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The Editorial Board

We are excited to share Issue 9 of *PLAN North West*. Thank you to all the authors and editorial board members who ensure that planners in Alberta, Manitoba and Saskatchewan have a quality outlet to share their expertise and perspectives. *PLAN North West* would like to extend special gratitude to Laurie Kimber RPP, MCIP who has served as chair of the editorial board for several years. Laurie has retired as chair, and everyone on our board will miss him dearly.

The editorial board is looking forward to 2022 with all the hope and optimism that a new year brings. With the next issue of *PLAN North West* scheduled to be released in early spring 2022, the editorial board is already busy preparing the next set of submissions. There is still time to submit your completed article or idea for upcoming issues in 2022. Please contact office@albertaplanners.com for more information.

Thank you once again to all our readers, authors, and supporters of *PLAN North West*.

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PLAN North West offers opportunity for publication of original works that are both community-based and research orientated, and relevant to Alberta, Manitoba, Saskatchewan, Nunavut and the Northwest Territories. Types of subscriptions 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.

APPI MESSAGE

PRESIDENT
Jeff Chase RPP, MCIP

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As I sit down to reflect on my first six months as President of APPI from the home office where I have spent most of the last 19 months, one word comes to mind: hope.

I am not sure about you, but if you asked me last March where we'd be by November 2021, I wouldn't have imagined it would be here. The impacts of COVID-19 have continued to be devastating. In addition to the sad loss of lives in our families and communities, we've also faced a range of other challenges. Many have had to balance work and teaching their children at home. Others have faced intense isolation. We've all made sacrifices to help keep those around us safe.

In the struggles we have faced, there have been many moments of hope. I look no further than APPIs 2021 conference, aptly themed EVOLUTION 2021. 300 delegates from the urban, rural, private and public sectors, with delegates from Ranklin Inlet to Airdie, Kugluktuk to Strathmore. They all came together to share perspectives on our roles as planners in building and fostering the communities around us in an evolving world full of change. Everywhere around us, planners are rising to the challenge: plans and frameworks to honour and act on critical Truth and Reconciliation Commission calls to action; strategies to support our vulnerable neighbours as we emerge from the pandemic; efforts to revitalize main streets and support our small businesses; and so much more.

Though there is much work to do and much remains uncertain, I feel hopeful - hopeful that as planners, we'll continue to play a leadership role in supporting our communities through challenge and change. I hope you enjoy this edition of *PLAN North West* and that the articles and content give you reason to feel hope.

MPPI MESSAGE

PRESIDENT
Janis Pochailo RPP, MCIP

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Why Planning?

After a short break to enjoy summer in Manitoba, MPPI Council resumed meeting in August. The only item on our agenda was a question to generate discussion and kick off a process that we hope will eventually generate a new strategic plan. Why Planning? Not just why planners plan, but why we as individuals entered the planning profession in the first place. Why do we continue to go to work every day and why do we volunteer precious time to support the planning profession?

It was 7:30 on a Thursday morning, and I was a little apprehensive starting the meeting with essentially an empty agenda. My worry was unfounded. After a brief introduction, the council dug into the topic sharing personal stories, experiences, some frustrations and much hope for the future.

Although the collective optimism was inspiring, difficult issues quickly began to surface. The first observation presented was how planning processes are rooted in the past, and that much work is needed to ensure that regulatory frameworks do not create barriers to better communities, particularly with regard to affordable housing and inclusive communities. This was quickly followed by concern over the influence colonialism has had on planning processes, frustration with NIMBYism, and the challenges of influencing change.

Council also highlighted positive aspects of planning: collaboration, problem solving, the ability to pursue things that interest you, and seeing the results of your work. Naturally, this morphed into a discussion of how planning is changing, moving away from strictly land use planning and becoming more generalist with an interdisciplinary approach. What does this mean for the planning profession and what are the implications for the Registered Professional Planner (RPP) designation? Clearly, there are still more questions than answers, but if that was not the case, would it be planning? As MPPI embarks on developing a strategic plan, one thing is certain; it will be an interesting journey.

SPPI MESSAGE

PRESIDENT
Ian Goeres RPP, MCIP

Welcome to the Fall 2021 issue of *PLAN North West*. The past year and a half have demonstrated the importance of local publications such as this. While we could not meet in person for conferences, this is an excellent source for updates on planning matters in this region.

I have recently concluded my first year as SPPI President which included our virtual conference and AGM. I am happy to say it was a success and allowed for some focused discussions on issues facing Saskatchewan in the near future. This type of event could not be possible without the great volunteers we have in our profession.

I am writing this on the eve of the first National Day for Truth and Reconciliation. I trust that planners have been able to partake in activities and work towards the 94 Calls to Action outlined by the Truth and Reconciliation Commission. Publications like Plan North West will be instrumental in identifying events and areas where these calls to action are being achieved and where more work is required.

Finally, thank you to the editorial board, administration, and contributors that help make *PLAN North West* the excellent publication that it is.

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Volunteer
Highlights
Natasha De Sandi

Natasha De Sandi's first contact with APPI occurred while beginning her Master's degree in Planning at the University of Calgary in 2013. During her years at university, she attended an APPI conference, as well as seminars and other gatherings that help students connect with and collaborate with professionals. These events helped her build ideas about her future career, as well as connections with people working in the field of planning.

Fast forward to October 2021 and Natasha co-chaired APPI's virtual conference called EVOLUTION. Previously, Natasha had experienced the annual 'live' conference through volunteering on sub-committees, but 2021 was her first experience in a virtual setting, which she describes as **"a great experience"**, and just as demanding workwise as the live conference.

Years of volunteering for APPI has given Natasha insight into the diversity of the profession and allowed her to see its evolution, as well as allowing her to make new friends and spend time with other professionals. Her involvement with APPI has brought her some of the most important people in her life. Friends, mentors and fun – what more could you ask?

Natasha is passionate about building communities and bringing people together, and she recognizes APPI as an organization that is genuine. For people who are thinking of getting more involved with APPI, Natasha says just **"do it"** - the experiences and people you meet will be incredible. She notes that volunteering allows members to give back to the profession by supporting and influencing younger planners.

Natasha brings her enthusiasm and passion for life to her personal life after work, as she loves being outside, exploring the countryside, towns and cities of Alberta, and often can be found in her garden coaxing her tomato plants.

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Volunteer
Highlights
Rayson Wong

Rayson Wong first became involved with MPPI after moving to Manitoba from Toronto in 2015. His work began with the Government of Manitoba, starting in Portage la Prairie, later moving to Morden, Steinbach and then Winnipeg. Rayson's volunteering experience began as a member of the annual Manitoba Planning Conference Committee. He developed the programming for the annual MPPI conference and provided support in preparation for the conference.

Six years after moving to Manitoba, Rayson can still recall attending an MPPI breakfast event at a café in downtown Winnipeg. He recalls the positive energy he felt after joining a professional group and exploring what was then a new city to him. However, his strongest memory of volunteering with MPPI was the 2020 annual conference, originally scheduled for May of 2020, and later was canceled due to COVID-19. He was initially disappointed as many hours of work had gone into planning the conference. However, Rayson and MPPI successfully pivoted and put on a highly successful virtual conference in early 2021, with attendance above the norm. As the Chair, it was satisfying to see the conference so well-received. He notes that by canceling the in-person conference and changing quickly to an online conference, MPPI has demonstrated its ability to adapt and meet new challenges – a good indicator for future success.

Volunteering with MPPI has enabled Rayson to connect and network with other planners throughout the province, even while working in smaller towns. Additionally, Rayson has been able to learn from the experience and knowledge of other more experienced planners, giving him a better understanding of planning career options and helping him form his own aspirations for future success. The help others have given him have inspired Rayson to help others as they begin their careers by making himself available to new planners and answering their questions.

Rayson advises planners in Manitoba who might be interested in volunteering with MPPI to "just do it", as it can open doors to new friendships and people that could completely change your life, while also helping to build the planning profession.

Rayson has many interests and hobbies, including exploring Winnipeg and other parts of Manitoba, and in the past working as a DJ part-time. Most recently, Rayson has been focused on preparing for the 2022 Manitoba Planning Conference.

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Volunteer
Highlights
Rebecca Row RPP, MCIP

needed to connect with each other after a year of COVID-19 and the cancellation of the 2020 conference. It was challenging to plan due to the changing provincial health guidelines, but I many SPPI members gave positive feedback about the event.

Rebecca also volunteered to represent SPPI on a provincial intensive livestock development steering committee from 2017-2020. Not only did she contribute her time and expertise to the committee, but she also benefited from the new perspectives gained from the other members. Rebecca has found that connecting on a personal level helps resolve challenging discussions and helps people understand different perspectives. Volunteering can help build bridges to bring people together!

The personal connections Rebecca has formed through volunteering over the years has made it easier for her to pick up the phone and communicate with the other planners. Her advice to other planners considering volunteering with SPPI is "do it" - get involved at any level and contribute to making things better.

Rebecca Row first began volunteering with SPPI after she returned to Saskatchewan from Medicine Hat in late 2011. She had recently finished the MCIP oral exam and volunteered with SPPI as an oral exam committee member in 2012/2013.
Now the Department Head of Planning and Development at the Rural Municipality of Corman Park, Rebecca's strongest memory of volunteering with SPPI are the annual SPPI conferences, which she feels are a great way to connect with other professionals, getting to know people and making new friends.

Particularly memorable for Rebecca were SPPI social events in Moose Jaw in 2012 and in Elkridge in 2014 that included games, golf, a few beers, and some prizes - events that some people remember to this day!

More recently, Rebecca volunteered to help with the 2021 SPPI virtual conference. This was an important conference as many SPPI members

In her years volunteering with SPPI, Rebecca has been able to give back to the profession by encouraging other young professional planners, as many do not have much job experience and advice from practicing planners. Volunteering not only helps develop great relationships within planning, but it also allows for networking opportunities in other related professions such as architecture and engineering.

When she's not busy in the busy offices of Corman Park, Rebecca enjoys travelling inside and outside of Saskatchewan, exploring new places, fishing, working on her yoga practice or playing a round of golf.

SPPI
SASKATCHEWAN

Arts Initiatives and Planning

Arts as a tool for community building and development

Jill Lang MSc
Kyle Whitfield PhD, RPP, MCIP | *An Associate Professor in the School of Urban and Regional Planning at the University of Alberta.*

Summary

When planners use arts as a driver for revitalization, there are advantages, such as increased place making, and disadvantages, such as gentrification and exclusion. Therefore, as planners it is important to gain an understanding of how the arts can contribute to revitalization and promote equity and social inclusion. This case study examined the Alberta Avenue area of Edmonton by looking at how the arts are valued in community revitalization. The area's strong ties to the arts and the non-profit Arts on the Ave encourage and foster arts initiatives within the area on an ongoing basis. Community-led partnerships have taken place between the City of Edmonton and the community with the common goal of making the arts an anchor. The views of the study's participants were clear - they perceived these arts initiatives as a positive rebranding, place-making and inclusion tool. Yet, they also determined that systemic problems appeared to be beyond the capabilities for the arts. Therefore, planners need to be understanding of this when approaching the use of arts in community revitalization efforts. The role of planners should be one of support and collaboration with community members who lead the initiatives. Planners should also be cognizant of any individuals who may feel excluded from the community.

Introduction

Arts initiatives have been an effective planning tool for community revitalization efforts throughout North America. This is because arts initiatives can be valuable within communities and help build social cohesion, promote self-esteem in community members and discourage fear and insecurity (Markusen & Gadwa 2010, 380). Creative and art-based activities are also known to foster economic development and can be a useful tool for social cohesiveness (Martens, Dobbels, Amez & Ysebaert 2014, 2). Arts are used as a tool to draw people together in the community and to achieve the associated positive social and economic outcomes. Yet, there is also a risk for gentrification and exclusion. Neighbourhood gentrification can cause residents, businesses and even artists themselves to be forced out of the area. Moreover, if an individual does not identify with the arts, they are not allowed to be a part of the group or community. This can be problematic when looking at neighbourhood revitalization (Rich & Tsitsos 2016, 745). Planners must be aware of these issues when examining the role that the arts play in community revitalization efforts.

The Study Background

The study examined an area in north central Edmonton named Alberta Avenue. It is an older community built on a grid pattern consisting of six neighbourhoods. In the late 1970s and 1980s, the area experienced an economic downturn, part of which is attributed to the drop in oil prices and the construction of a freeway to the north that diverted traffic (Paul 2020). According to 2016 Statistics Canada Census data compiled for the area by the Edmonton Community Development Corporation, the average household income and home ownership sits quite a bit lower when compared to the Edmonton average. Yet, the area experiences greater rental stability when compared to the Edmonton average.

After some failed city 'improvement' plans over the decades, the community and the City of Edmonton came together in 2005 with the launch of the Avenue Initiative Revitalization Strategy. The idea behind this strategy was one of collaborative planning between the community and officials. It was at this time, the non-profit community arts organization, Arts on the Ave was also founded. This organization has grown organically from the concentration of artists in the area, and has helped turn the area into a "community arts district." Over time, activities have been both large and small. A few of the larger arts-based activities have included putting on the annual Kaleido Family Arts Festival and Deep Freeze: A Byzantine Winter Festival, as well as managing the volunteer-run local coffee shop that provides a venue for local artists, The Carrot. Currently, the community, city and other organizations are looking at a plan to build an arts hub, Arts Common 118 that would house local artists and provide studio, performance and other community space. At this time, funding for the Avenue Initiative will be on the table at the next city council budget meeting and it is unclear whether or not funding will continue.

Kaleido- September 2019, west stage, dancers performing.

Kaleido September 2019, looking east.

Research Questions

In order to gauge how residents valued the arts initiatives in this community, we interviewed a small cross section of community members. A local resident, area artist, area business owner and two city officials (n=5) partook in semi-structured individual interviews. We asked them about their association with arts initiatives in the community and how they valued the arts in terms of revitalization efforts. The interviews also included questions regarding what participants viewed as challenges in the community and how they felt the arts relate to these challenges.

Study Findings Emerging from the Interviews

Five themes emerged from the interviews.

1. Arts and Place Branding/Reputation

Overall, the participants viewed the arts as a rebranding tool in a positive light. All of them felt that the area needed a rebranding, both internally and externally. Participants mentioned their frustration with questions they often received from outsiders, something along the lines of "why would you live there?" The current 'brand' of the area, as the participants defined, was negative. However, the promotion of the arts in the community was actually helping to change this perception. Participants also mentioned that this rebranding was genuine as the rebranding had grown organically from the concentration of artists in the area.

2. Arts and Place-making

The study found that the small and large changes and projects that the arts-based initiatives were instigating were helping to bridge differences and create memories for those in the community. Research has found that, if done in an inclusive manner, the arts can help lead to community vitality (Klein et al 2019, 79).

3. Gentrification

Research has shown that there's a fine balance between arts as a tool for neighbourhood revitalization and neighbourhood gentrification (Mathews 2010). Interestingly, none of the participants felt that gentrification was currently happening in the community, although they were aware of the issue and one participant had experienced it twice before in Edmonton.

4. Inclusion and Exclusion

The issue of who was considered to be part of the community was also examined in the study. Accordingly, the definition of community was different for everyone, and although there was no general consensus, it appeared that the participants considered residents and those who work in the area to be the community. This has implications when approaching community initiatives, whether arts-based or other. One of the interview participants mentioned that they felt that others did not want the area sex trade workers around, and countered that they felt that they were part of the community. They hoped that the arts could be used as a 'safe space' that is inclusive for everyone.

5. Issues Beyond the Arts

Meanwhile, many felt the arts would not be able to solve some of the issues that led to the City of Edmonton's avenue revitalization strategy. Accordingly, participants spoke of needing more resources to tackle crime addiction, and opportunistic landlords. Yet, there was also the idea that although the arts can not solve systemic problems, the arts can act as a connector that brings people together.

Art on side of community centre. Looking east, spring 2019

Nina Haggerty Centre for the Arts, looking south. Spring 2019.

Mural on building along 118 avenue looking east.

Picture of art on side of Nina Haggerty Centre for the Arts looking east along 118 ave. Taken spring 2019.

Discussion and Remaining Planning Questions

Although involvement in the arts initiatives varied according to each participant, they all found value in the arts for community revitalization. Each participant talked about the negative reputation of the area and their wish to re-brand this perception. All felt that using the arts as a rebranding tool would be a good idea because a new brand would help speed up a change in the perception of the neighbourhood (Anhold 2007). They also spoke about the benefits of the arts and place making for the community. The initiatives could be of various sizes, not necessarily as large scale as a festival, but could be smaller projects, such as kids painting garbage bins and creating chalk projects. Participants described all of these initiatives as bridges to bring different demographics in the area together.

As for gentrification, one participant mentioned that artists can actually help combat gentrification because they are often lower income, and may have the education and knowledge to assist with social advocacy to help protect against gentrification. Yet, research has also found that artists themselves need protection from gentrification (Mathews 2010, 664). With the use of arts initiatives, there is the risk of exclusion and who is considered a member of the community. All participants spoke of their appreciation for the "community," but they did not clearly define the term.

Also, all interviewees mentioned their appreciation for the diversity in the area, such as people from different cultural backgrounds. This would be an interesting topic to explore, in order to determine who is identified as a community member and welcome to participate in the initiatives. Similarly, all the participants spoke of systemic problems, such as addictions and socioeconomic struggles, that some in the neighbourhood are experiencing and how the arts may be unable to alleviate. Yet, one participant did mention that although the arts could not solely tackle these problems, it can form a bridge and allow a safe place for those who needed it.

Overall, it seems that the arts-based approach for Alberta Avenue is working, and that the reason is because the project is community led. The approach was not forced on residents of the area, but the area's concentration of artists fostered the development of these initiatives between and amongst themselves.

Broadening the scope of further research with an expansion of interview participants and neighbourhood examination would be beneficial. Using a gentrification index to determine if there is risk of gentrification would also be useful. Several questions remain about the value of the arts being used to plan for community revitalization. For example, what

Picture of storage container with mural taken spring 2019 just off of 118 Avenue looking south.

Art on side of building looking north east, spring 2019.
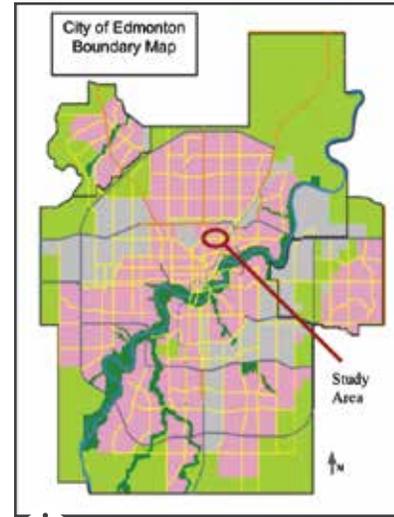
Map of Edmonton, Wikipedia. Retrieved from List_ of_ neighbourhoods_in_Edmonton, modifications made by author.

type of arts-based approaches work best for revitalization purposes? Do arts-based approaches work to revitalize any community and at any time? Who is considered part of the community and therefore has access and is included in the arts initiatives?

Conclusion

There is little research on the use of and value of arts-based initiatives and community revitalization in smaller and medium sized north American communities. Therefore, further inquiry into this topic is recommended. However, it can be determined that the arts may be used as a neighbourhood revitalization tool by planners, but success depends on community led initiatives and for the initiatives to grow and be fostered organically.

About the Authors

Jill Lang received her MSc from the University of Alberta's School of Urban and Regional Planning in the spring of 2020. She has a multidisciplinary background, working in the social services and education fields in Alberta and Saskatchewan. She is currently a student in University of Alberta's Faculty of Law. Contact Information: Jill Lang, jelang@ualberta.ca, 587-986-8893

Dr. Kyle Whitfield is a faculty member in the School of Urban and Regional Planning at the University of Alberta. She teaches courses related to community planning and social equity. Her areas of research surround issues relevant to marginalized populations including older adults, community development, qualitative research and community engagement.

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Greystone

Patrick Wetter RPP, MCIP LEED AP | Associate B&A Planning Group

With the arrival of COVID-19, design practitioners are considering how communities of the future will take shape in response to this pandemic. Expected impacts in the community include greater access to local services and employment, more space devoted to the public realm and enhanced walkability and bikeability.[1,2,3] Within the home, the COVID-19 pandemic has proven the importance of private amenity space, telecommuting and distance learning infrastructure.[4,5] These initiatives are intended to help maintain mental and physical health and support the economy during a pandemic.[6,7] So, what will the post-COVID-19 community truly look like?

Enter Greystone.

Greystone was previously the Burnco Gravel Quarry and since the 1940's, it was an important part of Cochrane's industrial business base. Today, Greystone is ideally located close to downtown Cochrane and is bordered by industrial, recreational and residential development. With gravel extraction complete and adjacent road upgrades planned, the owner, Burnswest, decided the time was right to redevelop this significant site in Cochrane. Burnswest tasked B&A Planning Group with creating a comprehensive vision to revitalize this portion of the municipality.

To facilitate the redevelopment process, the Town of Cochrane required B&A Planning Group to complete an Area Structure Plan and a Neighbourhood Plan. The Greystone Area Structure Plan provided guidance for the redevelopment of the greater Greystone area including the surrounding industrial lands. The Greystone Neighbourhood Plan provided more specific details on the redevelopment of the gravel quarry itself, with respect to future rezoning, subdivision and development. Neo-traditional town planning and Smart City principles guided the creation of the Greystone Area Structure Plan and the Greystone Neighbourhood Plan. Neo-traditional town planning advocates for a rectilinear street network, rear lanes, open spaces and streets framed by buildings, retail mainstreets and mixed-use neighbourhoods.[8] Smart Cities incorporate broadband internet to optimize communication and offer the opportunity to monitor infrastructure performance, improve service delivery and provide interactive technology.[9] Cochrane Town Council adopted these plans in the summer of 2018. Remediation of the Burnco Gravel Quarry is now complete and the development is progressing with engineering design and grading.

With the onset of COVID-19, B&A Planning Group completed a review of the approved design and recognized many post-pandemic initiatives highlighted by academics and design practitioners. Community initiatives include:

5-Minute Catchment Area: Commercial uses and parks will be situated so that the majority of residents will be within a 5-minute walk of their employment, retail shops and open spaces. Integrating a mix of uses within the community will provide for shorter trips and reaching destinations by foot or bicycle. This will also give residents the opportunity to incorporate exercise into their lives and avoid unnecessary extended travel.

Streetscapes: Animated and comfortable streetscapes throughout the neighbourhood will also inspire residents to walk. Long vistas should end at prominent landmarks such as a central park, or a plaza or a stormwater management pond. The streets will be framed with dwellings situated closer to the road and garages will be set at the rear of many of the lots.

Sidewalks: In the recent past, municipalities required sidewalks to be 1.1 meters wide on residential streets and to be 1.5 meters on collectors. Due to enhanced municipal standards, Greystone will increase sidewalk widths to 1.5 meters on residential streets and to 2.0 meters on collectors. These wider sidewalks will provide more social distance space between users.

Pathways: Similarly, pathways were previously required by the municipality to be 2.5 meters wide but with improved standards, Greystone will be increasing the width to 3.0 meters.

Bike lanes: Dedicated bike lanes will allow for the separation of cyclists from pedestrians and vehicles. Separate bike lanes will provide space for greater physical distancing and encourage a physical mode of transport. Greystone will incorporate bike lanes within all collector street right-of-ways.

Parks: Greystone will have 42% more park space than other neighbourhoods in Cochrane due to the commercial and industrial Municipal Reserve contributions being dedicated as land. This additional open space will help spread out users, provide greater access to nature and increase outdoor recreational opportunities for many residents.

Home initiatives include:

South Exposure: Many of the units will have a front or rear facade that faces south to maximize sun exposure and support mental health and livability during times of quarantine.

Front Porches and Balconies: The provision of front porches and balconies supports access to the outdoors and allows for relationships with neighbours to be maintained while exercising proper social distancing.

Smart City: Fibre-optic cable will be installed in the neighbourhood to increase bandwidth and support people working and learning from home while minimizing physical contact. The communication of emergency information and alerts will also be optimized.

While B&A Planning Group did not anticipate a pandemic when they first envisioned Greystone, many of the community and home initiatives will help residents stay safe and healthy during an outbreak. The Greystone Area Structure Plan and the Greystone Neighbourhood Plan demonstrate how future communities can be designed using neo-traditional town planning and Smart City principles to address unique challenges in the post-COVID-19 world.

About the Author
Patrick Wetter RPP, MCIP, LEED AP is an Associate in the Calgary office of B&A Planning Group, one of western Canada's largest community and land development planning firms. Patrick has over 17 years of experience achieving land use and development approvals that have benefited both public and private sector clients in Alberta. Beyond municipal approvals, Patrick's community development experience encompasses urban design, sustainable development, policy writing, project management, public consultation, land use investigations, needs assessments and international development. Patrick can be reached at pwetter@bapg.ca or (403) 692-4362.

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Vote with Your Feet:
5 Steps to a Better City

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The metropolis is the medium. It shapes our cities and impacts how we live. As city builders, we are called upon to shape the public spaces between buildings. Due to Covid-19, we are exploring new ways to engage with the public about what they want. However, how much do social and cultural norms affect our engagement processes? Historically, public engagement has been primarily conducted, well, in public. Over the past year, we have stumbled upon a formula that works in these strange times:

Pilot Project + Social Media = The New Norm in Public Engagement.

From the grand gesture of installing temporary bike lanes to the smaller move of scavenger hunts as education, we are finding new ways to engage our citizens. We are shaking up standard processes by exploring the growing trends in public engagement: social media and pilot projects. One such project is The King Street Transit Priority Pilot Project: a concrete example of how these new methods can work together to create meaningful experiences.

Background

Social media has always supported and encouraged a practice of social interaction at a distance. Since the Covid-19 pandemic began, social media usage has surged. A study of 25,000 consumers across 30 markets in 2020 shows social media use has increased 61% over normal usage rates **(Kantar, 2020).**

Given this trend, there are two questions to consider:

1. What is the implication of accelerated adoption of social media for our cities?

2. How can we harness this acceleration to deliver a better experience of communities for citizens?

On the flip-side, society's absence from public spaces during the pandemic has given us an opportunity to reflect. Have we been making the most of our community spaces?
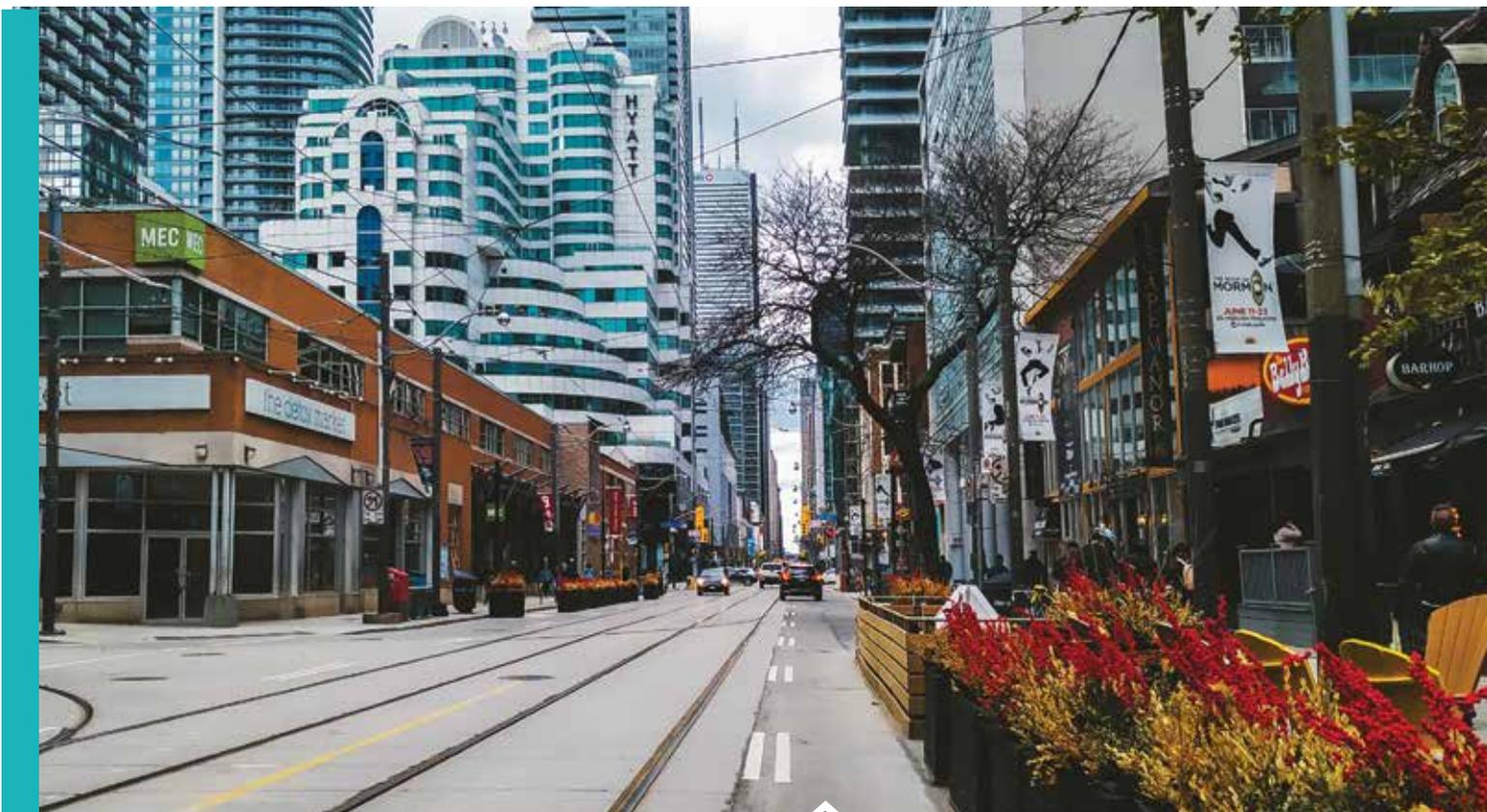
Photographer: Rutvik Patel

As city builders, many of our projects that impact the public realm include a quintessential component: the open house. During the pandemic, we have been exploring alternatives to the open house. The King Street pilot project dives right in and gives everyone the opportunity to experience the project in real time instead of imagining what it could be in the future.

In our experience, open houses go against the natural habits of most citizens. As a result, open houses provide limited and often lacklustre findings. We started asking ourselves, "Is there a better way to engage citizens on their level?"

Our two questions from earlier became three.

Photographer: Debora Fontana

3. What if there were some way to combine social media and pilot projects to devise a meaningful and impactful process where citizens could simultaneously experience the changes in their city - in a temporary format - and shape the final form of the proposed changes?

Shakeup #1: Social Media
It may be easier to understand how these different forms of engagement stack up if we use an objective framework that focuses on process as opposed to outcomes.

The International Association of Public Participation (IAP2) has developed a public participation spectrum based on Arnstein's Ladder of Citizen Participation (1969). On the low end of the spectrum is the "inform" category through which the public is made aware of a project, but has no opportunity for input. On the high end is "empower", where the public collaborates with the project team and has final say on the implementation of the project (See iap2.org for the full Spectrum of Participation Chart).
Here's how we see open houses and social media fitting into the spectrum.

The Open House vs the Pilot Project
The Open House: Traditionally, city builders hold open houses to discuss the potential outcomes of a proposed project with the general public. Typically, these events include poster boards displayed in a room with project details which visitors can view and discuss with project members. Members also make presentations and answer questions. There are typically activities like dot-voting or surveys to gain feedback from participants. Open house success is primarily based on marketing, public willingness to participate, location, and timing. Planning an event that works for the majority of potentially impacted citizens can be challenging.

The Pilot Project: Cities are turning to pilot projects and tactical urbanism installations to address urban issues in a more timely manner. Pilot projects are iterative, low budget, high-return approaches to urban transformations that engage citizens in real-world scenarios. Think of the pilot as the engagement process in reverse. We allow citizens to **experience** the project (or a "lite" version of it) in real-time instead of asking them to engage with planners, architects, and engineers in an abstract forum; they see pictures, presentations, and particulars and are expected to provide meaningful contributions within a three hour time slot.

Open House:
- Variations on a mediocre engagement process that fit in the "consult" and "involve" categories. Engaging with only members of the public that can make the time to be present at the open house.

Social Media:
- Tip the scale towards the "collaborate" and "empower" categories by offering online interaction outside of a time limit, allowing anyone and everyone to participate when it suits them best.

The following table compares key components of each form of engagement.

Open House	Social Media
Fixed outreach / audience	Limitless outreach / audience
Fixed in time - accessible during event	Fluid timeline - accessible anytime
Requires hierarchy - professionals host the event and guide the process	Equitable structure - every individual is a creator / idea pilot
Biased toward more extroverted individuals	Inclusive to all types of people - introverts and extroverts alike
Local individuals/organizations as champions or opposing forces	Social media influencers as champions or opposing forces - including local influencers
Open to all, regardless of access to technology	Exclusive to individuals without access and knowledge of required technology
Becomes impossible due to unforeseen situations - bad weather, global pandemics	Largely unaffected by external situations

According to Statista, as of January 2020, there were over 35 million internet users, and 25 million active social media users in Canada (Clement, 2020). For comparison, nearly 18 million Canadians voted in the 2019 Federal election. In fairness, social media is open to individuals over the age of 13, compared to the voting age of 18, and open houses welcome citizens of any age. However, as of February 2020, only 2.1% of social media users in Canada were under the age of 18 (Clement, 2020a).

The difference between citizens engaging online and in real life should not be viewed as comparison, but a connection. Remember Pokemon Go? Ever use a dating app? Ever go to an event you found on Facebook or Twitter? Social media is not solely about online use. It can be used as a tool to get people out in public, interacting with one another, and experiencing what their cities have to offer.

Photographer: Matt Quin

Shakeup #2: The Pilot Project
This brings us to the second shakeup growing in popularity in cities across the globe: pilot projects. To recap, a pilot project is a low-cost, timely, and "lite" version of a future project to study the impacts and determine whether or not it is worth pursuing in a more permanent form. Pilot projects are typically not subject to the same scrutiny and regulatory process as a permanent project due to its temporal nature, which allows decision-makers to act quickly and without nearly as much fear of negative repercussions if the project ends in failure. As Ruud Cino of the Dutch Ministry of Infrastructure and the Environment once said:

"It is best to fail cheap and fail often."

This is the purpose of pilot projects. If a project fails in a trial run, the public has had an opportunity to experience a change to their city, and provide feedback in real time. The city has the opportunity to make the decision to cancel the project (social importance), face minimal loss (economic importance), and save face (political importance). In a traditional plan-design-build process, public input may not accurately reflect the true outcomes of implementation. This leaves experts scratching their heads and politicians shaking their heads when the completed project ends in failure.

The Case
The following is a great example of a pilot project that has drastically changed the functionality of an important Toronto locale: The King Street Transit Priority Pilot Project.

The project started in 2017 with the idea to remove private vehicles from King Street between Bathurst Streetand Jarvis Street to allow for free flowing transit and cycling traffic while increasing ridership, improving commute times, and improving the quality of pedestrian public spaces. The initial project only consisted of signage to inform the public, paint to improve street legibility, public art installations, and the use of law enforcement to maintain the changes.

As Councillor Joe Cressy stated in 2018, it was a quick fix, but the permanent change became visible to everyone: a clear and consistent corridor for transit and cyclists, potential for extended sidewalks for parklets and patios, and the creation of a dynamic thoroughfare and destination.

"It's a street that becomes a front porch"
- Councillor Joe Cressy

Photographer: Scott Webb

While the project was contentious, with local business owners and drivers complaining about inconveniences to their regular routines, the results showed undeniable improvement to the street.

Pros	Cons
Transit travel time down 1-4 mins on average	Driver time increased 1-2 minute on average
Ridership numbers up 35% in morning, and 27% in eventing	
Cycling increased 440% in peak summer months	
Transit service became more predictable & reliable	Closure of several retail businesses anecdotally due to pilot project
Commercial activity increased 0.3% during first year of pilot project	
Public space improved with placement of parklets and public art	

The project included unique citizen involvement through a host of pop-ups and events such as curbside cafes and curling bonspiels. Perhaps most unique was the temporary parklet design competition which provided the public the opportunity to "explore bold, transformative ideas about how public space can be used in Toronto, and has provided expanded opportunities for public life and activity in new curb lane public space areas" (City of Toronto, 2020).

While the real-world impact of the pilot project was clear, there was a strong online component as well. The project was championed in real life and online through a partnership between the city building non-profit, 8 80 Cities, and the specially formed coalition, King for All, through a campaign titled "We Love King". The coalition consisted of members from TTCriders, Open Streets TO, Cycle Toronto, Walk Toronto, Social Planning Toronto, and seven other key advocate organizations (Draaisma, 2018). The coalition website included an online pledge in support of the project which reached over 2,600 signatures.

The project also had extensive exposure and interaction on Twitter and Instagram with hashtags like #KingStreetPilot. Online interaction fueled in-person experience and vice versa, creating a feedback loop of pilot project impact. Ultimately, this created exponential growth in public awareness, education, and involvement in the project.

As a result, when the project went to council in April 2019, the decision to make the changes permanent passed with a vote of 22:3.
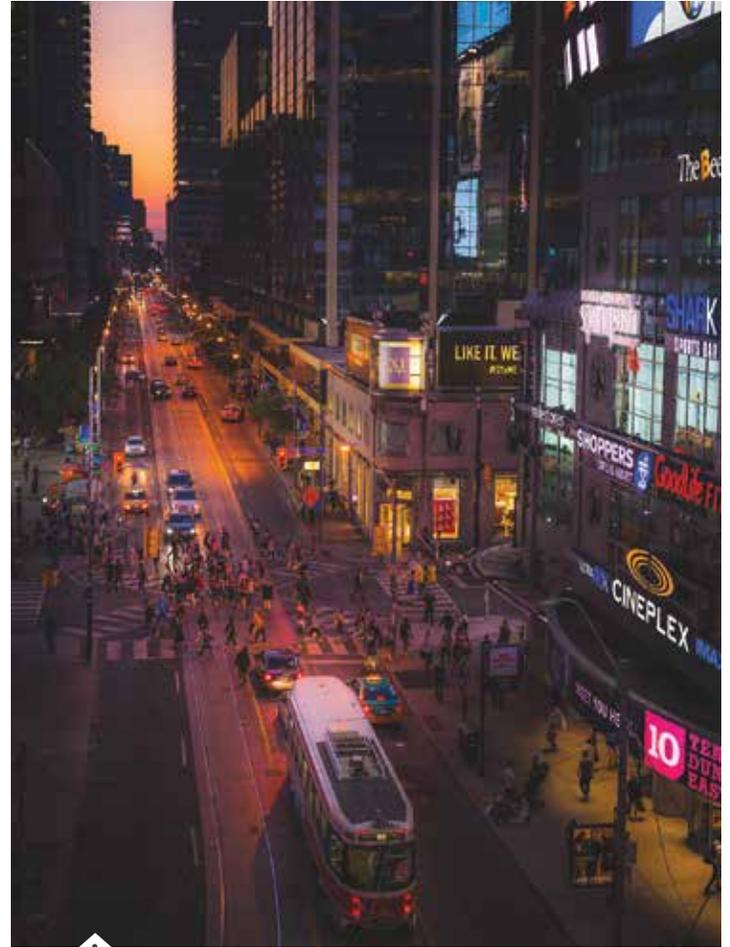
Photographer: Venrick Azcueta

The project showed the five steps to a better city:

Low cost and low barriers to implementation

Real-life and online citizen interaction

Easily informed everyone who regularly uses the street - call it "Lived Education"

Opportunity for the public to experience the project in a temporal manner

Measurable metrics like ridership numbers, commute times, and commercial activity to determine impact

The Takeaways
Break Down Barriers
If engagement can happen through everyday lived experience, the likelihood of participation and valuable feedback increases exponentially.

Easy Engagement
Easy engagement should weave its way into the average person's daily rituals and routines. We should offer experiences and the public should vote with their feet.

Try Before You Buy
The King Street Pilot Project stands as a prime example of how real-life data can provide municipal leaders with the evidence needed to move a project from temporary to permanent.

Experience Over Engagement
Quantitative data that analyzes lived experience offers higher volume and more accurate engagement results than traditional methods like open houses.

The Three Rs
Through regular *research*, *reflection*, and *redevelopment*, we can adapt our processes to improve the engagement experience and build better cities with confidence.

The pandemic shed light on the importance of public life. As we all explore the questions of engagement, we can apply the five takeaways to create more effective processes, make more informed decisions, and help cities and their citizens thrive as we collectively shape the new normal.

About the Authors
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Small City with Big Ideas: A New Approach to Zoning

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Lisa Drury RPP, MCIP | Senior Planner City of Beaumont

When the City of Beaumont set out to develop a new zoning bylaw, we knew we wanted to create something completely different than our traditional bylaw. The previous Land Use Bylaw is from 2012, and a number of legislative, jurisdictional, and policy changes had occurred since that time.

Beaumont, Alberta is a fast growing municipality situated within the Edmonton Metropolitan Region. In 2017, Beaumont annexed enough land to double the City's current population of 18,000. In 2019, the City approved a new Municipal Development Plan: Our Complete Community to guide how the community will grow, and the Edmonton Region approved a new Growth Plan the year before. With this much change on the horizon, it was time to update the Land Use Bylaw to focus on flexibility, innovation, and diversity.

Recognizing that the status quo would no longer meet our needs, the city partnered with McElhanney to undertake an extensive engagement process to explore ideas that had never been contemplated in our small but rapidly growing community. What resulted was a new zoning bylaw, called Our Zoning Blueprint that pushed the municipality to take a new approach to land use regulation. The new approach required the City and builders to adapt to the challenges and lessons learned along the way.

The City realized early on that it wanted to incorporate principles of form based codes within the zoning bylaw. Still within the overarching understanding of uses that is the foundation of most land use bylaws (and a legislative requirement), a form-based approach integrates key site and building design aspects that clearly illustrate expectations and re-organizes the bylaw to be wholly mixed-use. Traditionally, land use districts have been based solely on use separation such as residential, commercial, or industrial. Our Zoning Blueprint has a mix of uses in all land use districts except industrial. The bylaw defines its districts based on form and intensity instead, where each district has a mix of uses that are similar in building form and character and have compatible levels of intensity. The resulting hybrid approach allows for more flexibility to respond to the needs of the community and ability to grow and change over time.

With the goal of being more flexible and to simplify land use regulations, Beaumont consolidated more than 30 districts from the previous zoning bylaw into 7 districts (Figure 1 – Previous land use map and current land use map). The layout and regulatory content for each district follows the same user-

friendly format. For example, each district lists 45 broad uses as discretionary, permitted, or not permitted instead of only listing those uses that apply to the district (Figure 2 – Example of use table from two districts: Integrated Neighbourhood and Commercial). Each district is colour coded and uses figures and tables to more clearly communicate regulations. The zoning bylaw is also supported through form based regulations with clear visuals and graphics to present key site and building design requirements (Figure 3 – Example of a frontage standard for shop front). The bylaw was also completely re-structured so all regulations for a particular district are located in that district, reducing the need to cross-reference other parts of the bylaw. The result is that an applicant only needs 10 or so pages from the entire bylaw to have all regulations pertaining to the subject parcel, thereby significantly decreasing missed clauses or regulations and increasing user confidence.

A key focus of developing the zoning bylaw was to implement the vision established within overarching plans and policies. Some specific aspects of Our Zoning Blueprint that implement that vision include:

- **To meet density targets set out in higher order plans,** Our Zoning Blueprint requires shadow plans as part of subdivision applications to demonstrate how the minimum density is achieved for planned development, and residential districts allow multiple dwelling units on a property.

- **To encourage diverse and inclusive housing types and affordability,** Beaumont consolidated each form of residential development into a single definition: Dwelling Unit. Instead of distinguishing between different residential forms as uses, a streamlined approach to regulating housing encourages increased density via secondary suites, garage suites, and other innovative housing forms that meet different needs and life stages. All are regulated by site and building form instead of by use.

- **To support a growing business community and build a more complete community,** Our Zoning Bylaw includes appropriate scale business and commercial uses as discretionary uses in residential areas and focuses more on the form of the building fitting into the residential area than the traditional segregation of uses. This provides opportunities for

commercial businesses to be located throughout our neighbourhoods. The bylaw also improves walkability, provides key services to the community, and supports employment and entrepreneurship. The City can also allow for adaptive reuse of the building stock over time.

- **To support alternative forms of transportation**, the bylaw reduces parking requirements to better balance the supply and demand of parking. Subdivision design standards implement maximum block lengths and mid-block pedestrian walkways to improve walkability of neighbourhoods. Together, these regulations help to accommodate alternative modes of transportation supported by Beaumont's new Transportation Master Plan.

The City benefited from several factors that contributed to this zoning transformation: the successes of other form based bylaws helped lead the way; Beaumont was fortunate to have a council and stakeholders willing to try something new; and Beaumont is nimble and not afraid to make mistakes in order to implement new ideas. However, the process and the final bylaw were not immune to various challenges. Many of the regulations received initial opposition from staff, city council, and the development community. Collaboration became essential along the way to satisfy diverse concerns. In the end, the zoning bylaw achieved unanimous support from speakers at the Public Hearing, which was a testament to the continued commitment to collaboration.
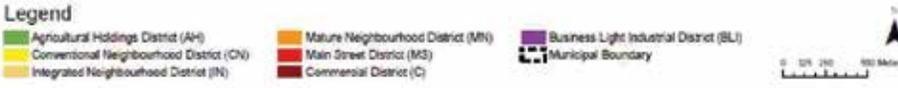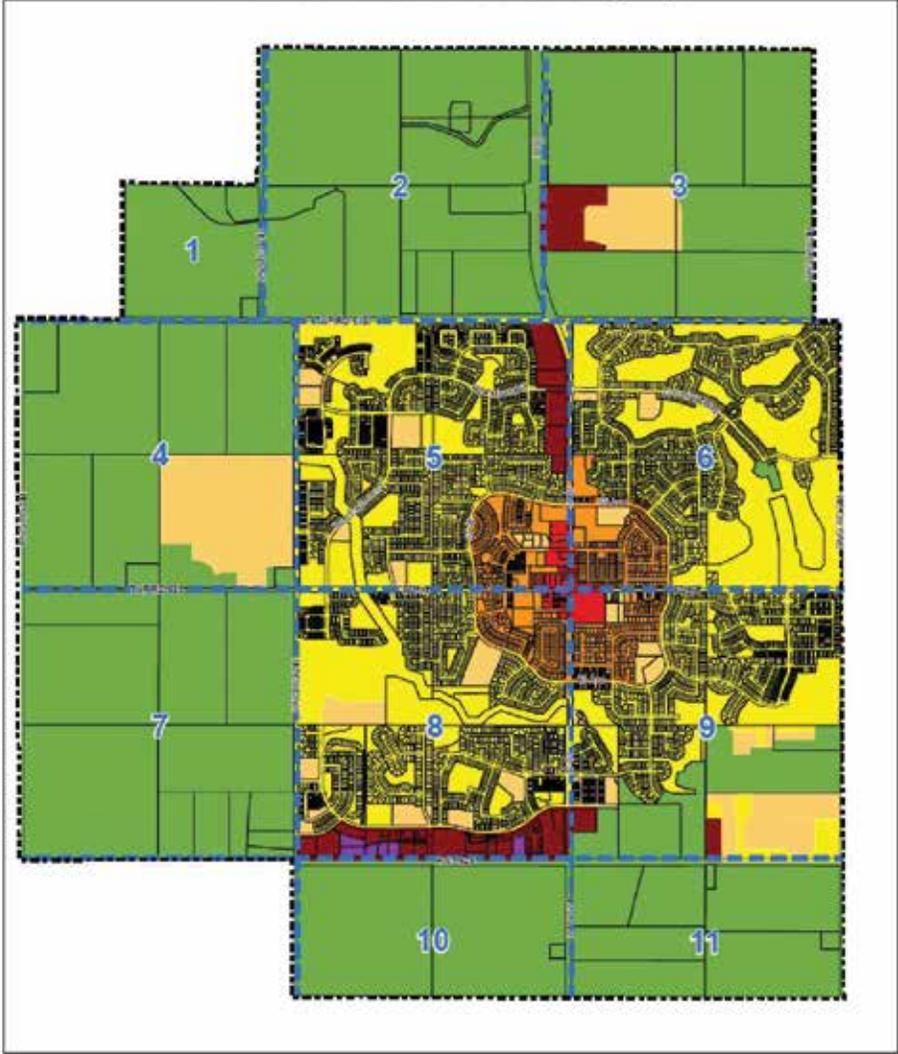
Previous land use map
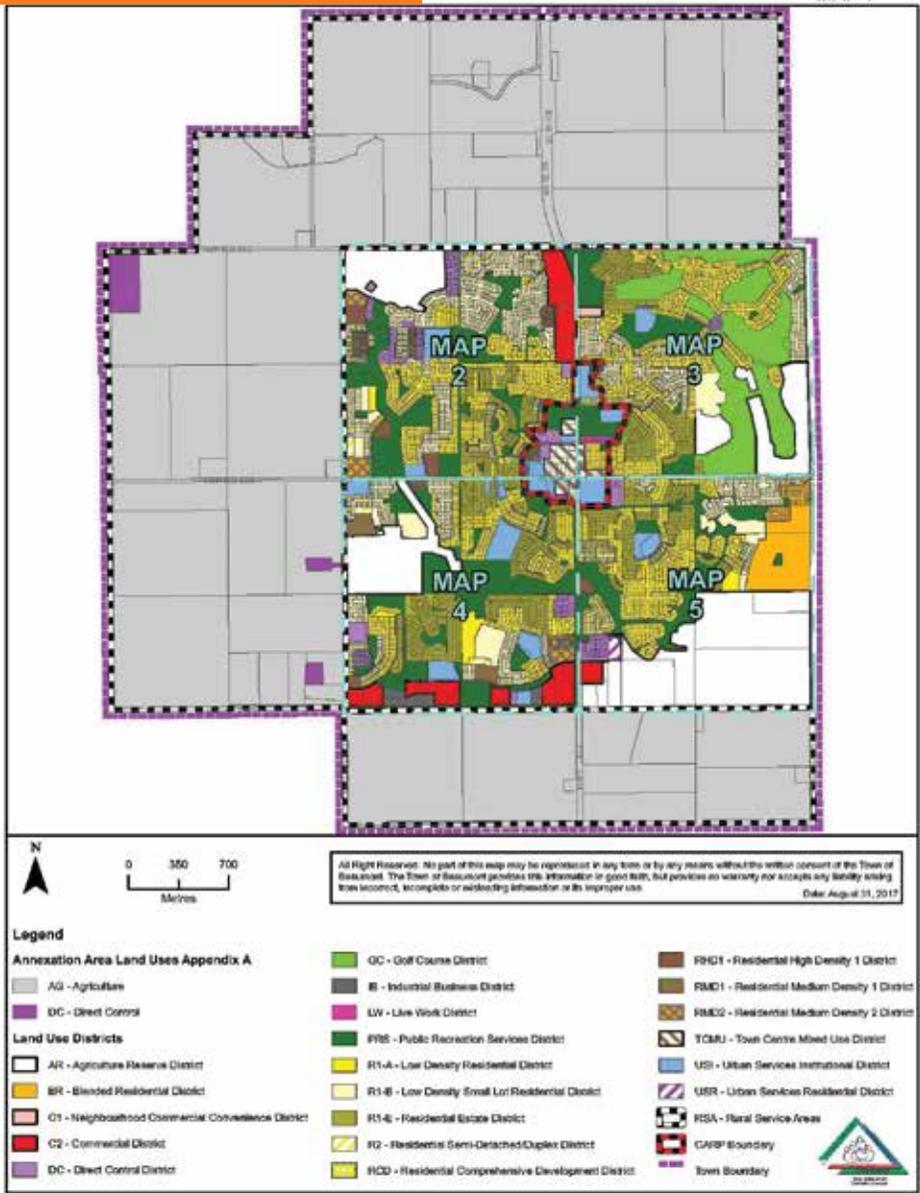
Implementing a new zoning bylaw has been a learning process for staff and community users. The new zoning bylaw has more discretion than the previous bylaw, which allows decisions to connect to higher order policies and strategic goals with on-the-ground community building, while also being flexible to unique contexts.

Knowing this bylaw was a big change, Beaumont created a rigorous 5-year monitoring program to continuously improve Our Zoning Blueprint to try and reconcile any concerns that emerge. Goals include improving ease of use, providing clarity on application process and decisions, as well as providing flexibility on site design. The monitoring program has assessment metrics that relate to the listed goals.

The City of Beaumont knows that this bylaw already has and will continue to change over time. Interpreting and implementing a new approach to regulating land use provides for lively internal discussions every day. The City has enjoyed finding new solutions along the way. Throughout this process, Beaumont remains optimistic that the new zoning bylaw will continue to help the city grow, evolve, and improve the everyday outcomes for our community.

Current land use map

Legend

Agricultural Holdings District (AH)
Conventional Neighbourhood District (CN)
Integrated Neighbourhood District (IN)
Mature Neighbourhood District (MN)
Main Street District (MS)
Commercial District (C)
Business Light Industrial District (BLI)
Municipal Boundary

PART 3: LAND USE DISTRICTS

MAIN STREET DISTRICT (MS)

3.6.2 Uses

The uses identify whether a use is permitted, discretionary, or not allowed in this land use district. Definitions are provided in Part 6.

AGRICULTURE USES	
Agriculture – General	-
Agriculture – Intensive	-
Agriculture – Urban	P

RESIDENTIAL USES	
Dwelling Unit(s)	P
Mobile Home	-
Temporary Dwelling Unit(s)	D

LODGING USES	
Bed & Breakfast	P
Campground	-
Hotel / Motel	P

BUSINESS USES	
Arts & Crafts	P
Home Based Business – Major	P
Home Based Business – Minor	P
Office	P

COMMERCIAL USES	
Adult Entertainment	D
Drive Through Facility	-
Entertainment Establishment	D
Gas Station	-
Golf Course	-
Kennel	-
Restaurant / Café	P
Restricted Substance Retail	D
Retail & Service – General	P
Retail & Service – Large	-
Show Home	P

INDUSTRIAL USES	
Industrial – Medium	-
Industrial – Light	-
Recreational Vehicle Storage	-
Wash Station	-

INSTITUTIONAL USES	
After Life Care	D
Cemetery	-
Culture	P
Education	P
Government	P
Hospital	D
Human Services	P
Recreation – Active	P
Recreation – Passive*	P
Parking Lot with no associated Use	D
Special Events	D

OTHER USES	
Accessory Building or Structure	D
Public Utility*	P
Excavation, Stripping & Grading	D
Private Utility*	P
Sign (as per Part 4)	P / D
Temporary Development	D

* No Development Permit required

> P = Permitted Use
>
> D = Discretionary Use
>
> - = Not allowed

3.4.2 Uses

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AGRICULTURE USES	
Agriculture – General	-
Agriculture – Intensive	-
Agriculture – Urban	P

RESIDENTIAL USES	
Dwelling Unit(s)	P
Mobile Home	-
Temporary Dwelling Unit(s)	D

LODGING USES	
Bed & Breakfast	D
Campground	D
Hotel / Motel	-

BUSINESS USES	
Arts & Crafts	D
Home Based Business – Major	D
Home Based Business – Minor	P
Office	P

COMMERCIAL USES	
Adult Entertainment	-
Drive Through Facility	-
Entertainment Establishment	D
Gas Station	-
Golf Course	D
Kennel	-
Restaurant / Café	D
Restricted Substance Retail	-
Retail & Service – General	P
Retail & Service – Large	-
Show Home	P

INDUSTRIAL USES	
Industrial – Medium	-
Industrial – Light	-
Recreational Vehicle Storage	-
Wash Station	-

INSTITUTIONAL USES	
After Life Care	D
Cemetery	-
Culture	P
Education	P
Government	P
Hospital	P
Human Services	D
Recreation – Active	P
Recreation – Passive*	P
Parking Lot with no associated Use	-
Special Events	D

OTHER USES	
Accessory Building or Structure	P
Public Utility*	P
Excavation, Stripping & Grading	D
Private Utility*	P
Sign (as per Part 4)	P / D
Temporary Development	D

* No Development Permit required

P = Permitted Use

D = Discretionary Use

- = Not allowed

Example of a frontage standard for shopfront

f) SHOPFRONT

A frontage where the entrance feature is at sidewalk grade and where the façade has several windows on the ground floor with an awning or similar structure projecting over the entrance.

Section View	Plan View	Entrance Feature characteristics:		
		i. Width	ii. Depth	iii. Height
		Percentage of lot width	Exterior foundation projection of the entrance feature	From grade to lowest point of the awning or overhang
LOT► ◄R.O.W. PRIVATE PUBLIC FRONTAGE FRONTAGE ►◄	LOT► ◄R.O.W. PRIVATE PUBLIC FRONTAGE FRONTAGE ►◄	30% min	1.5 m min	3.05 m max

APPI 2021
PLANNING AWARDS

Each year, the Alberta Professional Planners Institute recognizes exemplary work within the planning profession. Awards acknowledge meritorious plans and projects, undertaken in whole or in part by members of the Institute, that significantly contribute to the livability of communities in Alberta, Northwest Territories and Nunavut.

APPI received 13 submissions in response to the 2021 Call for Planning Awards. At the 2021 APPI Planning Awards Celebration, hosted virtually on October 21st, APPI announced and celebrated the following three recipients of an APPI Planning Award of Merit.

Please join APPI in congratulating the recipients of the 2021 Planning Awards

AWARDS OF PLANNING MERIT

City of Edmonton Open Option Parking Special Study
City of Edmonton

myMH - Medicine Hat Master Plan Comprehensive and Policy Plan
City of Medicine Hat

Pigeon Lake Watershed Management Plan Special Study
Municipal Planning Services
CPP Environmental

Congratulations to the recipients of this year's APPI Planning Awards of Merit!

Thank you to all of those that took the time to prepare and submit their plans and projects for consideration.

Tensions in Tactical Urbanism:
The Role of Urban Planners and Citizens

Sara Haidey MSc
Kyle Whitfield PhD, RPP, MCIP

Introduction

Tactical urbanism (TU), a form of placemaking, community engagement, or citizen action, is quickly gaining popularity with both urban planners and citizens (Lydon & Garcia, 2015; Beekmans & De Boer, 2014; Guinand, Franz, Riegler, & Velkavrh, 2019). This mode of urbanism comes in a variety of forms: from guerilla gardening to traffic calming measures and pop-up shops to name a few. Such initiatives are spearheaded by a number of actors, including citizens, community organizations, developers, and urban planners. As TU is a fairly new concept for many, the roles of actors within such activities remains unclear in current literature. The multi-faceted nature of TU necessitates further investigation into the role of urban planners and citizens.

This study uses an exploratory qualitative approach to provide further insight into the potential roles and responsibilities urban planners and citizens can assume when organizing, creating, or participating in TU initiatives.

Tactical Urbanism and Planning

Urbanist and planner, Mike Lydon defines Tactical urbanism (2014) as "a city, organizational, and/or citizen-led approach to neighbourhood building using short-term, low-cost, and scalable interventions intended to catalyze long-term change" (pp. 8). Tactical urbanism can take a multitude of forms. Specifically, TU interventions can fall along a spectrum of sanctioned to unsanctioned efforts, involving citizens, developers, and local governments (Lydon, Bartman, Garcia, Preston, & Woudstra, 2011, 2012). Sanctioned efforts are legally permitted, with city planners or government agencies often organizing these efforts. (Lydon et al., 2012). For example, PARK(ing) Day is a large annual event held in many North American cities and municipalities organizing events. On-street parking spaces are converted into creative park-like spaces for citizens to enjoy for one day. Unsanctioned efforts are typically when citizens partake in unauthorized or quasi-illegal actions. (Lydon et al., 2012). Guerilla gardening is an example of an unsanctioned effort in which gardeners work on private or public land without permission (Lydon et al., 2012). As there are a number of actors involved, interests and goals can clash or create barriers to achieving TU outcomes. City officials must approve unsanctioned and grassroots initiatives, with something akin to a development permit. If they do not, the project is at risk of violating municipal laws and officials could take it down. (McGuire, 2018). Thus, it is evident that tension exists between informal actors (citizens), and formal actors (city officials and planners) in TU processes.

Temporary and low-cost installations such as urban art, murals, and pop-up gardens create vibrancy and interest within an urban setting. In turn, TU provides a variety of social and economic benefits for communities including social capital and economic reinvestment (Marshall, Duvall, & Main, 2016; Schaller & Guinand, 2018). Despite these benefits, several challenges and constraints can also arise in the pursuit of TU initiatives such as accessing funding and permits or gaining municipal and community support. Due to the bottom-up and activist origins of TU, the role that urban planners and citizens should play in tactical urbanism processes is not fully understood or formally established. Current literature provides an unclear understanding of the role planners should play in TU processes. However, most experts agree TU is an excellent opportunity to balance actors' interests and allow for greater citizen participation and empowerment.

Study Methodology

A qualitative exploratory research design approach was utilized to answer the central question of this study: How is tactical urbanism experienced by urban planners and by citizens? This study examined both primary and secondary data sources. The key data source for this research were individual semi-structured interviews with key informants. Key informants included urban planners and citizens who have been involved in tactical urbanism activities in Calgary and Edmonton, Alberta. Specifically, three urban planners and three citizens (n = 6) were selected. Each participant was virtually interviewed on Zoom or Google Meets, separately and individually. Authors analyzed grey literature documents such as tactical urbanism guidebooks and strategies to support the findings from the key informant interviews. The documents included Lydon et al.'s (2012) Tactical Urbanism Guidebook Volume 2: Short-term Action for Long-term Change and the Tactical Urbanism Toolkit by TransLink (2020) in Vancouver. The study uses these specific documents as they serve as guidebooks or toolkits available to municipalities, private firms, community organizations, and individuals.

Findings

The following section explores the major themes that arose through interview and document analysis. Major themes included permission space, bureaucracy, and co-creation. Additionally, several sub-themes emerged from the major themes, including leading by example, experimentation, navigation, municipal support, and buy-in (Table 1).

Planners and Citizens	MAJOR THEMES	SUBTHEMES
	Permission Space	Leading by Example
	Bureaucracy	Experimentation Navigation
	Co-Creation	Municipal Support Buy-in

Permission Space

Participants defined permission space as what the city deems permissible or acceptable, therefore sanctioning the TU initiative. Specifically, the planners conveyed that the city needs to "open up" and "create a bit more" permission space to allow for "collaboration", "participation", and "compliance" from citizens. From a citizen's point of view, the city needs to "accept" or "sanction" their TU activity in order for there to be an increase in community participation and creativity.

Both citizens and planners felt that "leading by example" or "setting precedents" also opens up permission space for more people to participate in TU. Both documents by Lydon & Garcia (2012) and TransLink (2020) provide a number of TU examples and "how-to" projects to "help provide inspiration." Successful examples can inspire residents from other communities within the city to organize and create their own projects. The unique traffic calming polka-dot intersection in one citizen's community created a demand for the project to be "replicated" in other communities across Calgary. This citizen expressed, "the city [received] so many calls" requesting a polka-dot intersection, but so far, the project has not been replicated. Precedents such as the polka-dot intersection are "so simple" as they have "already [been] done" and "we already know how to do it."

Polka-dot Intersection in Bridgeland, Calgary.
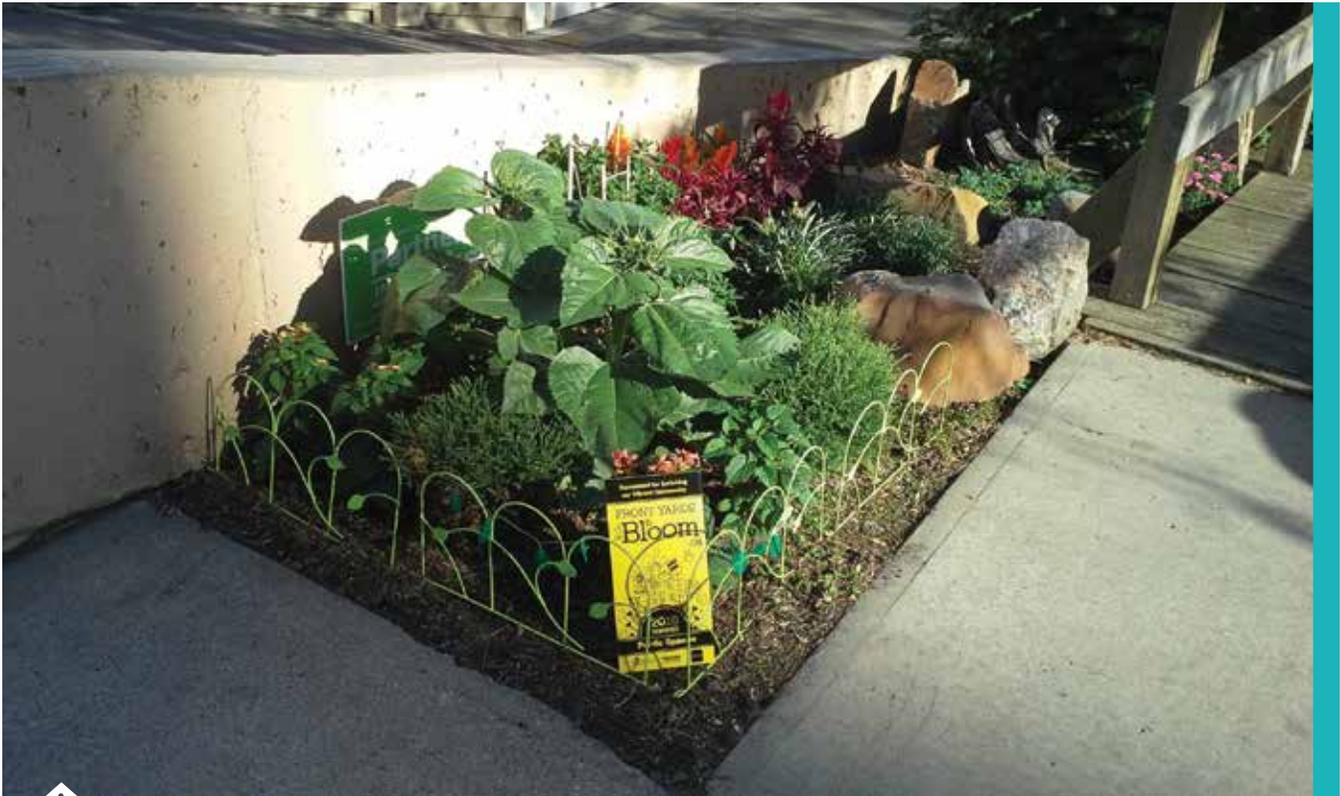
Guerilla Garden in Oliver, Edmonton

Bureaucracy

In the context of barriers to participating in TU, bureaucracy and bureaucratic processes within municipalities were a key theme from participants. Citizens expressed frustrations with going through formal municipal processes to sanction their TU project. In the case of guerilla gardening, one citizen said, "If I would've approached the city, it would've taken two years. Maybe three or four years." The rationale used for creating an unsanctioned garden was to "push" and "shorten [the] timeline" instead of going "through all the red tape to get it done."

Due to the bureaucratic nature of municipalities, navigating city processes for permits, applications, and grants were seen as a barrier for many citizens. Several citizens also mentioned that it was difficult to know who to talk to in the city. Planners felt one way to contribute toward TU initiatives was to assist with navigating municipal bureaucracy. Planner 1 and Planner 3's unit at the city, Liveable Streets, helps navigate [community organizations] through the process of applying for permits and "connecting [them] to all the right people. Although bureaucracy is seen as a major barrier, many participants conveyed ideas around TU as a work around the typically long city processes. TU projects can be a form of experimentation, testing and refining of ideas, and quick change. Furthermore, through an iterative and experimental process, municipalities and organizers of TU can gather feedback from community members to see what worked, saving municipalities large sums of money in the long-term.

Co-Creation

Participants in the study defined co-creation as a shared process between citizens and the municipality in creating, organizing, and participating in TU. Additionally, participants mentioned ideas of collaboration, working together and partnerships between citizens and planners to create successful TU projects. As one planner stated, TU is "a method for community groups [and] for individuals to take a hand in creating their city." The planners also expressed that the role between planners and citizens in TU processes should be "balanced" and "there is room for both" to play a part. Further, they believed that the municipality should play a "supportive role" by "being ready to work with communities no matter where they're at." Both documents by Lydon & Garcia (2012) and TransLink (2020) discussed TU as led by a multitude of actors including municipalities, community organizations, and citizens. Furthermore, TransLink (2020) expressed the need for municipal permission and support or partnership on every TU project.

Comparably, citizens agreed with municipalities playing a supportive role as "facilitators", but said citizens should be "taking the lead" or "initiative" on TU projects. One of the major reasons for this connects back to the theme of bureaucracy, where citizens believe community-led TU can lead to "quicker change". As well, citizens felt that the "local expertise" and "knowledge" community members possess is an asset to organizing or creating TU. However, municipal support is needed in many facets such as assisting communities with "navigating permit processes", providing "funding and grants", "connecting communities with "points

of contact", and "ensuring safety" and "taking on [the] liability" of the project.

Co-creation can lead to greater "community support" and "buy-in." Both citizens and planners believed that community-led initiatives will create "more buy-in" and "ownership in the community" because "they thought of [the idea]" and "creat[ed] these spaces." According to TransLink (2020), "a powerful sense of ownership and legacy can be formed when these parties work together to re-imagine the community spaces they share" (p. 5). Additionally, one planner stated, "I feel like it's better embraced by the community when it's created by the community than by the City." This example connects to Lydon et al.'s (2012) and TransLink's (2020) idea of meaningful engagement as a means to achieve community buy-in and build trust. Moreover, gaining community support through engagement is necessary when transitioning temporary projects into permanent ones (Lydon et al., 2012; TransLink, 2020).

Discussion and Conclusion
Evidently, tension within TU exists between planners and citizens, the formal and informal, and regulation versus activism. Currently, TU is situated between the citizens' urgency for change and the municipality's responsibility of regulation. Citizens have the right to participation and engagement within their community. At the same time, planners and municipalities have a responsibility to consider the welfare and public interests of the city as a whole. This demonstrates the need to find a balance between competing actors and interests within TU processes.

As demonstrated by the study findings and results, both planners and citizens generally agreed that planners should play a facilitative role in assisting communities in developing their own TU projects. Like all planning activities, TU is contextual, and one-size fits all approaches are typically unsuccessful. Planners can contribute to successful TU by supporting and adapting to communities' needs. They can provide appropriate levels of assistance based on the needs of the community. As TU was historically a form of activism for citizens, planners must be careful not to overstep their bounds and take power from citizens. Defining TU as a 'citizen-led' or a 'co-created' initiative can help retain the perspectives of citizens. Co-creation is also a step towards more equitable and inclusive forms of TU as it allows for power imbalances to be shifted, thereby increasing citizen engagement and empowerment. Community members possess intimate knowledge of their community and can contribute to a better understanding of the local issues at play. Using citizens' expertise is integral to achieving successful TU projects. When we allow citizens to take action within their communities, ultimately a sense of ownership or buy-in is the result, as is the creation of long-long-term sustainability of TU and its positive benefits.

About the Authors
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Dear Dilemma,
I have been talking to a Planner and they have been bragging about the perks they have been getting from developers for helping with their developments. I know there are some societal norms where lunches and golf may occur between planners and developers, but given the long list of perks they bragged about, I am concerned this person has crossed a line. I don't want to be a tattletale, but I am wondering if APPI can look into this and investigate to see if it is true?

Concerned about the perks

Dear Concerned,
APPI's primary role is to protect the public interest. APPI ensures that regulated members of the Institute (RPP and candidate members) uphold ethical standards and maintain a Professional Code of Practice, to which all practicing professional members must adhere.

As part of your Professional Code of Conduct, you "must report to the appropriate authority any conduct of a member that is incompetent or unethical with respect to the practice of professional planning". While reporting your fellow planners to APPI as part of a complaint against them can feel like a betrayal, it is your professional duty as a regulated member of the Institute to do so.

The APPI discipline process can be a fairly simple process, where first you would want to contact the Executive Director of APPI to discuss the issue and the process. If you are still unsure, the Executive Director may put you in contact with one of the members of the Discipline Committee to discuss further. Once you are prepared to make a complaint, you are required to submit a written complaint. The individual who had a complaint lodged against them will be given the opportunity to provide a written response. While you suggested the concern should be investigated, APPI's discipline process does not allow an investigation to occur. A review of the complaint is completed by a member of the Discipline Committee, based on the complaint and the response from the member to determine if the complaint is frivolous and vexatious. If the individual who reviews the complaint feels that the complaint is frivolous and vexatious, the complaint will be dismissed. Should a complaint be dismissed and the complainant not agree, they would have the option to appeal to APPI Council and should APPI Council feel that the complaint is not frivolous and vexatious, it could proceed to a full discipline hearing.

For more details on APPI's discipline process, please contact the APPI Executive Director or visit www.albertaplanners.com

This piece is a new addition to *PLAN North West* and will be a regular feature of this publication. In Dear Dilemma, the Discipline Committee and/or Professional Practice Review Committee of APPI, SPPI or MPPI will explore a professional quandary. While the letters to Dilemma are composed by the committee members, the scenarios are based on true life experiences. If you have any comments regarding this issue of Dear Dilemma, or if you have a question that you would like answered in Dear Dilemma, please contact MaryJane Alanko at execdir@albertaplanners.com.

In this particular issue of Dear Dilemma, the APPI Discipline Committee explored a professional dilemma with an answer based on APPI's regulatory and legislative context including the APPI Professional Code of Practice, the Alberta Professional Planner Regulation and the Professional and Occupational Associations Registration Act (POARA). In future issues, *PLAN North West* will explore dilemmas in MPPI and SPPI's regulatory and legislative context.

Tartu Public Smart Bike-Share

Karolina Drabik RPP, MCIP

The rich, dense forests of the Baltic countries have nurtured my love of foraging for mushrooms and berries, while the long stretch of white sand beaches have brought back the nostalgia of my childhood summers in Poland on the Baltic sea. The historic old towns, medieval fortresses, and country manor houses gratify my preoccupation with built form and antiquity. Most would agree that our thinking, our conceptual framework - the glasses by which we see the world - is shaped by several dimensions such as experiences, culture, religion, education, family, and geography. Growing up in Canada, first in Toronto and then in different communities in Alberta, I recognize the implications of geography on planning and development. Such as the importance of water bodies for settlements scattered across the prairies, and that "boom town" buildings were a quick solution to approaching winter. Of course, geography is imperative, but it may be too simplistic to assume that it's our geography that necessitates many of the transportation patterns we have established in Canadian cities. Having lived in two of the three Baltic countries, Latvia and Estonia (the third is Lithuania) for nearly five years, one can see that even in regions where geography and climate are similar to Canada's, how cities are planned, and the way people move is very different.

"No such thing as bad weather, just bad clothing."
Josie Hunsdon

Striving to shake the legacy of the Soviet occupation, these three small countries have made noticeable progress in their efforts for urban renewal and the expansion of mobility choices. Estonia, for example, is a technology-savvy country. It has implemented a variety of smart city solutions in towns and cities of various sizes. In June 2019, Tartu, a city with just under 100,000 residents launched a public bike-share system. The municipality deems bike-sharing an essential public good, connected to the municipal bus system. When public bike-sharing began in Tartu, I was eager to download the app. Smart-bikes offered yet another mobility option for my family. We were already walking, biking, taking the bus, using taxis, and car-sharing, depending on the need. We made a conscious decision not to own a car when we moved to Europe. Like many planners, I was trying to live the life I preached professionally.

Thinking about Mobility at all Levels
In 2015, the SmartEncity European Union Horizon 2020 research and innovation program named Tartu a "Lighthouse"

Photographer: Karolina Drabik

project. The program aims to "develop highly adaptable and replicable systemic approaches for transforming European cities into sustainable, smart, and resource-efficient urban environments."[1] All levels of government are prioritizing urban mobility and innovation through policy and funding. The public bike-sharing system is one of the initiatives the program launched. The other achievements are: a Climate and Energy Plan along with a Cycling Strategy; updated district heating and cooling systems; retrofitted old soviet time buildings known as "khrushchyovkas" into "smartovkas"; a project to reuse old EV batteries in Tartu's electric taxi fleet; 60 new biogas buses; a pilot area of the City where buildings are fully renovated with smart home systems; LED lighting; lecture series and public engagement; art solutions; funding studies with the local university; and various social innovation experiments. As one of the last projects, planning for the bike system started in the summer of 2017 and was ready for public use two years later. The overall cost of 2.5€ million was shared between the national government of 1.75€ million; project funding of 750€ thousand (30%); and the remainder from the City of Tartu. Initially, 69 bike-share stations were located across the City with 510 electric and 240 regular bikes. The City plans to expand the number of stations by ten every year. The aim is to optimize the system by deploying 1,200 bikes.

The "15 Minute City"
Tartu is a great place to live. It is the archetype of a "15 min city." Everything you need is within 15 minutes by foot, bike or transit. I can choose from two bike stations within a

3-minute walk from my home. Tartu's municipal boundary is approximately 38.8 km2, a significantly smaller footprint as compared with cities of similar size in Canada's prairies (see sidebar). No doubt that overall density and distances play a role in bike-sharing success. In a conversation with Jaanus Taam, the bike-share system project manager, he shared "as good practice, cities that are considering a bike-sharing system should take an entire city approach." In his view, cities often take a partial approach, only in the central area or between attractions. Tartu's comprehensive approach encourages people to use the system because they can get to their exact destination, not just the approximate neighborhood. My experience confirms this. The City's goal was to create a usable, comfortable, city-wide system with stations near bus stops. Large urban areas often start with a fragmented, piecemeal approach for various reasons, but smaller cities should consider Tartu's strategy.

Cultural Considerations

Citizen behaviour and cultural values impact urban design. I have become more aware of this concept living in Estonia. Biking has always been what people do, just as walking and taking public transit. It's not a "let's bring it back" idea. In fact, cars have been the more recent addition to the mobility network. Sidewalks have always been wide for pedestrian traffic, so integrating bike lanes has been rather straightforward. What struck me was that no public engagement was held to assess whether bike-sharing is a good idea. Taam said, "we did not ask if the bike system is a good idea, we already knew it was, it was simply a matter of implementation." The support for the system was overwhelming. The City of Tartu only sought ideas for station locations from the public. The 2,000 proposals residents submitted were cross-referenced with mobile phone data, shortlisting 89 spots.

According to Taam, the goal was never to replace car traffic with bikes. It was to change behaviour. People who use buses are more likely to consider a bike rather than wait for a bus connection. In this way, the bike offers an alternative to transit for the last leg of a trip. Thinking of mobility along a spectrum of choices, and assisting the public to shift habits towards more sustainable options seems like an effective approach.

When I asked about the application of "winter city design principles," he was genuinely confused by my question. I had to explain the concept and elements, and he chuckled at my question. "It would be abnormal for us not to think about such things as a matter of business, we don't need to articulate such things," he said. At this point, I realized our cultural differences. My experience in Canada is that such design principles ought to be stated in policy and regulation, otherwise they could be ignored. He viewed such matters as just "how things are done."

Photographer: Karolina Drabik

As Tartu builds designated bike lanes, areas near schools take precedence. Constructing bike lanes specifically with young people in mind ensures safe transportation to school. The local thinking is that children should move independently. Taam shared that considerable traffic is related to the needs of children and their extracurricular activities. These types of trips, for example, can be reduced if there are good, safe biking and walking options connected to the public bus system. Children as young as six or seven often take municipal transport to the school on their own. There are no school buses. This was a definite cultural shift for me.

Prairie Cities: Area and Population Facts
Red Deer population 103,000 in about 70 km2;
Lethbridge population 93,000 in 122 km2;
Medicine Hat population 63,260 in 112 km2;
Brandon population 49,000 in 77.41 km2
Yellowknife population 19, 569 in 136.2 km2

Tartu decided to operate the system itself after determining the cost of outsourcing to be double their estimates. Another factor in managing the program in-house was the belief that the service was a public good and not based on business philosophy.

Users rode over 40,000 km on the first day of the service, and 45,000 km the next. The system recorded over 800,000 trips in the first eight months. Bike vandalism mostly took place within the first two months of the launch. To date, only one bike has gone missing, and about 5% of the bikes (40) are unusable due to various reasons. Tartu has

Photographer: Karolina Drabik

adopted a Scandinavian approach to prioritize bike paths for snow removal. This year, funds were allocated to purchase additional snow clearing equipment.

My time in the Baltics has reinforced my understanding of how mobility strategies are linked to socio-cultural context. How we design space, the scale of density, the form of housing, governance structures, mobility priorities, and what we consider an essential public good all impact planning decisions. Climate wise, Estonia compares to Canada, so implementing a bike-share system has less to do with the cold and more to do with attitudes and values. There are many relevant lessons to be gleaned from our European counterparts concerning mobility in similar geographic settings. At this point, I won't mention that Tallinn, the capital of Estonia with a population of 300,000+, has completely free-public transportation for residents that would be the envy of most Canadian cities.

About the Author

Karolina Drabik MPA, RPP, MCIP joined Sturgeon County this past year as the Open Space Lead, planning and developing parks, civic spaces and active transportation networks with an emphasis on sustainable development and human well-being. Karolina has worked in Alberta and abroad for over 20 years in a wide variety of public, private and not-for-profit planning contexts: community development, public engagement, statutory approvals, policy and plan writing, heritage preservation, project management and economic development. Karolina is already using her new foraging skills in Alberta and can be reached at kdrabik@me.com or (587) 568-9950.

Saskatoon's Value-Added
Agribusiness Attraction Strategy

Alan G. Wallace RRP, MCIP | *Director of Planning, Wallace Insights*

Plan for What you Want

How the Saskatoon and Region Economic Developers Association tapped into a unique planning process to become better prepared and attractive for the next wave of added-value agribusiness investment.

Abstract

The Saskatoon and Region Economic Development Authority (SREDA) has recognized the importance of the growing value-added agribusiness industry. The Government of Canada approved Protein Industries Canada (PIC) as one of five 'superclusters' in Canada and has received $153 million in matched federal funding for the agribusiness supercluster. This funding will likely attract $250 million in private investment and a further $150 million in venture capital to position Saskatchewan as a food processing and food technology venture capital centre. SREDA also recognized that the Saskatoon region was not prepared to accommodate this growing industry and its unique requirements. This article is a short summary of SREDA's strategy to become better prepared and more attractive to major international agri-food processors.

Producing 60% of Canada's pulse crops (peas, lentils, etc.) is not enough to attract major international value-added agribusiness companies to our region. The companies, which come looking for locations for their next large investment, find a 'landing spot' relatively quickly. We are mostly talking about new plants which are investments in the $400 million to $600 million range. A strategy was integral to showing these companies that our region was prepared and had done its homework to identify locations which can meet the unique requirements of these industries.

In 2018, the Federal Government announced the Agribusiness Supercluster funding by awarding it to Protein Industries Canada, based in Regina. Meanwhile the Saskatchewan Growth Plan projects $10 billion of revenue from value-added agriculture (up from $4.3 billion) by 2030. All this means the regions which are most prepared stand the best chance of capturing more investment in this sector.

What do we mean by 'most prepared'? That is the question for this multi-phase project and why SREDA hired V3 Companies of Canada Ltd (Phase 1 - 2019) and Wallace Insights (Phase 2 - 2021) to understand what was missing in the Saskatoon region and how much would it cost to become a stronger magnet.

This article provides an overview of the methodology used to create the 'Project Ribbon' Added Value Agribusiness Strategy. The strategy consists of multiple phases. Phases 1 and 2 are now complete.

Phase 1

In the first phase, a Multi-Criteria Location Decision Analysis (MCLDA) was undertaken to determine the level of preparedness between various locations within the Saskatoon region. One of the most important aspects of this study was to involve key stakeholders to form the evaluation criteria. A group of stakeholders, including industry leaders, major utility providers, and regional partners assisted in determining which variables were important to use in the analysis, and their relative weighting. Once the location criterion was set, a detailed location analysis of the Saskatoon region was undertaken.

It was determined through the stakeholder engagement and industry meetings that Agribusiness industries will be attracted to specific locations where there are large quantities of potable water, natural gas, and electricity. They also desire economical access to heavy haul transportation networks and rail. It is assumed that these key elements could be clustered in what we are calling a high-capacity industrial park.

Using industry-standard ArcGIS software for this analysis, the key deliverable of this phase was a heat map which displays the relative level of preparedness between locations within the Saskatoon region. The analysis used map layers to obtain an overall aggregate score of location suitability.

Based on the analysis results, three areas emerged within the Saskatoon region with higher levels of preparedness after analyzing the weighted criteria. It is important to note that this was not a site selection exercise. The analysis identified locations where the potential for the formation of a high-capacity industrial park is highest. The three locations with the highest potential are identified in the map on the next page. The three identified areas obtained the highest aggregate scores. There are other areas with high scores, but would likely require more capital investment to extend infrastructure and increase capacity.

An important finding is that given the nature of high-capacity industrial parks, they did not appear to be suitable within cities. Given the high quantities of potable water, very large

land parcels required and cost of wastewater treatment in particular, cities would have a difficult time providing these attributes and remain cost competitive with other locations. This is not to say that high-capacity industrial parks could not be located within cities, but that significant reductions in cost would be necessary to stay competitive.

Based on the MCLDA analysis, the three most prepared areas for a high-capacity industrial park for agribusiness are

1. The area South-West of the city of Saskatoon, spanning between Highways 14 and 7, between Saskatoon and Vanscoy.

2. The area North of the city of Saskatoon, in the areas between Saskatoon, Martensville, Warman, and the town of Dalmeny.
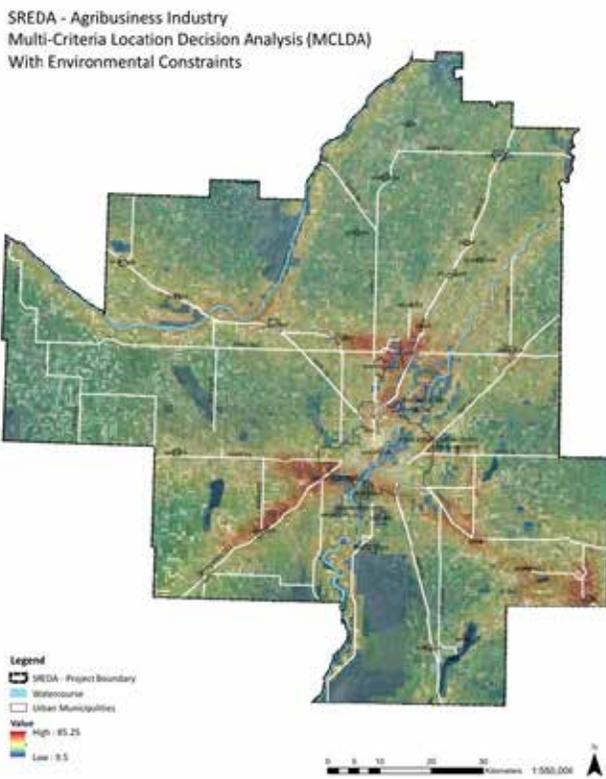
3. The area North of the town of Allan.

Figure SEQ Figure * ARABIC 1 - Multi-Criteria Location Decision Heat Map

Phase 2

Phase 2 of the strategy was a detailed cost analysis. It looked more closely at the costs to bring key utility services and upgrades to each of the three nodes identified in Phase 1. This phase was a precursor to the final phase (marketing, site selection, procurement, and funding) to provide a dedicated location for agribusiness development and prepare the Saskatoon region for new development in line with the Saskatchewan Plan for Growth and Statements of Provincial Interest.

This analysis was conducted on the following basis:

1. The cost analysis needs to be as transferable as possible. Most of the costs in the analysis include relative costs or unit costs, so that they can be relied on for many locations within each of the three nodes identified in Phase 1.

2. The locations chosen for analysis are to be considered as representative only and were used for cost estimation purposes. They do not represent, in any way, a proposal for an agribusiness park at the specific locations chosen.

3. The cost analysis focuses mainly on off-site (major) infrastructure costs to bring high capacities of water, electricity, and natural gas to the locations chosen. The cost analysis does not provide costs associated with on-site utility hook-ups or direct services within the subdivision itself.

The first aspect to consider is not all agribusiness industries or processes are the same or require the same level of service. Each agribusiness process identified below requires a different level of service in terms of electricity, natural gas, water, and wastewater facilities. Wet and conversion processes require the highest levels. The table below describes the differences between the various levels of value-added agribusinesses.
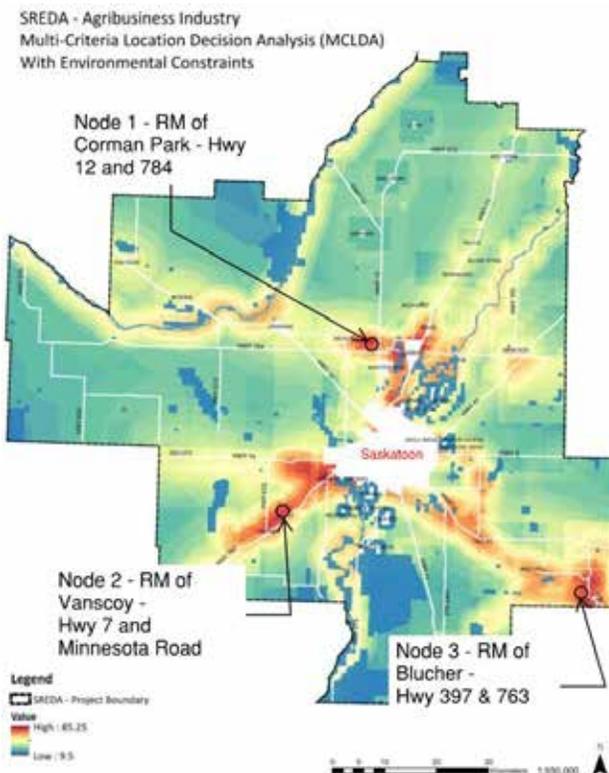
Agribusiness Value-Added Process	Description	Service Requirements
Cleaning and Packaging	This involves the cleaning and packaging of products in bulk form and typically does not involve processing of seeds. In this regard, cleaning and packaging is not viewed as value-added processing.	Light
Dry Processing	The crops are processed using a variety of 'dry' techniques such as pressing, milling, screening, dehulling to produce a variety of products such as oils, juices, meal, and flour.	Light
Wet Processing	Wet or liquid processing mainly involves extraction of products using water, bleaching agent, steam, or organic solvent. The extracts are plant oils, protein concentrates, etc. which can undergo a variety of refining techniques to create the desired product.	Heavy
Product Conversion	Chemical or enzymatic reactions can be used to convert plant raw material into new products with unique properties. Examples include production of biodiesel from canola oil or conversion of starch to ethanol.	Heavy

Agribusiness Processing and Service Levels (Source: POS Bio Sciences)

To undertake the cost analysis, one sample location was chosen from within each of the three leading nodes identified in Phase 1. These are shown in Figure 2 below.

Each representative node was chosen based on the following criteria:

- it was located within a hot spot previously identified in Phase 1 according to the heat map;
- it contains mainly agricultural land with direct access to a highway;
- it is located within a large area allowing multiple parcels and a range of parcel sizes;
- it has direct access to a railway; and
- there was one location in each Rural Municipality which contained a hot spot in Phase 1.

The following map shows one sample agribusiness park used for the cost analysis.

SREDA - Agribusiness Industry
Multi-Criteria Location Decision Analysis (MCLDA)
With Environmental Constraints

Node 1 - RM of Corman Park - Hwy 12 and 784

Node 2 - RM of Vanscoy - Hwy 7 and Minnesota Road

Node 3 - RM of Blucher - Hwy 397 & 763

Sample Nodes for Cost Analysis

Sample hypothetical agribusiness park

The cost analysis included several parts. The main part is summarized below. The wide range of cost estimates associated with the establishment of an agribusiness park is attributed to several factors: location, size of development, and the wide range and types of agribusiness processes and their unique servicing requirements. This report has narrowed the variables and provides in some cases fairly precise cost estimates, and in other cases (i.e. wastewater) provides order of magnitude estimates.

	RM of Corman Park		RM of Vanscoy		RM of Blucher		Note
Gross Area	304		327		178		
Net Area	298		316		160		
No. of Parcels	9		12		8		
	Low	High	Low	High	Low	High	
Raw Land Cost	$760,000	$1,520,000	$817,500	$1,635,000	$445,000	$890,000	Agricultural land (2020)
Highway Upgrade	$891,000		$0		$0		Not all locations required upgrade
Rail Extension	$1,904,829	$2,202,932	$1,924,823	$2,226,054	$1,208,695	$1,396,326	For rail spur
Potable Water	$1,279,000	$2,375,000	$2,114,000	$3,926,000	$4,412,000	$8,194,000	For domestic use only 11.42m3/hr
Non-Potable Water	$8,170,000	$15,174,000	$4,839,000	$8,987,000	$4,870,600	$9,045,400	For processing 900,000m3/yr
Electricity	$7,000,000		$2,500,000		$4,000,000		138kv
Natural Gas	$4,300,000	$7,400,000	$3,700,000	$5,800,000	$4,300,000	$7,400,000	6,000-34,000m3/hr; 220PSIG
Wastewater Treatment			Refer to **Section 5.5** for details				
Municipal Development Levies	$95,850		$90,000		$92,000		Rates will vary by Municipality. These rates are reviewed on a periodic basis.
Land Use/Zoning Amendment & CDR	$53,705	$78,705	$2,200	$2,600	$52,500	$77,500	Fees plus Comprehensive Development Review (if required)
Subdivision Costs	$11,300		$13,400		$10,600		$5,000, plus $700/lot
Municipal Reserve Dedication	$38,000	$76,000	$40,875	$81,750	$22,250	$44,500	5% of Raw Land Value
TOTALS:	$24,539,684	$36,822,787	$16,058,783	$25,237,914	$19,412,646	$31,127,076	

Summary of cost estimates for three nodes.

The results of Phase 2 show that there are significant cost differences depending on location. This is attributed mainly to the linear distances from the sites chosen to the main utility locations, such as transmission lines, plants, etc.

Wastewater is Different

It was determined through this study that a detailed cost estimate for wastewater treatment was not possible due to several factors. Effluent quality, volume of water to be disposed, and a wide range of treatment options available to processors made it difficult to provide an opinion on which treatment method would yield the best value.

A high order estimate for a local wastewater plant to do pre-treatment before sending it to the city could be in the $20-$30 million range. If the plant is designed to discharge directly to the river, the capital may go up to $40- $55 million range.

Learning from Best Practices

In 2017, the study team consulted with representatives from Portage LaPrairie, Manitoba, and the City of Moose Jaw, Saskatchewan for information. These cities had recently been successful in attracting large agribusiness companies. The purpose of the research was to determine the key elements in their attraction strategies. There were differences noted between these cities in terms of utility rates, property taxes, incentives, etc. However, in both cases, the *single most important attribute they had in common was a pre-identified location designed, available and configured specifically for agri-food industries.* This common attribute provided Moose Jaw and Portage LaPrairie with a level of 'preparedness' which was not evident in other communities. In particular, each community was prepared with a strategy and cost analysis to provide large quantities of water and also provided a wastewater strategy.

The major takeaway from this research was that it is critically important to have a location for agribusiness industries ready for purchase and solutions ready for development. The study team learned that large companies looking to build a new plant find their 'landing spot' very quickly. Therefore, a key to attracting more agribusinesses to the Saskatoon region is to *elevate the level of preparedness.* There are four main themes which are key to elevating the level of preparedness to attract agribusiness industry:

- land and location;
- access to key utilities in quantity;
- assistance, incentives and community support; and
- funding.

The best advice for municipalities when it comes to attraction strategies is *plan for what you want*. Without a plan, you are prepared for anything and nothing.

About the Author
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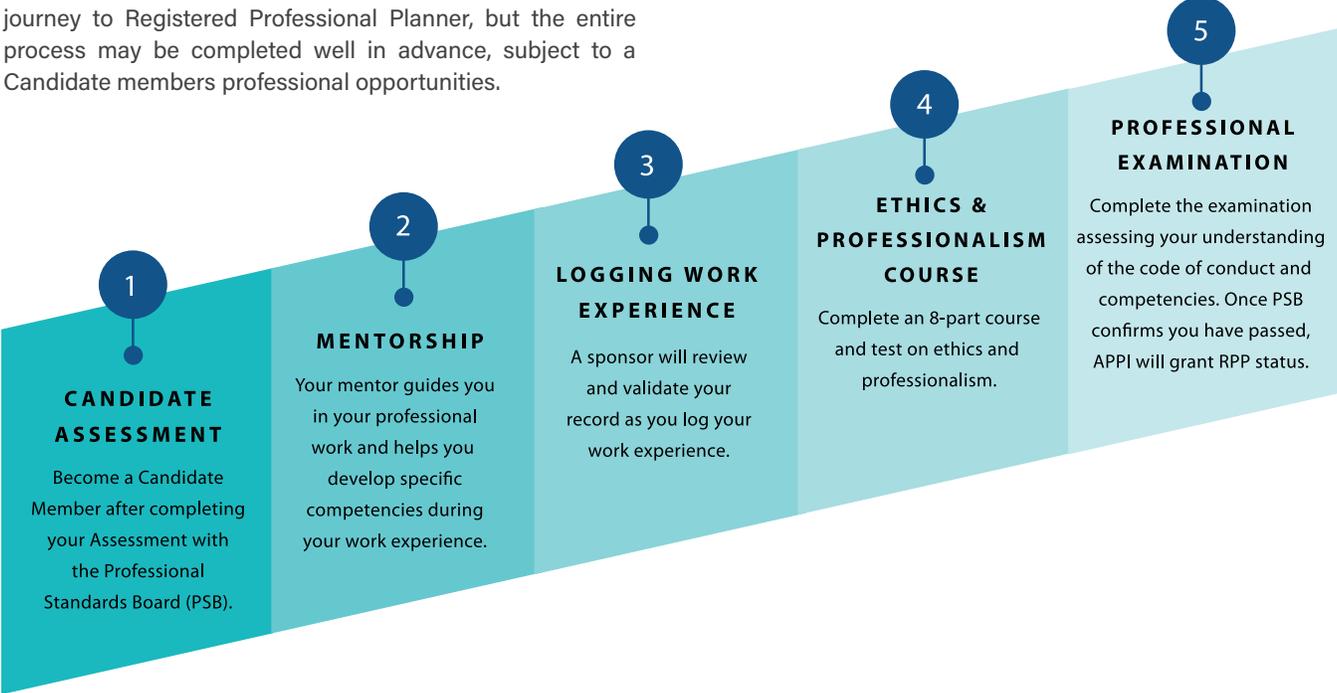Anthony Wood RPP
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The Rise of Built for Rent Communities: A Brief Exploration

Fabio Coppola MPlan

This article explores the increasing presence of Built for Rent (BFR) communities in the United States (U.S.), the impetus behind this increase, and concludes with some open-ended thoughts on the implications BFR has on municipalities.

Introduction

Built for Rent, commonly abbreviated as BFR, is quickly becoming a prevalent investment strategy for Wall Street banks, national homebuilders, multinational investment firms, real-estate investment trusts, and private equity groups. They are capitalizing on the ever-growing U.S. housing market, its consumer preferences, demographic change, and capital market conditions. The growth and bullish investment in this sector of real-estate has been steadily growing post-great recession of 2008-2009, however, investment has accelerated BFR within the last 18 months due to the COVID-19 pandemic. This upward investment trend, coupled with the increasingly costly entrance into home ownership, alternative forms of employment (telecommuting or Work from Home), and rising personal (student) debt, has given way to this growing niche sector of real-estate.

According to Bloomberg, national homebuilder Lennar Corporation aims to raise $2 Billion to establish a branch of its homebuilding division called LennarSFR (single family rental). Moreover, within the Canadian context, Toronto-based Core Development announced that it will also be investing $1 Billion in single family houses for rental purposes across Canada . With strong market demand and an increased ability to access capital (institutional, and private equity), due to economic recovery conditions and central bank recovery plans, one may wonder what implications this may have on specifically targeted municipalities and the relationship with their suburbs or satellite jurisdictions.

What is driving the BFR market?

BFR is a rapidly growing niche real-estate investment that promises the "American" dream of living in a single-family home with your own privately fenced yard, and garage. Akin to the multi-family model, the BFR model is gaining traction across the U.S. housing market to alleviate increasing market demand pressures on the single detached product type. This model simultaneously satisfies multiple facets of housing affordability, choice, and shifting lifestyle preferences. The driving impetus stems from multiple components, some of which I do not explore within this article. However, the list outlined below touches on a few key factors contributing to this growing trend:

1. Demography

Both Millennials (defined as those born between 1981-1996) and Gen Z (defined as those born between 1997 - 2012) cohorts comprise a substantial and growing share of the real-estate market. Traditionally, both cohorts have been viewed as renters, and the Federal Reserve Bank of St. Louis' blog on the economy further confirms this notion . Noted within the report, the 40 and under cohort has the highest renting rate within the U.S. (a similar demographic principle applies within the Canadian context), and this relationship is directly correlated with age. Further to this, renting is more prevalent within this demographic group due to the overwhelming amount of debt incurred through post-secondary education. The amount of student debt within this cohort has ultimately forced the lion's share of them into renting, while they postpone or delay homeownership.

2. COVID-19

The fall-out created (and still to be determined) from the COVID-19 pandemic is significant. It changed how people work, where they work, and most importantly if they can work. Many folks were forced to work-from-home (WFH), which resulted in make-shift home office spaces and alternative daily routines / schedules. Though the retreat from office to home may have been perceived as a more convenient and time effective solution to the daily work commute, others found it to be largely problematic for various reasons. For example, many realized that their current housing situation lacked the proper space, or privacy necessary to successfully WFH. Bloomberg's City Lab finds that City rents are declining, while suburban (or satellite municipalities) rents are increasing due to spatial demand becoming more in demand . Working-class Millennials spurred this shift, who were renting in inner-city apartments (or smaller product types), and due to COVID-19, they required more space to WFH. This, ultimately, further compounded the desire to exit overcrowded urban centers (i.e. Manhattan, Toronto). This shift in consumer preference is further understood by the notion that as an individual evolves through the various life stages and experiences, their family grows , and they typically require more space. National home builders recognized this and have been bringing online, in large tranches, BFR communities that provide exactly what this cohort desires – private amenities, increased private space, and affordability.

3. Financial Latitude

From an investment perspective as either a developer or home builder, there are multiple pathways to enter into and exit from your investment within BFR. On the entrance side, access to financing and a low interest rate market is helping drive admission into this real-estate play. Moreover, with the global economy focused entirely on economic recovery, infrastructure spending and job creation will be at the top of all political priority agendas. As it relates to the exit side, builders and financial lending partners have the option to, once the BFR is completed, elect to hold-course and receive recurring payments in the form of monthly rental payments from its tenants; sell to additional investors or rent-to-own tenants; or sell to other venture capital partners who may be seeking portfolio diversification. In addition to the financial latitude component that BFR provides its investors, it also creates a more dynamic investment portfolio, which is sought after as a value-add to the more traditional commercial and office real-estate, which were the hardest hit sectors due to COVID-19.

Implications on municipalities

The associated implications of the rise of BFR vary and are geographically dependent. The majority of references raised throughout the article relate more to the U.S. housing market, particularly the sun-belt states (i.e. Nevada, Arizona, California, Texas, Florida). Although the Canadian housing market is smaller, there are overlapping similarities that can apply more broadly to some prairie cities, such as Calgary, and Edmonton. Ultimately, the intent of this article is to facilitate discussions as to how BFR may potentially disrupt future investment strategies from developers and builders alike; how municipalities will support and control this form of investment into its jurisdictions; what this means for "community" or sense of place moving forward; and ultimately what the dynamic or relationship will be between the urban metro and the suburban periphery.

About the Author

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Forward Thinking Through Zoning: Trends, Challenges and Lessons Learned

Meagan Boles RPP, MCIP LEED AP | Manager, Planning, Landscape Architecture and Urban Design, WSP

Zoning is used more than any other planning tool. It is the nuts and bolts. Where direction in a Development Plan can sometimes be nebulous, zoning has a real effect on people and their development rights.

In understanding the influence of a zoning by-law, it is also important to know what zoning cannot do. Zoning is an essential tool in helping carry out the vision of a municipality as it relates to growth and development, but it does not set the vision. While a well organized and thoughtful zoning by-law can help foster economic development, it does not initiate economic development. Market conditions will continue to be the initiator and signifier of economic development. Zoning cannot change the past, it can only influence land use decisions yet to be made. Finally, zoning by-laws cannot remain static - they must be able to respond to change. The ability to review, amend and vary requirements in a zoning by-law is essential.

Zoning implementation is a process. In Manitoba, we are a steady growth province. We face the challenge that in many rural municipalities, there may not be the demand or impetus to update a zoning by-law regularly. But even if a municipality is not growing, it is changing. Climate change, housing diversity, an increase in demand for home-based businesses are some of the key changes we have been addressing in our zoning updates for municipalities in Manitoba.

Zoning is boring but important. The administrative section, in particular, sets the tone for the technical details and interpretation – what the Designated Officer can do, rules of construction and definitions, definitions, definitions. We routinely see very prescriptive definitions as part of our zoning by-law reviews and control of a particular use in the definition. For example,

> "Tea House" means a permanent single-family dwelling developed or converted in whole or part (the residential portion of the dwelling may remain) to a commercial establishment which serves principally tea and to a lesser extent other non-alcoholic beverages and various buns or other snack food. The establishment will not contain restaurant kitchen equipment such as grills or walk-in freezers. The teahouse offers a light beverage and snack, with a pleasant experience, in a refreshing natural environment. Small gifts and crafts may be offered for sale in a teahouse.

This use has never been implemented through zoning. There is no benefit to having such a specific use and definition taking up space in a zoning by-law. Another approach we see on a regular basis is defining what it means to be a family in the context of residential uses. Some of the definitions of family that we have seen (and currently exist in zoning by-laws today):

Zoning Implementation

"Family" means one or more persons related by blood or marriage or common-law marriage, or a group of not more than three (3) persons who may not be related by blood or marriage, living together as a single housekeeping unit. Family also includes domestic servants.

"Family" means one or more persons related by blood, adoption, marriage or common-law marriage, or a group of no more than seven (7) persons which includes unrelated persons, living together as a single housekeeping unit.

"Family" means one (1) person or two (2) or more persons voluntarily associated, plus any dependents, living together as an independent, self-governing single housekeeping unit.

Zoning needs to move towards more general definitions. And no zoning by-law should attempt to define what a family is. We should be zoning for land use, not people.

Some of the other common challenges include requests for expanded provisions for home and farm-based commerce. We are routinely implementing expanded provisions for these types of uses that make it more flexible to establish these uses and for municipalities to control and regulate any potential land use conflict. We have been classifying these based on potential land use impacts under two categories, home-based commerce and farm-based commerce. Under home-based commerce, we have been using three sub-categories, occupations, businesses and industries, each with increasing size, scale and potential land use impacts, such as traffic and outdoor storage. In the case of farm-based commerce, these types of uses would be accessory to the principal farm operation and may include things like a service shop or small manufacturing to diversify the economic viability of the farm operation. In each of these cases, but particularly the home-based industries and farm diversification operation, enforcement and control is important as sometimes these have a tendency to morph over time into principal commercial or industrial uses. Establishing these as a conditional use is a tool we recommend to be able to monitor and control this to make sure the accessory use does not overtake the principal use.

Zoning can be trendy, but it shouldn't be. The "wild west" of land use was characterized by development occurring in an ad-hoc fashion with little regard for provincial, environmental, or municipal policy and regulation, and certainly without direction from zoning. Things were simply done when and where they needed to be with little oversight or concern regarding land use impacts. Moving ahead, there was regard for land use policy and regulation, but authorities were often stuck with antiquated documents designed for a previous era. To cope, everything became an amendment, and anything that wasn't explicitly in the by-law already, was added. We still see a lot of these – and we know when we see a specific use that was added as an amendment (say in 1993), it was a knee jerk reaction to a specific development application. Some of these uses were likely only ever applied to one particular development because they are so specific. That is not what zoning should be. We now see more forward thinking regulation in zoning, on water and waste, environmental and agricultural protection, placemaking and density, sustainable development measures, and in turn, forward thinking zoning by-laws that are streamlined, accessible, and easier to interpret and implement. This ideal approach provides oversight where needed but allows for flexibility in interpretation.

About the Author
Meagan Boles RPP, MCIP LEED AP has been practicing as a land use and policy planner in Manitoba for more than 14 years. She has worked with numerous urban and rural municipalities, planning districts, developers, and government departments providing planning and policy advice on a wide variety of projects, but has a particular affection for zoning by-laws. Meagan is the Manager of WSP's Planning, Landscape Architecture and Urban Design group in Winnipeg.

Home-based Occupations to Farm Diversification Operations

Relearning Environmental Stewardship: Indigenous-Led Conservation in Community Planning

Nicklas Baran | *Graduate Student, MSc in Urban and Regional Planning, University of Alberta*

A Chaos of Wicked Problems

The Anthropocene is a proposed epoch in geologic time characterized by the extinction of species, global decline of biodiversity, and rise of atmospheric greenhouse gases leading to climate change. While these wicked problems are undeniably anthropogenic in origin, they are more specifically underpinned by the sociopolitical nature of colonialism. Colonialism-induced changes to land use for economic and political pursuit have caused irreversible impacts to global socioecological systems. Specifically, the loss of Indigenous peoples' ability to steward their lands within the jurisdictional framework of Canadian democracy has allowed for the exploitation of traditional lands, including an exclusion of Indigenous presence from these lands to begin with.

Necessity of Indigenous-Led Conservation

Meanwhile, the western conservation movement, specifically in Canada, has attempted to conserve land from anthropogenic threats such as resource extraction, development, and agriculture. Many notable figures in the conservation movement, such as Jack Miner, had noble intentions of maintaining species habitat and preserving the biophysical state of the landscape. However, while this approach is easily retrofitted into Canada's colonial framework, being grounded in the notion of land ownership, it neglects to include the original stewards of this land, the First Nations, Métis, and Inuit peoples who have protected Canada's land and water since times immemorial (ICE, 2018). Indigenous people are the original stewards of our land, water, air, animals, and plants, with relationship to nature being deeply rooted in Indigenous identity, spirituality, and worldview (ICE, 2018).

In the present day, Indigenous people have continued to conserve the land upon which they maintain tenure or control. A massive geospatial study conducted by researchers from various universities found that Indigenous people use, or have tenure rights over approximately 38 million square-kilometers of the earth's land area – a land mass four times larger than Canada itself (Garnett et al., 2018). Furthermore, the study found that 40% of Indigenous land coincided with native ecosystems consisting of native vegetation and topography (Garnett et al., 2018). These findings clearly demonstrate that Indigenous conservation is not a utopian idea of the future, but that it is a contemporary reality that

has been neglected to be considered in the environmental conservation movement. The need to realize the importance of Indigenous conservation and decolonize land stewardship in Canada by uniting both Indigenous rights and environmental responsibility is critical to advancing reconciliation and ecological justice.

In 2018, the Indigenous Circle of Experts (ICE) prepared a framework to achieve Indigenous conservation in Canada, to advance reconciliation in both spirit and practice. The report (ICE, 2018) recommended the incorporation of Indigenous Protected and Conserved Areas (IPCAs) into the conservation framework of Canada. In an IPCA framework, conservation is Indigenous-led, and includes Indigenous knowledge, governance, and law (ICE, 2018). This allows land to remain in its original state while enabling Indigenous communities to practice their traditional ways of life.

The Role of Planning

While maintaining broad roles within society, planners must take action in their daily practice to advance reconciliation within the realm of land use and conservation. Firstly, it is important to promote dialogue that advances reconciliation with Indigenous peoples. This begins by conversations to understand the lived experiences and contextual environment of Indigenous individuals and their relationship with the land.

The incorporation of reconciliation, conservation, and Indigenous conservation into daily land use planning practice and decision-making dynamics requires a discipline- and profession-wide paradigm shift. While maintaining the status quo is the path of least resistance, the role of a planner is to be forward-thinking when addressing environmental and social equity issues. The shift begins with conversation – bringing up reconciliation within your role as a planner. If conservation areas are being designated, for example, as a park or within new subdivisions, ask if there is room for collaboration with Indigenous communities? When creating environmental initiatives, is there an Indigenous voice at table? With existing conservation sites, is there a way to make these areas accessible to Indigenous peoples for traditional uses? These are considerations that can be included in planning practice and policy.

As a settler, it may be difficult to comprehend the need for healing to take place for both Indigenous communities and the land. As a result, it is important to hear the perspectives of Indigenous people pertaining to conservation to best understand the role of a planner in facilitating Indigenous conservation. Hence, the role of a planner in facilitating Indigenous-led conservation is highly context-dependent, and can only be determined by obtaining insight from Indigenous peoples themselves. As planners, we must maintain an open mind while constantly looking for opportunities to advance reconciliation in all realms of planning, including conservation and park planning.

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Cold Hands,
Warm Hearts

Nicole Cronkhite | Graduate Student, MSc in Urban and Regional Planning, University of Alberta

A collection of buildings is not the same as having a community. In remote locations, particularly in the northern regions of Canada, residents are seeing a rapid decline of their mental health, and the lack of community is a major factor. With fewer health supports, suicide rates are at an all-time high in northern communities (Macdougall, 2019). These areas are subject to harsh winter weather and are often developed far from each other, which adds to the disconnection that these locations are experiencing. Social isolation increases this divide, and many Indigenous communities are affected which in turn increases depression and addiction rates (CMHA, 2019). Poor housing conditions and homelessness exacerbates the problems, driving people out of rural areas which are rapidly losing their populations (Canadian Observatory on Homelessness, 2017). As this issue festers, communities continue to degrade, and with less people, the less opportunity there is for meaningful connection.

In the north, Indigenous lands are often void of a community hub space that is authentic to their beliefs which perpetuates the division between the people and their culture caused by colonization (OECD, 2020). Traditionally nomadic peoples have been forced into permanent residences which removed their flexibility and autonomy (OECD, 2020). Impermanency gave Indigenous peoples agency over where they lived, and for how long, adapting to their changing landscapes and needs. While there is rich culture, the historical and systematic suppression and disregard of this knowledge has had catastrophic effects, such as the dramatic rise of severe depression (Government of Canada, n.d.). In fact, a recent study showed that Inuit people die by suicide at nine times the rate of non-Indigenous Canadians (Macdougall, 2019).

Remoteness and lack of road connection in northern communities can be a major driver of poor mental health (Ferrazzi & Krupa, 2018). Northern Canada reports the worst health outcomes than the rest of the country and is reported especially high amongst Indigenous people (Ferrazzi & Krupa, 2018). Road infrastructure has been difficult to create due to often frozen landscapes, and ice roads only exist seasonally to connect people. Small scale transportation networks do not often exist which would enable citizens to access more services as well as social gatherings and events.

In order to act, many different points such as policy, urban design, and better housing need to come to a head in order to help create vibrant, healthy communities in northern areas. Meaningful engagement with Indigenous and community leaders is key to ensuring policy making comes from within the heart of the local region rather than from a preconstructed outside perspective. Land use planning frameworks could be improved by allowing more contingencies and options for impermanence and celebrating the cultural diversity of the region by protecting traditional land uses (OECD, 2020).

There is also a powerful connection between mental health and urban and regional design. The way a city or town works and either flourishes or declines can often be evaluated through comparing the design of the area (UDMH, n.d.). Areas that thrive tend to have similar attributes, such as a greater connection to nature and the outdoors, and the ability to gather (UDMH, n.d.). However, planners need to carefully consider the northern landscape and restraints that may be limited by the cold climate and winter season. Applying the same strategies for urban design in a southern Canadian city will not be successful if carbon copied onto these northern

and remote locations. At the core of the design principles is increasing connection, which is difficult to achieve in a traditional sense with residences often spread further apart.

Future practices need to address this division and find new ways to encourage interaction and thoughtful placement on intended anchors and community hubs to ensure equitable access.

Creating a strong sense of community is important to the longevity and success for northern locations. Housing needs, access to mental and physical health supports, and social connection are especially difficult to cultivate in northern and remote communities. Planners can help shape the reconnection of people in these areas and improve their quality of life through policy making, good design, and incorporating traditional Indigenous wisdom and knowledge into planning efforts. Planning for the health and wellbeing of its residents is paramount for planners and can be transformative when culturally relevant and inclusive (Albrechts, Barbanente & Monno, 2020). Good planning can also increase the social connectivity within regions and help to decrease social isolation and bolster community identity. In many ways, "community" is not something that can be planned, rather, it must grow organically. However, planning can enhance the conditions for it to flourish, and encourage the natural development of a vibrant, connected, and warm community even in the most remote locations.

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Photographer: Ronniechua

Colonialism, Reconciliation & The Planning Profession: A Look into Indigenous Awareness to Build Positive Relationships

Johnny Oum | *Undergraduate Student, Bachelor of Arts in Urban and Regional Planning, University of Alberta*

"This essay is respectfully dedicated to Teala Ward and the people of Enoch Cree Nation"
Warning: Content may include sensitive triggering materials that include subjects of sexual assault and trauma.

Colonialism, a topic often underinterpreted [sic]. Seen popularly as settler colonialism, a historical term denoting the forced dependence of Indigenous peoples' on European Settlers as land surrenders occurred. Not a lot of people understand the present-day conditions of colonialism, and how it affects our Indigenous communities to this day. To be an effective Planner within Indigenous communities is to understand the worldview of the community, their conditions and issues, and the power dynamics that exist today. Planning within the Indigenous context is complicated. There is so much to unpack, and our issues are so interconnected. In order to successfully collaborate effectively with our communities, understanding will promote better relations ships with Indigenous peoples'.

Historically, Indigenous peoples' have faced immense adversities. Residential School, although widely known, isn't the only colonial policy Indigenous peoples' were subjected to. Nor', do people understand the extent these conditions had on our people. Starting from contact, European Settlers viewed Indigenous peoples' as a "nuisance". Quite often quoted, we were "people to deal with" in order to attain power and wealth; it didn't stop there. Our people were subject to copious historical oppressive events that included: The Pass System, previous racist legislation made within the Indian Act to oppress Indians (a term either used as legal reference or only appropriately used by Indigenous people'), Enfranchisement, Indian Residential School, the 60s Scoop, non consensual experimentation and female castration, Millennial Scoop, stripping of Status, and racism. What people often fail to comprehend is Treaties were often one sided and negotiated to secretly favour the Settler Colonial. A teaching I had received is that Treaty is sacred to Indigenous peoples'; our spiritual and true intent of Treaty was to cross "The Red Road" together in sharing the land, setting aside sacred lands for ourselves, and to co-exist peacefully. However, greed and intent for power caused European Settlers to skew this idea, undermining our Ancestors in surrendering land. Indigenous peoples' weren't able to fully understand the agreements, and as a result were tricked into these agreements.

The Pass System locked Indians on their Reserves; we were constantly controlled by Indian Agents and our people were subject to trauma that still affects community to this day. To understand the trauma is to truly understand the conditions our people faced both historically and presently, and to understand the contemporary issues we face to this day. I remember sitting out on the land when I was working out in a Northern Reserve, and an Elderly Dene woman approached me. We chatted, and she bravely shared her story of Indian Residential School with me. She told me things you don't normally learn about: sexual abuse was almost a routine occurrence for many students. She revealed the Priest would ask her to come in the back room at lunch to help him where he would sexually abuse her in secret. She knew a girl who got pregnant, and her baby was thrown into an incinerator. Children were let out of Residential School at the age of 15 or 16, with no assistance whatsoever to reintegrate back into their homes, even after wrongs were admitted to.

A concept that not a lot of people understand is intergenerational trauma - that is trauma that is passed down through generations. A mother who was sexually abused may be so traumatized that she turns to drugs to cope, and neglects her child. This is learned behaviour from Indian Residential School, and a huge issue within many communities. Lateral violence is extremely prevalent due to the oppressive nature of previous colonial policies. To this day, our people face many modern day issues including: Missing & Murdered Indigenous Women, racial profiling, lack of supports, addiction, homelessness, assault and so much more. Understanding the nature of the adversities of Indigenous peoples' is extremely important when working with community and establishing genuine relationships; not just professional, but as Treaty people.

So you are a Planner working with an Indigenous community, what now? What I learned while working and living on Reserve is to be open and taking the time to get to know others; kindness goes a long way. Be open to learning about the community; attend a ceremony if invited, or kindly decline if it's not within your beliefs. We never force our ways on others.

Respect culture and protocol. Learn; offer tobacco and honorarium when working with Elders and individuals who share their knowledge and time. Understand that many are still healing from trauma, and that some do not believe reconciliation is possible. It doesn't happen overnight, it's a constant process from years of hurt. Finally, recognize that we are all Treaty people and that establishing healthy and positive relations is key to not only Indigenous-Stakeholder relations, but also towards reconciliation. Hiy hiy.

PLAN

NORTH
WEST