



## AGENDA

### STRATEGIC MEETING OF COUNCIL

September 16, 2019, 9:30 AM  
IN THE COUNCIL CHAMBER

1. CALL TO ORDER
2. OPENING REMARKS
3. QUESTION PERIOD
4. CONFIRMATION OF AGENDA
5. ITEMS FROM OFFICERS AND COMMITTEES
  - 5.1 (Postponed) Calgary's Evolving Role in Our Changing Region – Our Past, Present and Future, C2019-0752  
Attachments 1 to 4 to this report held confidential pursuant to Sections 21 (Disclosure harmful to intergovernmental relations), 23 (Local public body confidences) and 24 (Advice from officials) of *FOIP*.  
  
Review By: 2029 June 10.
  - 5.2 Supplementary Report to Calgary's Evolving Role in Our Changing Region – Our Past, Present and Future, C2019-0868  
Attachments 3 and 4 held confidential pursuant to Sections 21 (Disclosure harmful to intergovernmental relations), 23 (Local body confidences) and 24 (Advice from officials) of *FOIP*.  
  
Review by 2029 June 10.
  - 5.3 Calgary Metropolitan Region Board – Voluntary Policing Services Subcommittee, C2019-0903
  - 5.4 Regional Matters Update (Verbal), IGA2019-0988
6. CONFIDENTIAL ITEMS
7. ADJOURNMENT  
Members of Council may participate remotely, if required.



POSTPONED REPORT

Calgary's Evolving Role in Our Changing Region – Our Past, Present and Future, C2019-0752

---

Excerpt from the Minutes of the Strategic Meeting of Council held, 2019 June 10:

---

"10.2.1 Calgary's Evolving Role in Our Changing Region – Our Past, Present and Future,  
C2019-0752

**"Moved by** Councillor Carra

**Seconded by** Councillor Demong

That Report C2019-0752 be postponed to the 2019 September 16 Strategic Meeting of Council.

**MOTION CARRIED"**



Deputy City Manager's Office Report to  
Strategic Meeting of Council  
2019 June 10

ISC: UNRESTRICTED  
C2019-0752

## **Calgary's Evolving Role in Our Changing Region – Our Past, Present and Future**

### **EXECUTIVE SUMMARY**

Throughout the last several decades regional planning in Alberta has oscillated between mandatory and voluntary frameworks, each approach resulting in different impacts and issues to the region and The City of Calgary (The City). As of 2018 January 01, The City became a member of the provincially mandated Calgary Metropolitan Region Board (CMRB). With the establishment of the CMRB, City Administration continues to proceed with Council's direction (Attachment 1) to manage the relationship between The City and the region through:

- Collaborating with the CMRB to develop a high-quality regional plan and maintaining bi-lateral municipal relationships through existing agreements and Intermunicipal Development Plans
- Securing a legislated and sustainable regional plan
- Considering the use of inter-municipal appeals where detriment can be demonstrated
- Maintaining a minimum 30-year land supply of developable land

While the CMRB moves forward with its work, the region is also evolving, which results in new challenges and risks (Attachment 3) that may require an adapted approach. In consideration of the risks and tools (Attachment 4) to manage the relationship with the region, this Strategic Session of Council is intended to:

1. Provide Council with background and common information on Calgary's past, present and future relative to our region.
2. Engage Council in an interactive and facilitated session designed to generate Council discussion and direction to Administration.

Deputy City Manager's Office Report to  
Strategic Meeting of Council  
2019 June 10

ISC: UNRESTRICTED  
C2019-0752

## **Calgary's Evolving Role in Our Changing Region - Our Past, Present and Future**

### **ADMINISTRATION RECOMMENDATION:**

That Council direct Administration to:

1. Provide a status update to Intergovernmental Affairs Committee no later than Q4 2019;
2. Develop an interim, cross-corporate protocol to address requests for City service(s) and coordination of studies beyond the municipal boundary, and report back through Administrative Leadership Team to Intergovernmental Affairs Committee no later than Q1 2020;
3. Prepare a regional strategy including risks and resources, and report back to Intergovernmental Affairs Committee no later than Q1 2020;
4. Defer reporting on a potential Intermunicipal Development Plan review process with Rocky View County C2018-1373 until Q1 of 2020, to allow for consideration of the item as part of the regional strategy; and
5. That the attachments to this report and the closed session presentation and discussion remain confidential pursuant to Sections 21, 23 and 24 of the Freedom of Information and Protection of Privacy Act until reviewed for release by June 10, 2029.

### **PREVIOUS COUNCIL DIRECTION / POLICY**

At the 20 December 2018 meeting of Intergovernmental Affairs Committee, C2018-1373 Initiating an Intermunicipal Development Plan Review with Rocky View County, was approved as follows:

That Administration work with Rocky View County to develop a Terms of Reference for a potential Intermunicipal Development Plan review project and return to Council for further direction through the Intergovernmental Affairs Committee no later than Q3 2019.

At the 17 December 2018 meeting of Council, C2018-1373 Initiating an Intermunicipal Development Plan Review with Rocky View County, was approved as follows:

That Council:

1. Refer Notice of Motion C2018-1373 to the Intergovernmental Affairs Committee on 2018 December 20, to consider in the broader scope of all options relating to Calgary's regional future, but not limited to annexation, development of future Intermunicipal plans, and The City's framework and requirements for the new Regional Plan currently being developed; and
2. Direct Administration to report back to a 2019 Strategic Meeting of Council.

At the 17 December 2018 meeting of Council, C2018-1372 Exploring an Opportunity for Annexation from the MD of Foothills, was approved as follows:

That Administration work with the Municipal District of Foothills to investigate the potential for The City of Calgary to annex of the remainder of the Sirocco Area Structure Plan lands and any other lands necessary to create a logical planning cell(s); and

1. Determine the appropriate lands to be included in such an annexation;

Deputy City Manager's Office Report to  
Strategic Meeting of Council  
2019 June 10

ISC: UNRESTRICTED  
C2019-0752

## **Calgary's Evolving Role in Our Changing Region - Our Past, Present and Future**

2. Identify the anticipated work program resource requirements;

And return to Council for further direction through the Intergovernmental Affairs Committee no later than Q3 of 2019.

Attachment 1 provides a high-level summary of past in-camera Council direction for further context on regional matters.

### **BACKGROUND**

Calgary is the largest municipality by population in our region. Through much of our history, growth has been accommodated through the annexation of lands from neighbouring municipalities. The relationship between The City and the region has always been important. Over the past several decades regional planning in Alberta has oscillated between mandatory and voluntary frameworks, each approach resulting in different impacts and issues to the region and The City of Calgary.

#### *Mandatory Regional Planning*

Regional planning in Alberta began in 1953 after the province formalized regional planning commissions. In 1956, the Royal Commission on the Metropolitan Development of Edmonton and Calgary was completed. This report, also known as the McNally Commission/Report, identified early problems resulting from rapid metropolitan growth outside concentrated urban jurisdictions. The report recommended mandatory metropolitan planning, as well as amalgamation/annexation of Calgary with its surrounding jurisdictions including the Towns of Bowness and Montgomery and the Hamlet of Forest Lawn. It also emphasised the need for equitable service delivery. The report recommended that all urban development should fall under one municipality responsible for delivering citizen services and collecting property tax revenue. The approach was called "*uni-city*". For many years since 1956, The City of Calgary followed the uni-city governance and growth management model.

In 1964, the Calgary Regional Planning Commission adopted the Preliminary Regional Plan. It declared that urban municipalities should have sufficient lands for growth, maintaining the uni-city growth model. This growth model continued as the Preliminary Regional Plan was updated in 1971 and again in 1984. The Calgary Regional Plan of 1984 introduced two major changes. Firstly, policies encouraged a clear distinction between urban and rural districts, calling for higher densities and urbanized activities to locate in urban centres. Secondly, Calgary and smaller urban centres were granted urban fringe zones (5 miles and 2 miles, respectively), where new country residential and rural industrial uses were generally prohibited. The intent of creating urban fringe zones was to encourage urban-type developments to locate in urban areas.

#### *Voluntary Regional Planning*

In 1995, the Province disbanded the regional planning system. The Municipal Government Act (MGA) introduced a voluntary intermunicipal planning approach. The distinction between urban and rural municipalities was eliminated, and formalized regional planning was abandoned.

Established in 1999, the Calgary Regional Partnership was a voluntary regional planning group of which The City was a founding member. By 2009, the Calgary Metropolitan Plan (CMP) was developed. Certain municipalities had concerns regarding governance (in particular, the voting

Deputy City Manager's Office Report to  
Strategic Meeting of Council  
2019 June 10

ISC: UNRESTRICTED  
C2019-0752

## **Calgary's Evolving Role in Our Changing Region - Our Past, Present and Future**

model) and the policy direction of the CMP, and left the partnership. The City of Calgary remained committed to the collaborative process and working with regional neighbours, and advocated that the CMP become a legislated plan. For many years it was assumed that the CMP would be legislated through the South Saskatchewan Regional Plan, but this failed to occur.

The Province continued to work with the Calgary region and sponsored a formal mediation process in 2013 to address the foundational concerns with the CMP and to arrive at shared interests between CRP members and those that left the CRP. The Province also organized regional workshops in 2015 to address common interests in legislating the CMP. Both initiatives failed to achieve a legislated regional plan.

During this voluntary era, The City marked a significant shift in its own growth management through the 2009 Municipal Development Plan. The City sought to balance new community growth with intensification. At the same time as The City's policies changed, an economic boom brought further growth pressure to the region resulting in high levels of growth in other municipalities in the region and on Calgary's boundaries.

Municipalities in the Calgary region have been some of the fastest growing in Canada. Calgary's share of the region's population has slowly declined from 91 per cent in 1986 to 85 per cent by 2018. At present, there are approximately 246,000 people who reside in municipalities outside Calgary. By 2076 that number is forecast to more than double to almost 600,000. Calgary's share of single and semi-housing starts has declined from 80 per cent in 2003 to 69 per cent in 2018. Employment data indicates a level of stability, with 80 per cent of the region's jobs locating in Calgary in 2016 compared to 83-84 per cent from 2001 – 2011. Comparative data of industrial land absorption illustrates significant volatility over the past five years as Calgary absorbed a high of 76 per cent of the region's industrial development in 2015 and dropped significantly to 37 per cent in 2016 (average absorption from 2014-2018 was 68 per cent).

### ***Back to Mandatory Regional Planning***

As issues of growth and a lack of regional planning compounded, The City continued to advocate for a legislated regional plan. On September 15, 2015, the Province announced that mandatory growth management boards would come into effect for the Calgary and Edmonton regions. By the end of 2017, the voluntary Calgary Regional Partnership was effectively disbanded and the Calgary Metropolitan Region Board was operating by the start of 2018.

## **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

The modernized MGA (2016) initiated key changes, including the updated purpose of municipalities and duties of councillors, the requirements of intermunicipal collaboration frameworks, and the introduction of mandatory growth management boards for both the Calgary and Edmonton regions. A new purpose for municipalities was established to "*work collaboratively with neighbouring municipalities to plan, deliver and fund intermunicipal services*" (MGA, s. 3d).

The Calgary Metropolitan Region Board (CMRB) came into effect on 2018 January 01. The CMRB Regulation established membership, voting structure, and the requirements that a Growth Plan and Servicing Plan be completed by 2021 January 01. Since the CMRB has been in effect, the CMRB Board has adopted an Interim Growth Plan and Interim Regional Evaluation



**Deputy City Manager's Office Report to  
Strategic Meeting of Council  
2019 June 10**

**ISC: UNRESTRICTED  
C2019-0752**

**Calgary's Evolving Role in Our Changing Region - Our Past, Present and Future**

Framework. Both received approval from the Minister of Municipal Affairs via a Ministerial Order in December 2018.

With the establishment of the CMRB, City Administration continue to proceed with Council's direction to:

- Collaborate with the CMRB to develop a high-quality regional plan and maintaining bi-lateral municipal relationships through existing agreements and Intermunicipal Development Plans
- Secure a legislated and sustainable regional plan
- Consider the use of inter-municipal appeals where detriment can be demonstrated
- Maintain a minimum 30-year land supply of developable land (MDP 5.2.2b)

Attachment 2 lists principles and aspirations that have guided City Administrations' approach to the region.

While the CMRB moves forward with its work, the region is also evolving, which results in new challenges and risks (Attachment 3) that may require an adapted approach. In consideration of the risks and tools to manage the relationship with the region (Attachment 4), this Strategic Session of Council is intended to:

1. Provide Council with background and common information on Calgary's past, present and future relative to our region
2. Engage Council in an interactive and facilitated session designed to generate Council discussion and direction to Administration

Administration also requests that Council defer the reporting for C2018-1373 to develop a Terms of Reference with Rocky View County for a potential Intermunicipal Development Plan review project until Q1 2020. By deferring the report, Administration will be able to consider the potential review of the Rocky View County – City of Calgary Intermunicipal Development Plan as part of the broader regional strategy that will be returning to Council in Q1 2020.

**Stakeholder Engagement, Research and Communication**

There has been cross-departmental consultation related to writing this report. No external stakeholder consultation has been undertaken for this report.

**Strategic Alignment**

The Municipal Development Plan states in Policy 1.3.2 that The City is aligned with the aspirations of the Calgary Regional Partnership and the Calgary Metropolitan Plan.

The Municipal Development Plan states in Policy 5.2.1 that The City will continue to consult and work with inter-municipal and regional partners to ensure the best possible outcomes within the framework of the Calgary Metropolitan Plan.

The Triple Bottom Line Policy Framework (October 2011) under the heading Smart Growth Framework states that "The City works with its regional partners to ensure that growth is managed effectively to achieve the goal of long-term urban sustainability."

Deputy City Manager's Office Report to  
Strategic Meeting of Council  
2019 June 10

ISC: UNRESTRICTED  
C2019-0752

## **Calgary' s Evolving Role in Our Changing Region - Our Past, Present and Future**

### **Social, Environmental, Economic (External)**

The CMRB Regulation calls for environmentally responsible land-use planning, growth management and the efficient use of land.

### **Financial Capacity**

#### ***Current and Future Operating Budget:***

There are no immediate impacts to the Operating Budget associated with this report. Resulting Council directions may impact resource requirements or require work plan reprioritizing.

#### ***Current and Future Capital Budget:***

There are no current impacts to the Capital Budget associated with this report.

### **Risk Assessment**

See Attachment 3 for the Risk Assessment.

#### **REASON(S) FOR RECOMMENDATION(S):**

Administration has reviewed current regional risks and options to advance The City's approach to the region. Developing an interim, cross-corporate protocol to address one-off regional servicing requests will help Administration and Council address requests until a long-term system is in place. Discussion from the Strategic Session of Council will inform a regional strategy including risks and resources. By deferring the report back to Council on the Rocky View County – City of Calgary Intermunicipal Development Plan (C2018-1373), Administration will be able to consider that work as part of the broader regional strategy.

#### **ATTACHMENT(S)**

1. High-Level History of Council Direction on Regional Matters (2013-2019) – CONFIDENTIAL
2. Overview of Approved Regional Principles – CONFIDENTIAL
3. Risk Assessment – CONFIDENTIAL
4. Overview of Regional and Bi-Lateral Tools – CONFIDENTIAL

Deputy City Manager's Office Report to  
Strategic Meeting of Council  
2019 September 16

ISC: UNRESTRICTED  
C2019-0868

## Supplementary Report to Calgary's Evolving Role in Our Changing Region – Our Past, Present and Future

---

### EXECUTIVE SUMMARY

This report is a supplementary report to Calgary's Evolving Role in Our Changing Region – Our Past, Present and Future (C2019-0752) that was prepared for the 2019 June 10 Strategic Council Meeting. Discussion on the report C2019-0752 was postponed by Council to hold a Special Council Meeting. Changes in this report reflect events that have transpired since June. Key changes include the addition of Councillor Gondek's motion made at 2019 July 25 meeting of Intergovernmental Affairs Committee, revision of the recommendations and making Attachments 1 and 2 public. Recommendations 1 and 2 have been removed from report C2019-0752 to simplify the recommendations to Council. Administration will continue to develop a cross-corporate servicing and infrastructure studies.

For several decades, regional planning in Alberta has oscillated between mandatory and voluntary frameworks. Each framework created different impacts to The City of Calgary (The City) and the region. Under the most recent framework, on 2018 January 01 The City became a mandatory member of the Calgary Metropolitan Region Board (CMRB). With the establishment of the CMRB, Administration have continued to proceed with Council's direction (Attachment 1) to manage the relationship between The City and the region by:

- Collaborating with the CMRB and other member municipalities to develop a high-quality legislated regional plan;
- Maintaining bi-lateral municipal relationships through existing agreements and Intermunicipal Development Plans;
- Considering the use of inter-municipal appeals where detriment can be demonstrated; and
- Maintaining a minimum 30-year land supply of developable land.

While the CMRB moves forward with its work, the region is also evolving, resulting in new challenges and risks (Attachment 3) that may require an adapted approach. In consideration of both the risks associated and tools (Attachment 4) available to manage the relationship with the region, this Strategic Council Meeting is intended to:

1. Provide Council with background and common information on Calgary's past, present and future relative to our region; and
2. Engage Council in an interactive and facilitated session designed to generate Council discussion and direction to Administration.

Deputy City Manager's Office Report to  
Strategic Meeting of Council  
2019 September 16

ISC: UNRESTRICTED  
C2019-0868

## **Supplementary Report to Calgary's Evolving Role in Our Changing Region - Our Past, Present and Future**

---

### **ADMINISTRATION RECOMMENDATION:**

That Council direct Administration to:

1. Prepare a revised regional strategy, based on feedback received from the 16 September 2019 Strategic Council Meeting, considering tools, risks, resources and report back to Intergovernmental Affairs Committee no later than Q2 2020;
2. Defer reporting on a potential Intermunicipal Development Plan review process with Rocky View County (C2018-1373) until Q2 of 2020 and considering the item as part of the revised regional strategy;
3. Direct to file and abandon report C2019-0752 (Calgary's Evolving Role in Our Changing Region – Our Past, Present and Future), the recommendations and attachments; and
4. That Attachments 3 and 4 to this report, the closed session presentation and discussion remain confidential pursuant to Sections 21, 23 and 24 of the Freedom of Information and Protection of Privacy Act until reviewed by 2029 June 10.

### **PREVIOUS COUNCIL DIRECTION / POLICY**

At the 25 July 2019 meeting of Intergovernmental Affairs Committee, 2019-0988 Verbal Report on Regional Matters, to Direct Administration to file a challenge at the Calgary Metropolitan Region Board (CMRB) relative to Interim Regional Evaluation Framework (IREF) application 2019-03, and that the Defeated Motion, "That The City of Calgary immediately examine the method by which to withdraw from the Calgary Metropolitan Region Board (CMRB) until a better model can be created", be forwarded to the 16 September 2019 Strategic Meeting of Council.

At the 10 June 2019 Strategic Meeting of Council, Council approved postponing C2019-0752 Calgary's Evolving Role in Our Changing Region – Our Past, Present and Future to the 16 September 2019 Strategic Meeting of Council.

At the 20 December 2018 meeting of Intergovernmental Affairs Committee, C2018-1373 Initiating an Intermunicipal Development Plan Review with Rocky View County, was approved directing "That Administration work with Rocky View County to develop a Terms of Reference for a potential Intermunicipal Development Plan review project and return to Council for further direction through the Intergovernmental Affairs Committee no later than Q3 2019."

At the 17 December 2018 meeting of Council, C2018-1373 Initiating an Intermunicipal Development Plan Review with Rocky View County, was approved as follows:

That Council:

1. Refer Notice of Motion C2018-1373 to the Intergovernmental Affairs Committee on 2018 December 20, to consider in the broader scope of all options relating to Calgary's regional future, but not limited to annexation, development of future Intermunicipal plans, and The City's framework and requirements for the new Regional Plan currently being developed; and
2. Direct Administration to report back to a 2019 Strategic Meeting of Council.

Deputy City Manager's Office Report to  
Strategic Meeting of Council  
2019 September 16

ISC: UNRESTRICTED  
C2019-0868

## **Supplementary Report to Calgary's Evolving Role in Our Changing Region - Our Past, Present and Future**

---

At the 17 December 2018 meeting of Council, C2018-1372 Exploring an Opportunity for Annexation from the MD of Foothills, was approved as follows:

That Administration work with the Municipal District of Foothills to investigate the potential for The City of Calgary to annex of the remainder of the Sirocco Area Structure Plan lands and any other lands necessary to create a logical planning cell(s); and

1. Determine the appropriate lands to be included in such an annexation;
2. Identify the anticipated work program resource requirements;

And return to Council for further direction through the Intergovernmental Affairs Committee no later than Q3 of 2019.

Attachment 1 provides a further high-level summary of past Council direction for additional context on regional matters.

### **BACKGROUND**

Calgary is the largest municipality by population in our region. During much of our history, growth had been accommodated through the annexation of lands from neighbouring municipalities. The relationship between The City and the region has always been important. Over the past several decades regional planning in Alberta has oscillated between mandatory and voluntary frameworks, each approach resulting in different impacts and issues to the region and The City of Calgary.

#### *Mandatory Regional Planning*

Regional planning in Alberta began in 1953 after the formalization of regional planning commissions. In 1956, the Royal Commission on the Metropolitan Development of Edmonton and Calgary was completed. This report, also known as the McNally Commission/Report, identified early problems resulting from rapid metropolitan growth outside concentrated urban jurisdictions. The report recommended mandatory metropolitan planning, as well as amalgamation/annexation of Calgary with its surrounding jurisdictions including the Towns of Bowness and Montgomery and the Hamlet of Forest Lawn. It also emphasised the need for equitable service delivery. The report recommended that all urban development should fall under one municipality responsible for delivering citizen services and collecting property tax revenue. The approach was known as "*uni-city*". For many decades since 1956, The City of Calgary followed the uni-city governance and growth management model.

In 1964, the Calgary Regional Planning Commission adopted the Preliminary Regional Plan. The policy framework stated that urban municipalities should have sufficient lands for growth and the uni-city growth model be maintained. This growth model continued as the Preliminary Regional Plan was updated in 1971 and again in 1984. The Calgary Regional Plan of 1984 introduced two major changes. First, policies encouraged a clear distinction between urban and rural jurisdictions, calling for higher densities and urbanized activities to locate in urban centres. Second, Calgary and smaller urban centres were granted urban fringe zones (5 miles and 2 miles, respectively), where new country residential and rural industrial uses were generally prohibited. The intent of creating urban fringe zones was to encourage urban-type developments to locate in urban areas.

Deputy City Manager's Office Report to  
Strategic Meeting of Council  
2019 September 16

ISC: UNRESTRICTED  
C2019-0868

## **Supplementary Report to Calgary's Evolving Role in Our Changing Region - Our Past, Present and Future**

---

### *Voluntary Regional Planning*

In 1995, the Province disbanded the regional planning system. The Municipal Government Act (MGA) introduced a voluntary intermunicipal planning approach. The distinction between urban and rural municipalities was for the most part eliminated and formalized regional planning was abandoned.

Established in 1999, the Calgary Regional Partnership (CRP) was a voluntary regional planning group of which The City was a founding member. By 2009, the Calgary Metropolitan Plan (CMP) was developed and endorsed by CRP member municipalities.

Certain municipalities had concerns regarding governance (specifically the voting model) and the policy direction of the CMP and left the partnership. The City of Calgary remained committed to the collaborative process and advocated that the CMP become a legislated plan. For many years it was assumed that the CMP could be legislated through the South Saskatchewan Regional Plan, but this failed to occur.

The Province continued to work with the Calgary region and sponsored a formal mediation process in 2013 to address the foundational concerns with the CMP and to arrive agreement between CRP members and non-members. While mediation uncovered areas of agreement, non-members chose not to rejoin the CRP. The Province also organized regional workshops in 2015 to address common interests in legislating the CMP. These efforts failed to achieve a legislated regional plan.

During the voluntary era, The City marked a significant shift in its own growth management through the 2009 Municipal Development Plan. The City sought to balance new community growth with intensification of the developed areas. At the same time as The City's policies changed, an economic boom brought further growth pressure to the region resulting in high levels of growth in other municipalities in the region and on Calgary's boundaries.

Municipalities in the Calgary region have been some of the fastest growing in Canada. Calgary's share of the region's population has slowly declined from 91 per cent in 1986 to 85 per cent by 2018. At present, there are approximately 246,000 people who reside in municipalities outside Calgary. By 2076 that number is forecast to more than double to almost 600,000. Calgary's share of single and semi-housing starts has declined from 80 per cent in 2003 to 69 per cent in 2018. Employment data indicates a level of stability, with 80 per cent of the region's jobs locating in Calgary in 2016 compared to 83-84 per cent from 2001 – 2011. Comparative data of industrial land absorption illustrates significant volatility over the past five years as Calgary absorbed a high of 76 per cent of the region's industrial development in 2015 and dropped significantly to 37 per cent in 2016 (average absorption from 2014-2018 was 68 per cent).

### *Back to Mandatory Regional Planning*

As issues of growth and a lack of regional planning compounded, The City continued to advocate for a legislated regional plan. On September 15, 2015, the Province announced that mandatory growth management boards would come into effect for the Calgary and Edmonton regions. By the end of 2017, the voluntary Calgary Regional Partnership was effectively disbanded and the Calgary Metropolitan Region Board was operating by the start of 2018.

Deputy City Manager's Office Report to  
Strategic Meeting of Council  
2019 September 16

ISC: UNRESTRICTED  
C2019-0868

## **Supplementary Report to Calgary's Evolving Role in Our Changing Region - Our Past, Present and Future**

---

### **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

In consideration of the risks and tools to manage the relationship with the region (Attachment 4), this Strategic Council Meeting is intended to:

1. Provide Council with background and common information on Calgary's past, present and future relative to our region; and
2. Engage Council in an interactive and facilitated session designed to generate Council discussion and direction to Administration.

The modernized MGA (2016) initiated key changes, including the updated purpose of municipalities and duties of councillors, the requirements of intermunicipal collaboration frameworks, and the introduction of mandatory growth management boards for both the Calgary and Edmonton regions. A new purpose for municipalities was established to "*work collaboratively with neighbouring municipalities to plan, deliver and fund intermunicipal services*" (MGA, s. 3d).

The CMRB Regulation established membership, voting structure, and the requirements that a Growth Plan and Servicing Plan be completed by 2021 January 01. Since the CMRB has been in effect, the CMRB Board has adopted an Interim Growth Plan and Interim Regional Evaluation Framework. Both received approval from the Minister of Municipal Affairs via a Ministerial Order in December 2018.

With the establishment of the CMRB, City Administration continue to proceed with Council's direction to:

- Collaborate with the CMRB to develop a high-quality legislated regional plan
- Maintaining bi-lateral municipal relationships through existing agreements and Intermunicipal Development Plans
- Consider the use of inter-municipal appeals where detriment can be demonstrated
- Maintain a minimum 30-year land supply of developable land (MDP 5.2.2b)

Attachment 2 lists principles and aspirations that have guided City Administrations' approach to the region.

While the CMRB moves forward with its work, the region is also evolving, which results in new challenges and risks (Attachment 3) that may require an adapted approach. Further to the risks identified in Attachment 3, Administration will develop an interim, cross-corporate protocol to address one-off regional servicing requests for a wide range of City services. The purpose of this work is to establish a framework to evaluate servicing requests until a long-term servicing plan and corporate approach to regional servicing is established.

Administration also recommends that Council defer the reporting for C2018-1373 to develop a Terms of Reference with Rocky View County for a potential Intermunicipal Development Plan review project until Q2 2020. By deferring the report, Administration will be able to consider the potential review of the Rocky View County – City of Calgary Intermunicipal Development Plan as part of the broader regional strategy that will be returning to Council in Q2 2020.

Administration will report back on C2018-1372 considering opportunity for annexation from the Foothills County in the fall 2019.

Deputy City Manager's Office Report to  
Strategic Meeting of Council  
2019 September 16

ISC: UNRESTRICTED  
C2019-0868

## **Supplementary Report to Calgary's Evolving Role in Our Changing Region - Our Past, Present and Future**

---

### **Stakeholder Engagement, Research and Communication**

There has been cross-departmental consultation related to writing this report. No external stakeholder consultation has been undertaken for this report.

### **Strategic Alignment**

The Municipal Development Plan states in Policy 1.3.2 that The City is aligned with the aspirations of the Calgary Regional Partnership and the Calgary Metropolitan Plan.

The Municipal Development Plan states in Policy 5.2.1 that The City will continue to consult and work with inter-municipal and regional partners to ensure the best possible outcomes within the framework of the Calgary Metropolitan Plan.

The Triple Bottom Line Policy Framework (October 2011) under the heading Smart Growth Framework states that "The City works with its regional partners to ensure that growth is managed effectively to achieve the goal of long-term urban sustainability."

### **Social, Environmental, Economic (External)**

The CMRB Regulation calls for environmentally responsible land-use planning, growth management and the efficient use of land.

### **Financial Capacity**

#### **Current and Future Operating Budget:**

There are no immediate impacts to the Operating Budget associated with this report. Resulting Council directions may impact resource requirements or require work plan reprioritization.

#### **Current and Future Capital Budget:**

There are no current impacts to the Capital Budget associated with this report.

**Risk Assessment** - See Attachment 3 for the Risk Assessment.

### **REASON(S) FOR RECOMMENDATION(S):**

Administration has reviewed current regional risks and options to advance The City's approach to the region. Discussion from the Strategic Council Meeting will inform the development of a revised regional strategy including reporting on tools, risks and resources. By deferring the report back to Council on the Rocky View County – City of Calgary Intermunicipal Development Plan (C2018-1373), Administration will be able to consider that work as part of the broader regional strategy.

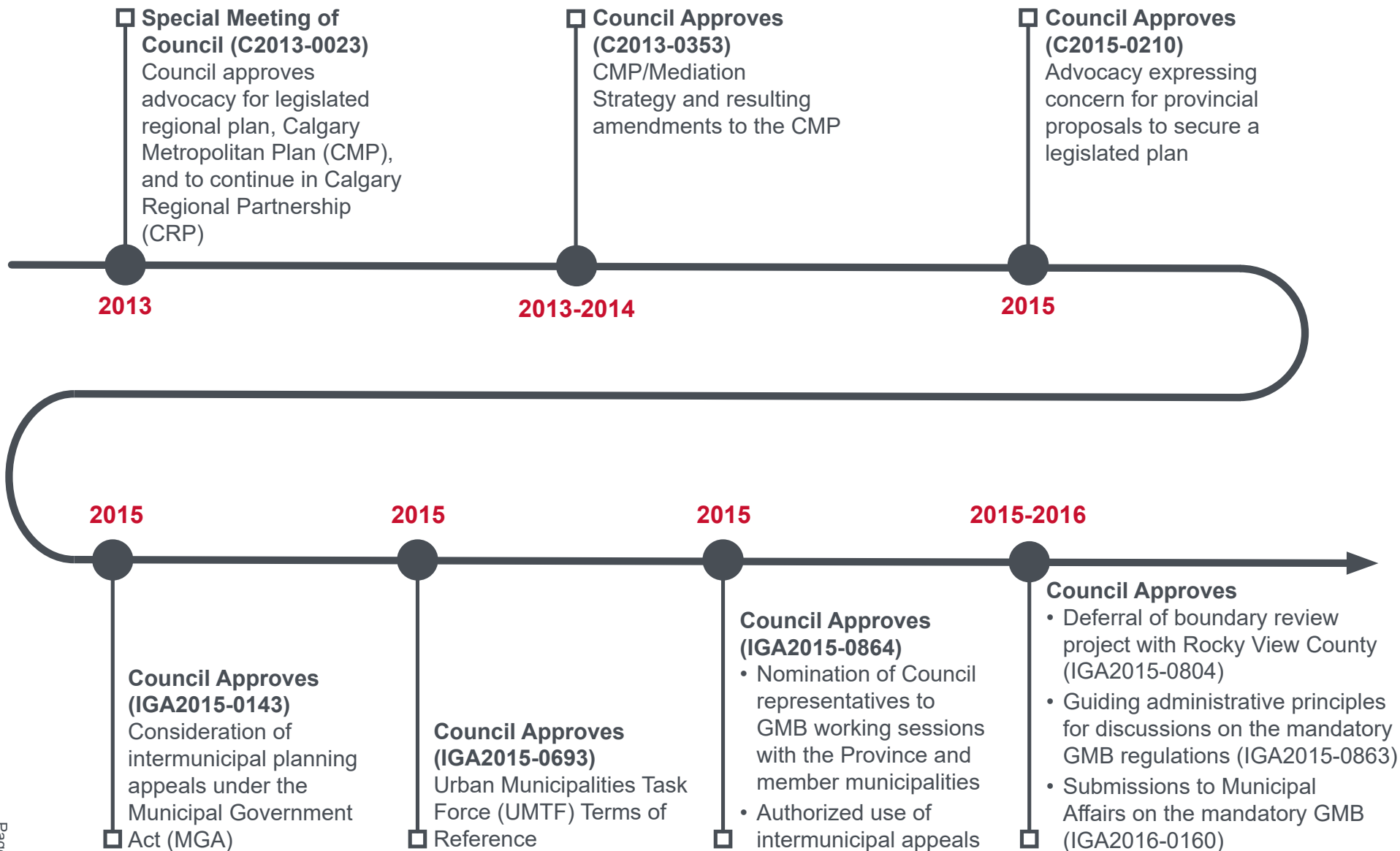
### **ATTACHMENT(S)**

1. High-Level History of Council Direction on Regional Matters (2013-2019)
2. Overview of Approved Regional Principles
3. Risk Assessment – CONFIDENTIAL
4. Overview of Regional and Bi-Lateral Tools – CONFIDENTIAL



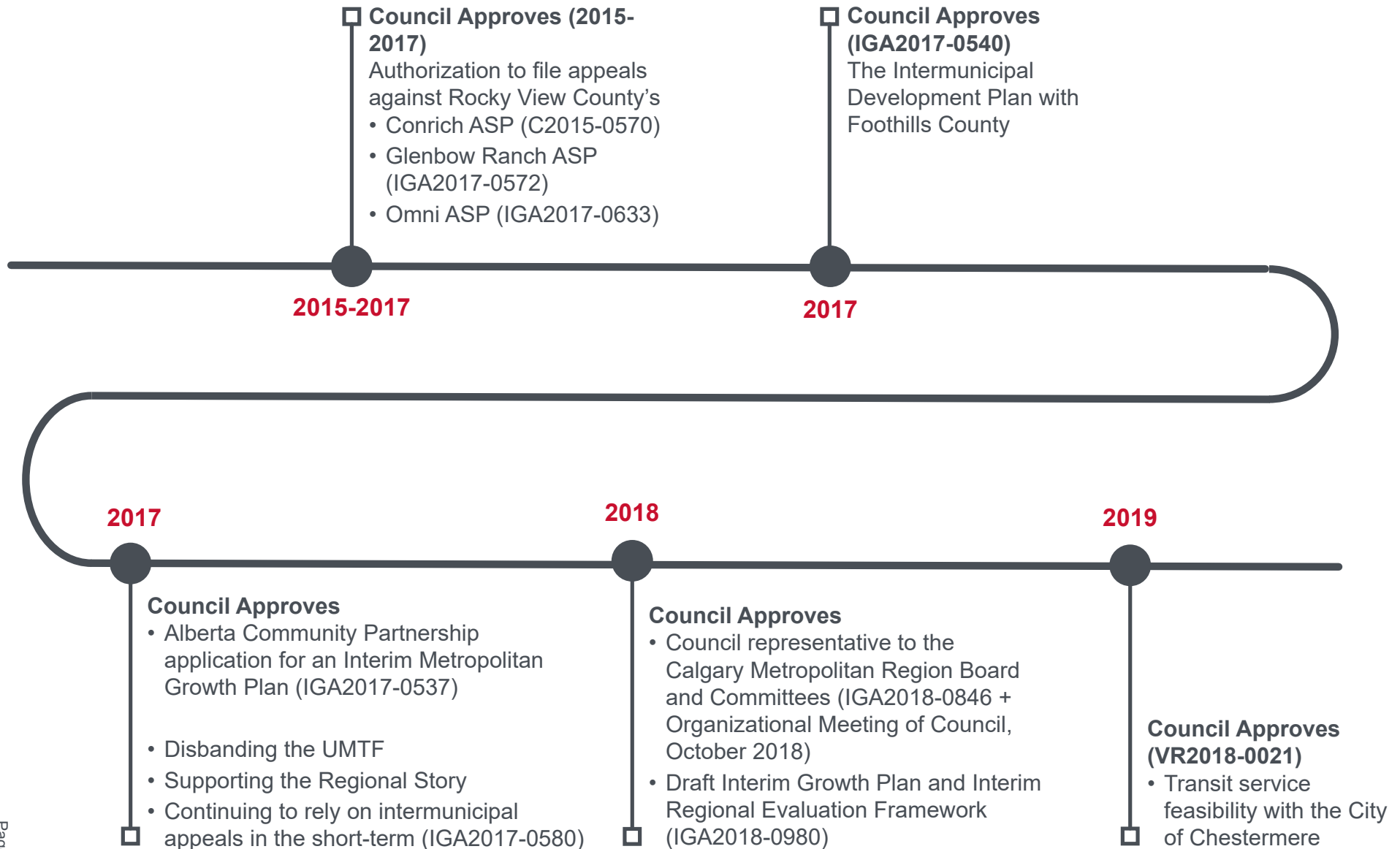
# High-Level History of Council Direction on Regional Matters (2013-2019)

Does not reflect Council water and wastewater decisions during this time period



## High-Level History of Council Direction on Regional Matters (2013-2019) (Continued)

Does not reflect Council water and wastewater decisions during this time period



## Overview of Approved Regional Principles

The following provides an overview of the existing principles and Council approved aspirational statements relative to the region.

### 1. Approved by Ministerial Order No. MSL: 091/18 – Interim Growth Plan, Calgary Metropolitan Region Board

#### Principle 1:

##### Promote the Integration and Efficient Use of *Regional Infrastructure*

###### Objectives:

- a. Promote the integration of land-use and infrastructure planning
- b. Optimize the use of existing infrastructure when accommodating growth
- c. Encourage higher densities, greater intensity of use, the provision of *community nodes*, and the leveraging of transit service, where applicable
- d. Protect the function of *regionally significant* mobility and transmission corridors

#### Principle 2:

##### Protect Water Quality and Promote Water *Conservation*

###### Objectives:

- a. Manage the risks to water quality, quantity, and drinking water sources in accordance with federal and provincial legislation and regulation
- b. Promote water *conservation* practices
- c. Recognize the importance of *ecological systems* within the Region
- d. Prohibit new development in the *floodway*

#### Principle 3:

##### Encourage Efficient Growth and Strong and Sustainable Communities

###### Objectives:

- a. Promote the *efficient use of land* and cost effective *development*
- b. Recognize and complement the Region's diverse community visions and desired scale of *development*
- c. Ensure *settlement areas* are planned and designed to encourage higher densities, appropriate to the local scale and content
- d. Plan for *community nodes* with a mix of uses and a range of housing types, mobility choices, including transit (where viable), and *community services and facilities*, where and as appropriate to the local scale and context
- e. Ensure the provision or coordination of *community services and facilities*

## **2. Approved by Council in 2017 through report IGA2017-0590 – The Urban Municipalities Task Force “The Regional Story”**

Everywhere in North America we see examples of failed regional planning: sprawling urban, industrial, or commercial corridors; stressed commuters caught in traffic gridlock; environmental degradation; and the loss of prime agricultural lands. Regions following this path have all learned the shortcomings of plans that are not supported by a vision of sustainable communities. Once these plans are implemented, it is nearly impossible to correct mistakes and bad decisions, as costs to do so are prohibitive.

In contrast, good regional planning accepts the reality that established boundaries between neighbouring municipalities are not walls that allow one community to act in their own interests. Instead, regional partners need to work together at local levels to collectively manage the costs and risks to the environment, to social and economic development, and the impact on neighbouring communities. In short, good neighbours cooperate. When neighbours don't cooperate, when they pursue their own self-interests without consideration and respect to others, they end up making everyone including themselves worse off. They put everyone's future, including their own, at risk.

We cannot emphasize strongly enough the importance of principled regional development and planning that is inclusive and responsive to all stakeholder needs. The municipalities in the Calgary Region have one opportunity to get regional planning right. We are committed to a collaborative approach in which we join together to develop our region with a positive vision: a place for opportunity and growth with vibrant communities and towns, built in a *fiscally responsible* manner with supportive services, fair taxation, equitable funding for municipal services, and healthy distinct wilderness and agricultural areas.

Regional cooperation builds bridges between neighbours and complements existing community visions. It does not reinforce the building of walls. Regional cooperation is about leaving a legacy and preserving our heritage. It is about having a well-developed regional vision and choosing a future that honours communities, our agricultural heritage, and the environment shared by all citizens today and well into the future.

### **Key Speaking Points**

1. Regional planning must be built on a foundation of fiscally responsibility;
2. Growth for the sake of growth makes it impossible to correct planning errors;
3. One opportunity to get regional planning right;
4. Regional planning should serve needs of all stakeholders;
5. Collaborative approach to develop region and create fiscally responsible, vibrant communities, supported by fair taxation, and responding to agricultural priorities;
6. Regional planning focuses on balancing economic and social development with the protection of wilderness, natural and environmentally sensitive areas, and farmlands.

**3. Approved by Council in 2015 through report IGA2015-0863 – Principles developed to guide Administration during the development of the Provincial Regulations for the Calgary Region Growth Management Board.**

**Guiding Principles**

1. Administration will update IGA Committee and Council as the situation evolves.
2. The City supports the establishment of a mandatory growth management board and legislated metropolitan plan under the amended Municipal Government Act for the Calgary region.
3. The City supports a governance model that:
  - a. Maintains a regional decision making framework that balances membership with the region's population
  - b. Ensures one level of local government is maintained while providing avenues to address municipal decisions not aligned with the legislated metropolitan plan
  - c. Ensures transparency and accountability of board decisions
4. Membership of the new board is considered a strategically significant decision that is tied to the regional decision making framework and will be monitored as the situation emerges.
5. The City will consistently reinforce that the triple bottom line vision of regional sustainability is fundamentally important for citizens. The City supports the review and update of the 2014 Calgary Metropolitan Plan (CMP) as timing and governance decisions are determined.
6. The mandate of the new board could have significant impact on The City and will be evaluated through cross corporate collaboration.
7. The City will continue to be regional leaders demonstrating strong diplomacy by building relationships with municipalities who have been mandated to the new board and maintaining good relationships with Calgary Regional Partnership members.
8. The City will work collaboratively with the Calgary Regional Partnership and utilize The City's relationships with the Province to advocate City interests and positions where necessary.



Deputy City Manager's Report to  
Strategic Meeting of Council  
2019 September 16

ISC: UNRESTRICTED  
C2019-0903

## **Calgary Metropolitan Region Board – Voluntary Policing Services Subcommittee**

### **EXECUTIVE SUMMARY**

The Intermunicipal Servicing Committee of the Calgary Metropolitan Region Board (CMRB) has formed a voluntary police services subcommittee to examine different models of delivering policing services in the Calgary metropolitan region. A follow-up request by the CMRB's Chief Officer for voluntary representation was sent to all member municipalities. The purpose of this report is to determine Calgary's participation on this subcommittee. If participation is determined to be warranted to direct Administration to engage the Calgary Police Commission to provide additional input on City of Calgary's representation and governance of this matter.

This report summarizes issues that Council may wish to consider in making this decision.

#### **ADMINISTRATION RECOMMENDATION:**

That Council:

1. Decide if The City of Calgary should participate on the CMRB voluntary policing services subcommittee as part of discussions on report C2019-0868 Calgary's Evolving Role in Our Changing Region – Our Past, Present and Future;
2. If Council decides that participation is warranted, direct Administration to:
  - a. Further engage the Calgary Police Commission on matters of representation and governance.
  - b. Determine additional City representation; and
3. That the closed session discussion remain confidential pursuant to Sections 21, 23 and 24 of the Freedom of Information and Protection of Privacy Act until reviewed by 2029 June 10.

### **PREVIOUS COUNCIL DIRECTION / POLICY**

On 2018 October 22 at the Organizational Meeting of Council, City of Calgary elected official representatives and alternates were appointed to the CMR Board and to three of the four CMR Committees with terms set to expire at the 2019 Organizational Meeting of Council. (The details of Council representation at the CMRB are found in the Attachment of this report).

On 2018 July 26, (IGA2018-0846) Council appointed a representative and alternate to the newly formed CMRB Advocacy Committee.

### **BACKGROUND**

At the 2019 June 06 Joint meeting of the CMRB Land Use and Intermunicipal Servicing Committee, the following motion proposed by the City of Chestermere was unanimously approved:

*WHEREAS, the delivery of policing services is a municipal responsibility;*

*AND WHEREAS, the mandate of the Calgary Metropolitan Region Board empowers the Members to coordinate regional service delivery;*

Deputy City Manager's Report to  
Strategic Meeting of Council  
2019 September 16

C2019-0903

**Calgary Metropolitan Region Board - Voluntary Policing Services Subcommittee**

---

*NOW THEREFORE, THE FOLLOWING MOTION IS PROPOSED: That the CMRB form a voluntary subcommittee of the Intermunicipal Servicing Committee to examine differing models of delivering policing services in the Calgary Metropolitan Region. Further that CMRB Administration provide coordinating services to strike the subcommittee and that this work be separate from the delivery of the Servicing Plan, outlined in the Calgary Metropolitan Region Board regulation 190/2017.*

The CMRB's governance structure is based on elected official participation at the Board and committees. There are four elected official committees that make recommendations to the Board. Attachment 1 provides an overview of the elected official committees and technical administrative working groups of the CMRB.

This police subcommittee will be the first to include both elected official and administrative representation. It will be supported by CMRB Administration and will be separate from the delivery of the Servicing Plan. It is anticipated that this subcommittee will report to the Intermunicipal Servicing Committee. At this point no Terms of Reference have been established.

Administrative working groups have been struck on the topics of Land Use, Transportation, Recreation, Transit, Agriculture and Water but they directly support the development of the Growth Plan and Servicing Plan, and consist solely of administrative subject matter experts from the member municipalities.

**INVESTIGATION: ALTERNATIVES AND ANALYSIS**

Because participation in this subcommittee is voluntary, Council must carefully consider Calgary's involvement. When The City's participation has been determined, The Calgary Police Commission (CPC) should be further engaged to determine appropriate representation and governance frameworks.

Calgary is unique in that it is the only municipality in the Calgary Metropolitan Region with its own municipal police service. With that comes the independent governance provided by CPC, whose input should be considered in this matter.

Outside Calgary, there are numerous challenges to policing that should be considered:

- The members of the Calgary Metropolitan Region Intermunicipal Servicing Committee expressed concern with the existing situation.
- In March 2019, on behalf of urban municipalities, the AUMA submitted its priorities for the first phase of the Alberta Police Act review. These priorities included a new and more equitable funding model where all municipalities contribute directly to the costs of police servicing. New mechanisms are required to establish local policing priorities and accountabilities. There should be equitable access to police services for all Albertans.



Deputy City Manager's Report to  
Strategic Meeting of Council  
2019 September 16

C2019-0903

**Calgary Metropolitan Region Board - Voluntary Policing Services Subcommittee**

---

AUMA noted that high RCMP vacancy rates and long response times have contributed to the perception that some communities are not safe<sup>1</sup>.

- In July 2019, in response to concerns from several AUMA members regarding the Province's review of police funding grants and lack of confirmation of police funding, the AUMA submitted a letter to the Province. In the letter, the AUMA expressed its support for the police funding grants to be fully funded<sup>2</sup>.
- The Rural Municipalities Association of Alberta has a public position statement on *Policing and Rural Crime*. Challenges of policing in rural areas related to response time, police funding, and collaboration between police and municipal leaders were noted<sup>3</sup>.
- The Royal Canadian Mounted Police are in the process of being unionized. This may impact how police services are delivered to those who use their services.

If it is determined that The City should participate, Council in concert with CPC must also determine who should represent The City. CPC and Calgary Police Service (CPS) members and staff have deep understanding of the delivery of police services to the citizens of Calgary. Their participation in any discussion around regionalizing services will be valuable.

Because of Calgary's expertise, Calgary representatives to this subcommittee may be expected to provide more information and advice than any other member municipality.

Conversely, if The City decided not to participate in this subcommittee, The City would be in a more reactive position. The City would receive subcommittee updates and recommendations as they come forward to the Intermunicipal Servicing Committee and Board. City Administration and elected officials supporting the Intermunicipal Servicing Committee would need to react quickly to form positions, without in depth understanding of the evolution of the discussion.

**Stakeholder Engagement, Research and Communication**

Staff from CPS and CPC have been informed about this report. No significant stakeholder engagement was undertaken.

**Strategic Alignment**

There is no Council position or policy on regional policing.

**Social, Environmental, Economic (External)**

n/a

---

<sup>1</sup> AUMA Letter from President B. Morishita to Honourable Kathleen Ganley, Minister of Justice and Solicitor General (March 18, 2019)

<sup>2</sup> AUMA Letter from President B. Morishita to Honourable Doug Schweitzer, Minister of Justice and Solicitor General (July 25, 2019)

<sup>3</sup> Rural Municipalities of Alberta website - <https://rmalberta.com/wp-content/uploads/2019/04/Policing-and-Rural-Crime-Position-Statements.pdf>

Deputy City Manager's Report to  
Strategic Meeting of Council  
2019 September 16

C2019-0903

## **Calgary Metropolitan Region Board - Voluntary Policing Services Subcommittee**

---

### **Financial Capacity**

None anticipated with this report.

### ***Current and Future Operating Budget:***

Support to this subcommittee was not a foreseen administrative activity. There is limited understanding of the administrative requirements of this subcommittee.

### ***Current and Future Capital Budget:***

No capital budget impacts associated with this report.

### **Risk Assessment**

Overall, Calgary's participation could be viewed as a signal of interest in the regionalization of our police services.

Based on previous and ongoing experiences with CMRB subcommittees, participation is likely to require significant staff resources. Other risks associated with this report include:

- Participation is likely to mean heavy reliance on Calgary expertise, which may be a distraction from other priorities.
- Not participating will put The City in a reactive position.
- There is no Council position on the regionalization of the Calgary Police Service or other regionalization options.
- There has been no CPC/CPS input on the regionalization of policing services.
- Issues with rural policing in general as identified by AUMA and RMA.

### **REASON(S) FOR RECOMMENDATION(S):**

Because participation in this subcommittee is voluntary, Council should consider and determine Calgary's involvement. Council should decide if it is warranted to participate and if so, Administration will engage the Calgary Police Commission on representation and governance. This report summarizes high level issues that Council may wish to consider in making this decision.

### **ATTACHMENT**

Summary of City of Calgary Representation to Calgary Metropolitan Region Board, Committees and Administrative Working Groups

**Summary of City of Calgary Representation to Calgary Metropolitan Region Board,  
Committees and Administrative Working Groups**

	<b>City of Calgary Representation</b>	<b>Mandate and Voting</b>
Board	Mayor Nenshi Councillor Carra (alternate)	<ul style="list-style-type: none"> <li>- Final decision-making body.</li> <li>- Voting by Double Majority where 2/3 membership and 2/3 population are needed to pass a decision.</li> </ul>
Land Use Committee	Councillor Carra Councillor Gondek (alt)	<ul style="list-style-type: none"> <li>- To guide the preparation of the Growth Plan and make recommendations to the Board.</li> <li>- Voting occurs by simple majority – where member abstains or not present deemed to have voted in affirmative</li> </ul>
Intermunicipal Servicing Committee	Councillor Carra Councillor Gondek (alt)	<ul style="list-style-type: none"> <li>- To guide the preparation of the Servicing Plan and make recommendations to the Board.</li> <li>- Decisions occur by simple majority – where member abstains or not present deemed to have voted in affirmative</li> </ul>
Governance Committee	Calgary not represented	<ul style="list-style-type: none"> <li>- To provide advice to the Board on governance, operations, finance and human resources &amp; make recommendations to the Board</li> <li>- Decisions occur by simple majority.</li> <li>- Only committee with membership defined as three Board members selected by the Board</li> </ul>
Advocacy Committee	Councillor Chahal Councillor Gondek (alt)	<ul style="list-style-type: none"> <li>- To guide the development of educational and outreach strategies, which advance the goals of the region, particularly as pertain to intergovernmental relations with Province and Federal levels &amp; make recommendations to the Board</li> <li>- Decisions occur by simple majority.</li> </ul>
Voluntary policing services subcommittee	TBD	<ul style="list-style-type: none"> <li>- No terms of reference developed – reports to Intermunicipal Servicing Committee</li> <li>- Only committee with opportunity to have elected official and/or administrative representation</li> </ul>

Land Use Technical Advisory Group	Calgary Administration	Provide technical advice to CMRB Administration & Land Use Committee
Servicing Technical Advisory Group - Transportation - Recreation	Calgary Administration	Provide technical advice to CMRB Administration and Intermunicipal Servicing Committee
Water Table	Calgary Administration	Provide technical advice to CMRB Administration, Intermunicipal Servicing Committee and Land Use Committee
Transit Sub-Committee	Calgary Administration	Provide technical advice to CMRB Administration, Intermunicipal Servicing Committee and Land Use Committee
Agriculture Sub-Committee	Calgary Administration	Provide technical advice to CMRB Administration, Intermunicipal Servicing Committee and Land Use Committee

VERBAL REPORT

Regional Matters Update (Verbal), IGA2019-0988

---

**RECOMMENDATION OF THE INTERGOVERNMENTAL AFFAIRS COMMITTEE, 2019 JULY 25:**

That Council:

1. Direct Administration to file a challenge at the Calgary Metropolitan Region Board (CMRB) relative to Interim Regional Evaluation Framework (IREF) application 2019-03; and
2. Direct that the Closed Meeting discussion be held confidential pursuant to Sections 21 (Disclosure harmful to intergovernmental relations), 24 (Advice from officials), and 25 (Disclosure harmful to economic and other interests of a public body) of the Freedom of Information and Protection of Privacy.

---

Excerpt from the Minutes of the Regular Meeting of the Intergovernmental Affairs Committee, held 2019 July 25:

---

Moved by Councillor Gondek

That the proposed recommendations with respect to Verbal Report IGA2019-0988 be amended, by adding a new Recommendation 2 as follows, and by renumbering the remaining recommendation:

"That The City of Calgary immediately examine the method by which to withdraw from the Calgary Metropolitan Region Board (CMRB) until a better model can be created."

For: (2) Councillor Farkas, and Councillor Gondek

Against: (3) Councillor Carra, Councillor Chahal, and Mayor Nenshi

MOTION DEFEATED

Pursuant to Section 134(a) of Procedure Bylaw 35M2017, as amended, Councillor Gondek requested that the lost motion be forwarded to the 2019 September 16 Strategic Meeting of Council for information.

Moved by Councillor Carra

That with respect to the Verbal Report on Regional Matters, the Intergovernmental Affairs Committee recommends that Council:

1. Direct Administration to file a challenge at the Calgary Metropolitan Region Board (CMRB) relative to Interim Regional Evaluation Framework (IREF) application 2019-03; and
2. Direct that the Closed Meeting discussion be held confidential pursuant to Sections 21 (Disclosure harmful to intergovernmental relations), 24 (Advice from officials), and 25 (Disclosure harmful to economic and other interests of a public body) of the Freedom of Information and Protection of Privacy.

MOTION CARRIED