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The City of Calgary  
&  
Rocky View County

# Intermunicipal Development Plan

## Terms of Reference

March 20, 2026

### Contents

1.0 Background and Context..... 2

2.0 Intermunicipal Development Plan Study Area ..... 2

3.0 Principles..... 4

4.0 Direction..... 5

5.0 Purpose ..... 6

6.0 Goals..... 6

7.0 Responsibilities and Decision Making..... 8

8.0 Public and Interested Party Involvement ..... 10

9.0 Dispute Resolution ..... 10

10.0 Scope of Work and Project Stages ..... 11

11.0 Budget ..... 12

## 1.0 Background and Context

Under the *Municipal Government Act*, municipalities with shared boundaries that are not part of a regional growth board must adopt an Intermunicipal Development Plan. Intermunicipal Development Plans establish a coordinated framework for land use, development, and infrastructure planning along shared municipal boundaries.

The City of Calgary and Rocky View County have a long-standing history of cooperation and collaboration. In 2012, the two municipalities adopted an Intermunicipal Development Plan to guide land use, development, and infrastructure decisions near their shared boundaries. Further illustrating their collaborative relationship, the parties have amended the Intermunicipal Development Plan from time to time to reflect changing needs and joint opportunities. During their membership in the Calgary Metropolitan Region Board, regional planning policies provided additional guidance and supported the implementation of the Intermunicipal Development Plan. With the recent dissolution of the Calgary Metropolitan Region Board, The City of Calgary and Rocky View County are now seeking to update and revise the existing Intermunicipal Development Plan, and develop related Intermunicipal Collaboration Frameworks to recognize the growth over the years, reflect current context, and align with provincial legislation.

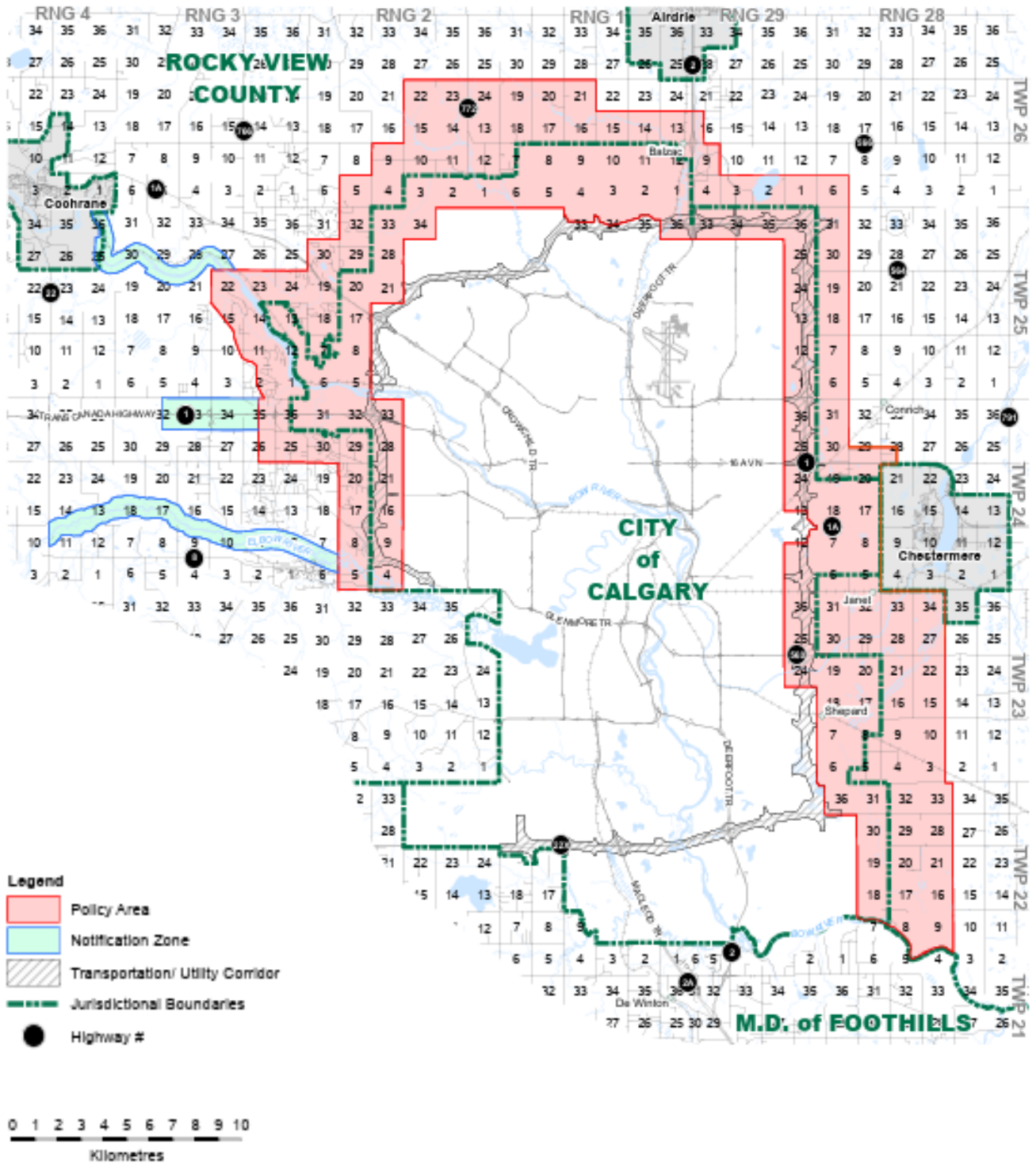
Intermunicipal Development Plans are policy documents that provide direction to align growth and development along shared boundaries, whereas Intermunicipal Collaboration Frameworks are servicing agreements that identify the specific services that neighbouring municipalities choose to collaborate on for the benefit of residents across borders. Intermunicipal Collaboration Frameworks and Intermunicipal Development Plans are tools that together promote cooperation between municipalities. These documents are being developed under separate, but related projects, each with their own terms of reference, with this Terms of Reference being specific to the Intermunicipal Development Plan.

By updating the Intermunicipal Development Plan, both municipalities can align planning frameworks with today's realities and position themselves to respond more effectively to future opportunities and challenges. As a result, subsequent planning documents, such as the Municipal Development Plans, may need amendments to ensure alignment with the higher order Intermunicipal Development Plan.

## 2.0 Intermunicipal Development Plan Study Area

The Plan Study Area shown on Map 1 reflects the boundaries established in the current (2012) Intermunicipal Development Plan. As part of this project, the Study Area will be reviewed and may be adjusted to ensure that all lands with intermunicipal interest are included.

Map 1: Current 2012 Intermunicipal Development Plan Study Area



## 3.0 Principles

The following principles guide the comprehensive review and update of the 2012 Intermunicipal Development Plan. They reflect a shared commitment by The City of Calgary and Rocky View County to accountability, collaboration, and continuous improvement.

### 3.1 Accountability

- a. **Trust:** Conduct all discussions and negotiations in good faith to foster collaborative and productive partnerships.
- b. **Respect:** Acknowledge that each municipality is best positioned to determine its individual priorities while balancing intermunicipal goals for mutually beneficial planning.
- c. **Transparency:** Ensure that both municipalities have access to relevant and timely information throughout the process.
- d. **Mutual Benefit:** Pursue outcomes and decisions that provide value to both municipalities and their residents.
- e. **Planning Excellence:** Ground the Intermunicipal Development Plan in sound planning principles, best practices, and professional standards that support sustainable and responsible growth.

### 3.2 Collaboration

- a. **Effective Communication:** Ensure respectful intermunicipal relationships through timely responses, honest interactions, and realistic expectations.
- b. **Ongoing Communication:** Maintain frequent, open, and deliberate communication at all organizational levels to build awareness and identify shared opportunities.
- c. **Evidence-Based Support:** All interactions between the municipalities should be data-driven and based on evidence.
- d. **Exploration of Opportunities:** Approach emerging issues with openness to collaboration and innovation, recognizing that joint efforts may create new benefits for both municipalities.
- e. **Commitment:** Establish an equitable commitment between municipalities to undertake this project.

### 3.3 Continuous Improvement

- a. **Proactive Approach:** Anticipate and prepare for challenges and opportunities early in the process.
- b. **Resiliency:** Foster resilient relationships that can withstand challenges, adapt to change, and reduce the potential for conflict.
- c. **Efficiency:** Strive for streamlined processes and outcomes that maximize efficiency and effectiveness in governance and service delivery.

## 4.0 Direction

### 4.1 Municipal Government Act

As amended from time to time, Section 631 of the *Municipal Government Act* provides the enabling legislation for the preparation and adoption of an Intermunicipal Development Plan. The *Municipal Government Act* states:

*631(1) Subject to subsections (2) and (3), 2 or more councils of municipalities that have common boundaries and that are not members of a growth region as defined in section 708.01 must, by each passing a bylaw in accordance with this Part or in accordance with sections 12 and 692, adopt an intermunicipal development plan to include those areas of land lying within the boundaries of the municipalities as they consider necessary.*

*(8) An intermunicipal development plan*

*(a) must address*

- (i) the future land use within the area,*
- (ii) the manner of and the proposals for future development in the area,*
- (iii) the provision of transportation systems for the area, either generally or specifically,*
- (iv) the co-ordination of intermunicipal programs relating to the physical, social and economic development of the area,*
- (v) environmental matters within the area, either generally or specifically, and*
- (vi) any other matter related to the physical, social or economic development of the area that the councils consider necessary, and*

*(b) must include*

- (i) a procedure to be used to resolve or attempt to resolve any conflict between the municipalities that have adopted the plan,*
- (ii) a procedure to be used, by one or more municipalities, to amend or repeal the plan, and*
- (iii) provisions relating to the administration of the plan.*

*(9) Despite subsection (8), to the extent that a matter is dealt with in a framework under Part 17.2, the matter does not need to be included in an intermunicipal development plan.*

*(10) In creating an intermunicipal development plan, municipalities must negotiate in good faith.*

## 4.2 Ministerial Order

Ministerial Order No. MSD:025/25 took effect on May 1, 2025. This Ministerial Order requires former participating municipalities of the Calgary Metropolitan Region Board to enter an Intermunicipal Collaboration Framework and Intermunicipal Development Plan where common boundaries are shared by November 30, 2027.

## 4.3 Commitment

While The City of Calgary and Rocky View County have an existing Intermunicipal Development Plan, the municipalities agree to work towards the November 30, 2027, deadline to update and revise their Intermunicipal Development Plan. This is meant to demonstrate a proactive commitment to intermunicipal cooperation and good governance. Both municipalities recognize the value of a current, coordinated plan and are committed to advancing it in a timely manner.

## 5.0 Purpose

The purpose of this Terms of Reference is to guide the update of the Intermunicipal Development Plan between The City of Calgary and Rocky View County in accordance with the requirements of the *Municipal Government Act* and *Ministerial Order No. MSD:025/25* and any other topics either municipality views as important.

## 6.0 Goals

The following goals establish a shared vision for collaboration and long-term prosperity between The City of Calgary and Rocky View County. They provide a strategic framework to guide coordinated planning, foster effective partnerships, and ensure proactive, sustainable decision-making. These goals will direct how both municipalities approach the update and revision of the Intermunicipal Development Plan.

### 6.1 Guide Coordination of Planning and Growth

- a. **Support Coordinated Planning:** Ensure both municipalities can thrive over the long-term through coordinated planning that identifies compatible future land uses, economic opportunities, and development constraints.
- b. **Address Interfaces:** Coordinate the transition between land uses along the municipal boundary to reduce potential conflicts and promote compatible development.
- c. **Support Fiscal Responsibility:** Support responsible and coordinated growth by recognizing the need to align infrastructure, servicing, and fiscal contributions so that the long-term costs and benefits of development are appropriately addressed by both municipalities.
- d. **Protect Environment and Natural Systems:** Collaborate to protect, maintain, and connect our natural environment regionally including ecological networks, parks and pathways.

- e. **Coordinate Transportation Systems:** Collaborate between municipalities on transportation planning to ensure that road networks and active transportation connections function seamlessly across municipal boundaries.
- f. **Align Intermunicipal Programs:** Work collaboratively to align intermunicipal programs, promoting efficiency, reducing duplication and risk, and delivering shared benefits to residents of both municipalities.

## 6.2 Foster Knowledge Sharing and Intermunicipal Collaboration

- a. **Share Knowledge and Data:** Work cooperatively to share regional knowledge, information, and data that facilitates the Intermunicipal Development Plan and Intermunicipal Collaboration Framework projects.
- b. **Encourage Innovation:** Embrace new ideas for innovation, including collaboration on joint projects of mutual benefit.
- c. **Advance Regional Outcomes:** Foster intermunicipal coordination that generates benefits at the regional level, including economic, social, and environmental interests. While the Intermunicipal Development Plan is bi-lateral, Rocky View County and The City of Calgary will engage other municipalities on areas of shared interests and explore opportunities to work, develop and align policy with other parties where appropriate.

## 6.3 Outline Framework for Working Together

- a. **Establish Collaborative Frameworks:** In conjunction with the Intermunicipal Collaboration Framework being developed, establish a comprehensive framework for collaboration between the municipalities, build strong, transparent partnerships over time.
- b. **Strengthen Relationships:** Prioritize long-term, trust-based relationships between the municipalities at all levels.
- c. **Maintain Regular Communication:** Establish intermunicipal meetings between administrations to reinforce a process-oriented approach at a regular interval.
- d. **Establish Communication Protocols:** Develop communication protocols to administer the Intermunicipal Development Plan, identify shared opportunities, and address issues in good faith.
- e. **Formalize Dispute Resolution:** Create formal processes for dispute resolution, plan amendments, and potential repeals.

## 6.4 Proactively Address Shared Challenges

- a. **Anticipate Opportunities and Challenges:** Identify emerging opportunities and challenges to avoid delays.
- b. **Strengthen Dispute Resolution:** Develop forward-thinking guidelines to collaboratively resolve matters of shared intermunicipal interest.

## 7.0 Responsibilities and Decision Making

### 7.1 General Responsibilities

The Intermunicipal Development Plan Review project is a significant undertaking by both municipalities, which will require direction and support from their respective Executive Leadership Teams and Councils throughout the project.

- a. **Required Resourcing:** Both municipalities agree that the project will require dedicated resources and close coordination among subject matter experts from each municipality to ensure effective collaboration and successful outcomes.
- b. **Equity in resource allocation:** Both municipalities commit to equitable resource allocation and cost-sharing.

### 7.2 Administration Responsibilities

The Joint Administrative Working Group will consist of administration project leads from both municipalities and will be responsible for the establishment of a work plan for the project, and for preparation of the Intermunicipal Development Plan with input from the Intermunicipal Committee.

#### 7.2.1 The Joint Administrative Working-group's Responsibilities Include:

- a. The establishment of a workplan for the project.
- b. The preparation of the Intermunicipal Development Plan with input from the Intermunicipal Committee.
- c. Meetings as necessary to complete the Intermunicipal Development Plan.
- d. Regular and consistent communication with each other.
- e. Provide the Intermunicipal Committee and Council with status updates.
- f. Ensuring that there is an equitable distribution of administrative resources and cost-sharing throughout the process of plan preparation and adoption.

#### 7.2.2 Meeting Procedures:

- a. **Frequency:** The Joint Administrative Working-group will meet at regular intervals as agreed upon by both municipalities, with additional meeting schedule as required to advance project milestones.
- b. **Chairing of Meetings:** The role of Chair will rotate between municipalities on a meeting-by-meeting basis, or as otherwise agreed. The Chair is responsible for guiding discussions, ensuring adherence to the agenda and confirming decisions.
- c. **Agendas:** Meeting agendas will be prepared and circulated to all members at least one business day prior to each meeting. The designated Chair of the meeting will be responsible for preparing and circulating the agenda. Agendas will outline discussion items, decisions required, and supporting documentation.

- d. **Record of Meetings:** A written record of each meeting, including key discussion points, decisions and action items will be maintained and distributed to all members within two business days following the meeting. The municipality chairing the meeting will be responsible for preparing the meeting record.
- e. **Decision-making Process:** Decisions will be made by consensus among the Joint Administrative Working-group members. Where consensus cannot be achieved, the matter will be escalated in accordance with the dispute resolution process outlined in this Terms of Reference.
- f. **Information Sharing:** The Joint Administrative Working-group members will share updates and any information relevant to the development of the Intermunicipal Development Plan and Intermunicipal Collaboration Framework projects to ensure coordination and avoid conflicts. Opportunities for collaboration between both the Intermunicipal Development Plan and Intermunicipal Collaboration Framework process will be sought wherever possible.

### 7.3 Intermunicipal Committee Responsibilities

The City of Calgary and Rocky View County will employ the Intermunicipal Committee as part of the Intermunicipal Development Plan development process. It is acknowledged that as per their Terms of Reference, the Intermunicipal Committee does not have formal decision-making authority, and as such, their role is to provide direction and provide updates to their respective Councils.

#### 7.3.1 The Intermunicipal Committee's Responsibilities Include:

- a. Providing input and guidance into Intermunicipal Development Plan policy development
- b. Assisting in identifying issues and opportunities with respect to the Intermunicipal Development Plan.
- c. Being a champion for the Intermunicipal Development Plan project with public and political audiences, including other municipalities as appropriate.
- d. Providing periodic updates to their respective Councils on the progress of the Intermunicipal Development Plan.
- e. Assisting with matters where Administration is unable to reach consensus.

#### 7.3.2 Meeting Procedures:

Intermunicipal Committee meeting procedures will be as outlined in the Committee's Terms of Reference.

### 7.4 Council Responsibilities

The respective Councils of each municipality will be responsible for approving the Intermunicipal Development Plan through matching bylaws while ensuring the document aligns with respective Council priorities, as well as approving the expenditure of municipal funds. Each municipality will follow its own internal approval processes, which may differ from one another.

## 8.0 Public and Interested Party Involvement

An engagement strategy will be developed for the Intermunicipal Development Plan. This strategy will outline opportunities to inform the public about the plan and create mechanisms for the public to provide feedback during the process.

### 8.1 Public and Interested Party Input

Both municipalities welcome public feedback to ensure that the Intermunicipal Development Plan reflects the goals of interested parties and area residents. The final project workplan will include a public communications and engagement component that will detail how interested parties and the public within both municipalities will be engaged throughout the project.

### 8.2 Third-party Consultant

Public engagement is required, and a third-party consultant may be procured between the municipalities to ensure consistency. The procurement process will be led by Rocky View County with a joint evaluation of proposals with The City of Calgary.

### 8.3 Joint Communications

Together, the municipalities will develop a project communications plan that will outline consistent messaging for three key audiences: municipal councils, intermunicipal committees, and the public.

Before a municipality makes any public communication respecting the Intermunicipal Development Plan or the intermunicipal relationship contemplated by this Terms of Reference, that municipality will provide advance notice to the other municipality of the intended communication for the purpose of awareness and coordination, where practicable. Where advance notice is not possible, the communicating municipality shall provide notice as soon as practicable following the communication.

### 8.4 Intermunicipal Collaboration

The municipalities may work with the City of Airdrie and the City of Chestermere to coordinate regional corridors such as transportation, active transportation, parks and pathways, utilities, and ecological networks between adjacent Intermunicipal Development Plans.

## 9.0 Dispute Resolution

### 9.1 Principles of Dispute Resolution

- a. Both municipalities will enter into the negotiations in good faith. They will rely on cultivating strong working relationships to complete the Intermunicipal Development Plan.
- b. Disputes and their resolutions shall be documented and shared with appropriate parties to ensure transparency and accountability.

- c. The Parties commit to resolving any disputes in a non-adversarial, informal, and cost-efficient manner.

## 9.2 Dispute Resolution Steps

Notwithstanding 9.1, if both parties cannot reach consensus on matters related to the Intermunicipal Development Plan, or if the Intermunicipal Development Plan is not complete and approved by both municipalities by November 30, 2027, the parties may agree to any of the following steps to facilitate consensus.

- a. Both Parties shall make all reasonable efforts to resolve all disputes by negotiation and agree to provide open and timely disclosure of relevant facts, information and documents to facilitate negotiations.
- b. Any dispute arising from the preparation of the Intermunicipal Development Plan will first be addressed by the joint administrative working group. Where a dispute cannot be resolved to the satisfaction of both parties after thirty (30) calendar days, the dispute will be referred to the Project Sponsors of both Parties.
- c. Where a dispute cannot be resolved to the satisfaction of both Project Sponsors after thirty (30) calendar days, the dispute will be referred to the Intermunicipal Committee.
- d. Where a dispute cannot be resolved to the satisfaction of the Intermunicipal Committee after sixty (60) calendar days, the dispute will be referred to the appropriate delegated authority (Chief Administration Officer or Chief Operating Officer or other senior leader) of both parties, unless the Intermunicipal Committee agrees to extend this timeframe.
- e. Where a dispute cannot be resolved to the satisfaction of the appropriate delegated authority of both parties, the Parties may seek the assistance of a mediator acceptable to both parties. In the event that a municipality needs Council direction to proceed for mediation, that municipality will go to their Council for approval as required. The mediation shall be completed in a timely and efficient manner. The costs of mediation shall be shared equitably among the parties, unless otherwise determined.
- f. In the event that a dispute cannot be resolved through the above noted provisions, the parties may seek arbitration as outlined in the Arbitration Act.

## 10.0 Scope of Work and Project Stages

### 10.1 Project Scope

This Intermunicipal Development Plan project will evaluate and update the existing 2012 plan to reflect current legislative requirements and intermunicipal priorities. This includes reviewing land use compatibility, infrastructure coordination, and fiscal responsibility, while introducing new areas of focus such as environmental matters—elements not addressed in the current Intermunicipal Development Plan but now required by legislation. The updated plan will ensure that intermunicipal interests are comprehensively captured and aligned with coordinated planning and servicing objectives.

## 10.2 Workplan and Timelines

The workplan for completion of the Intermunicipal Development Plan project is organized into four stages, with a legislated completion date of November 30, 2027.

Stages	Description of Stage	Approximate Timeline *subject to change
Project Initiation	Terms of Reference Approval	Q4 2025 – Q2 2026
Stage 1	Planning and Background	Q1 2026 – Q2 2026
Stage 2	Analysis and Concept Development	Q2 2026 – Q4 2026
Stage 3	Draft Plan and Interested Parties Input	Q1 2027 – Q2 2027
Stage 4	Plan Adoption	Q3 2027 – Q4 2027

## 10.3 Amending the Terms of Reference

Minor changes to the scope and workplan are permitted at the administrative level, with major changes being brought to and considered by the Intermunicipal Committee and respective Councils.

## 11.0 Budget

Each municipality will provide an equal portion of the total cost up to \$150,000 per municipality plus adequate staffing and resources to support the project.

Additional budget may be required, and in such case a budget adjustment will be brought to the respective Councils for approval.