



TOWN OF CANMORE

Canmore – Our Community Sustainability Plan

TERMS OF REFERENCE

2007 - 2008 Municipal Development Plan Review

Process Purpose & Vision

Engage Canmore's citizens in an inclusive, participatory process that will help determine the direction that the community will take over the next 10-15 years. The process and outcomes should honour the principles, values and goals outlined in the Mining The Future Vision and to put these into practice.



Photo courtesy Glenn Naylor

Approved June 19, 2007

Terms of Reference & Proposed Process

Introduction

The Town of Canmore and the community are planning to rewrite the community's principal statutory planning document - the Town's Municipal Development Plan (MDP). We need to create a new Municipal Development Plan for two reasons:

- The Town's current Municipal Development Plan was approved in 1998. Approaching nine years in age, the document is dated and many issues and concerns have arisen in the community that are not addressed in the current document; and
- The Town has recently concluded a community based visioning process, entitled "Mining The Future – A Vision For Canmore," that has created a new and unique direction for the community. Many of the values and principles from the Mining The Future vision are not reflected in the current Municipal Development Plan. The revised document must be made consistent with community wishes as outlined in the Vision.

The Town of Canmore has a diverse community of full time, part time and seasonal residents whose needs must be integrated with the unique mountain environment, and the culture it supports. The Mining The Future Vision and process created the ground rules upon which any review of the current Municipal Development Plan must be based.

Canmore's new Municipal Development Plan must reflect the community's new Vision that emerged from the process known as Mining the Future. Those designing the Municipal Development Plan process must be familiar with the Mining The Future document, its values and principles, the process that lead to it, and what the Vision means to the community. It is essential that the Municipal Development Plan review process honour the Mining The Future Vision. Our Vision is a rich, clear and inspiring picture of our own town at a time in the future. It expresses our *present imagining of what the future could be for us*. The new Municipal Development Plan will move the Vision into action.

The Vision Statement, which at best expresses the intent of the Vision, is only the peak of the mountain; the Vision's full value lies in what was learned along the climb. A key learning from the process was the need to build community capacity to continue to engage in meaningful public dialogue. The Mining The Future process also revealed that our community is made up of sophisticated people that are able to digest large and complex issues, discuss them reasonably, and master technical applications if required to do so as part of the process. It also laid the groundwork for a continuing commitment to real community engagement into the future.

To assist in the implementation of the Vision, particularly as it applies to strategic planning documents such as the Municipal Development Plan, Town Council has created the "Vision Keepers Group." This resource group will provide assistance and

guidance to help keep the process on task, on time, and true to the Mining The Future Vision.

The Town of Canmore organization has also recently started the process of becoming an “early adopter” of The Natural Step program, which intends to integrate social, environmental and economic decision making into our operations with a holistic, proven and scientifically-rigorous framework. Any decision must consider the Natural Step’s four system conditions and answer questions such as:

- What measures does the proposal include that will reduce the use of minerals and metals extracted from the earth’s crust?
- What measures does the proposal include that will reduce the use of chemicals and compounds used by society that accumulate in the environment?
- What measures does the proposal include that will reduce the physical impact of the proposal on natural landscapes and processes?
- What measures does the proposal include that will reduce activities that undermine society’s ability to meet basic human needs now and in the future?

Revisions to the Municipal Development Plan must also keep the principles of The Natural Step in mind.

Finally, the process must respect the statutory Municipal Development Plan content issues as they are outlined in the Municipal Government Act, which include the following essential elements:

- future land uses within Canmore;
- the manner of and the proposals for future development in Canmore;
- the co-ordination of land use, future growth patterns and other infrastructure with adjacent municipalities if there is no intermunicipal development plan;
- the provision of the required transportation systems either generally or specifically within Canmore and in relation to adjacent municipalities;
- the provision of municipal services and facilities either generally or specifically;
- policies compatible with the subdivision and development regulations to provide guidance on the type and location of land uses adjacent to sour gas facilities;
- policies respecting the provision of municipal, school or municipal and school reserves, including but not limited to the need for, amount of and allocation of those reserves and the identification of school requirements in consultation with affected school authorities;
- policies respecting the protection of agricultural operations;

and optional elements:

- proposals for the financing and programming of municipal infrastructure;
- the co-ordination of municipal programs relating to the physical, social and economic development of Canmore;
- environmental matters within Canmore;

- the financial resources of Canmore;
- the economic development of Canmore;
- statements regarding the Canmore's development constraints, including the results of any development studies and impact analysis, and goals, objectives, targets, planning policies and corporate strategies; and
- any other matter relating to the physical, social or economic development of Canmore.

It is anticipated that the revised Municipal Development Plan will address all of the required and optional statutory matters at a minimum.

Canmore's Mining The Future Vision Statement

As citizens of Canmore, we are proud of our community's mining and mountain heritage, of the inspiring mountain landscape and the rich natural environment we share with species that define the Canadian West and wilderness, of the astonishing range of skills and talents demonstrated by our residents, of our exceptional commitment to the well-being of others in the community, and of our collective effort to be leaders in finding solutions to the challenges that confront our own and other mountain communities.

Understanding where we have come from, and what we value today, we imagine a future in which Canmore is:

- An accessible, friendly, inclusive and closely-knit community with a small town feel and a distinct identity anchored in its mountain surroundings and its mining past;
- A community populated by a wide range of individuals and families from different backgrounds and of different ages, interests, values, skills and economic means;
- A community that supports its diverse population with affordable housing, a strong and varied economy, a healthy environment, a full array of social services, abundant open space and ample opportunities for recreation and artistic expression;
- A community that acknowledges and works within the limits imposed by its geography and ecology, and that uses the best the world has to offer in designing a built environment that respects and is worthy of its natural environment;
- A community that has become a leader in integrating its social, economic and environmental activities in ways that ensure its future generations will enjoy the same opportunities and quality of life as its current generations.

The Canmore of the future is a prosperous, vital, and vibrant community. It's great strength is its varied, resourceful, and engaged citizens, who thrive together on the strength of the community's long-term commitment to the diversity of its people and the health of the mountain landscape that shapes and sustains it.

It is this Vision that will form the basis for all future decisions and actions. The Municipal Development Plan review, both the process to achieve it and the document itself (once complete) must be consistent with and help to achieve this Vision and the values and principles contained in the Mining The Future document. Any consultant interested in participating in the Municipal Development Plan process should be familiar with the contents of the document.

How we went about Mining The Future: The Process

In the autumn of 2005, Canmore's Mayor and Council engaged the entire community to create a vision for the future of the town. At the heart of the project was the question: "What kind of community can we, as citizens, imagine Canmore becoming in the years ahead?" It was intended that the process would provide all town citizens with a voice into the future development of the town.

The Mining The Future Vision was created from the ground up and, as such, is much more than the Vision Statement itself. The 500-plus (1,000 with community groups) Mining the Future participants identified three foundational values, five principles that will guide our actions, goals that we will need to reach to become the community we have imagined, and criteria to help us make the decisions that will help us achieve our goals. Together, the values, principles, goals and criteria constitute the Canmore Mining The Future Vision.

Mining the Future was an exemplary demonstration of grass-roots democracy. Involving many citizens participating either as individuals or as members of volunteer neighbourhood and community groups, the visioning process proceeded through multiple rounds of café discussions and weekend work parties. Encompassing ten months' of effort, Mining The Future involved four broad steps:

1. Participants first identified local, national, and international forces that might affect Canmore's future.
2. On the basis of those forces, participants then developed four possible scenarios for Canmore's future, each of which presented a distinct world in which we might someday live and work.
3. In turn, the scenarios provided the grounding for robust, often challenging, and ultimately rewarding discussions about what kind of future we as Canmorites want, and how we can move towards that future. Questions asked and answered included: "What values and principles do we share as citizens that will help us create the future we want?" "What goals will guide us towards that future?" And, "What decision-making criteria do we need in order to reach our goals?"
4. Finally, participants sought to define the spirit of the Canmore they envisioned, distilling 10 months' effort into an overarching Vision Statement.

The Municipal Development Plan review process need not mimic this process, but must allow many citizens of Canmore to engage each other in informed and directed conversations, aimed at creating the future outlined in Mining The Future.

Principles for the Municipal Development Plan Process

The following are the principles that any process must include:

Complementary – the process must build on the process and content of the Mining the Future Vision document.

Deliberative – the process must encourage consideration of both positive and negative outcomes of the various proposed courses of action.

Enduring – the process must build discussion capacity in the community and allow for ongoing opportunities for community dialogue about our future.

Flexible – the process must be able to respond to and incorporate issues and concerns that arise from the community during the process that were not anticipated at the start.

Grass-roots – the process must emerge from the community, and allow citizens to have the conversations they wish to have.

Inclusive – the process must be able to engage and encourage participation across the large demographic profile in the community, from families to single people, from long term residents to new arrivals to the community, from full time employees to seasonal staff, and both permanent and part-time residents. Anyone who wishes to participate should be afforded the opportunity.

Innovative – the process requires a unique approach that creates innovation and is “atypical.” Traditional Municipal Development Plans reflect and focus specifically on lands, land use and development – Canmore is not a traditional community.

Interest-Based – the process must facilitate interest-based and not position-based dialogue.

Purposeful – the process must use directed conversations that clearly connect us to and move us forwards and toward implementing the principles and values in the Mining The Future document. The process must move quickly to address the issues and concerns that are identified.

Sustainable – the new Municipal Development Plan must demonstrate sustainability in all of its facets and policies.

Transparent – the process must be open at all times to members of the community, so that they are aware of where we are at and where we are going.

Variety – the process must offer a multitude of opportunities and mechanisms for the community in all its forms to take part in the process, to suit their individual preferences.

Content

The ultimate content of the new Municipal Development Plan will be determined by the community in partnership with Town Council, municipal staff and the Vision Keepers Group as part of the overall process. However, the MDP must address the minimum statutory requirements of section 632 of the Municipal Government Act.

These statutory items will address the minimum requirements for the MDP. The Mining The Future Vision has a broader outlook than, or somewhat different from, the traditional scope of an MDP, and so additional issues likely will be included, such as:

- Affordable housing
- Resort and tourism development
- Second home and non-permanent population growth
- Social & community enrichment planning (*e.g. health, education, seniors*)
- Recreation, parks, open space and trails
- Natural areas and conservation issues
- Inter-municipal / fringe planning issues
- Growth management and the rate of growth
- Social cohesion in the community
- Sustainable economic growth and vitality
- Preserving the small town feel of the community.
- Plan monitoring and implementation
- Others as required / requested by the community during the process

It is unlikely that a conventional planning document will emerge from the process. Given the Mining The Future Vision, it is likely that the process will result in a more comprehensive strategic planning document, that goes beyond the typical land use planning issues seen in many MDP documents produced for towns in Alberta.

Outcomes

The Town of Canmore, Vision Keepers Group and the community expects that the revised Municipal Development Plan will achieve four principal categories of outcomes:

- A Vision Infused Municipal Development Plan
- Sustained Community Dialogue
- High Standard Of Excellence
- Effective Monitoring And Implementation

Additional details regarding the expected outcomes are provided below.

A Vision Infused Municipal Development Plan

The resulting (new) MDP document needs to clearly connect the values, principles and goals contained in the Mining The Future Vision document, with policies and direction that implement them.

The resulting MDP must fully reflect all of the essential elements outlined in Mining The Future, and must outline how it will integrate:

Our Values:

- Sustainability
- Diversity
- Connectedness

Guiding Principles:

- Our Identity
- Economic Sustainability
- Social Fabric
- Environmental Stewardship
- Civic Engagement & Leadership

Sustained Community Dialogue

The process of reviewing the Municipal Development Plan (MDP) is as important as the resulting document itself. The process must honour the principles and values embodied in the Mining The Future process, and allow for multiple opportunities for citizens to engage in many different forms, in informed and directed conversations with each other. At the same time, conversations also must be directed and focussed on the issues and matters at hand. Building capacity must be partnered with an output and product oriented process.

Above all the process must be designed in a creative, innovative and flexible manner, able to evolve and respond to the issues and circumstances that arise during the process, and that are perhaps not clearly known or understood at the start.

As with the Mining The Future process, the result should be to increase the capacity in the community for engaging in meaningful discussions about our future and the decisions that lead us there, and should result in a clear program of ongoing community engagement.

The resulting document will not advocate on behalf of any specific special interest group or area in Canmore. It will exhibit a balance between all stakeholders and community interests and areas (i.e. environment, development, recreation, culture, etc.).

High Standard Of Excellence

The revised Municipal Development Plan must demonstrate excellence in all categories, proposing leading edge and innovative solutions and policies, creating benchmarks that others will seek to emulate, placing Canmore as a "leader among communities."

The new document also needs to provide clear direction and clearly prescribe that all future development and decisions in the community should be consistent with sustainability principles, using the following definition:

"Sustainability is development that meets the needs of the present without compromising the ability of future generations to meet their own needs."

World Commission on the Environment and Development

The resulting document will ensure that any development demonstrates how it will not compromise the needs of future generations, and ensure sustainability in a truer sense of the word. This will need to include the principles of The Natural Step program and its four system conditions regarding: the use of minerals and metals extracted from the earth's crust; the use of chemicals and compounds that accumulate in the environment; the physical impact of the proposal on natural landscapes; and society's ability to meet basic human needs now and in the future. These principles of The Natural Step must be considered in the new Municipal Development Plan.

The new document must provide clear and unambiguous direction to Council and the community, allowing the community to clearly chart its way towards achieving the Vision. It must be able to indicate that some proposed decisions and courses of action are inappropriate and not desirable, and that others are appropriate and desirable.

The new document should be easy to read and comprehend for the average community citizen, and not involve technical language, jargon or acronyms that are not readily understandable. Extensive use of graphics and visual materials is desirable.

Finally, the resulting document must be clear and ensure that there are no conflicting statements either internally within the MDP, or with values and guiding principles from the Mining The Future Vision, and also be consistent with the minimum requirements outlined in the Municipal Government Act.

Effective Monitoring And Implementation

The revised Municipal Development Plan should clearly identify criteria to measure whether or not the revised plan is indeed achieving what was intended by the Mining The Future Vision. It should prioritize policy initiatives and offer a methodology for monitoring the results during implementation. Finally, it should provide benchmarks by which we will judge our progress towards the objectives. An ongoing program for monitoring and implementation will be essential, as will a definitive action plan.

The new Municipal Development Plan will need to clearly identify information and policy gaps and present recommendations as to how these gaps are to be addressed, identify key strategic planning documents that should follow, and specify which will be required to effectively implement the Vision. Similarly, it should identify issues arising from the Vision that are not addressed, and propose a strategy for dealing with these matters. This outcome would address statements such as:

- This is what's missing from the Vision in the new document.
- This is what the new document hasn't been able to do.
- This is what still needs to be accomplished.
- This is how it could be accomplished.

Overall however, the most significant outcomes from this project can be typified as being dual:

- A new Municipal Development Plan document; and
- Renewed and sustained community dialogue.

Proposed Process

An external consultant is to be engaged to undertake much of the work outlined in this Terms of Reference. The chosen consultant shall liaise with municipal staff and the Vision Keepers Group.

It is essential that all community engagement opportunities are facilitated and directed conversations, to ensure that the process constantly moves towards producing a new MDP document, and is are focused tightly on the issue at hand. While one intent is to build community capacity, this must not be a priority above moving discussions towards resolution of issues, and the creation of tangible results in the form of new policy.

The sample proposed process outlined here can be divided into three basic phases:

Phase 1: Initial Issue Identification

- Identifying our current situation;
- Identifying the issues that need to be addressed;
- Identifying the scope of the project;

Phase 2: Issue Resolution

- Consideration of solutions to issues raised in Phase 1;
- Co-ordination and integration of solutions;

Phase 3: Plan Preparation

- Consolidation of coordinated policy solutions into a document;
- Preparation of monitoring and implementation measures;

PHASE 1

1. Growth Study

The consultant is to undertake a growth management study of the community. This type of review/report involves a broad analysis of the community which addresses issues such as:

- ♦ Existing land uses;
- ♦ General physical attributes of land within the municipality, including any limiting factors on development (i.e. environmental constraints resource constraints and major transportation corridors);
- ♦ Anticipated future population growth;
- ♦ Anticipated future commercial/tourist housing growth demands;
- ♦ Required physical / hard infrastructure to service growth;
- ♦ Required social / soft infrastructure to service growth;
- ♦ Other issues identified as significant by the community.

Prior to commencement of the Growth Study, consultation would be needed to indicate what additional matters would need to be considered.

Intent / Objective would be to:

- ♦ Establish a baseline of information about current development patterns, to establish “where we currently are.”
- ♦ Establish where current trends are leading us.

2. Initial Mining The Future “Follow Up”

Facilitated, directed and output oriented community engagement based on the current MDP policies and the Mining The Future Guiding Principles of:

- ♦ Our Identity & Cohesion
- ♦ Economic Sustainability
- ♦ Social Fabric
- ♦ Environmental Stewardship
- ♦ Civic Engagement and Leadership

Intent would be to ask such questions as:

“What do the guiding principles mean in terms of future actions?”

“What do they mean with respect to doing things differently from the way things have been done?”

“What is working with the current MDP?”

“What is missing from the current MDP?”

Intent / Objective would be to:

- ♦ Connect the two processes – Mining The Future & MDP review.
- ♦ Reveal some initial ideas & directions.
- ♦ Reveal gaps in planning and policy identified in Mining The Future but not in the MDP.
- ♦ Reveal issues of concern to the community with respect to the current MDP.

3. Issues & Areas of Interest Identification

Facilitated, directed and output oriented community engagement and subsequent feedback.

Based on the feedback from step #2 and on an evaluation of the MDP and the Mining The Future by the consultant / Town administration / Vision Keepers Group, a suggestion about the “tabs” or “chapters” that could be contained in the MDP and which would form the basis for the ongoing community engagement, would be discussed with the community to suggest how the discussions about the MDP could be broken into its constituent parts.

Intent & Objective would be to:

- ♦ To outline the group topics that would form the basis of the directed discussions through the remainder of the MDP process.

4. Directed Discussions

A series of facilitated, directed and output oriented community engagements could be built around the following areas of issue or interest:

- ♦ Any area identified in Step #3 as a Mining The Future issue
 - ♦ E.g. What is good or working in Canmore? What is not working or is dysfunctional? (i.e. a likes and dislikes study)
 - ♦ Why have things not worked out as intended?
- ♦ Future residential development and affordable housing
- ♦ Future commercial development and resort / tourism development
- ♦ Future second home and non-permanent population growth
- ♦ Industrial development
- ♦ Recreation, parks, open spaces and trails
- ♦ Natural areas and conservation issues
- ♦ Transportation issues
- ♦ Infrastructure (water, sewer, storm water, solid waste)
- ♦ Social & community enrichment planning (*e.g. health, education, seniors*)
- ♦ Municipal fiscal sustainability
- ♦ Inter-municipal / fringe planning issues
- ♦ Growth management and the rate of growth
- ♦ Plan monitoring and implementation
- ♦ Others as required / requested by the community during the process

Intent / Objective would be to:

- ♦ To identify the major trends and issues of interest.
- ♦ To identify the magnitude of the issues that the participants feel that the MDP needs to address, but not to provide solutions at this time.
- ♦ To identify a common language around terms and terminology used in the process.

5. Initial Phase Summary

Prepared by the consultant with assistance from municipal staff and the Vision Keepers Group. A document of findings from the community engagement process to date, with a list of issues to be addressed, based on the ideas and experiences provided by the groups.

Intent / Objective would be to:

To summarize the work done and information collected to date in the process.

6. Public Presentation of Issues

Facilitated, directed and output oriented community engagement to reveal the initial summary document(s), graphics, images, comments and suggestions, along with feedback on the materials.

Intent / Objective would be to:

To confirm that the information prepared to date is consistent with the direction(s) that the community wishes. Essentially a "check" on progress to date.

PHASE 2

7. Proposal of Solutions

Facilitated, directed and output oriented community engagements with public comments and suggestions directed toward initial proposals of policy actions to address previously identified issues.

A set of criteria, based on the Mining The Future principles will need to be established, to evaluate options.

Intent / Objective would be to:

- ♦ To create a set of criteria against which policy proposals can be evaluated prior to proposing any solutions.
- ♦ To create a menu of proposed policy strategy/direction suggestions to respond to these prioritized issues.
- ♦ To identify voids or gaps where there are issues but no policy suggestions.

8. Consolidation of Issues

Prepared by the consultant with assistance from municipal staff and the VKG. A process of consolidating the array of policy recommendations.

Intent / Objective would be to:

To consolidate the policy suggestions into a single draft document.

9. Initial Policy Development

Facilitated, directed and output oriented community engagement to begin to coordinate the policy suggestions made to date.

Intent / Objective would be to:

- ♦ To begin to assemble policy suggestions in a coherent form to coordinate connections between policies.
- ♦ To deal with inconsistencies that emerge between proposed policies;
- ♦ To attempt to prioritize policy suggestions.
- ♦ To take a "big picture" look at the proposed policies contained in a revised MDP.

10. Coordination of Draft Policy

Prepared by the consultant with assistance from municipal staff and the VKG. An internal process of consolidating the array of policy recommendations.

Intent / Objective would be to:

To consolidate and prioritize the policy suggestions from community input to date into a single draft document that is consistent and coordinated.

11. Revised Policy Development

Facilitated, directed and output oriented community engagement where the draft policy document is presented back to the community for comments, critique and revision.

Intent / Objective would be to:

To refine the assembled policy suggestions into a coherent form.

PHASE 3**12. Preparation of Draft Revised MDP**

Prepared by the consultant with assistance from municipal staff and the VKG. An internal process of providing a draft document of the assembled policy suggestions to Council.

Intent / Objective would be to:

To produce a single document that contains the policy suggestions made by the community to date, for presentation to Council as a draft of the revised MDP.

13. Community Review of Work to Date

Facilitated, directed and output oriented community engagement to allow the community to review and comment on the draft policy document.

Intent / Objective would be to:

Allow the community to verify that the contents of the draft document are consistent with the input provided to date, and to provide final comments prior to the legislative process commencing.

14. Presentation to Council and Initiation of the Legislative Process

The draft MDP is presented to Council in a formal manner. Council then would decide on scheduling of the public hearing or hearings required statutorily by the Municipal Government Act.

Intent / Objective would be to:

Commence the legislated portion of the process.

15. Formal Public Hearings & Draft Plan Amendments

Based on the feedback received at the public hearing(s), Council would direct municipal staff to make amendments to the revised MDP.

Intent / Objective would be to:

To make final, minor amendments to the plan based on public comments and Council direction from the legislative part of the process.

16. Optional Feedback Loop

If there are substantive proposed changes to the draft policy suggestions, Council may wish to re-institute the community groups from which the policy suggestions emerged.

Intent / Objective would be to:

To ensure that substantive amendments are consistent with the engagement process to date and the public input that has been provided, and that changes at this point do not compromise the engagement process.

TIMELINE:

The detailed project timeline would need to be established in conjunction with the contracted consultant. It is anticipated that the process will take a year from initiation to completion. However, given the rapidly changing situation in Canmore, it is essential that the process must be well managed to ensure that it does not run longer than a year, requiring the process to start again to remain current. It is essential that all community engagement opportunities are facilitated and directed conversations, to ensure that the process constantly moves towards producing a new MDP document, and is are focused tightly on the issue at hand. The consultant will be expected to ensure an inclusive and transparent process, and keep moving forwards to meet the deadline of one year.

Proposed process timelines are as follows:

Phase 1:	Start – August/ September 2007	Complete – December 2007
Phase 2:	Start – January 2008	Complete – April / May 2008
Phase 3:	Start – May 2008	Complete – September 2008