

PLAN NORTH WEST

A journal for professional planners of Alberta, Manitoba, Northwest Territories, Nunavut, and Saskatchewan

Spring 2017, Issue 2

A Year of Change: Manitoba and Nationally

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PLAN North West offers opportunity for publication of original works that are both community-based and research oriented, and relevant to Alberta, Manitoba, Saskatchewan, Nunavut and the Northwest Territories. Types of submissions include case studies, analysis of events and/or trends, profiles of notable planners, projects, or programs, overviews of best practices and guidelines, book reviews or excerpts, and opinion pieces.

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Journal Submissions

We are always looking for articles for future issues of *PLAN North West*. Submit an article or idea at any time and a member of the Committee will help you through the process of getting it published. Potential subject areas we are interested in receiving article submissions on include:

- sustainability initiatives
- member accomplishments
- member research
- community development projects
- urban design
- student experiences
- innovative ideas
- planning successes
- water

We are also interested in articles on any other topics that would be of value to the planning community. For more information, please contact the Committee at plannorthwest@gmail.com or 780-435-8716.

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Feedback

The PLAN North West Committee welcomes your feedback. Please submit any comments you may have about this issue to plannorthwest@gmail.com. Your comments, suggestions and feedback are critical for PLAN North West's continued improvement and for us to provide the best possible publication that meets the expectations of our readers.

Corrections

PLAN North West, Autumn 2016, Issue 1

• **The Changing Northwestern Landscape: Introduction to PLAN North West**

In the text introducing Saskatchewan, there was a mistake in the description of the P4G Planning for Growth project. The second paragraph on page 9 should read as follows:

*For example, the P4G Planning for Growth project, focused around the communities of Saskatoon, Warman, Osler, Martensville, and Corman Park, looks to ensure that future development in the region, to accommodate a population growth of **1,000,000 in a 60 to 80 year horizon**, is done in a coordinated manner, keeping in mind the most optimal strategies for servicing, financing, and the projection of the environment.*

• **Planning for Sustainability: A New Paradigm for Canada's New North**

Final editorial oversights are noted from the print version of the article by Ronald Morrison. Please see corrections in the online version at <http://www.albertaplanners.com/planning-journal/plan-north-west> and click on *Current Issues*.

MESSAGE FROM THE JOURNAL COMMITTEE

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Happy new year from the *PLAN North West* Committee to all of our readers across Western and Northern Canada, and welcome to Issue 2 of *PLAN North West*. Volunteers on the *PLAN North West* Committee from across our Tri-PTIA area spent many hours working together on the first issue of *PLAN North West*. Not only did we enjoy getting to know each other through reviewing, discussing and editing article submissions, but we were privileged to learn from the knowledge and skill that each author put behind their article. The articles in Issue 1 showed the similarities and differences in planning across our jurisdictions, various approaches to problem solving and plan making, as well as the many different activities and facets of planning.

The common theme in the first issue was people—generous planners giving their time to share and explain their ideas and stories with other people. In addition, it showed how planners work together and with others, researching, communicating, and sharing ideas and opinions, to improve their communities. It was exciting and inspiring for the *PLAN North West* Committee and we hope that it may have planted a seed amongst our readers to consider sharing an element of your planning work by submitting an article to the committee.

Speaking of stories, it is Canada's 150th birthday in 2017, and Canada150in150[®] has invited Albertans, including individuals, businesses, and communities, to share their stories of achievement, ideas, and experiences, on their project website at www.canada150in150.ca.

We are pleased that Issue 2 of *PLAN North West* follows the high quality and variety of articles from Issue 1 with a timely and relevant discussion of 'social licence', an exploration of what city status means to communities in Alberta and across Canada, a discussion of Edmonton's transformation to an urban centre, and the recent implementation of the Registered Professional Planner (RPP) designation in Manitoba. Issue 2 concludes with a summary of interesting projects and achievements with the APPI and SPPI awards from 2016. We hope you enjoy reading, and look forward to hearing your stories of planning in 2017.

MESSAGES FROM THE PRESIDENTS

Manitoba

2016—Cleaning Up Our Act! The year 2016 was a successful and notable year for MPPI and Manitoba's professional planners. Earlier in 2016, MPPI Council and our Executive Director were busy updating the MPPI Bylaws to reflect the draft *Registered Professional Planners Act* and the new CIP Bylaws. We passed our new MPPI Bylaws at the Annual General Meeting in May of 2016 and soon after, submitted to the Province evidence that we were prepared to administer the RPP designation.

As part of the *Registered Professional Planners Act* requirements, we needed to have three members of the public join MPPI Council, one public member to the Inquiry Committee and one public member to participate in the Complaints Committee. We anticipated that recruiting volunteers for these positions would be a difficult and time consuming process; however, we were pleasantly surprised to see a significant amount of interest and were able to quickly fill the public member positions. We welcome and thank Wes Shewchuk, Marilyn Robinson, and Sever Lupu to Council, and Barry Effler and Michael Paré to the Inquiry and Complaints Committees.

The MPPI is very pleased that the Province of Manitoba has proclaimed the *Registered Professional Planners Act*; the Act came into full force and effect on December 1, 2016. MPPI can now officially join the other PTIAs that have an RPP designation. We will hold this designation with great pride.



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Saskatchewan

On behalf of the Saskatchewan Professional Planners Institute, I am pleased to welcome you to the second issue of *PLAN North West*.

Saskatchewan's provincial motto is "From Many Peoples Strength." As planners, we rely on many people's knowledge, experiences and insights to build strong communities. I would like to thank the Journal Committee and authors for strengthening the practice of planning across Western and Northern Canada through this publication.



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The year 2016 was exciting, full of collaboration and capacity building in our profession. On behalf of the Alberta Professional Planners Institute, I would like to take this opportunity to recognize the hard work of the *PLAN North West* Committee and everyone involved. By partnering to share knowledge we strengthen our ability to respond to the rapidly changing needs of the communities we serve.

Best wishes for the New Year. We look forward to welcoming everyone to the Building Resilience 2017 national planning conference co-hosted by the Canadian Institute of Planners and the Alberta Professional Planners Institute in Calgary from June 17-20, 2017.



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Social Licence to Operate: Bringing Relationships to the Fore

The term ‘social licence’ is attributed to a Canadian mining executive, Jim Cooney, who used it in the late 1990s to describe what he thought was a necessary condition for the successful future of the mining industry in terms of responding to society's expectations related to responsible resource development (Prno 2013). In simplest terms, social licence is generally considered to be a broad community acceptance or support—although not necessarily reflecting consensus—for a project or an organization (Boutilier, et al 2011; Dare, et al 2014; Gunningham, et al 2004; KPMG 2013; Prno 2013; Yates, et al 2013).

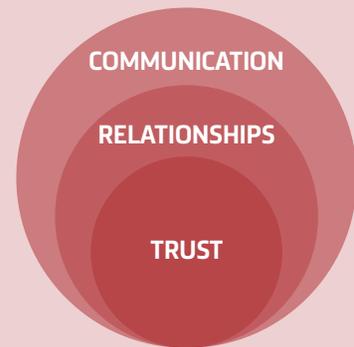
Given that the concept of social licence recognizes business performance ultimately impacts the entire society, the idea of maximizing the benefits and minimizing the costs of business operations on the greater society is increasingly becoming the norm. While no business is exempt from respecting the rights of everyone in the community (Boutilier, et al 2011; McCabe, et al 2007), nowhere is this more obvious than in the natural resources development industries. These industries impose significant societal and environmental costs, often extending across the planet and to communities near and far, and are constantly under rigorous scrutiny of global advocacy, regulator, and activist stakeholder groups.

The ongoing public discussion and scrutiny of several large-scale projects related to oil extraction in Alberta is certainly demonstrating that the matters of social licence are surpassing the significance of the entire regulatory process (Bell 2016; Foster 2014; Mason 2014; Simpson 2014). Even though these projects present significant economic benefits to the wider society, and the proponents engage the public to understand the costs, without the approval and acceptance of the governments, the communities, and the general public, there may either be no projects or the costs in executing them may be significantly higher because of lingering resistance. A case in point is the current discussion of the Kinder Morgan pipeline

Fort McMurray Oil Refinery

SOURCE: iStock

Research snapshot from the Master's degree capstone project, titled "Social licence to operate: Practical understanding of the concept and processes to attain and maintain it" and completed in 2016 for the Master of Communications Management program at McMaster University, Hamilton, Ontario.



The social licence process revolves around communication, which is an integral piece in building as well as maintaining trust and relationships with stakeholders.

SOURCE: Tatjana Laskovic

The ultimate drivers of social licence are fundamentally economic ones—social licence is a good business strategy that helps an organization fulfill its inherent obligations to shareholders.

SOURCE: *Tatjana Laskovic*

**SATISFIED
STAKEHOLDERS**

**SATISFIED
SHAREHOLDERS**

**CONTINUATION
& PROGRESS
OF BUSINESS**

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twinning project, where the continuous focus remains on the premise that "governments give permits, the communities give permissions" (Zussman 2016). Another example is the proposal for TransCanada's Energy East pipeline, which saw the costs swell by more than \$3.5 billion as a result of 700 changes made to the route to accommodate concerns about environmentally sensitive areas (The Canadian Press 2015).

While social licence is growing in importance, today's business realities present unique challenges to obtaining and maintaining this licence—the most important one being the chronic lack of trust in businesses and governments (Dare, et al 2014; Edelman 2015). In addition, the lack of common understanding of the concept of social licence makes the process of obtaining and maintaining it rather elusive (Prno 2013). This in turn makes it difficult for companies to operationalize the concept, resulting in further strategic implications related to decision-making, stakeholder relations, and communication management (Gunningham, et al 2004). Another important challenge is the proliferation of social media, and the associated rise of social activism, which enables numerous publics to take over the social licence agenda and pressure companies to continuously prove they want, deserve, and are able to maintain the social licence (Cleland 2013; Yates, et al 2013).

These challenges inspired research to better understand the concept of social licence at the practical level. A study was conducted as part of the author's Master's degree capstone project to understand the extent to which organizational behaviour affects the social licence processes, and the role of communication in those processes. The study included 12 in-depth interviews with representatives from the non-business sector and community-oriented groups, representatives from one of the largest oil sands developers, public participation experts, and a regulatory representative. As Canada's premier fossil fuel energy province, Alberta provided a suitable setting for exploring the dynamics of social licence, with the Regional Municipality of

Wood Buffalo specifically offering an appropriate research context. The region is home to Athabasca oil sands—the largest reserve of crude bitumen in the world (The Regional Municipality of Wood Buffalo 2011). The extent of natural resource development in the region as well as collaboration-minded community focused on long-term sustainability, provided a unique opportunity to gauge four distinct perspectives of social licence—community, business, public participation, and regulatory.

The study resulted in important insights into the practical understanding of the concept of social licence. Overall, there was minimal divergence of views among the four perspectives explored in the study. Additionally, the study findings showed the practical understanding of the concept of social licence does not vastly diverge from the general understanding of the concept in theory, where the focus is on explaining the concept of social licence through the notion of community acceptance. While the study participants emphasized that social licence is actually a relationship, the importance of stakeholders' perceptions, organizational behaviour and performance, as well as interests and values of both the organization and stakeholders, are still identified as key considerations in matters of social licence. Trust was also identified as the main defining feature that supports the continuation of social licence.

It is important to note that most study participants viewed social licence as distinct from the regulatory licence. In addition, several study participants noted the need for greater synergy between regulatory and social licence processes, or at least increasing the understanding among stakeholders of how the two complement each other.

The discussion of the processes related to social licence highlighted the importance of perceptions and the need for personal connections with stakeholders. The study participants identified focus on relationships with local communities as having more importance for an organization when pursuing and upholding a social licence simply because local communities/stakeholders

have specific interests and values and an organization has to show the desire to discuss and address those to the fullest extent possible. However, most study participants also emphasized that an organization has a responsibility to proactively seek out those with whom a relationship may be needed, as well as to anticipate changes in the business environment that may impact stakeholders' perceptions. This emphasizes the strategic nature of social licence processes, where it is crucial to understand the business goals and the risks bearing on the achievement of those goals. Additionally, it highlights a clear role for business management functions, such as relationship management and communication management in the processes related to social licence.

As for the measurement of social licence, some study participants highlighted the intangible or unquantifiable nature of the concept. Therefore, in and of itself, social licence was not considered to be directly measurable; rather, the status of it can be inferred from reputation measurements; the general quality of relationships with the surrounding communities; good regulatory relationship and standing; and, general 'silence' about organizational activities. The community representatives also mentioned that visible signs of community investment are an indicator of a company's efforts to establish relationships with the community and be a part of the community fabric. Some research suggests that community investment is a way for companies to create shared value for the company and community where the company operates (KPMG 2013). That the community is taking note of these efforts is a good sign for the industry as this trend moves forward.

Overall, this study gave rise to several important considerations worth noting when pursuing any developments that impact various stakeholders and call for a social licence:

1. **Character matters.** Credibility, dependability, and competence are key to upholding a social licence. Therefore, the most powerful weapons in an organization's arsenal are its own culture and values. These will reflect in the organization's behaviours and permeate all interactions with stakeholders.
2. **Talk is cheap.** Communication has to be supported by evidence of relevant performance, and stakeholders ought to be able to see that an organization is following through on its words.
3. **You are judged by your own example.** Demonstrated behaviour spans time and place, and the history of an organization's performance record, including the qualities of its relationships with

stakeholders, is the best example of an organization's future performance and conduct in relation to stakeholders. In today's business environment, when building relationships, you never start from a clean slate.

4. **Details are important.** Organizations should give due consideration to any small issue being raised by stakeholders in order to effectively move along the process of establishing a social licence.
5. **Do not assume you know your stakeholders.** Norms, values, and interests are active forces that reflect in stakeholders' perceptions; therefore, constantly changing the stakeholder landscapes. Knowing who is important, when, and how, in relation to what an organization is doing, is paramount to successfully achieving a social licence. ■



A word cloud of the responses to the question asking participants to describe social licence in their own words.
SOURCE: Tatjana Laskovic

Tatjana Laskovic is a senior communications management professional, well versed in the public policy development processes and related technical issues and multi-stakeholder impacts. Tatjana's professional and academic experiences are in the areas of issues management, relationship building and decision-making, with a specific focus on improving business outcomes through integrated communications planning and facilitating strategic organizational responses to operating environment.

About the Author

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City Status in Alberta

Calgary is Alberta's eldest and most populous city.

SOURCE: Laurie Kimber

Could Alberta soon be experiencing a city-boom? Despite Alberta being the fourth most populous province in Canada, it has only 18 incorporated cities compared to 50 in British Columbia, 51 in Ontario and hundreds in Quebec. However, Alberta's number of cities may soon be on the move. Eleven communities in the province are currently eligible for city status, while another two are about to achieve eligibility. With three towns currently investigating city status to varying degrees—Beaumont, Morinville and Whitecourt—now is an opportune time to learn more about city status in Alberta, including the pros and cons of city status, the implications of the new *Municipal Government Act (MGA)* on cities, and how city status in Alberta compares to city status elsewhere within the coverage of *PLAN North West*.

Enabling Legislation and Requirements

The authority to incorporate a community as a city rests within the *MGA*. Section 82 of the *MGA* states: "A city may be formed for an area in which (a) a majority of the buildings are on parcels of land smaller than 1850 square metres, and (b) there is a population of 10,000 or more."

Essentially, a community with an urban development pattern can incorporate as a city when it meets or exceeds a population of 10,000.

Alberta's Cities

Of Alberta's 18 cities, Chestermere is its newest. Previously a town, and originally a summer village, Chestermere officially became a city on January 1, 2015. Alberta's eldest city is Calgary, which changed from town status to city status on January 1, 1894. Calgary is also the largest city in Alberta by population, while Wetaskiwin is the smallest.

Former Cities

While Alberta only has 18 cities, three other cities have existed in the province over the course of its history. Originally incorporated as a town in 1899, the City of Strathcona formed in 1907 and existed until 1912 when it amalgamated with the City of Edmonton.

Drumheller held city status between 1930 and 1998, under which at no time it had a population of 10,000 or more. The reason it was able to hold city status was that the requirements to incorporate as a city in 1930 were different than those under the current MGA. Drumheller relinquished its city status in favour of town status in 1998 when it amalgamated with the former Municipal District of Badlands No. 7.

The New Town of Fort McMurray incorporated as a city in 1980. It held that status for 15 years until the city amalgamated with its surrounding Improvement District No. 143 in 1995 to form what is now known as the Regional Municipality of Wood Buffalo (RMWB). It is now technically a hamlet that is further designated as an urban service area. An urban service area is deemed to be equivalent to a city. Despite it no longer holding city status, the RMWB continues to regularly refer to Fort McMurray as a city.

Communities Eligible for City Status

A key word within section 82 of the MGA is the word 'may'—"A city *may* be formed..." Incorporating

as a city is not a mandatory requirement once an urban community reaches the milestone of 10,000 residents.

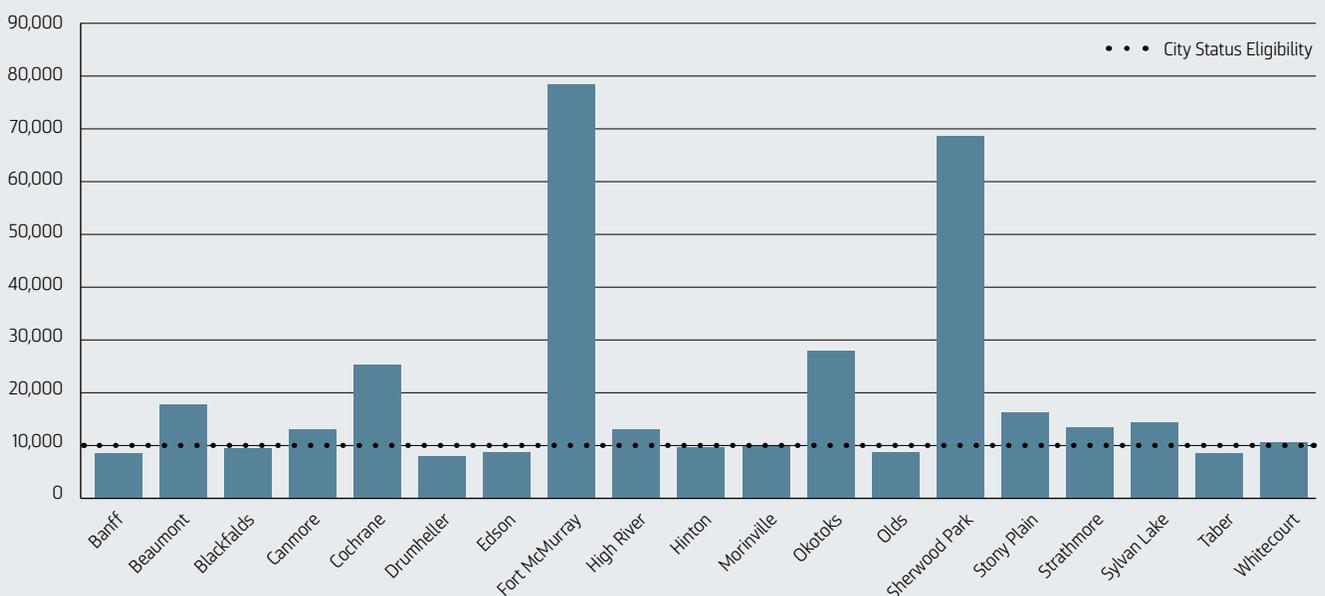
Eleven communities, including two urban service areas and nine towns, are eligible for city status. The two urban service areas include Fort McMurray and Sherwood Park within Strathcona County. The nine towns that are currently eligible for city status, but have yet to formally pursue city status, include Beaumont, Canmore, Cochrane, High River, Okotoks, Stony Plain, Strathmore, Sylvan Lake and Whitecourt.

The background image shows the geographic distribution Alberta's 18 cities as well as the 11 communities that are eligible for city status. The highest concentration of cities and city-eligible communities are found within the Edmonton Region followed closely behind by the Calgary Region. A third cluster has recently emerged in the Red Deer Region as well.

Current City Status Investigations

Three towns are currently in varying stages of city status investigations. Southeast of Edmonton, the Town of Beaumont investigated the pros and cons of city status a few years ago. Through the update of its municipal development plan, it is now consulting with its residents on whether Beaumont should become a city or remain a town.

Figure 1: Population of Alberta's Urban Service Areas and Towns over 8,000



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North of Edmonton, the Town of Morinville conducted a municipal census this year that counted a population of 9,893, just shy of the city status milestone population of 10,000. With population growth expected to continue, the town recently accepted a preliminary investigation of city status as information in October 2016.

To the northwest of Edmonton, the Town of Whitecourt motioned to investigate changing its status in September 2016. The motion occurred after completing preliminary due diligence with the Province of Alberta's Minister of Transportation regarding the responsibility for highways that run through its municipal boundaries.

In addition to these three towns, Stony Plain may be heading in the same direction. Its town council is currently engaged in the development of a regionalism policy to guide a strategic planning exercise to be undertaken in 2017. Thus far, the regionalism policy development initiative has presented information to town council on city status.

Towns Aspiring to be Cities

Two towns that are not yet eligible for city status have expressed interest in becoming cities once their populations hit five digits. Most recently, the Town of Olds, midway between Calgary and Red Deer, researched the pros and cons of becoming a city in 2012.

Approximately 275 km west of Edmonton, the Town of Hinton has been in a state of city status limbo for over 25 years. It commissioned a city status investigation in 1990 after recording a population of 9,893 in its 1989 municipal census. However, it has experienced some population instability in years since, coming close to surpassing the milestone again in 1996 and in 2009.

Five other towns in Alberta are within striking distance of becoming eligible to pursue city status in the short to medium-term future. Banff, Blackfalds, Drumheller, Edson and Taber are all within 2,000 residents of the 10,000 milestone. At a 2016 population of 9,510, Blackfalds is anticipated to hit five-digits in 2017, though its mayor commented in July 2016 that consideration of city status is not currently in the cards.

Implications of Municipal Government Act Review on Cities

The first set of amendments to the *Municipal Government Act (MGA)* enacted in 2015 has paved the way for the preparation of city charters "to address the evolving needs, responsibilities and capabilities of cities in a manner that best meets the needs of their communities." Cities charters are already in the works for Alberta's two big cities—Calgary and Edmonton. The charters are being created in recognition that, as the cores of the province's two main metropolitan

Figure 2: Town of Hinton's Journey to 10,000



areas, Calgary and Edmonton play key roles in providing services for residents beyond their city boundaries throughout their metropolitan areas and extending across the far reaches of the entire province. The charters will enable increased autonomy in municipal decision-making and new funding opportunities to deliver programs and services for residents living within and beyond their corporate boundaries.

City charters are not limited to Alberta's big cities however. Any city in the province may request the Lieutenant Governor in Council to establish a charter for itself. Also, city charters do not give these cities special incorporated status among its peers. A city is still a city under the *MGA* whether or not a city charter is in effect.

The second set of *MGA* amendments introduced in 2016 proposes a new power available to cities. The new *MGA* proposes that a city council may establish, within its land use bylaw, alternative time periods for the processing and approval of development permit and subdivision applications. At present, the legislated time limits for development permit and subdivision applications are 40 days and 60 days respectively.

Pros and Cons of City Status

According to the above *MGA* implications and recent research, largely arising from two of the most recent city status investigation reports that have been published (Strathmore's in 2011 and Stony Plain's in 2014), some of the key pros and cons of city status are summarized in Figure 3.

Overall, the go/no-go decision on whether a town decides to apply for city status most often comes down to one of two issues.

First, is the town willing to take on the costs and responsibilities for maintaining highways that traverse their communities? For Lacombe, it was not until the Province of Alberta committed to four-laning Highway 2A through the community that it pulled the trigger on a city status application.

Second, how does the community want to market itself? Does it want to leverage the perceived economic development benefits of being known as a city, or does it want to brand itself as having a small town atmosphere?

Figure 3: Pros and Cons of City Status

Pros	Cons
<ul style="list-style-type: none"> • The “city” handle could generate a perception of being “open for business”, resulting in a potential increase in economic development interest. • The municipality is perceived to have greater influence in lobbying higher levels of government (being one of 19 cities rather than one of 107 towns). • Notwithstanding the associated con, authority for provincial highways results in the city gaining the ability to grant approvals for increased access points to the highways, as well as signage and landscaping within highway right-of-ways. A city also achieves autonomy from the province for subdivision and development approvals in proximity to highways. • Similar to the above, a city has title to all roads within its boundaries, so it can approve road closures on its own, whereas title to roads within towns are vested in the province, meaning all road closure bylaws must receive provincial blessing before being passed. • <i>MGA</i> provides an opportunity to pursue a city charter, and may soon provide cities with increased autonomy to regulate timing of development permit and subdivision applications. 	<ul style="list-style-type: none"> • The community and its residents could feel a perceived loss of “small town feel”. • Costs are associated with changes to the town’s brand on letterheads, signage, fleet vehicles, etc. • Cities are typically granted authority for provincial highways within their boundaries, which includes being responsible for the costs of highway maintenance and upgrades, though there can be some exceptions.* • There is no financial incentive to change from town to city status. As of 2014, not a single grant from upper levels of government was based on municipal status. One minor financial gain arises through <i>Alberta’s Municipal Sustainability Initiative</i>, in which a portion of the grant is derived from the number of kilometres of roads within a municipality’s jurisdiction, but the majority of the grant is derived from the municipality’s population. This financial gain is countered by the costs of highway maintenance and upgrades. • A city is obligated by the <i>City Transportation Act</i> to pass a transportation systems bylaw, which could be perceived as a con due to the cost associated with undertaking the background work to inform and prepare the bylaw.

* In the last two decades, it has appeared that Alberta Transportation is willing to retain control and responsibility for those highways passing through cities that form part of the National Highway System.

Communities may want to leverage the perceived economic development benefits of being known as a city, or brand themselves as having a small town atmosphere.

SOURCE: Carley Friesen

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Figure 4: Population of Alberta's Cities

City	Latest Population	Census Year
Calgary	1,235,171	2016
Edmonton	899,447	2016
Red Deer	99,832	2016
Lethbridge	96,828	2016
Grande Prairie	68,556	2015
St. Albert	64,645	2016
Medicine Hat	63,018	2015
Airdrie	61,842	2016
Spruce Grove	33,640	2016
Lloydminster**	31,377	2015
Leduc	30,498	2016
Fort Saskatchewan	24,569	2016
Chestermere	19,715	2016
Camrose	18,044	2016
Cold Lake	15,736	2014
Brooks	14,185	2015
Lacombe	12,728	2014
Wetaskiwin	12,621	2014

** Includes 19,740 residents within Alberta and 11,637 residents within Saskatchewan.

City Status Elsewhere

City status varies by province and territory. The following are quick facts about city status and cities in the other provinces and territories within the coverage of *PLAN North West*.

City Status in Manitoba

- Incorporation requirements under current legislation: population of 7,500 or more
- Number of cities: 10
- Largest city: Winnipeg, pop. 663,617
- Smallest city: Flin Flon, pop. 5,363

City Status in the Northwest Territories and Nunavut

- Incorporation requirements under current legislation: assessed land value of \$200 million or more
- Number of cities: two
- Largest city: Yellowknife, pop. 19,234
- Smallest city: Iqaluit, pop. 6,699

City Status in Saskatchewan

- Incorporation requirements under current legislation: population of 5,000 or more
- Number of cities: 16
- Largest city: Saskatoon, pop. 222,189
- Smallest city: Melville, pop. 4,546

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About the Author



A Year of Change: Manitoba and Nationally

December 1, 2016 marked a milestone date for the planning profession in Manitoba, as the *Registered Professional Planners Act* (RPP) was passed. The changes in Manitoba came concurrently with the significant changes to our national body, the Canadian Institute of Planners (CIP). This article will summarize a few of the elements of the new RPP legislation in Manitoba and provide an overview of some processes in place nationally between the Provincial and Territorial Institutes and Associations (PTIA) and CIP to help address the transition in roles.

The RPP legislation in the various provinces have a number of similarities and differences. As a professional planner and as a member of a PTIA, it is important to understand the provincial or territorial legislation of the jurisdiction of practice. In Manitoba, the *RPP Act* is essentially title legislation, versus the right to practice. The legislation recognizes MPPI as the corporate body and assigns MPPI council to manage and conduct the business and affairs of MPPI. Full members registered with MPPI are given the right to use the RPP designation in Manitoba. If an RPP from another PTIA would like to practice in Manitoba they should contact the MPPI executive director to register in Manitoba.

Some of the elements of the Manitoba *RPP Act* include:

- MPPI by-laws must be consistent with the *RPP Act*. The process to update the MPPI by-laws was very timely—the draft RPP legislation and the new CIP by-laws were both complete around the same time period, and MPPI council was able to incorporate all of the necessary changes to the MPPI by-law concurrently. MPPI was in full compliance on the date the *RPP Act* came into effect.
- One third of the members of MPPI council and other committees must be public members. This is new to MPPI's council, as in the past MPPI did not require any public members on its council or other

Upper Fort Garry Provincial
Park in Winnipeg

SOURCE: HTFC Planning &
Design



Drew Caldwell, Minister of Municipal Government and David Jopling, Manager of Planning & Development WSP/ MMM Group announce RPP designation.

SOURCE: Ryan Segal, WSP/ MMM Group

committees. Fortunately, MPPI was able to fill these positions faster than anticipated, and the public members have proven to be a valuable addition to council.

- A complaints committee and an inquiry committee were established. Although MPPI had disciplinary provisions in the former by-law, these have been restructured and the new committees now each include a public member. The new legislation highlighted MPPI's need to be more fiscally prepared in the instance of an inquiry or complaint. MPPI is now building up a reserve account to cover the costs associated with any future complaints or inquiries of its members. MPPI's executive director recently developed administrative procedures for these committees, which have now been adopted by council.

The *Planning Act* in Manitoba has a provision that indicates when a planning authority is undertaking a development plan review or amendment that it should use the services of a "qualified professional planner." MPPI will be working to educate planning authorities that the RPP designation represents the highest

standard of compliance with respect to this provision in The *Planning Act*. One planning district is currently exploring the adoption of an administrative policy requiring developers of a development/subdivision application of a significant size to consult with an RPP.

MPPI's changes come at a time when CIP's role is also changing, as a result of the restructuring of CIP. The PTIA's relationship with CIP is evolving, for example, a representative from MPPI council (and other PTIAs) no longer sits on the CIP board. New processes and procedures need to be developed to ensure that PTIA's keep the lines of communication open and maintain a strong link with CIP. Future responsibilities must also respect the by-laws of the PTIA's and CIP.

PTIA presidents have committed to participate in bi-monthly teleconference calls, coordinated by CIP, to discuss items of mutual interest and to address and find solutions to outstanding matters. How to handle international reciprocity agreements and international memberships are currently being discussed, for example. In addition, each PTIA has been asked by CIP to review the core services agreement to determine what services CIP may need to provide PTIA's in the future. This frequent communication between CIP and the PTIA's has been very positive and essential to the evolving nature of the profession regionally and nationally.

As a reminder, the PTIA's and CIP have an agreement in place establishing the Professional Standards Committee (PSC) and the Professional Standards Board (PSB). The PTIA's and CIP collectively hire an agency to administer the day-to-day processes and procedures of the examination and accreditation responsibilities. Also, the PTIA executive directors meet at an administrative level as the Joint Advisory Group (JAG) to discuss and address provincial or national administrative issues that may arise.

In conclusion, change is happening in our profession and MPPI is working hard to develop processes to adapt and address issues in a timely manner. The future holds well for planners in Canada as we work through some changing roles and responsibilities. Manitoba is pleased to be part of the growing RPP team nationally, and will represent the RPP designation with the high standard it embodies. ■

David Jopling MCIP, RPP is the Manager of Planning at WSP/ MMM Group for Manitoba and Saskatchewan and is the President of the Manitoba Professional Planners Institute. David has over 18 years of combined experience working with the public (provincial and municipal) and private sectors over his professional planning career.

About the Author



Edmonton's Prairie-Urban Transformation

The Evolving Edmonton Skyline
SOURCE: City of Edmonton

Since its incorporation in 1904, Edmonton's history is one of change. Changing industry, changing people, changing boundaries, changing seasons, the one constant is transformation and adaptation.

While it has had a long and layered history for millennia, Edmonton is largely a first generation city in terms of its modern built environment. In some older areas of the city redevelopment is underway, but the vast majority of the urban landscape remains as originally conceived and developed. Parts of its urban fabric include other municipalities that were subsumed into Edmonton as urban growth crept into the prairie landscape. The towns of Beverly, Jasper Place, and Strathcona became established city neighborhoods. The integration of places with unique identities as part of Edmonton has not been without challenges, and not just at the outset of any boundary change but also as redevelopment occurs decades later—just ask residents of the former town of Jasper Place about replacing the paper pipes that provided the sanitary sewer connection from private residence to public street!

For the most part, Edmonton has developed in the same way since World War II. Punctuated by

economic booms fueled by the oil economy, new residents migrated to the city to find good jobs, and as the population increased, neighborhoods pushed outward from the centre to accommodate the arrivals.

Until recently, prairie cities were secondary destinations for migrants, particularly new Canadians whose first stop was typically Montreal, Toronto or Vancouver. This has changed, and Edmonton is increasingly becoming a first choice for new arrivals. Along with the increased diversity of the urban population come new expectations and the associated challenges to meet emerging needs. Each new voice brings different ideas about what a city is, and what a city should be; the city-builder's challenge is to listen and find the common threads that tie our humanity together, then pull at those threads to weave a vibrant fabric that enhances the quality of life for the entire community. Getting this conversation to take place in a constructive way is extremely important, but far from easy.



Growth Strategy Plans for Edmonton

SOURCE: Diane Fitzpatrick, Planning Technician II, City Planning

As Edmonton's population continues to rise and its demographics change, particularly since 2005, when our most recent boom began in earnest, we have been challenged to manage growth in a sustainable and inclusive way. We know that development cannot continue outward indefinitely. Over-privileging one type of growth at the expense of others is costly, inefficient, and does not lead to healthy or exciting communities; it also does not provide the choice and diversity that a city of a million people want and require. Since 2010 and the adoption of the municipal development plan, "The Way We Grow", Edmonton has focused its energy and policies on growing up, in and out.

Whichever way we grow, opportunities and constraints line the path. Edmonton's Ice District with a new arena, entertainment complex, and a number of residential and office towers in our central business district will bring people and businesses to the central core. Cranes downtown support the massive construction efforts and form a steadily evolving skyline as towers rise out of former surface parking lots. In order to provide a catalyst for development to attract more residents to the downtown, the City has invested heavily in supporting the infrastructure and planning that is required to enable our urban renaissance. This has involved taking some important risks to help set the right course for change.

Accommodating demand for growth in established areas is not just a downtown issue. The struggle to encourage and accommodate infill as we move away from the core of the City is an increasingly important part of our city's story. Change is hard, and for those pioneers who want to take a 50-year-old home in a neighborhood full of 50-year-old homes and create something new (or maybe two of something new where there was only one before), the obstacles can feel daunting. To help set the table for a successful and orderly transition, Edmonton prepared an Infill Roadmap in 2014 that outlines 23 actions to enable the redevelopment of established communities by making changes to: our communications, collaboration, rules, knowledge and process. There have been some detours along the way and our job as a broad community of city-builders has been to listen and respond.

Continued growth outward will be a reality for some time. Demand for housing in greenfield development shows no sign of abatement, and Edmonton is in the midst of an annexation to ensure it does not run out of land to satisfy that demand. Edmonton is also the centre of the Capital Region, which has a board made of mayors and Reeves to make decisions about land use and infrastructure matters

with a regional impact. Conversations at the Capital Region Board (CRB) demonstrate the complexity of the regional growth picture, and the Province's new mandate for the CRB to manage growth effectively means that change in the development pattern is just a matter of time, as the focus turns to minimizing the expansion of the urban footprint.

Each of the growth paradigms, up, in, and out, are full of challenges and questions. What is clear, however, is that focusing on only one direction will not take us from a 20th century small city to a 21st century metropolis. An urban shift is underway, driven by Edmonton's size and vintage, and the tipping point now tilts us toward modern big-city problems about providing efficient transit in low-density neighborhoods, advancing reconciliation with indigenous peoples, securing affordable housing where land values have soared, meeting the challenges of urban poverty head-on, and balancing the natural environment with the need for new infrastructure, to name a few.

The source of friction stems from the urban fabric becoming firmly embedded in our cultural norms. There is a sense in some quarters that the city is struggling under the weight of anticipated changes; whether a one dwelling structure is being replaced with a two dwelling structure; apartment buildings progressively becoming taller; or new development replacing farms and cropland. If we flip that perspective on its head, the opportunity exists to create a new urban environment based on modern realities, and to proactively explore our city, Edmonton, as a living urban lab that places people-centred design at the forefront.

The change that our community is going through as it reaches a million people and starts to plan for a city of two million, is a cultural change. Physical alterations to the landscape will continue, but a new way of thinking about the city, at different scales, is required. The way we have done things for decades that brought us to where we are today, is not the same method we'll need to get to where we need to go. But culture does not pivot on command. When a family buys property, they buy a lifestyle and create expectations about their present and future state. When the streetscape evolves and the lifestyle of the neighbours change, the expectations about the present and future also change and money can't buy that back. The lifestyle attached to that property slowly transitions into something different.

Changing into a 21st century city is exciting, but for many, and for many different reasons, it also hurts. Edmonton is experiencing the growing pains of its transformation, and these are a symptom of the creative tension that is bubbling at the surface as the city's



culture shifts, and expectations are displaced by new visions and new realities.

When all of the changes become hot button issues, and each feels like a fire that must be put out, how do we continue to build a progressive city? The link between many of the ‘fires’ boils down to the change required in our city if it is to evolve successfully, and the fears or anxieties of individuals and groups can’t be solved by process improvements alone. Instead, we need to ask how planners can lead, manage the conversation, and build trust.

First, as planners, we need to recognize that we are not simply building pipes, parks, streets and land upon which the houses rest and the trains move. We are carefully considering human centred design for our city and creating conditions for our collective long-term success. City building is a conversation and a series of questions. In Edmonton, what does it mean to be a city with a rich indigenous history and new migrants, the youngest large city in Canada, and a first generation city? How can we build equitable places for people and foster social connections when serious issues like poverty, and truth and reconciliation, loom overhead?

Planners are used to thinking about technical problems that have technical answers. But as the cultural expectations about our cities change, so too must our thoughts about how to solve city building issues. Certain questions cannot be solved by a bylaw or policy. Instead, the strength of the city planner lies in our ability to learn, listen and connect the dots.

Planning, then, is not purely a technical job to manage legislative requirements. Planning is about facilitating productive change management. Important conversations, necessary conversations, and difficult conversations are often about managing change. Given the complexity of high growth and rapid development, planners can get lost in overflowing ‘toolboxes’, and lose sight of what we are building and for whom we are building. In Edmonton we proactively pursue planning opportunities that place people at the centre. To do so, planners take on the role of quiet leaders, taking smart risks and using advocacy and diplomacy to bravely, thoughtfully, and sensitively, help the city and its residents find the right paths for their community’s future.

There has never been a better time to rethink the assumptions of our profession, and we are in a privileged position to be a part of the conversation at this fork in the road. The planning decisions made in Edmonton over the next few years will shape the success of our city, and positively impact our country, for generations to come. ■

Peter Ohm MCIP, RPP is Edmonton’s Chief Planner and manager of City Planning in the Sustainable Development Department where he leads a wide range of integrated teams to develop and implement urban policies and programs that help build a livable, inclusive and resilient city.

Transforming Downtown
Edmonton
SOURCE: *City of Edmonton*

About the Author

An Interview with Edmonton's New Chief Planner

Peter Ohm has been working with the City of Edmonton in various capacities since the early 1980s. Over his career he has seen and been involved in significant changes in planning in Edmonton and Alberta; and, most recently became Edmonton's Chief Planner as the city continues its prairie-urban transformation. As a change leader, Peter provides a fresh perspective on this transformation and his new role in the following interview. His interest in sharing his views more broadly is appreciated.

What drew you into the planning profession?

I've always had an interest in how people interact with each other, and with the land uses, public spaces and built forms that surround them. As a Political Science and Geography graduate from the University of Alberta with a NAIT Diploma in Urban and Regional Planning, I started on contract with the City of Edmonton, helping to set up the City's Posse and addressing system. (Posse to this day is a key program tool used by planning staff as land development and building permit applications are reviewed and approved.) The rest is history.

Can you elaborate on that history and your planning experience?

My first permanent position with the City of Edmonton was in the area of decision support to provide data and analysis to planners preparing area redevelopment plans. I then moved onto developing and maintaining area redevelopment plans—many of which were adopted in the 1980s. From there, I settled into “current planning” and eventually oversaw all statutory bylaw and subdivision authority approvals for the south half of the city.

In 2008, I became a Branch Manager for land use policy, urban design and heritage conservation, and a few years later parks and environmental planning were added to my portfolio. In this role I oversaw policy needs to address the emerging transformation of our city and at same time I brought a practical lens to planning policy—policy that works in the world of current planning. At the end of 2015, the City began to make a number of organizational changes based on a value chain model and in pursuit of integrated decision making. Over the course of several months my branch merged with planning elements of three other branches to form the City Planning Branch. Around the same time I was confirmed Manager of the Branch with the title of Chief Planner. My team now includes planners, engineers, architects, urban designers, landscape architects, ecologists and technicians.

What is a Chief Planner? Why you, now, and what do you see as your role?

A Chief Planner represents the interests of strategic planning, and brings those interests together for more integrated thinking and decision making. A Chief Planner works in those spaces between City Administration, City Council, developers, community leaders, and major stakeholders. A Chief Planner leverages knowledge and relationships to influence decisions that support positive city building outcomes. In my case I represent the strategic interests of several “systems or networks” being parks, pipes, roads, and land. In so doing, I advocate for the integration of those

“I brought a practical lens to planning policy—policy that works in the world of current planning.”



City of Edmonton Chief Planner Peter Ohm sharing his perspective

SOURCE: Diane Fitzpatrick, Planning Technician II, City Planning

systems and the application of urban design to create great places for people, which ultimately supports a livable city. This means I have an opinion on city building and will offer that opinion to promote a better city for Edmontonians.

Why me, why now? First, I feel honoured to be Chief Planner. Edmonton hasn't had a Chief Planner since Noel Dant had the position during the 1950's—also a time when Edmonton was undergoing considerable growth and transformation. I have a good span of planning knowledge and experience, and the timing was right. That timing reflected both a level of maturity in the organization and a need for the role. Because the role is new I see it growing and evolving in a way that fits our organizational, community and political context.

How does this relate to the prairie-urban transformation you reference in your article?

Over thirty years ago, Edmonton was a much different city and community, and we were a much different organization. As a community we were attached to our rural-prairie values that drove our desire to be a car oriented and dispersed city. As an organization we were busy managing the day to day within our boundaries and we didn't pay that much attention to the region around us. As planners and engineers we didn't push enough to change the form of the city, to become a more compact city, to become a city better

connected to its surrounding region, to become a city that better considered and acted on its long term sustainability.

Edmonton's population is approaching one million. We are moving from a big small city to a small big city—we are experiencing an urban shift. As we grow out towards our boundaries, we are changing as a community and our values are changing. Our political leadership is evolving and recognizing the need to become more compact and more connected to the region, in part, because it makes a difference to the cost of maintaining and operating the city. Our demographics are shifting. People from different parts of Canada and the world are coming to Edmonton. We are becoming a more youthful city. Edmontonians now want more choice in housing, transportation, recreation and lifestyle.

All of this places stress on the City Administration and demands that we change to meet the challenge of transformation and the complexity that comes with it. As planners and engineers we have to find ways to help City Council and the community manage that transformation. As Chief Planner, along with other leaders in the Administration, I need to make sense of this transformation, and help align the efforts of the organization to leverage transformation for positive city building outcomes.

What does this mean for Edmonton's future?

As an organization, as a Chief Planner, and as professionals we need to focus on how we help City Council transform Edmonton to become a livable city, and by extension a livable city-region. To be a livable city-region we need to be compact and attractive, we need to be accessible—people and goods need to move around the city-region in various modes efficiently, we need to be green—we have to be mindful of our environment now and in the future, we need to be welcoming and socially responsible, we need to be prosperous, and we need to be financially responsible. All of these elements will contribute to making our city-region successful by attracting and retaining people and investment. If we as a city-region don't do this well, then we'll find ourselves lagging behind other regions. If we do this well, then we'll go a long way to building our resilience and ensuring our long term sustainability.

"We need to focus on how we help City Council transform Edmonton to become a livable city."



“Organizationally, we need to pay attention to more than what's just in front of us.”

In the new civic tower overlooking the new arena Downtown

SOURCE: Diane Fitzpatrick, Planning Technician II, City Planning

What are challenges for organizations and planning over the next few years?

Years ago, planners and engineers worked in a more closed system; they developed and implemented policy, standards and regulation with relatively few challenges to their “authority” as experts. And as experts for a particular network, they sometimes made decisions and operated their networks independent of one another. We now work in a more open and complex system where the authority of planners and engineers is challenged by stakeholders. We also find that because of scarce resources we must work with partners to leverage each other’s capacities. This means we need to recognize each other’s stake in the game and collaborate to optimize our joint efforts.

Organizationally, we need to pay attention to more than what’s just in front of us. To be a high performing organization, we need to scan the horizon, understand trends and trajectories, develop a vision for a better future, create a strategy to navigate to the vision, refine our structure and processes to facilitate efficiency and effectiveness in our work, ensure staff competency, create leadership that helps staff execute, and strive for a culture that supports integration and joint decision making.

The City of Edmonton Administration wants to become a contingent organization—one that continually adjusts its strategy, structure and processes, to adapt to its increasingly complex and ever changing environment. At the same time the organization will shift its viewpoint from that of an operator to that of the citizen. This means the organization needs to adapt to the community—not the other way round. In so doing it will be better able to deliver on the strategic goals of City Council who represent the community.

This organizational shift has begun at the senior leadership level. The senior leadership team at the City of Edmonton was comprised of the City Manager and several General Managers, who each represent the interests of individual departments. The group recently took on new titles and new roles. They are now the City’s Executive Leadership Team comprised of the City Manager and several Deputy City Managers, who are now Integration Managers and who each represent the interests of all departments and the entire corporation. This is a significant change and one that will cascade to other levels of leadership in the organization. This approach fits very well with my role as Chief Planner in being an integrator. I’m looking forward to it. ■

2016 SPPI Planning Awards

The Saskatchewan Professional Planners Institute (SPPI) presented the 2016 planning awards on September 20, 2016 at the SPPI Annual Conference in Swift Current. The planning awards acknowledge meritorious plans and projects, undertaken in whole or in part by members of the Institute, that significantly contribute to the liveability of communities in Saskatchewan.

Fraser-Gatrell Memorial Award for Distinguished Contribution to Planning



SOURCE: Alan Wallace

Alan Wallace MCIP, RPP

This award is presented to a member of SPPI for a major achievement in one or more of the following areas:

- Long time service and contribution to the planning profession;
- Work related achievements, and
- Public participation.

Alan's long-time service and contributions to planning began in 1984, when he started working at the City of Saskatoon, City Planning Branch. At this position, he contributed to the planning profession in the areas of Zoning Bylaw, Local Area Planning, Official Community Plan amendments, future growth studies, housing, subdivision, and rezoning. In 2006, he became the Manager of Neighbourhood Planning, where he was responsible for overseeing the City Centre Plan, local area planning, affordable housing, neighbourhood safety, and incentive programs. In February 2012, he became the Director of Planning until his retirement from the City in October 2016.

His 32 years of service for the planning profession include leading several major planning initiatives and development projects to conclusion, some of which include the City Centre Plan, the Growth Plan to Half a Million, River Landing, and Pleasant Hill Village.

One of his major accomplishments with the City of Saskatoon was the development and implementation of the City's attainable housing programs. Much of his housing work was ground-breaking given the fact that most medium-size cities did not have comprehensive housing programs at the time. He transformed the City of Saskatoon's housing from a small scale to a comprehensive approach. With this new approach, the City's capacity of addressing real housing needs in a time of economic growth resulted in home ownership for over 1,600 families in Saskatoon who otherwise would not have had the opportunity. Under Alan's leadership, Saskatoon's attainable housing program has been recognized as a best practice at the national level.

Throughout his career, Alan demonstrated his dedication to public education about planning principles, seeking to engage the community in the decision

making process and inviting community members, developers and other stakeholders to work directly with the City of Saskatoon. He believed that engaging the community directly affected the decision making process and resulted in a direction supported by all.

Most recently, his commitment to public and planning education was a part of his role as the Co-Chair of the 2015 Canadian Institute of Planners (CIP) National Conference (Thrive). With over 600 delegates and 200 presenters, the conference was a huge success and provided a forum for Saskatchewan planners to present their work at the national level.

Since his retirement from the City of Saskatoon, Alan has opened up Saskatchewan's first office for V3 Companies of Canada Ltd. V3 provides planning and civil engineering services in Western Canada and the United States.

Fraser-Gatrell Memorial Award (Citizen's Planning Award)

Richard Turkheim

This award is presented to a citizen, who is not a member of SPPI, who has made a significant contribution to promoting planning or enhancing the planning profession.

Richard Turkheim was involved in resource development in Northern Saskatchewan for more than 30 years. From his early career as a community planner for the Federal Government, Richard's influence has extended well beyond his role. As a senior civil servant in the Government of Saskatchewan, he has devoted decades of thoughtful forward thinking on how to minimize risks and maximize Northern residents' engagement in resource projects, particularly Saskatchewan's world-leading uranium industry.

In 1973, Turkheim began sharing knowledge in the field of planning as an instructor, research and teaching assistant, and consultant, at the Universities of Western Ontario and Waterloo in Ontario. Once he completed his Masters of Geography in Resources Management, Richard continued as a lecturer at Wilfred Laurier University. Then he moved to Saskatchewan to work for the Federal Government as a Community Planner. He also worked for the Provincial Government in management and moved up to the level of Assistant

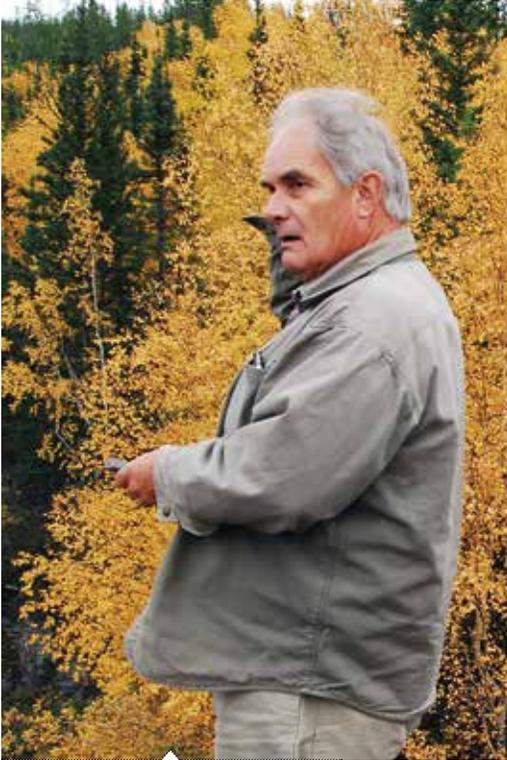
Deputy Minister. Throughout his time in provincial and federal government, he promoted the north and contributed to the planning profession. Under Richard's leadership in the Northern Affairs Branch, the following programs were developed and implemented:

- The fourth five-year Multi-Party Training Plan (MPTP) in 2014, where governments, resource industries, First Nation and Metis leadership collaborated to identify labour force demand and linked that to education, training and apprenticeships for northern residents;
- The Northern Development Fund, which was created to foster entrepreneurship and business development. It supported market research, business development, and youth initiatives in business. It also supported primary producers such as fishermen and trappers alongside the mining industry; and
- Working with the Saskatchewan Government to create the Northern Saskatchewan Environmental Quality Committee (NSEQC) in the mid-1990's, to help the Northern residents become well-informed and engaged in the uranium mining industry (photos 4 and 5). The NSEQC program



Richard Turkheim (right) presents a folio in 2009 to Edwin Boneleye, a long-serving representative of Black Lake Dene Nation on the Northern Saskatchewan Environmental Quality Committee (NSEQC).

SOURCE: Government of Saskatchewan, Ministry of Government Relations



Richard Turkheim near Uranium City during a Northern Saskatchewan Environmental Quality Committee (NSEQC) tour of a decommissioned uranium site, 2012.

SOURCE: Government of Saskatchewan, Ministry of Government Relations

provides professional support for a committee of Northern nominees, so they can visit mine sites, learn more about the uranium industry, and give organized, informed feedback on industry plans. Spearheaded by Richard, the program grew to become a respected channel of communication between communities, industry and government. The committee, representing 34 communities, has a standing invitation to present to the Canadian Nuclear Safety Commission, and it has been studied and modelled by agencies around the world: Northwest Territories, Greenland, Ecuador, South Australia, and more.

Richard's career in Northern Saskatchewan has been devoted to creating a stable and secure social and economic climate which provides benefits to northerners. With attention to detail, and a comprehensive, long-term vision, Richard laid the framework for many planners, in private and public sectors alike, to promote sustainable benefits from northern resource projects. Richard has helped nurture a development climate in Northern Saskatchewan that has promoted prosperity and growth with the support of a large majority of northerners.



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Excellence in Planning Award



A development under construction, Regina, 2013.

SOURCE: *City of Regina*

City of Regina

The purpose of this award is to recognize the excellence of professional planning work undertaken by SPPI members in communities and regions across Saskatchewan, in one of three categories:

- Planning Research and Innovation;
- Planning Policy; or
- Planning Practice (urban and rural).

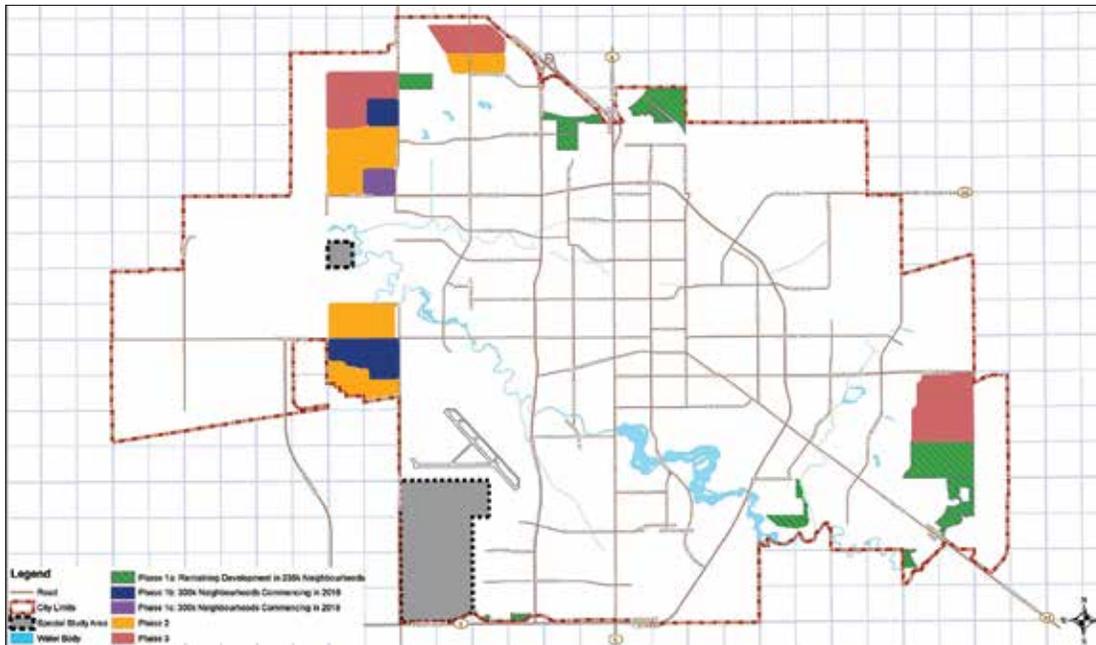
The 2016 SPPI Excellence in Planning Award was given to the City of Regina for their Development Charge Policy Review and Phasing and Financing Plan for New Growth Areas Project. This project was initiated in September 2014, led by the City Planning Department with support from consultants, Urban Systems and MPATH Engagement, and continued for 15 months. The resulting policies and associated development charges were approved by the City Council in December 2015 with the support of the development industry. The new policies were formally implemented beginning January 1, 2016. The Official Community Plan (OCP) amendments, including phasing and financing policies, received provincial approval in June 2016.

A multi-disciplinary team that included SPPI

members Diana Hawryluk, Shanie Leugner, Graham Haines, and Kim Sare, was involved in leading this project and bringing forward the recommended policies to the City Council for approval. The core facets of this project were the review of the development charge policies and determination of how new neighbourhoods should be phased for development over the next 25 years. This was previously identified as a key step in implementing the OCP.

The project examined how new growth-related infrastructure should be paid for, and how different options and development scenarios would impact the long-term sustainability of the City's financial reserves and debt capacity. The project also considered the cost and benefits of different growth scenarios, as well as the goals and community priorities of the OCP, especially those related to developing complete neighbourhoods and achieving long-term financial viability.

The OCP policy, "growth pays for growth" provided direction throughout the project. It is a concept that is simple to state, but its interpretation by different stakeholders makes it difficult to apply. However, through discussions on how the concept related to



Map 1B: Phasing of New Neighbourhoods and New Mixed-use Neighbourhoods
SOURCE: City of Regina

development charges and the infrastructure services they fund, an agreement was reached on how to apply it in the development charge policy. This was the result of an extensive stakeholder consultation that was undertaken throughout the project. A Working Group composed of the development industry, home builders, economic development organizations and the City staff came to a consensus to support the final policies after 12 workshops.

In planning, much time is spent in creating plans that help shape new developments to create functional and attractive places for people to live, work, and play. However, how infrastructure is paid for and how overall growth will occur over time, are critically important elements to consider as developments move from being planned to being built. The project established new policies to ensure that, over the long-term, infrastructure will be funded and phased to balance municipal aspirations for growth alongside the financial

responsibilities and capacity of the City. Since the completion of this project, some of the communities in Saskatchewan (Melfort and Saskatoon), Manitoba (Brandon) and Alberta (Calgary) have asked for the policies and sought advice from the project leadership to inform their own efforts. ■

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2016 APPI Planning Awards



SOURCE: B & A Planning Group,
Canada Lands Company

2016 Award of Excellence Design Plan Category

Currie Barracks—A Neighbourhood Land Use Plan

SUBMITTED BY: B & A Planning Group, Canada Lands Company

AUTHORS: Jeanie Gartly MCIP, RPP, Deborah Cooper, Chris Elkey MCIP, RPP

A key learning of Canada Lands Company (CLC) was that by increasing the number of people living within a five-minute walk of a retail 'heart', a neighbourhood would have greater economic success, urban vitality and diversity. With the success of Currie Barracks being critically important to CLC, the planning team needed ground breaking, innovative and 'out of the box' thinking to ensure they designed a vibrant and unique mixed-use urban community.

A key strategy was locating retail uses in the physical centre of the site and 750,000 square feet of office and institutional uses around the historic Parade Square. The inclusion of non-residential uses are critical to the plan as they make Currie a truly complete community.

A complete network of pedestrian mews was designed to complement the vehicle network and create smaller urban blocks that provided dedicated



SOURCE: B & A Planning Group, Canada Lands Company

pedestrian and bike access to commercial services, offices, schools, amenities, and residential buildings. Another important aspect of the design was the integration and retention of 11 Historic Resources, providing a connection to the history of the site and unique inspirations for the design of specific elements. An early example of this is the aviation themed playground that took its inspiration from the early use of the site as an airbase. The team also worked with City Administration to identify revenue-generating uses for two provincially protected heritage homes that are sited in a new public park.

It is a challenge in Calgary to design high density urban neighbourhoods that respond to the cold weather and low-angle sunlight in spring, fall and winter months. The design team's approach to this challenge was the design of streets, use adjacency, pedestrian networks, parking resources and services to work as a flexible and inter-connected system supporting efficient and sustainable mobility options for residents and employees. The intention was to provide an array of access and mobility, and to improve the pedestrian experience through all seasons.

Given the significance of the Currie Barracks lands due to their size and location, a project charter was prepared between CLC and the City to ensure the key components of the redevelopment were realized. The Charter identified objectives of the redevelopment along with the project risks such as; a higher density

model not being supported by periphery stakeholders; delays in approval of a land use redesignation could shift the timeframe to gain critical mass that would support continued sales momentum in Currie Barracks, and; micro and macro-economic factors could limit the project's ability to gain the desired absorption rate and delay the built-out schedule. Recognizing these risks, CLC worked closely with their joint venture partners Embassy Bosa and commissioned reports such as a market study and a retail strategy. CLC hired an engagement specialist to provide direction for stakeholder engagement and transportation specialists to identify tools for increasing mobility choices.

The implementation of the project included the following highlights:

Dedicated Team

A dedicated team of City Administration was established to coordinate the revitalization efforts for Currie Barracks and guide the implementation of the CFB West Master Plan.

Engagement

Throughout community consultation the increase in density, height, and built form were continued topics of conversation. To ensure creative, thoughtful development, controls were established to provide certainty to both community residents and the City of the ultimate build out.



SOURCE: B & A Planning Group,
Canada Lands Company

Policy, Regulations & Standards

Revisions to the CFB West Master Plan, the Outline Plan, the Land Use, and the Customized Design Criteria were made to achieve the ultimate goals of The City of Calgary's Municipal Development Plan and the CFB West Master Plan.

A modified form-based zone approach through the use of block development plans was undertaken. These block plans define the setback, frontage, block statistics, and development program for each block in Currie Barracks. The land use and CFB West Master Plan amendments were shaped to work together to inform the appropriate character of each district and provide direction on building placement, height, form, shadowing as well as the character of building facades and public spaces. Precinct and block-based density regulations and tools for the ongoing

monitoring of density, parking and transportation impacts were also developed.

As part of the original Outline Plan/Land Use Redesignation application, City Council approved a set of Customized Design Criteria for Currie Barracks. This document includes a process and customized design criteria for how all aspects of the public infrastructure are to be designed to meet the requirements of specific conditions throughout Currie Barracks.

Street cross-sections were revised to suit local conditions and CLC's aspirations. For example, a new street cross-section for a mews was created to accommodate both pedestrians and vehicular traffic.

Special Development Agreement

Transportation Demand Management (TDM) Measures were also included as part of the application process. The TDM measures were tied to a Special Development Agreement between CLC and the City to ensure they are implemented.

Currie Design Guidelines

Design guidelines were prepared to provide clear direction to builders. The Currie Design Guidelines supplemented the detailed regulations and standards administered by the City of Calgary and focus on neighbourhood, building and landscape character. The Guidelines will be monitored by CLC prior to builders approaching the City for a development/building permit to ensure development is consistent with the vision.

The overall presentation of the Currie Barracks plan was a combination of master plans, 3-D illustrations and City of Calgary written application requirements. The submitted Currie Barracks Neighbourhood Land Use Plan was initially prepared for the City to form part of the land use redesignation, Outline Plan, Road Closure and CFB West Master Plan Amendment application requirements for Calgary Planning Commission and City Council approvals.

The plan is clearly written and visually illustrated using photos, diagrams, concepts and illustrations—all of which were used to present the words and visual information on the plan's components so that City departments, the Calgary Planning Commission, City Council and the public could understand the existing scenario and new vision for the site.

Through the various planning processes, the Outline Plan, land use, illustrations and concepts were frequently updated to resolve comments from the City and public.

2016 Award of Merit: Design Plan Category

Bragg Creek Revitalization Plan

SUBMITTED BY: McElhanney Consulting Inc., MVH Urban Planning and Design Inc., Rocky View County

AUTHORS: Johnson Kwan MCIP, RPP & Amy Zaluski MCIP, RPP



The Hamlet of Bragg Creek is located approximately 50 kilometres west of Calgary. The Hamlet is bordered by the Tsuut'ina Nation Reserve to the east and the Elbow River to the north and west.

In recent years, the Hamlet has grown into a desirable place to live for approximately 500 residents.

In the summer of 2013, the Southern Alberta Region experienced one of the worst flooding events in Alberta's history. The Elbow river changed course, flooding the majority of the Hamlet, leaving homes and businesses underwater and destroying community infrastructure such as roads, pathways, and popular trail systems.

Lack of coordination amongst various stakeholders limited the effectiveness of the rebuilding effort. Recognizing the need to assist the community's rebuilding effort, the County commissioned McElhanney Consulting Inc. and MVH Urban Planning and Design Inc. to prepare the Revitalization Plan.

The purpose of the Revitalization Plan was to reaffirm the community vision for the Hamlet, to capture any new opportunities from disaster recovery, and to revitalize Bragg Creek into a thriving and desirable place to live, work, and visit.

SOURCE: McElhanney Consulting Inc., MVH Urban Planning and Design Inc., Rocky View County

SOURCE: McElhanney Consulting Inc., MVH Urban Planning and Design Inc., Rocky View County



Highlights of the Bragg Creek Revitalization Plan include:

Planning Process

Public Engagement extended through each phase of the Plan.

Multiple public engagement methods were used including a stakeholder workshop, an interactive online mapping survey, informal coffee chats, community sounding boards, project team meet and greets, and a three day collaborative design workshop. The public engagement strategy served as a process of recovery and reconciliation for a traumatized community.

Effective Results

Clear implementation directions were put in place. These included policy and bylaw amendments, financing opportunities, monitoring mechanisms, and the formation of a resident-based implementation committee. Each recommended action in the plan is tied to a stakeholder group, with key steps, potential funding sources, and measures of success.

Clarity of Presentation

The Revitalization Plan is a visually compelling action plan presented in plain language with a spectrum of graphics and illustrations to make the document easily digestible for decision makers, stakeholders, and the general public. The Revitalization Plan was applauded by both County Council and community members for its clarity and was unanimously adopted by Council in December 2015.

There are three major lessons learned from the Revitalization Plan:

1. **Make the Plan practical and achievable.**
Focus on the result and implementation tools that bring a community towards a shared vision. This requires planners to shift their mindset from 'regulating' to 'facilitating' and 'cultivating' development.
2. **Provide visual and graphic representation of planning concepts.**
3. **Ensure and allow for genuine interactions.**
Using open and transparent communication with, and among, community members and stakeholders builds trust. Whether it is admitting to past mistakes, openly confronting rumours and misperceptions, or validating community concerns, it is critical to address the past in order to shape the community's future.



SOURCE: McElhanney Consulting Inc., MVH Urban Planning and Design Inc., Rocky View County

2016 Award of Merit: Emerging Technology Category

Planning and Development Map (PDMaP)

SUBMITTED BY: The City of Calgary

AUTHOR: Martin Beck MCIP, RPP

Planning and Development Map (PDMaP) is a web-based application (www.calgary.ca/pdmap) that provides information about planning and development activities in Calgary. This service also allows citizens and other stakeholders to better participate in the development review and approval process.

While the existing communication mechanisms (e.g. on-site signage, mail-outs, newspaper advertising) meet legislative requirements, they fall short of citizen expectations. Feedback received from citizens and community groups showed that information related to development proposals is hard to find and understand. PDMaP not only meets legislative obligations, but also provides enhanced opportunities for dialogue between The City, applicants and citizens (users) by:

- informing users about planning activities in their neighborhoods and communities;
- allowing users to better understand the planning review processes from start to finish;
- reducing internal resources required to inform citizens about applications and associated review processes;
- making city planning related information simpler and easier for users to understand and access;
- providing an additional (digital) channel for users to submit comments on applications that are automatically delivered to City staff or City Council based on the status of each application; and
- providing transparency of the planning process while protecting The City's legal and fiscal interests.

This new web application was created in-house by the Planning & Development Department. It consists of two main components:

1. **A Map** allows users to search planning applications by file number, address, ward, community, status, application type, etc. Alternatively, users can take advantage of the simple interface and zoom-in on a specific area of Calgary.



SOURCE: The City of Calgary

2. **Application Detail Pages** provide users with information of each application displayed on the map, and guide users through the application review and approval process. These pages are assembled automatically by combining existing data of the City's permitting workflow system with information prepared by individual Planners. Each Application Detail Page includes the following:
 - a plain language description of the application proposal to assist users to better understand the purpose of individual applications; the application status with key dates and milestones which updates automatically as each application progresses through the review process;
 - hyperlinks to applicable policies, bylaws and contact information;
 - an interactive map outlining subject lands with a hyperlink to Google street view; and
 - hyperlinks with plain language summaries of land use designations.

The first phase of PDMap which focused on “rezoning” applications was released to the public in November of 2015. Development permits (some types) have been added to PDMap in the second half of 2016.

Additional application types and key features such as digital plans, drawings available on-line and user subscriptions are anticipated to be included later in 2017.

2016 Award of Merit: Special Study Category

Edmonton City Museum Strategy

SUBMITTED BY: Intelligent Futures, Worldviews Consulting, The Edmonton Heritage Council

AUTHORS: Jeff Robson MCIP, RPP



SOURCE: *Intelligent Futures, Worldviews Consulting, The Edmonton Heritage Council*

The Edmonton Heritage Council sought to commission a strategy for an Edmonton city museum that asks, ‘What if a city museum was integrated into the very fabric of the city?’

An analysis of current trends in Edmonton together with a review of best practices in progressive museum design formed the basis to understand how a museum can facilitate with citizens. Stakeholder consultations,

including a workshop and walking tour, provided insight and direction for the strategy, including additional trends in Edmonton, ideas about community outreach, and thoughts on the potential organizational and physical structure—all while keeping the mantra ‘The City as Museum and the Museum as City’ in mind.

The project team was faced with two main challenges:

1. Culture is continuously evolving and the Edmonton city museum requires structural flexibility to accommodate change.
2. There is no perfect model for the Edmonton Museum to follow, so one needs to be created from scratch.

As a result, the main impacts for the Edmonton City Museum Strategy include:

- Improved level of awareness and engagement with the issues of the city
- Improved dialogue about city issues
- Increased level of individual and collective action related to addressing city issues
- Celebration of opportunities and innovation occurring in Edmonton
- Illuminate Edmonton's unique and evolving identity
- Strengthen relationships between different groups and communities

Every action that the museum takes will need to be in service of these impacts. The team looked to the world of science to adapt a field-testing approach to create a truly adaptive and learning organization. The three phases of the field-testing approach include formalized experimentation, evidence-based investment, and permanence.

Formalized experimentation

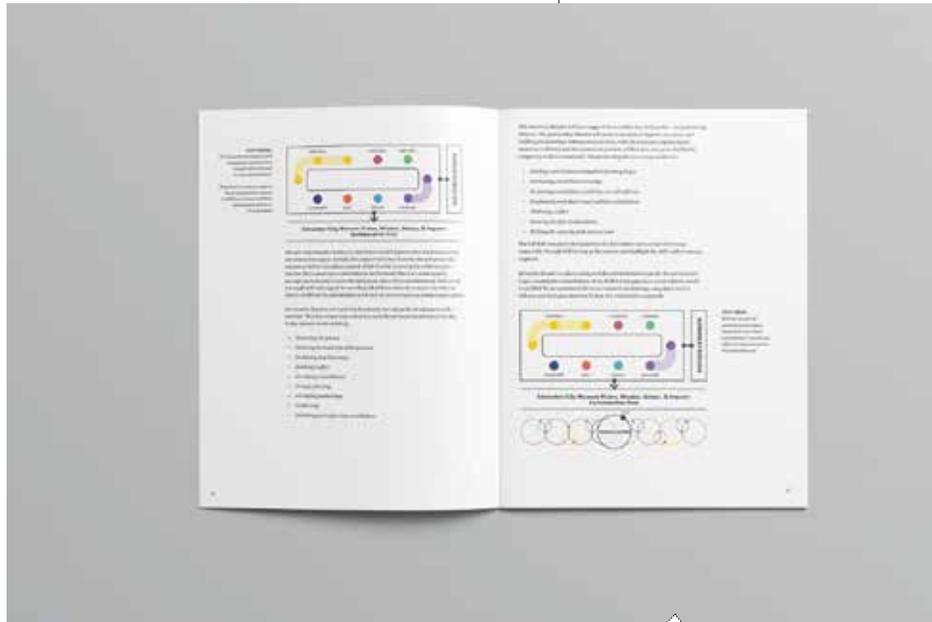
This requires the Edmonton city museum to implement a robust program of ongoing evaluation of each experiment and its progress towards the impacts. The experiments need to be diverse in multiple ways including the issues they address (social, cultural, built environment, natural environment and economic), and the way they have these conversations (online, passive and interactive, dialogue).

Each experiment is evaluated upon completion to understand how successful it was; how it connected with stakeholders; how effective the partnerships were, and; the impacts and implications, or need for, permanent infrastructure.

Evidence-based investment

This phase is grounded in the results of the formalized experiments phase. Clear direction for the future of the Edmonton city museum will emerge based on the lessons learned. Possible scenarios include:

- A Predominantly Online Scenario - with ongoing in situ and dialogue experiments to monitor if preferences change



- A Distributed Model - investment in semi-permanent, permanent and mobile facilities
- A Hub and Spoke Model - a central organizing facility with satellite facilities
- A Central Model - a single facility in the centre of the city

Permanence

This phase involves implementing the determined model while continuing ongoing experimentation to monitor the public appetite for different forms of cultural engagement and exploration. This ensures that the museum, while permanent, is never static. ■

SOURCE: *Intelligent Futures, Worldviews Consulting, The Edmonton Heritage Council*



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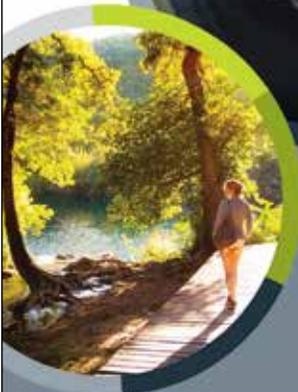
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