

Rocky View/Crossfield

INTERMUNICIPAL DEVELOPMENT PLAN



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Rocky View County/ Town of Crossfield

Intermunicipal Development Plan

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Rocky View County/Town of Crossfield Intermunicipal Development Plan

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INTRODUCTION



INTRODUCTION



“Both municipalities are committed to working together to achieve co-ordination wherever possible so that the affect we have on one another and our residents is positive.”

1.0 Executive Summary

The Intermunicipal Development Plan (IDP) for Rocky View County and the Town of Crossfield outlines the Framework for Planning to establish “the process”, along with the next steps of implementation, which will include determining future growth areas, appropriate land use and urban/rural interface, and servicing co-ordination.

The overall approach to the Rocky View County and Town of Crossfield Intermunicipal Development Plan (IDP) was a collaborative, compact program where pertinent information was gained from an interactive workshop with the County’s and Town’s representatives. Key information from this workshop included:

- ◆ The IDP area and inner/outer boundaries;
- ◆ Joint economic objectives and targets;
- ◆ Future planning areas;
- ◆ Opportunities for co-operative decision-making;
- ◆ Communications strategy; and,
- ◆ Potential public engagement tools.

The output from this workshop has been summarized into a concise and clearly articulated Framework (herein, “Framework for Planning”),

including policy statements, mapping, and mechanisms for both municipalities to jointly review and make decisions together regarding proposed applications, projects, or studies within the IDP Plan Area. In addition, the Framework for Planning outlines the requirements of the *Municipal Government Act* with respect to administrative requirements, dispute resolution, mediation, and appeal process.

The Framework for Planning is meant to be the foundation on how to organize and implement intermunicipal planning between the Town of Crossfield and Rocky View County. The Framework for Planning is grounded on facts, attentive to identified issues and mutually determined solutions, and provides a step-by-step process chart for ongoing, intermunicipal co-operation.

It also serves as the basis for joint planning initiatives, as well as more detailed planning processes such as Area Structure Plans.

1.1 Mutual Objectives

The collaborative intermunicipal workshops produced mutually agreed upon objectives for the IDP:

- ◆ To develop an IDP framework that sets the stage for how Rocky View County and the Town of Crossfield will collaborate together in order to plan and develop lands within the IDP Plan Area.
- ◆ To respect each other's jurisdictional integrity and autonomy.
- ◆ To provide a framework for the provision of services and infrastructure required for the joint planning area on a proactive, efficient, and equitable basis.
- ◆ To promote open communication and harmony between the municipalities, and other interested parties, stakeholders, the public, and special interest groups.
- ◆ To use the IDP framework as a guide to collaboratively plan for lands within the IDP Plan Area with respect to land use, activities, and infrastructure in a manner that maximizes the aesthetic and efficient functioning; promotes opportunities for



potential residential, commercial, industrial, and economic development, while minimizes land use and environmental conflicts within the area and on its periphery.

- ◆ To ensure regular and consistent communication with local landowners and other stakeholders, providing meaningful involvement with respect to planning and development of lands within the IDP Plan Area.



PURPOSE



“This IDP Framework for Planning document harnesses the co-operation, collaboration, trust, and respect already established between the municipalities as the basis for future intermunicipal planning processes.”

2.0 Purpose

Municipalities across the Province of Alberta are experiencing unprecedented growth. Local economies based on oil and gas, construction, agriculture, and business are thriving, attracting investors, developers, and people to live and work in Alberta. More so, rural and regional communities are encountering development pressures, including demands for:

- ◆ more housing, and more housing choices;
- ◆ municipal servicing and infrastructure for newly established industrial sites;
- ◆ maintaining viable and productive agricultural lands;
- ◆ protecting the environment; and,
- ◆ ensuring their land is suitable to investors and businesses for economic development opportunities.

Municipal growth trends have led to a series of land annexations, where municipalities absorb land into their jurisdictions to secure their growth needs. In most cases, cities, towns and villages annex land from the surrounding rural municipality.

Shared borders can present potential conflicts if land uses and/or activities are incompatible. When municipalities work in isolation, the land use and

activities occurring on one side of the boundary can significantly clash with the other side.

With numerous neighbouring municipalities challenged by potentially conflicting development or plans for development, the *Municipal Government Act* (the “Act”) provides for the preparation of Intermunicipal Development Plans (IDP’s) – statutory frameworks that allow neighbouring municipalities to jointly prepare plans for lands adjacent to their boundaries and lands in which both jurisdictions have mutual interests.

Rocky View County and the Town of Crossfield are venturing into the IDP planning process similar to other Alberta municipalities, starting with the annexation of 2,619 acres (1,060 hectares) of land from Rocky View County to the Town of Crossfield. However, even before the annexation process, both municipalities have had a long-standing co-operative and collaborative relationship regarding their shared municipal border. The municipalities have already worked together on a number of joint initiatives and projects, including:

- ◆ Joint recreational services (the Crossfield Recreation District);
- ◆ Joint Fire and Emergency services;
- ◆ Joint Family and Community Support Services;

PURPOSE

- ♦ Management of the Pete Knight Memorial Arena.

This IDP Framework for Planning document harnesses the co-operation, collaboration, trust, and respect already established between the municipalities as the basis for future intermunicipal planning processes.

The Framework for Planning includes a number of implementation recommendations, which have the overall intent to guide the collaborative planning of adjacent lands and joint decision making on a variety of development issues and topics.

2.1 Principles Guiding the Development of the Intermunicipal Development Plan

For the purpose of this collaborative planning process between the Town and the County, the following Principles will be applied:

Principle 1

Mutual Respect and Equity. This principle draws upon the notion that both municipalities are equal and each capable of making their own decisions, with the recognition that municipal decisions affect

other municipalities.

Principle 2

Co-operation, Collaboration, Communication, and Trust. This principle forms the basis upon which the IDP will be prepared and how the municipalities will work together.

Principle 3

Respect for the Environment and Natural Systems. This important guiding principle is a commonality between both municipalities, extracted from their Statutory Planning documents.

Principle 4

Importance of Economic Development. Economic development is an important guiding principle that is found in the MDPs of the Town and the County. It is also a key denominator of the official annexation agreement. One means of enhancing intermunicipal co-operation in economic development will be the formulation of a more specific joint plan (as a subset to the IDP), potentially for a business and/or industrial area.

Principle 5

Public Engagement. The Town of Crossfield and Rocky View County are both committed to the importance of ongoing and meaningful public engagement.

Principle 6

Co-ordinated, Consistent, and Timely Response. An important operational goal of the IDP is to provide co-ordinated, consistent, and timely responses to development applications, projects, or studies proposed within the IDP Plan Area.

Principle 7

Living Document. The IDP is to be a living document that may identify future areas of municipal co-operation, and can be amended as required from time to time.

The IDP process has been divided into two (2) stages: (i) IDP Framework for Planning; and, (ii) IDP Implementation Actions.

This document outlines the Framework for Planning to establish “the process”, and the subsequent next steps, which will include the identification of future growth/development areas for both municipalities, appropriate land uses and activities along the inter-municipal interface, the terms and conditions associated with the extension of municipal infrastructure into IDP lands.



SPATIAL FRAMEWORK



SPATIAL FRAMEWORK

3.0 Spatial Framework

The Town of Crossfield is located approximately 29 kilometres north of the City of Calgary, surrounded by prime agricultural lands and scenic driving routes. Rocky View County is a diverse and growing rural municipality located within the Calgary region and shares its boundaries with a number of other municipalities within the region, including the Town of Crossfield.

Rocky View County and the Town of Crossfield share arterials for commerce, living and recreation. Both the Town and the County have significant industrial manufacturing and processing businesses located within each jurisdiction.

The objective of this plan is to mutually respect the municipal interface lands and identify each municipality's interests when reviewing and assessing future planning and development proposals within the Intermunicipal Development Plan Area.

3.1 Intermunicipal Development Plan Area and Boundary

The IDP Area and Boundary is illustrated in Map 1 (Page 10) of this document. The Plan Area Boundary is irregularly shaped and includes undeveloped lands in both the Town of Crossfield and Rocky View County. The total land area for

the IDP Plan area is approximately 5,239 acres (2,120 hectares).

The IDP Plan Area and Boundary provides the spatial context for the intermunicipal collaboration between the County and the Town with respect to jointly reviewing applications, projects, or studies and making decisions that work for both jurisdictions.

3.2 Municipal Interface Identification

Land use interfaces generally include areas where different land uses meet and interact. At this time, the urban to rural land use interface is located within the Town of Crossfield's municipal jurisdiction. In addition, the Town has its sights set for future development and growth into those rural areas towards the boundary with the County. The future growth areas and land use transition areas will be identified as part of the land use planning process.

At this time, it is assumed the interface will occur at, or near, the shared jurisdictional boundary. As such, a portion of each quarter section on either side of the shared boundary has been identified as "transitional lands for future interface planning purposes" – assuming the major urban to rural

transition nodes will be located in this general area.

For the purpose of the IDP Framework for Planning, the land use interface has been identified along the municipal boundaries of the County and the Town, and will be further explored during the Implementation Actions Items. The municipal interface has been identified in Map 2 (Page 11) of this document, which encompasses approximately 1,438 acres (582 hectares) of land.

3.3 Joint Planning Area

The 2009 annexation agreement identified the area between Highway 2 and Highway 2A to be jointly planned by the County and the Town through a Joint Area Structure Plan (ASP) – a strategic area for both municipalities. This area is illustrated in Map 3 (Page 12) of this document, with an approximate area of 1,853 acres (750 hectares). The intention of designating these lands for a Joint Planning Area is to co-ordinate land use, development, and servicing provisions through a future planning process.

3.4 Areas Of Sub-Regional Interest

Areas of Sub-Regional Interest are lands located outside of the IDP Plan Area and Boundary. These lands are not subject to joint intermunicipal review, but rather subject to trusted communications between the County and the Town, including providing informative notifications of any proposals on these lands with sufficient opportunity for the neighbouring municipality to provide a response.



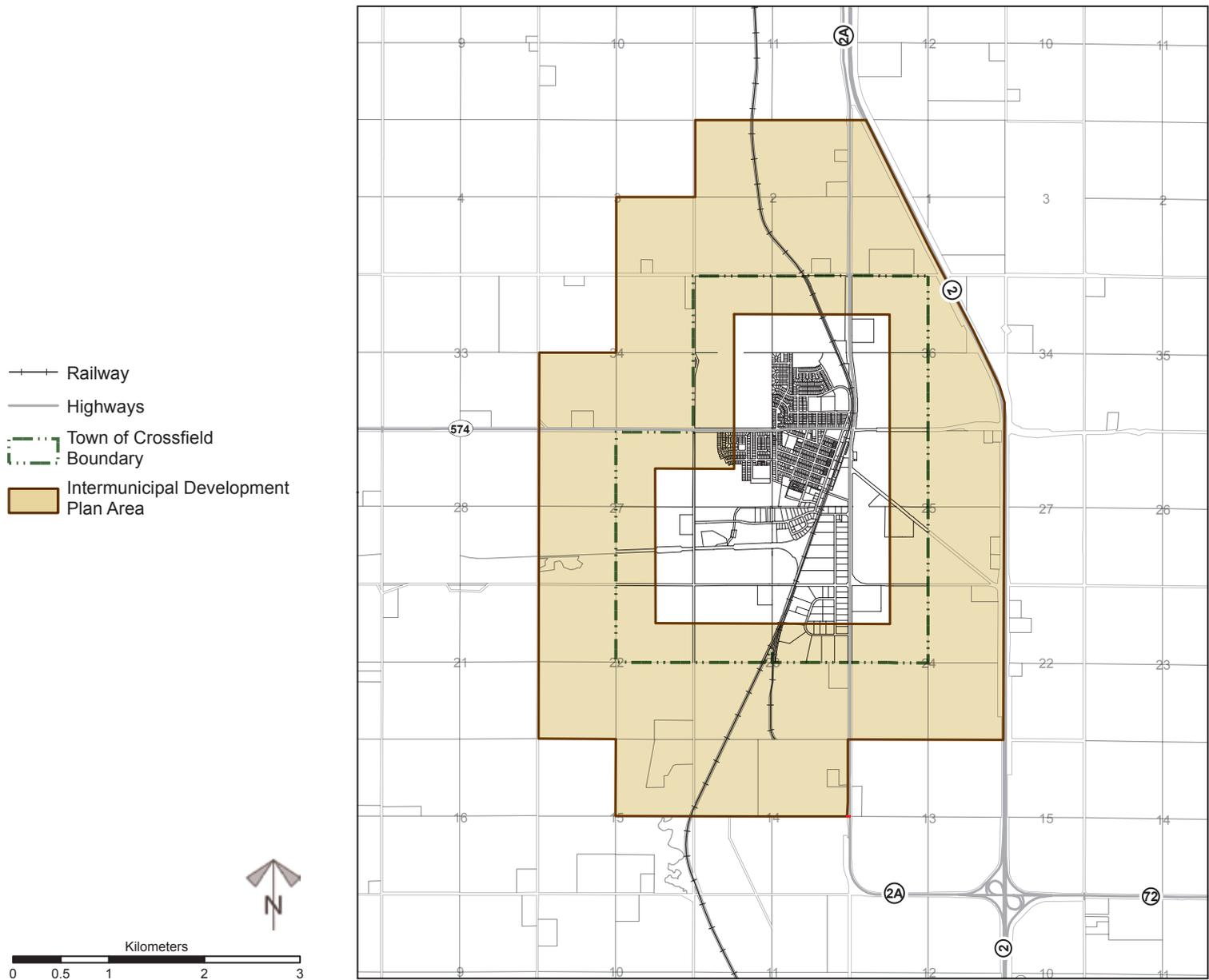
3.5 Spatial Policies

- 3.5.1 Both municipalities shall respect the Intermunicipal Development Plan Area and Boundary as illustrated in Map 1.
- 3.5.2 Development proposals should be evaluated against:
 - ◆ regional and sub-regional plans as applicable,
 - ◆ the 2009 Annexation agreement,
 - ◆ each municipality's respective MDP,
 - ◆ statutory and non-statutory plans.
- 3.5.2 Both municipalities shall act as 'good neighbours with respect to municipal interface lands as identified in Map 2, and will co-ordinate future land use

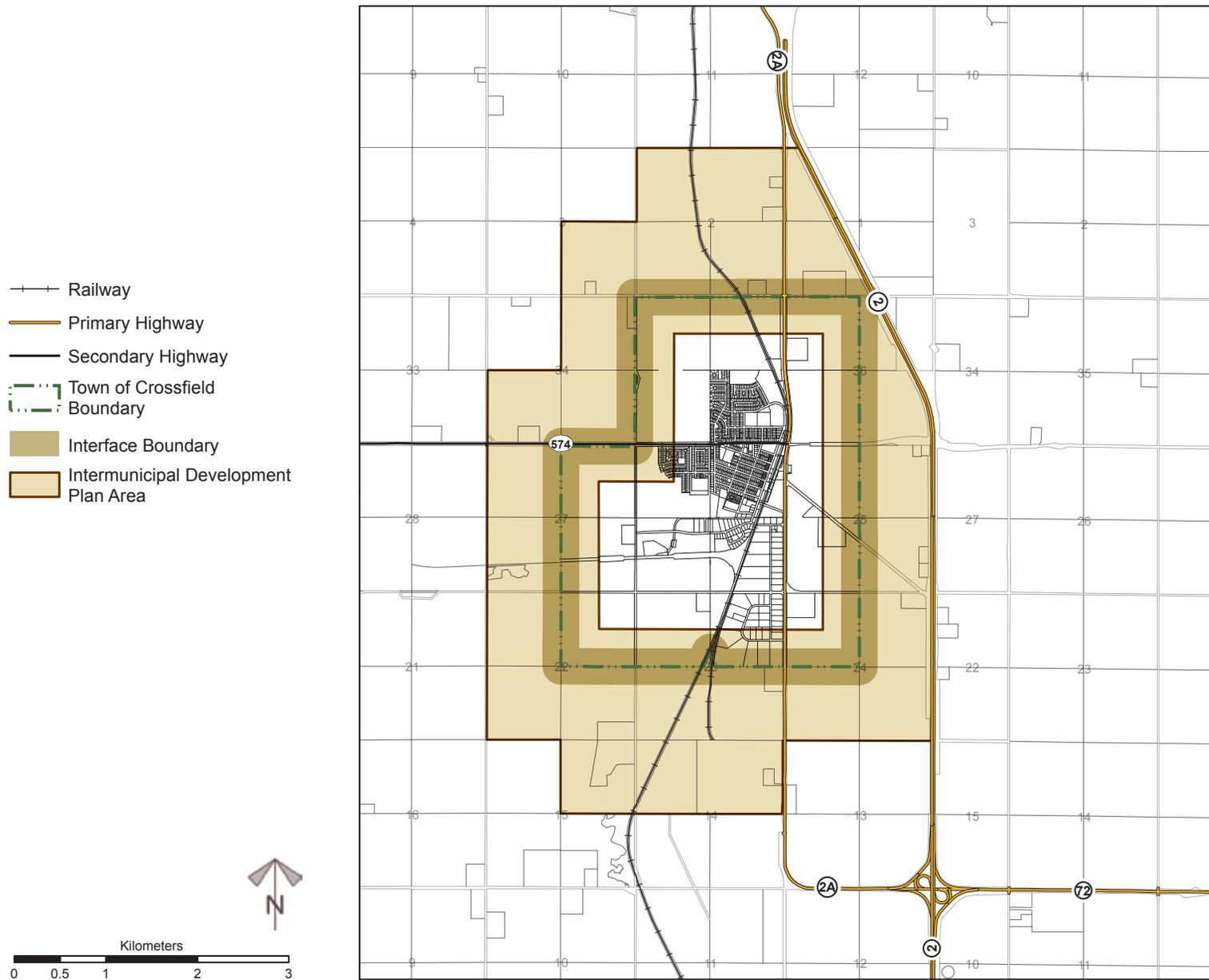
designations and interface boundaries to ensure that future development is compatible and consistent with both jurisdictions' goals and aspirations.

- 3.5.3 Both municipalities shall jointly prepare Area Structure Plan(s) for the Joint Planning Area as identified in Map 3, with the intent to collaborate as needed.
- 3.5.4 Rocky View County shall notify the Town of Crossfield of any proposals, applications, studies, or future plans for Areas of Sub-Regional Interest and provide informative communication and invitations to respond.

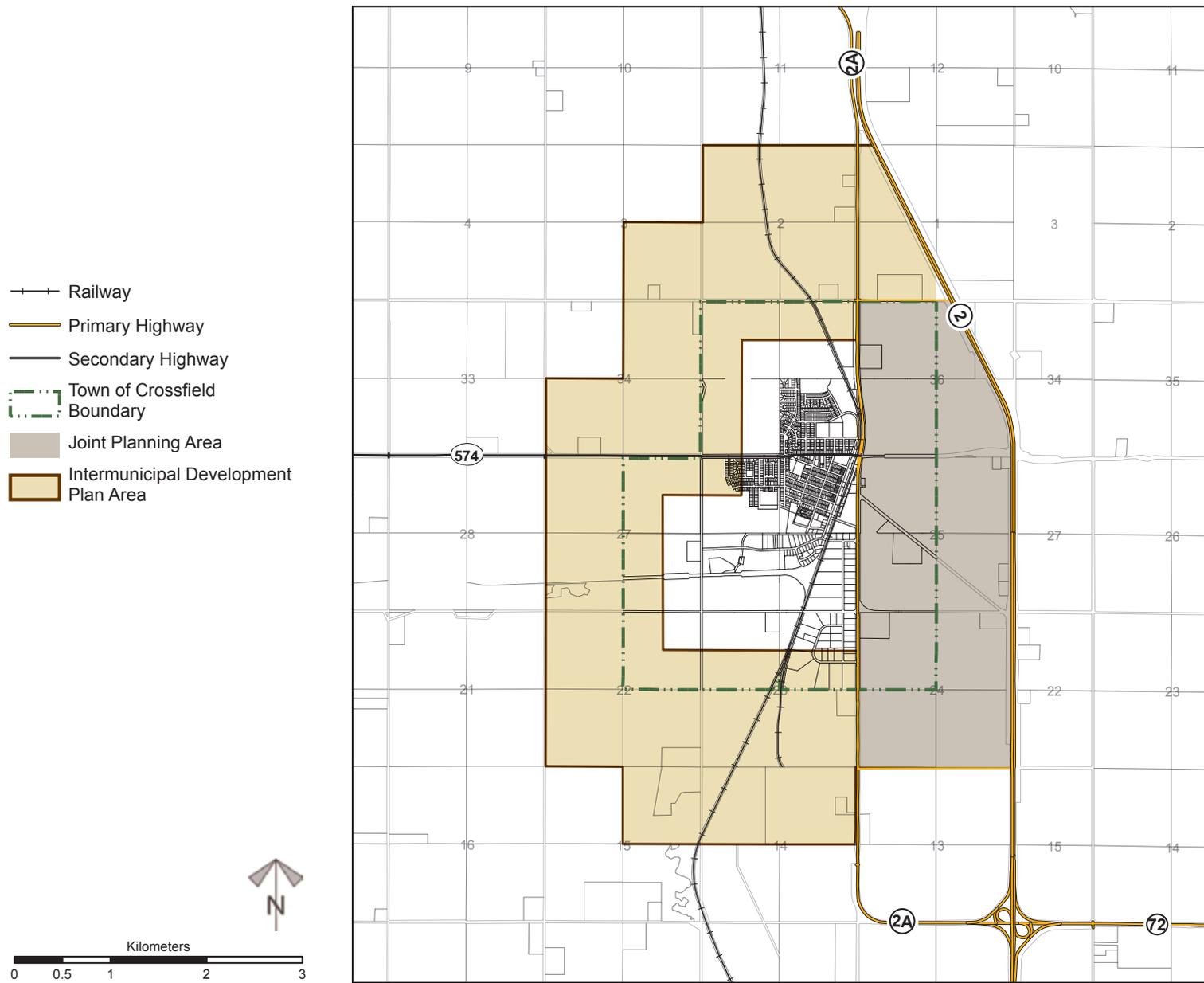
MAP 1: IDP PLAN AREA AND BOUNDARY



MAP 2: INTERFACE IDENTIFICATION



MAP 3: JOINT PLANNING AREAS





LAND & WATER





“Encouraging connectivity between people, the built environment and the natural environment is an essential component of creating complete communities...”

4.0 Land & Water

Implementing policies and regulations with respect to environmentally sensitive areas, riparian zones, and development buffers can have a positive impact on the natural environment as well as provide healthy, outdoor-spaces for residents to enjoy. Encouraging connectivity between people, the built environment and the natural environment is an essential component of creating complete communities.

The objective of both municipalities is to work collaboratively to identify appropriate lands for future parks/open spaces, responsibly manage watersheds, and minimize the negative impact of new incompatible land uses on existing agriculture operations in the IDP Area.

4.1 Parks & Open Space Policies

- 4.1.1 Rocky View County and the Town of Crossfield shall collaborate on the identification of lands in the IDP Area that are appropriate for designation as future parks and/or open spaces.
- 4.1.2 Both municipalities may consider the preparation of multi-year budgets and maintenance plans for any shared parks and/or open spaces that are intended for the use and enjoyment of residents and tourists from both municipalities,

including working co-operatively for future coordinated open spaces.

- 4.1.3 Both municipalities shall prioritize parks and open space for areas already designated as a natural system from each respective municipality's Municipal Development Plan.
- 4.1.4 Both municipalities shall co-ordinate future planned intermunicipal trail network(s) for the passive and recreational enjoyment of residents and tourists.
- 4.1.5 Both municipalities shall refer any land use applications, projects or studies that contains or considers open space to the Intermunicipal Collaborative Planning Team (Page 24), should the proposals fall within the IDP Plan Area.

4.2 Watershed Management Policies

- 4.2.1 Rocky View County and the Town of Crossfield agree to respect the Government of Alberta's Watershed Planning and Advisory Councils (WPACs) plans for the region, and work co-operatively with the Bow River Basin Council (BRBC) and the Red Deer River Watershed Alliance (RDRWA) with respect to regional watershed planning, best management

practices, environmental stewardship, and environmental education.

4.2.2 Both municipalities shall communicate and co-ordinate watershed management efforts with other levels of government and interested/affected third parties.

4.2.3 Both municipalities shall protect environmentally sensitive areas and municipally identified riparian zones, water bodies, fish-bearing or non fish-bearing streams, or any stream reaches that have a continuous channel bed connected to the Bow River Basin and/or the Red Deer River Basin.

4.2.4 Both municipalities shall recognize the importance of riparian and wetlands areas and will collaborate when reviewing proposals within the IDP Plan Area.

4.3 Agricultural Interface Policies

4.3.1 Both municipalities shall attempt to minimize the impact of future non-agricultural development on existing agricultural land uses within the Interface Boundary through the use of interface or transition planning tools that address the 'agriculture boundary design guidelines.'



4.3.2 Environmental and nuisance impacts of agricultural operations should be mitigated by provisions of the Agricultural Operations Practices Act.

4.3.3 Interface or Transition tools that may be considered for new, non-agricultural development should include fencing, controlled access and site design, environmental stewardship, and environmental education.

4.3.4 Encourage future residential areas adjacent to agricultural lands to be set back an appropriate distance to minimize

the impact on agriculture operations and residential property owners

4.3.5 Both municipalities shall communicate and co-ordinate watershed management efforts with other levels of government and interested/affected third parties.



TRANSPORTATION & INFRASTRUCTURE





“it is imperative for both municipalities to explore opportunities to collaborate on future transportation planning and utility infrastructure projects.”

5.0 Transportation & Infrastructure

Transportation and utility infrastructure represent the critical foundations that will shape the future development within both the Town of Crossfield and Rocky View County. In order to successfully attract and retain future residents, visitors and businesses to these communities, it is imperative for both municipalities to explore opportunities to collaborate on future transportation planning and utility infrastructure projects.

The objective of both municipalities is to work collaboratively to develop effective, efficient and seamless transportation and utility infrastructure systems that provide significant mutual benefit to each jurisdiction within the IDP Plan Area.

5.1 Transportation Policies

- 5.1.1 Rocky View County and the Town of Crossfield agree to work co-operatively with senior levels of government and transportation related agencies/ organizations to ensure safe, efficient, and cost-effective intermunicipal transportation systems.
- 5.1.2 Both municipalities shall collaborate on the integration of transportation systems and infrastructure into efficient utility/service corridors in the IDP Area.

- 5.1.3 Both municipalities shall investigate opportunities for alternative and/or recreational modes of transportation that connect both jurisdictions.
- 5.1.4 Both municipalities agree to work toward developing a co-ordinated approach to the maintenance, and as required upgrading of shared transportation systems .
- 5.1.5 Should any proposed major transportation infrastructure upgrades, plans or studies occur within the IDP Plan area, then those proposals shall be referred to the Intermunicipal Collaborative Planning Team for consideration.
- 5.1.6 Both municipalities shall co-ordinate and co-operate in developing innovative, comprehensive, and forward-looking transportation plans that address the transportation infrastructure in the IDP Plan Area.

TRANSPORTATION & INFRASTRUCTURE

5.2 Utilities Policies

- 5.2.1 Rocky View County and the Town of Crossfield agree to work co-operatively with senior levels of government and interested/affected third parties to ensure safe, efficient, and cost-effective provision of appropriate municipal services to lands in the IDP Area in accordance with Area Structure Plans that are adopted by either municipality.
- 5.2.2 The Town of Crossfield utility system capacities are currently dedicated primarily for development within the Town limits. The Town may consider proposals for connections to these systems from developments outside the Town limits. The Town's utility needs are paramount and will be a major factor in any negotiations for these utility hookups. The Mountianview Regional Water Services Commission must be circulated and referenced pertaining to extension of water services T
- 5.2.3 Per the 2009 Annexation agreement, both municipalities agree to adopt "endeavour to assist" protocols that apply to the provision of off-site infrastructure facilities, including but not limited to: roads and pathways; water, wastewater and stormwater trunk lines and associated off-line storage facilities.



- 5.2.4 Both municipalities shall collaborate in the preparation of a Regional Storm Water Management Plan that complies with senior government regulations and that addresses both point and non-point sources of storm water discharge into Nose Creek and Crossfield Creek.
- 5.2.5 Both municipalities shall work co-operatively with federal agencies with respect to communications infrastructure regulations, including Industry Canada for siting and land acquisition for telecommunications infrastructure (towers and antennas) that service

residents, businesses, and tourists in both municipalities.



FRAMEWORK FOR IMPLEMENTATION



FRAMEWORK FOR IMPLEMENTATION



“The framework approach to Intermunicipal Development Plan implementation fosters co-operation, collaboration, and communication...”

6.0 Framework for IDP Implementation

The framework approach to Intermunicipal Development Plan implementation fosters co-operation, collaboration, and effective communication that establishes the foundation for the subsequent land use planning and design considerations.

There is a need for mutual goal setting for both municipalities, within a team-based structure. With this in mind, the goals and decision-making processes must be completed in an efficient and effective manner.

The IDP Framework for Planning outlines a basic structure for dealing with recommended “action items”, which include: future land use planning and proposed developments.

The IDP Implementation Actions and Municipal Development Plans (MDPs) form the basis for each municipality to develop their own Major Area Structure Plans (MASPs). These MASPs can be utilized to guide the development of more detailed Neighbourhood Area Structure Plans (NASPs).

The IDP Framework for Planning and recommended action items can also lead to the development of joint planning and business development strategies., if applicable Figure 1 illustrates the framework for this process.

Figure 1 demonstrates the IDP Framework for Planning in a hierarchical tier structure, It also illustrates how plans are ranked from the most general “high-level” plans applicable to an extended area, towards more specific “greater detailed” plans that are particular to smaller geographic areas.

This framework for collaborative planning can be outlined by a constructive process, starting with the *Municipal Government Act* (MGA), which contains provisions that allow municipalities to plan for their respective jurisdictions coinciding with adjacent jurisdictions. Each municipality can have their own Municipal Development Plan (MDP), and multiple Intermunicipal Development Plans with neighbouring municipalities.

The next tier of planning is the collaborative preparation of Major Area Structure Plan(s) for lands within the Joint Planning Area. Each municipality’s MDP, together with the IDP, will provide guidance for the preparation of MASPs. In some cases, more comprehensive Neighbourhood ASPs may need to be prepared. These Neighbourhood ASPs can then inform more site-specific planning conditions such as regulatory land use bylaws and design guidelines with respect to the regulatory context.

At this time, the Town of Crossfield and Rocky View County have the necessary statutory plans in place.

These strategic documents inform decision-making process within the IDP Framework for the Planning process.

The objective of this framework process is to provide a consistent approach for intermunicipal discussions between Rocky View County and the Town of Crossfield, as well as provide consistent and mutually agreed upon recommendations to each respective municipal Council for consideration.

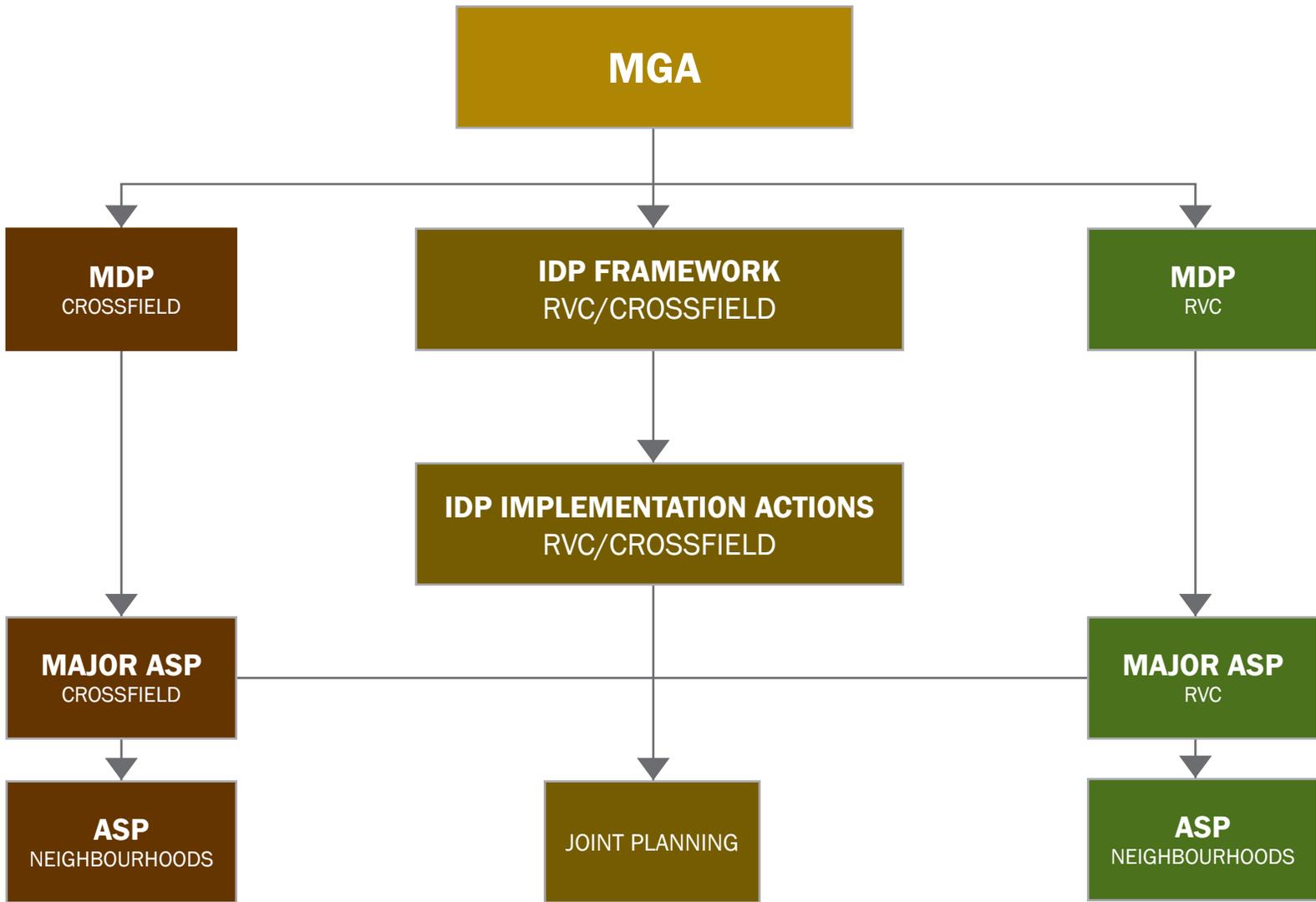
6.1 Collaborative Planning Policies

- 6.1.1 Rocky View County shall respect the goals, objectives, and policies outlined within the Town of Crossfield's Statutory Plans.
- 6.1.2 The Town of Crossfield shall respect the goals, objectives, and policies outlined within Rocky View County's Statutory Plans.
- 6.1.3 The Town of Crossfield and Rocky View County shall work together to ensure compatibility of land use interfaces and future growth patterns to monitor effectiveness of the IDP.
- 6.1.4 Both municipalities shall establish effective mechanisms to implement policies and monitor proposed or potential development



- 6.1.5 Both municipalities shall establish effective co-operative communication processes to facilitate discussions in order to maintain positive intermunicipal relationships.

FIGURE 1: THE IDP FRAMEWORK FOR PLANNING





IMPLEMENTATION STRUCTURE



IMPLEMENTATION STRUCTURE



7.0 Implementation Structure

7.1 Administrative Review

When either municipality receives an application, proposal, project, or study, it will be determined if the application is located within the IDP Plan Area. If the application is not within the IDP Plan Area, then normal municipal processing of that jurisdiction will proceed. Should the application be located within the IDP Plan Area, then the application will be referred to the Intermunicipal Collaborative Planning Team for review.

7.2 Intermunicipal Collaborative Planning Team Review

The Intermunicipal Collaborative Planning Team will be comprised of administration representing each municipality. The purpose of this team is for administration to jointly review any applications, proposals, projects, or studies that are located within the IDP Plan Area. The joint review process will make the review and decision-making process much more efficient and effective by removing the “refer and respond” technique that often extends planning processes longer than necessary.

The Intermunicipal Collaborative Planning Team will meet regularly. The team members will review the applications, proposals, projects, or studies that have been received or initiated.

The team will discuss the implications, opportunities, and potential issues of the proposals and actively listen to the perspective of each municipality.

7.3 Referral

Should any of the applications, proposals, projects, or studies require referral to agencies, then the responsible jurisdiction will provide a referral letter to the agencies. For example, if the original proposal is located within the Town of Crossfield’s jurisdiction, then the Town will send the referral letter. Coinciding, if the application originates within Rocky View County’s jurisdiction, then the referral letter will be sent by the County.

When the responsible municipality receives the agency response letter, then the response letter will be referred to the Intermunicipal Collaborative Planning Team for review. If the Collaborative Planning Team believes public engagement is required, then an engagement process will be created at this stage and feedback will be incorporated into the joint recommendations.

7.4 Implementation Structure Policies

- 7.4.1 An Intermunicipal Collaborative Planning Team shall be established to review applications, projects, or studies that are located within the IDP Plan Area.
 - 7.4.2 Both municipalities shall refer any land use applications, projects, or studies to the Intermunicipal Collaborative Planning Team should the proposals fall within the IDP Plan Area.
 - 7.4.3 The Intermunicipal Collaborative Planning Team shall meet regularly, with municipal representatives from both municipalities reviewing applications, proposals, projects, and studies located within the IDP Plan Area together.
 - 7.4.4 Should any proposal require agency referrals, the referral letters shall be approved and signed by the responsible jurisdiction that the proposal is located. Responses from the referral agencies will be jointly reviewed by the Team representatives.
 - 7.4.5 The Intermunicipal Collaborative Planning Team meetings shall conclude with mutually agreed upon recommendations for proposals that respect each municipality’s
- Municipal Development Plans and other strategic planning documents.
- 7.4.6 Should the Intermunicipal Collaborative Planning Team or municipal Councils not come to mutually agreed upon recommendation(s) on any proposed applications, projects, or studies, then the matter shall be referred to the Intermunicipal Committee for discussion and resolution.
 - 7.4.7 Any application, project, or study that is approved by one municipal Council and rejected by the other municipality, and where a resolution is not met through Intermunicipal Committee deliberation, then the opposed municipality may request third party mediation, or choose to appeal the application through the process outlined in the MGA.
 - 7.4.8 Both municipalities shall enter into a Land Use Planning process to determine areas for future growth with respect to residential, institutional, commercial, industrial, recreational, agricultural, parks and open space for the lands located within the Intermunicipal Development Plan Area.
 - 7.4.9 Both municipalities shall jointly plan the area identified in Map 3.
 - 7.4.10 Recognizing that the IDP is a living document, any amendments to the IDP Framework and subsequent IDP Land Use Plan, Joint Planning Area, Areas of Sub-Regional Interest, and/or future Area Structure Plans shall be reviewed by the Intermunicipal Collaborative Planning Team, with mutually agreed upon recommendations to be presented to each respective municipal Council for consideration.
 - 7.4.11 The IDP Framework and IDP Land Use Plan shall be reviewed once every 3 years, should updating be required.

IMPLEMENTATION STRUCTURE

7.5 IDP Amendment Process

Continuous updating as needed

The policies contained in the Implementation Structure section of this document recommends that the IDP Framework and the IDP Land Use Plan be reviewed once every three years, should updating be required. However, the IDP may need to be amended from time to time to accommodate unforeseen situations. As such, the following policies outline the process in which to amend the IDP when required.

IDP Amendment Policies

- 7.5.1 IDP Framework and IDP Land Use Plan come into effect on the date it is adopted by both the Town of Crossfield and Rocky View County.
- 7.5.2 The municipalities may agree to amend the IDP Framework and IDP Land Use Plan prior to the scheduled 3 year review.
- 7.5.3 An amendment to the IDP Framework and IDP Land Use Plan must be adopted by both Councils using the procedures established in the *Municipal Government Act*.
- 7.5.4 Third party applications for an amendment to the IDP Framework and IDP Land Use Plan shall be made to either municipality.
- 7.5.5 The Intermunicipal Committee shall review the IDP Framework and IDP Land Use Plan once every 3 years, should updating be required, in collaboration with the Intermunicipal Collaborative Planning Team.





PUBLIC PARTICIPATION





“Rocky View County and the Town of Crossfield have placed a high priority on appropriate and meaningful involvement of key stakeholders...”

8.0 Public Participation

Rocky View County and the Town of Crossfield have placed a high priority on appropriate and meaningful involvement of key stakeholders for preparation of the IDP and associated future planning processes including potential development proposals and Joint Planning Area.

This section outlines the key requirements and considerations to engage with the public, stakeholders, and other interest groups with additional public participation tools and techniques outlined in Appendix C.

8.1 Key Stakeholder/Target Audience

Key stakeholders to be involved may include:

- Internal municipal departments;
- Affected neighbouring municipalities;
- Province of Alberta;
- Residents within affected areas;
- Public utilities, public agencies, or public authorities;
- Affected developers;
- Affected landowners; and,
- Affected business, commercial, or industrial stakeholders.

8.2 Involvement Requirements

- Contact all stakeholders;
- Educate stakeholders on the process of the IDP and its overall goals and objectives;
- Inform stakeholders on the process of preparing subsequent IDP planning processes and opportunities to become involved;
- Provide fair opportunities for stakeholders to comment on issues relevant to the IDP and encourage their engagement;
- Provide feedback to participants on the outcome of stakeholders involvement; and,
- Gather and manage public knowledge.

8.3 Public Engagement Policies

- 8.3.1 Both municipalities shall commit to providing appropriate and meaningful engagement with the public, stakeholders, and other special interest groups with respect to applications, projects, or studies located within the IDP Plan Area.
- 8.3.2 The public engagement tools to be utilized shall be determined by the Intermunicipal Collaborative Planning Team on a per project/application basis.

- 8.3.3 Both municipalities shall, as much as possible or feasible, engage with a wide target audience and potential user groups, ensuring diversity in geography, age, socio-economic status, family status, abilities, and cultural backgrounds in order to assemble feedback that is reflective of the community needs in both Rocky View County and the Town of Crossfield.
- 8.3.4 Both municipalities shall provide good communication and timely notifications to the public, stakeholders, and other special interest groups of any application, proposal, projects, or study within the IDP Plan Area, including information about the proposal, contact information for inquiries, and description of how to provide input.
- 8.3.5 Feedback from public engagement processes shall be considered by the Intermunicipal Collaborative Planning Team in the preparation of the recommendations or referral documents to municipal Councils.





IDP ACTION ITEMS





9.0 IDP Action Items

Following the approval of the Intermunicipal Development Plan by both the Town of Crossfield and Rocky View County Municipal Councils, the next step of the intermunicipal planning process is the undertaking of recommended action items for all or a portion of the IDP area, as provided for in section 631-2(a) of the *Municipal Government Act*.

This section provides for the study of physical, social, or economic development of lands within the IDP Plan Area as Councils deem necessary; the planning of future land use on lands within the IDP Plan Area; and proposals for future development on lands within the IDP Plan Area.

9.1 Action Items

The IDP action items will focus on identifying development goals and land use activities and future growth areas for the Town of Crossfield and Rocky View County. This process includes action items in the following order:

9.1.1 Identification of Development Needs, Goals, and Objectives through comprehensive and effective engagement processes with the public, stakeholders, and other special interest groups.

- 9.1.2 Economic Development Planning including: business development strategies, possible development incentives, as well as collaborative planning for the promotion of economic development in the area as a whole, with specific consideration for petroleum infrastructure.
- 9.1.3 Identification and mapping of Future Growth and Restricted Development Areas, the later including lands to be set aside as open space and environmentally sensitive areas.
- 9.1.4 Land Use Planning and Future Growth Areas including residential, commercial, institutional, industrial, agricultural, parks, and open space, etc.
- 9.1.5 Regional Storm Water Management Planning that builds on the existing plans of the Town of Crossfield and provides a framework for future site planning and engineering design in the sub-region.
- 9.1.6 Gateway Planning including corridor identification, landmark nodes, entranceway identification standards, and corridor design guidelines.

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- 9.1.7 Infrastructure Master Planning for lands within the Joint Planning Area including the location of future infrastructure corridors, provision of and potentially sharing of municipal utilities (water, wastewater, and stormwater). (Mountain View Regional Water Services Commission must be circulated and referenced in all discussions involving the extension of water services).
- 9.1.8 The compilation of the deliverables from Action Items 9.1.1 to 9.1.9 into a MASP for the Joint Planning Area.
- 9.1.9 Other Plans or Planning Processes related to the physical, social, environmental, or economic development within the IDP Plan Area as both municipal Councils consider necessary.

9.2 IDP Implementation Policies

- 9.2.1 Through the collaborative planning process, Rocky View County and the Town of Crossfield shall work together to prepare a land use plan for the Joint Planning Area that is respectful of the current and projected urban-rural interface; identifies, as deemed appropriate, lands for future commercial, industrial, institutional, residential, recreational land uses; and



- 9.2.2 The collaborative planning process shall work with development applicants to identify and map lands with restricted/limited development potential. These lands include required public open space and environmental sensitivity.
- 9.2.3 The collaborative planning process shall ensure that all development applications in the joint planning area reflect best practices in "Gateway Planning" including identifying major corridors, landmark nodes, key entrances, proposed design guidelines, and infrastructure standards.
- 9.2.4 The collaborative planning process shall ensure that all development applications in the joint planning area consider and address best practices in stormwater management practices, as well as the Town of Crossfield's stormwater management plans, in order to protect the Nose Creek watershed.
- 9.2.5 All ASPs shall reflect and be consistent with transportation and infrastructure plans of the Town of Crossfield and Rocky View County.

An aerial photograph of a lush green field with a winding river or stream cutting through it. The river flows from the top left towards the bottom right, curving in an S-shape. The field is densely packed with green vegetation, and the river's banks are slightly elevated. The overall scene is bright and vibrant, suggesting a healthy, natural environment.

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Appendix A: Glossary

Act	Act means the <i>Municipal Government Act</i> , Revised Statutes of Alberta 2000, Chapter M-26, as amended.
Adjacent Land	Adjacent land means land or portion of land that is contiguous to the parcel of land that is subject to a development application and/or subdivision application and includes land or portion of land that would be contiguous if not for a public roadway, primary highway, river or stream, or reserve lot.
Annexation	Annexation means the transfer of land from the jurisdiction of one municipal government to another municipal government. The process through which annexation occurs is defined by the <i>Municipal Government Act</i> .
Appeal	Appeal means a process for requesting a formal change by either Rocky View County or the Town of Crossfield to the Municipal Government Board (MGB), for the purpose of challenging the other municipality's planning decision for lands within the IDP Planning Area.
Area Structure Plan	<p>Area Structure Plan (ASP) means a statutory plan adopted by Council that provides the framework for subdivision and development of an area of undeveloped land. Area Structure Plans are further outlined in the <i>Municipal Government Act</i>.</p> <ul style="list-style-type: none">• Major Area Structure Plan (MASP) means a high level, large scale plan that addresses the general geographic location of future land uses and major infrastructure corridors. Such a plan generally covers more than four (4) sections of largely undeveloped land and serves as a guide for the preparation of ASPs for lands that fall within the boundaries of the MASP. A MASP may be adopted as a statutory plan or may be adopted by resolution of Council.• Neighbourhood Area Structure Plan (NASP) means a statutory plan that deals with site-specific land use planning and servicing requirements, in a manner compliant with the requirements of the <i>Municipal Government Act</i>, for a parcel of land that is a quarter section (160 acres/64.5 hectares) or less in size.
Intermunicipal Committee	Intermunicipal Committee (IMC) means a committee comprised of appointed municipal Councillors from each municipality.
Intermunicipal Collaborative Planning Team	Intermunicipal Collaborative Planning Team means a group comprised of staff members appointed from each municipality who jointly review applications, projects, or studies proposed within the Intermunicipal Development Plan Area.

Intermunicipal Development Plan

Intermunicipal Development Plan means a statutory plan that is jointly prepared by neighbouring municipalities, and includes areas of land situated within the boundaries of the municipalities as they consider necessary. Intermunicipal Development Plans are further defined in the *Municipal Government Act*.

Intermunicipal Development Plan Area

Intermunicipal Development Plan Area (IDP Plan Area) means the lands that are designated areas subject to the IDP policies laid out in this IDP document. It provides the spatial context for the intermunicipal collaboration for Rocky View County and the Town of Crossfield with respect to jointly reviewing applications, projects or studies.

Joint Planning Area/Joint Business Area

Joint Planning Area/Joint Business Area means the areas identified in Map 3 of this document, subject to future collaborative and economic development initiatives.

Land Use Interface

Land use interface means those areas where different land uses meet and interact, and may take place within or across the municipal boundary (“municipal interface”).

Mediation

Mediation means the process involving a neutral person/party as a mediator who may be engaged in order to assist Rocky View County and the Town of Crossfield should a dispute resolution be triggered during the intermunicipal planning process. The purpose of the mediation would be to reach mutually acceptable recommendations and action items by way of structuring negotiations, facilitating communication, and identifying issues and interests of both municipalities.

Municipal Services

Municipal services refers to a water distribution system, sewage collection system or any other utility services that may develop in the future that conform to municipal standards.

Open Space

Open space means all land and water areas either publicly owned or offering public access, that are not covered by structures. Open space includes current and potential parks, natural areas, pathways, roadway greens, lands for parks and recreation facilities, golf courses, cemeteries, and other types of alternative open space.

Riparian Buffer

Riparian buffer means a vegetated area (a “buffer strip”) near a stream or water body that helps shade and partially protect the water body from the impact of adjacent land uses.

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Shared Open Space	Shared open space means an Open Space that is interconnected across municipal borders.
Shared Riparian Buffer	Shared riparian buffer means a Riparian Buffer that is interconnected across municipal borders.
Statutory Plan	Statutory Plan means a Municipal Development Plan, Area Structure Plan, Area Redevelopment Plan, or Intermunicipal Development Plan adopted by Municipal Council pursuant to the MGA.
Watershed Management Plan	Watershed Management Plan refers to a comprehensive guidance document that may address many issues in a watershed including water quality, water quantity, point and non-point source pollution and source protection. It may also look at ways to better integrate land/resource within a watershed.

Appendix B: Implementation Structure and Process Chart

◆ **Recommendations to Council Accepted**

The joint recommendation from the Intermunicipal Collaborative Planning Team will be presented to each municipal Council for consideration. Should each Council accept the recommendation from the Intermunicipal Collaborative Planning Team, then there will be no further requirements of the Intermunicipal Collaborative Planning Team with respect to that proposal.

◆ **Recommendations to Council Rejected**

Should each Council reject the recommendations from the Intermunicipal Collaborative Planning Team, then the recommendation will be defeated.

◆ **Different Responses from Each Municipality**

Should one municipality accept the recommendations from the Intermunicipal Collaborative Planning Team, and the other municipality reject the recommendations, then the proposal will be forwarded to the Inter-Municipal Committee for review in collaboration with the Intermunicipal Collaborative Planning Team. The revised recommendations will be presented to both municipal Councils for their consideration.

◆ **Dispute Resolution and Mediation**

The mediation process is designed to assist both municipalities in reaching a mutually acceptable compromise by providing a neutral third party to assist with negotiations of a dispute. As such, the following steps are required before a mediation process can be established:

- a. Agreement by both Councils that mediation is necessary;
- b. Agreement by both Councils as to the number of participants in the mediation process; and,
- c. At the conclusion of the mediation, the mediator will submit a “mediator’s document” to both municipalities.

Should a mediated agreement be reached, then that agreement will be recommended to both municipal Councils for consideration. Both Councils and assigned municipal administrations will consider the mediator’s document. Any mediated agreement will not be binding on either municipality and will be subject to the approval of both municipal Councils.

◆ Engagement, at equal cost to both

municipalities, of an impartial and independent mediator agreed to by both municipalities.

- ◆ If under the circumstance no mediated agreement can be reached or if both Councils do not approve a mediated agreement, then an appeal process will be initiated if desired.

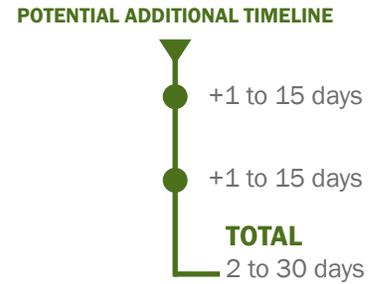
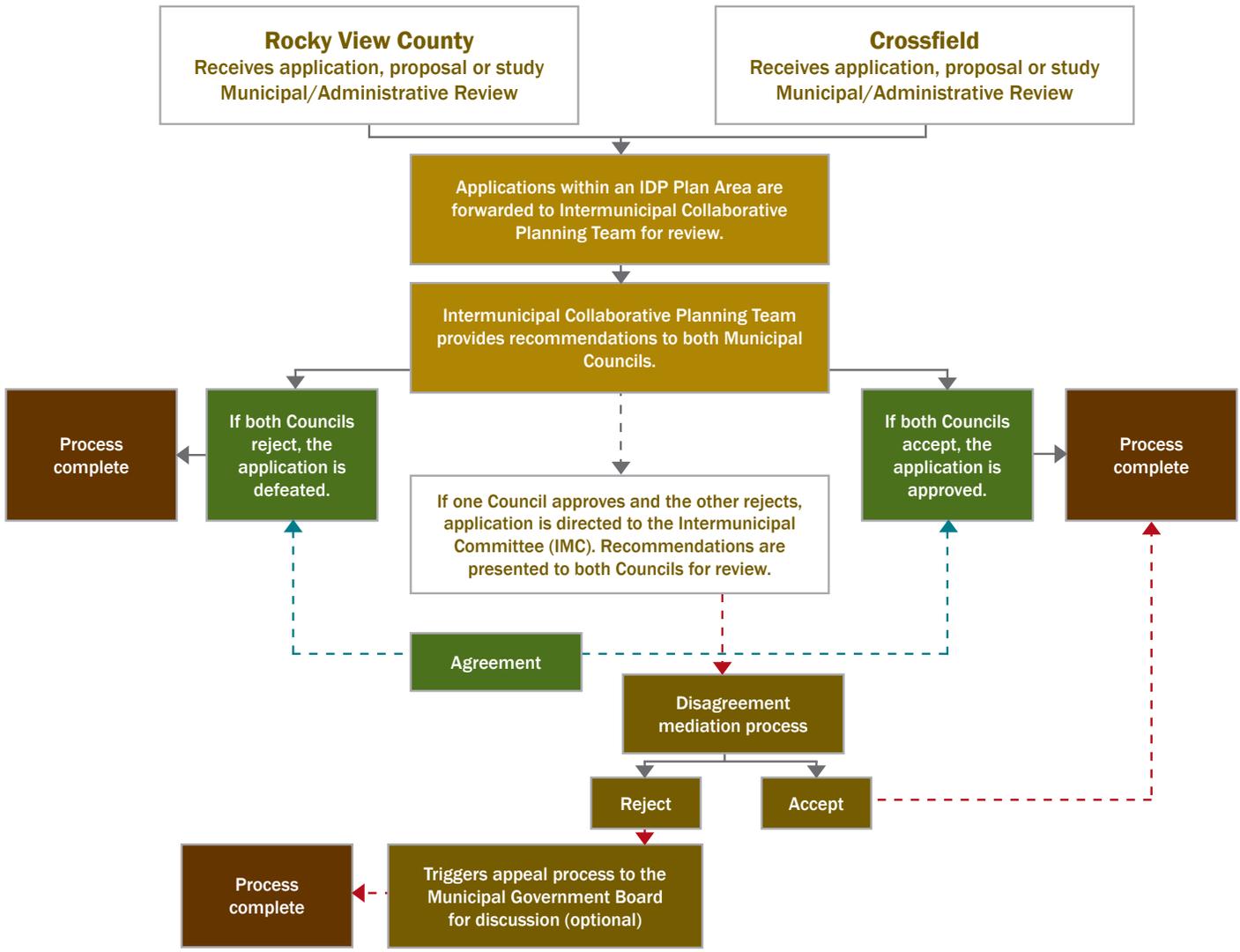
◆ **Appeal Process**

In the event that the mediation process fails, the initiating municipality may pass a bylaw in accordance with the MGA to implement the proposal (such as a land use bylaw amendment, an area structure plan, or an area structure plan amendment), even if the neighbouring municipality does not support the bylaw.

If the initiating municipality passes a bylaw to implement the proposal, then the responding municipality may appeal that action to the Municipal Government Board in accordance to the provisions outlined in Section 690 of the MGA. The responding municipality must file a notice of appeal with the Municipal Government Board and provide a copy of the appeal notice to the initiating municipality within thirty (30) days of the approval of the disputed bylaw.

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IMPLEMENTATION PROCESS CHART





Appendix C: Public Engagement Tools

The concept of broad-based public engagement is a fundamental element of community planning. The IDP planning process provides an ideal opportunity to develop an innovative public engagement strategy that can also be used for future IDP planning processes such as reviewing comprehensive proposals on lands within the IDP Plan Area, or joint planning initiatives such as preparing Area Structure Plans.

Traditionally, planners employ standard approaches to distribute information and gather feedback from resident, stakeholders, and other special interest groups. These methods may include printed notes, mail outs, newspaper advertisements, open houses, workshops, focus groups and public meetings.

Public engagement strategies would not be successful unless using collaborative, meaningful, and graphically rich engagement techniques such as design charrettes, focus group sessions and workshops. The process should provide opportunities for focusing on relevant issues, generate ideas, seek consensus, as well as develop practical and implementable solutions in a collaborative learning environment.

The proposed strategy for this IDP “Framework for Planning” blends effective traditional engagement methods with two (2) emerging tools: (i) Social Marketing; and, (ii) Web-based crowdsourcing.

General Communications

Integral to all planning processes, it is strongly encouraged that both the Town of Crossfield and Rocky View County provide informative communications with the public, stakeholders, and all other special interest groups with respect to ongoing development applications, proposals, or studies occurring within the IDP Plan Area. Effective communications tools may include postings on both municipal websites, newspaper advertisements, mail outs, and printed notices and posters.

Community Open House

A Community Open House is a traditional planning tool that allows a municipal organization or project team to meet with the public, stakeholders, or any other special interest groups to educate and/or discuss potential projects within the IDP Plan Area. Open houses are an inclusive public engagement tool, where face-to-face interaction between the municipal organization, developer or applicant, and affected residents can meet and discuss opportunities or challenges with respect to the proposal or application.

Focus Group Sessions

Focus group sessions are a way to target specific audiences or the population that may have a special interest or have valuable perspective into

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the challenges or opportunities of a particular project within the IDP Plan Area. The focus group sessions allow the municipal organization to interact face-to-face with these groups, and gain insight. Some focus group sessions can be facilitated in a structured environment, with a presenting or lead facilitator with sub-groups and supporting facilitators. Other focus group sessions, such as Idea Café Sessions, can be hosted in casual environments where residents feel comfortable to be themselves and speak candidly about the issues and opportunities that affect them the greatest.

Design Charettes and Workshops

Design charettes are interactive, creative, graphically-rich, and solution-oriented public engagement sessions that allow visions and ideas to come to life. Typically, design charettes are facilitated by a professional graphic and/or urban designer who facilitates a planning discussion much like a focus group session. The difference is in the recording, where the facilitator graphically captures the ideas presented by the participants. These types of workshops are ideal for comprehensive land use planning processes whereby the facilitator can harness land use and other activity ideas on to maps, charts, and other materials – often drawing out conceptual scenarios of “what” could happen when planning specific designations in certain areas. Workshops and design charettes are a fun,



face-to-face interactive consultation tool that allow participants to see their ideas materialize instantly, while educating participants in the potential implications of those ideas.

Social Marketing

Social marketing can be utilized to analyze and better understand the complexities of citizen participation and change stakeholders’ behaviour towards more active participation. In essence, social marketing is a systematic application of marketing concepts and techniques to achieve specific behavioural goals relevant to a social good. After studying the target group(s), specific social marketing tools such as those mentioned below, can be utilized to generate active engagement and

participation from a variety of audiences.

- ◆ Segmentation;
- ◆ Providing Feedback;
- ◆ Prompts;
- ◆ Norms;
- ◆ Branding;
- ◆ Commitment;
- ◆ Vivid, Personalized Communication; and,
- ◆ Incentives and Disincentives.

The social marketing strategy can reflect the

IDP’s public engagement policies outlined within this document. The policies encourage the Intermunicipal Collaborative Planning Team to utilize a number of engagement tools when and where appropriate. The social marketing tool is a unique, cutting-edge technological tool that can assist Rocky View County and the Town of Crossfield realize their objectives with respect to engaging with the public, stakeholders, and other special interest groups.

However, implementing social marketing tools may require expert knowledge in the social marketing field. With this in mind, this section provides some basic understanding on how to use social marketing tools and strategies to increase public outreach to a larger target audience.

- ◆ **Reach out to every target group**
“Segmentation” in social marketing should be used as a basis to reach out to every segment of the target population, whether they be stakeholders, the public, or other special interest groups. A key feature of social marketing tools is their versatility, with the ability to tailor planning processes and outreach programs to specific targeted groups. For example, residents will be targeted differently than internal municipal departments. Social marketing uses segmentation as a process of dividing a broad target audience into more

homogenous subgroups, called audience segments. By tailoring efforts to a particular segment, effectiveness can be improved because the programming, communication channels, and messages can be “kept up to date” with messages most relevant to the specific segment. This way, the target audiences are more likely to be reached and more likely to pay attention, creating a more effective engagement program.

- ◆ **Educating Stakeholders**
“Vivid, Personalized Communication” tools can be used to educate stakeholders. Social marketers tailor information to the target audience and instead of using general and formal information, provide information in a way that is relevant and understandable to their audience.
- ◆ **Inform Stakeholders**
“Prompts” and “Vivid, Personalized Communication” and “Branding” tools can be used to inform stakeholders, the public, and other special interest groups. Prompts are small reminders that can be used frequently to inform stakeholders and others about the IDP process and engagement opportunities. For example, stickers such as “Be IDP Smart on This Friday” can be placed

in car windshields to remind residents about the opportunities to engage in the IDP planning process. Branding is another important tool in effective delivery of social marketing messages. Some brands have a long tradition in commercial marketing to differentiate and promote as being unique from others. A readily identifiable “brand” for the IDP could facilitate informing the public about the IDP planning processes, such as application reviews, proposals, or engagement opportunities for projects located on lands within the IDP Plan Area.

- ◆ **Provide Opportunities for Input and Encourage Engagement**
Segmentation”, “Norms”, “Commitment”, and “Incentive and Disincentive” can be used to provide opportunities and encourage engagement. As mentioned before, segmentation will let the opportunities be tailored to stakeholders’ needs and capacity. For example, online opportunities may work for some stakeholders; however, others may prefer face-to-face meetings. Usually, the gap between promise and the reality of citizen engagement does not always come from a lack of opportunities for engagement, rather from lack of interest or knowledge. The social marketing tool of

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“norms” suggests that promoting public engagement by way of changing people’s perception about how common, and normal public engagement actually can be. The commitment tool suggests that when individuals agree to a small request, they are subsequently committed to a much larger one. For instance, if residents agree to put a “Be IDP Smart” sticker in their car, it is more likely that they might participate in a related public engagement event. Social marketers also suggest to use incentives and disincentives to build motivation. The incentives/disincentives are not necessarily financial, other forms of incentive/disincentives can be used to encourage public engagement, as deemed appropriate by the municipalities with respect to that particular program or process.

- ◆ **Provide Feedback to Participants**

Providing feedback to participants can potentially encourage them to sustain their effective engagement in the long-term.

- ◆ **Gather Public Knowledge**

A common question to municipalities that are curious about implementing social marketing engagement strategies may include, “how



can we develop social marketing strategies for each target audience in a way that not only informs and educates our residents, but also provides them with opportunities for input and timely feedback?”.

There are two answers for this question.

First, the internet enables us to widely reach collective intellect among a population who may not otherwise participate in face-to-face public events. In addition, technology allows us to easily manage data and provide timely feedback to participants.

Furthermore, the internet can be used as a communication channel that audiences can return to and continue to learn and engage in a secure environment. Web-based crowdsourcing can also be an internet-based engagement tool, as there are numerous examples of these tools being utilized for collaborative planning purposes

Secondly, when a social marketing approach to public engagement is understood and web-based crowdsourcing infrastructure has been established, the strategy can be recycled and re-used for many other public engagement needs of the municipalities.

Web-Based Crowdsourcing

Crowdsourcing is a process that involves outsourcing tasks to a distributed group of people. Web-based crowdsourcing is a cutting-edge and emerging technology which has been around for only a few years, that uses the crowdsourcing concept via the internet. The internet enables us to harness collective intellect among a population in ways face-to-face planning meetings may not always be able to achieve. The crowdsourcing model, a successful, web-based, distributed problem solving and production model for business, can be an effective model for enabling the citizen participation process in IDP planning projects. This allows for:

- ◆ Visualization of some data or land use probable scenario modelling and providing opportunities to vote, rank, or provide comments on those scenarios.
- ◆ User-friendly sketching tools (2D and 3D) to visualize participants’ ideas.
- ◆ Social networking and communication channels for ongoing discussion and learning processes. It allows for sharing of photos, videos or documents.
- ◆ Managing and saving public input and public memory. The engagement and public input



can continue long after the plan is adopted for educational purposes and providing feedback on public’s input.

Hamtramch Master Plan’s collaborative map is a good example of web-based crowdsourcing used for public engagement purposes in city planning discipline.

It should be mentioned that utilizing social marketing as an approach to public engagement and web-based crowdsourcing is an enabling participation tool; still, there may be the need to reach out to some targeted groups through face-to-face and traditional public engagement strategies who may not have access to or ability to utilize these forms of engagement strategies. It should be emphasized that even for those face-to-face

meetings, social marketing approach can be used to improve effectiveness of the engagement and promote active participation behaviour.

A combination of traditional and new, technological engagement methods should be explored and considered by the Intermunicipal Collaborative Planning Team within their intermunicipal planning processes.