

# TERMS OF REFERENCE: CONTEXT STUDY JOINT PLANNING AREA 1



April 11, 2023

# Table of Contents

<b>1. INTRODUCTION</b>	3
<b>2. CONTEXT STUDY AREA</b>	3
2.1. Area Overview	3
2.2. Growth Corridors	3
2.3. Joint Services and Initiative	4
2.4. Key Opportunities & Challenges	5
<b>3. PURPOSE</b>	6
<b>4. REGULATORY FRAMEWORK</b>	6
4.1. Context Study (Non-statutory)	6
4.2. Growth Plan	6
4.3. Intermunicipal Development Plans	6
4.4. Municipal Development Plans	7
4.5. Area Structure Plans (ASPs)	7
4.6. Non-statutory Plans	8
<b>5. ROLES AND RESPONSIBILITIES</b>	9
5.1. Administration	9
5.2. Trilateral JPA 1 Committee	10
5.3. Council	10
5.4. Calgary Metropolitan Region Board	10
<b>6. DISPUTE RESOLUTION PROCESS</b>	11
6.1. Administration	11
6.2. Trilateral JPA Committee	11
6.3. Municipal Council Negotiations	11
6.4. Formal Mediation	12
6.5. Voluntary Binding Arbitration	12
6.6. Further Study	12
<b>7. CONTEXT STUDY CONTENTS</b>	13
7.1. Guiding Principles	13
7.2. Context Study Scope	13
7.3. Context Study Work Plan	14
<b>8. BUDGET AND COST SHARING</b>	17
<b>9. PROCUREMENT PROCESS</b>	17
<b>10. PARTICIPANT ENGAGEMENT</b>	18
<b>11. CHANGE MANAGEMENT</b>	18
<b>12. DELIVERABLES</b>	19
<b>13. SCHEDULES</b>	20
Schedule A: Natural Systems	20
Schedule B: Transportation & Transit Corridors	21
Schedule C: Energy Corridors	22
Schedule D: Water & Wastewater Corridors	23

# 1. INTRODUCTION

---

The Calgary Metropolitan Region (CMR) Growth Plan (GP) prescribes the creation of Context Studies in four areas. This approach focuses on Joint Planning Areas (JPA) between municipalities where higher growth levels are forecasted. This Terms of Reference provides guidance to these municipalities on how they should work together to produce the Contextual Studies.

This Terms of Reference pertains to: JPA 1: City of Airdrie - Rocky View County - City of Calgary

Each municipality has established relationships with their neighbour(s) on how they jointly address adjacent urban and rural growth, as articulated in their respective Intermunicipal Development Plans. Building on the principles of the GPGP, the JPA 1 Context Study will focus on forecasted development pressure and growth management in the JPAs. Residential, non-residential, and agricultural operations will benefit from regional collaboration to manage growth in these areas to ensure efficient use of land, infrastructure, and services. This will be particularly important for managing infrastructure costs that require funding from multiple levels of government.

## 2. CONTEXT STUDY AREA

---

### 2.1. Area Overview

JPA 1 is identified within the Growth Plan as a Preferred Growth Area. It is bisected by Highway 2, a critical transportation route for the region and beyond. Growth pressures vary by municipality with planned residential and non-residential development.

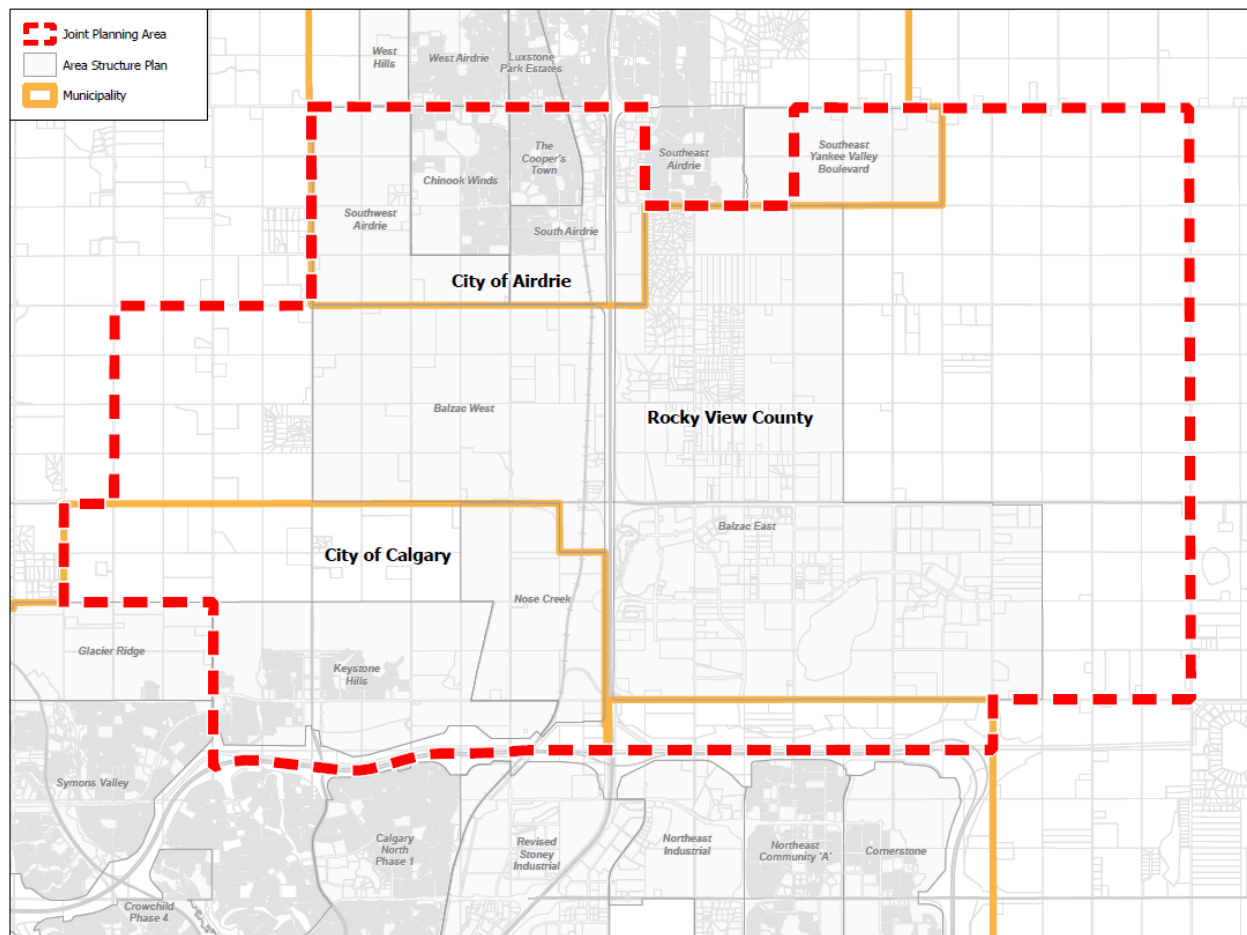
Map 1 below provides an aerial map and delineation of municipalities, JPA 1 subject boundaries, and major transportation routes.

Industrial and commercial development are the predominant existing and proposed land uses in this planning area, with strong reliance on the provincial highway system. In addition to transit corridor planning, coordinated land use, transportation, utility, and servicing planning, the identified area has the potential to align and balance individual identity and cohesive development of this area. In other words, creating a range of placetypes will be important to ensure boundary interface conditions are aligned from one municipality to the next. Environmentally Sensitive Areas and natural infrastructure play an important role in the area and potential future development. Specifically, mitigating impacts of development and protecting riparian areas of the Nose Creek watershed is crucial within JPA 1.

### 2.2. Growth Corridors

The main growth corridor in JPA 1 is Highway 2. The GP, along with the North Calgary Regional Transportation Study, includes information on additional transportation corridors (e.g., 8 Street / RR11, RR12, RR13, RR292, Twp Rd 264 / 56 Ave, RR293 / Dwight McLellan Tr, Highway 566, 40 Ave, the East Freeway near RR 290, and Yankee Valley Boulevard). Further, the GP contains corridors (e.g., natural systems, transit, energy, water / wastewater) that intersect JPA 1 including the Nose Creek watershed. The Context Study will need to consider these corridors to support the implementation of the GP.

Map 1 – Joint Planning Area 1 Boundaries



### 2.3. Joint Services and Initiative

The Context Study process will include a review of opportunities for shared service provision. Where efficiencies exist and where there is an ability to offer services that benefit the area, these may be offered collaboratively through shared agreements (implemented outside of the Context Study; additional details to be determined). The City of Calgary has entered into a bi-lateral servicing agreement with The City of Airdrie to provide water and wastewater services.

Joint services may include: transportation upgrades (e.g., 56 Avenue and RR 11 between Airdrie and RVC); joint provision of transit service up and down the corridor; economic development opportunities in each jurisdiction along Highway 2; intermunicipal commuting and service usage; and, environmental protection and enhancement.

## 2.4. Key Opportunities & Challenges

The GP and supporting studies will provide fundamental information on opportunities and challenges for growth within the study area. JPA 1 is critically important to economic growth along the Highway 2 corridor. Furthermore, it plays an important role in non-residential growth and employment opportunities.

Intermunicipal collaboration on land use, public transit and active transportation connections, environmentally sensitive areas, ecological corridors, servicing corridors, and economic development strategies will be investigated as part of the Context Study (see Section 7.3). Given the development goals for each of the municipalities within JPA 1, there will be challenges to the study related to growth such as development sequencing, types of development, rate of growth, residential versus non-residential growth, stormwater management, transit operations to employment nodes, and servicing infrastructure upgrades.

The City of Calgary and Rocky View County share over 115 kilometres of border and have a long history of collaboration and coordination. Both municipalities have an Intermunicipal Development Plan (IDP) and a jointly established Intermunicipal Committee (IMC) for the purpose of addressing intermunicipal issues and to continue a cooperative working relationship. Furthermore, the City of Calgary and Rocky View County have also collaborated on the development of both the South and East Calgary Regional Transportation Study and Glenmore Trail East Study.

The City of Airdrie and Rocky View County also have an Intermunicipal Development Plan (IDP) and a jointly established Intermunicipal Committee (IMC) for the purpose of addressing intermunicipal issues and to continue a cooperative working relationship. Furthermore, both municipalities have recreation cost sharing agreements, a waste transfer site and recycle depot agreement, and a fire services agreement (fee-for-service). The City of Airdrie and Rocky View County have submitted a joint Alberta Community Partnership grant application to consider traffic impacts / future planning for Range Road 11. Both municipalities are in the process of developing a Master Shared Servicing Agreement.

The City of Calgary has a Master Servicing Agreement with the City of Airdrie for providing potable water and wastewater servicing.

All three municipalities have pursued a number of joint projects and studies to create efficiencies and equitable sharing of costs in providing services to the residents of both municipalities. All three municipalities participate in the Nose Creek Watershed Partnership (NCWP), the development of the North Calgary Region Transportation Study, and Calgary Region Airshed Zone (air quality monitoring). As well, all three municipalities are participating in the TransCanada Trail Feasibility Study which explores active transportation between all three municipalities.

The Context Study will help foster further collaboration and partnership between the JPA 1 municipalities by identifying current understanding and knowledge gaps pertaining to the area. Through greater understanding and coordination, JPA 1 and the Calgary Metropolitan Region will be more efficient, competitive, and collaborative in realizing focused world-class growth.

### 3. PURPOSE

---

This Terms of Reference establishes the processes, contents, schedules, deliverables, and budget for preparing a Context Study for lands within Joint Planning Area 1 (JPA 1), as identified in the Calgary Metropolitan Region Growth Plan. This Terms of Reference guides the Context Study to assure a timely, collaborative, and efficient delivery.

### 4. REGULATORY FRAMEWORK

---

#### 4.1. Context Study (Non-statutory)

This Context Study will be implemented by statutory plans and the actions of the partners collaborating in the best interest of the region. Where opportunities and efficiencies are envisioned in the Context Study, statutory plans should be updated to align with the outcomes of the Context Study. The plan area has a significant amount of planned and unplanned lands. The effectiveness of the Context Study will be on how it influences the development of new statutory plans, amendments to existing statutory plans, and collaborations by the municipalities moving forward. New statutory plans and plan amendments can be developed and approved prior to this Context Study being adopted; however, as incremental deliverables of the Context Study are realized, they should be used to inform each municipalities statutory plan development process.

#### 4.2. Growth Plan

The Calgary Metropolitan Region Board's (CMRB) vision is to support the long-term economic, environmental, and social wellbeing of the Calgary Metropolitan Region by facilitating collaborative regional planning practices, optimizing shared services and land use, and fostering sustainable growth. The GP provides direction and policies for achieving the vision of our region as it grows, collaboratively makes efficient use of infrastructure, fostering economic opportunities, and creating vibrant communities. One of the requirements of the GP is the preparation of a Context Study for each Joint Planning Area.

#### 4.3. Intermunicipal Development Plans

*Rocky View County/City of Calgary Intermunicipal Development Plan (IDP)*

The fundamental purpose of the Rocky View County/City of Calgary IDP is to identify areas of mutual interest, to minimize land use conflicts across municipal borders, provide opportunities for collaboration and communication, and outline processes for the resolution of issues that may arise within the Plan Area.

*City of Airdrie / Rocky View County Intermunicipal Development Plan (IDP)*

The purpose of the City of Airdrie/Rocky View County IDP is to address planning issues on land bordering both municipalities. The Plan addresses the coordination of future land use and development in the area and serves as a means of information exchange between the municipalities.

## 4.4. Municipal Development Plans

Municipal Development Plans (MDPs) identify future development patterns within municipal boundaries and facilitate local planning and economic growth. These plans provide citizens and businesses with information on how the municipality will address the current and future needs of the community, including land use, transportation systems, municipal services, and environmental considerations.

Section 3.1.11.1 of the GP requires all member municipalities to update their MDP to align with the GP within three years of the approval of the GP. As part of the MDP updates, JPA 1 member municipalities will make considerations to ensure the MDP and Context Study are in alignment with one another and the GP.

## 4.5. Area Structure Plans (ASPs)

Within JPA 1, there are several existing Area Structure Plans. Where opportunities and efficiencies are envisioned in the Context Study, ASPs should be updated to align with the outcomes of the Context Study. New ASPs must align with the outcomes of the Context Study, unless otherwise agreed to by the partners.

### ***Southwest Airdrie Community ASP (City of Airdrie)***

The Southwest Community ASP is located in the southern-most tip of Airdrie adjacent to Rocky View County. This area is significant for its proximity to north Calgary and the expected connectivity to a regional transit and utility corridor. The plan area itself is “L” shaped and occupies ten-quarter sections of land consisting of approximately 1,600 gross acres. The area comprises predominantly existing and proposed residential uses with portions of light industrial and commercial / mixed use proposed along 56 Avenue and the 24 Street / 56 Avenue intersection. Southwest Airdrie has the potential to accommodate a population of 26,000 to 34,000 residents and employ up to 10,000 people.

### ***Southeast Yankee Valley Community ASP (City of Airdrie)***

The Southeast Yankee Valley Boulevard Community ASP is located at the southeastern-most tip of Airdrie interfacing with Rocky View County. It will be the entrance to the city on the east and southeast side of Airdrie, with a regional transportation corridor to occur at Range Road 292, as identified in the Transportation Master Plan.

Comprising approximately 1,276 gross acres, the Southeast Yankee Valley Boulevard Community ASP area is a unique opportunity for Airdrie to showcase and leverage the Airdrie Airpark. With a total of 512 acres designated for non-residential uses, the area will contribute to achieving new and significant employment opportunities for its residents. With a total population anticipated at 12,557, and total jobs targeted for approximately 11,500, the Southeast Yankee Valley Boulevard Community ASP will help Airdrie attract innovative opportunities across several non-residential asset classes.

### ***Balzac East ASP (Rocky View County)***

The Balzac East ASP provides a flexible long-term framework for development in the plan area to ensure that Balzac East remains a desirable place to live and work. The Balzac East ASP attempts to accommodate a diverse range of interests, address lifestyle and livelihood issues, and promote economic diversity. If the Plan Area was fully developed, as outlined in the Balzac East ASP, the total plan area population is estimated at approximately 2,080 people and over 20,000 jobs.

### ***Balzac West (Rocky View County)***

The Balzac West ASP outlines the vision, goals, and policies for the lands sharing a border with the city of Airdrie to the north and the city of Calgary to the south, in between the QEII to the east and Range Road 13 to the west. Over the development of this ASP, the portion of Balzac West to the north of Highway 566 could become home to 35,000 to 40,000 new residents. Local employment opportunities will be available

in both The Crossroads and along the planned commercial, retail, office, and light industrial business park corridor adjacent to the Queen Elizabeth II Highway.

***Keystone Hills ASP (City of Calgary)***

The Keystone Hills ASP establishes a desirable place to live, work, and recreate. The Keystone Hills ASP provides three distinct residential communities and one Industrial/Employment Area that function together as an integral part of the city of Calgary. Keystone Hills ASP calls for a mixed-use development that will eventually be home to as many as 60,000 people and employ as many as 18,000 people.

***Nose Creek ASP (City of Calgary)***

The Nose Creek ASP is focused on the principles of health in planning. The Nose Creek ASP proposes industrial, employee-intensive, residential, and commercial land uses. The Nose Creek ASP comprises two communities each with a unique composition and features. The total population for both communities is approximately 9,000 people and 21,000 jobs.

## **4.6. Non-statutory Plans**

***North Regional Context Study (City of Calgary)***

The North Regional Context Study provides high level planning direction for a sustainable growth corridor that includes residential, employment, and industrial uses. The estimated population is 216,000 people and 68,500 jobs upon full build out.

***Nose Creek Watershed Water Management Plan (All)***

The Nose Creek Watershed Water Management Plan provides broad guidance for water management and sets out clear, strategic direction that will result in consistent, specific actions to protect riparian function and improve water quality in the watershed.

***North Calgary Regional Transportation Study (All)***

The North Calgary Regional Transportation Study undertook an intensive network development process that included an analysis with the Calgary Regional Transportation Model and an evaluation with a range of qualitative and quantitative criteria. The study recommended comprehensive network plans that reflect a mix of primary transit, corridor, and interchange projects that can support the planned growth at the 10- and 20-year horizons.



## 5. ROLES AND RESPONSIBILITIES

---

Preparation of the JPA 1 Context Study is to be jointly undertaken by the City of Airdrie, City of Calgary, and Rocky View County and will involve the participation of each municipal Administration and Council. Furthermore, Administration and Council will be required to participate in the Trilateral JPA 1 Committee outlined below. Finally, the Context Study will ultimately be approved by the Calgary Metropolitan Region Board (CMRB).

The Context Study roles and responsibilities are based around an equitable allocation of workload, resources, and time.

### 5.1. Administration

Administration from each municipality will be responsible for the project management and preparation of the Context Study. Each Municipality will designate up to three key staff to support the Context Study Administration team. In addition, Administration may utilize staff from various departments to provide their expertise and support the Context Study as required. Administration's primary tasks will include:

- a) gathering and review of regionally significant and relevant documents;
- b) meeting as necessary to complete the Context Study – meetings shall have an agenda circulated in advance, and a record of the meeting including key decisions, action items, and follow-up items shall be maintained by the Chair of each meeting;
- b) managing project budgets, deliverables, and timelines;
- c) hiring and managing of consultants;
- d) designing and implementing public and participant engagement processes;
- e) supporting the drafting of the Context Study document(s); and
- f) providing regular updates to the Trilateral JPA1 Committee and respective Councils.

The delegated key staff for the Administration team from each municipality are:

- a) City of Airdrie: Manager, Community Growth and Manager, and Capital Projects & Infrastructure
- b) The City of Calgary: Leader, Regional Planning; Senior Planner, Regional Planning; and Senior Planner, Community Planning
- c) Rocky View County: Planning Manager and Regional Planning Strategists

Decision making by Administration will be through the consensus of each of the JPA 1 member municipalities through at least one delegated key staff member. Where consensus cannot be reached, senior administration may be included to help reach a resolution. If consensus cannot be reached at the Administration level, then the decision(s) will be escalated to the Trilateral JPA 1 Committee as per the Dispute Resolution outlined in Section 6. Key decisions that Administration will make include recommendations to the Trilateral JPA 1 Committee, evaluation of request for proposals (RFPs), and general project tasks outlined in this Terms of Reference or delegated by the Trilateral JPA 1 Committee.

Regular Administration meetings will be held on a bi-weekly basis, or as required to meet the Context Study work plan outlined in Section 7.3. Meetings will be a hybrid of in-person and virtual video calls. Any in-person meetings will make a reasonable effort to accommodate attendees through a virtual video call option. Meetings will be chaired on a rotating basis, with a new municipality chairing each subsequent

meeting. The rotation order will be alphabetical. For example, City of Airdrie, City of Calgary, Rocky View County, repeat order.

## **5.2. Trilateral JPA 1 Committee**

The Trilateral JPA 1 Committee will consist of six elected officials, with two members appointed from each municipal Council. Each municipality may bring up to three municipal staff to support and participate in the meeting. Additional participants (e.g., technical experts) may attend the Trilateral JPA 1 Committee meeting, if approved by the voting members.

The Trilateral JPA 1 Committee will be responsible for providing overall direction to Administration and making decisions on most matters pertaining to the Context Study. The Trilateral JPA 1 Committee will also be responsible for ensuring their respective Council is updated regarding the progress of the Context Study and recommending the completed Context Study for approval to the Councils of the JPA 1 member municipalities.

Decision making by the Trilateral JPA 1 Committee will be through consensus of all elected officials in attendance at the Trilateral JPA 1 Committee meeting. When consensus cannot be reached, the Dispute Resolution Process outlined in Section 6 shall be initiated. Meetings and decision making will require a quorum of at least one appointed elected official from each municipality.

The Trilateral JPA 1 Committee will meet in-person with options for attending online throughout the Context Study preparation (as required by Administration) for direction, decision making, and approval. In-person meetings will be hosted and chaired on a rotating basis, with a new municipality hosting and chairing each subsequent meeting. An Administration member of the Trilateral JPA 1 Committee from the host municipality will chair the meeting. The rotation order will be alphabetical, as described above in Section 5.1. Administration. If required, the meetings will be chaired following Robert's Rules of Order. Finally, the Trilateral Committee may adjust the meeting schedule and format at its discretion.

## **5.3. Council**

The Councils of the City of Airdrie, City of Calgary, and Rocky View County will each be responsible for appointing two voting members to the Trilateral JPA 1 Committee and for approving the Context Study for submission to the Calgary Metropolitan Region Board (CMRB). Furthermore, Councils will approve any expenditures of municipal funds related to the Context Study. The Councils will also have a role in the dispute resolution process outlined in Section 6. The Council of each respective municipality will meet at regular council meetings when a Council decision is required as per this Terms of Reference.

## **5.4. Calgary Metropolitan Region Board**

Following the approval of the Context Study by all three Councils, the Context Study will be referred to the CMRB through the REF process for Board approval.

## 6. DISPUTE RESOLUTION PROCESS

---

When making decisions related to the Context Study the goal will always be to achieve consensus. Where consensus cannot be reached, the following dispute resolution process will be initiated:

### 6.1. Administration

When developing recommendations for the Trilateral JPA 1 Committee, Administration will make every effort to reach consensus among the designated Administration representatives from each municipality. If Administration reaches a disagreement, Administration should use the following process:

- a) identify the perspectives of each side (not positions);
- b) prioritize the issues and interests;
- c) gather any data required to make objective decisions; and
- d) create alternative solutions.

If consensus cannot be achieved at the Administrative level, then each municipality will forward a letter on the issue(s) to the Trilateral JPA 1 Committee for discussion. The letters should describe the issue(s) in question, the interests that were identified by Administration, solutions that have been explored in an attempt to resolve the issue(s), and any outstanding items that require resolution.

### 6.2. Trilateral JPA Committee

After consideration of the information presented, the Trilateral JPA 1 Committee may:

- a) Provide suggestions and send the matter back to the Administration Committee for further discussion;
- b) Seek additional information and alternate options for consideration at a future meeting of the Committee;
- c) Agree on a consensus position or conclude that no initial agreement on a consensus position can be reached.

If no initial agreement can be reached, where considered necessary, and if agreed to by all municipalities, a facilitator may be engaged to help the Committee work towards a consensus position. If consensus is achieved, then the work on the Context Study will proceed on that basis. If consensus cannot be achieved at the Committee, the issue(s) may be referred to the respective municipal Councils for review and further direction.

### 6.3. Municipal Council Negotiations

After receiving the recommendations of the Trilateral JPA 1 Committee and the respective municipal staff, with respect to a particular issue or issues about which consensus has not been reached, each municipal Council will establish its position on the issue(s) in question and communicate it to the other. If all municipal Councils agree, then the work on the Context Study will proceed based on that position, and the decision will be followed by the Trilateral JPA 1 Committee.

If the three Councils cannot agree on the issue(s), a formal mediation process may be commenced upon agreement by all Councils.

## 6.4. Formal Mediation

The following will be required for a formal mediation process to be undertaken:

- a) agreement by all Councils that mediation is necessary;
- b) appointment by all Councils of a mediation committee comprised of Administration from all municipalities, and where deemed appropriate, an equal number of Councillors from each municipality;
- c) engagement, at equal cost to all municipalities (unless otherwise agreed to by all municipalities), of an impartial and independent mediator agreed to by all municipalities; and
- d) approval by all municipalities of a mediation schedule, including the times and locations of meetings and a deadline by which the mediation process is to be completed.

All participants in the mediation process will be required to keep the details of the mediation confidential until the conclusion of the mediation. At the conclusion of the mediation, the mediator will submit a mediator's notes to all municipalities.

If a mediated agreement is reached, then that agreement will be recommended to all municipal Councils for ratification. Each Council will consider the mediator's report and the respective positions of the municipal Administrations with respect to the mediated agreement. Any mediated agreement will not be binding on any municipality and will be subject to the approval of all municipal Councils.

## 6.5 Voluntary Binding Arbitration

If a mediated agreement is not reached or if a mediated agreement is not approved by all municipal Councils, a voluntary binding agreement arbitration process may be initiated.

The following will be required for a formal binding arbitration process to be undertaken:

- a) agreement by all Councils that arbitration is necessary;
- b) agreement by all Councils of the specific issue(s) to be determined through the arbitration process;
- c) appointment by all Councils of an arbitration committee comprised of administration from all municipalities, and where deemed appropriate, an equal number of Councillors from each municipality;
- d) engagement, at equal cost to all municipalities unless otherwise agreed to by all municipalities), of an impartial and independent arbitrator agreed to by all municipalities; and
- e) approval by all municipalities of an arbitration schedule, including the times and locations of meetings and a deadline by which the arbitration process is to be completed.

All participants in the arbitration process will be required to keep the details of the arbitration confidential until the conclusion of the arbitration. At the conclusion of the arbitration, the arbitration decision will be provided through an order. The arbitration decision will be binding.

## 6.6. Further Study

If agreed to by all Councils, the Context Study could be structured as such that the unresolved essential issue(s) would continue to be studied after each Council's approval of the Context Study. If this option is pursued, a deadline should be provided for when the unresolved issue must be brought forward to the respective Councils for reconsideration.

## 7. CONTEXT STUDY CONTENTS

---

### 7.1. Guiding Principles

The following guiding principles will provide direction for the development of the Context Study:

- Foster collaboration and partnership between municipalities;
- Promote the integration and efficient use of regional infrastructure and services;
- Practice environmental stewardship and promote the health of the regional ecosystem, watersheds, and environmentally sensitive areas;
- Encourage efficient growth and strong, sustainable communities;
- Protect water quality and promote water conservation; and
- Identify matters of joint planning and development interest and promote aligned processes and approaches to maximize benefit in these areas.

### 7.2. Context Study Scope

The CMR Growth Plan Section 3.1.9.7. states:

*A Context Study should include the following:*

- a) a vision for the area;*
- b) a servicing strategy for water, wastewater, and stormwater;*
- c) a transportation and mobility plan identifying the designation of key future transportation corridors, including major roads with regional connections, regional transit corridors and Transit Ready Corridors for Transit Oriented Development, and pathways and active transportation networks;*
- d) strategies to address intermunicipal environmental issues;*
- e) strategies to equitably share costs and benefits associated with the development of the Joint Planning Area and its services such as fire, police, recreation, transportation and utilities;*
- f) strategies to provide efficient and logical servicing, incorporating shared servicing to the greatest extent possible;*
- g) a general land use plan that aligns the servicing strategy with future development areas. The general land use plan shall identify the location of Placetypes as defined and regulated in the Growth Plan and may identify non-development areas that are reserved for long-term growth, Agriculture, and/or environmental protection;*
- h) a land use statistics table based on the land use plan identifying the amount of land, and required densities allocated to various Placetypes as defined in the Growth Plan; and*
- i) sequencing of developments, including strategies to ensure that development occurs in an orderly manner, maximizing the efficiency of servicing.*

#### **Interpretations:**

- 'Intermunicipal environmental issues' - Environmental issues with impacts that cross municipal boundaries and/or would benefit from a coordinated effort.

- 'Equitably share costs and benefits' - Where substantial efficiencies can be realized, cost and/or revenue sharing for infrastructure, services, studies, and other initiatives where the cost is shared between all parties based on proportional benefits, population, area, users, and/or other agreeable metrics.
- 'Sequencing of developments' - Development sequencing within the JPA will be informed by statutory plans (e.g., Municipal Development Plans and area structure plans).

The JPA 1 Context Study is intended to address all the criteria listed above to varying degrees. The degree of investigation into each criterion will depend on which areas are prioritized by the Trilateral JPA 1 Committee, as well as the Council approved budget for the Context Study. Areas that cannot be thoroughly studied within the scope and budget of the Context Study will be highlighted as areas requiring future study.

The JPA 1 municipalities recognize the importance of working collaboratively to develop and deliver efficient infrastructure services to support sustainable growth and development in each municipality and as a region. The Context Study will result in a better understanding of the study area and help guide the focused, efficient, and collaborative development of this Preferred Growth Area.

### 7.3. Context Study Work Plan

Work on the JPA 1 Context Study will begin following the approval of the Terms of Reference by each Council. The Context Study will be completed by August 15, 2025, as per the CMR Growth Plan requirement. The Context Study work plan consists of five phases (see Figure 1 - Work Plan):

- a) Phase 1 – Initiation
- b) Phase 2 – Gap Analysis and Prioritization
- c) Phase 3 – Context Study Action Items
- d) Phase 4 – Draft Context Study
- e) Phase 5 – Approvals

The scope and budget of each subsequent phase will be refined in greater detail in the lead up to that specific phase.

**Phase 1 – Initiation** will proceed immediately after the approval of the JPA 1 Terms of Reference and will be completed by Q3 2023. This phase focuses on the compilation of background documents, the hiring of a consultant, and the creation of the Trilateral JPA 1 Committee.

Administration will compile a shared repository of relevant plans, policies, studies, and other regionally significant documents for the JPA 1 Context Study. This shared online document repository will support the JPA 1 gap analysis followed by technical studies. The gap analysis and technical studies will be conducted by a consultant, which will be hired through the procurement process outlined in Section 9 - Procurement Process.

Finally, each Council from JPA 1 will appoint two members of Council to the Trilateral JPA 1 Committee (i.e., six voting members total) within three months as per Section 5 - Roles and Responsibilities.

**Phase 2 – Gap Analysis and Prioritization** will begin in Q3 2023 and is planned to be completed by the end of Q1 2024. This phase consists of a gap analysis based on the Context Study scope criteria and the shared document repository created by Administration. The gap analysis will be conducted by the consultant hired in Phase 1. The consultant will provide a report on the gap analysis that identifies where

there are significant gaps in knowledge, and where existing documents may already address the scope criteria listed in Section 7.2. – Context Study Scope.

A Gap Analysis Report created by the consultant will be presented to the Trilateral JPA 1 Committee. This report will include a list of potential actions to resolve knowledge gaps in relation to the Context Study scope criteria. The action items listed in the report may include conducting technical studies, participant engagement, models, and other information gathering methods.

Administration will then release a request for proposal for the completion of action items that require consultant support. As per the procurement process outlined in Section 9 - Procurement Process, the highest evaluated proposal(s) will be presented to the Trilateral JPA 1 Committee. Furthermore, Administration will assess the costs, benefits, timelines, and deliverables to prioritize the potential action items for the Context Study. Administration will then present the prioritized list of action items to the Trilateral JPA 1 Committee to make a decision on which action items they would like to be completed as part of the Context Study.

The Context Study scope will be heavily influenced by the budget approved by Councils. The initial Context Study budget outlined in Section 8 - Budget and Cost Sharing only covers the cost of the Gap Analysis Report. Administration will be direct by the Trilateral JPA 1 Committee to request additional funding from each respective Council to complete the action items that the Committee deem essential for the Context Study. Action items that cannot be completed due to budget and/or time constraints will be highlighted in the Context Study as areas requiring future study.

**Phase 3 – Context Study Action Items** is anticipated to start in Q1 2024 and conclude by Q4 2024. Phase 3 consists of completing the action items approved in Phase 2, which are based on the direction of the Trilateral JPA 1 Committee and the approved Council budget. Action items will be completed through a collaborative approach between the consultant(s) and Administration. The results of Phase 3 will be presented to the Trilateral Committee for general feedback or further direction.

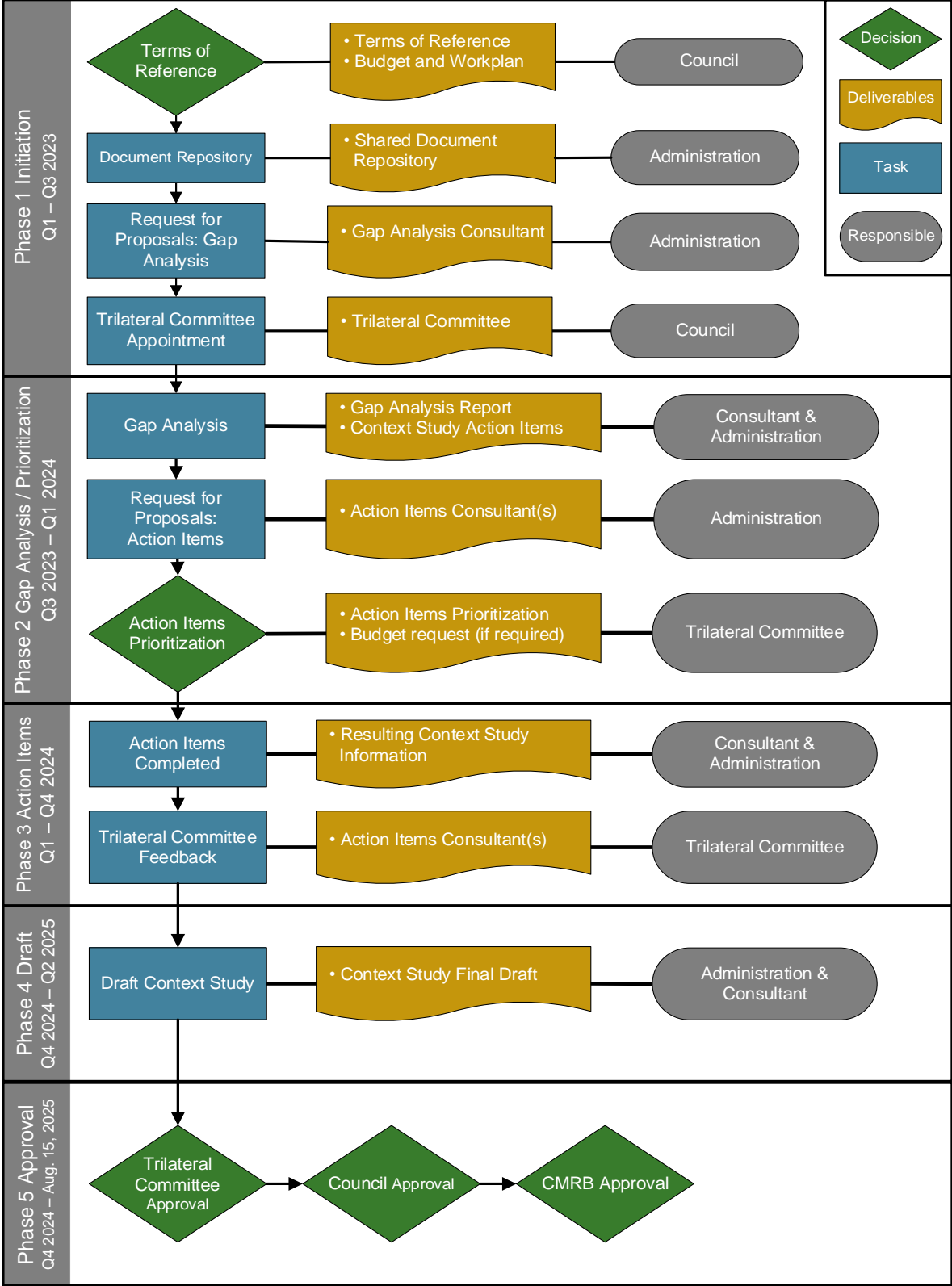
**Phase 4 – Draft Context Study** is anticipated to begin in Q4 2024, and a draft Context Study is planned to be completed by Q2 2025. The draft Context Study will be completed based on the results of the previous phases of the Context Study work plan. The draft will be completed through the collaboration of Administration and the consultant(s) hired in Phase 2.

**Phase 5 – Approvals** is the final phase of the Context Study project. If all other timelines are met, then the approval process will begin in Q2 2025, with the final adoption of the Context Study before August 15, 2025. The Context Study approval process will proceed in the following order:

1. Trilateral Committee
2. Council of each JPA 1 member municipality
3. CMRB

Any issues of approval will be resolved through the Terms of Reference dispute resolution process outlined in Section 6, or the CMRB dispute resolution and appeal process.

Figure 1 – Context Study Workplan





## 8. BUDGET AND COST SHARING

---

This Terms of Reference includes an initial budget request in 2023 of \$25,000 per municipality (i.e., \$75,000 total) to support the hiring of consultants for the Context Study Gap Analysis in Phase 2. The Phase 3 Context Study action items (e.g., technical studies, participant engagement, models, etc.) will require the Trilateral JPA 1 Committee to direct Administration to present the action items that the Committee deem essential and the associated budget request for each respective Council. The Phase 3 Context Study action items are estimated to cost an additional \$75,000 per municipality (i.e., \$225,000 total) in 2024/2025. However, this estimate may vary based on the direction of the Trilateral JPA 1 Committee, and ultimately the budget approval of each respective Council.

The financial costs related to the Context Study will require approval of each Council prior to the procurement of services or purchasing of resources. The Context Study expenses are to be shared equally between all three JPA 1 member municipalities. The Trilateral JPA 1 Committee may determine an action item(s) only benefits one or two of the three municipalities, and the Committee may distribute the cost equitably between the municipalities benefiting from the action item(s).

## 9. PROCUREMENT PROCESS

---

The Context Study procurement process will be led by Rocky View County with a joint evaluation of proposals from the Administration representative of each JPA 1 member municipality. To ensure that work on the Context Study does not exceed the Council approved budget, the request for proposals (RFPs) and subsequent contract will include a 10% contingency and a cost cap.

The procurement evaluation process will be rated based on the following criteria:

- a) Corporate Experience and Qualifications – 15%
- b) Key Staff Experience and Qualifications – 15%
- c) Service Delivery Plan – 35%
- d) Pricing – 35%

Section 7.3 - Context Study Workplan identifies two procurement processes to be completed as part of the Context Study work plan. The first RFP in Phase 1 – Initiation will be for a consultant to conduct a Gap Analysis of plans, policies, studies, and other regionally significant documents relevant to JPA 1. These documents will be provided by Administration. The consultant's report will identify where there may be significant gaps in knowledge, and where existing documents may already address the scope criteria listed in Section 7.2. – Context Study Scope. The report will provide a list of action items that include rough cost estimates and timelines for each action item. The Gap Analysis scope of work is anticipated to cost ~\$45,000 - \$75,000.

The Context Study work plan includes a second RFP in Phase 2, following the completion of the Gap Analysis Report. This RFP will be for a consultant to complete the action items that are identified through the Gap Analysis Report. Once the proposals have been evaluated by Administration, the highest evaluated proposal will be presented to the Trilateral JPA 1 Committee to prioritize and determine which actions are to be completed. Based on the direction of the Trilateral JPA 1 Committee, Administration will present an overview of the action items along with a budget request for additional funding to each respective Council.

Finally, the RFP will include a clause stating that the awarding of a contract will be contingent on the Trilateral JPA 1 Committee approval and budget.

The Trilateral JPA 1 Committee may request additional procurement processes to support the JPA 1 Context Study as required and within the approved Council budget.

## 10. PARTICIPANT ENGAGEMENT

---

The Trilateral JPA 1 Committee may direct Administration to conduct participant engagement based on the criteria being examined through the Context Study. The level of engagement for each participant will be highly dependent on the prioritized scope of work by the Trilateral Committee. A participant engagement strategy will be developed, as required, through the direction of the Trilateral JPA 1 Committee.

Already identified external participants include the following groups located within the JPA 1 boundary:

- landowners, residents, and businesses;
- developers;
- community groups;
- utility providers;
- First Nation communities;
- environmental non-government organizations;
- institutions (e.g., Calgary Airport Authority); and
- government agencies (e.g., Alberta Transportation, Environment and Protected Areas, etc.)

This list of key external participants is not an exclusive list, and additional participant groups may be added as required and requested by the Trilateral JPA 1 Committee.

## 11. CHANGE MANAGEMENT

---

Further to the Terms of Reference, a Change Management Plan (CMP) will be created by the JPA 1 Administration team and subsequently discussed and refined with the Context Study consultant(s). Changes to the process and/or the product are common, and the CMP will lay out a process to manage through those changes thereby minimizing the amount of disruption. Factors impacting changes may include:

- Provincial Government shift
- Designated Trilateral Municipal Elected Officials
- Project data availability/cost
- Municipal Administration working on project
- Project schedule

The Change Management Plan provides information on how to prepare and handle forecasted and unforeseen changes. Upon project start up (March 2023), the CMP will be created and will include the following functionality:

- Configurable change request form
- Change approvals process
- Change monitoring and update process
- Trilateral Committee change approval process
- Schedule of changes and change log for historical tracking
- Budgeting and cost controls

- Risk registry

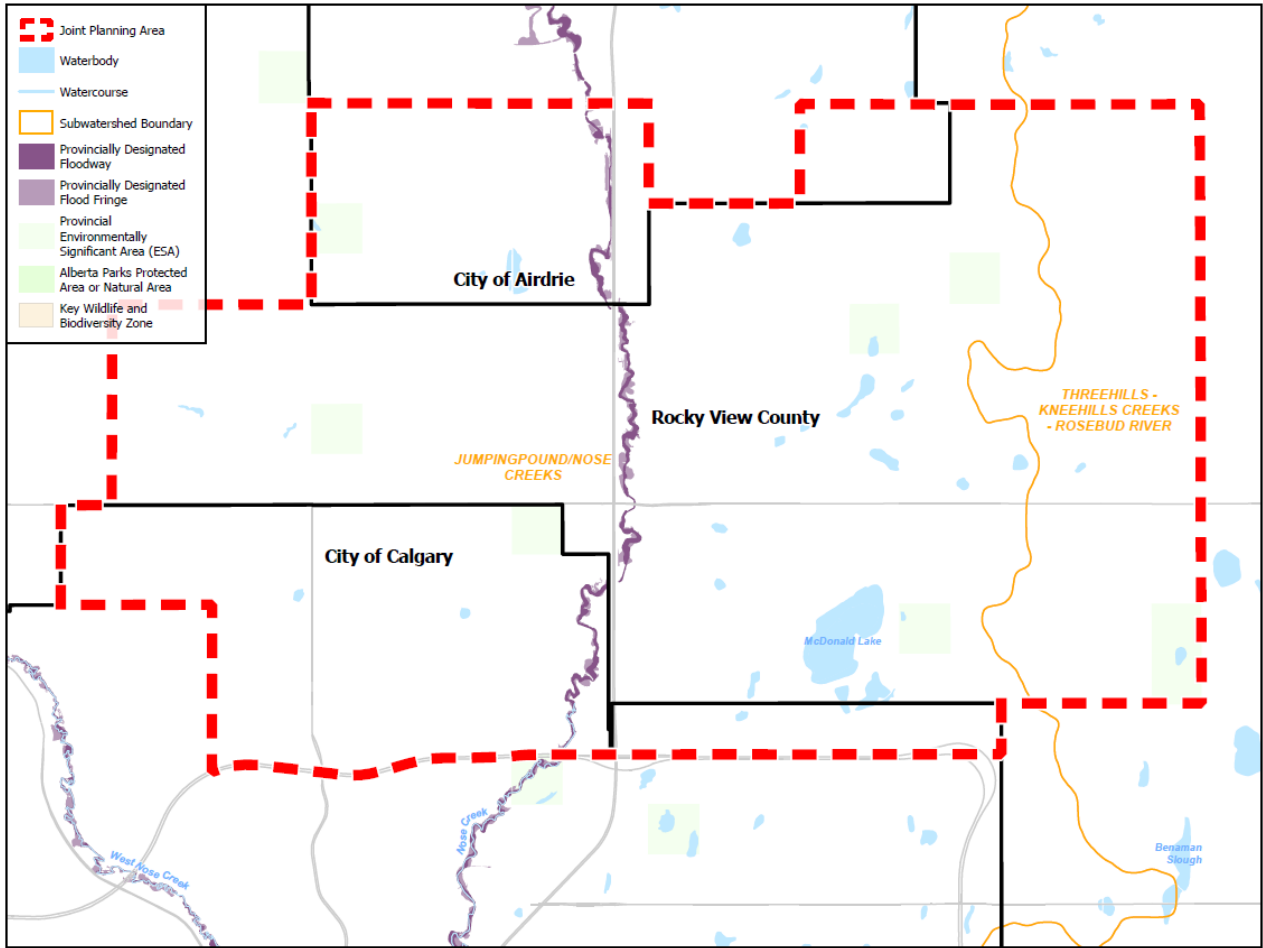
## 12. DELIVERABLES

The JPA 1 Terms of Reference and resulting Context Study will result in the Following deliverables:

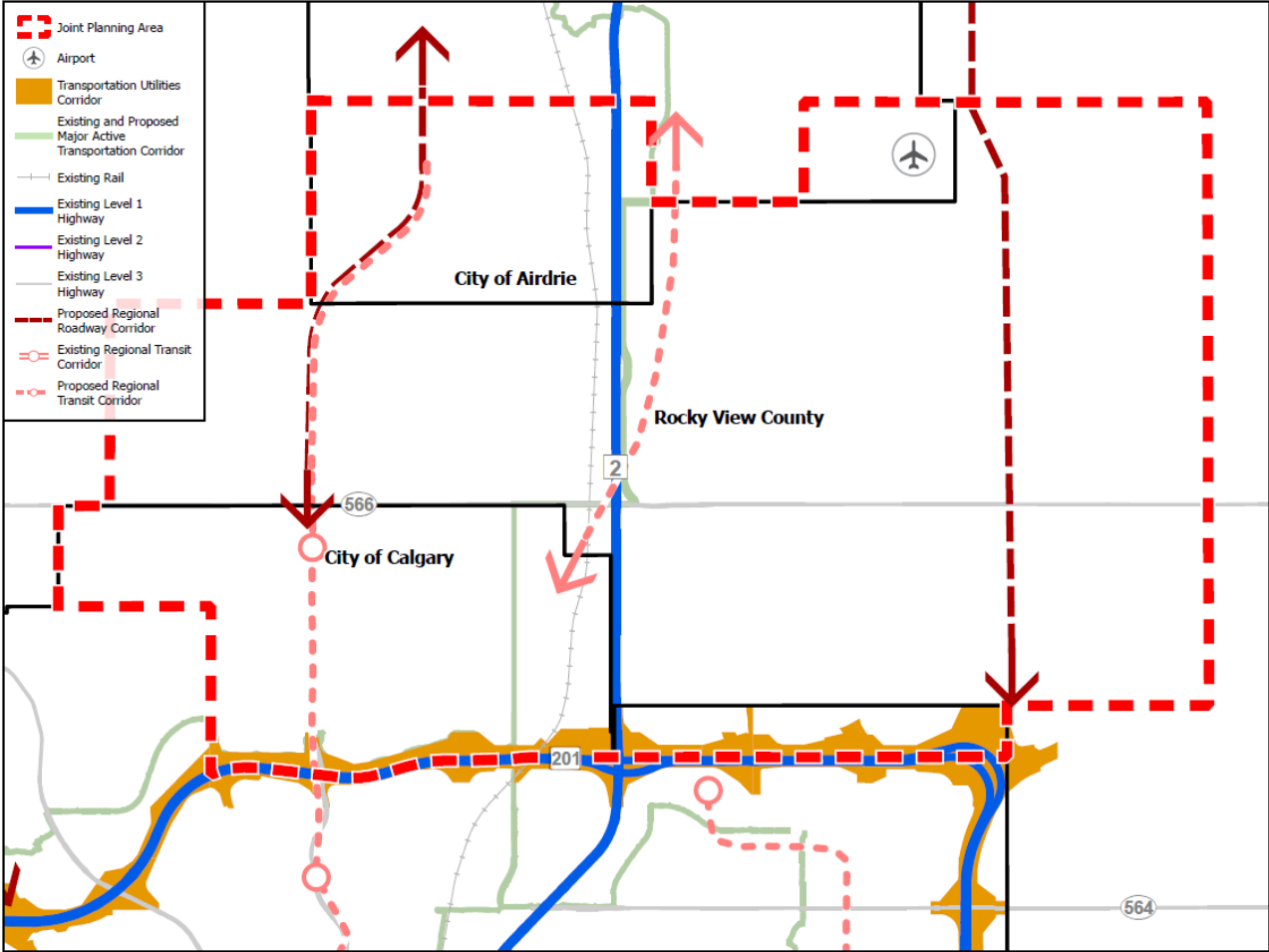
#	Deliverables	Terms of Reference (TOR) Section	TOR or Context Study
1	Context Study Area Description and Map	2.	TOR
2	Regulatory Framework – Upstream and downstream plan/policy influence on Context Study	4.	TOR
3	Roles and responsibilities – Administration, Trilateral JPA Committee, and Municipal Council	5.	TOR
4	Dispute Resolution Process	6.	TOR
5	Context Study Principles	7.1	TOR
6	Context Study Scope	7.2	TOR
7	Context Study Work Plan	7.3	TOR
8	Budget	8.	TOR
9	Procurement Process	9.	TOR
10	Participant Engagement	10.	TOR
12	Change Management Process	11.	TOR
13	Gap Analysis Report	NA	Context Study
14	Gap Analysis Action Items Report – List of potential technical studies, engagement activities, etc.	NA	Context Study
15	Context Study	NA	Context Study

# 13. SCHEDULES

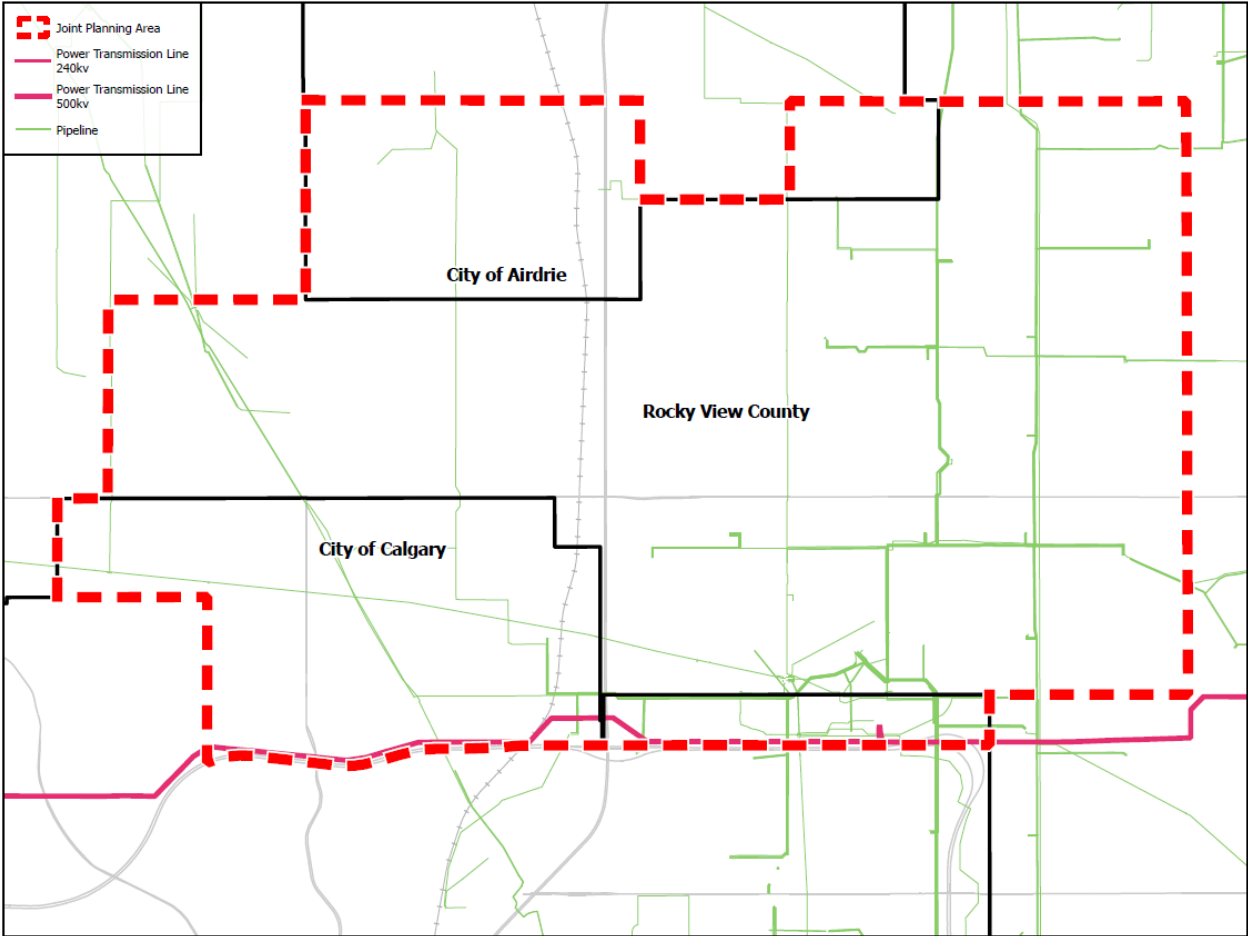
## Schedule A: Natural Systems



### Schedule B: Transportation & Transit Corridors



### Schedule C: Energy Corridors



### Schedule D: Water & Wastewater Corridors

