

Planning and Development

Municipalities play a large role in planning for the responsible use of land, both within their boundaries and regionally. Planning and development involves the appropriate use and management of land resources, provision of services and infrastructure, orderly development of new growth, management of risks, and proper decision-making models for land-related issues.

What is RMA's position on the importance of having a municipal perspective in planning and development?

- ◆ With 86.5% of Alberta's land mass located within rural municipalities, the critical role that rural municipal governments play in both planning and development cannot be understated.
- ◆ Planning and development are core municipal functions. Each municipality has a fundamental interest in land-use planning within their own and neighbouring communities. Municipalities are mandated as the agent of land use planning, as designated by the *Municipal Government Act*.
- ◆ Rural municipal perspectives on growth and planning are diverse. Depending on their location within Alberta, some rural municipalities may be dealing with the challenges of rapid growth, while others may be examining ways to stimulate new economic development in rural and remote areas.
- ◆ It is imperative that jurisdiction for local land-use planning remains with municipalities.
- ◆ Municipalities are responsible for considering all aspects of planning and development, including those related to economic growth, infrastructure strain, environmental impacts, and others. Changes to provincial legislation and policy to reduce or restrict municipal control over local land use planning may lead to unintended local and regional consequences.
- ◆ As the local decision maker, rural municipalities require the ability to impose fire bans in hamlets within the Forest Protection Area.

What financial considerations do rural municipalities have with respect to planning and development?

- ◆ As regional planning collaboration increases through the development of Intermunicipal Collaboration Frameworks, some municipalities are investigating regional approaches through voluntary amalgamation or dissolutions. Local autonomy should be supported in cases where all municipalities are willing participants, but such processes should not proceed without research and understanding of the governance, financial and service delivery implications.

- ◆ The ability of a neighbouring municipality to receive a dissolving municipality should be a formal consideration in the viability review process. A municipality should not be forced to take on the financial risks of inheriting a dissolved municipality if they are not equipped to do so.
- ◆ While streamlined viability review processes may be appropriate in some cases, criteria should be developed for when a streamlined process is justified.
- ◆ To enable sound planning, promote sustainability and minimize liability, the province should provide municipalities on the receiving end of a dissolution with information regarding the state of infrastructure in municipalities that are at risk of dissolving, and access to proper funding to address the infrastructure costs inherited as a result of the dissolution process (e.g. aging water and wastewater infrastructure).
- ◆ RMA continues to support the viability review process, and participate in viability reviews, as a means to support the financial well-being of rural municipalities impacted by the viability challenges of their municipal neighbours.

What collaborative relationships are essential to rural municipalities in planning and development?

- ◆ Planning and development requires municipalities to have clear bylaws and statutory plans. To create those plans municipalities must engage with citizens and local business owners. Such bylaws and plans should be easily understandable to residents, developers, and industry.
- ◆ Intermunicipal Collaboration Frameworks (ICFs) and Intermunicipal Development Plans (IDPs) are effective tools to ensure that appropriate services and infrastructure are being funded regionally, while preserving local autonomy in reaching these decisions.
- ◆ Municipalities and the development industry must communicate and collaborate effectively to ensure local land use planning processes balance municipal oversight of planning with an efficient and streamlined development process. The current planning and development tools in the *Municipal Government Act* allow for this balance and should not be restricted.

How does the work of RMA support the sustainability of municipal planning and development?

- ◆ RMA has produced a position paper outlining the detrimental effects of forced regionalization and highlighting the importance of municipal autonomy or voluntary collaboration in intermunicipal land-use planning.
- ◆ RMA has produced several resources and training options to support municipal planning and development efforts, particularly in relation to changes to the *Municipal Government Act*. These include an Intermunicipal Collaboration Framework toolkit, a Public Participation Policy and Public Notification Guide, Subdivision and Development Appeal Board Training, and an Elected Officials

Education Program course focused on land use and development approvals, and an Off-Site Levies manual.

What current planning and development-related issues are impacting rural Alberta?

Intermunicipal Collaboration Frameworks

- ♦ The Government of Alberta's recent changes to the Intermunicipal Collaboration Framework (ICF) process should help to reduce the administrative burden on municipalities. This includes no longer mandating Intermunicipal Development Plans as part of the ICF process and simplifying the approval and reporting process.
- ♦ In some cases, Intermunicipal Collaborative Framework (ICF) negotiations will require municipalities to collaborate with one another, when they may have struggled to do so in the past. RMA believes that for ICFs to be effective, all involved municipalities must negotiate in good faith and respect varying levels of capacity and priorities that all partners may have.
- ♦ With the deadline to complete Intermunicipal Collaboration Frameworks (ICFs) set for April 1, 2021, several municipalities unable to complete ICFs may be forced to enter into arbitration. RMA encourages municipalities entering arbitration to clearly define the scope of the ICF for which they are unable to reach an agreement to minimize the complexity, time and cost of the arbitration process.

Growth Management Boards

- ♦ Growth management boards are intended to support collaborative service delivery and planning in regions surrounding Edmonton and Calgary, Alberta's two largest cities.
- ♦ Alberta's current mandatory growth management boards (GMBs) are not supporting effective collaboration due to an unfair double-majority voting structure and a lack of independent appeal process that results in some municipalities having a disproportionate level of influence over GMB decisions.
- ♦ Although the Government of Alberta has made minor legislative changes impacting growth management boards (GMBs) recently, more action is required to dissolve or significantly reform the governance structure of GMBs.

Cost of Development

- ♦ The expanded use of offsite levies (i.e. development levies) through the *Municipal Government Act* (MGA) should provide greater flexibility to municipalities and ensure that municipalities are able to cover the capital costs of new facilities in new development areas.

- ◆ Prior to creating or expanding an offsite levy regime, it is critical that municipalities understand where planned growth will occur, and the services required to support it. Offsite levies must be collected for a clearly-defined purpose within a clearly-defined benefitting area.
- ◆ The *Municipal Government Act* and associated regulations include significant requirements for municipalities to consult with stakeholders in developing, calculating and applying offsite levies. These requirements support transparency, and further requirements will be an example of unnecessary red tape being placed on municipalities that may encourage the use of offsite levies.

Planning with Indigenous Communities

- ◆ Effective planning within a region should take into consideration the priorities of both municipalities and Indigenous communities.
- ◆ To promote positive relationships, it is necessary for municipalities to be exempt from paying a flat rate fee to consult with their Indigenous neighbours. RMA has advocated to the government on this proposal arguing that requiring a fee to engage with Indigenous communities will only result in animosity and resentment, which is opposite of the intent to build strong relationships.
- ◆ Rural municipalities need clear and consistent direction and leadership from the Government of Alberta and the Aboriginal Consultation Office in the consultation processes to ensure timely and appropriate consultations are completed in connection with municipal development, and without the expectation that municipalities incur punitive financial costs to enter into consultations with neighbouring Indigenous communities.

Disaster Mitigation

- ◆ Land-use planning at the municipal level should consider possible environmental impacts, including the potential for flooding, wildfires, and drought.
- ◆ Unprecedented flooding has resulted in legislative changes for land-use planning in flood-prone areas. These legislative changes have yet to be implemented through the release of the *Floodway Development Regulation*.
- ◆ Municipal land-use bylaws must be amended to address legislative changes for planning in floodways. Flood mitigation efforts are timely and needed but must involve local governments, comprehensive consultation, and consider both environmental impacts and agriculture considerations. Flood mitigation planning should also address drought mitigation planning.
- ◆ RMA encourages municipalities to work with government, residents, and landowners through programs such as FireSmart to plan for and mitigate risks of wildfire.
- ◆ Municipalities must address the increased likelihood of disasters and build resiliency into asset management planning and infrastructure investment decisions.

- ◆ Federal and provincial climate change-related funding should support municipalities to plan and upgrade infrastructure for climate resiliency.

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