

# Evolution of Municipal Growth Planning and the Importance of Intermunicipal Collaboration

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2016 CPAA Conference  
May 3, 2016

**b&a**

**B&A Planning Group**

# Presentation Summary

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- **Part 1**  
History and Evolution of Growth Planning

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- **Part 2**  
Current Growth Planning Environment

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- **Part 3**  
Integrated Planning Approaches

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# Part 1

# History and Evolution of Growth Planning

# Evolution of Growth Planning



# Evolution of Growth Planning

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## Regional Commissions

- Regional planning areas
- Commission Jurisdiction
- Collaboration jointly funded
- Rural / Urban Dichotomy

# Evolution of Growth Planning

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## Decentralization of Planning

- Frustration with commissions
- Focus within own municipal boundaries
- Creation of planning departments
- Voluntary intermunicipal collaboration

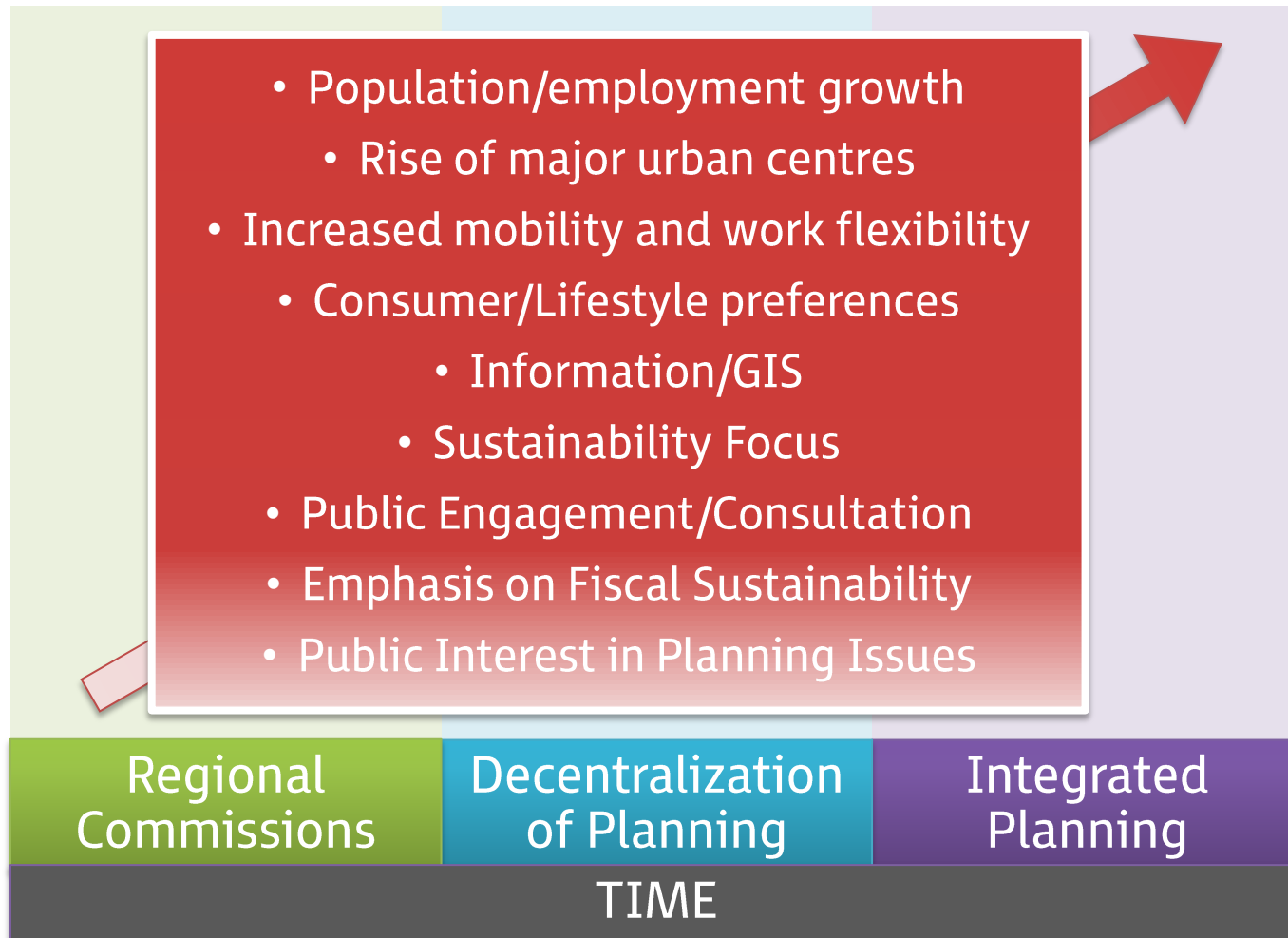
# Evolution of Growth Planning

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## Integrated Planning

- Systems considerations
- Borderless growth environment
- Meaningful public engagement
- Regional perspective

# Key Drivers of Change



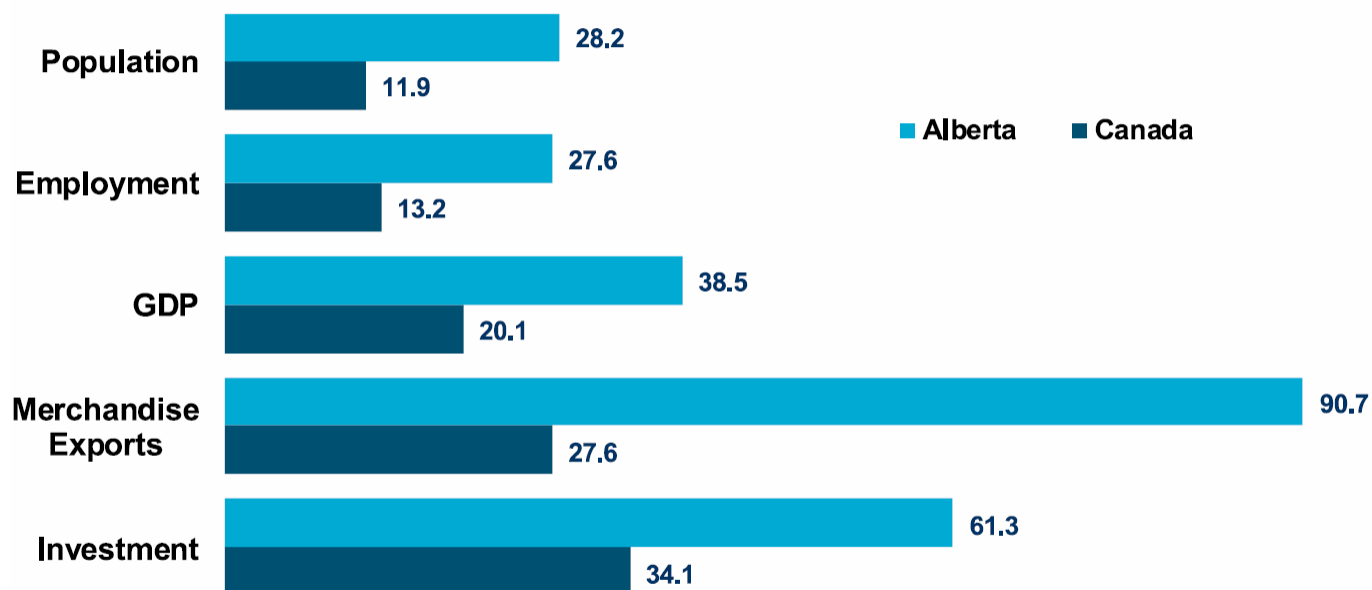


# Part 2

# Current Growth Planning Environment

# Provincial Growth Context

## Growth In Selected Indicators: 2004 - 2014 Per Cent Change



Source: Statistics Canada and Alberta Economic Development and Trade

Note: Investment growth rates are for 2006 - 2014

# Metropolitan Influence Zones

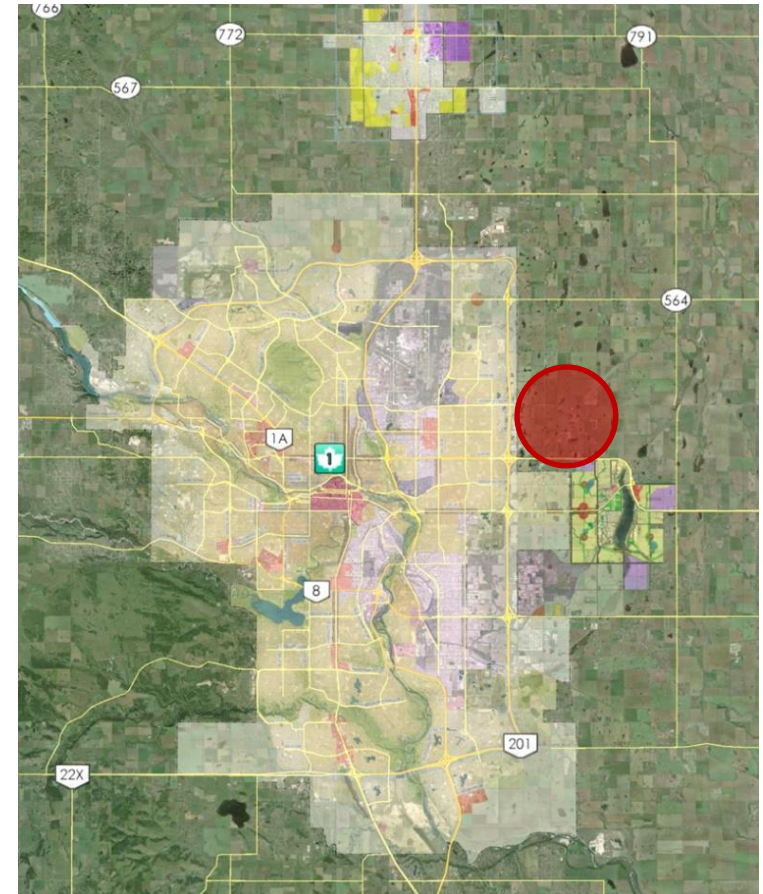
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- Provincial growth has led to emergence of urban centres of various orders and corresponding MIZ's
- Rural growth most significant around Calgary, Edmonton, Red Deer and Highway No. 2 corridor
- Increasing rural independence and ability to capture population and employment growth
- Finite growth opportunities and varying perspectives relative to growth management has led to municipal competition and intermunicipal disputes

# Competing Interests

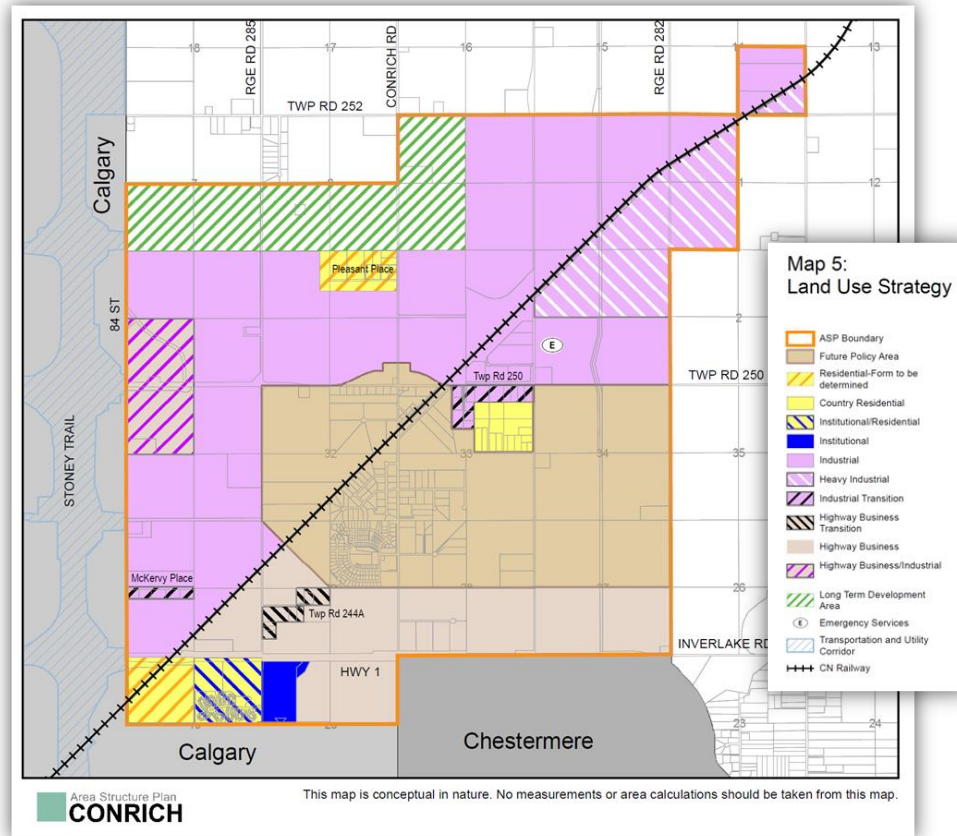
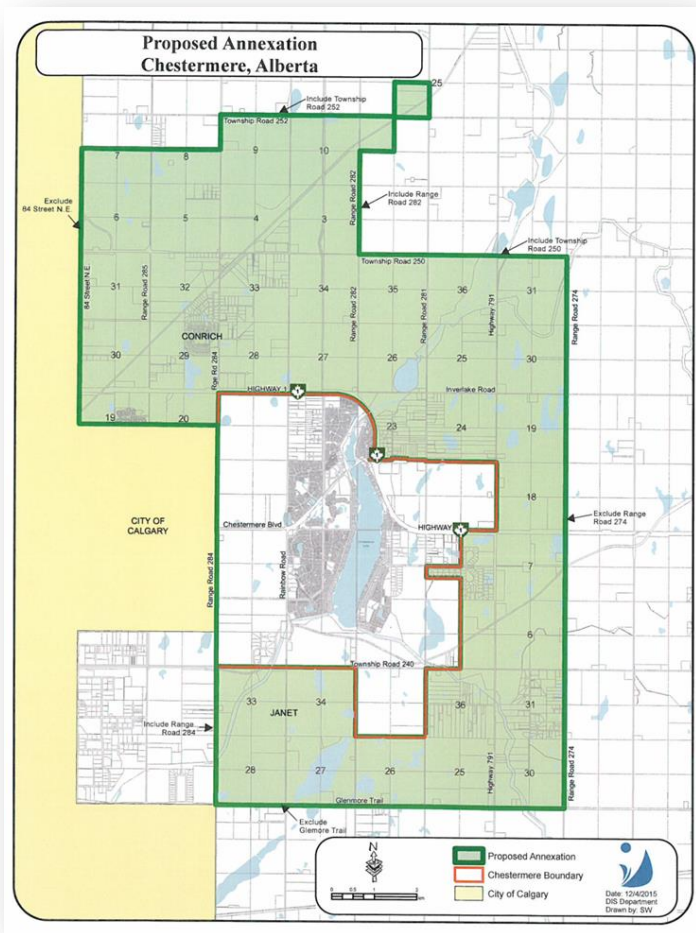
## Chestermere, Calgary, Rocky View County

- RVC priority growth area
- Recent relocation of CN intermodal facility
- Two year ASP process
- Sec. 690 appeal launched
- Annexation initiated
- Conflict over non-residential opportunities
- Concern for costs and services related to rural development
- IDP insufficient



# Competing Interests

## Chestermere, Calgary, Rocky View County



# Competing Interests

Edmonton, Beaumont, Leduc County

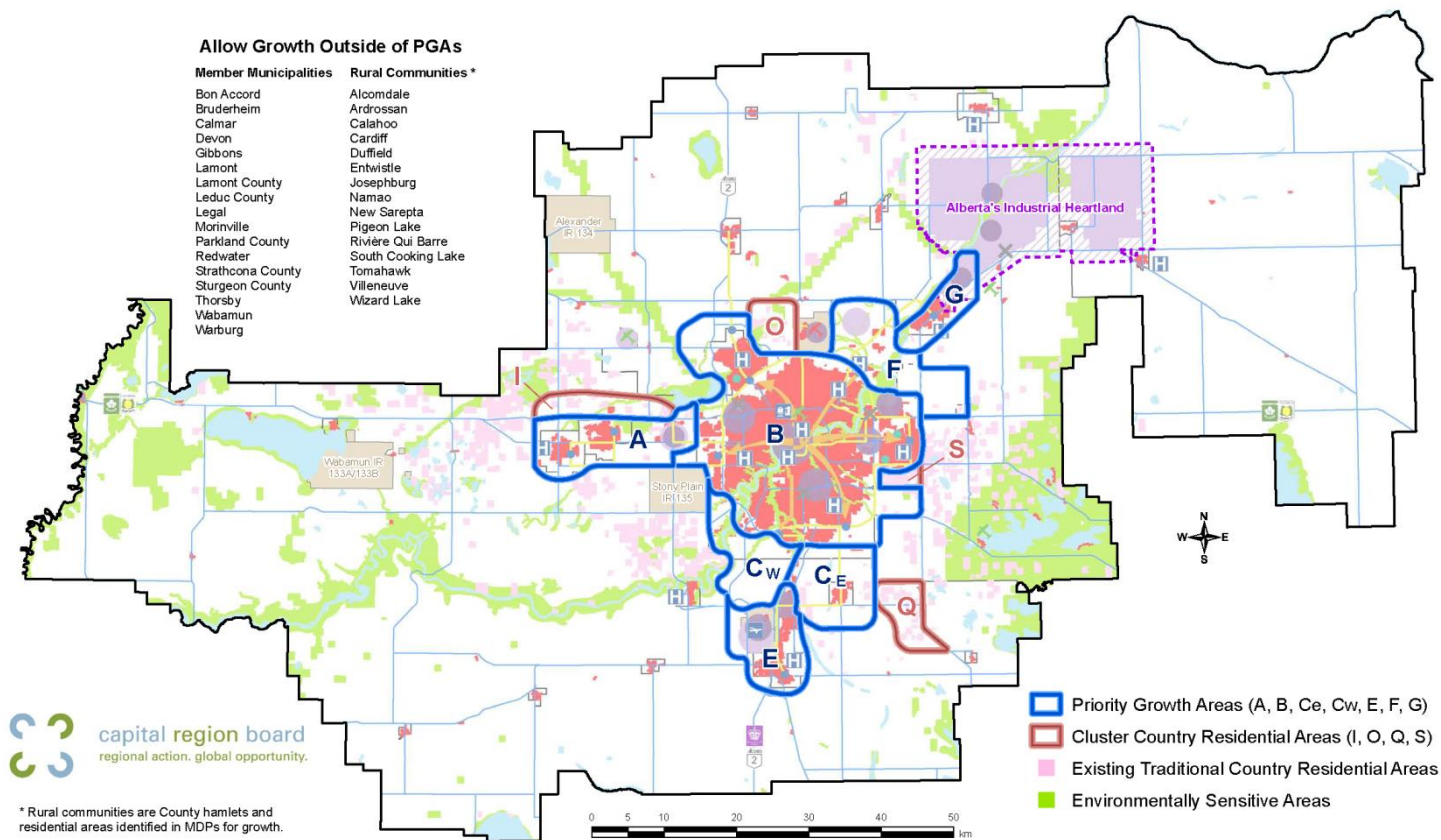
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- Complex planning environment with Capital Region
- Priority growth areas as directed by CRGP
- Conflict between COE and Beaumont growth directions
- Town growth study examined Beaumont needs only
- Economists, planners, engineers all involved
- Contested annexation with significant costs incurred
- Increasing pressure to establish coordinated growth plan
- CRGP currently under review

# Competing Interests

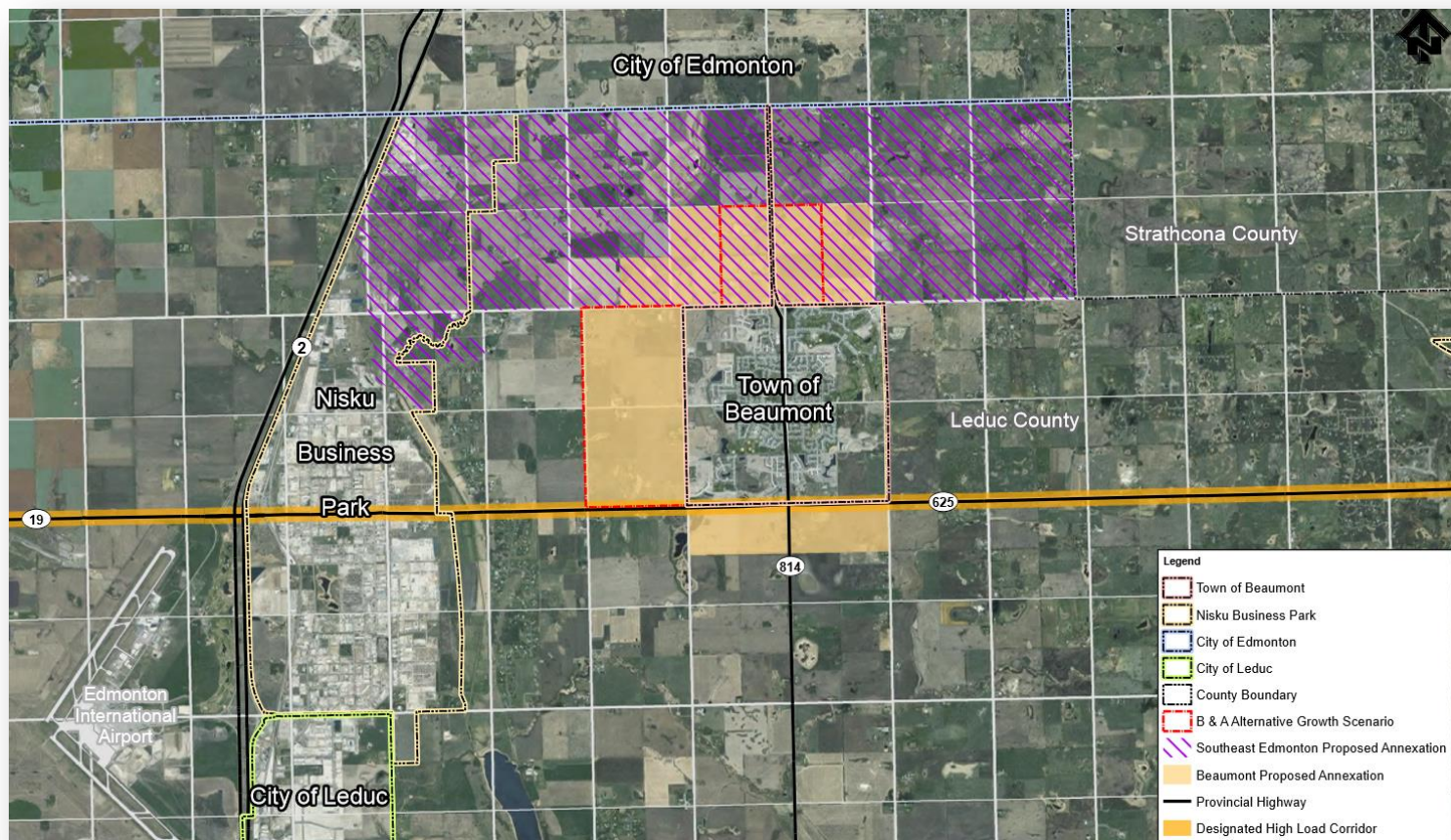
## Edmonton, Beaumont, Leduc County

FIGURE 1: PRIORITY GROWTH AREAS AND CLUSTER COUNTRY RESIDENTIAL AREAS



# Competing Interests

## Edmonton, Beaumont, Leduc County





# Part 3

# **Integrated Planning Approaches**

# Typical Growth Study

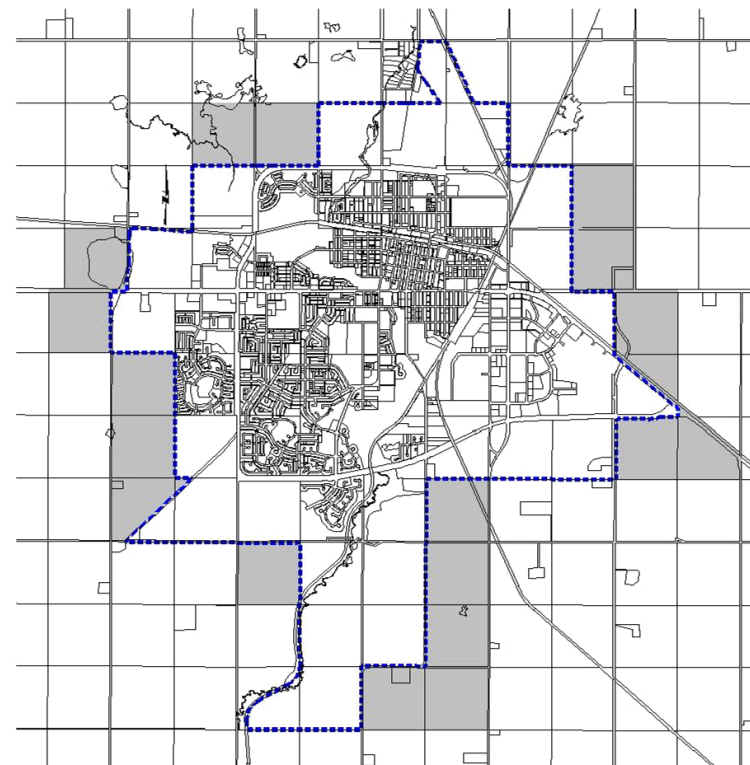
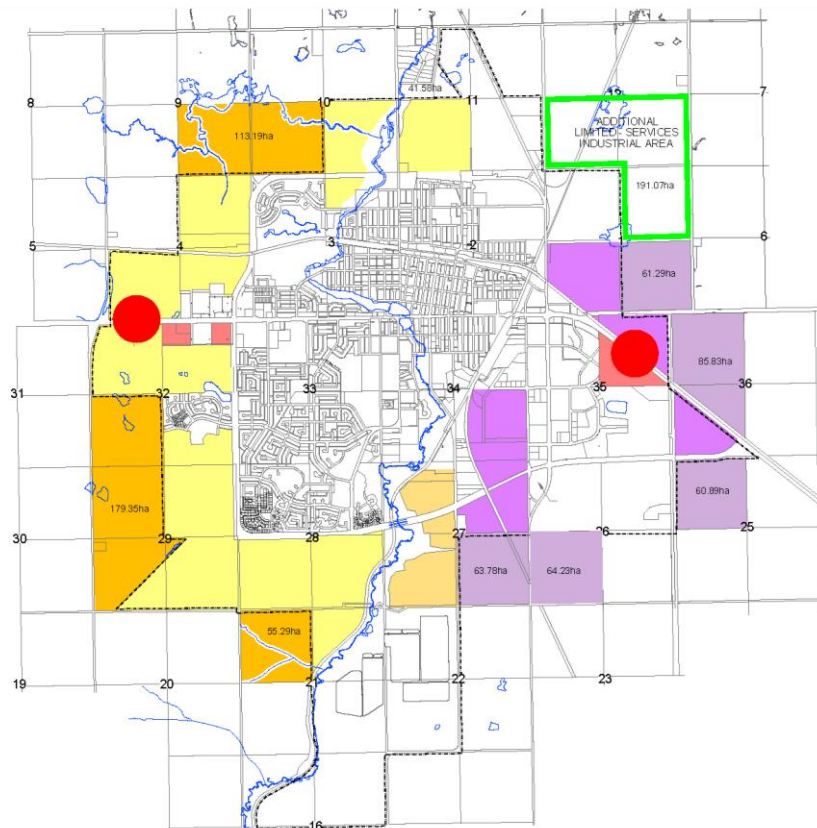
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- Intended to provide rational basis of annexation
- Driven by series of core assumptions or inputs including:
  - › Population and employment projections
  - › Land absorption and supply analysis
  - › Assumptions about growth needs (i.e. density assumptions)
  - › Mark-ups for additional land needs (i.e. roads, parks, institutional uses)
  - › Consideration of opportunities and constraints
- Assumptions may vary by study
- Typically have been focused on urban growth

# City of Camrose Growth Study

	2006- 2016	2016- 2026	2026- 2036	30 Year Total	2036- 2046	40 Year Total	2046- 2056	50 Year Total
<b>Total City Population</b>	21,500	27,522	35,230	45,098	45,098	57,729	57,729	57,729
<b>Population Growth</b>	5,500	6,022	7,708	19,230	9,868	29,098	12,631	41,729
<b>Cumulative Total</b>	5,500	11,522	19,230	19,230	29,098	29,098	41,729	41,729
<b>New Household/ Units (at 2.4 ppu)</b>	2,292	2,509	3,212	8,013	4,112	12,124	5,263	17,387
<b>Land Requirements</b>								
Residential Acres (at 4 upgda) <sup>1</sup>	573	627	803	2,003	1,028	3,031	1,316	4,347
Cumulative Total (acres)	573	1,200	2,003	2,003	3,031	3,031	4,347	4,347
Commercial/Industrial Acres (at 67 ac/1000) <sup>2</sup>	369	403	516	1,288	661	1,950	846	2,796
Cumulative Total (acres)	369	772	1,288	1,288	1,950	1,950	2,796	2,796
Subtotal	941	1,031	1,319	3,292	1,689	4,981	2,162	7,143
Cumulative Total (acres)	941	1,972	3,292	3,292	4,981	4,981	7,143	7,143
Other Land Uses (at 20%)	188	206	264	658	338	996	432	1,429
Cumulative Total (Acres)	188	394	658	658	996	996	1,429	1,429
<b>Total Land Requirement (Cumulative)</b>	<b>1,130</b>	<b>2,367</b>	<b>3,950</b>	<b>3,950</b>	<b>5,977</b>	<b>5,977</b>	<b>8,571</b>	<b>8,571</b>
Acres per 1,000 population growth	205	205	205	205	205	205	205	205
<b>Existing Land Supply</b>				<b>1,761</b>				
<b>Additional Land Requirement (Annexation)</b>				<b>2,189</b>	<b>2,027</b>	<b>4,216</b>	<b>2,594</b>	<b>6,810</b>
<b>Additional 1/4 Sections (at 160 acres)</b>				<b>14</b>	<b>13</b>	<b>27</b>	<b>16</b>	<b>43</b>

# Camrose Study & Annexation Area



## Legend



Existing City Boundary



Annexation Areas

# Growth Study Evolution

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- Growth studies are becoming increasingly complex
  - › the rise of GIS, internet, google search
  - › the need to economically justify non-res market share
- Public more aware of planning issues/want input
- Regional environmental considerations/regulations
- Increased pressure for detailed justification
- Increasing review of all assumptions used
- Increasing degree of professional expertise involved

# Joint Growth Studies / IDPs

- Brings regional focus
- Facilitates discussion around growth share and coordination
- Built upon core assumptions and drivers accepted by parties
- Accounts for urban/rural interests
- Can serve as catalysts for statutory plan updates, and annexation agreement

**CITY OF LEDUC  
& LEDUC COUNTY**

JOINT SUSTAINABLE GROWTH STUDY  
**2008-2060**



OCTOBER 2008



# Joint Growth - Process

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- Define roles of key players
- Clearly define communications and approval process:
  - › What level of information is Council / Steering Committee comfortable reviewing / approving? (high level vs details)
  - › Who is needed to make the day-to-day decisions related to growth factors? Planning level? Administration? Council?
- Establish Clear dispute resolution mechanism
- “Park” other discussions to focus efforts

# Joint Growth - Building Trust

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- Ensure each municipality has opportunity to determine key growth goals as part of process
- Accept that any process will have joint growth outcomes
- Acknowledge limitations of older plans to address regional concerns and potential need to update them
- Open workshop formats can be used to build trust, joint decision-making and buy into core assumptions

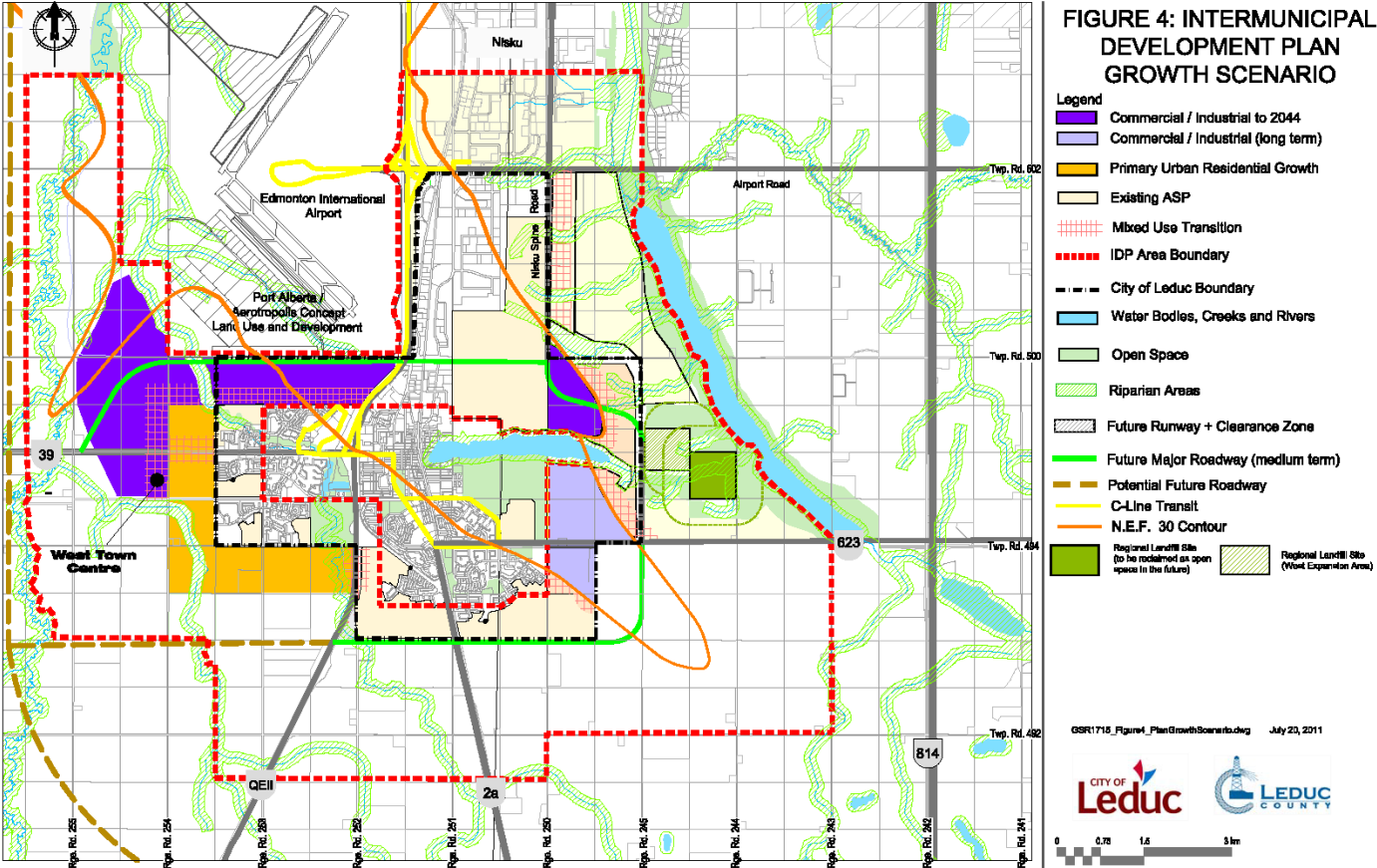


# Joint Growth - Details

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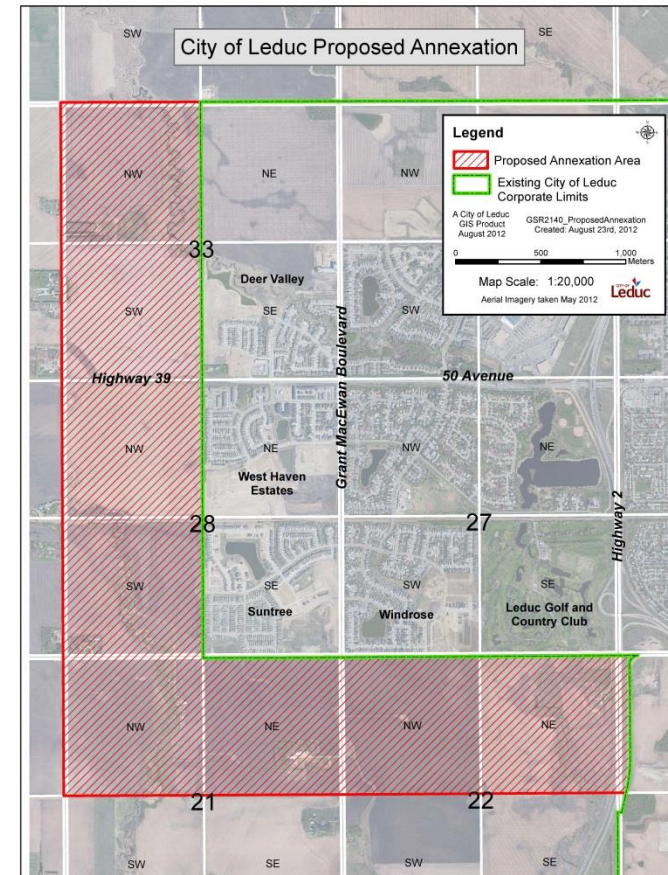
- Determine required supporting studies and level of detail required to support investigation
- Define key drivers of land requirements, assumptions for analysis that are accepted by all parties
- Determine how decisions about key drivers will be made, and at what level
- Work step-by-step to ensure outcome is rational and justified to build consensus along the way
- Incremental process allows for agreement on some issues even if outcome is contested

# City of Leduc and Leduc County



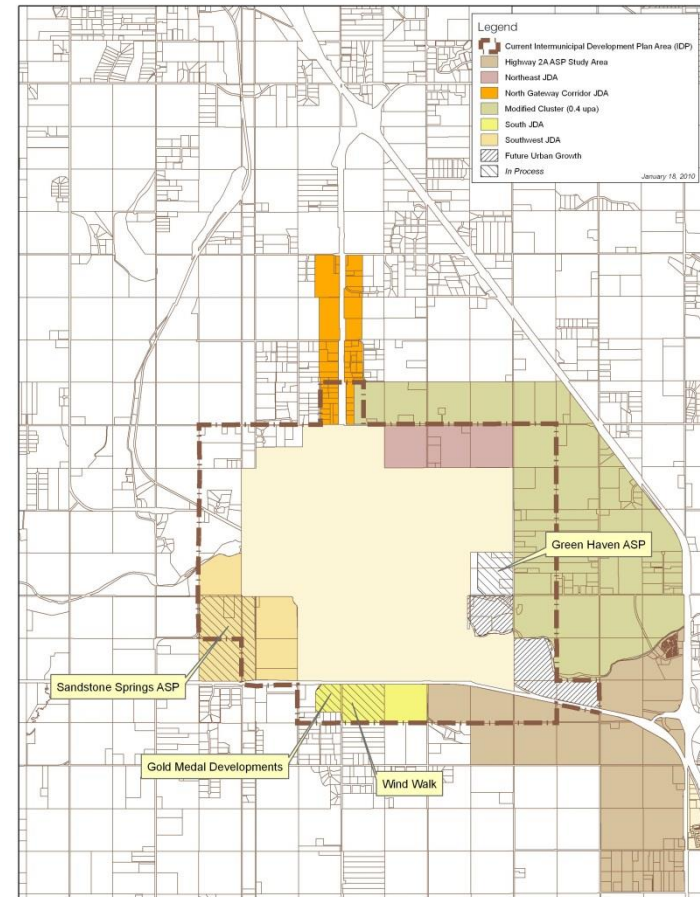
# City of Leduc and Leduc County

- Joint growth study completed
- Significant public engagement
- Provided significant framework for IDP
- Led to uncontested annexation agreement
- Framework for coordinated growth between City and County



# Town of Okotoks & MD of Foothills

- Joint planning agreement
- Creation of rural/urban development management strategy
- Completion of recent Town growth study
- Recent annexation agreement reached
- Tri party agreement on joint industrial/employment growth to south of Town



# Other Recent Efforts

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- **Mountain View County and Town of Olds**
  - › Intermunicipal Collaboration Initiative
- **Rocky View County and Town of Crossfield**
  - › Joint ASP for industrial growth
- **County of Vermilion River and Lloydminster**
  - › Preparation of joint growth study

# Summary

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- Growth planning needs to respond to the increasing complexity of regional environments and varying municipal aspirations
- Collaboration through joint growth planning processes can support agreement relative to annexation matters and inform intermunicipal planning efforts such as IDP's
- Joint growth planning exercises can help avoid expensive, contested annexation processes and can help build "buy-in" and mutual understanding
- Collaborative approaches can create a balanced perspective and honour individual municipal right to grow.

# Questions for Consideration

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- What other tools or mechanisms have worked for you in reaching an agreement on an intermunicipal matter?
- What were some of the benefits/challenges experienced as part of these processes and how did these relate to key outcomes?
- What are some of the key lessons learned as part of the use and application of these tools and approaches?

# Thank You

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