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APPI PLANNING

Alberta Professional Planners Institute

# Journal

## Conference Edition

- + Planning With Indigenous Communities
- + Plan, Commit & Lead
- + 2013 APPI Planning Awards

## APPI Council

### PRESIDENT

Eleanor Mohammed, RPP, MCIP  
eleanor.mohammed@gov.ab.ca

### PAST PRESIDENT

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beth@populus.ca

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ddeshpande@planningalliance.ca

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scott.pragnell@edmonton.ca

### COUNCILLOR

Ken Melanson, RPP, MCIP  
ken.melanson@calgary.ca

### COUNCILLOR

Teresa Goldstein, RPP, MCIP  
teresa.goldstein@stantec.com

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Misty Sklar, RPP, MCIP  
sklarm@mmm.ca

### COUNCILLOR

Anthony Ferri  
anthonyferri@live.ca

### PUBLIC MEMBER

Linda Wood Edwards  
lue42@shaw.ca

## Administration

### EXECUTIVE DIRECTOR

MaryJane Alanko

### OFFICE MANAGER

Vicki Hackl

admin@albertaplanners.com  
www.albertaplanners.com  
TEL: 780-435-8716  
FAX: 780-452-7718  
1-888-286-8716

Alberta Professional  
Planners Institute  
P.O. Box 596,  
Edmonton, Alberta T5J 2K8

## APPI Planning Journal Committee

Amber Nicol, RPP, MCIP  
Ann Peters, RPP, MCIP  
Olimpia Pantelimon, RPP, MCIP  
Imai Welch  
Susan Lamola  
Tasha Elliott  
appi.journal@gmail.com

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

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

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## Journal Submissions

We are always looking for articles for future issues of the *Planning Journal*. Submit an article or idea at any time and a member of the Journal 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

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 *APPI Planning Journal* Committee at [appi.journal@gmail.com](mailto:appi.journal@gmail.com) or 780-435-8716.

## Acknowledgements

The APPI Planning Journal Committee would like to acknowledge and thank the APPI Administrative Staff, MaryJane Alanko and Vicki Hackl. Your continued assistance is greatly appreciated!

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SOURCE: iStockphoto



SOURCE: Brian McCosh





## Message from the President

As expected, the 2013 APPI annual conference, *Plant, Shake and Sustain your Tree: Which Competency are you Developing?*, was a great success!

The Conference Committee carefully and purposely designed the program around the APPI Competency Tree, with each of the sessions developing and building upon our functional and enabling competencies. Developed using the professional planning standards, the APPI Competency Tree metaphorically and visually describes the competencies we grow, maintain, and continue to develop throughout our careers. The conference theme invited us to reflect on who we are as planners, evaluate where we are in our careers, and to manage our own professional learning. The session leaders metaphorically helped us plant, sustain, and shake our trees, with enlightening project presentations and panel discussions.

The tireless efforts of our volunteer Conference Committee and the Conference Co-Chairs, Erin O'Neill and Martin Frigo, could be seen in every detail of the program and venue. They ensured that our continuous professional learning needs were met, while providing the opportunity for us to enjoy each other's company and to tour one of Canada's most spectacular natural destinations, Jasper National Park. It is with great appreciation for the Conference Committee that I attended the conference and I am sure I am not alone in this sentiment.

The conference allowed us the opportunity to celebrate some of the great planning projects that our members have engaged in, with the well-attended awards ceremony. Summaries of the award winning projects are included in this issue of the Journal. These projects provide great examples of the best practices being created by the members of our Institute.

As we move forward in 2014, I would like to wish all of you a happy and successful new year! APPI Council and I look forward to seeing and hearing about the great planning endeavours that our Institute's members are engaged in. We will continue to share the successes of our members and the Institute with the public and the planning community at-large. I hope to see you in-person at events throughout the year and at the 2014 annual conference in Kananaskis, Alberta.

Eleanor Mohammed RPP, MCIP  
President  
Alberta Professional Planners Institute

# Message from the Conference Committee – a big thank-you to all!

We are excited to hear so many positive comments from the 2013 conference held in Jasper from October 6 – 8th, 2013! Our successes are a result of hours of hard work by the conference committee.

Planning for the 2013 conference started before the 2012 CIP / APPI joint conference The Great Exchange. Committee members stepped forward in November, with the Programming Committee busy from January to May selecting conference keynotes, education sessions, and conference sessions. The Sponsorship and Communications sub-committee were busy in early summer preparing conference sponsorship packages, with APPI staff arranging hotel logistics and the conference website. July saw conference planning in “full swing”. The Communications sub-committee spent long hours preparing the detailed “Conference at a Glance”, and tweaking our website. September was busy ensuring the program was finalized, monies collected, and conference graphics and signage finalized.

Your Conference Committee’s hard work resulted in three wonderful days of learning and camaraderie! We thank all committee volunteers, vendors, sponsors, APPI staff and Council for a successful and satisfying 2013 APPI Conference!

Erin O’Neill RPP, MCIP  
2013 APPI Conference Co-Chair

Martin Frigo RPP, MCIP  
2013 APPI Conference Co-Chair

# Message from the Journal Committee

There are good reasons why the terms of reference for the Journal Committee include devoting one issue a year to the annual APPI conference.

The connections and reconnections made each year solidify our professional community. In addition to sharing information, conferences allow us to build the relationships and trust that help us to learn from each other. Stronger relationship can also help us to take chances and push the envelope. Several of the featured articles in this issue consider trust as a key ingredient of planning, and the summaries of this year’s award winning projects clearly demonstrate the strength of strong teams.

Pulling together each issue of the Journal takes a sustained effort, and fitting all the tasks into

our busy working lives is sometimes challenging. For this issue we want to extend a big thank you to the Conference Committee, and the Awards Committee. It is largely through their efforts we are able to assemble a selection of articles from this year’s presenters and award winners.

As you read this issue, from the comfort of your home or office, immerse yourself in the atmosphere of the conference. And, remember you can log continuous learning credits after reading these articles.



Competency Tree Model



Clockwise from left: Ann Peters, Imai Welch, Amber Nichol, Tasha Elliott (missing from photo: Susan Lamola, Olimpia Pantelimon)



# Planning with Indigenous Communities: Ten Lessons

Trout Lake (part of Peerless Trout First Nation)  
SOURCE: author

Indigenous governments and communities are facing serious challenges around the world. They are using a variety of tools and approaches to establish their visions and goals and do all they can to achieve them. Planning is one of those tools and an increasing number of planners are from these communities or are fortunate to partner with them to face some of these issues head on.

*As planners and citizens, it is our job to seek out and engage with indigenous people and organizations in our communities and those we visit.*

It is worth noting that Alberta is home to 45 First Nations and 8 Métis Settlements. Northwest Territories has 34 communities<sup>1</sup> and Nunavut 27<sup>2</sup>, almost all of which are indigenous communities.

The following presents ten lessons learned from three Community Development Plans facilitated by the author in remote indigenous communities in Alberta and Northwest Territories over the past two years.

### THREE PROJECTS

The summaries of the three communities and their plans are the basis for the development of the ten lessons that follow.

Some of the following lessons are also informed by the Aboriginal Community Led Planning Session at INFUSE 2013 in Vancouver and Beringia Community Planning's Gaining Momentum, which is referenced at the end of this article.

#### FOOTNOTES

- 1 <http://www.maca.gov.nt.ca/?cmtylist=aklavik>
- 2 <http://www.nunavut.ca/en/communities>
- 3 <http://www.aadnc-aandc.gc.ca/eng/1100100014298/1100100014302>

More than half of Canada's indigenous people live in urban areas. One third of those in urban areas live in Winnipeg, Edmonton, Vancouver, Calgary and Toronto<sup>3</sup>. As planners and citizens, it is our job to seek out and engage with indigenous people and organizations in our communities and those we visit.

### Fort Good Hope's Community Development Plan

Fort Good Hope is a community of more than 500 people along the Mackenzie River in the Sahtu Region of Northwest Territories. It is accessed by air, winter road and boat and is below the tree line.

### Peerless Trout First Nation's Community Physical Development Plan

Peerless Lake and Trout Lake are home to approximately 700 people in Alberta's boreal forest. The settlements are 25 km apart and formed Alberta's newest First Nation in 2010.

### Chipewyan Lake's Community Physical Development Plan

Chipewyan Lake is home to less than 75 people with almost all services located 140 km south in Wabasca, AB. It is part of Bigstone Cree Nation and going through the reserve land transfer process.

#### TEN LESSONS

1. **Start with Governance** – It is essential in any community to determine who the leaders are and endeavour to gain their understanding and support for your role and project in the community. In Alberta, this is typically the Chief and Council, although other governance models are present.
2. **Consider the Impetus** – Indigenous communities in Alberta and Northwest Territories are not required to prepare community wide plans the way most municipalities in Alberta are. Therefore, this type of plan is often prepared for other reasons, such as imminent infrastructure or resource projects (in Fort Good Hope's case) or treaty process (for Peerless Trout and Chipewyan Lake). The project impetus and potential impact should be discussed at the beginning of the project.
3. **Get to Know Others and Support Their Involvement** – A planner should connect with other community leaders and members to develop a local planning team, facilitate capacity building, share responsibility and enable two way learning.
4. **Immerse Yourself** – All communities are unique and multifaceted and an effective planner should actively seek out all available sources of information, including land use and occupancy studies, stories and oral histories, tourist information, newsletters, maps etc. A planner should also spend as much time as possible and appropriate in the community to understand the local perspectives and ways of life. This is difficult with remote communities. However, more information than ever is available on the Internet. This was most successful with Fort Good Hope and Chipewyan Lake.
5. **Be Flexible on Community Engagement** – Unconventional approaches to engagement are vital in some communities. This can involve partnering with local events, arranging time with students and giving prizes at community meetings. The goal is to provide multiple opportunities for input and demonstrate its impact as the project progresses. It is also important to be aware of engagement challenges, such as existing community divisions or language barriers, and adapt accordingly.
6. **Distil a Vision** – The vision can be the foundation of a community plan and should be created with the leadership and local planning team. Alternatively, with permission from leadership, it could be crafted from the initial set of meetings with community members and presented for refinement and endorsement at the next stage of the project. The latter was done on all three projects. Gaining Momentum suggests that the vision should also play to community's strengths and consider its current and future capacity.

*A planner should also spend as much time as is possible and appropriate in the community to understand the local perspectives and ways of life.*



Chipewyan Lake  
SOURCE: author



MVH Overview Map  
SOURCE: Government of Northwest Territories



Fort Good Hope  
SOURCE: author

7. **Recalibrate Definitions** – Words such as access, community, density and impact may have very different meanings in indigenous communities. It is beneficial to sensitively discuss and develop an understanding of each community’s perspectives. A planner should assume that any indigenous community has diverse views until he or she hears otherwise.
8. **Talk About Costs Periodically** – Planners often have excellent ideas and part of our role is helping communities understand the financial side of these thoughts. Every community has limited resources and has to spend selectively. Planners should raise the issue of costs considerably at various project stages to avoid surprising the community with an unexpected number near the end of the project.
9. **Create a Living Document** – When asked to prepare a community plan, a planner’s instinct is to record the process in a document that includes description, policy and maps, which was the case with the three projects. However, in some cases, the community needs or requests an alternative or additional components. Gaining Momentum suggests that a community plan should be connected with other community initiatives, be visible and packaged in a meaningful way. Ultimately, community endorsement and leadership approval are required prior to moving to implementation.
10. **Intentionally Shift to Implementation** – Peerless Trout and Chipewyan Lake’s Community Plans were prerequisites to accessing capital funds, so implementation continues to be driven by that process. However, in general, Gaining Momentum describes plan implementation as quite different and involving different people than the plan preparation process. It further indicates that it is important to acknowledge that transition, assess risks and assemble a toolkit, but also gives the community time to absorb the plan, prepare a funding strategy and seek out partnerships.

In conclusion, working with Indigenous Communities is about the people that you meet, the stories that they tell, the places that you visit and the experiences that you share. For planners who are interested in this and committed to helping these communities achieve their goals, the opportunities and potential for personal and professional fulfillment are endless. If you work in a municipal setting, seek out your indigenous neighbours and residents. They share some of the same challenges and you have the chance to collaborate for the greater good. ■

REFERENCES  
 Beringia Community Planning (2009) “Gaining Momentum: Sharing 96 Best Practices of First Nations Comprehensive Community Planning”. Prepared for the New Relationship Trust, North Vancouver, BC. News release on Nation Talk, October 5, 2009

**Brian McCosh**, RPP MCIP has been part of Urban Systems since 2004 and has worked and learned with indigenous communities for the past 6 years. He can be reached at: [bmccosh@urbansystems.ca](mailto:bmccosh@urbansystems.ca).

About the Author





# Negotiation for Planners

## Negotiating the best deal for your clients, your organization and yourself

SOURCE: iStockPhoto

### INTRODUCTION

Planners often invest significant time developing their substantive knowledge of planning. Substantive knowledge includes land use planning, transportation, urban design, and legislative requirements. Substantive knowledge is hard knowledge we acquire as planners which is essential to building healthy, safe and sustainable communities. However, in order to be an effective planner, it is essential to master the enabling soft skills which include leadership, communication and negotiation. The author calls these three categories of enabling competencies, “The Circle of Soft Skills”. Mastery of the “Circle of Soft Skills” is how planners persuade all stakeholders in their processes to willingly accept planning concepts and processes to enable the best possible planning.

Without mastery of the soft skills, the ability to lead others, convey information and to negotiate positive outcomes may significantly hinder a planner’s effectiveness. This article focuses on negotiation and presents an introduction to negotiation tactics and approaches.

### NEGOTIATION

We all negotiate daily. Negotiation is an art which dates back to the first days humans began communicating.

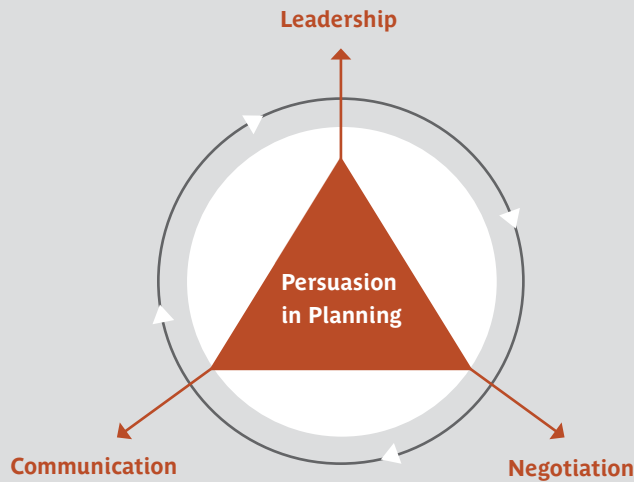
Negotiation is simply, a dialogue between two or more people to meet the interests and needs of all parties involved.

In our personal lives, we negotiate everything from the price of our house to where we will go on vacation with our family. In our professional lives, we negotiate for raises, more staff, better offices and new equipment. As planners, we negotiate consultant contracts, securities for development agreements, inter-municipal issues, and design alterations for development permits. If you take a few minutes to think, you will quickly realize we negotiate often as planners.

### CLASSIC APPROACH

The classic approach to negotiation is a win-lose contest. Tough negotiators with a confrontational style are viewed as most effective. Soft negotiators interested in protecting the relationship, or not being confrontational, are viewed as ineffective. The classic approach has two outcomes:

1. Tough negotiators win, soft negotiators lose
2. Soft negotiators become upset with the tough negotiators, become tough negotiators themselves which leads to a confrontation. This confrontation often results in compromises or a deadlock and does not lead to a satisfactory outcome for either party.



Circle of Soft Skills  
SOURCE: ©John S. Popoff

**ETHICAL APPROACH**

Negotiation is not a contest; negotiation is a process to achieve the best possible outcome for all parties involved, regardless of circumstances.

If we view negotiation as a process and not a contest, planners become an ideal profession for negotiation. Planners, after all, are usually the keepers of a process.

To employ an ethical approach, a planner should use a proven methodology applied to a planning process.

**PROVEN METHODOLOGY**

The proven methodology used by the author is adapted from "Getting to Yes", by Fisher, Ury and Patton<sup>1</sup>. In this book, there are five principles presented which can be considered in preparing for and undertaking a negotiation:

- Separate the people from the problem
- Focus on interests, not positions
- Invent options for mutual gain
- Insist on using objective criteria
- Have a Best Alternative to a Negotiated Agreement (BATNA)

For the purposes of this article, the first and last principles will be discussed. These have been the most effective from the author's experience.

**Separate the people from the problem:**

It is important to recognize that the people sitting across the table are just that, people. As planners, we are professionals working in a business environment. Negotiation is not personal, it is

a business process. Detaching people from the process is critical. It is also imperative to be hard on the problem, not the people. Respecting everyone in the process through a neutral and positive approach is critical to success.

**Have a Best Alternative to a Negotiated**

**Agreement (BATNA):** A BATNA is a pre-determined exit strategy a planner needs to have before entering a negotiation. At what point do you walk away? In the heat of the moment, it is tempting to reach what appears to be an agreeable compromise. A BATNA prevents a mistake by having you prepare what you are willing to accept in advance. Sometimes reaching an agreement to everyone's satisfaction is not possible. If that's the situation, walking away may be the wisest option.

**PLANNING PROCESS**

The most effective planning process can be summarized with one word, preparation. Preparation is critical even if it's only for a few minutes. It is typical practice for planners to enter a negotiation without preparation. Any preparation will give you an obvious advantage over no preparation.

Begin with reviewing the background information on the issue to be negotiated. Identify the issues to be negotiated. If possible, have total knowledge of the issue and do not let the other party surprise you with more comprehensive knowledge. Anticipate their needs in the negotiation and plan for a win-win negotiation from the start, which satisfies the interests of both parties.

Also important in a negotiation is recognizing that you have more power than you realize. The other party wants something from you. Take time to understand your power in the negotiation. Ask these questions to assist you in identifying your power:

- Why are you important to them?
- What is at stake for them?
- How important is your relationship?
- Does time matter to them or you?

Once you have identified your power in the negotiation, set your targets. At this stage, set your ideal targets. Ideal in preparing for a negotiation means setting targets which satisfy your interests completely. Resist negotiating with yourself to come closer to where you think they may want to settle. A win-win by definition means both parties get what



Don't prepare and take a wrong turn.  
SOURCE: ©John S. Popoff

they want, not a compromise. Your mind set should be to set your aspiration level at the highest ideal level, while being realistic. At the planning stage, you should also prioritize “must have issues” and “would like to have issues”. Prepare your opening stance in a diplomatic and positive statement which should be memorized for most effective delivery. Ensure you have left room to negotiate; this again is keyed to setting your aspiration level on issues at the ideal but realistic level. As discussed earlier, also prepare your BATNA to ensure you are not lured into settling for a compromise which does not fully meet your interests.

A few practical considerations for the actual negotiation are as follows:

- Have an Agenda
- Do not Trust Assumptions
- Use a Team
- Ask naïve questions
- Ask many questions

Assumptions can be damaging to your negotiation because they may be incorrect. It is important to not assume anything. As an ethical negotiator, you are in a negotiation to satisfy your interests and theirs. Consequently, it is important to identify their interests through dialogue.

Using a team is always advantageous to negotiating alone. A team is especially useful in observing body language and providing feedback, especially interpretations of what occurred in the dialogue. In learning about the other party's interests, asking naïve and numerous questions, this should assist you in understanding their story. Once you know their story, you know their motivations. This will enable you to seek and find solutions to satisfy their interests and yours in the negotiation.

## TACTICS IN NEGOTIATION

In negotiation there are numerous tactics which you can use or have used against you. For a comprehensive guide to negotiating strategies and tactics, Please see “Give and Take” by Dr. Chester L. Karrass<sup>2</sup>. The author recommends taking the time to learning as much as possible about negotiation tactics.

Examples of three important tactics are found next:

**Silence:** This is likely the most effective negotiation tactic. Be quiet and listen to what is being said and learn the other party's story. Silence is also the most effective defense you have. If you begin feeling like you're being taken advantage of, stop talking.

**Limited Authority:** It is not wise to assume complete authority to negotiate an agreement. If you are being pressured to accept a term which you believe is unacceptable, tell the other party you need get approval from your CAO or Council before you can commit.

**Threats:** Planners are often subjected to threats in a negotiation. Threats include being told a development application will be withdrawn if you do not capitulate with a request outside the process. This can be effectively countered by explaining you do not have the authority to alter the process but would be pleased to ask a higher authority such as Council on their behalf. Legal threats are also common. Legal threats can usually be countered by asking them to return to discussing the issues. If it appears the legal threat is legitimate, cease discussions and seek legal counsel immediately.

## CONCLUDING THOUGHTS

It is advisable to negotiate in person. There is always something lost in telephone conversations, email and even live video. There is no substitute for face to face dialogue where mannerisms and vocal subtleties can be observed. Further, always explain your reasoning; it is critical for the other party to understand what's behind your requests.

Inherent in every negotiation is the possibility of a mutually beneficial outcome to all parties, with enough time and effort. With preparation, knowledge and effort, you can get the best deal for your clients, your organization and yourself.

Take the time to learn the art of negotiation; it will make a significant difference in your negotiation outcomes. ■

**John Popoff**, RPP, MCIP is the Director of Community Services at the Town of Chestermere. He has over 19 years' experience working in the public and private sectors in Alberta and British Columbia and can be reached at JPopoff@chestermere.ca



Something we all have or will negotiate.

SOURCE: ©John S. Popoff

## FOOTNOTES

- 1 Fisher, Ury and Patton (1991), "Getting to Yes", New York, Penguin Group
- 2 Karrass (1992), "The Negotiating Game", New York, HarperCollins

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Ury (2007), "Getting Past No", New York, Bantam Book

About the Author



# Industry Accommodation Impacts

Aerial view of Alberta oilsands  
SOURCE: iStockPhoto

Alberta's economic vitality is heavily tied to the development of the oil sands. The Regional Municipality of Wood Buffalo (RMWB) is the hub of oil sands extraction and is home to numerous oil sands operators and extracts approximately 1,829,800 barrels per day. Work camps (also known as project accommodations) are common in the oil and gas industry and have grown at a rapid pace of 565% from 2000-2012. This rapid growth presented numerous land use planning challenges including fragmented land uses, ad hoc development, and issues in emergency planning.

In 2011 alone, approximately 151,000 Albertans were directly employed in the oil and gas extraction and mining sectors, which was one of every 14 jobs in the province<sup>1</sup>. As of 2011 Alberta's remaining proven oil reserves accounted for about 13% of global oil reserves with 170.8 billion barrels; 169.3 billion barrels of which are within the oil sands<sup>2</sup>. The Regional Municipality of Wood Buffalo (RMWB) is currently home to numerous oil sands operators and extracts approximately 1,829,800 barrels per day<sup>3</sup>.

Work camps (also known as project accommodations) are common in the oil and gas industry and have been used in the RMWB since the first work camp was constructed for Suncor Energy's Millennium Mine in 1964. Since then, growth within Alberta's Oil Sands; particularly the Athabasca Oil Sand Area (AOSA); has grown at a rapid pace. This rapid pace of growth within the RMWB due to the oil and gas industry has creating fragmented land uses, ad hoc development, and challenges in emergency planning.

## GROWTH

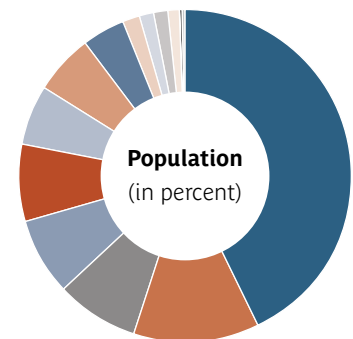
With the majority of the extraction currently located within the RMWB (particularly in the Fort McMurray and Conklin areas) the municipal population increased by 130% between 2000 to 2012 according to the 2012 Municipal Census<sup>4</sup>. During this same time, the population of Fort McMurray increased by 78%; the rural communities of the region (Fort Fitzgerald, Fort Chipewyan, Fort MacKay, Draper, Sapree Creek, Anzac, Janvier and Conklin) at 26%<sup>5</sup>; and work camps grew at a substantially higher pace at over 565%<sup>6</sup>. It became very apparent that the majority of the population growth was being seen within the work camps.

These trends are outlined in the Municipal Census 2012 which was conducted during the spring months (per current legislation). The census identifies the municipal work camp population as 39,271<sup>7</sup> and the Fort McMurray population at 76,009<sup>8</sup>. However, due to the seasonality of oil and gas exploration in the RMWB, it is the anticipation that the population in work camps population is actually significantly higher during the winter months than listed in the Municipal Census 2012. Due to the topography of northern Alberta, particularly in the RMWB, low season is considered to be April to October, with November to March being high season. This fluctuation is due to the proliferation of muskeg (marshy bog type lands) which makes it not financially feasible to develop all season transportation infrastructure for resource exploration. However, during the winter months temperatures regularly reach well below -10°C, freezing the muskeg, allowing the construction of ice roads and opening large areas for resource exploration. Through our observations and discussions with the oil and gas industry between 2009-2013, the access to these muskeg lands significantly increases the number of work camps, as well as the number of workers in them. While the Municipal Census 2012 identified 39,271 unique individuals in work camps, as of September 2013 the RMWB has estimated the capacity of approved work camps as well as those unlawfully constructed, at over 92,000 persons. Currently there is no data to confirm the high season population, but current estimates (not included in the 565% growth) place it 60,000 persons or greater.

With the growth of the oil sands have come challenges with recruitment and retention of workforce. Long hours coupled with remote work

Figure 1.1 Work Camp Population by Primary Place of Residence

● Alberta (outside of RMWB)	43.0%
● British Columbia	12.2%
● Newfoundland & Labrador	7.8%
● New Brunswick	7.7%
● Ontario	7.3%
● Nova Scotia	6.0%
● RMWB	5.7%
● Saskatchewan	4.3%
● Manitoba	1.6%
● Outside Canada	1.5%
● Prince Edward Island	1.2%
● Quebec	1.1%
● Northwest Territories	0.2%
● Other	0.2%
○ Nunavut (not shown)	0.1%



locations have resulted in high turnover within the oil and gas industry as a whole. Adapting to these challenges, industry has implemented three new main strategies for work camps:

Firstly, work camp providers have been substantially increasing the amenities located at work camps, including:

- gymnasiums;
- lounges;
- convenience stores;
- coffee shops;
- running tracks;
- basketball courts;
- movie theatres;
- ice rinks; and
- driving ranges.

While currently no work camp encompasses all the above, each work camp provides different amenities of differing quality to target various segments of the market. Providing these amenities has significantly increased the footprint of work camps, creating semi-permanent settlements.

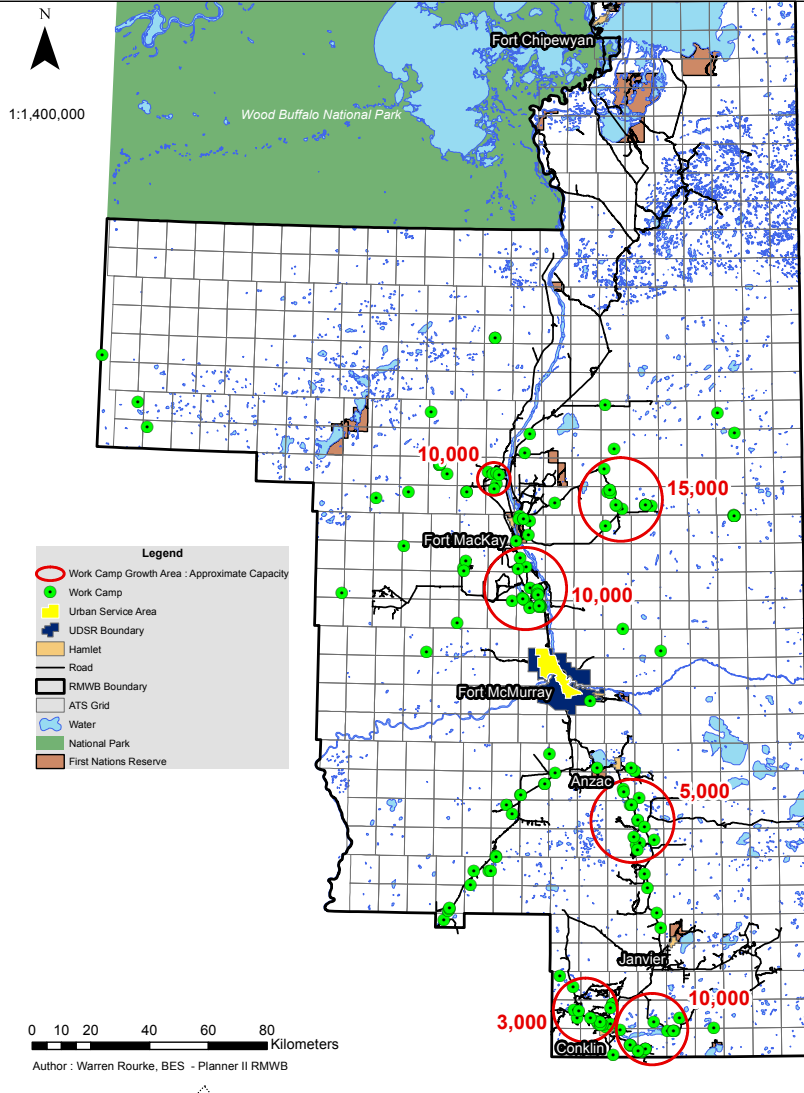
Secondly, in order to reduce the time workers spend commuting, oil and gas operators are locating work camps as close to mining extraction sites as possible. Due to the nature of the work, shifts are 12 hours in length for most positions; therefore any time saved for workers has become a primary objective, which is heavily influenced by the level of congestion currently.

Finally, companies have been actively promoting fly-in fly-out to their employees; whereby workers live in camp during their shift days and fly

## FOOTNOTES

- 1 "Alberta's Oil Sands Economic Benefits," Government of Alberta, accessed October 30, 2013, <http://oilsands.alberta.ca/economicinvestment.html>.
- 2 Ibid
- 3 Industry Relations, RMWB
- 4 Regional Municipality of Wood Buffalo, Municipal Census 2012, accessed October 30, 2013. <http://www.woodbuffalo.ab.ca/Assets/Corporate/Census+Reports/Census+reports+Part+1.pdf>
- 5 Ibid
- 6 Ibid
- 7 Ibid
- 8 Ibid

**Figure 1.2 - Regional Municipality of Wood Buffalo Work Camp Locations**



APPI work camp map  
SOURCE: Regional Municipality of Wood Buffalo

*Without an effective funding method for infrastructure improvements, the regional transportation has largely remained severely undersized for the existing and proposed oil and gas developments and their associated work camps.*

back to their homes outside of the RMWB during their off days. According to the RMWB's Municipal Census 2012, 94.1% of work camp residents identify their primary place of residence as outside of the RMWB, 49.6% in other provinces and territories, 1.5% outside of Canada, and 0.2% as other (Figure 1.1 - Work Camp Population by Primary Place of Residence)<sup>9</sup>. Therefore 51.1% of the direct economic spinoffs (ie. shopping) leaves Alberta.

**LAND USE CHALLENGES**

The growth in the oil sands and increasing use of work camps are producing unforeseen planning challenges not normally seen in Canada. The three recruitment and retention strategies of providing amenities, locating work camps next to the extraction site, and the promotion of fly-in fly-out have contributed to creating fragmented land uses, ad hoc development, and challenges in emergency planning as can be seen in the Figure 1.2 Regional Municipality of Wood Buffalo Work Camp Locations.

The ad hoc development pattern of locating work camps adjacent to extraction sites has directly led to the dispersal of pockets of settlements throughout the RMWB along a network of under designed private roads. With the majority of rural roads being privately owned by individual lease holders, there are no current mechanisms for the RMWB to upgrade the existing infrastructure. The conventional method of upgrading infrastructure through the provisions of off-site levies is not available as the road network is privately owned. Without an effective funding method for infrastructure improvements, the regional transportation has largely remained severely undersized for the existing and proposed oil and gas developments and their associated work camps. The current method of private disposition holders funding infrastructure has been inadequate, due to the road dispositions owners rarely upgrading the road as they would bear all the costs of developing regional infrastructure. This has in turn created significant congestion and further positions the use of fly-in fly-out as an attractive option to oil and gas employees.

Challenges with emergency management, disaster planning and emergency response have also been created because of the undersized infrastructure in the region. In order to reduce the impact on the land, current provincial policy mandates land conservation and land management.

In order to reduce the land disturbance, looping road networks have been discouraged and this has resulted in the majority of work camps and oil sand extraction sites being located along under designed single access roads; some of which may be 45 minutes or more to the nearest provincial highway. These overly congested single access roads have created significant constraints to emergency evacuation and emergency response times, especially during the summer wildfire season.

The dispersion of work camps across the region are also contributing to the increasing fragmented developed footprint of the region encroaching into wildlife habitat. In 2011, 145 bears were killed by provincial Fish and Wildlife officers, about half of which were attracted to oil sands work camp sites; this was an increase from 2010 of 52 bears<sup>10</sup>.

Locating work camps adjacent to the extraction facilities also makes regional planning efforts very difficult as it is dictated by the location of the resource rather than the sound planning practice of clustering work camps for the efficient provision of services; as outlined in the Comprehensive Regional Infrastructure Sustainability Plan for the Athabasca Oil Sands Area (AOSA CRISP). The unpredictable nature of the size and specific location of the deposit makes municipal infrastructure demand forecasting extremely difficult. As the growth in the RMWB has been unprecedented and unanticipated, growth has been directed to unplanned areas of the municipality. Therefore the placing and sizing of infrastructure such as water and wastewater becomes problematic. Currently the majority of work camps haul their water from, and their wastewater to municipal treatment facilities, but this begs the question of where these facilities should be located and more importantly how should they be sized.

### LESSONS LEARNED

The oil sands are the primary driver for growth within Alberta. Regional land use planning with respect to resource extraction, municipal infrastructure, and emergency management will become an increasingly difficult task to manage at the current rate of growth. With work camps traditionally being viewed as ancillary to resource extraction, and the population growth trends in the RMWB, greater scrutiny is warranted.



Oil sands work camps  
SOURCE: iStockPhoto

The hyper growth rate of over 565% in the RMWB's work camp population indicates that similar growth scenarios will be seen in other jurisdictions with similar oil sands deposits; including west to the Peace River Oil Sand Area, south to the Cold Lake Oil Sands Area, and east into Saskatchewan. In order to mitigate the impacts of hyper growth both Municipal and Provincial governments need to better understand and recognize the growth within the oil and gas industry and begin the process of comprehensive regional level planning. Fundamental policy and regulatory changes are needed to address the major issues of municipal infrastructure, emergency planning, and congestion as the current model of fly-in fly-out is unlikely to be sustainable environmentally and economically in the long-term. ■

### FOOTNOTES (CON'T)

- 9 Regional Municipality of Wood Buffalo, Municipal Census 2012 Section Five: Project Accommodations Population Count, accessed October 30, 2013, <http://www.woodbuffalo.ab.ca/Assets/Corporate/Census+Reports/CEnsus+report+Part+2++1.pdf>
- 10 "145 Black Bears Killed in Alberta Oil Sands," Huffington Post Canada, February 22, 2012, accessed October 30, 2013, [http://www.huffingtonpost.ca/2012/02/22/black-bears-wildlife-alberta-oil-sands-tar\\_n\\_1293109.html](http://www.huffingtonpost.ca/2012/02/22/black-bears-wildlife-alberta-oil-sands-tar_n_1293109.html)

**Sean MacLean** joined Stantec in June 2013, and previously worked as a Planner for the Regional Municipality of Wood Buffalo where he was involved with researching and analysing the socioeconomic impacts of developing the Alberta Oil Sands.

**Brad McMurdo** works in the Community Development Planning Branch with the Regional Municipality of Wood Buffalo where he works closely with developers and stakeholders in the planning of new communities.

About the Authors



# Plan, Commit & Lead: How to Engage Even When Things Get Messy

SOURCE: iStockPhoto

Increasingly planning projects are required to incorporate input and feedback from impacted stakeholders, and public engagement can be risky business. How we design and implement processes, the tension between our roles as engager and technical expert, relationships and power dynamics, fear of loss of control, not having the answers, and uncertainty are common challenges. Planning is what we do best but we need to also “plan-in” how we will prepare and support ourselves, the project team, managers and decision-makers when engaging with the public does not go as planned, and becomes controversial or just down right nasty.

## **THE WORLD OF PUBLIC PARTICIPATION IS CHANGING**

The context of engagement has changed significantly over the last several years and the issues we are facing are more complex. While we used to rely on best practices, many of these are no longer the best anymore. Trust is at an all time low and this has fuelled the public's need for more: more meaningful, consistent and authentic engagement. Social media has fuelled public demand for information while at the same time creating confusion over conflicting and technical information. The public is interested in engagement on their terms, and in more creative and innovative ways that go beyond open houses.

Expectations have increased, but have we adjusted our engagement practices to meet these new demands?

Many of us, especially in this field, have understood that the foundation of successful engagement is in planning. That if we are really clear about why and what we are engaging people on, that if we invite the right stakeholders and communicate our events widely, and maybe even use an innovative technique, that this will bring us success. Sometimes that is all you need. But sometimes, when things do not go as planned, you need something more.

You may be familiar with those moments. People stop talking, start taking strong, deep and aggressive positions, and the issues become



personalized. We have experienced a few of these moments and had really great, solid engagement plans, but the outcomes were not the success we intended. Our team at Dialogue Partners have been spending some time trying to understand what happens in these situations and what that something more is that is required.

### LEADING A NEW APPROACH

When we think about the great leaders that we have had the opportunity to meet, work with or be inspired by, the qualities that come to mind include: great listeners, unflappable in times of turmoil, calm, always respectful, clear, empower others, inspire actions and have a positive approach. These are not so much skills that have been taught to them, but rather attitudes and behaviours.

Each of us has our own preferred leadership style that serves us well depending on the situation. There are times when we need a commanding leadership style to focus on results and make decisions that lead to action. A logical leadership style is best when information needs to be assessed in order to develop new or innovative strategies. Inspirational leaders are most successful when a new vision is needed for radical system changes that require risk taking and energizing people through changes. A supportive leadership style is most effective when these types of changes need to be implemented and where listening to diverse views results in better decisions.

Each leadership style also has its drawbacks. Engagement is a journey of change, for individuals and for organizations. As projects progress through their life cycle, different leadership styles and characteristics are needed at different stages depending whether you are at the planning, enabling, launching, catalyzing or maintaining stage. Depending on the environment, past

### LEADERSHIP CHARACTERISTICS BEST SUITED FOR ENGAGEMENT:

- Comfortable in grey areas
- Listen
- Able to step away from their personal perspective to hear others
- Know when and what the right skills or behaviours are needed
- Able to understand and communicate meaning
- Can identify competing interests
- Honesty and empathy

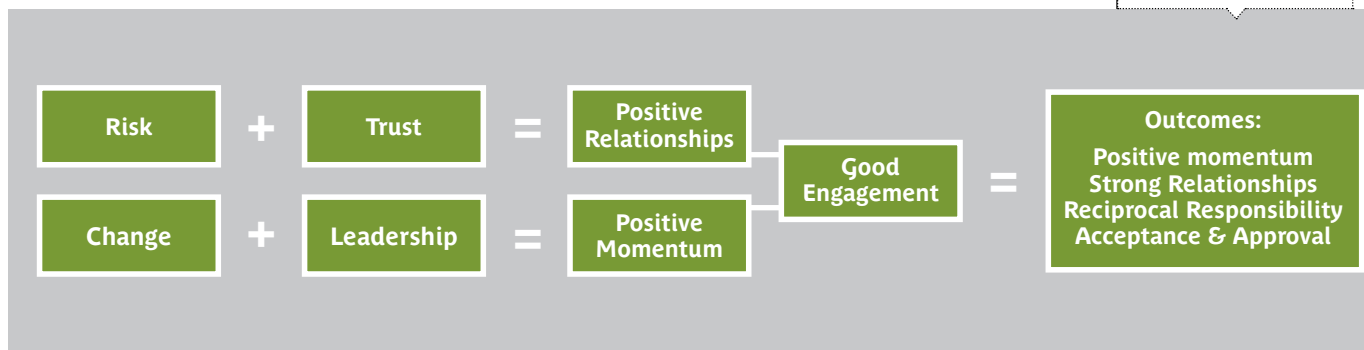
*Successful engagement happens in the space of the complex interaction of 4 key factors: Risk, Change, Trust, and Leadership.*

engagement experiences, and what else is happening, there may also be a number of factors at each stage that will determine which particular leadership style will be most effective.

We have come to realize that successful engagement does not happen as a result of any one specific interaction, action, effort or event. Successful engagement happens in the space of the complex interaction of 4 key factors: Risk, Change, Trust, and Leadership.

Risk and Change are usually where we focus most of our energy and efforts when planning engagement. This is where we create our strategies and our plans to be clear about our goals and objectives and to deal with and manage the real and perceived negative impacts and emotional responses. This is what we intend to do.

CLaRiTE Tool©  
SOURCE: Dialogue Partners





SOURCE: iStockPhoto

*No one can ever be completely ready when things do not go as planned, but being aware and having these conversations is easier and more effective before a crisis hits.*

**CLARITE TOOL<sup>©</sup>:**

Change  
Leadership (that  
assesses  
Risk  
involving  
Trust (and)  
emotions

When we encounter challenges, roadblocks or adverse reactions, we rely on our plans and strategies to get us through because this is all we have. This is often the turning point for success (or lack of it) in these situations. Continuing on the pre-determined path we have planned likely will not cut it. Making small adjustments to be responsive to reactions or issues will not create different results either. When we created our plans it was based on the context at the time. When the context changes, the approach needs to change significantly, or everything will go sideways. This is where processes and projects get stuck.

Getting us unstuck is where the Trust and Leadership parts of the equation comes in. If Risk and Change are all about *what we do*, Trust and Leadership is about *how we do it*.

Good engagement is the balance of the 4 factors of Risk, Change, Trust and Leadership that results in:

- Positive momentum
- Strong relationships
- Reciprocal responsibility
- Acceptance and approval

The understanding of our own leadership styles and those of others who play formal leadership roles in our projects and processes is important to

our success. Since engagement is about building relationships and building trust through positive relationships, Trust and Leadership are the two factors that have the most influence in this balance. Having the “right” kind of leader at the “right” time is an important consideration for our engagement planning.

Assessing where we are in terms of strength with each factor, and understanding where the tensions exist, needs to become a core part of our engagement planning processes. This assessment up front identifies whether we need to spend time, energy and effort on building capacity and understanding, or on actions and behaviours. It also brings awareness to whether we have the right people, and whether we are asking them to do the right things.

We should be focusing beyond techniques and tools of engagement that can be planned out on paper, to those elements that will serve us well when things get messy. No one can ever be completely ready when things do not go as planned, but being aware and having these conversations is easier and more effective before a crisis hits. This type of planning better supports and serves our organizations, our leaders, our teams, the people, our projects and ourselves. ■

About the Authors

**Stephani Roy McCallum** is the Managing Director of Dialogue Partners, she has managed more than 300 successful public engagement projects and has facilitated over 500 events and meetings in almost 20 years in the field. She has led and managed complex projects ranging from health care service delivery and policy, human rights issues, natural disaster, education, indigenous rights, nuclear waste, and more. She can be reached at [stephani@dialoguepartners.ca](mailto:stephani@dialoguepartners.ca) or 613-724-2450 ext. 103.

**Tannis Topolnisky** is a Senior Consultant at Dialogue Partners with over 11 years of public engagement experience on a diversity of issues. She often finds herself working on projects where trust, concern, emotion and potential risk and impact to human health and quality of life are at stake. She can be reached at [tannis@dialoguepartners.ca](mailto:tannis@dialoguepartners.ca) or 780-913-1367.

**Kim Kolenc** is a Senior Consultant at Dialogue Partners and has focused on community and public engagement with a special emphasis working in Aboriginal communities. Experienced in both large and small-scale projects, she sees each stakeholder or community interaction as another opportunity to develop strong relationships that can build the foundation of trust and common ground. She can be reached at [kim@dialoguepartners.ca](mailto:kim@dialoguepartners.ca) or 780-271-9933.

# 2013 APPI Planning Awards

Each year the Alberta Professional Planners Institute recognizes exemplary planning 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, the Northwest Territories and Nunavut. The following awards were presented at the APPI Annual Conference held in Jasper in October 2013. The following awards were presented to representatives of each project team by the President of APPI in Jasper in October 2013.

## Award of Planning Merit

### COMPREHENSIVE AND POLICY PLAN CATEGORY

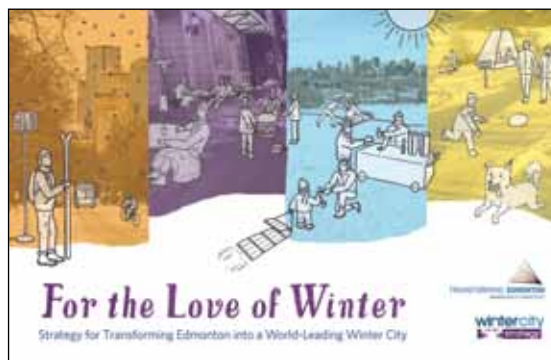
For the Love of Winter: Strategy for Transforming Edmonton Into a World-Leading Winter City  
The City of Edmonton

Winter is a season that comes every year - it is a time of contrasts, and no doubt about it, comes with many challenges. It is also the season with the most untapped potential. The WinterCity Strategy ([edmonton.ca/wintercitystrategy](http://edmonton.ca/wintercitystrategy)) is all about realizing that potential.

Its strategic direction is mainly to recast Edmonton as a great winter city, and to encourage citizens to embrace and engage in winter. It is about building on the assets and great things already going on in winter time. It is about the way we plan and design our city. There is so much more to being a great winter city than just latitude.

Work on the strategy kicked into high gear in Fall 2011 when a WinterCity Think Tank was formed. This was a diverse group of community leaders who were tasked with developing the recommendations that form the backbone of the strategy. The Think Tank was organized into four broad-ranging idea hubs, one of which was an urban design hub with an emphasis on place-making, using Jan Gehl's *Cities for People* approach.

The development of the strategy was formally launched in January 2012, and a multi-faceted consultation process began. Public participation was instrumental to developing the strategy; it is about quality of life for Edmontonians and this cannot be properly addressed without involving the community in a meaningful way. The project used a diverse consultation approach that was planned but was also responsive to emerging needs and interests. It was unique in the contrasts it contained



For the Love of Winter: Strategy for Transforming Edmonton into a World-Leading Winter City  
SOURCE: City of Edmonton

L-R: Susan Holdsworth, Eleanor Mohammed, Katie Soles



*To be truly transformational, to change our 'Edmonton in winter' story, this strategy is rooted in what Edmontonians know to be real and true to this place we call home.*



Valentine's Day Disco Skate  
SOURCE: City of Edmonton

in the consultation; it was targeted and also very broad and open. It involved some traditional meetings, workshops, public forums, the use of social media, the first online crowd-sourcing tool for the City of Edmonton, untraditional luncheons in pubs/restaurants, and creative dialogue that brought together people who normally do not get together.

In developing this strategy, we did not simply look to national and international experts, and apply their expertise and identified international best practices here in Edmonton. To be truly transformational, to change our 'Edmonton in winter' story, this strategy is rooted in what Edmontonians know to be real and true to this place we call home. And so at its base are the ideas, expertise and dreams of Edmontonians – both those who are experts in urban design, tourism, business, marketing and quality of life, and those who simply know what would make them enjoy winter more.

This project did not just look at winter-related events or any singular aspect of life in winter. It crossed topics, areas of service boundaries and

examined all aspects of the systems related to these areas: policies, plans, zoning bylaw, development review, infrastructure, maintenance and operations, as well as programming and marketing. Indeed, it looked at all aspects of our systems right down to the mental models that underpin them.

The strategy was approved by City Council in October 2012 and it has 10 goals organized under four pillars: Winter Life, Winter Design, Winter Economy, and Our Winter Story. The resulting strategy, *For the Love of Winter*, supports the City of Edmonton's Vision and Strategic Plans, including *The Way Ahead*. Many of the actions in the recently completed implementation plan are planned or underway.

What is more, the discussions we had in developing the strategy were an important part of beginning to shift our winter culture. Simply by asking how to become a great winter city, we began the process of getting there. Many people involved in various aspects of city building have begun to use a winter lens to evaluate their plans and developments. For example, the recently approved *Complete Streets* and *Designing New Neighbourhoods* Policies both incorporate consideration for winter. Our "perpetual summer state of mind" has dissipated, and we are well on our way to uncovering the unrealized potential that our winters offer. How can you incorporate a winter lens into the work you do and make winter a selling feature?

## Award of Planning Merit

### COMPREHENSIVE AND POLICY PLAN CATEGORY

Lacombe Downtown Area Redevelopment & Urban Design Plan, The City of Lacombe & ParioPlan Inc.

Located in central Alberta’s Highway II corridor, Lacombe is a city uniquely characterized by its impressive collection of heritage buildings and Alberta’s most intact Edwardian Main Street. The historic character of much of the downtown was restored and rehabilitated after the community adopted the Alberta Main Street Program in 1988.

Growth has seen redevelopment pressures emerge in Lacombe’s historic downtown core and central neighbourhoods. In 2011 the City of Lacombe initiated a Downtown Area Redevelopment & Urban Design Plan to serve as a framework for future redevelopment and downtown enhancement. The City retained consulting firms ParioPlan in association with EIDOS Consultants to undertake the plan.

Recognizing the importance of stakeholder involvement to inform the Plan and build community support, the consulting team encouraged formation of an Advisory Committee to inform the process. An Advisory Committee consisting of two City Councillors and nine community members oversaw the process and served an advisory role to both the City and consulting team. This greatly facilitated issue identification, project reviews and community awareness.

The broader community was consulted throughout the four-phased process in focus groups, public open houses and a ‘Coffee with Council’ session. Consultation identified the community’s 20 year vision for the downtown, as well as 10 planning principles to guide the Plan.

The large, diverse Plan area (214 ha) includes the historic Main Street and surrounding neighbourhoods. Predominant land uses are commercial and residential (some historic), with public and institutional uses. Auto-oriented commercial and light industrial are located along Highway 2A. In response to this diversity, the development concept divided the area into eight districts based on unique attributes and



L-R: Lyla Peter, Jennifer Kirchner, Eleanor Mohammed, Armin Preiksaitis

*The broader community was consulted throughout the four-phased process in focus groups, public open houses and a ‘Coffee with Council’ session.*

opportunities. For each district, the Plan articulates a statement of intent, proposals for land use and improvements, and built form guidelines.

This approach was designed to retain each district’s uniqueness as redevelopment occurs, and to facilitate integration with adjacent districts and the overall downtown. Two transition districts also provide opportunities for future higher density and mixed use development, while creating a transition area between the compact, historic main street and outlying lower density residential districts.



Lacombe Flatiron building  
SOURCE: City of Lacombe

Lacombe 50th Street redevelopment  
SOURCE: City of Lacombe

General Urban Design Guidelines covering 11 categories were developed to guide both public and private developers to achieve high quality and functional design throughout the Plan area. A Public Realm Plan was also created to improve the overall character of the urban environment with gateways, parks and plazas, streetscape improvements, alleyway infill and complete streets.

The Plan effectively communicates to a range of audiences using a mix of text and supporting graphics that include maps, photographs of Lacombe buildings and sites, and generic photos to provide visual support to planning principles and urban design themes. Character sketches with precedent images are used to illustrate potential public realm improvements at four locations in the downtown area. Example photos are also used to help illustrate the intent and character of each district in the development concept.

Lacombe's Downtown Area Redevelopment & Urban Design Plan could have application for smaller urban communities wanting a framework

to guide future development in their downtown areas, particularly those with significant heritage assets. The Plan demonstrates how a diverse area consisting of a commercial core with historic main street and central residential neighbourhoods of various architectural styles, can effectively be integrated through a land use and urban design framework. The application of districts allows for a finer-grained approach to planning for future redevelopment while retaining existing diversity and uniqueness.

City Council adopted the Downtown Area Redevelopment & Urban Design Plan by Bylaw on January 14, 2013. The Plan's implementation section outlines strategic priorities and action items to help the City of Lacombe achieve the vision. Since approving the Plan, City administration has created a more detailed action plan for the next 10 years. The City has also allocated a capital budget for public realm improvements and is now working with consultants to complete detailed architectural design guidelines.

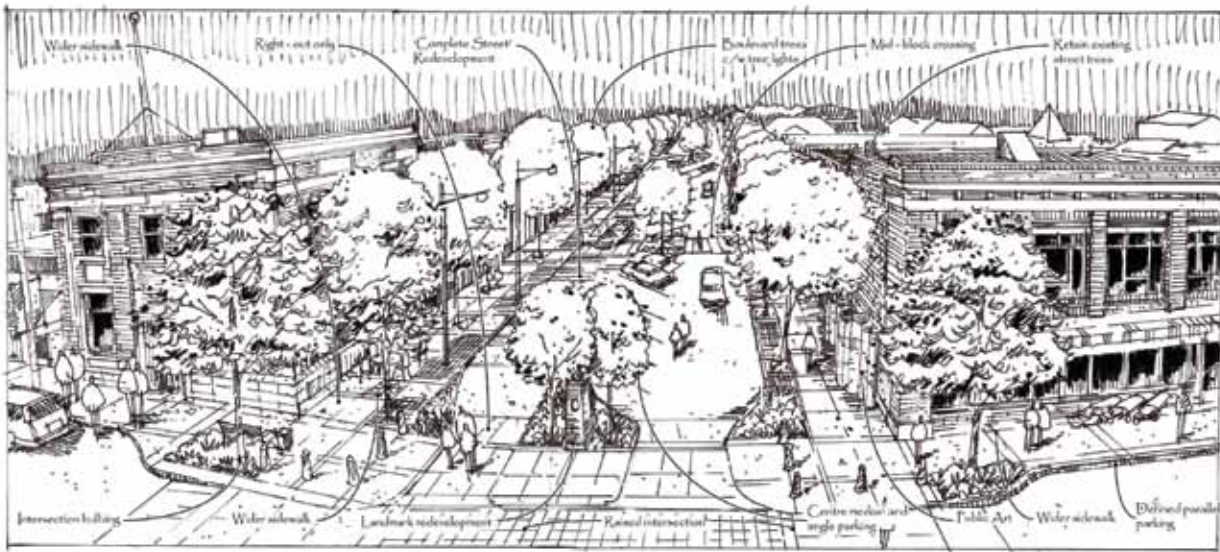


Figure 4 - Nanton (50th) Street Redevelopment (Old Town Main Street District)

"Enhance 50 Street, from 50 Avenue to 56 Avenue, to celebrate and establish a linear 'monorail' trail for the City of Lacombe and their Canadian Armed Forces and Veterans, including 'Complete Streets' modifications that support formal landscape plantings, multi-use trail, gateway, secondary, and pedestrian node development; and memorial / interpretive column / feature additions."



Figure 4 - Nanton (50th) Street Redevelopment (Old Town Main Street District)

## Award of Planning Merit

### SPECIAL STUDY CATEGORY

Historical and Archaeological Resources Protection Plan (HARPP)  
ATCO Electric & Lifeways of Canada Limited

#### PLANNING FOR THE PROTECTION OF HISTORICAL AND ARCHAEOLOGICAL RESOURCES DURING CONSTRUCTION OF TRANSMISSION LINES

The Hanna Region Transmission Development (HRTD) project was undertaken by ATCO Electric from 2010-2013, in response to an Alberta Electric System Operator (AESO) directive to upgrade electrical transmission facilities in southeastern Alberta. The HRTD project consists of approximately 355 kilometres of new transmission lines, 6 new substations, upgrades to 14 existing substations, and the salvage of 190 kilometres of old lines in the region spanning Stettler, Monitor, Oyen and Hanna.

Prior to construction, many provincial regulatory approvals were required, including Historical Resources Act (HRA) clearances from Alberta Culture. ATCO Electric's HRTD Historical Resources Impact Assessment (HRIA) program was managed by Dr. Claudia Palylyk, Senior Planner at ATCO Electric. The first step in obtaining the required clearances was the completion of the HRIA to identify all historic resources that might be impacted by construction. The next step involved the development of mitigation and protection strategies for the historic resources within or proximal to right-of-ways and substation sites.

Lifeways of Canada Limited, one of Canada's oldest and most highly respected archaeological consulting companies, was retained by ATCO Electric to undertake the HRIA field work and reporting, and to recommend mitigation and protection measures. What they discovered was surprising. At the onset of the HRIA, only five historic resource sites were on provincial record within the HRTD project area. At the end of the field program, 145 new historic resource sites were recorded by Lifeways: a significant contribution to Alberta's registry of historic sites. Each new site was photographed, documented, and reported to

Alberta Culture. Discoveries ranged from isolated finds, stone tools, historic farm sites, old building foundations, relics of ceremonial sites, campsites, bison kill sites, marine fossils, and paleontological features.

In view of the number and variety of historic sites identified, the need for a comprehensive site protection plan quickly became apparent. Lifeways, ATCO Electric Senior Planner, Claudia Palylyk and HRTD Construction Manager, Rory Ryder, worked in collaboration to develop the HRTD Historical and Archaeological Resources Protection Plan (HARPP) to ensure these sites would not be impacted by construction activities.

L-R: Rory Ryder, Eleanor Mohammed, Claudia Palylyk, Janet Blakey, Quyuen Nguyen, Claire Bourges



*Discoveries ranged from isolated finds, stone tools, historic farm sites, old building foundations, relics of ceremonial sites, campsites, bison kill sites, marine fossils, and paleontological features.*



Historic Stewart House (EiOv-23) (circa 1900).  
SOURCE: *Lifeways of Canada Limited*



ATCO HRTD Construction Crews Recognized and Protected Historic Finds As a Result of their HARPP Training.  
SOURCE: *Lifeways of Canada Limited*



HARPP Training Session  
SOURCE: *Lifeways of Canada Limited*

Additionally, plans and protocols for protecting sites were developed taking into consideration their respective historical resource values (HRV) as determined by Alberta Culture. Protocols included methods for reporting new sites that could potentially be discovered during construction excavations and for reporting inadvertent damage to sites. Implementing the HARPP required training ATCO Electric's staff and contractors in the application of the protection plan during a wide variety of construction and reclamation activities. Depending on the HRV of each site, the protection measures ranged from ensuring an Environmental Coordinator monitored construction near the site to erecting temporary or permanent fencing around it. The highest level of protection involved modifying project design to bypass areas that contained many significant historical resources. The HARPP was produced as a Field Guide which formed the framework for the training of staff and contractors.

Sixty-five ATCO Electric staff and contractors were trained and received certificates in HARPP and benefitted from practical, hands-on learning with historical resources and artifacts, slideshows,

and scenario-problem solving followed by a written exam. The HARPP training program provided ATCO staff and contractors with the skill and ability to recognize and manage historical resources in the field and use reporting protocols.

As construction activities gained momentum, three new sites were discovered. These included a centuries-old baby bison skeleton that was subsequently donated to the Royal Alberta museum, several marine fossils, and the foundation remnants of a historic rural school. For each of these discoveries, the HARPP protocols were applied quickly and consistently, resulting in minimal construction downtime and a quick return to work following the approval of site management plans by Alberta Culture.

ATCO Electric and Lifeways' proactive HARPP planning has elevated the standards for managing historical resources during construction activities in Alberta. With its protocols and training for protecting historical resources during construction and reclamation, the HARPP ensures short construction downtimes, while ensuring the success of ATCO Electric's applications for HRA clearances. ■



# Award of Planning Excellence

## COMPREHENSIVE AND POLICY PLAN CATEGORY

### Edmonton's Transit Oriented Development Guidelines

#### The City of Edmonton & Crandall Arambula

The Way Ahead, Edmonton's Strategic Plan, establishes a vision of a denser, more sustainable, and livable city where more people walk, cycle, and use transit than they do today. In pursuit of this vision, The Way We Move, Edmonton's Transportation Master Plan, and The Way We Grow, Edmonton's Municipal Development Plan, support the integration of transit and land use through transit oriented development (TOD) as an essential component to creating a sustainable city.

To encourage TOD around a light rail transit (LRT) system in the midst of a major expansion (from 2 to 5 lines with over 40 new stations), Edmonton has developed TOD Guidelines in consultation with community and business organizations, transit users, city departments and others. The guidelines set out Edmonton's expectations for transit-oriented development near existing and future transit stations as well as transit centres.

There are different expectations for different station/transit centre areas. Each area was assigned to one of seven area types: Neighbourhood, New Neighbourhood, Enhanced Neighbourhood, Centre, Employment, Institution/Recreation and Downtown.

For each type there are land use and intensity guidelines that differentiate between the station hub (within 200 m of the platform) and the station neighbourhood (between 200 and 400 – 800 m of the platform). For housing, the intensity guidelines are written as unit densities that correspond to the maximum densities of zones in Edmonton's Zoning Bylaw. For commercial space, intensity is given as floor area ratios or cumulative retail space in a given area. The intention was for these numbers (e.g. 125 dwelling units per hectare, 2.0 FAR) to act as proxies for different built forms – row housing, low rise apartments, etc. – given that the guidelines are guidelines and not regulation. As the numbers have already been interpreted as hard



TOD Streetscape  
SOURCE: City of Edmonton



L-R: Eleanor Mohammed and  
Mary Ann McConnell-Boehm

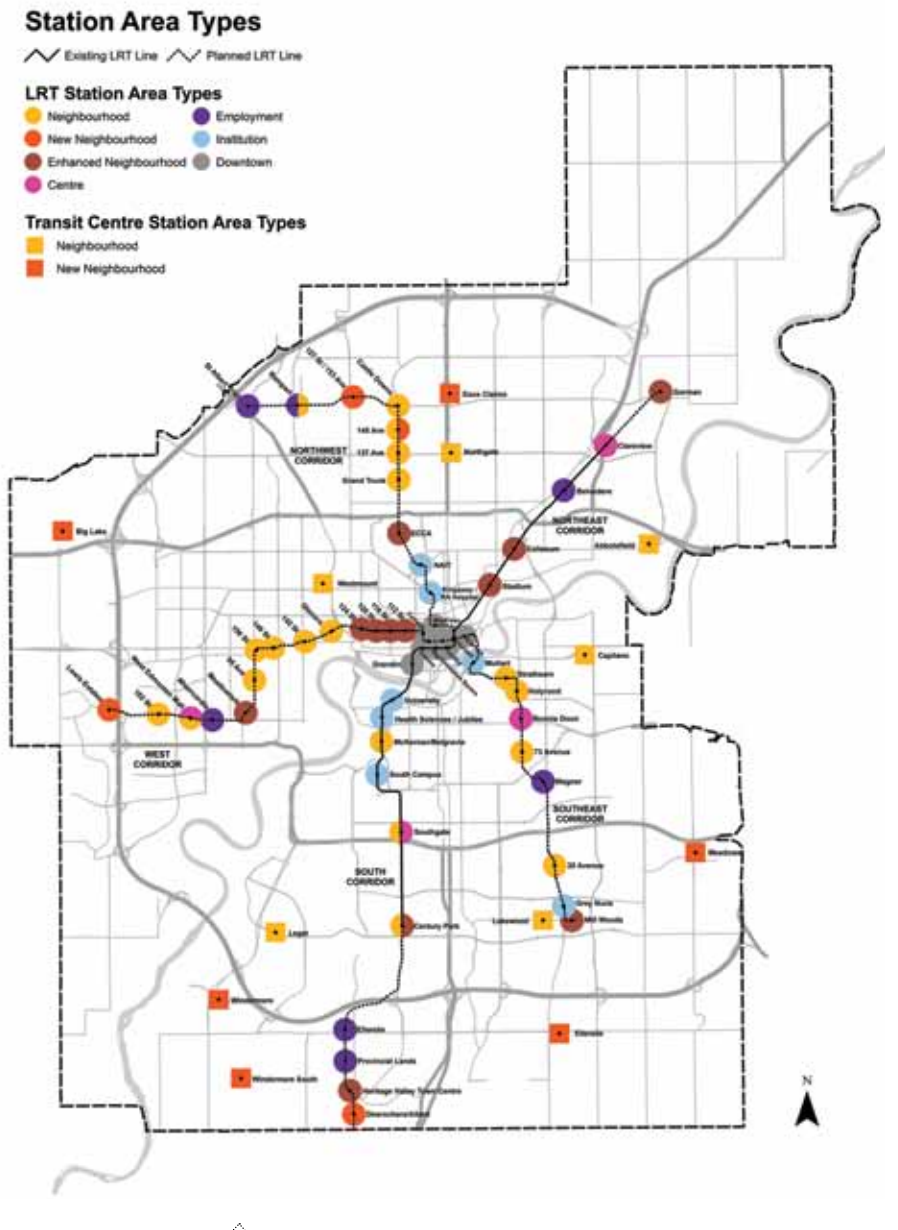
*The guidelines set out Edmonton's expectations for transit-oriented development near existing and future transit stations as well as transit centres.*

and fast limits however, planners are contemplating amendments to the guidelines to remove the specific numbers or at least to provide ranges.

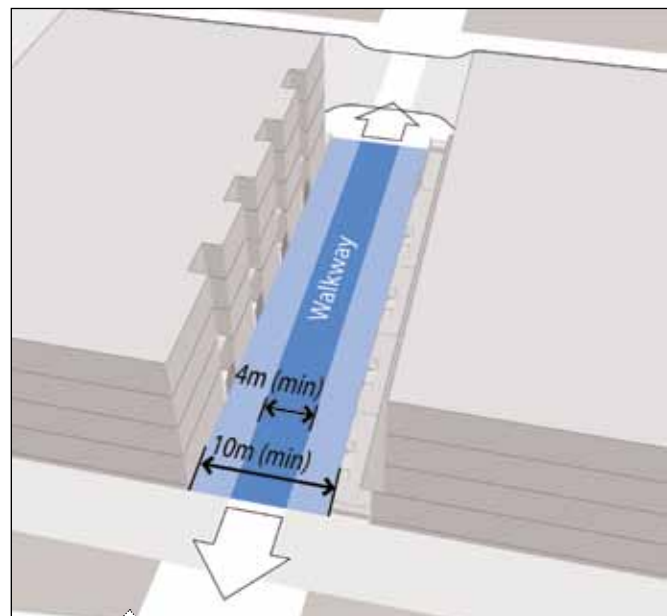
In addition to addressing land use and intensity, the TOD Guidelines include direction regarding building and site design, and public realm guidelines to be used in cases where streets and open spaces are to be built or rebuilt within station/transit centre areas.

The TOD Guidelines give greater certainty regarding rezonings in areas where there is no station area plan and provide a starting point for the preparation of new station area plans. They also give planners a better footing in dealing with other professionals regarding infrastructure changes in TOD areas.

The guidelines were adopted in February 2012 and are already helping Edmonton build transit neighbourhoods. Two new station area plans have been approved. New TOD design projects have been initiated across the city. Better care is being taken with rezonings. Appropriate TOD is under construction in many station areas. By respecting the unique character and context of each station/transit centre area and insisting that good design accompany intensification, the TOD Guidelines represent a significant step towards the realization of the Edmonton's land use and transportation vision.



Station Area Types  
SOURCE: City of Edmonton



Mid-Block Accessway  
SOURCE: City of Edmonton

## Award of Planning Excellence

### COMPREHENSIVE AND POLICY PLAN CATEGORY

fresh: Edmonton's Food and Urban Agriculture Strategy

The City of Edmonton & HB Lanarc-Golder

#### BEFORE OIL AND GAS, THERE WAS AGRICULTURE

Before the first oil strike in February 1947, most Albertans were making their livelihoods by farming and ranching. People lived on farms. Back then, urban was not even a concept on the prairies. Fort Edmonton and Fort Calgary, established in 1795 and 1875, were trading posts that housed law enforcement, not urban centers.

Once the Canadian Pacific Railway was built in the 1880s, European immigrants flooded the prairies. They brought knowledge of different farming practices and created a foundation in agriculture that made Alberta prosperous.

In 1914 the Department of Agriculture created policies to ensure that Albertans had access to advice about the best possible farming practices. The Minister of Agriculture established seven demonstration farms of varying sizes across Alberta. Each used mixed farming principles and "reasonably good" buildings to accommodate cows, horses, pigs and people. These farms were linked to schools, which were to be built at the farms.

Alberta's population was expanding but people still lived on farms until Leduc No.1 struck oil and then a dramatic shift in urbanization occurred. Before oil was found, only 30% of the population lived in urban areas. After oil the number moving to cities went from 60% to 70% and then up to 80%.

Urbanization brought changes in attitudes. Activities that had been commonplace were forgotten- such as growing food, canning and preserving. Bylaws were changed so that activities associated with farms were prohibited, such as owning hens. Prepared meals and fast food dominated. The planning of cities was undertaken using an urban lens, with increasingly less regard to integrating food and agriculture into design, landscapes and everyday life.

Attitudes that rejected the rural, and idealized the urban, were prevalent until issues regarding food security and resiliency gained momentum - due in part to organizations such as Slow Food and to a world wide grain crisis. Over the last decade people started asking questions about where our food comes from and why there are so few farmers. They examined the state of our food supply, the impact of our food system on the environment, and the potential for distribution disruptions on the resiliency of cities.

L-R: Eleanor Mohammed, Mayja Embleton, Kalen Anderson



*Before oil was found, only 30% of the population lived in urban areas. After oil the number moving to cities went from 60% to 70% and then up to 80%.*

A growing movement around these questions has created a greater demand for local food and a demand by urbanites to grow, make, and sell food. The ground swell of awareness about sustainable food systems led to hundreds of citizens arriving at Edmonton's City Hall in 2008 to demand that food and agriculture be integrated into the Municipal Development Plan (MDP). City Council and the City of Edmonton responded. An entire section on food and urban agriculture was included in the MDP,

including direction to develop a city-wide food and agriculture strategy and establish a food council. It took three years of research, consultation and public engagement to develop *fresh*: Edmonton's Food and Urban Agriculture Strategy.

*Fresh* appears to be an innovative approach to food and urban agriculture, but it is really a return to many of the traditions and practices that were once part of daily life: backyard and community gardens, farmers' markets, and local food. It is innovative because it addresses a comprehensive set of issues - from the built form to ecological systems, from the urban core to the peri-urban fringes, from economic development to public health and hunger, and from place-making to emissions and waste.

*Fresh* uses a food systems approach that recognizes the interconnectedness of all parts of the system - from production, to processing, distribution, selling, eating, waste, education, and governance. 'Food systems' planning is relatively new. As one of only a handful of Canadian cities with a food policy, *fresh* is a progressive strategy that will reintegrate food and agriculture into community and resource planning.

Oil and gas play the dominant role in Alberta but we are exploring how we will sustain ourselves locally and globally. For now, agriculture remains Alberta's second biggest industry. But perhaps we will make a return to our roots. Many of the recommendations in *fresh* are old ideas: demonstration farms, farmers' markets, integrated educational programs, small local businesses, community kitchens and gardens, composting, and food celebrations. With the social and ecological challenges that we face in the coming decades, these old ideas may have found a *fresh* start as remediation to our 21st century urban lifestyles. We may rediscover- just in time - that before oil and gas, there was agriculture.

For information about *fresh*: *Edmonton's Food and Urban Agriculture Strategy and the Food and Urban Agriculture Project*: [www.edmonton.ca/FoodandAg](http://www.edmonton.ca/FoodandAg). ■



Fresh Strategy Logo  
SOURCE: City of Edmonton



Key dimensions of the food system.  
SOURCE: City of Edmonton

# Fellow Talk

## The Planner's Role in Coaching and Mentoring

The planning profession provides opportunities for people to use their skills to produce a better community for present day individuals and those of decades to come. Few planners leave planning schools with all of the skills required to be effective; these skills need to be acquired over the following years with help from other planners. Coaching and Mentoring are two of the most obvious ways to pass on the experience of mature planners to new planners.

Mentoring and Coaching are recognized by most organizations as important contributors to the growth and development of a productive workforce. Yet, often there is a lack of understanding of what they entail. A definition of mentoring, and its companion, coaching is a logical starting point.

### Definition of Mentor:

an experienced and trusted advisor or guide

### Definition of Coach:

a person who trains or instructs

The difference is striking in that the coach aims to develop skills and expertise through training and instruction, whereas the mentor aims to build confidence and understanding through advice and guidance. The coach brings new ideas and techniques that may be applied in the workplace leading to improved practice, while the mentor points out factors and shares experiences that may lead to more informed decision making.

Coaching can be individual or team based, whereas mentoring is almost always conducted on an individual basis.

The value of the coach is one of focus on the specific needs of the team or individual in a manner that brings about new ways of achieving goals. The focus should allow the individual or team to obtain assistance or achieve improvement in a relatively short period of time through the imparting of specialized knowledge or skills.

The role of the coach is to identify the major strengths as well as areas for learning and growth of the individual or team. The effectiveness of the coaching needs to be monitored. Adding knowledge and techniques to an individual or teams' professional portfolio is the primary goal, with a secondary goal being to increase confidence and self-esteem.

The value of the mentor lies in the fact that the mentor has had considerable experience, personal insight and social skill that can be drawn upon to build a meaningful relationship that results in the professional being more productive. This is often best achieved by having external mentors.

The role of the mentor is to make his-or-herself available to professionals for individual (or group) sessions with the purpose of advising or suggesting alternate points of view, options to consider, possible negative reactions and possible solutions for unique situations. The effectiveness of the mentoring needs to be documented as the scope increases. The most effective mentoring occurs when an individual grows in ability and confidence in areas that were considered weaknesses and gains a better understanding of how to build upon strengths.

Selecting a mentor is a serious business; the wrong mentor can sour a planner on the profession. In like manner, mentors need to be selective when agreeing to work with an individual as the relationship is ultimately one of trust and will lead to important professional and personal decisions.

Planners who have moved up in their organization, be it public, private, non-profit, research or communication will be faced with the prospect of taking on more administrative and perhaps management responsibilities. Having had good coaching and being in consultation with a mentor will be very helpful in determining whether the planner is ready to move to the next level in making planning a vehicle for better communities. ■



SOURCE: Bruce Duncan

### About the Author

**Bruce Duncan** has been in the profession for over forty five years. Presently, he is involved in consulting with various planning organizations, mentoring planners and helping in plan preparation and implementation.



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