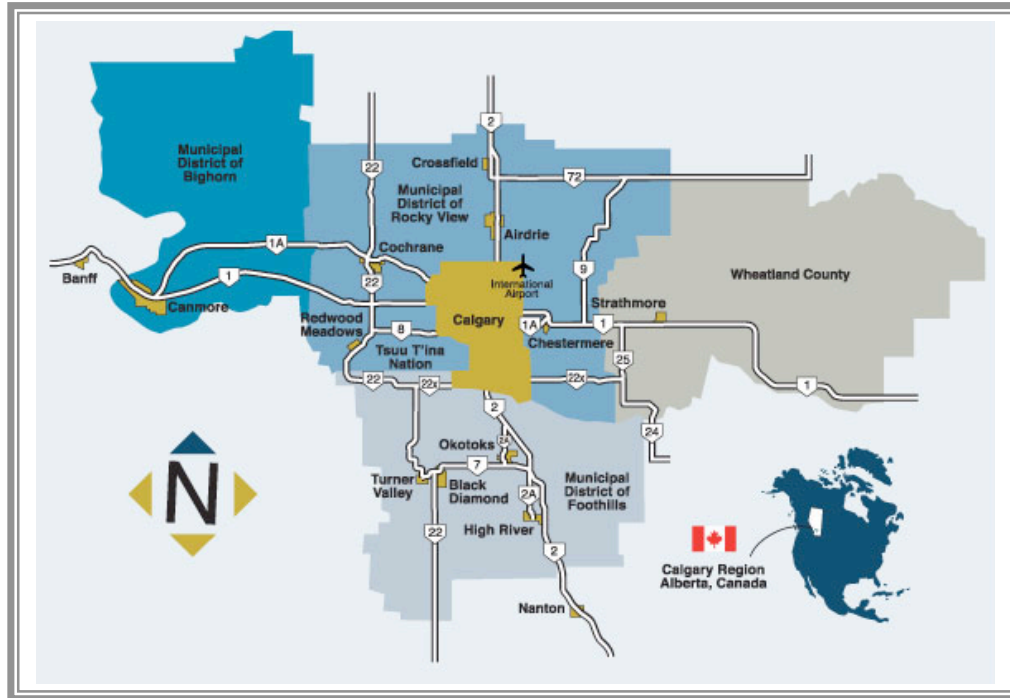# Situation Assessment Report
on
Terms of Agreement for Working Together

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The Public Policy Research Institute is an applied research and education center at The University of Montana. It promotes sustainable communities and landscapes through collaborative governance, which includes -- but is not limited to -- citizen participation, deliberative democracy, multi-party negotiation, community-based collaboration, cooperative conservation, joint fact-finding, and consensus building. The Institute works with a variety of partners to conduct timely, practical research; build the capacity of current and future leaders to engage in collaborative governance; and create forums for people with diverse interests to exchange ideas, build understanding, and shape solutions to public problems. For more information, go to www.umtpri.org or call 406-457-8475.

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GROWTH IN THE CALGARY REGION

Without question, a new era of rapid growth and change is upon the Calgary region.

Understanding the region's dynamic growth and its drivers – especially as the region looks to the future - is necessary if regional citizens want to influence the manner in which growth affects their daily lives, whether through municipal services, housing options, environmental concerns, economic opportunities, social services, or general quality of life issues.

HISTORY OF REGIONAL RESPONSES

From 1951 to 1995, the Calgary Regional Planning Commission (CRPC), a creation of the Alberta Provincial Government, developed and regulated land use policy in the geographic area in and around the Calgary region. In 1995, the Province of Alberta disbanded the Regional Planning Commission along with its responsibility for municipal and regional planning.

In place of this regional framework, the Province established the 1995 Municipal Government Act (MGA), which gave new powers to municipalities, including responsibility for planning and development.

Under the MGA, growth management and land use planning at the regional level has not been as coordinated (nor as regulated) as under the CRPC, as individual municipalities have taken ownership for planning and development within their jurisdictions.

The Calgary Regional Partnership emerged in late 1999 in response to the gaps in regional coordination and cooperation between municipalities that followed the Calgary Regional Planning Commission's dissolution.

Today, municipalities in the Calgary region are facing a number of challenges related to rapid economic and population growth.

These forces – or drivers of change - have brought the challenge of responding to growth pressures in a sustainable manner to the CRP.

While CRP's approach to regional growth and sustainability issues continues to evolve, it is built upon previous, notable accomplishments.

On May 26, 2006, CRP adopted a Regional Growth and Sustainability Framework Action Plan. The purpose of the Regional Growth and Sustainability Framework (RGSF) is to provide guidance on regional growth, economic development, transportation, municipal

servicing, social wellbeing and the environment, over a 30-50 year time horizon – in support of the region's long-term vision and goals.

CRP members decided that the RGSF should be comprised of six components. This situation assessment concerns component number three:

Terms of agreement for working together on regional planning issues.

To assist the CRP with the *Terms of Agreement for Working Together*, CRP contracted with the Public Policy Research Institute (PPRI) – an applied research and education center at The University of Montana – that specializes in regional collaboration to assist CRP members in creating a "made in the Calgary Region" process for working together.

THE SITUATION ASSESSMENT

To initiate the process of developing *Terms of Agreement for Working Together*, PPRI conducted a situation assessment. The objectives of the situation assessment were to:

- Build a common understanding of the issues and concerns related to growth and sustainability as seen by CRP members;
- Clarify and confirm CRP members' views on growth and sustainability, and their expectations and aspirations for working together as a region to address these issues and concerns;
- Create a foundation to develop the *Terms of Agreement*, which will be developed through a series of facilitated conversations.

From October 10-12, 2006, PPRI staff conducted interviews with CRP municipalities; follow-up interviews were conducted by phone for those unable to arrange a face-to-face interview. Forty-three (43) individuals representing 16 CRP municipalities participated in the interviews. From January 17 to February 4, 2007, PPRI solicited feedback on a draft of the situation assessment. We have done our level best to incorporate changes based on that feedback in the final report. *The findings presented in the next section are not intended to represent a factual history of CRP or of regional inter-municipal cooperation per se. All errors and omissions are the sole responsibility of PPRI and CBI.*

FINDINGS FROM INTERVIEWS

Issues and Concerns Related to Growth and Sustainability
In general, rural areas close to urban centers are seeking to accommodate demand for lower density (and often upscale) development, address infrastructure and servicing challenges with older developments, and consider how to manage rapid growth in a more sustainable way, while trying to accommodate the desires and values of their residents.

Urban centers, by contrast, are seeking to understand what land they need for future growth, how to work with neighbors who were previously more rural and less dense, and

provide for an increased demand for services (water, sewer, fire, police, ambulance, recreation, libraries, etc.) from their residents and from some outside their boundaries.

More rural Municipal Districts (MDs) are faced with accommodating a vast increase in recreational visitors to their landscape while trying to preserve open space, rural values, a viable commercial tax base, and provide watershed protection.

Barriers and Challenges to Working Together
All partners recognize they are interdependent, sharing natural resources, job and consumer markets, and cultural qualities.

However, political boundaries, market forces, and current financial mechanisms (including the Province's cost-sharing structure and existing local revenue sources) tend to foster, to some extent, isolation and competition, not cooperation.

Information Needed for Regional Growth and Sustainability
In general, partners expressed a desire to learn more about different governance models for working regionally, especially models that maintain local autonomy, as well as a desire for more specific information on the region's land use and demographic trends, including alternative growth scenarios.

Mechanisms to Improve Coordination
While there appears to be almost unanimous opposition to a formal decision-making body similar to the disposed Calgary Regional Planning Commission, most agreed that better cooperation and coordination, including sharing of MDPs and other information, would improve land use decisions in the region.

Some interviewees offered that current institutions and regulations provided an adequate framework for addressing the challenges presented, but others offered new mechanisms for improving land use decisions in the region.

Potential Areas of Conflict
Interviewees expressed concerns about potential conflict around both value-based issues (e.g., what is sustainability) and specific policy-related issues (e.g., how to enforce IDPs).

Strategies to Mitigate and/or Resolve Conflicts
Interviewees cited existing dispute resolution and mediation services through the Municipal Governance Act (MGA), but many expressed a desire to devise a more tailored approach to preventing and resolving disputes among adjacent jurisdictions and members of the CRP.

The most common comment was that Provincial-led mediation and dispute resolution services were triggered only after relationships had seriously deteriorated.

Additionally, partners expressed a desire to devise a "homegrown" approach to resolving inter-municipal conflicts that reflected the vision and values of the CRP.

Options for Cost-sharing
Partners expressed a desire to learn more about the region's finances (including debt loads, tax revenues, Provincial cost-sharing mechanisms, other revenue streams, embedded and incremental costs of services, etc.) before attempting to consider specific cost-sharing options.

At the same time, several interviewees thought a negotiated agreement among all CRP members could provide a level of transparency and fairness, as well as mitigate conflict between individual municipalities, that is not currently possible. Others thought costs should be linked to specific projects and shared according to cost/benefit and economic impact analyses.

Interests and Concerns about Moving into a New Topic Area
Most interviewees agreed that it is important to consider the regional context of the growth and sustainability issues they face. Additionally, most felt there is an opportunity to work together on creating a homegrown approach to addressing regional growth pressures.

Role of CRP
Interviewees agree that the Calgary Regional Partnership provides a valuable forum for building relationships, sharing information, and addressing regional challenges.

They said that participants have benefited from CRP projects, including the regional GIS project, the regional service study, specialized transportation services, and other efforts.

Role of the Provincial Government
Many interviewees identified a potentially prominent role for the Province in regional planning. Most interviewees agreed they would benefit from planning guidance as well as additional financial and technical support for working on a regional basis.

SYNTHESIS OF FINDINGS

This synthesis is designed to bridge the findings from the interviews to the actual drafting of *Terms of Agreement for Working Together.*

Based on the interviews, potential topics to address in the *Terms of Agreement for Working Together* include, but are not limited to:

- Acknowledge the changing dynamics of the region, along with the common values and vision shared by CRP members.
- Create a focused but flexible framework that allows CRP members to address the most immediate and compelling regional issues (e.g., the provision of water and wastewater services and cost-sharing) and longer-term goals (e.g., sustaining the ecological infrastructure of the region).
- Develop principles and/or strategies to improve land use planning and coordination among adjacent jurisdictions and for the region as a whole.

- Articulate principles and/or strategies to mitigate and/or resolve disputes among adjacent jurisdictions.
- Create opportunities for meaningful participation by citizens, stakeholders, and First Nations (at both the regional and more local levels)
- Clarify the role of the provincial government.
- Clarify the role of CRP.
- Anticipate an ongoing need for research on scientific and technical issues, as well as policy research and analysis.

LESSONS FROM OTHER REGIONS

PPRI provides six case studies and lessons learned to help inform and invigorate CRP members as they build on the findings of this situation assessment and craft a "made in the Calgary region" *Terms of Agreement for Working Together*.

NEXT STEPS

This situation assessment represents the first step in developing a "Made in the Calgary Region" *Terms of Agreement for Working Together* on regional growth and sustainability. As such, the assessment report is meant to provide a common understanding of partners' past views, expectations, aspirations as well as their concerns. Moreover, it is meant to provide background to inform and invigorate the process.

GROWTH IN
THE CALGARY REGION[1]

Without question, a new era of rapid growth and change is upon the Calgary region. The evidence is everywhere: neighborhoods are changing as individuals and families move to the region from throughout Canada and around the world; traffic congestion is increasing; open space is decreasing; and everywhere the landscape is undergoing a transformation, with new golf courses, industrial parks, neighborhoods, and other urban amenities replacing traditionally agricultural lands.

Growth in the Calgary region is nothing new. The region's recent history is punctuated with significant population increases, from completion of the transcontinental railroad and the oil boom of the late seventies to today's growth. Growth brings opportunity and prosperity to the region. It also challenges citizens and community leaders to make important decisions about how to best manage growth for the moment as well as into the uncertain future.

As before, the principal public policy puzzle today is how to take advantage of the opportunities and prosperity of growth while meeting its challenges, from providing the necessary infrastructure and services, to addressing the social and cultural consequences brought by such significant changes to the population,

landscape, and economy.

While the principal opportunities and challenges brought by growth remain much as they were during earlier eras, several unique factors are shaping the current response to growth, including a wealth of new information and technology to address issues ranging from land use and transportation to agriculture and water conservation; a better understanding of the relationship between social, environmental, and economic issues; and a sociopolitical culture at a historical crossroad – part steeped in the tradition of rugged individualism and local autonomy, part seeing the need to work side-by-side to address the regional nature of the challenges brought by growth.

Another factor influencing the response to current growth issues is evidence that growth in the region will remain strong, largely based on the current geopolitical landscape and strong market demand for energy resources. Broad findings from a recent study by the Canadian Energy Research Institute indicate that future energy trends will sharply enhance the growth potential in Calgary throughout the period 2005 to 2035. During this period, the city will likely grow at a significant pace in terms of population, employment, and the economy. According to the same study, this energy-driven growth will produce challenges, including management of the natural and built environment, governance, and social and cultural issues.

Understanding the region's dynamic growth and its drivers – especially as the region looks to the future - is necessary if regional citizens want to influence the manner in which growth affects their

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[1] *Sources:* City of Calgary. 2005. Financing growth study. http://www.calgary.ca/docgallery/bu/planning/pdf/2005_1077_financing_growth.pdf.; Al-Qudsi, Sulayman. 2005. Potential effects of energy megatrends on the City of Calgary: A Long Term View. Prepared for the City of Calgary. http://sshqudsi.com/downloads/ImagineCalgary.pdf

daily lives, whether through municipal services, housing options, environmental concerns, economic opportunities, social services, or general quality of life issues.

HISTORY OF REGIONAL RESPONSES[2]

From 1951 to 1995, the Calgary Regional Planning Commission (CRPC), a creation of the Alberta Provincial Government, developed and regulated land use policy in the geographic area in and around the Calgary region, including the Municipal Districts (MDs) of Rocky View, Bighorn, and Foothills, and Wheatland County. In 1995, the Province of Alberta disbanded the Regional Planning Commission along with its responsibility for municipal and regional planning.

At the same time the CRPC was dissolved, the Province established the 1995 Municipal Government Act (MGA), which gave new powers to municipalities, including responsibility for planning and development. To fill the regional planning gap, the MGA encouraged the creation of Intermunicipal Development Plans (IDPs) – voluntary, inter-jurisdictional agreements about how development should proceed along the borders of adjacent municipalities.

Under the MGA, growth management and land use planning at the regional level has not been as coordinated (nor as regulated) as under the CRPC, as individual municipalities have taken ownership for planning and development within their jurisdictions. Though

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[2] *Sources*: Calgary Regional Partnership. 2006. Working Together Agreement component of the Regional Growth and Sustainability Framework: Terms of Reference.

numerous IDPs exist, they are only bi-lateral (between two adjacent entities), and some view them as either limited in scope or weak in their monitoring and enforcement provisions. The variation in growth pressures throughout the region has resulted in different policies and paradigms in municipalities. All, however, can be said to be responding to the cultural, political, environmental, and economic forces they face.

In the last several years, elected officials and their staffs from throughout the Calgary Region have been engaged in a collaborative effort to identify and address issues of regional significance and importance through the Calgary Regional Partnership (CRP). The Calgary Regional Partnership emerged in late 1999 in response to the gaps in regional coordination and cooperation between municipalities that followed the Calgary Regional Planning Commission's dissolution. CRP provides a valuable forum and platform for information sharing, relationship building, and project incubation and development. As a regional body, CRP is reflective of the sociopolitical, economic, and environmental forces that shape the opinions, options, and policies of its member municipalities.

Today, municipalities in the Calgary region are facing a number of challenges related to rapid economic and population growth, including:

• the increasing cost and demand for regional and municipal infrastructure;
• growing inter-municipal servicing pressures;
• increasingly complex inter-juristictional relationships and stressful annexation processes;

- mounting stress on regional transportation systems;
- the use of large amounts of productive land for urban and rural growth;
- rapidly approaching carrying capacities of natural environment systems – especially with regard to the region's water resource;
- other long-term water quality and water servicing issues;
- commercial and industrial site location and labor force challenges; and
- potential stresses on the social fabric and quality of life in the region.

These forces – or drivers of change - have brought the challenge of responding to growth pressures in a sustainable manner to the CRP. The partnership is now exploring whether and how it can fill the gap in governance and address these regional, interdependent interests in a legitimate, credible manner that honors its members' autonomy as well as its own past.

While CRP's approach to regional growth and sustainability issues continues to evolve, it is built upon previous, notable accomplishments. CRP's vision statement and regional aspirations, as adopted on September 15, 2006, form the foundation of the partnership's approach. The CRP's vision statement is:

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

This vision statement is accompanied by a list of "regional aspirations" that provide more detail with respect to each component of the vision (*see* Appendix A).

Similarly, CRP crafted a concise mission statement and a companion list of "Goals for our Partnership" (*see* Appendix B) to reflect the details of the mission. The mission statement reads:

> "Community owned and regionally inspired, the Calgary Regional Partnership shapes and champions a regional vision. We invent, incubate and **work together** to achieve a **healthy environment**, **enriched communities**, **sustainable infrastructure** and a **prosperous economy.**"

Additional CRP work provides further direction to this effort. On May 26, 2006, CRP adopted a Regional Growth and Sustainability Framework Action Plan. The purpose of the Regional Growth and Sustainability Framework (RGSF) is to provide guidance on regional growth, economic development, transportation, municipal servicing, social wellbeing and the environment, over a 30-50 year time horizon – in support of the region's long-term vision and goals. It is also the intent of the Framework to foster more effective inter-municipal relationships. As part of the Regional Growth and Sustainability Framework Action Plan, CRP members agreed that their effort should build upon the "Sustainable Environments Vision and Principles" (*see* Appendix C) developed as part of the 2002 Vision. It was also agreed that the RGSF should utilize "triple bottom line" analysis (utilizing economic, social, and environmental metrics to evaluate progress and success). Moreover, CRP members decided that the RGSF should be comprised of the following six components:

1. A long-term vision, principles, goals, and targets for a sustainable region;
2. Region-wide sustainable growth scenarios – high level regional land use concepts;
3. **Terms of agreement in principle for working together on regional planning issues;**
4. Integration and alignment with municipal plans and key CRP projects;
5. Technical planning and support tools; and
6. Regional sustainability indicators.

The primary task of this situation assessment is to initiate dialogue and begin work on the third element: *Terms of Agreement for Working Together*. For these terms, the Action Plan articulates three actionable items to facilitate the process of working together on regional planning and growth-related issues:

First, the Framework Subcommittee will undertake a facilitated process to design an agreement in principle for how CRP members can work together on regional planning and growth related issues.

Second, CRP will seek high quality professional facilitation expertise that is experienced in the context that CRP is working and that can also bring a fresh perspective to the table.

Third, CRP articulated specific objectives for the Terms of Agreement process, including: (1) promote a means to enhance regional collaboration, cooperation and communication around issues of inter-jurisdictional concern as they relate to regional growth and sustainability; (2) explore regional growth and sustainability management and decision making models and best management practices; (3) articulate

potential processes to implement appropriate regional level growth and sustainability management plans and to coordinate and complement municipal plans; and (4) develop processes to mitigate or resolve conflict.

To assist the CRP with the *Terms of Agreement for Working Together*, CRP contracted with the Public Policy Research Institute (PPRI) – an applied research and education center at The University of Montana that specializes in regional collaboration – to bring a fresh perspective to the table and to assist CRP members in creating a "made in the Calgary Region" process for working together.

THE SITUATION ASSESSMENT

To initiate the process of developing *Terms of Agreement for Working Together*, PPRI conducted a situation assessment. The objectives of the situation assessment were to:

- Build a common understanding of the issues and concerns related to growth and sustainability as seen by CRP members;
- Clarify and confirm CRP members' views on growth and sustainability, and their expectations and aspirations for working together as a region to address these issues and concerns;
- Create a foundation to develop the *Terms of Agreement*, which will be developed through a series of facilitated conversations[3].

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[3] Please refer to the "Next Steps" section of this assessment for more detailed information on how PPRI will be working with CRP through these facilitated dialogues.

In preparing this document, PPRI has worked closely with CRP members and staff to gain an understanding of the partnership, its history, vision, goals and programs, along with its aspirations with respect to the development of the RGSF. Additionally, PPRI worked closely with CRP in developing the set of interview questions were used to complete the interviews that form the basis of this situation assessment report.

On September 21, 2006, CRP Chair, Mayor Linda Bruce, distributed a letter to CRP municipalities introducing the scope of the *Terms of Agreement* project. The letter also included a list of the interview questions developed by PPRI and CRP (the interview questions are included as Appendix D of this report). From October 10-12, 2006, PPRI staff conducted interviews with CRP municipalities; follow-up interviews were conducted by phone for those unable to arrange a face-to-face interview. (*see* Appendix E for a list of interviewees)

PPRI staff then summarized and synthesized the interviews and prepared a draft situation assessment report. From January 17 to February 4, 2007, PPRI solicited feedback on the draft report. We have done our level best to incorporate changes based on that feedback in the final report.

The findings presented in the next section are not intended to represent a factual history of CRP or of regional inter-municipal cooperation per se. Nor do the findings constitute PPRI's analysis of the views expressed. Rather, the findings are summaries of what PPRI staff heard and reflect the specific questions asked. As a result, the findings do not represent an exhaustive study

of growth and sustainability issues in the region, nor are they an end in themselves. Some interests and opinions may not be represented here, and some factual inaccuracies may be present. All errors and omissions are the sole responsibility of PPRI and CBI.

FINDINGS FROM INTERVIEWS

As mentioned in the previous section, the purpose of conducting this situation assessment is to build a common understanding of the CRP members' views of the past, current expectations, aspirations and concerns with respect to regional growth and sustainability issues. These findings represent those aspirations and concerns – they are not a prescription for the *Terms of Agreement* per se, but should help inform and invigorate the development of the *Terms of Agreement*. The findings also provide a current and candid view of CRP members' responses to questions asked in the interviews.

The following interview findings are categorized according to the issues and themes raised in the interview questions. Again, *the findings are summaries of what PPRI staff heard and are reflect the specific questions asked. The findings do not represent an exhaustive study of growth and sustainability issues in the region, nor are they an end in themselves. Some interests and opinions may not be represented here, and some factual inaccuracies may be present.*

Issues and Concerns Related to Growth and Sustainability

CRP municipalities face significant and sometimes divergent impacts as a consequence of the region's rapid growth.

Municipalities confront unique planning challenges as development pressures play out according geographic, social, political, economic, environmental and historic forces.

In general, rural areas close to urban centers are seeking to accommodate demand for lower density (and often upscale) development, address infrastructure and servicing challenges with older developments, and consider how to manage rapid growth in a more sustainable way, while trying to accommodate the desires and values of their residents.

Urban centers, by contrast, are seeking to understand what land they need for future growth, how to work with neighbors who were previously more rural and less dense, and provide for an increased demand for services (water, sewer, fire, police, ambulance, recreation, libraries, etc.) from their residents and from some outside their boundaries.

More rural Municipal Districts (MDs) are faced with accommodating a vast increase in recreational visitors to their landscape while trying to preserve open space, rural values, a viable commercial tax base, and provide watershed protection.

All face threats to quality of life (open space, recreation, sense of community, quality housing and jobs, etc.) within individual municipalities and throughout the region as a whole.

Rapid growth in the oil and gas industry accentuates the challenge of balancing robust economic growth and opportunity with protection of the environment and public health.

All municipalities are facing numerous cost considerations and burdens as they seek to provide the services their residents want and demand at a reasonable cost. Some have taken on significant debt burdens in doing so.

Barriers and Challenges to Working Together

All partners recognize they are interdependent, sharing natural resources, job and consumer markets, and cultural qualities.

However, political boundaries, market forces, and current financial mechanisms (including the Province's cost-sharing structure and existing local revenue sources) tend to foster, to some extent, isolation and competition, not cooperation.

Specific challenges identified during the interviews include:

- Albertan values of independence and autonomy remain strong, but with such growth, "live and let live" may not be always practical.
- In the last decade, MDs have come into their own as distinct, complex municipalities with their own goals, aspirations, and needs (with rural, urban, and "rurban" characteristics).
- Urban centers face increasing development on their borders and the related costs of providing services (water, wastewater, fire, police, ambulance, transportation, recreation, libraries, etc.).
- All municipalities are seeking ways to increase revenues with limited revenue mechanisms (property taxes and development and use charges).

- With a perceived lack of means to influence "outside" growth, urban centers are withholding or withdrawing services from MDs. This is causing increasing conflict and eroding relationships.
- NIMBY ("Not In My Back Yard") sentiment presents challenges to strategic planning objectives.
- Given the differences in the growth-related challenges they face, MDs and urban centers share differing views (and perhaps values) on such issues as density; location, intensity, and type of development; and need for services.
- The role of the Province in the face of these changes is not clear, and CRP members offer different views of the Province's current efforts with respect to funding, dispute resolution, and policy direction on regional growth and sustainability issues.
- Given the difficulties and frustrations of dealing with such change and growth, individuals sometimes personalize underlying structural, demographic, and economic changes and conflicts.

A recurring comment heard during the interviews was that the historical role and definition of rural and urban municipalities is undergoing significant changes and is continuing to evolve. The region's rapid growth and the shift in municipal planning authority that resulted from the 1995 Municipal Governance Act is resulting in a paradigm shift in the nature and character of rural municipalities (where, in fact, "rural" is no longer an accurate description of their character). Culturally, socially, and politically, municipal districts and counties are increasingly complex and diverse. From a land use and planning perspective, these MDs, to some extent,

continue to provide a home to low-density, agricultural lands dotted with hamlets. At the same time, they now must manage burgeoning residential, commercial, and industrial developments alongside and replacing traditional agrarian lands.

These dramatic changes have resulted in inter-municipal friction in some instances. CPR members expressed somewhat different growth and planning-related values. Views ranged across a spectrum. From one perspective, some embrace sustainability, "high" density, extensive planning, and active government action to manage and deal with growth. From another perspective, some tend to advocate market-based approaches to development, seeking to respond to the market, and to provide incentives such as low taxes, open space and distance between neighbors to meet market demand.

All municipalities highly value control, self-determination, and autonomy.

CPR members noted that changes in the characteristics of urban centers and municipal districts, and competing values and visions within the region, pose significant challenges as the partnership considers moving into the arena of regional coordination on growth and sustainability issues. For example,

- There is disagreement between municipalities over the provision of services (both "hard" and "soft" services, from water to libraries and recreation).
- There is also debate over what kinds of growth should occur in the cross-boundary interface areas (i.e., along a city or town and a MD or county).

- Moreover, some partners remain skeptical of other municipalities' underlying motivations when it comes to regional land use planning (i.e., some may view cities and towns as wishing to control all regional decisions and some may view MDs and counties as wishing for limited land use planning or growth management).
- Some cited the three-year election cycle as an additional barrier to addressing both relationship and planning issues over the long-term.

Information Needed for Regional Growth and Sustainability

Most partners identified some information needs that would help them better address the challenges brought by the area's recent growth.

In general, partners expressed a desire to learn more about different governance models for working regionally, especially models that maintain local autonomy, as well as a desire for more specific information on the region's land use and demographic trends, including alternative growth scenarios.

Specific informational needs mentioned (not including CRP projects already under way) in our interviews include:

- A review of other regional planning efforts in the U.S. and Canada;
- Options for regional revenue- and cost-sharing; and
- Regional growth trends and alternative scenarios.
- An inventory of the transfer of money among the region's municipalities

(whole economy – not just governmental transfers);
- Options for preserving open space and agricultural lands, including information on transfer of development rights (TDRs)[4] and land trusts;

Many municipalities were complimentary of the CRP in helping them identify informational needs as well as in seeking opportunities to collect and disseminate the desired information.

Mechanisms to Improve Coordination

Interviewees cited a number of possible improvements to the current land use decision-making structure.

While there appears to be almost unanimous opposition to a formal decision-making body similar to the disposed Calgary Regional Planning Commission, most agreed that better cooperation and coordination, including sharing of MDPs and other information, would improve land use decisions in the region.

Some interviewees offered that current institutions and regulations provided an

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[4] The State of Maryland's Rural Legacy Program (http://www.dnr.state.md.us/rurallegacy/rlnews/rurallegacy101.html) offers the following example highlighting how a TDR system might work: With a TDR system, landowners retain ownership and use of their land, but sell the rights to develop it in the future. Typically, a local government awards development rights to each parcel of developable land within a community based on a parcel's acreage or value, and also designates appropriate "sending areas" (areas eligible to sell or donate development rights, i.e. rural conservation districts) and "receiving areas" (areas where development rights can be applied, i.e. urban growth areas). Landowners in sending areas can then sell or donate their development rights to a builder/developer who applies them to a project in a receiving area.

adequate framework for addressing the challenges presented, but others offered new mechanisms for improving land use decisions in the region. Suggestions made in our interviews included:

- Increasing the use of service overlay districts (current practice exists with solid waste management, schools);
- Revising Inter-municipal Development Plans (IDPs) to improve implementation and accountability;
- Creating three-party (or more) IDPs, rather than simply between two entities;
- Completing a regional inventory or plan that captures what each municipality is doing and is planning to do into the future[5];
- Completing a commercial and industrial land inventory and embarking on a joint, voluntary effort to guide interested parties to appropriate locations and to reduce or avoid inter-municipal competition;
- Creating sub-regional plans (i.e. eastern, northern, southern, western sub-regions), with coordination among them;
- Devising a joint proposal to the Provincial Legislature outlining a framework for regionalism province-wide (or at least in the Calgary region), and helping define the terms of Provincial involvement, including rules, principles, and financial matters;
- Exploring mechanisms for diversifying local finance; and
- Exploring mechanisms for regionally preserving farmland and open space

(e.g., transfer of development rights (TDRs), conservation easements, etc.).

Many members discussed their experience with developing IDPs. Paradoxically, IDPs are seen as both a failure (largely in terms of implementation and accountability) and a promising mechanism to improve regional coordination. Interviewees said that if IDPs were to be used to strengthen regional planning and coordination, IDPs would have to be refined substantially and that there would have to be mechanisms in place to ensure that all municipalities completed and followed through on their IDPs.

Potential Areas of Conflict

Almost all of the challenges to regional growth and sustainability issues identified by interviewees in an earlier question arose because of their potential for creating friction or conflict among adjacent municipalities.

Interviewees expressed concerns about potential conflict around both value-based issues (e.g., what is sustainability) and specific policy-related issues (e.g., how to enforce IDPs). In addition to those described earlier (see "Barriers and Challenges to Working Together" above), interviewees expressed concern about conflict arising in the following areas:

- The provision of services, especially water and wastewater.
- The current annexation process;
- The manner in which regional land use planning is discussed among CRP members, especially concerns about power and money;

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[5] This task has been completed. Ghitter, Geoff et al. 2006. Regional Growth and Sustainability Framework: Inventory and Analysis of CRP Municipal Plans and Aspirations. Prepared for the Calgary Regional Partnership.

- Perceptions of inequality (fiscal and organizational capacity) between CRP members;
- The inability to move beyond historical conflicts and grievances; and
- Agreeing on the value of services provided across municipal boundaries (both "hard" (i.e. water, wastewater, facilities, etc.) and "soft" services (i.e. open space, recreation, watershed protection, etc.)).

Strategies to Mitigate and/or Resolve Conflicts

Interviewees cited existing dispute resolution and mediation services through the Municipal Governance Act (MGA), but many expressed a desire to devise a more tailored approach to preventing and resolving disputes among adjacent jurisdictions and members of the CRP.

The most common comment was that Provincial-led mediation and dispute resolution services were triggered only after relationships had seriously deteriorated.

Additionally, partners expressed a desire to devise a "homegrown" approach to resolving inter-municipal conflicts that reflected the vision and values of the CRP. In this respect, many said the Partnership had an opportunity to address concerns and conflicts before they reach the point where Provincial involvement becomes necessary.

Interviewees expressed a need for conflict mitigation and resolution strategies that would address their differences (even the more intractable differences concerning cost-sharing and planning values) while allowing them to continue to evolve as a

partnership and continue to address and solve issues of mutual concern.

While these general concerns and interests were expressed, partners did not share specific operational strategies for mitigating and/or resolving conflicts.

Options for Cost-sharing

Interviewees agree that the current cost-sharing arrangement in support of CRP activities is generally fair.

However, many expressed concern about how costs associated with growth and sustainability-related issues in the region should be shared.

Interviewees' concerns in this regard echoed earlier comments about the challenges of sharing costs (and related challenges of collecting revenue) for services both within and between municipalities. More specifically, partners expressed a desire to learn more about the region's finances (including debt loads, tax revenues, Provincial cost-sharing mechanisms, other revenue streams, embedded and incremental costs of services, etc.) before attempting to consider specific cost-sharing options.

At the same time, several interviewees thought a negotiated agreement among all CRP members could provide a level of transparency and fairness, as well as mitigate conflict between individual municipalities, that is not currently possible. Others thought costs should be linked to specific projects and shared according to cost/benefit and economic impact analyses.

The possibility of greater Provincial support for regional planning efforts was also raised and will be discussed further in a later section entitled "Role of the Provincial Government."

Interests and Concerns about Moving into a New Topic Area

Most interviewees agreed that it is important to consider the regional context of the growth and sustainability issues they face. Additionally, most felt there is an opportunity to work together on creating a homegrown approach to addressing regional growth pressures.

Common themes that emerged in this regard included:

- All greatly value the unique, dynamic, beautiful Calgary region;
- All see that growth is a regional challenge as well as a local one;
- Partners share in the ownership and leadership of the CRP;
- Partners value the relationship building, information sharing, and problem-solving aspects of the CRP; and
- Autonomy and control are important to all.

Interviewees also identified factors that could contribute to regional planning and growth coordination efforts, including:

- A number of effective, on-going regional to sub-regional partnerships are already in place;
- There is a history of neighborliness and reciprocity among many municipalities; and
- There exists the potential to benefit from the comparative advantages

MDs and urban centers offer at the regional level (i.e. MDs provide open space, agricultural land, recreation, a variety of residential settings, etc., while urban centers provide a density of services such as libraries, shopping, music, dining, emergency services, etc.).

On the other hand, almost all interviewees expressed at least some reservation about moving into regional growth and sustainability-related issues. Some interviewees are concerned primarily about protecting their own interests and autonomy. Others wonder whether the partnership can overcome significant fiscal, political, and cultural barriers to working together in a manner that will be seen as fair to all partners. Others are concerned about the impacts on the CRP and its successful work to date.

Role of CRP

Interviewees agree that the Calgary Regional Partnership provides a valuable forum for building relationships, sharing information, and addressing regional challenges.

They said that participants have benefited from CRP projects, including the regional GIS project, the regional service study, specialized transportation services, and other efforts.

Many interviewees noted that the non-project value of CRP is to provide an on-going, regular, defined, and managed forum where partners can talk, interact, learn and discuss outside of any one particular project, annexation dispute, or IDP concern. Some noted that this

informal aspect of CRP has allowed some municipalities to re-engage in important negotiations where they would not have otherwise. Many noted that there is simply no other forum to do this collectively.

Some interviewees expressed concern about whether CRP is the proper forum for addressing growth and sustainability-related challenges. The general apprehension expressed by these members is that if CRP actively takes on contentious growth and sustainability issues, what has been gained by the partnership may be lost, key partners may leave, and the value of the current CRP could be seriously eroded.

On the flip side, other interviewees worry that if CRP ignores the "elephant in the room" and does little to provide a proactive response, it will be rendered marginal or even ineffective.

Still others expressed enthusiasm and hope that the CRP, with its diverse talent, dedicated members, and experience can find a way through the complex issue of regional development coordination.

Options for Making Decisions during Implementation

From a governance point of view, interviewees expressed a range of alternative visions for making and implementing regional land use decisions.

Some felt that current arrangements were sufficient, while others suggested that land use decisions should occur within the parameters of agreed upon principles (articulated by either the CRP or the Province).

A few interviewees linked the potential for new decision-making processes to specific land-use planning mechanisms such as transfer of development rights (TDRs) or changes to the IDP process.

Others expressed concern about the current consensus-based decision-making framework through which CRP operates and wondered how the partnership would be able to achieve its regional growth and sustainability-related goals if absolute consensus is not reached.

Many interviewees expressed a range of alternatives to collaboration within or among CRP members, and all expressed concern that these alternatives would have adverse and potentially unintended consequences. Alternatives included:
- Urban municipalities could withdraw from providing services to adjacent MDs (this is already happening with water and sewer, emergency services, etc. and is contributing to deteriorating relationships.)
- MDs could unilaterally pursue service delivery options for their constituents (this is already happening, too, with the proposed new water line from the Red Deer River to Rocky View, etc., though all express some concern about the financial costs and possible inefficiencies of some of these actions).
- Other organizations could go to the Province and ask them to step in and address regional planning and growth-related issues (though all express great uncertainty as to what the Province would do and if it could get it right).

Options to Mobilize and Engage Citizens and Stakeholders

While recognized as an important issue by most interviewees, efforts to mobilize and engage citizens and stakeholders did not emerge as the key focus for many interviewees.

General comments from interviewees in this area included:

- The need to develop an outreach and communications strategy;
- The need to fully engage First Nations in the process;
- The need to engage partner municipalities furthest from Calgary; and
- The possibility of working more closely with the development community.

Role of the Provincial Government

Many interviewees identified a potentially prominent role for the Province in regional planning. Most interviewees agreed they would benefit from planning guidance as well as additional financial and technical support for working on a regional basis.

At the same time, some interviewees hoped the Province would stop short of implementing any new mandates or sanctions related to regional planning. Others believe that CRP members have "no parent" or "hammer" without active Provincial involvement in regional planning and thus, members are consequently unable to fully resolve disputes.

Some thought the Province could provide a framework for regional collaboration and planning by articulating expectations and providing incentives to help regions meet those expectations. A few offered that the Province could impose regional planning requirements in the event expectations were not met.

A few interviewees suggested that the role of the Province in regional planning issues was more directly tied to specific policies (licenses for oil and gas permits, provision of logging permits, cost-sharing for infrastructure developments, etc.) than to regional planning per se and should remain that way.

Regardless of its role, interviewees expressed a desire for the Province to at least clarify its role and expectations with respect to regional growth and sustainability issues, and to thereby effectively remove the threat of unknown/unanticipated Provincial action on the topic. Most suggested CRP members would be better off if they could collectively go to the Province with a plan or requests, rather than wait for the Province to impose its own goals and objectives.

SYNTHESIS OF FINDINGS

This synthesis is designed to bridge the findings from the interviews to the actual drafting of *Terms of Agreement for Working Together*. In other words, it is an initial attempt (and very much a work in progress) to capture the most compelling issues and concerns from the interviews, and to frame them as potential topics that must presumably be addressed in the *Terms of Agreement for Working Together*.

The following potential topics are intentionally framed very broadly, and will no doubt be familiar to CRP members. Think of the topic statements as potential provisions (or statements) in the *Terms of Agreement for Working Together*. The precise content or response to each potential topic will most likely be a function of the findings from the interviews (and the range of opinions and options expressed therein), research on other models of regional collaboration, and – most importantly – the facilitated dialogues that will take place in the coming months.

Based on the interviews, potential topics to address in the *Terms of Agreement for Working Together* include, but are not limited to:

- Acknowledge the changing dynamics of the region, along with the common values and vision shared by CRP members.

- Create a focused but flexible framework that allows CRP members to address the most immediate and compelling regional issues (e.g., the provision of water and wastewater services and cost-sharing) and longer-term goals (e.g., sustaining the ecological infrastructure of the region).

- Develop principles and/or strategies to improve land use planning and coordination among adjacent jurisdictions and for the region as a whole.

- Articulate principles and/or strategies to mitigate and/or resolve disputes among adjacent jurisdictions.

- Create opportunities for meaningful participation by citizens, stakeholders, and First Nations (at both the regional and more local levels).

- Clarify the role of the provincial government.

- Clarify the role of CRP.

- Anticipate an ongoing need for research on scientific and technical issues, as well as policy research and analysis.

This list of potential topics is only a place to begin. Other topics (e.g., how to balance local autonomy with regional goals and aspirations) will no doubt emerge as CRP members and staff review this document (and, hopefully, affirm the findings from the interviews) and begin the dialogue on drafting Terms of Agreement for Working Together.

NEXT STEPS

As mentioned earlier, this situation assessment represents the first step in developing a "Made in the Calgary Region" *Terms of Agreement for Working Together* on regional growth and sustainability. As such, the assessment report is meant to provide a common understanding of partners' past views, expectations, aspirations as well as their concerns. Moreover, it is meant to provide background to inform and invigorate the process.

The following timeline outlines key dates in the continued development of the *Terms of Agreement*.

January 15
A draft of the situation assessment will be reviewed by the Regional Growth and Sustainability Framework Committee. Once it is accepted by the RGSF Committee and the CRP Executive Committee, it will be shared with all CRP members.

February 1-2
PPRI and the Lincoln Institute of Land Policy will convene an open-enrollment workshop, *Regional Collaboration: Learning to Think and Act Like a Region*, at the University of Calgary. This workshop will provide a unique opportunity to learn from other regions in North America that are experiencing similar growth and sustainability issues, and CRP members are invited to attend (particularly the second day).

February 16
The 1st facilitated dialogue: CRP executive committee members will begin developing the framework for the *Terms of Agreement,* building from CRP's visions and lessons learned from other regions.

March 30
The 2nd facilitated dialogue: CRP executive committee members will explore specific options to include in the framework developed in draft during and just after the 1st session

April 26-27
CRP Retreat and a 3rd facilitated dialogue to complete work on the *Terms of Agreement* and to prepare such for final approval.

June 8
CRP General Assembly: present finalized *Terms of Agreement.*

LESSONS FROM OTHER REGIONS

The purpose of this section of the report is to highlight the efforts of selected regions that have crafted something like *Terms of Agreement for Working Together.* These case studies and lessons learned will hopefully inform and invigorate CRP members as they build on the findings of this situation assessment and craft a "made in the Calgary region" *Terms of Agreement for Working Together*.

Working across boundaries is a complex process that involves both technical planning and sociopolitical strategies. Research and practice in the field of regional collaboration suggests a set of common principles for successful regional collaboration (*see* Appendix F).

Even so, the principles only provide a general framework for thinking and acting regionally; they must be adapted to the unique needs and interests of particular regions to generate effective, homegrown solutions. The following examples – selected because they seem most relevant to CRP's ongoing effort -- demonstrate several such tailored approaches to regional collaboration:

1. The Denver Mile High Compact;
2. The Portland Metro Charter;
3. The [Minneapolis-St. Paul] Metropolitan Council Enacting Legislation;
4. The Southern California Compass Blueprint Growth Report;
5. The Southeast Queensland Regional Growth Management Strategy; and
6. The Great Lakes Charter.

The following summaries are meant to provide a flavor of each region's approach to working together, highlighting their

formal governance documents. If one or more of these examples resonate with CRP members, PPRI is willing to further examine the alternative models and extract additional ideas and information that would be most helpful in crafting the *Terms of Agreement for Working Together.*

The Denver Mile High Compact[6]

On August 10, 2000, 26 cities and counties in the Denver metropolitan area signed a negotiated agreement referred to as the Mile High Compact. The Compact resulted from the Metro Vision 2020 regional visioning process, which included extensive input from the public, private, and non-profit sectors as well as from the general public.

The purpose of the Compact is for government jurisdictions (cities and counties) to endorse the principles of Metro Vision 2020 and provide a regional platform for local decision-making.

As signatories to the Compact, cities and counties agree to bind themselves to work together through a set of guiding principles to shape future growth in the region.

Additionally, the cities and counties that signed the Compact agree to establish urban growth boundaries as prescribed by Metro Vision 2020. As of November

2006, 42 jurisdictions representing over 87% of the Denver metropolitan area population[7] (and 45% of Colorado's population) are signatories of the voluntary Compact.

Signatories are bound by "good faith" to the terms of the Compact. Neither of the regional organizations that spearheaded the development of the Compact (the Denver Regional Council of Governments or the Metro Mayors Caucus) has no regulatory or enforcement authority.

Metro (Portland, Oregon)[8]

Metro is the regional planning and service-delivery organization for the Portland region. Metro was established following the passage of a statewide referendum in 1978.

The creation of Metro involved the convergence of two parallel but distinct concerns. One was the desire for effective regional coordination and comprehensive regional planning. The second was the desire to develop ways to deliver regional services under regional management.

In 1992, voters approved a home-rule charter that identified Metro's primary mission as planning and policy making to preserve and enhance the quality of life

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[6] Further information, including a copy of the Mile High Compact, is available on the Denver Regional Council of Governments website at www.drcog.org, under the regional planning menu. Sources for this section include the Alliance for Regional Stewardship. http://www.regionalstewardship.org; and Dodge, William R. et. al. 2001. *The triumph of the commons: governing 21st century regions.* Monograph Series 4. Mountain View, CA: Alliance for Regional Stewardship.

[7] "Nederland Signs Mile High Compact," Denver Regional Council of Governments Media Release. http://www.drcog.org/documents/Nederland%20signs%20Mile%20High%20Compact.PDF) October 19, 2006.
[8] Further information, including a copy of Metro's Charter, is available on Metro's website at www. Metro-region.org. Sources for this section include Metro's website and Dodge, William R. et. al. 2001. *The triumph of the commons: governing 21st century regions.* Monograph Series 4. Mountain View, CA: Alliance for Regional Stewardship.

and the environment of the region.

Metro is the only directly-elected metropolitan planning organization in the United States. It is advised by a Metropolitan Policy Advisory Committee, which is composed of local elected officials as well as representatives of regional service-delivery agencies and state government.

Among other duties, Metro is mandated by the State of Oregon to develop regional growth compacts; the most recent compact followed a decade-long Region 2040 regional planning process that involved public, private, and not-for-profit interests and well as the general public.

Metropolitan Council of the Twin Cities Area[9]

The Metropolitan Council of the Twin Cities Area is the regional planning and service-delivery organization for the Minneapolis/St. Paul region. The Minnesota Legislature established the Metropolitan Council in 1967 to coordinate planning and development within the Twin Cities metropolitan area and to address issues that could not be adequately addressed with existing governmental arrangements.

Additional legislative acts in 1974, 1976 and 1994 strengthened the Council's planning and policy roles, including providing the Council the authority to

require a modification to a local plan if it would potentially have a substantial impact on or substantial departure from metropolitan system plans. The Metropolitan Council has a gubernatorial appointed governing body; it oversees all regional transportation and land-use planning and reviews local plans for their consistency with regional plans.

Southern California Compass Blueprint[10]

The Compass Blueprint effort is a collaborative undertaking of the Southern California Association of Governments (SCAG), the SCAG Regional Council, and several sub-regional jurisdictions, with support and technical guidance provided by the Compass Blueprint Partnership (a voluntary advisory group of private and public experts) and a private consultant team.

These groups completed a growth report in 2004 that describes a comprehensive vision for a six-county region with roughly 18 million inhabitants. The report details the evolution of the vision, from the study of emerging growth trends and challenges to modeling the effects of different growth scenarios on transportation systems, land consumption and other factors.

Compass Blueprint is now in the implementation phase and is partnering with cities and counties in Southern California to realize its growth vision. It's

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[9] Further information is available on the Metropolitan Council's website at www.metrocouncil.org. Sources for this section include the Met Council website and Dodge, William R. et. al. 2001. *The triumph of the commons: governing 21st century regions.* Monograph Series 4. Mountain View, CA: Alliance for Regional Stewardship.

[10] Further information, including the full Growth Vision Report, is available on the Southern California Compass Blueprint website at www.compassblueprint.org. Information for this section was drawn from the Compass Blueprint website.

implementation strategy focuses on education and outreach efforts, including a system of monitoring and reporting on regional successes that adhere to the vision, the development of a legislative agenda, and developing a regional identity around the vision.

They are also providing consulting and technical assistance services to jurisdictions in the region that demonstrate a commitment to promoting development patterns that fit local needs while supporting the shared values articulated in the regional visions.

Southeast Queensland Regional Growth Management Strategy: Institutional and Implementation Arrangements[11]

While the Southeast Queensland Region recently adopted a comprehensive (and statutorily-mandated) regional growth plan, they previously coordinated regional growth and development under a voluntary arrangement.

The voluntary provisions outlined in the Southeast Queensland Regional Growth Management Strategy of 2000 give an example of a non-statutory planning strategy that is nevertheless highly coordinated.

The state objective of these arrangements is to "provide an effective system for the ongoing management of growth in South East Queensland, which is supported by the regional community, in order to

ensure the economic, social and environmental assets and values of the region are preserved and enhanced."

The institutional and implementation arrangements articulated in the 2000 strategy are built upon a series of guiding principles; at the same time, specific arrangements and expectations between agencies are explicitly detailed.

For example, the arrangements provide that "[t]he Regional Coordination Committee (RCC) is the primary advisory and coordination body responsible for overseeing the implementation of regional planning in South East Queensland," and that "[a]ll spheres of government should endorse the [Regional Framework for Growth Management] as a non-statutory policy document which each agency will have regard to in its statutory planning, corporate planning and infrastructure provision decisions."

Further provisions provide for the inclusion of the private and non-profit sectors as well as environmental and minority interests in the development and implementation of the plan.

Great Lakes Charter[12]

The Great Lakes Charter was created in 1985 as a voluntary agreement between governors and premiers through which the states and provinces surrounding the Great Lakes cooperatively would manage the waters of the Great Lakes.

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[11] Further information, including a copy of the full Regional Framework for Growth Management, is available on the Southeast Queensland Office of Urban Management website at http://www.oum.qld.gov.au/?id=403 Information for this section was drawn from the Southeast Queensland Office of Urban Management's website.

[12] Further information, including copies of all regional agreements, is available on the Council of Great Lakes Governors website at www.cglg.org. Information for this section was drawn from the Council of Great Lakes Governors website.

A 2001 Annex to the Great Lakes Charter provided specific directives for implementing the five broad principles set forth in the Charter. The 2001 Annex, in turn, led to the signing of the Great Lakes—St. Lawrence River Basin Sustainable Water Resources Agreement and the Great Lakes—St. Lawrence River Basin Water Resources Compact on December 13, 2005.

These latest agreements detail how states and provinces will manage and protect the Basin. They also provide legislative guidance to states and provinces for protection of Great Lakes water resources.

Most significantly, the St. Lawrence River Basin Sustainable Water Resources Agreement[13] provides one of the most detailed examples of a tailored dispute resolution mechanism being built into a regional agreement.

Key Components of Regional Compacts

Despite the wide variation in these regional arrangements, they include similar structural components, including:

1. **Findings** articulating the circumstances that merit regional action;
2. **A vision** for the future of the region;
3. The **purpose** for which the agreement has been developed;
4. **Principles** on which the agreement is based;
5. **Specific issues** to be addressed, which may include policy and planning prescriptions;

6. **Implementation strategies,** including both ad hoc and more formal institutional arrangements, research protocols, and public involvement provisions; and
7. Processes for **mitigating and resolving disputes.**

In "Governing Complexity: The Emergence of Regional Compacts,"[14] Doug Henton, John Melville and John Parr outline what they call "lessons learned" from the emerging practice of forming regional compacts to address growth-related issues. These lessons include:

- The effort needs to begin with a vision of the future that is developed by all regional stakeholders, especially those community leaders who will inform, explain, defend, and implement the agreement;
- Leadership should be diverse and inclusive, including elected officials as well as business, civic, and environmental leaders; and
- Regional compacts are not a replacement for the current system of governance – rather they are a means of delineating and coordinating roles and responsibilities.

In general, these compacts and agreements formalize a region's *theory of change* - that is, they provide a sense of what the region wants to be as well as a strategy of how it will achieve its vision. As such, these agreements offer a roadmap to achieve results by identifying the preconditions, pathways, and actions necessary for an initiative's success.

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[13] The full agreement is available from the State of New York at http://www.dec.state.ny.us/website/greatlakes/glagreemnt.pdf

[14] References to "Governing Complexity: The Emergence of Regional Compacts" refer to a draft chapter prepared by Doug Henton, John Melville and John Parr for a forthcoming book by David Soule.

At the same time, many initiatives recognize the potential for disagreements and conflict to arise along the way, and therefore build-in mechanisms to mitigate and resolve disputes, thereby helping the regional initiative stay focused on its primary goals and objectives.

These mechanisms, however, are often limited in scope (i.e. provide only that the regional forum will discuss conflicts) or simply defer to dispute resolution mechanisms already in place at the community, state, or provincial level.

Of the compacts reviewed here, the Great Lakes Charter and its subsequent revisions includes an example of how conflict resolution mechanisms can be built into a regional arrangement (*see* Appendix G).

Additional Considerations in Developing a Regional Compact or Charter

Clearly there are a number of factors that ultimately shape a regional compact or charter, and many considerations depend on specific regional characteristics. As Henton, Melville and Parr note, regional compacts seek to respond to several challenges, including:

- *Scale:* As regions grow, they continue to expand beyond traditional political jurisdictions. Many regions now encompass many several cities, towns and counties. How to deal with this political fragmentation in the face of growing economic regions is a challenge to most regions.

- *Speed:* The innovative economy is based on speed. Governance institutions are having trouble keeping up with the pace of change. Few institutions have learned how to operate on "Internet time," but they are being asked to respond more quickly to economic changes.

- *Participation:* How much civic engagement is possible in regional governance? The challenges of scale and speed combine with a lack of trust of ineffective institutions to discourage participation in regional governance. However, without civic engagement, regional governance will not be responsive to citizen needs. According to Robert Dahl, a leading thinker on democracy, "Scale, complexity and greater quantities of information impose ever-stronger demands on citizen's capacities. As a result, one of the imperative needs of democracy is to improve citizen's capacities to engage intelligently in political life."[15]

- *Accountability:* How are public and private leaders working in a variety of public-private partnerships and hybrid institutions held accountable to citizens for outcomes? If there is a growth of new regional organizations that are not directly elected by the people, how is the leadership in these organizations selected and replaced?

- *Effectiveness:* In the end, what matters is how well regional institutions respond to the changing needs of the region. Fragmentation of responsibility and the increasing pace

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- [15] Dahl, Robert. 1998. On Democracy. New Haven, CT: Yale University Press.

of change have made it difficult for institutions to meet those needs. Worse, a lack of effective regional governance leads to conflict and competition among jurisdictions and between the public and private sectors, which leads to gridlock.

In addition to addressing these challenges, regional initiatives face several structural choices in constructing regional agreements. These choices break down along several spectra, including:

- Regulatory vs. advisory;
- Government vs. multi-sector; and
- Public involvement vs. scientific/technical information.

Regulatory vs. Advisory

Regional initiatives fall somewhere along the spectrum from informal, advisory bodies to formal, regulatory agencies (*see* Appendix H).

In general, regulatory arrangements, such as Portland Metro and the Metropolitan Council in Minneapolis-St. Paul, tend to be more stable in terms of their organizational and fiscal capacity, yet often lack the flexibility and innovation demonstrated by advisory or voluntary regional agreements.

That said, the question here is one of practicability: which arrangement provides the best option for achieving desired regional outcomes? This is not an easy question, as it requires a prognosis based not only on somewhat quantifiable factors (i.e. cost/benefit considerations, technical capability, etc.) but also qualitative factors (history and culture of

the region, leadership considerations, etc.).

Government vs. Multi-sector

Another road that regional initiatives often cross is deciding whether the regional vision can be best achieved through a government-led effort or a multi-sector-led effort. All of the examples in this section exhibit a strong governmental presence, though each notes the importance of including all sectors in regional planning efforts.

The selection of examples cited in this section is somewhat biased, however, as there are a growing number of regional initiatives led by the private sector, civic groups, citizens, or partnerships among sectors. These include the Cascade Agenda in the metropolitan Seattle region[16]; Cumberland Region Tomorrow in the metropolitan Nashville area[17]; and the Borderlands Project on the Rhode Island-Connecticut border[18].

Research on the theory and practice of regional collaboration suggests that the decision to remain government-led or to expand to include other sectors is primarily dependent on whether a government-led approach can adequately capture and incorporate the interests and concerns of the other sectors.

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[16] www.cascadeagenda.org
[17] www.cumberlandregiontomorrow.org
[18] www.borderlandsproject.org

Integrating Public Involvement with Scientific/Technical Information

While the best choice is to include both public involvement and good scientific/technical information in the formulation and implementation of a regional agreement, combining the two is challenging. Public involvement is critical to create popular, implementable solutions – but by itself may not take advantage of the best available information and knowledge.

On the other hand, regional processes led by scientific and technical experts often fail to win the hearts and minds of the public.

The challenge is to integrate public involvement with scientific and technical information to create outcomes that are scientifically defensible, politically legitimate, and salient.

Working Together
The citizens and leaders of the Calgary region will feel connected and work proactively together to realize a common vision.

Balance
The citizens and leaders of the Calgary region will support each other to achieve community, environmental and economic balance.

Healthy Environment
We will protect natural areas that support biodiversity and rural/urban landscape forms to sustain clean air, water, healthy soil and habitat. The beauty of the Calgary region will be preserved through a culture of conservation and a network of local and regional parks.

Enriched Communities
We will live in diverse communities that have access to services and opportunities. We will be healthy, engaged and educated. Residents will have access to diverse housing options in a safe environment that is inclusive, supportive and connected.

Sustainable Infrastructure
We will have regional development, infrastructure, transportation and waste management systems that are cost effective, efficient and minimize environmental impact. Services will be diverse, accessible and will regionally and municipally seek to achieve net zero waste and reduce consumption. Development patterns will reflect responsible and well coordinated land use planning.

Prosperous Economy
We will have connected diversified urban and rural economies with a workforce that is globally competitive. Our vibrant economy provides sustainable livelihood opportunities. Development patterns are environmentally, socially and financially sustainable.

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[19] CRP's Vision and Mission Statement, September 2006.

Appendix B:
Goals for Our Partnership[20]

Working Together

The Calgary Regional Partnership will...

Provide forums for members to communicate, build understanding, and work on issues of mutual interest including:
- broad social issues;
- environmental initiatives;
- regional or inter-community service delivery or infrastructure initiatives; and
- economic development.

Involve citizens, businesses and not-for-profit organizations in regional thinking and decision-making, where appropriate.

Encourage cooperation between members of the partnership while respecting the authority of local governments. We will:
- develop opportunities for joint service delivery or infrastructure development;
- work collaboratively to resolve conflicts or potential conflicts between members;
- ensure local and regional decision making that is aligned with established principles and agreements; and
- be a 'voice' or regional partner to the provincial and federal governments on significant regional issues, as empowered by the membership.

Align and cooperate with provincial and federal policies and initiatives in various areas including:
- environmental protection (e.g. air shed management, water conservation programs);
- land-use and transportation planning; and
- ongoing, predictable infrastructure funding programs.

Celebrate and promote successful examples of regional cooperation.

Fostering Healthy Environments

The Calgary Regional Partnership will...

- Generate appropriate regional and sub-regional solutions that reduce environmental impact and promote wise use of resources.
- Ensure land use decision-making recognizes regional implications and a limited land base.
- Provide priority attention to watershed management in the region.
- Support the protection of agricultural land, natural or wild areas, green spaces and wildlife corridors.
- Value land, water and air for its full worth.

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[20] CRP's Vision and Mission Statement, September 2006.

Appendix C:
Sustainable Environments Vision and Principles[21]

Sustainable Environments Vision
The Calgary region continues to enjoy healthy, sustainable environments, characterized by intelligent growth management resulting in clean air, clean water, productive agricultural land, attractive urban centers and protected open spaces. People in the region are committed to wisely managing natural environments for future generations.

Our Partnership's Role
Our Partnership strives to wisely integrate land use, infrastructure, economic development and environmental strategies and objectives. The Calgary Regional Partnership respects the autonomy of local municipal plans and the authority local governments have for planning within their jurisdictions. A primary concern of our Partnership is the protection of natural environments in the face of significant growth in the region.

Our Partnership supports a regional approach to environmental strategies and provides a forum for local governments to share information on their respective environmental initiatives for both built and natural environments.

Sustainable Environments Principles
Our Partnership supports the development of regional built and natural environmental principles. These principles guide the Partnership's initiatives and include:
- Local land use decision-making that recognizes regional implications and that the land supply base is finite;
- Recognition that air water and land quality affects all residents of the region;
- Priority attention to watershed management in the region;
- Protection o agricultural land and sensitive natural environments;
- Strategic identification of major land uses, current and future, in the region;
- Proactive planning to avoid land use conflicts;
- Support for infrastructure programs that minimize negative impacts on he region's environment.

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[21] CRP's original Vision Statement, 2002

Appendix D:
Situation Assessment Interview Questions

1. What do you think are the major issues related to growth and sustainability facing the Calgary Region?

2. What, if any, are the barriers and challenges to working together, and how might they be addressed?

3. What type of information is needed to develop and implement regional growth and sustainability strategies? Do you have any suggestions on how such information should be gathered, analyzed, and interpreted?

4. What specific mechanisms either exist or could be put into place to improve the effectiveness of coordinating land use and other issues related to growth among jurisdictions and across the region as a whole?

5. As regional growth and sustainability strategies (whatever they may be) are implemented, disputes among jurisdictions (as well as other stakeholders) are inevitable. What do you see as the potential areas of conflict – either site-specific or more regionally?

6. How might site-specific or regional disputes be prevented and/or resolved? What types of mechanisms currently exist? How well do they work? And how might they be improved?

7. How should the jurisdictions that benefit from a particular project share the costs of that project? Can you articulate some type of principle to guide this type of cost-sharing arrangement?

8. The Regional Growth and Sustainability Framework represents a new scope of work for the CRP. What interests or concerns do you have as the CRP moves in this new direction? Do you think the CRP is the appropriate body to deal with regional land use issues?

9. How would you characterize the role of CRP as a convener, coordinator, advocate, and/or forum for working together across municipal boundaries? Are you more or less comfortable with one or more of these roles? Why or why not?

10. In implementing specific provisions or strategies on the ground, how should CRP decisions be made – unanimous agreement, overwhelming agreement, or simple majority? What are the pros and cons of your preference?

11. At what point in developing and implementing a regional growth and sustainability framework is it important to mobilize and engage other citizens, stakeholders, and communities? Do you have any suggestions on how to mobilize and engage people?

12. What is the most appropriate (useful) role of the Provincial government, if any, in regional growth and sustainability in the Calgary region?

13. Are there any other issues or concerns that should be addressed in the *Terms of Agreement for Working Together*?

Appendix E:
List of Interviewees

MUNICIPALITY	INTERVIEWEE(S)
City of Airdrie	Mayor Linda Bruce Fred Burley, Deputy Mayor Alderman Richard Siemens Paul Schulz, Planning and Protective Services Chris Elkey, Planning and Protective Services Sharon Pollyck, Municipal Clerk Tiff Mochinski, Intern Rob McLean, Corporate Planning
City of Calgary	Mayor David Bronconnier Alderman Dale Hodges David Watson, Land Use Planning & Policy, Planning, Development & Assessment Mary Axworthy, Land Use Planning & Policy, Planning, Development & Assessment Marc Henry, Chief of Staff, Office of the Mayor Sharon Wood, Intergovernmental Affairs Consultant, City Manager's Office Brenda King, Intergovernmental and Partnership Liaison
Municipal District of Bighorn	Paul Ryan, Councillor
Municipal District of Foothills	Ron Laycraft, Councillor Harry Riva Cambrin, CAO Heather Hemingway, Municipal Planner
Municipal District of Rocky View	Gordon Branson, Councillor Brenda Goode, Councillor Kent Robinson, CAO Lorie Pesowski, Planning David Kalinchuk, Economic Development Ted Gard, Protective Services
Town of Banff	Mayor John Stutz
Town of Black Diamond	Joe Patterson, Councillor
Town of Canmore	Mayor Ron Casey
Town of Chestermere	Mayor Dave Mikkelsen Patricia Matthews, Councillor

	Judy Parry, CAO Craig Lawrence, Planning and Development
Town of Cochrane	Mayor Ken Bech Frank Wesseling, Planning
Town of High River	Mayor Les Rempel
Town of Nanton	Bill Szabon, Councillor
Town of Okotoks	Mayor Bill McAlpine Rick Quail, CAO
Town of Redwood Meadows	Mayor Tim Anderson
Town of Strathmore	Fred Rappel, Councillor Dwight Stanford, CAO
Town of Turner Valley	Donna Fluter, Councillor Stan Ogrodniczuk, CAO

Appendix F:
Working Across Boundaries: Principles of Regional Collaboration[22]

A growing number of land-use issues transcend political and jurisdictional boundaries. These issues are most effectively addressed at a regional scale, somewhere between local, state, and national levels. During the past few years, people from many walks of life have experimented with a variety of regional approaches to land-use issues. While some of these initiatives augment existing government institutions, others are more ad hoc in nature. Whether formal or ad hoc, regional initiatives involve people with diverse interests and viewpoints in collaborative forums – public spaces that would not otherwise exist to solve common problems. Although there is no single model or approach to regional collaboration, several principles have emerged to help people think and act regionally. These principles should be adapted to the unique circumstances of each place or region.

Principle # 1 – Focus on a Compelling Issue (Catalyst)

Working across boundaries is tough. There is tremendous inertia in existing social and political arrangements. Regional collaboration becomes compelling when people recognize that they are more likely to achieve their interests by thinking and acting regionally than by acting independently. The objectives of regional collaboration may include one or more of the following: (1) building knowledge and understanding; (2) building community (or a sense of place and regional identity); (3) sharing resources; (4) providing input and advice; (5) advocating for a particular outcome; (6) resolving disputes; and/or (7) governing. Far from being mutually exclusive, these different objectives reinforce one another, and suggest a natural progression from knowledge- and community-building to advocacy and governance. To begin a regional initiative, focus on things that people are predisposed to do.

Principle # 2 – Organize around Collaborative Leaders (Leadership)

Regional initiatives require a certain type of leadership. In contrast to exercising authority by taking unilateral action – a command-and-control model of leadership – people who initiate regional efforts cross jurisdictions, sectors, disciplines, and cultures to forge alliances with diverse interests and viewpoints. Regional stewards invite people to take ownership of a shared vision and values, and they work hard to bridge differences and nourish networks of relationships.

To move in the desired direction, regional stewards share power and mobilize people, ideas, and resources. In the midst of this action, they provide integrity and credibility, and advocate for the integrity of regional partnerships. They also show a high tolerance for complexity, uncertainty, and change. They emphasize dialogue and building relationships

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[22] *See also* McKinney, Matthew and Kevin Essington. 2006. Learning to think and act like a region. *Land Lines* 18(1): 8-13.

by respecting the diversity of ideas and viewpoints. Respect builds trust, which in turn fosters communication, understanding, and eventually agreement. In short, regional stewards practice "regional leadership."

Principle # 3 – Engage the Right People (Representation)

To be effective, regional initiatives must engage the right people and build a constituency for change. If your objective is to advocate for a particular interest or outcome, that will require a different group of people than if you are trying to resolve a multi-party dispute or address a multi-jurisdictional issue. In the latter cases, you should seek to be as inclusive as possible -- including people who are interested in and affected by the issue; those needed to implement any potential recommendation (i.e., those with authority); and those who might undermine the process or the outcome if not included. Think carefully about the roles and responsibilities of existing jurisdictions and agencies, and keep in mind that there may be people and organizations outside the region that need or want to be involved.

Principle # 4 – Match Regional Boundaries to the Problem (Regional Fit)

How people define a region naturally flows from their interests and concerns. Regions are most often defined in one of two ways – one rooted in a sense of place, the other based on a certain function or the "territory of the problem." Natural ecological boundaries – such as watersheds, ecosystems, wildlife habitat, and so on – can help inform the appropriate definition of a region, but in the final analysis, the region must engage the hearts and minds of people, and appeal to their shared interests. The precise boundaries of a region are often less important than clarifying the core area of interest. Boundaries can be soft and flexible, adaptable to changing needs and interests. In sum, the region needs to be large enough to capture the problem, and small enough to get traction.

Principle # 5 – Work Together to Name Issues and Frame Solutions (Deliberation)

Allowing all stakeholders to jointly name and frame land use issues for regional collaboration is important for one simple reason – to foster ownership and commitment. Since no single institution or entity is responsible or has the authority to address a multi-jurisdictional problem, the issues and potential solutions must reflect the interests and viewpoints of people that have a stake in the issue, those who are needed to implement any potential outcome, and those that might feel compelled to challenge the process or its outcome.

When people talk about their interests and concerns, they are "naming" their problems. Naming is a political practice because the name we give to a problem guides us in what we do to solve it. When people talk about what can be done, they propose options, and when all the options are put on the table, they create a framework for addressing a problem. This "framing" structures the future course of the conversation and any action that may emerge

from regional collaboration. The effort to jointly name and frame issues for regional collaboration not only generates a sense of ownership and commitment, but also builds knowledge and understanding of the region; fosters a sense of regional identity or a sense of place; and generates more creative options.

Principle # 6 – Move from Vision to Action (Implementation)

The objective at this point is to strategically translate civic will into political will. Participants can start by understanding how the proposed regional action supplements other relevant efforts. Then, they need to communicate their message to appropriate audiences, making it relevant and compelling. They need to demonstrate to political and other decision-makers that the political capital to be gained is greater than any political risk they may take in supporting the action. Outreach should rely on multiple strategies to inform, educate, and mobilize people (e.g., media, public events, publications, web sites). Participants should also think carefully about linking their effort to established decision-making systems. Seek access to power -- rather than power itself -- by building bridges, coordinating actions, and doing things that would not otherwise get done.

Principle # 7 – Learn as You Go and Adapt as Needed (Evaluation)

Taking action is usually followed by evaluating what was accomplished. This "civic learning" provides the political momentum to follow-through on difficult problems. In some cases, there may be a need to sustain regional collaboration. Participants should begin by capturing, sharing, and celebrating their accomplishments, thereby reinforcing a sense of regional identity. Then, it may be valuable to revise and renew the mission, adapting to new information, opportunities, and problems. Participants will also need to identify and develop the capacities to sustain the regional initiative – people (both current and new members), resources (e.g., money and information), and organizational structure. Finally, participants should assess the value of integrating regional efforts into existing institutions, and/or designing new institutions. Given the variation in the objectives of regional initiatives, it is not surprising that several different organizational models have emerged to support regional initiatives.

Appendix G:
Great Lakes Charter Dispute Resolution Process

ARTICLE 600 – DISPUTE RESOLUTION IN GENERAL

1. The Parties undertake to resolve any disputes under this Agreement in a conciliatory, co-operative and harmonious manner.

2. Where dispute resolution is required, the Parties undertake to use the dispute resolution mechanisms provided for in this Chapter to arrive at a mutually satisfactory resolution.

3. The provisions of this Chapter shall not be used to dispute a Declaration of Finding on a Proposal that is subject to Regional Review.

4. A Person who is not a Party to this Agreement may not seek dispute resolution under this Agreement.

ARTICLE 601 -- PROCEDURE FOR DISPUTE RESOLUTION

Initial Steps

1. A Party may provide detailed written notice to another Party and to the Regional Body of a dispute that in its opinion requires resolution under this Chapter.

Measures to Settle Disputes

2. If the dispute is not resolved informally, the Chair shall initiate the most appropriate measures to resolve the dispute. These measures may include:
    A. The appointment of a panel to hear the Parties to the dispute;
    B. Consultation with experts;
    C. Establishment of a working or fact-finding group; or,
    D. The use of dispute resolution mechanisms such as conciliation or mediation.

3. After resolution is attempted by one of the means suggested in paragraph 2, recommendations shall be made in accordance with directions given by the Chair at the time the mean was adopted. The disputing Parties shall consider the recommendations and exercise their best efforts to settle their dispute.

Reference to Regional Body

4. If the disputing Parties, having considered the recommendations, fail to settle the dispute, any one of them may refer the matter to the Regional Body. In this case, the Chair shall, in consultation with the other members who are not involved in the dispute,

direct the Regional Body to take such further steps as he or she considers advisable in the circumstances to resolve the dispute.

5. When those steps have been taken, the Regional Body shall issue its recommendations regarding the resolution of the dispute.

6. The disputing Parties shall consider the recommendations and shall exercise their best efforts to settle.

Role of the Chair

7. In the event that a dispute involves the Party of the Chair, the role of the Chair set out in this Chapter shall be filled by the Vice Chair or failing him or her, another member who is not a Party to the dispute.

Working Across Boundaries
A Continuum of Responses

Networks	Partnerships	New Structures
informal		*formal*
build relationships	coordinate existing institutions	create regional institutions
exchange information	negotiate compacts	create intermediary institutions
identify common interests		

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