

- + Love as the Determining Factor in the Future of Cities
- + Mainstreaming Climate Change Tools for Planners
- + 4 Steps to FireSmart Planning
- + Smart Growth St. Albert

FORT MCMURRAY

AACIP 2009 Conference

Making it work • Making it last • Making it home

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CANADIAN INSTITUTE OF PLANNERS The AACIP Planning Journal offers opportunity for publication of original works that are both community-based and research oriented, and relevant to Alberta, Nunavut and the Northwest Territories. Types of submissions include case studies, analysis of events and/or trends, profiles of notable planners, projects or programs, overviews of best practices and guidelines, book reviews or excerpts, and opinion pieces for our "Commentary" section.

The AACIP Planning Journal Committee is anxious to hear your feedback. Please submit any comments you may have about this issue to aacip.planning.journal@gmail.com. Your comments, suggestions and feedback are critical for the Journal's continued improvement and for us to provide the best possible publication that meets the expectations of our readers.



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We are always looking for articles for future issues of the *Planning Journal*. Below are some examples of topic areas you may be interested in submitting an article for:

- sustainability initiatives
- member accomplishments
- member research
- community development projects
- urhan design
- student experiences
- innovative ideas
- successes

and any other areas that would be of value to the planning community.

Watch for upcoming call for submissions For more information, please contact the *AACIP Planning Journal* Committee at aacip.planning.journal@gmail.com or 780–644–4542.

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We would also like to thank all of the contributors to this *Journal*. Your willingness to share your knowledge is what makes the *Journal* great!

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A Message from the President

Fort McMurray: Making it Work, Making it Last, Making it Home; Making it Wow!



Did you have a good time in Fort McMurray? Did the conference meet your expectations? Did you meet someone new? From the buzz from the Sunday night social, the continual registration of delegates throughout the conference, to the 'first timers' reception the answer to me is yes on all accounts.

Thanks to our co-chairs Tara Steell, Jamie Doyle, and all their volunteers. Their hard work, energy, and initiative made the 2009 conference a super success. The mobile tours allowed many of us to see and experience the fantastic growth Fort McMurray has undergone over the past decade. The sessions they organized were challenging and the keynote speakers forceful. The whole conference 'package' drove home to us southerners the opportunities and challenges facing the Regional Municipality of Wood Buffalo.

For those of you who were not able to attend the conference, you can still share in the experience. This edition of the Journal covers all aspects of the conference. Included in this edition are articles related to the working sessions, the speech of

one of the keynote speakers and a section on the volunteers recognized for their contribution to the Association and the awards presented in honor of the very best work of our colleagues. Whether you attended the conference or not, this edition of the Journal will keep you in the loop.

And for those two or three of you who Dennis
Peck was not able to approach, please know that
he is still recruiting for planning positions at the
Regional Municipality of Wood Buffalo. You're
welcome to call him anytime and book an interview!

Enjoy this repeat of *Making it Work, Making it Last, Making it Home* and make plans to join your colleagues again in Lake Louise for 2010.



GARY BUCHANAN ACP, MCIP

President

Alberta Association, Canadian Institute of Planners





Thank you for joining us in Fort McMurray!

The 2009 AACIP conference presented one of our greatest opportunities to share and learn from each other as practicing professionals, as well as embrace new ideas and alternative perspectives. We are so glad you decided to share your time with us.

Our theme this year of making it work — making it last — making it home directly addressed the challenges that we face as planners in improving regulatory practices and public education, in sustaining the environment and natural resources, and in molding cities and towns into true communities that people will call home. We trust you found the sessions engaging, the mobile tours compelling, and key speakers thought provoking.

We hope you enjoyed your opportunity to gain a sense of what the Regional Municipality of Wood Buffalo is and the challenges it presents. Home to the oil sands, the region has experienced unprecedented growth over the last decade. For

that reason, it could not be more fitting that Fort McMurray was to host this conference for the first time ever.

The annual conference also provided a chance to engage with our colleagues from across the country and enhance our network. It is these relationships that will continue to keep planners inline with changing trends and ensure our profession continues to challenge the status quo.

In closing we would like to take a moment to thank our conference committees for all their hard work, AACIP staff for their dedication, and all those who sponsored the conference. All these factors contributed to the success of this year's conference.

Look forward to seeing you again in Lake Louise for 2010.

Sincerely,

JAMIE DOYLE and TARA STEELL 2009 conference co-chairs

Mainstreaming Climate Change Tools For Planners

"In acknowledging our share of responsibility to future generations for custodianship of this planet and its habitats, the Canadian Institute of Planners aims to empower its members to tackle the effects of climate change."

Canadian Institute of Planners Policy on Climate Change, August 2009

Source: Marni Cappe

During the past three years, the Canadian Institute of Planners (CIP) has been working with the federal government on initiatives linking climate change science to planning tools. CIP and Natural Resources Canada (NRCan) are in a unique position as natural partners to assist Canadian communities in planning for climate change.

NRCan has a wealth of scientific data that is continually updated to provide valuable information for communities and CIP can transfer this information to professional planners across Canada, who are directly involved in decision-making and advising politicians at the community level. The principal focus of the work is on adaptation to climate change, in recognition of the fact that planning strategies to mitigate climate change have been more carefully considered during the past two decades, while strategies to adapt have not.

Phase 1 of the project is now complete, including among other accomplishments, the adoption of CIP's first-ever policy on climate change; the preparation of climate change adaptation plans for two Arctic communities; and awards for 12 student scholarships. CIP is the first national professional organization in Canada to have a substantive policy on this critical global issue.



Source: Natural Resources Canada

As we make progress on Phase 2, we are expanding our partnership to include Indian and Northern Affairs Canada (INAC), enabling us to carry out climate change planning in five additional Nunavut communities and at the same time, continuing our work with NRCan in rural communities in Atlantic Canada. In addition, we are working hard to engage as many planners and students as possible to increase members' knowledge about climate change and to ensure that CIP's climate change policy will be implemented.

More specifically, CIP will carry out the following activities in Phase 2:

- completion of the roll-out of CIP's national policy framework for climate change adaptation for use by planners across Canada;
- an assessment of existing planning tools and benchmarking and monitoring of planners' knowledge of climate change through surveys and focus groups across the country;
- development of a "Model" Standard of Practice that can be adapted for use by CIP Affiliates;
- creation of climate change planning case studies that may be helpful to the profession;
- development and testing for three learning modules, including a 2 hour primer on climate change adaptation planning; a 2 Day climate change adaptation planning seminar; and 2–4 lecture modules for inclusion in introductory planning courses in Canadian planning programs;
- development of a Rural Workbook drawn from climate change adaptation plans in Nunavut and Atlantic Canada communities; and
- hosting an international climate change conference in Montreal, October 2–5, 2010:
 "Climate Change + Communities: A Call to Action".

The climate change initiative has become the flagship domestic program for CIP. Central to its success will be evidence that planners are following CIP's climate change policy; in other words, that planners across Canada are using tools and resources to create resilient communities able to adapt to climate change. A key element of the policy comes in part 4, Policy Directives, in which CIP commits to a series of eight actions to support their members as they tackle climate change

CIP POLICY Action #5

- "... CIP will support its members by:
- A commissioning applied research that addresses climate change challenges from a planning perspective;
- B supporting demonstration projects in climate change mitigation and adaptation strategies and methods;
- developing and disseminating best-practice recommendations for climate change mitigation and adaptation planning; and
- designing climate change educational resources for use in continuous professional learning (CPL) and academic programs."

planning in their own communities. The text box highlights one of these actions, in which CIP underscores its commitment to enhancing research, knowledge dissemination, and good practices.

In order to give effect to the policy, CIP has developed several communication and educational tools to reach as many members as possible. For instance, we conducted a two-anda-half hour workshop at the AACIP Conference in Fort McMurray this past October — similar to the workshops offered at other Affiliate conferences. This short workshop aims to convey basic information about the science of climate change and the types of planning responses needed to address community impacts. The emphasis on adaptation mechanisms is meant to stimulate planners into a new way of thinking about land use and development processes. In addition, CIP is building a two-day learning module on climate change to support planners who want more intensive and detailed information on planning for climate change.

CIP and NRCan have also been collaborating with the Association of Canadian University Planning Programs (ACUPP) to ensure that future planners enter the profession equipped to deal with climate change planning issues. During the first phase of the project, some 12 fellowships valued at \$5,000 each were awarded to students in accredited Canadian planning programs on a competitive basis. The students completed theses, or supervised

research projects on different aspects of climate change planning. Further, \$2,500 grants were awarded to support the development and delivery of 5 studio projects. The results of both initiatives were presented in poster form at the 2008 National Conference in Winnipeg.

The focus in the second phase of the academic component is to "mainstream" climate change education into the curriculum of accredited planning programs. Work is underway to develop university course modules that may be easily adapted for use within existing courses. To this end, a comprehensive survey of existing courses in Canadian planning schools that address climate change has been undertaken. The results of this survey will provide the basis for a two day workshop that focuses on "Why, What, and How" climate change planning should be taught in Canadian planning schools. This will then lead to the development of course notes, presentations, activities, and assignments that may be used by professors.

In addition, 6 student interns will be engaged on a competitive basis during phase 2 of the project to prepare case studies of climate change planning initiatives in Canada. As was the case with the fellowship and studio program during the first phase, the mere availability of these opportunities, which are valued at \$5,000 each, has attracted the attention of virtually all planning students across the country. The resulting case studies will be posted on the project web site and presented in poster form at the 2010 International Conference in Montreal: "Climate Change + Communities: A Call to Action".

Together, the initiatives that have been undertaken, or are underway, in the professional and academic communities will help CIP meet its commitment to "empower its members to tackle the effects of climate change".

Marni Cappe is the President of the Canadian Institute of Planners. David Brown is the Director of the School of Urban Planning at McGill University and also a member of CIP's Task Group for the climate change project.

Source: Neal Sarnecki







THE SCOOP ON POOP

The State of the Problem

You are likely asking yourself why private sewage would matter to a planner and what impacts it really has on what you do. To understand the degree to which private sewage impacts Alberta, we first have to understand the scale and background of the industry. It is estimated that 20 per cent of Alberta's population relies on on-site sewage systems, which amounts to over 250,000 existing systems and a conservative estimate that 7,000 new systems are installed each year. These systems produce approximately 30 million gallons of sewage per day that require

"The scale of private sewage in Alberta
is something that must be managed
carefully given its ability to negatively
impact considerable groundwater
and surface water resources."

effective treatment and disposal and equates to \$70 million a year in new system installations. Therefore, the scale of private sewage in Alberta is something that must be managed carefully given its ability to negatively impact considerable groundwater and surface water resources.

The historical approach for addressing treatment and disposal of sewage involves consideration at the time a private sewage permit is issued. This occurs well after the development or subdivision has been approved, often having the dwelling, drinking water source, (and a number of other limiting factors to where an on-site system can be sited) in place before considering how the sewage will be effectively managed for that property. This after-the-fact approach can not adequately manage the potential impacts private sewage can have on development and the environment, especially where higher-density country residential subdivision is occurring. However, during the planning process these limitations do not yet exist and can be considered so that they can be incorporated into a sustainable land use plan for that development.

Applicable Legislation

As planners, many of you are aware of the variety of development requirements outlined in legislation. Of particular interest to private sewage are:

Municipal Government Act

 Section 654(1)(a) — the "subdivision authority must not approve an application... unless the land... is suitable for the purpose for which the subdivision is intended", which includes the suitability of using on-site sewage systems.

Subdivision and Development Regulation

- Section 7(f) the subdivision authority must consider "the availability and adequacy of... sewage disposal system...", which applies to on-site systems on each lot if this is how the wastewater is to be managed for the proposed development.
- Section 4(4)(c) the subdivision authority
 requires the applicant must submit "if a
 proposed subdivision is not to be served by
 a wastewater collection system, information
 supported by the report of a person qualified
 to make it respecting the intended method
 of providing sewage disposal facilities to each
 lot in the proposed subdivision, including the
 suitability and viability of that method", which
 gives authority to ask for any information
 needed to prove that each parcel is suitable for
 on-site treatment.

How This Impacts Planners

So how does this apply to you as a planner? Depending on your planning role, be it long range planning or current planning, consideration of sewage management takes different forms. During the land use identification stage, i.e. municipal development plan (MDP) process, the designation of different areas for specific land use or activities without thorough consideration of the land's suitability to manage the wastewater needs of such developments or activities can have a detrimental impact on its sustainability. This can leave the planner and the municipality with a legacy issue requiring significant resources to manage or repair the problem.

For example, once an area has been identified for country residential development there is considerable expectation that an application to subdivide multi-parcel lots within this area will be accepted since the land has been identified for such activity. As a result, the land needs to be evaluated to assess the suitability for treating wastewater on-site prior to it being identified for such development activities, as this may be the option selected to manage the wastewater.

If the planner is involved at the subdivision or development planning stage, there are numerous aspects that must be considered when assessing how the wastewater needs will be met. Within this stage, applications are received with the details of the subdivision or development. This is the point where the approving authority must demand all the necessary detailed information to assess if the wastewater can be effectively managed. The application could suggest that the wastewater will be managed by means of on-site sewage systems on each lot or the use of a communal collection line to a common final treatment component (i.e., lagoon, treatment plant with soil dispersal, etc.). If the planner is involved in this process they may be asked to assess the feasibility and effectiveness of the proposed wastewater management option.

Technical Considerations and the Model Process

The first consideration a planner must make when assessing how sewage will be managed is what jurisdiction it falls within so that the appropriate information is requested. If the expected wastewater volume for the development is less than 25 m³ and maintained on the property then the sewage treatment and disposal must meet the requirements of the Alberta Private Sewage Systems Standard of Practice (SOP) and is governed by Municipal Affairs. Any volume greater than 25 m³ or where wastewater crosses a property line is governed by Alberta Environment and will have to meet the specific requirements outlined in the approval for that site.

Source: Neal Sarnecki



There are many technical requirements that need to be considered when assessing how wastewater will be managed; too many to be listed within this article. However, there are resources available to assist planners in requesting the appropriate information. The best guidance for what information should be collected is the "Model Process Reference Document" that was developed by the Alberta Association of Municipal Districts and Counties (AAMDC). The Model Process was developed to be incorporated into a municipality's existing subdivision and development system. It guides the approval authority in gathering the required information to adequately consider if the wastewater will be managed effectively. This reference document provides guidance in the requirements for subdivision based on four levels of assessment; from the first parcel out up to a multi-lot subdivision (6+ parcels).

The Model Process outlines in detail the expectations for the preliminary subdivision application review, the site assessment and report provided by the applicant, the municipal review of the report for completeness and preparation of the municipal report to the subdivision authority. Although the Model Process has primarily been developed for assessment at the point of subdivision and development, this document could be adapted to assist planners in gathering the necessary information to determine if land is suitable for managing wastewater needs at the time of land use identification or MDP development. For example, if an area within the municipality is to be zoned country residential, or if an application is made to change the land use from agricultural to country residential, then the approval authority can conduct or demand an investigation be undertaken based on the requirements set forth in the Model Process. This ensures the approving authority has all the necessary information to make an informed decision.

Requesting this information is also set out in the legislation. The Subdivision and Development Regulation states that the authority can require the applicant to submit:

- Section 4(3)(e) plans "if the proposed lots or the remainder of the titled area are to be served by individual wells and private sewage disposal systems, showing...
 - (ii) the location and type of any existing or proposed private sewage disposal systems, and the distance from these to existing or proposed buildings and property lines"
- Section 4(4)(b) "an assessment of subsurface characteristics of the land that is to be subdivided, including but not limited to...depth to water table and suitability for any proposed on-site sewage disposal system."

The SOP outlines the specific design considerations and requirements for on-site septic systems. These resources, as well as guidance documentation developed by Municipal Affairs, provide the necessary tools for planners and municipalities to consider how wastewater will be managed and ensure effective and sustainable decisions are made.

Effective management of wastewater by onsite systems is a process with many technical considerations that many planners may not be familiar with. Municipal Affairs understands this and will assist planners and municipalities where it can to build the knowledge capacity and resources necessary to ensure that wastewater considerations have been properly addressed throughout the process from initial planning to the final installation of the system under a permit. Hey it's a crappy job, but someone has to do it.

Dean M. Morin EIT, M.Sc. Geoenvironmental Engineering Field Inspector, Private Sewage, Safety Services

Mr. Morin is a Private Sewage Field Inspector for Municipal Affairs with an undergraduate degree in Environmental Engineering and a Master's degree in Geoenvironmental Engineering, both from the University of Alberta. Dean has considerable experience project managing the remediation of contaminated sites throughout Western Canada / Territories and joined the Private Sewage Division of Municipal Affairs in 2008. Since joining Municipal Affairs, Dean has been instrumental in assisting safety code officers and municipalities with private sewage issues and the development of a province-wide Compliance Survey Report.

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- Success is, of course, subjective. I trust that people can recognize when truly meaningful changes are occurring. Moreover, this is a light, not rigorous, exploration of planning practitioners' reflection on their practice – there is much more research to be undertaken.
- 2 2006 AACIP Conference Session – From Club to Collaboration (B. Sanders)
 - 2007 AACIP Conference Session – If You Know What's Going to Happen, It's Not Consultation (B. Sanders and S. LItz)

2008 AACIP Professional Education Session – Calling the Circle: Exploring Authentic Planning Practice and Leadership (B. Sanders)

2008 CIP Conference Session – Calling the Circle: Exploring Authentic Planning Practice and Leadership (B. Sanders and S. Utz)

2008 AACIP Conference Session - AACIP Response to the Government of Alberta's Draft Land Use Framework (B. Sanders)

2009 AACIP Professional Education Session - Public Engagement: Creating a Solid Foundation for Community Conversation (B. Sanders) When reflecting on their practice, planning practitioners notice their own behaviour is unusual when their communities find success¹: they seek and embrace challenges, they are aware of strengths and weaknesses (own and others), they look for opportunities, and place trust in others.

to do and what we actually do

Over the last few years, I have hosted conversations with city/community planning practitioners² about what they notice when their work is really making a difference in their communities. The purpose of these conversations was to explore the relationship between planning practice and leadership, specifically to:

- Initiate a conversation among planners about meaningful planning practice, and the key competencies that are needed to be effective in our work; and
- 2 Test the notion that a key element to a planner's work is the ability to have effective relationships with a variety of people.

The practitioners in these conversations explored the qualities that make city/community planning practice noticeably effective. The purpose of this article is to articulate these emerging qualities, these essential non-technical competencies for planning practitioners.

What's Happening

Assuming planning practitioners are in the business of assisting with, and supporting, the changes a community desires, what do we notice about our behaviour, or practice, when success is found? In sharing our stories, and in listening to each other's stories, practitioners discern patterns to answer this question.

At the 2008 Canadian Institute of Planners (CIP) national conference, practitioners notice distinct characteristics of their practice when they, and their communities, find success (Photo 1; Page 12). Further, upon reflecting more deeply on those patterns, they were able to identify leadership qualities in their success stories (Photo 2; Page 12).

When deep and significant change (for the better) occurs in communities...



Leadership Qualities in Our Stories (2008 Canadian Institute of Planners national conference session) Source: Sanders, July 2008

TABLE 1

Planners notice that success occurs when:

- We look for opportunities
- · We are interested in others
- We are open to change
- We are open to learning from mistakes
- We care about others
- We are adaptable
- We notice what is going on for others
- We have support to do difficult things

Planners notice these leadership qualities when: (PHOTO 2)

- We are self aware of, and learning from, strengths and weaknesses
- We are aware of what is going on around us
- We are self aware in the moment
- · We have a sense of purpose or direction
- We are curious about what makes a place work
- · We are able to both lead and be lead
- We are honest about when the answers are not known
- We experience joy
- We motivate and understand others
- The list goes on...

2008 CIP Conference Session — Calling the Circle: Exploring Authentic Planning Practice and Leadership

What emerges from our colleagues' reflection is that their ultimate success lies not in their technical expertise, but in their leadership skills to work effectively with both themselves and with others. Practitioners notice they seem to make a difference when it is clear that they are a part of what makes the difference — not THE part that makes the difference. Perhaps practitioners ought not feel that success — or failure — rests solely on our shoulders. They notice that when "in the zone", our communities have a better chance at success. When "off," we are a hindrance. A successful planning practice appears to not be just about what we practice (technical expertise), but how we practice: there is a sweet spot.

The sweet spot seems to be found when these practitioners welcome risk and confusion: when they step into a void, into uncertainty. For whatever reason, from time to time they step into the void and pick up the mantle of leadership.

Future is Ours to Create

A possible explanation of what makes a practitioner choose the void has been found at the 2008 Alberta Association, Canadian Institute of Planners (AACIP) Professional Education Session, where practitioners identified why they do their work. It is not possible to declare these reasons as unique to planners: the collective good, leave things in good shape for future generations, support people in their work together, serve clients well, create a legacy, make a good name for myself, work for the public good and quality of life. It is easy to imagine nurses, educators, environmentalists, business owners, bus drivers and farmers all aspiring to similar, if not the same, things.

If we share why we do what we do with other professions and community members, it begs this question: what else do we share with other professions and community members? At the 2006 AACIP Conference session, the following collective voice echoed loudly in the room: "It is time to stop being frustrated at how others don't get what we



Source: Neal Sarnecki

TABLE

Professional Practice Categories Emerging for Consideration

As an individual

- Find your passion and spend your time there
- · Be self aware
- Be open to any communication
- · Be comfortable with being uncomfortable
- Seek to understand

As a profession, group, organization, collective, agency

- · Get on the radar, vs. duck the radar
- · Be political and get political
- · Build coalitions
- · Generate allies and advocate
- · Step forward

2008 CIP Conference Session — Calling the Circle: Exploring Authentic Planning Practice and Leadership

"Two categories of professional practice are emerging for consideration: individual and collective. When considering what the sweet spot would look like, practitioners suggest being honest and true to ourselves — again a void to explore."

have to offer. It is time we stop thinking of ourselves as a club, as if we alone have the knowledge needed to plan communities — it is a disservice to the profession, a disservice to our communities and a disservice to humanity." It was a call to let go of the unrelenting "planner" frustration: that we are the only ones who know what we know and everyone else makes bad decisions. Our colleagues flagged for us what is needed to resolve this:

Accept that others know more than we know. Back to the practitioners at the 2008 AACIP Professional Education Session and the 2008 CIP conference: when you take a closer look at their findings (Table 1; Page 12) their "unusual" behaviour humbly accepts these two elements. Their "unusual" behaviour is also keenly attuned to

Accept that others know what we know: and

the present moment. Rather than focusing on what could be, they focus also on what is happening in the moment; they reflect and adjust, reflect and adjust. They are practicing dynamic steering.

I can't help but wonder if they are onto something, these groups of planners that take time to lightly reflect on their practice. While planning has a distinct connection to the future, these practitioners are noticing that "now" is the point from which everything unfolds, and the quality of this moment, and the attention we pay to it, has an impact on our practice. Perhaps the future of the planning profession, ironically, is not found in the future. It rests within each of us right now in the present, in the choices we make.

Renewing Professional Practice

Plenary speaker Bob Sandford gave the planning profession a gift at the 2008 AACIP conference: the word AKRASIA, the gulf between what we know we ought to do, and what we actually do. Of the 800+ planners in AACIP, roughly 7-10% have participated in the above conversations. They draw on leadership skills when they make a difference in their work, and further, they boldly notice that how they go about their practice is stellar only part of the time.

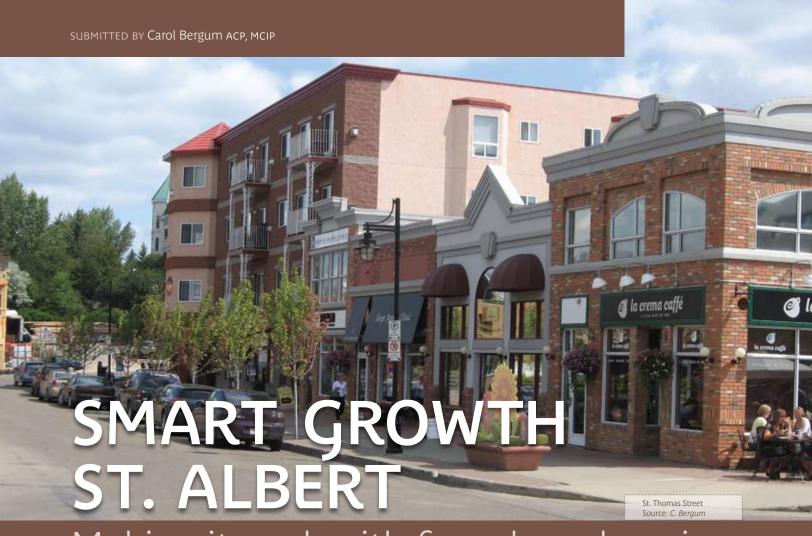
Two categories of professional practice are emerging for consideration: individual and collective. When considering what the sweet spot would look like, practitioners suggest being honest and true to ourselves — again a void to explore (Table 2; Page 13).

The health of any professional practice relies on learning, reflecting and adjusting. Opportunities to learn new technical competencies are essential and abundant. It seems that by reflecting on the application of our technical competencies, we see a new passenger in the front seat of professional development: leadership competencies. What we have yet to explore is how to explore, define and recognize these skills – in both our personal practices, and as an association. While our collective voice is quiet, perhaps indifferent, I also sense a stirring interest in a collective professional endeavour that is of yet unknown. To find it, our collective leadership competencies are needed to find our 'true north'.

In the case of akrasia, suffering is a good thing: it means we are not indifferent. The choice then is to embrace akrasia in our practice as a positive, that pulls us constantly to improve our individual and collective service to Albertans. This dynamic steering toggles between practice and reflection, between present and future, between what we do and what we could be doing. By embracing the tension akrasia offers, we seek to constantly learn, reflect and adjust, allowing our greatest potential to emerge in our never ending quest for the sweet spot. ■

Beth Sanders MCP, ACP, MCIP, principal of POPULUS Community Planning Inc, works and plays across Canada with people and organizations seeking to focus and integrate local decision-making that makes a difference — by being purposeful and calm amid fierce storms of competing demands, both at the board table and within communities. Beth served as General Manager Planning and Development with the Regional Municipality of Wood Buffalo (Fort McMurray), and General Manager of the Brandon and Area Planning District (Manitoba) where she led a diverse team of city and community practitioners to integrate diverse economic, social and ecological systems.

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Making it work with form-based zoning

There are a variety of challenges facing municipalities today in relation to planning and growth, many of which are affecting the City of St. Albert.

Smart Growth is an approach to development and growth that is increasing in popularity. Arising from the movements of Traditional Neighbourhood Development, Transit-oriented development and rural conservation design (City of St. Albert, 2009a), Smart Growth encompasses ten principles. Communities often use all ten principles, or may adapt them to better suit local requirements.

Making it work – Form-based Zoning

Form-based zoning regulations, or codes as they're called in the US, have been around far longer than conventional zoning. This approach re-emerged in the 1980's as architects, planners and cities recognized that in order to build walkable, mixeduse, sustainable communities, a new approach to zoning was needed (City of St. Albert, 2009b). It focuses primarily on design as opposed to use.

TEN PRINCIPLES OF SMART GROWTH

- 1 Predictable, fair development decisions
- 2 Build on existing communities
- Transportation choices
- 4 Community involvement
- 6 Compact building design

- 6 Walkable neighbourhoods
- 7 Mix of land uses
- 8 Housing choices
- Sense of place
- 10 Preservation

Key Differences Between Conventional and Form-based Zoning		
Conventional	Form-based	
Regulations address development within individual lot	Regulations address development of lot within context of lot	
Land use changes at street centre	Land use changes behind the lot	
Separates uses	Encourages a mix of uses	
Abstract concepts	Concrete concepts	
Primarily text, information spread out	Predominately graphics, concise information	
Prescriptive - what we do not want, lists of discretionary or prohibited uses	Proscriptive - what we want, performance measures allow variety of uses	
Hearing intensive process	Administratively intensive process	
Current use predominates, change is a challenge	Long-term view, more flexibility for change	

Components of Form-based Zoning

There are a number of standard elements in a form-based zoning regulation.

ADMINISTRATION:

project application and review process.

DEFINITIONS:

glossary of technical terms.

REGULATING PLAN:

a map of the area outlines the public spaces and the relationship of buildings to the street and/or each other.

PUBLIC SPACE STANDARDS:

specifications for streets and civic spaces.

BUILDING FORM STANDARDS:

design, configuration and functions of buildings, including height, massing, build-to lines, facades and parking.

OPTIONAL STANDARDS:

architectural, landscaping, signage or environmental standards.

Organizing Principles for Form-based Zoning Codes

There are different approaches to preparing a form-based zoning code, depending on the local community's particular requirements.

STREET CHARACTERISTICS:

regulates buildings and sites based on site's relationship to classified street types. A good example is Hercules, California.

FRONTAGE-BASED STANDARDS:

regulates buildings and sites based on how they meet the primary street frontage. A good example is one of the earlier form-based codes adopted for Columbia Pike in Arlington, Virginia.

BUILDING TYPES:

regulates the locations of building types which are defined by their configurations, features and function. A straightforward example is found in Mission, Kansas.

TRANSECT:

articulates a cross-section of street, facade and building types along a continuum to identify where appropriate building types and uses should be located. The SmartCode was developed as a template for a transect-based code to be applied to a broad community using six transects, or zones, covering different intensities of development from rural to high-density. Leander, Texas used SmartCode as the basis for their form-based code.

Challenges of Form-based Zoning

There are some challenges facing municipalities wishing to adopt form-based codes. In Alberta, the Municipal Government Act focuses on a use-based approach to land use, with permitted uses being based entirely on the definition of use. In addition, Subdivision and Development Appeal Board decision making is based on land use, which could be a challenge for ensuring form-based requirements beyond the use are met. How a form-based code defines a permitted use needs to be carefully considered.

Another challenge is the administration of form-based zoning codes, as they require a greater degree of administrative coordination. There is a need for training of staff as well as developers, landowners and residents. While ultimately form-based codes are more user-friendly, easier to follow and simplify the process, the learning curve is high and more work is required upfront.

Preparing a form-based code is a challenge because it is new, more attention needs to be paid to the details, and the code is developed to best suit each municipality. Direct adaptation of another code is not as likely to be successful. With Area Structure Plans under conventional zoning, the actual development often looks significantly

different than the general plan initially developed. With Form-based codes, the design must be thoroughly thought out at the beginning and incorporated into the plan.

In addition, subdivision, land use and roadway standards have traditionally been separate documents and part of separate processes. With form-based codes, they need to be considered together.

St. Albert's Hybrid Form-based Regulations

St. Albert annexed an additional 1300 hectares of land in 2007. In looking at many of the challenges to growth cited earlier, a new approach was needed to make growth and development feasible. The Planning and Development Department was instructed to look at 'Smart Growth Guidelines' for the area's development. The result was a proposal to use form-based zoning to implement Smart Growth principles.

In order to align with some of the challenges from the Municipal Government Act and to maintain some consistency with existing conventional zoning, some of the processes, standards and formatting from the conventional zoning were incorporated.



Source: Carol Bergum

It is proposed that there will be two stand-alone sections in the Land Use Bylaw. They will share the administration and definitions sections. Then the Conventional Zoning section would continue to apply to pre-annexation St. Albert, while the new Form-based zoning section would apply to the annexed areas.

Four Key Elements

There are four key elements that are required for putting together a Regulating Plan and associated Area Structure Plan. The integration of these elements contributes to the overall design of the community and will form the long-term structural framework of a neighbourhood. The activities and uses within that framework can change over time, but the good parts of the city will remain.

Form-based Zones

St. Albert is proposing five form-based zones, in contrast to the over 20 conventional land use districts. The predominant zone would be the Form-based Neighbourhood, a typical residential neighbourhood with the added opportunity of higher intensity development along arterials and in a focused Neighbourhood Activity Centre zone.

The Transit-oriented Development zone would be a pocket of high-intensity development focused around a transit centre and would contain a mix of uses.

Two special zones would allow for industrial and large-format commercial development, albeit with stronger design-oriented requirements.

Street Corridors

The form-based code would include seven street corridors. Expanding on the three traditional street types: arterial, collector and local, the form-based approach looks at the overall function of streets beyond the vehicle carrying capacity and movement. The street corridor standards would be outlined in the land use bylaw.

3 Civic Spaces

There are six different civic spaces identified, broadening the scope of what were previously considered 'parks.' These include natural areas, greens (which would include playing fields or larger open spaces), squares, plazas and pocket parks. It also includes the parkway, which is part of the Parkway street corridor.

Building Types

The bulk of the regulations are built around building type. This is the main section that residents or builders would use. It is the form of the building that is paramount, the use within it is secondary. There are eight proposed building types: house (which includes semi-detached), three/four-plex, townhouse, low/mid-rise building, high-rise building, specialty building (for specialized institutional buildings like a church), general industrial building and a parking structure.

Conclusion

Smart Growth is one solution to achieve good planning and one that is being pursued by the City of St. Albert for its future growth and development. To implement and regulate Smart Growth development, the City is exploring Formbased zoning. This is an enforceable regulatory approach that ensures future development meets the requirements, rather than leaving it as an optional approach.

While it is important to have strong principles to guide planning and development in our communities, it is through effective regulation that planners and their municipalities will be able to proactively affect our communities and create unique urban forms that will last over time and through market and other changes.

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References

City of St. Albert. Approaches to Growth. Smart Growth Bulletin 2, Planning & Development Department. July 2009a.

City of St. Albert. Form-based Zoning. Smart Growth Bulletin 7, Planning & Development Department. August 2009b.

Carol Bergum Source: Neal Sarnecki





Each fire season wildland fires are sparked in these natural spaces and the communities that intermingle with these spaces find themselves facing the threat of wildfire. FireSmart invites communities to address the reality of living with wildfire. By preparing for the inevitability of wildfire affecting your community you can help your community to build on its connection to natural spaces.

The FireSmart Guidebook for Community Protection introduced by Alberta Sustainable Resource Development (2009) is a 4 step process to address the wildfire reality. This planning guide is currently in draft format being reviewed by professionals involved in wildfire mitigation and preparedness. The release date is scheduled for the spring of 2010.

Step 1: Identify the Wildfire Hazard and Risk

The wildfire threat potential is based on characteristics of the forests surrounding the municipal area including forest type, topography and weather patterns. Wildfire risk is assessed from the backyards of homes to the landscapes beyond.

The potential threat of wildfire will determine the level and scope of FireSmart planning required. A FireSmart Plan has two major components:

- 1 Wildfire Preparedness Guide an operational wildfire suppression guide.
- FireSmart Community Mitigation Strategy risk management planning to decrease the wildfire threat.

Communities with a lower wildfire threat need only to complete the Wildfire Preparedness Guide. Communities with a high to extreme wildfire threat should undertake both the Wildfire Preparedness Guide and the FireSmart Community Mitigation Strategy.

Step 2: Identify and Convene Stakeholders

Formation of the FireSmart Committee is crucial to the success of the FireSmart Plan. Committees can range from a few to several representatives depending on the needs of the scope of the plan and the complexities of the community.

Step 3: FireSmart Community Planning

3A - Wildfire Preparedness Guide

The Wildfire Preparedness Guide is a concise document for emergency responders to initiate operations when a wildfire is threatening a community. Stakeholders support this operational plan through legislation, Memorandum of Agreements and Mutual-Aid Fire Control Agreements which provide the mandates necessary to activate during a wildfire event.

3B - FireSmart Mitigation Strategy

Actions to reduce the wildfire threat to an acceptable level are contained within the FireSmart Mitigation Strategy. Within the FireSmart Guidebook for Community Protection (Sustainable Resource Development, 2009, DRAFT) each of the FireSmart disciplines is defined and gives recommendations for the "quick win" items to help your community build momentum. Highlights of these disciplines are outlined below:

Development

FireSmart provides recommendations for structural options and infrastructure options. Structural recommendations focus on building materials and proximity of buildings to other structures. In a wildfire event airborne embers can land on combustible materials such as cedar shake roofs and fire prone vegetation in a yard, these materials can make the difference of a home being lost or saved.

Infrastructure recommendations are critical to fire fighter and resident safety. Access routes should allow for evacuation of residents and

manoeuvrability of emergency vehicles. Clearly marked streets and homes are crucial to emergency operations. Parks and open spaces can have dual purpose for recreation and wildfire management. Strategically placing open spaces provides fuel breaks.

Legislation

Development mitigation options are best supported by legislation. The FireSmart Community Protection Guidebook provides wording recommendations for integrating FireSmart legislation into a Municipal Development Plan and Land Use Bylaws.

Land Use Bylaw	Considerations
Planning	All subdivisions and development meet or exceed the standards set within the FireSmart – Protecting Your Community From Wildfire (Partners in Protection, 2003)
Exterior Building Materials	Class A rated roofing materials
Infrastructure	Location and width of driveways
Vegetation Management	Landscape materials must be fire resistant as indicated in the Fire Resistant Plant List (Holes)
Development Permit	Road design and construction standards
Restrictive Covenants	Do not allow trees or branches to be in contact with structures

Education and Communications

FireSmart is only truly achieved when it is an attitude carried by the residents of a community. Consultation with the community is a critical part to building a meaningful FireSmart Plan. A communications plan should support the FireSmart Plan by focusing the key messages and purpose of communications.

Interagency Cooperation and Cross Training

A FireSmart Committee lays the foundation for the interagency cooperation. These committees should meet at regular intervals to address areas of mutual interest and provide each other advice from their areas of practice. The FireSmart Committee can identify knowledge gaps and select appropriate training.

Emergency Planning

The Wildfire Preparedness Guide provides the operational ground work for emergency planning. This plan should be in compliment to the Municipal Emergency Plan and Mutual Fire Control Agreements.

Vegetation Management

Vegetation management priorities should be assessed based on the most combustible vegetation and the vegetation in closest proximity to development.

There are 3 major vegetation management strategies:

- 1 Fuel removal: removal of all flammable species to create a fuel break (ie: ball diamonds)
- 2 Fuel reduction: reduction of flammable vegetation to reduce the wildfire intensity and rate of spread (ie: thinning and pruning trees)
- Species conversion: removing flammable vegetation and replacing it with non-flammable vegetation (ie: landscaping parks with fire resistant plants)

Step 4: FireSmart Community Plan Implementation and Maintenance

Successful implementation of a FireSmart Plan takes commitment from the FireSmart Committee. The plan will outline areas of priority. The Wildfire Preparedness Guide should be updated annually and the FireSmart Mitigation Strategy requires a review every 5 years.

Having a FireSmart community is not a state of arrival but rather a state that is ever evolving as the community changes and grows. Implementing FireSmart can help your community to address the reality of living with wildfire.

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Please note that the FireSmart Guidebook for Community Protection is currently under professional review. The anticipated release date is spring of 2010. If you would like to be part of the review process please contact Tracy Price at 780-644-3298 OR tracy.price@gov.ab.ca



Vancouver, B.C. skyline

Today I want to talk about love in the context of contemporary urbanism.

Now, who would have thought in the last generation that "love" might become a serious topic among planners at a conference like this, much less a determining force in the future of cities, as I will argue today? Yet, over the last decade, an epochal urban challenge has emerged that cities can only respond to if their citizens are solidly on their side, if their citizens hold a strong enough personal affection for their city to do their part for its future — which is to say, if their citizens are truly in love with their city.

That epochal challenge that I am referring to is the same challenge you are struggling with in this conference: the challenge of creating the

sustainable city that will work and that will last. This is actually about three inter-related questions: the economic question of urban competition; the environmental question of compatibility with the natural setting; and, the social question of liveability. Let me touch on these in turn.

And today, as you have already started to see, I'm going to use a lot of pictures to help emphasize my points — many of these pictures are from Vancouver because it is my home city but there are also a lot of shots from other places as well. I'm not going to speak to these slides but I hope you will enjoy them as something of a freeform photo essay that more-or-less parallels what I have to say this morning — but also with a little serendipity thrown in just to make things more fun.

First, there is an incredible struggle going on today among cities for hegemony — the struggle to draw the powerful wealth, talent and energy that is out there to optimize a city's economic and social life in an increasingly competitive world. It's a dog-eat-dog world among cities, and it's causing the emergence of "alpha-cities" and "delta-cities": the "alphas" enjoy the *fruits* of labour and the "deltas" just *do* the labour.

And most Canadian towns and cities want to be among the "alphas".

In the "alpha" cities, economic development is all about what your city feels like and what it offers your citizens and what image it projects to the world — these become vital considerations. This is economic development driven by people, their direct needs, their ideas and their day-to-day experiences.

But, let's hold that thought for a moment so we can weave it together with those environmental and social questions.

Of course, the first priority in recent years has been on the environmental degradation that is endemic in our cities. I think we all know that the environmentally compatible city will be about dramatic reforms in both the structure and the infrastructure of our cities. And, from an infrastructure point of view, there are some great innovations and some great science being discussed around the world. But the structural side of our cities, especially in North America, is another matter. I think we have known what needs to be done for some time but the roadblock here is human reactions and human relations and this brings the focus to the social side of the equation — on the liveable city. You see, I worry that in all our scientists' creative thinking there may be some strong denial going on about people and their inclinations; denial that will block the way towards sustainability. And I think to respond to this situation is going to take a new way of planning so I want to talk about that.

Now, to set the frame for my remarks, let's take this notion of urban structure and urban infrastructure one step further. Let me remind you of the simple formula for "Smart Growth" as it is commonly expressed. I think we all know what Smart Growth is all about.

First, from a structural point of view, — it's about the form of our cities — clustered density and mixed use and all kinds of diversity and protected open space; and, — it's about the fabric of our cities — green construction.

And, second, from an infrastructural point of view, — it's about the circulation within our cities — transportation choices and less and less dependence on the private car; and, — it's about the utilities of our cities — managing water and waste and energy in a conserving way.

But now we come to the essential denial that I want to expose today. Is the public with us in all of this? Will they change their life patterns and habits to do what needs to be done to achieve the kind of ecological footprint that is necessary?

I often hear planners say, "Well, people are simply going to have to do things differently in the future — they will have no choice" — they usually then add, "especially as oil prices peak."

But is that really true? After all, we live in a free society with guaranteed personal freedoms — people will listen but they can do whatever they want to. And people are wealthier than they have ever been so they are able to buy whatever pleasures and luxuries that they desire.

Now, frankly, I don't have big worries about sustainable infrastructure or preserved open space or even green construction, as long as we have informed governments, because most people don't actually make direct decisions on these matters; we accept the utilities and buildings that are offered to us at whatever level we can afford and that's the end of it.

"We, who as planners are the most committed in our society, are in a state of personal contradiction between our theories and our consumer practices. So what can we expect of the average person?"



But what about density and mixed use and diversity and sustainable transportation? These are things that people do make direct decisions about. And, frankly, most consumers in the English speaking world, except in a very few of our older gracious cities, have shown very little interest in being a part of the kind of city that these factors create. As one sardonic Canadian mayor has said: "The only thing the public hates more than sprawl is intensification". Let's be blunt: most people hate density because most of it has been so bad; they think of mixed use as probably hitting them negatively and diversity as unsafe and transit is not even in most peoples' vocabulary.

Let's do a little survey to illustrate what I am talking about. Raise your hand if the following questions apply to you. How many of you live in high density housing? In a mixed use building? With low income people right next door? How many of you travel every day by transit? I won't even ask how many drive more than 30 minutes to work or how many live in a gated community in a single family home or how many drive an SUV. I hope I make my point. Even we — and I include myself here — we, who as planners are the most committed in our society, are in a state of personal contradiction between our theories and our consumer practices. So what can we expect of the average person?

But I also have to say that, to some degree, I understand the consumer at this point — I sympathize with the average person's predicament — because the cities we have been building since the War have very seldom offered anything very appealing for us when it comes to a dense mixeduse urban experience. Could you fall in love with this...or this....? I don't think so.

We have to change that — and I think we can change that by making one addition to that formula of Smart Growth. That addition, which fosters peoples' genuine affection for the city, is "placemaking". We have to again start to really design our cities and to embellish our cities and to bring back into our cities the human touch.

If we can build real cities as sustainable places that truly appeal to people — yes, places that are certainly dense, mixed use and diverse — places

where the car, and for that matter all forms of mechanical transportation, are not needed — but, more importantly, places that are exciting and stylish and supportive and so good that people will spontaneously prefer them to those suburbs they are now choosing — they will become the attraction and then we will start to see changes in behaviour that automatically go in the right direction for sustainability.

And this is where we start to see the urban questions of competition, environmental compatibility and liveability through the same lens — because in each case the bottom line is that making progress on these issues requires a new planning agenda. And this agenda is driven by the imperative to tap into peoples' emotional response to their city, their community, their neighbourhood.

When it comes to the quality of the city, you have to start by realizing that every town and city will have its own definitions of quality and these have to come from citizens, not just as members of the body politic but, more importantly, as consumers.

This will take a new kind of planning. I call this "Experiential Planning" — learning about and then carefully designing the city to deliver the direct tangible experiences that people tell us they want in their lives and for their families and children every day. These become the atomic fragments from which the city is built up. This has two fundamental aspects. First, it takes a consumer focus to define what needs to be done in the creation of the city; and, second, it takes a physical urban design focus at a basic level to realize those consumer hopes and expectations.

As planners, we think of the people we are planning for and with as "citizens" and, as such, we tend to consider their group needs in society. This is an approach that, of course, considers that overall policy frame — and most planners know a lot about that. It's the systemic overview of the

city that we often talk about as being the "public interest" — and, rightfully so, we see ourselves as custodians for that. But the planning approach I am talking about requires you to go beyond that. It requires you to think of people as "consumers," which, frankly, most planners don't actually know much about. This approach puts a top priority on breaking down consumer types in a fine-grained way and getting down to the level of the intimate things that touch people spiritually as well as functionally and determine their basic consumer choices — things like character and comfort and health and convenience and the visceral response of the senses and caprice; things that simply make people happy — because, you see, happiness is the applied side of love and it is the prime driver of consumer preferences and practices. And these consumer practices, to my mind, really determine more than voting practices or any other influence the shape and ambiance of our settlements.

So planners have to know about and respond to people as consumers. Can you say with certainty that you are doing that in your planning work? Is your planning agenda actually tapping into our citizens' formulas for love and well being — and maybe even reshaping those formulas through deliberate placemaking to support civic competitiveness and sustainability?

I don't have a lot of time this morning but let me give you several obvious examples.

I think you can say you're doing experiential planning at the regional level if you're actively clustering growth and preserving the green lungs that offer the essential respite from the frenetic urban chaos that people long for. But if you're just applying existing residential patterns and road standards and locating that next business park and annexing natural country that perpetuates the suburbs, you might want to have second thoughts.

I think you can say you're doing experiential planning at the city or town level if you're sponsoring an arrangement of built form and transportation options that bring things closer together, get us out of our cars for healthy walking and offer a scale that we can comfortably relate to while mitigating the impacts of density by fostering quiet and security and privacy and

clarity of personal territory. But if you're just using conventional zoning tools that make it all much simpler but perpetuate that uncomfortable sense of homogeneity that people feel in the city because the zoning pulls things apart and separates activities and different groups of our citizens, you might want to have second thoughts.

I think you can say you're doing experiential planning at a neighbourhood level if you're facilitating local networks for a healthy social cohesion and fostering a balanced local commercial ecology and creating attractive places for people to enjoy every day, along with an infrastructure of community services. But if you are just laying out that next residential subdivision with the old lot sizes and home construction requirements and that also incorporates those inhospitable corporate retail standards, you may want to have second thoughts.

I think you can say you're doing experiential planning at any level if you're engaging the public in a continuous way and in a vivid way and in a way that works on their terms — if you are using a diversity of techniques that overlay one another to build up a deep and full understanding of peoples' hopes and preferences. But if you are just holding another public meeting, finding that few people attend, or just doing the odd survey, or hoping the newspaper will do the job, you may want to have second thoughts.

Larry Beasley delivering his keynote address at AACIP 2009 Conference. Source: Neal Sarnecki



The fact is that a lot about how we have been doing our planning over the last generation has to change.

Every one of us can find this new focus in the planning program for which we are responsible. The bottom line is that people want all of the efficiencies but they also want a lot more. They want to feel the unique, special spirit of a place — as a real thing, not a marketing gimmick. They want their habitat to have a "buzz" that makes them feel good or that at least makes them think. They want their day-to-day living environment to foster social engagement and neighbourliness not isolation. In other words, they want their home base to be fulfilling and they want to feel the pride as others experience the same feelings. That is what the harsh contemporary city and most of our suburbs and even many of our towns have often been missing.

We have to remember that the sustainable and competitive settlement, whether it be large or small, will be a challenge for most of our citizens. It will be a new way of living for them. It will be denser. It will have all kinds of activities and people clustered closer together. We will ask them to get out of their cars a lot more than they do now. In many places, we will ask them to give up those single-family houses. We will ask them to change long-held consumer habits.

My fear, as I said at the beginning, is that our citizens will hate this new way of living — even if it is good for "mother earth" and good for their "pocket book". And being in a democracy, if they hate it, I think they will make sure it doesn't happen.

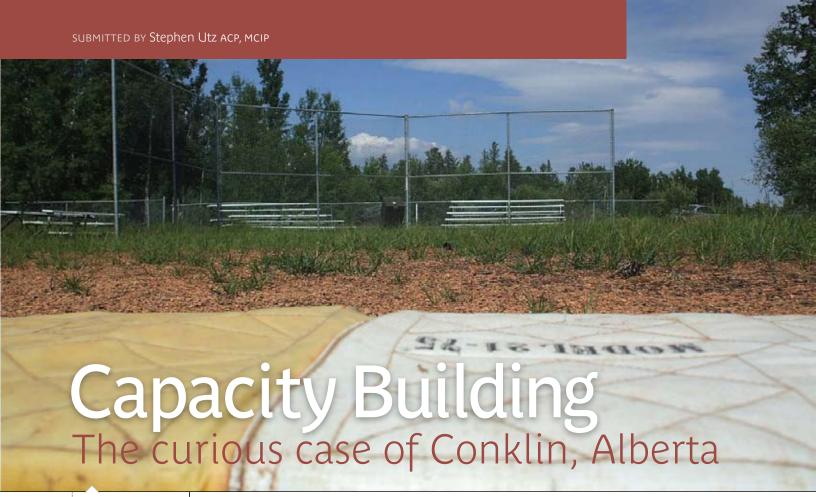
That's why I think you can declare with absolute certainty that love has truly become the prime force in the future of cities — certainly in the free, democratic world — and also the key to unlocking a city's relationship with its environment.

Tomorrow's city must meet the environmental test and the economic test but pre-emptive to all of that, it must also meet the experiential test; and that is the test of love. The fact is that we can do whatever we want — we can plan and we can talk and we can threaten and we can cajole and we can push all we want — but if people don't like the result and won't embrace it gladly and freely, then we are never going to see the sustainable city and when everybody does wake up, the crisis will just be too deep to solve. So we must make the future city sustainable but it must also be beautiful and joyful and sociable and humane and offer a complete rich community life — with all the subtleties of human occupation. It's simply got to have that "wow" factor.

When we achieve that, then this little fellow will do the right thing as he grows up and takes his place within the community. He will understand what is at stake — he will appreciate what he has received – and that we are all in this together — and he will do whatever is necessary to hand on his city in a better condition to his children. That's the real power that you can draw out of a very creative, experiential, approach to your planning practice — and that's the power of an urban love affair. Thank you.

Larry Beasley CM, FCIP is one of the world's top urban planners. He helped establish the City of Vancouver as one of the most livable cities in the world. In 2004, he was appointed a Member of the Order of Canada, our country's highest honour for lifetime achievement.

"Over the last decade, an epochal urban challenge has emerged that cities can only respond to if their citizens are solidly on their side, — which is to say, if their citizens are truly in love with their city."



Source: Stephen Utz

The story of development in the Conklin area over the last few years has been a tumultuous one. For the first decade after amalgamation into the Regional Municipality of Wood Buffalo (RMWB), little happened that would impact the Métis dominated hamlet of approximately 350 people.

However, with word that the first major Steam Assisted Gravity Drainage (SAG-D) oil sands operations were starting to churn out raw product circa 2005 (see Figure 1; Page 28), a certain boom mentality started to take over as major oil companies and the municipality alike raced to capture the hearts and minds of these citizens.

The situation posed a serious challenge for the relatively new management team and planning staff at the Regional Municipality of Wood Buffalo.

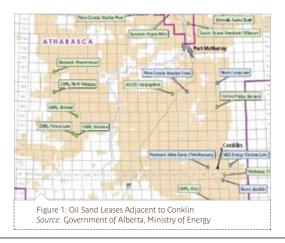
Capacity Building vs. Advocacy Planning

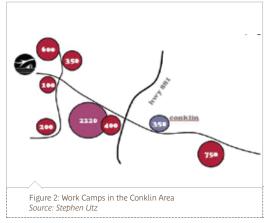
When most planners think of capacity building, their thoughts instinctively turn to the idea of "enhancing a community's ability to evaluate and address crucial questions related to policy choices and modes of implementation," (Urban

Environmental Management, 1992) and with good reason. After all, capacity building is more than simply calling up a pinch hitter to face a tough pitcher in the ninth; it is about making sure that the next time through the order, the entire team can hit the curveball.

But, what happens when the municipality — the natural source for providing additional capacity to residents — is itself a relatively new and fledgling enterprise, stretched to the limit by the competing demands of ten rural communities and dozens of major oil sand projects? What happens when the municipality needs additional capacity almost as much as the citizens it represents? Such was the situation for the Regional Municipality of Wood Buffalo and the Hamlet of Conklin in Spring 2007, and the answer was to bridge the gap with advocacy planning.

To paraphrase the seminal work of Paul Davidoff (1965, 545), the concept of advocacy planning suggests that a planner "should be an advocate for what he or she deems proper." And, with a foreshadowing of the public participation and capacity building movements that have categorized







Source: Stephen Utz

the planning profession over the past twenty-five years, advocacy planning, he said, should also mean "allowing citizens to become well-informed about the underlying reasons for planning proposals and to respond to these in the technical language of professional planners," (ibid, 546).

And so, since early 2007, partly by design, and partly by instinct, that is exactly the type of planning that the Regional Municipality of Wood Buffalo set out to do.

Building the Trust Relationship

One of the pillars of advocacy planning states that a planner must comprehend and address the political, social, cultural and economic institutions that are dear to a community. As such, the decision to assign a specific Development Officer to each of the region's rural areas stands as one of the best decisions that management in the RMWB Planning Department could make. It established a single window with which to relay a community's concerns, especially those beyond land development, and represented an important first step in establishing a trust relationship with the people of Conklin.

However, the simple decision to dedicate a single individual for an area does not alone win over the trust of an entire community. To take the trust relationship to the next level, one is required to rely on the individual initiatives of the assigned planner.

In Conklin, some of those individual actions involved taking part in community events, setting up a mobile permitting office, drafting educational brochures, attending and consoling

during community funerals, and liaising with other departments to get infrastructure upgraded. Such actions paid immediate and important dividends when discussing pertinent issues with aboriginal leaders and community associations, and the tipping point of creating trust in this form can be said to have been reached when the community recognizes the planner as a professional, but not an outsider. But paradoxically, one can only know when this point has been reached when the relationship has been tested and proven more resilient for the adversity it has faced.

Adversity Tests the Advocacy Relationship

The first true test for the advocacy and trust relationships that the Planning Department were starting to establish in Conklin came in the form of a unique Development Permit application in early Fall 2007. The specific application was for a project accommodation to house more than 2200 persons just two kilometres west of the hamlet boundary (Figure 2).

Project accommodations, for those less familiar, represent a form of temporary housing populated by workers involved chiefly in the exploration, construction and monitoring of oil sand operations. They range in style from simple barracks to large hotels, but irrespective of form, they represent the method of choice to house the majority of Wood Buffalo's escalating shadow population, and pose a challenge to municipal planners for their potential impacts on cultural identity, community safety and ecological disruption.

However, in this case, because of the trust relationship already established with the community, it was possible for the Development Officer to weigh and explain to the community the potential impacts of permitting the proposed development (ex. potential increases in crimes and drunk-driving), versus those inherent to refusal (ex. large scale squatting). Being in the community often allowed the planner to put his finger on the pulse of public sentiment quickly and negotiate in less than a week the framework that would allow both free market enterprise and the public interest to benefit from this development through a series of conditions requiring the developer to:

- request the development of an RCMP satellite office in Conklin;
- remove their existing project accommodation inside the hamlet;
- · pay for their share of local road improvements;
- develop outdoor recreation facilities for guest/ community use;
- restrict the freedom of guests to enter the hamlet; and
- meet with the community at least once every two months.

The second major test came with the announcement of a new community advocacy group for Conklin in Fall 2008 under the name of the Conklin Resource Development Advisory Committee (CRDAC). The CRDAC combined the members of the local Métis association with the previous Conklin Community Association (CCA) to lobby local and provincial government along with local industry for more equitable treatment of the community, with financing provided by the same industry partners.

In some situations, this would have had the potential to cause political turmoil. However, because of the trust relationship established with the community members now comprising the bulk of the new committee, it was difficult to argue that the municipality had not acted in the best interests of the community over the previous two years. In fact, the advocacy position pushed the Planning Department into the limelight as an honorary member of the CRDAC and as the liaison for the plans and initiatives of other municipal

departments. As a further benefit, this gave the Planning Department the exclusive opportunity to take advantage of the power broker work being done by the CRDAC to showcase the benefits of developing a comprehensive Area Structure Plan (ASP) to the local industry partners.

Conclusions on Capacity and Advocacy

In the end, the strategy employed by the Planning Department when faced with the challenging situation presented to them appears to have paid dividends. By using advocacy planning as a stopgap measure, the planner became a known and trusted individual in the community and having established this trust, was able to provide expert advice for several critical community development decisions while responding to new levels of community organization.

Concurrently during this critical time period, the municipality completed some capacity building of its own by creating a Rural and Aboriginal Affairs Division and hiring a new team of rural policy planners. The future looks bright for Conklin as the RMWB is now in a position to consider the community's request and provide them with funds that could be used to bring in third party planning expertise in the development of a new Area Structure Plan.

But knowing when and how to use advocacy planning when it was not possible to use capacity building was the only reason that this success was possible.

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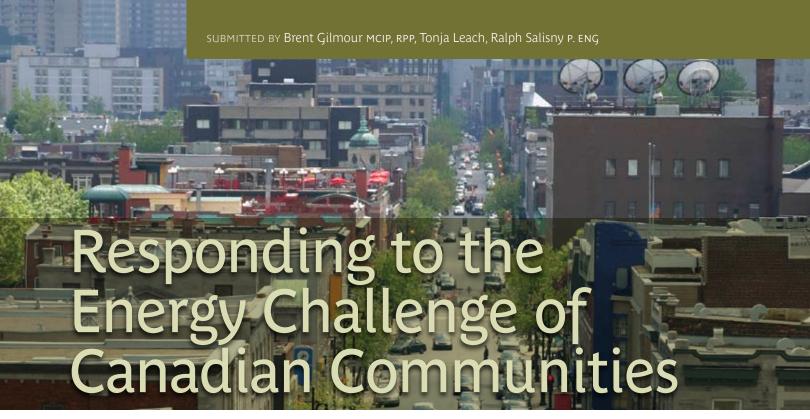
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Source: Stephen Utz



Key lessons from applying the QUEST principles to Calgary's Municipal Development Plan

1 Exergy deals with quality of energy and using the right quality of energy for the right application. For example, avoiding the use of natural gas to produce electricity to heat a home. There are few places on the globe today that are not experiencing some form of planetary change, ranging from higher and lower annual temperatures to rising sea levels to increased flooding. These are all symptoms of a changing global environment, in part due to how we have designed and built our communities. It is a result of how resources are used, products are produced, land is developed, buildings and infrastructure constructed, services are supplied and how places are connected.

Yet when buildings and places are designed in an integrated way to minimize consumption in terms of energy, water and waste, communities can begin to support an increasingly low carbon and prosperous lifestyle. This is the driving focus behind a growing collaborative of key agencies that support an integrated approach to meeting the energy needs of communities commonly referred to as Quality Urban Energy Systems of Tomorrow (QUEST).

QUEST was initiated as a response to a growing concern that the approach to reduce energy demand in communities was becoming increasingly fragmented rather than integrated.

The QUEST goal is to lower energy demand, reduce the environmental impact and improve community competitiveness by keeping energy dollars local.

In 2007, representatives of the Federation of Canadian Municipalities (FCM), Canada Green Building Council (CaGBC), Canadian Energy Efficiency Alliance, Canadian Electricity Association, Canadian Gas Association, Pollution Probe, Canadian Urban Institute and others established a common vision and a set of principles that could be used to encourage an integrated approach to energy services in Canadian communities for the building, transportation and industry sectors.

The common vision is that every community by 2050 would be operating as an integrated energy system based on the following guiding principles:

- **improve efficiency:** first, reduce the energy input required for a given level of service;
- optimize 'exergy': avoid using high-quality energy in low-quality applications; 1
- manage heat: capture all usable thermal energy and utilize it, rather than exhaust it;
- reduce waste: use all available resources such as landfill gas, gas pressure drops, municipal, agricultural, industrial and forestry wastes;

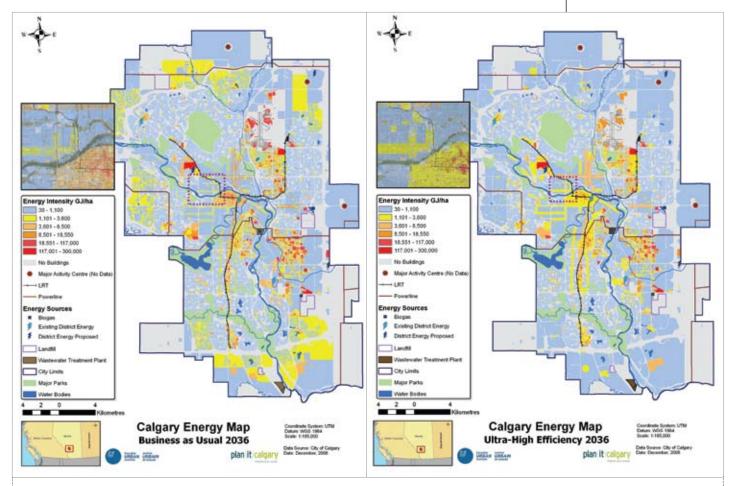


Figure 1: Business as Usual and Ultra-High Efficiency Scenario for the City of Calgary in 2036
Figure 1 shows a 34 percent reduction in the amount of GJ/ha for all built form between the business as usual and ultra high efficiency scenarios due to improvements in energy efficiency.

Source: Calgary Energy Mapping Study (2008). www.calgary.ca

- use renewable resources: tap into local biomass, geothermal, solar and wind energy; and
- use grids strategically: optimize the use of electrical and natural gas infrastructure to provide a back-bone for intermittent renewable supplies, ensure reliability and optimize system efficiency.

The QUEST approach is intended to advance innovation by building on the synergies between infrastructure, built-form and climate change imperatives. It is now well understood that the arrangement of land-use, the form of the built environment (the height, massing, and orientation of structures), access to transit, and the use of alternative and renewable energy systems have a direct impact on reducing energy consumption. For instance, low density communities tend to

generate a higher relative demand for automobile trips than high-density communities which support a more compact pattern of buildings and a variety of land-uses. As a result of increased density, it is more likely that the urban community can offer a wider range of travel modes that reduce the requirement for residents to use an automobile — everything from walking to cycling to transit. Moreover, apartment and condominium units that are available in dense urban areas typically use less energy that a single detailed house. This combination helps to make dense urban form more energy efficient — particularly on a per-capita basis — than a typical single family home or even a townhouse.

The Council of Energy Ministers Integrated

Community Energy Solutions: A Roadmap for Action
(2009) report found that under a 'business as usual'

2 Thermal load is the amount of energy per land area.

scenario, community energy use in Canada could increase by 75 percent by 2050 based on 2006 levels. Current research by QUEST, which involves Natural Resources Canada and the provinces of Ontario, Manitoba, Alberta and British Columbia, is demonstrating that careful land-use planning in conjunction with minimizing both building and transportation energy use before using new forms of energy production can help achieve Canada's overall energy demand reduction goals.

Most energy related decisions and impacts within a community start from specific policies and land-use decisions. As identified in Figure 1, energy decision making occurs through an interconnected and hierarchical approach. Land-use and infrastructure decisions tend to have longer term impacts that occur over decades. Decisions at the land-use level also influence the various decisions at the building and site level, which in turn can impact a building owner's option for energy using equipment for years to come.

In 2008, the City of Calgary worked with the Canadian Urban Institute to incorporate the QUEST principles as part of the preparation of a new Municipal Development Plan (MDP). As part of the supportive technical studies for the MDP, the City commissioned a comprehensive energy evaluation of the city that involved the preparation of an energy and land-use map. The

including the importance of making sure land-use objectives and energy goals are measured equally. Density in terms of number of dwelling units per hectare can be used as proxy measures to assess the various levels of thermal load density for a community.² At the same time, density is limited in terms of capturing the potential for overall GHG reductions or the likely financial viability for an alternative energy source and cannot display energy efficiency improvements in the built environment across a city. For this study, a new measure was created of gigajoule per hectare (GJ/ha).

The GJ/ha metric has gained increased support within the planning community to assess the appropriateness of land uses and built form from an energy consumption perspective. The GJ/ha

study allowed the City of Calgary to identify the

potential land-use policies that might be required

to help achieve an identified community proposed

target of a 50 percent reduction of greenhouse

gas (GHG) emissions by 2050 below 2005 levels.

The GHG community proposed target - among

other priorities — was identified during the

imagineCalgary process, a long-term planning

initiative of the City that involved a record level

of local resident participation. The energy study also provided developers and investors with a

clear idea of market opportunities for achieving

solid returns on investments for renewable and

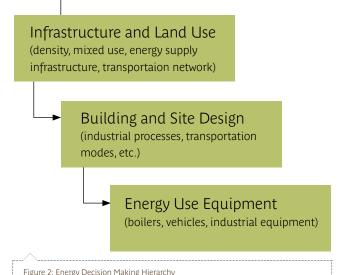
study from a land-use development perspective,

A number of key lessons were learned from this

alternative energy sources.

The GJ/ha metric has gained increased support within the planning community to assess the appropriateness of land uses and built form from an energy consumption perspective. The GJ/ha measure can represent the estimated amount of space heating and cooling, hot water and electricity that would be consumed annually per hectare. The measure can also be applied on a GJ/ m2 level basis. For the City of Calgary, an energy baseline for the built environment was established and future energy efficiency scenarios were developed to assist with evaluating the most cost effective approach in terms of \$/tonne of GHGs reduced to achieve the proposed community GHG goal (see Figure 2).

The study also noted that an appropriate mix of development types is critical to supporting alternative and renewable energy sources, including district energy. Some district energy systems that are serving a variety of community users tend to be more efficient in the distribution and management



Source: Mark Jaccard, Lee Failing and Trent Berry. 1997. "From Equipment to

Reduction." Energy Policy. Vol. 25 No. 13 pp. 1065-1074

Infrastructure: Community Energy Management and Greenhouse Gas Emissions

of energy, as well as economically feasible where there is a constant demand for their service, such as in a higher density, mixed land-use area. For the City of Calgary, it was found that various types of alternative and renewable energy sources, including district energy, were more economically viable in mixed-use activity centres and corridors where a consistent high level of GJ/ha occurs even after building energy efficiency improvements are undertaken (See Figure 3 Red Areas).

Another finding of the study was the opportunity to integrate high performance (green) building development with community energy systems to achieve improved energy efficiency. The study noted that a number of areas across Calgary would be well suited to using similar community design approaches, such as the Drake Landing Solar Community in Okotoks, where low rise residential development was being considered. In Okotoks, all the homes were built to Canada's highest standard for energy efficient homes (R-2000) and nearly 90 percent of all space heating needs for the homes will be met by solar energy using a district energy network and seasonal storage.

The application of the QUEST principles to encourage integrated energy planning can create a competitive opportunity for improving the use of energy and minimizing emissions on a local, regional and national basis. To fully recognize this opportunity, there remains a need for the planning community to become increasingly engaged in understanding how daily land-use decisions directly impact on the long-term energy consumption and cost for a community.

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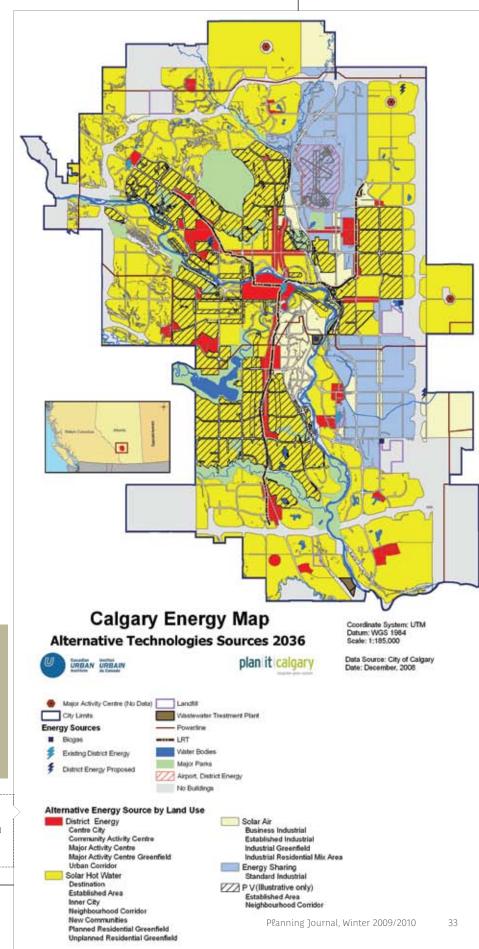
Ralph Salisny P.ENG is a professional engineer and the Manager of Customer Relations and New Business for ATCO Gas.

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Figure 3: City of Calgary Energy Use 2036

Figure 3 illustrates where various alternative and renewable energy sources could be located across the City of Calgary to ensure the proposed community GHG was achieved.

Source: Calgary Energy Mapping Study (2008). www.calgary.ca



AACIP 2009 AWARDS

Armin Preiksaitis





Awards of Merit

The Award of Merit acknowledges meritorious plans and projects, undertaken in whole or in part by members of the Association, that significantly contribute to the livability of communities in Alberta, the Northwest Territories and Nunavut.

ARMIN PREIKSAITIS & ASSOCIATES

Town of Sylvan Lake Area Redevelopment Plan

Prepared under the direction of Armin Preiksaitis, ACP, MICP, and developed with the participation of David Brown, Principal Landscape Architect, EIDOS Consultants Inc. and Tim Schmidt, Director of Planning and Development, Town of Sylvan Lake. Highlights include good stakeholder identification and consultation, multi-faceted participation techniques, visually significant changes to the study area, strong policy development combined with well-thought out designs, and good graphics. This plan provides a focus on what needs to be changed and has the potential to better integrate the recreational amenities in the area, improve vehicle and pedestrian flow, and complement business activity.

THE CITY OF CALGARY Corporate Planning Applications Group eLearning Initiative

Prepared under the direction of Stan Schwartzenberger, ACP, MCIP, with the participation of David Watson, ACP, MCIP, Whitney Smithers, ACP, MCIP, and Debra Hamilton. This initiative uses new technology to promote learning and understanding of the planning and development process amongst staff, applicants, and the public. The design is efficient, allowing for multiple users with limited oversight, and can be modified for use by other municipalities. It offers an original, innovative format and is an excellent educational tool. The eLearning Initiative advances the field and profile of community planning in Alberta.

THE CITY OF LEDUC

Housing Our Community: The City of Leduc
Attainable Housing Strategy
Prepared under the direction of Jennifer Care

Prepared under the direction of Jennifer Cardiff, ACP, MCIP, with the participation of Alderman Bob Young, Alderman David MacKenzie, Eugene Miller, Jackie Truitt, Terry Atkinson, Nancy Liang, and Tabitha White. This strategy meaningfully addresses fundamental housing needs within Leduc and provides an approach that other municipalities can adapt. The strategy includes a strong implementation plan and a commitment to monitoring. It is clearly articulated, follows a systematic process, and relies heavily on stakeholder input.

Council Service Awards

Council Service awards recognize outstanding contribution to the association in the advancement of the professional practice of community planning. Summaries were submitted by Brian Kropf, ACP, MCIP, Past-President.

Robert Priebe ACP, MCIP

Bob served on AACIP Council from 2007 – 2009 and oversaw the association's Membership and Awards programs during those years. He reactivated and substantially redesigned the Volunteer Recognition Awards, was an effective member of the Registration Committee, piloted a members' needs and satisfaction survey to shape future strategic plans, supported advocacy, and represented the broad scope of planning practice within the profession.

Michael MacIntyre ACP, MCIP

Michael served on AACIP Council from 2007 – 2009, holding the office of Secretary for that term. He was also responsible for the association's Professional Development portfolio and provided direction and leadership at a critical point in AACIP's involvement in post-secondary planning education. Working with an energetic team of professional planners Michael contributed to the

creation and adoption of AACIP's position paper on planning degree program requirements, a paper that was well received by the Province and by universities in Alberta.

Alexandra Rowse

Alex served on AACIP Council for one year from 2008 – 2009 having been elected by her peers as the association's Student Councillor. In that role, Alex provided on-going liaison with students in Alberta's only accredited planning degree program and in non-accredited university programs as well. Her efforts helped promote planning as a career choice and encouraged membership in our professional community. Alex actively represented students' interests and ensured that the student's perspective was considered in policy discussions and program decisions.

Jamal Ramjohn — Gavel Award

Also recognized for outstanding leadership and dedication to the planning profession in an executive position.

Jamal served on AACIP Council from 2002 -2009. He held the office of Secretary and then was elected to the five year presidential cycle, serving as President Elect, President and Past President. During the latter two years Jamal was also AACIP's elected CIP National Councillor for Alberta, the Northwest Territories and Nunavut. He implemented the first organizational review the Council structure culminating in a portfolio system of governance, streamlined operations, initiated a complete review and rewriting of over 30 years of policy documentation and led in the development of a 5-year strategic plan. As AACIP President, Jamal was a forceful voice for planning and a skilled team builder and facilitator for Council deliberations.

Volunteer Awards

AACIP is largely a volunteer run organization. This award, in its second year, recognizes outstanding volunteer contributions by AACIP members.

Greg Hofmann ACP, MCIP

Self employed under the firm name of G.T. Hofmann & Associates, Greg's contributions to AACIP include chairing several key committees, including the AACIP Registration Committee, AACIP Legislative Review Committee and co-chair of the National Membership Continuous Improvement Initiative. Mr. Hofmann also serves as the AACIP Registrar and AACIP representative on the National Membership Committee and Affiliate Membership Committee. Greg provided valuable continuity to the long process of re-writing the AACIP Regulations and draft corresponding changes to the AACIP Bylaws.

Leo Kyllo ACP, MCIP

Self employed under the firm name of Kyllo Planning & Development Ltd., Leo's contribution to AACIP includes chairing the AACIP Discipline Committee, coordinating and co-presenting at this year's AACIP Conference Education Session entitled Ethical and Professional Pitfalls for Planners, and serving as AACIP's appointee on the Calgary Urban Design Review Panel.

Riley Welden ACP, MCIP

Employed by Strathcona County, Riley's contribution to AACIP includes creating a new concept for the AACIP Journal, improving the image of AACIP, initiating the AACIP Journal Committee, and working as part of the team to develop a terms of reference and operating procedures for the AACIP Journal Committee.

Student Award Winners

Student awards are based on excellence in academics.

UNIVERSITY OF CALGARY FACULTY OF ENVIRONMENTAL DESIGN (PLANNING)

Silver Medallion in Memory of Danny Makale — Best Masters Degree Project David James

UNIVERSITY OF CALGARY FACULTY OF ENVIRONMENTAL DESIGN (PLANNING)

Masters Design Project Grant Student Award —
Best proposal for a Masters Degree Project
Alexandra Rowse

UNIVERSITY OF LETHBRIDGE FACULTY OF URBAN AND REGIONAL STUDIES

AACIP Book Prize — Best First Year Student **Thomas Fox**

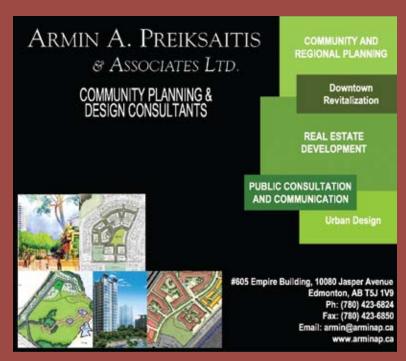






All awards presented by Gary Buchanan with the exception of the Gavel Award, presented by Brian Kropf.







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