMP policies show up in the voluntary binding (should) and/or legislated binding (must) areas of the spectrum, enjoying strong support for their inclusion in the plan.

The Government of Alberta is supportive of the CRP’s direction to continue along a pathway of self determination. The province has indicated that it will support the CRP in developing enabling policy legislation if and where it is requested. Currently, at this stage in the planning process, there is general support among members for a largely voluntary binding plan with a few key pieces of supportive legislation.

### 3. Decision Making Process

CRP members are aware that the implementation of the CMP will require some regional *decision-making capacity*, or more precisely, regional *governance*. Essentially, this refers to the ability of municipal governments, in collaboration, to make decisions with respect to implementation of the plan. Generally, those decisions can and will be made through consensus. But occasionally, consensus will not be reached and thus, an alternative decision making process will need to be considered. In other words, effective governance means having the capacity to make binding decisions when a consensus cannot be reached.

As a result, in the absence of a consensus, any CMP decision that affects the region as a whole will be decided through the use of a decision making process that democratically represents the population of the region and the membership that comprises the region.

#### 3.1 Super Majority of the Membership

As stated above, this satisfies both the population and membership criteria for the design of the decision making process. But rather than having a simple majority of members support a particular decision, this option requires that a binding decision contain the support of two thirds of the membership. Thus, for any binding decision the following will need to occur:

1. A vote that contains a majority of the region’s population; and
2. A vote that contains at least two thirds (12 of 17) of the CRP membership (full/ sustaining municipal members only; not project partners and first nations)<sup>2</sup>.

Given that the City of Calgary represents over 85% of the CRP’s population, any positive decision would require Calgary’s consent. However, the two-thirds super majority requirement, or 12 of the current 17 members of the CRP, strikes a reasonable balance between respect for local autonomy and the ability to act in the broader regional interest. This decision making model provides a check in that Calgary would need the support of 11 other communities to carry a vote forward. Therefore, Calgary cannot impose its will on the region, but neither can regional decisions be made without Calgary’s support. This is an important policy trade off considering the influence that Calgary carries within the region.

At its meeting on November 28, 2008, the executive committee agreed to the super majority decision making model as outlined here to guide the implementation of the regional land use plan.

2. The Tsuu T’ina First Nation enjoys “project” membership status with interest in CRP’s Regional GIS project. The three nations of the Stoney First Nation may be informally involved in some economic development processes and projects. First Nations will not accept mandatory participation in the CRP, and the provincial government will not insist on this. First Nations will not consent to be bound by any decisions or rules that might be adopted by the CRP. Therefore as the CRP moves forward, it may be necessary to develop a parallel but distinct partnership or consultation process with First Nations. CRP has stated the following in its Terms of Agreement for Working Together (2007) regarding First Nations: “Tsuu T’ina is currently a member of the CRP. CRP is currently discussing cooperative initiatives with the three First Nations of Stoney-Nakoda. The CRP acknowledges that First Nations and First Nations’ reserve lands and their planning and development are exclusively the jurisdiction of the Government of Canada and the First Nation. Where appropriate, CRP and its members wish to cooperate with member and non-member First Nations on regional land use and growth management issues.”

**3.2 Application of the Super Majority Decision Making Model**

While consensus will always be the goal, if regional decisions related to the CMP cannot be agreed upon by consensus, then the super majority decision applies.

The requirement for unanimous consent remains for a limited set of decisions that are considered so fundamental that all members of the CRP must agree.

Figure 2 provides examples of the types of decisions requiring a super majority and those requiring unanimous consent:

**4. Implementation of the CMP**

Operational details for the implementation of the CMP will be worked on following ratification of the plan. The implementation strategy for the CMP will be developed in concert with the full development of the plan.

The fundamental principle of local autonomy remains. The CMP would not be able to force a municipality to change its land use to accept a specific land use that it did not accept, such as:

- the CMP would not be able to force a municipality to change its zoning bylaw to house a land fill site contrary to its will; and
- the CMP could not force a municipality against its will or zoning bylaw to require, for example, certain riparian setbacks, septic system standards or wildlife corridors.

However, in this matter of environmental protection, the South Saskatchewan Regional Plan or the Province through its legislation could require such new environmental standards.

The CMP does apply to matters that have a regional impact. For example, the CMP would be able to require that a water or transit line be placed through a municipal jurisdiction that may not be in favour of (or not in favour of some aspect of such a regional service). This would maintain the integrity of critical regional water, wastewater or transit services and be subject to a regional decision.

**4.1 Amendments to the CMP**

The province has indicated that there will be no change to their regional plans for the first eight to ten years following their adoption. Much like the regional plans being implemented through the auspices of the PLUF, the CMP is a long term strategy. General updates and amendments will be scheduled in year three and year five. Amendments to the CMP will be agreed upon by the super majority decision making model.

The amendment process for the CMP must align with the provincial process; thus the CMP's process can only be fully developed once it is known how the province intends to deal with amendments to its regional plans and the CMP.

**Figure 2 – Decision Making of the CRP**

Super majority	Unanimous consent
<ul style="list-style-type: none"> <li><input type="checkbox"/> Implementation of the CMP including amendments.</li> <li><input type="checkbox"/> Alignment of Municipal Development Plans (MDPs) and Inter-Municipal Development Plans (IDPs) with the CMP.</li> <li><input type="checkbox"/> Determination of compact urban nodes, transportation and utility corridors.</li> <li><input type="checkbox"/> Governance of regional systems (water/waste water/storm water; transit; waste; economic development; GIS).</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Changes to the CRP's decision rules.</li> <li><input type="checkbox"/> Changes to the legal or statutory authority of the CRP.</li> <li><input type="checkbox"/> Expansion of the CRP's membership.<sup>3</sup></li> </ul>

<sup>3</sup> CRP will be developing criteria for membership that will include the ability of communities to "hit the ground running" and contribute to the Partnership. Potential members will be required to meet this criteria before consideration by the General Assembly.

#### 4.1.1 Amendments During the Transition

In the short term it is recognized that there may be requests for specific amendments as municipalities undertake to align their local plans. In the first three years, it is recommended that an annual process be established whereby municipalities can bring forth operational issues to be considered as amendments. Major changes to the strategic direction of the plan will not be considered. Guidelines must be developed as to the type of information and justification municipalities must provide for their issues to be considered. Amendments to the CMP during the transition period will also be agreed upon by the super majority decision making model.

#### 4.2 Monitoring and Reporting on the CMP

Generally, CRP member municipalities would self report, internally, on their progress in implementing CMP policies into their local plans. Performance targets and indicators for the CMP will have to be developed. Members may be required to report on movements toward regional targets in which they would potentially outline strategies and actions they will take to move toward the desired direction in the future. However, the fact that it will take time and effort for municipalities to bring actions and decisions on the ground in to full alignment, the reporting mechanism would allow municipalities to self report on non-alignment or areas of challenge in achieving policy alignment and movement towards regional targets.

While much of the of the above focuses on internal reporting, It is also expected that the CRP would report externally to the public and other orders of government, including municipal councils and the provincial government. For example, external reports may consist of a compilation and analysis of local reports and synthesize the findings across the region. The CRP would be responsible for monitoring, analyzing and reporting on issues that are “regional” in scale such as major capital investments and environmental management.

#### 4.3 Dispute Resolution and Appeal Mechanisms

Disputes about the CMP will be inevitable. The issue is not how such disputes can be prevented, but rather how can they be resolved. The province may provide some direction on addressing disputes in its upcoming legislation. In this case, the CRP’s mechanism will have to align. In the interim, it is recommended that the following model be adopted for the CMP:

Decisions should be considered final.

Notwithstanding the above, the following matters may be the subject of a request for dispute resolution by a member municipality:

- an allegation of a breach of process or improper administration;
- a complaint about unfairness or breach of natural justice; or
- a complaint about discriminatory treatment of a member municipality by the Board.

In the event of a request for dispute resolution, the CRP Chair is instructed to proceed as follows:

1. by discussion among the members or Executive Committee representatives as the case may be, with a view to finding a mutually agreeable settlement of the subject matter of the request (within 30 days of the request for dispute resolution);
2. if the matter is not resolved by discussion, by reference to mediation, either privately or through the services of the Dispute Resolution service of Alberta Municipal Affairs and Housing or otherwise (within 60 days of the original request for dispute resolution); and
3. if the matter is not resolved by mediation, by binding fast track arbitration through a mutually acceptable arbitrator or some mechanism that might be seen as “equally ugly” for all parties in order that any appeal process will “never be used” (within 90 days of the original request for dispute resolution).

An appeal of the outcome regarding any of the dispute resolution processes mentioned above should be permitted only as specifically provided for in legislation or through common law. Please see the dispute resolution process/template.

#### 4.4 Compliance and Enforcement of the CMP

The creation and adoption of the CMP contemplates the issues of compliance and enforcement. More specifically, the CRP will need to determine what happens if and when municipal land use decisions become inconsistent with the stated policy direction of the CMP. Indeed, such inconsistencies may be inevitable with a comprehensive plan such as the CMP.<sup>4</sup>

In terms of the province's role, the PLUF will have an enforcement mechanism built in to the SSRP. However, this direction raises some important questions that will need to be addressed at a future date:

1. Will provincial enforcement of the CMP be sufficient or desirable?
2. When does the CRP's reporting role end and the province's enforcement role begin?
3. How will this impact the autonomy of CRP?

It is expected that the CMP will be approved by cabinet. It is not yet known what provincial enforcement will be applied to either the SSRP or the CMP.<sup>5</sup>

In the event that a CRP member is found to be noncompliant in a policy area of the mandatory or statutory nature, the CRP may request that the municipality voluntarily report to the regional board on the nature and rationale for the noncompliance and the municipality's plans for mitigating further actions in this direction. If the response is unsatisfactory to the region, the CRP may request an independent audit of the municipality from an arms-length authority.

### 5. Ratification of the CMP

#### 5.1 Procedures for the General Assembly

The ratification of the CMP on June 19, 2009 must follow the existing decision rules of the CRP, as prescribed by the June 2006 *Terms of Agreement for Working Together*. Although it is recommended that the new decision making model for implementation be embedded in the CMP and CRP's broader governance structure, the super majority decision making cannot be used for the ratification of the CMP.

<sup>4</sup> The Capital Region Board has contemplated this matter and recommends that enforcement of its land use plan lay with the province.

<sup>5</sup> The Alberta Land Stewardship Act is the legislation to enable the Provincial Land Use Framework. This legislation, which is expected to be introduced shortly, will provide the details as to the provincial enforcement that will be provided to the regional and metropolitan plans.

The procedures for ratification are relatively straight-forward. The first step is to determine if a consensus can be reached, and in this case a consensus would entail unanimous consent. If a consensus cannot be reached, then the Chair of the CRP can call for a weighted vote in which Calgary would have 12 votes, communities with populations between 15,000 and 100,000 would have six votes each (i.e. City of Airdrie, Town of Okotoks, MD of Rocky View and MD of Foothills) and communities with a population under 15,000 would have three votes each (i.e., all other 12 members).

A majority vote under this formula would mean that the CMP as adopted would apply to all members of the CRP. However, a key element of the CMP is that members are bound to align their local and inter-municipal plans with the plan, provided it deals with truly *regional* matters. It should not be possible, therefore, for communities to *cherry pick*, to opt into or out of individual components of the CMP.

Given that caveat, if a member refuses to accept the application of the CMP, that member must make known its refusal within 90 days of the CMP's ratification by the General Assembly. This notification will result in that member's withdrawal from the CRP. Consequently, belonging to the CRP means adherence to the CMP.

### 6. Future Governance Issues

#### 6.1 The role of the CRP

As an entity, the Partnership has evolved since its early days of relationship-building among regional municipal politicians and administrators. The CRP has since been described as a "project manager," an "incubator" and an "informal and valuable forum for building relationships, sharing information, and addressing regional challenges".

A new role for the CRP has emerged out of the province's focus on regional planning and the development of the CMP. The Partnership has proposed to solidify this role – at least in formative or early transition stages – through its recent request for core funding from the province for critically needed year 2009-2010 funding. This proposal, presented as an interim step for the Partnership towards a more solid long term governance plan in 2010-2011, was approved by the CRP Executive Committee at its October 24, 2008 meeting. The CRP needs

to guide the implementation of the CMP, as well as the development and implementation of the CMP's related initiatives – i.e. regional water and wastewater servicing, regional transit services, regional waste management, regional economic development and regional Geographic Information Systems (GIS).

To that end, discussions to date have contemplated whether the CMP governance principles will be adopted for use by the broader CRP. It is understood that the super majority decision making model would be applied to not only initiatives that arise from the CRP's work on the CMP, but also all other CRP matters discussed above with the exception of matters requiring unanimous consent as discussed in Section 3.2.

It is assumed that the province through the Provincial Land Use Framework will ultimately support the CMP through legislation. The province has also offered that the CRP may wish to seek legislative authority to enable and support CRP's expanded role. This would involve requesting the province to formalize, through legislation, the structure of the CRP, its expanded mandate, voting structure and appeal mechanisms. It would be appropriate for discussions on legislative authority to follow ratification of the CMP and a decision made by the end of this calendar year (2009).

## **6.2 Financing of the CRP and the CMP**

The implementation of the CMP, and the broader discussion of regional governance for the CRP, raises concerns about the financial relationship between the CRP and its constituent partners, and the relationship between the CRP and the provincial government. Thus, the CRP is facing two important financial challenges: core financial support, and, cost sharing of regional services.

### **6.2.1 Core Financial Support**

As the mandate of the CRP is expected to extend to the implementation of the CMP and its related initiatives, it is expected that the CRP will play an important role on behalf of the province to ensure that municipal collaboration occurs in the Calgary region. It would therefore be appropriate that the Province consider core or contract-like funding for CRP services. Funding arrangements of this nature will provide greater financial stability for the CRP.

### **6.2.2 Cost and Revenue Sharing of Regional Services**

The development and implementation of the CMP's related regional servicing components will require that regional cost and revenue sharing mechanisms be considered as part of the planning and implementation process.

## **6.3 Regional Servicing Issues**

The CMP speaks to five major regional infrastructure systems: water, wastewater and storm water servicing; transportation and transit system, economic development, waste management and GIS. Following ratification of the CMP, the governance details of these regional servicing issues (timelines for development, ownership, cost-sharing, financing and operations) will need to be considered by the CRP. It is during those discussions that CRP will determine the governance structure of these regional services, depending on whether they are facilitated and enabled by the CRP or form part of the CRP's operations.

### **6.3.1 Regional Water and Wastewater**

The CMP will identify the conditions for regional water and wastewater servicing, that being local compliance with the CMP before servicing is considered, as well as some overarching principles to guide the development of these servicing systems. Please see CRP Regional Servicing Study for further principles for governance and implementation of regional servicing. The governance details of the development and implementation of this servicing (timelines, ownership, cost-sharing, financing, operations and governance models) will need to be considered by the CRP.

### **6.3.2 Regional Transit**

The CMP speaks to plans for a regional transportation and transit system. A full regional transit program (potential bus, light rail transit and commuter rail) is not yet resourced and ready to be appropriately staged and implemented. The governance details of a regional transit servicing will also need to be considered by the CRP in the same fashion as referenced above.

### **6.3.3 Regional Waste Management**

The final major regional infrastructure system included in the CMP is regional waste management (organic and solid). As the planning for this system unfolds, it will require the CRP to consider the governance details similar to that with the regional water and wastewater systems and regional transit services.

### **6.3.4 Regional Economic Development**

A fundamental challenge of the CMP is the idea of fostering jobs where people live in complete compact communities with the associated efficient transportation and servicing infrastructure. The concomitant regional economic development strategy will help address this challenge – how can new jobs be encouraged in conjunction with population growth?

### **6.3.5 Regional Geographic Information Systems (GIS)**

The CRP has created a decentralized and member-owned web-based GIS model that will allow member and regional mapping data to be accessed and evaluated with respect to CMP measures and targets.

# Regional Servicing



## **Regional Water and Wastewater Servicing Governance Policy**

This discussion paper outlines a set of proposed principles and objectives that the Regional Servicing Technical Committee has developed to begin discussions regarding the governance and technical implementation of a Regional Water and Wastewater Servicing System. The principles discussed below are specific to water and wastewater servicing, and are intended to implement and otherwise complement the overall policies of the Calgary Metropolitan Plan (CMP) (Calgary Regional Plan or Calgary Metropolitan Plan as it will be referred to under the Provincial Land Use Framework). It is intended that these principles will form an appendix to the CMP Policy Document. These policies are intended to apply only to the strategic regional infrastructure (including raw water reservoirs, river intakes, water and wastewater treatment plants and water and wastewater trunk mains along with associated pumping stations) that will be required to service the compact urban nodes identified in the CMP.

## **Background – Existing Policies**

The following is taken from the CMP as it relates to regional water and wastewater servicing

### **Overarching Land Use Policies**

- 3.5 **Potential Compact Urban Nodes.** Municipal Districts have identified a number of specific locations which may, over time, evolve into compact urban nodes. The CMP acknowledges this possibility for these specific locations, including Cochrane Lakes, Langdon, Harmony, the Horseshoe Lands, Aldersyde, and a possible development node along Highway 8, west of Calgary. The CMP recognizes the possibility that regional infrastructure might be made available to support their development, subject to satisfying Policy 4.4 and all related policies for compact urban nodes, where they demonstrate their intention and ability to intensify, over time, into compact urban nodes.

**3.18 Economic Development Strategy.** CRP and member municipalities will develop a Regional Economic Development Strategy to ensure a diversified and globally competitive region that continues to enjoy a high quality of life and is able to attract and retain a viable and adequate regional workforce.

### **Overarching Regional Infrastructure and Services Policies**

**4.1 Regional Infrastructure Systems.** CRP, in concert with member municipalities will identify, map and plan for three major regional infrastructure systems:

- Regional water, wastewater and storm water;
- Regional transportation and transit system; and
- Regional waste management (organic and solid)

**4.2 Regional Servicing for Regional Land Use Strategies.** CRP and member municipalities will support the provision of regional water and wastewater infrastructure and services to existing and new compact urban nodes, corridors and rural employment areas (commercial and industrial areas), as specifically identified in the CMP, and where aligned with the policies of the Plan.

**4.3 Integrated Planning of Land Uses and Infrastructure.** CRP and member municipalities will integrate the planning, funding and staging priorities of regional infrastructure systems with the implementation of identified compact urban nodes, corridors and rural employment areas (commercial and industrial areas), Page 13 as specifically identified in the CMP.

**4.4 Staging of Infrastructure System Investments.** CRP and member municipalities will support the effective staging of the region's compact urban nodes, corridors and rural employment areas (commercial and industrial areas), as specifically identified in the Regional Plan, with related infrastructure systems in the short (0 to 15 year), medium (15 to 30 year) and long-term (30 to 75 year) timeframes of the CMP.

**4.5 Local Plans.** Member municipalities will ensure that all existing and new compact urban nodes, corridors and

rural employment areas (commercial and industrial areas), as specifically identified in the CMP and requiring regional infrastructure, will develop a plan that addresses all areas of municipal servicing and land use (including water, wastewater and transit), demonstrating alignment with the CMP and compatibility with neighboring municipalities. For compact urban nodes, requirements include local plan alignment with this plan, and land use designations put in place for existing areas to intensify in conjunction with the extension of regional utility and transportation infrastructure.

**4.6 Infrastructure System Cost.** CRP and member municipalities will ensure fairness, accountability and efficiency in how regional infrastructure and services are provided and funded, including recognition of investments to date.

**4.7 Infrastructure System Design.** CRP and member municipalities will endeavor to design, construct and operate regional systems using the best current environmental and sustainable practices.

**4.8 Servicing to Address Existing Environmental Problems.** Provision of regional sanitary sewer infrastructure may be provided to address existing environmental problems, such as contaminated water and soils, created by existing development identified in this plan. This policy is not intended to facilitate regional water and sewer servicing to additional infill or similar new low density development in close proximity to these areas.

### **Policies – Regional Water, Wastewater and Storm Water Systems**

**4.9 Situationally-appropriate Regional Water/Wastewater Solutions.** Regional water/wastewater solutions will be specifically described within the CMP's "Water, Wastewater and Stormwater System" reports, and may incorporate a mix of Calgary-centered, sub-regional and local servicing approaches for land uses specifically identified in the CMP as being eligible for access to regional infrastructure.

**4.10 Water Conservation.** Member municipalities will commit to achieving provincial water management goals and targets as a region.

**4.11 Planning for Storm Water Management.** CRP and member municipalities will identify locations where stormwater management may impact regional infrastructure systems, develop appropriate policies and approaches to address potential areas of impact and address cumulative effects management considerations.

extended to proposed developments or whether proposed developments are eligible to receive regional servicing, based on the principles and policies of the CMP. Further, these tools should assist member municipalities in the prioritization and phasing of potential development projects.

**Need for Additional Servicing Governance Policies**

The CMP will require the following to be successfully implemented:

- A cost effective way of distributing water resources to all areas of the region that are identified for future compact urban development. This includes existing and new compact urban nodes, corridors and rural employment areas (commercial and industrial areas), as specifically identified in the CMP. The CMP was developed according to regional sustainability principles, however, in some cases this resulted in the CMP focusing future development in areas that may not currently have adequate water supply infrastructure and/or adequate water license capacity to service this growth.
- A framework for the cost-sharing, ownership, expansion, operation and maintenance of the regional servicing infrastructure.
- Consistent, fair, and transparent tools to help CRP member municipalities determine whether regional servicing should be

**Tasks and Timeline**

The development and implementation of a regional water and wastewater servicing system cannot be completed overnight. A significant amount of planning is required to develop and assess governance structures, cost-allocation options, infrastructure ownership options, and a water resource management framework for sharing water licenses across the CMP area. Before regional infrastructure systems can be designed, constructed and operated, a governance structure needs to be in place.

The suggested approach to develop a servicing governance structure is outlined in Table 1. Each task is described below.

**Task 1: Develop Principles and Objectives**

This task includes the development of the general principles and objectives governing the regional water and wastewater servicing system. At this stage of development, these principles are intended to cover the major issues associated with servicing, without considering the detail of how these principles

**Table 1: Tasks and Timeline for Development of Servicing Governance**

Task	March 2009	April 2009	May 2009	June 2009	July 2009	August 2009	September 2009	October 2009	November 2009	December 2009	January 2010	February 2010	March 2010	April 2010	May 2010	June 2010	July 2010	August 2010	September 2010	October 2010	
1. Develop principles and objectives				◇																	
2. Develop and assess governance options																					
3. Formalize governance policies																					
4. Develop and assess cost allocation options																					
5. Develop and assess technical options																					
6. Formalize cost allocation and technical policies																					
7. Implement governance structure and policies																					

Note: The first milestone of June 2009 represents the CRP General Assembly's ratification of principles to begin the process of developing servicing governance. All dates thereafter are approximate only and are subject to internal member policy/decision-making processes.

may be put into practice. A set of proposed principles for discussion are included at the end of this memo. It is anticipated that a set of key principles and objectives can be formulated by June 2009, in time for the CRP General Assembly.

### **Task 2: Develop and Assess Governance Options**

A variety of utility governance structures have been successfully implemented in Alberta and North America. This task will include a review of the most applicable models, presentations to the elected members regarding their advantages and disadvantages, and the selection of the most applicable governance model for the regional water and wastewater servicing system. The governing entity will be responsible for developing and implementing the detailed policies and procedures relating to eligibility for regional servicing, cost allocation for new infrastructure projects, cost allocation for the operation and maintenance of water and wastewater conveyance and treatment infrastructure, grant applications, regional watershed management programs, system planning, and regional water license sharing. It is anticipated that a governance model could be selected by the November 2009 GM.

### **Task 3: Formalize Governance Selected Option**

After approval of a governance model, this task will formalize the governance entity. This will include completing legal requirements, drafting governing bylaws, determining regional representation on the governing board, etc. It is anticipated that the governance structure could be formalized by June 2010.

### **Task 4: Develop and Assess Cost Allocation Options**

This task will focus on the development of cost-allocation principles for the design, construction, operation, and maintenance of regional infrastructure, as well as the cost-allocation formulas for regional water supply and treatment, and regional watershed management. It is anticipated that this analysis will be complete and a general cost allocation approach could be selected by the November 2009 GM.

### **Task 5: Develop and Assess Technical Options**

This task will focus on the development of the technical approaches for regional infrastructure planning and phasing, regional water license sharing, and regional system operation. It is anticipated that this analysis will be complete and a technical option could be selected by the November 2009 GM.

### **Task 6: Formalize Cost Allocation and Technical Policies**

This task will formalize and legalize the cost allocation and technical implementation issues developed above. Detailed cost formulas will be developed, along with decision making tools. A detailed framework for water license sharing will be developed. It is anticipated that detailed policies could be formulated by June 2010.

### **Task 7: Implement Governance Structure and Policies**

After formalization of the governance structure and technical policies, implementation of the governance entity and associated policies will be phased in. It is anticipated that this transition could occur as early as October 2010, prior to municipal elections.

Currently, the Regional Servicing Subcommittees (staff and elected) are charged with Tasks 1 and 2, namely developing key governance principles and developing and assessing governance options. Task 1 is scheduled to be completed by June 2009 for the General Assembly, while Task 2 is scheduled to be completed by December 2009.

Moving forward after June 2009, it is recommended that:

1. regional servicing governance issues will be handled by the Regional Servicing Subcommittees until a more formal governance structure is established; and
2. the Regional Servicing Subcommittees will continue to develop the regional servicing governance structure as outlined in Tasks 2 through 7 above.

### **Key Principles**

The paragraphs below describe key servicing principles put forward by the Technical Committee for consideration. It is noted that some of the content of these principles is already included in the overarching CMP policies referred to above. However, the principles stated below are intended to specifically apply to the operations of the Regional Servicing Governance Entity described below.

## **1. Regional Servicing System Governance**

The regional water and wastewater servicing system will be managed by a Regional Governance Entity (the Entity). The focus of the Entity will be on managing the regional utility. The Entity would ensure alignment with the CMP, deal with CRP servicing guidelines and goals, and other regional water management issues. The Entity will also coordinate access to regional resources in aid of members.

## **2. Sharing of Water Licenses**

Water license capacity will be shared to support the implementation of the CMP, including the use of long-term water supply agreements between existing license holders and communities without licenses.

## **3. Environmental Stewardship**

As a responsible water and wastewater service provider, the CRP recognizes the value of ecological infrastructure to the region. The Entity will be responsible for protection of the watershed, preservation of the quality and quantity of source water, and alignment with the objectives of applicable watershed management plans and the Water for Life Strategy. The Entity will develop and implement a region-wide drinking water safety plan. The Entity will also coordinate funding from CRP members and the provincial government, as necessary, to implement environmental stewardship programs.

## **4. System Integration**

The principle components of the regional trunk infrastructure will be planned, designed, constructed, operated and maintained as an integrated system across the region. This includes sub-regional trunk infrastructure systems that service specific areas of the region, whether or not an infrastructure connection is present. Ownership and operation of local infrastructure will be the responsibility of member municipalities.

## **5. Funding and Cost Allocation**

Capital funding of regional utility infrastructure will be coordinated by the Entity. Regional water suppliers will be compensated for the water supplied according to reimbursement formulas that will be developed and approved by the Entity. Commonly accepted costing procedures, such as those covered by the Public Sector Accounting Board (PSAB) will be considered in the development of the cost allocation formulas.

## **6. Water Conservation**

The Entity will be responsible for developing and implementing a regional water conservation program. All recipients of regional servicing will be expected to enact the provisions of this program.

## **7. Consistent Level of Service**

All customers supplied from the regional system can expect, as a minimum, the same level of service with regard to water availability. This means that water licenses would be shared equally across all areas of the regional system during times of water shortage, to the extent possible. For level of service issues related to infrastructure capacity and performance, the Entity will provide levels of service as agreed to and funded by the member municipalities.

## **8. Standard Method for Rate Calculations**

Individual municipalities should be encouraged to adopt a standard base calculation-method and format for water and wastewater rates. This rate structure should cover the full cost of water and wastewater servicing, and should include a breakout for levies for regional environmental stewardship and water conservation initiatives. Actual customer rates will be set by member municipalities. Rates will be subject to regulatory review by the Alberta Utilities Commission, for those utilities under their jurisdiction.