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APPI PLANNING journal

Alberta Professional Planners Institute

Resilient Social Housing Systems

- Social Housing Systems
- Source Water Protection Planning
- Mitigating Emergencies Through Land Use Planning Legislation

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Alberta Professional Planners Institute

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- student experiences
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- planning successes

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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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Message from the President

Every spring we hold our Annual General Meeting (AGM) and this year's meeting saw a lot of action. We said goodbye to two outgoing Councillors, congratulations to a new President-Elect, and welcome to three new Councillors. Also for the first time ever, we handed out Long-Term service awards to 159 of our Registered Professional Planners, along with a very special Outstanding Contribution to the Profession Award.

INTRODUCING THE NEW 2014-2015 COUNCIL:
President: Eleanor Mohammed, RPP, MCIP
President-Elect: Misty Sklar, RPP, MCIP
Past-President: Beth Sanders, RPP, MCIP
Treasurer: Scott Pragnell, RPP, MCIP
Secretary: Mac Hickley, RPP, MCIP
Councillor: Anthony Ferri
Councillor: Ken Melanson, RPP, MCIP
Councillor: Colleen Renne-Grivell, RPP, MCIP
Councillor: Nick Lapp, RPP, MCIP

A sincere thank you to all our members who put their name forward in the election, your willingness to volunteer on APPI Council is commendable and we hope to see you back in future years. As for our three new Councillors, Nick Lapp, Colleen Renne-Grivell, and Mac Hickley, we are excited to have you aboard.

As with most election cycles, we had to say good-bye to two great Councillors this year, Dnyanesh Deshpande and Teresa Goldstein. Dnyanesh was on Council for three years as our Treasurer. During his time with us, Dnyanesh built the Research and Innovation Portfolio and was instrumental in gaining sponsorship for our annual conferences. Teresa Goldstein was on Council for one year, but the amount of work that she undertook was the equivalent to a multi-year term. Teresa held the Awards Portfolio and the Advocacy Portfolio, and she took part in the Municipal Government Act Review Task Force. Teresa spent many weekends working with Task Force and their hard work has culminated in a detailed report that will inform APPI's submission to Municipal Affairs. Dnyanesh's and Teresa's dedication to the profession and the institute has been tireless, and it is with sincere gratitude that we wish them the best.

It was no surprise that Gary Buchanan was the recipient of this year's Outstanding Contribution to the Profession Award, as his level of dedication to the profession and the Institute is second-to-none. Gary has served on almost all of the APPI committees, he was the President of APPI, he was on the Canadian Institute of Planners (CIP) Council, and he has been involved in many CIP initiatives. His passion and commitment extends beyond the Institutes to the community level, where he has organized local World Town Planning Day events, managed the APPI booth at tradeshows, and he has been a long-time supporter and champion of planning education at the University of Lethbridge. Gary's aforementioned roles of service and willingness to commit his time to the growth of the profession are most noteworthy and deserving of the APPI Outstanding Contribution to the Profession Award. Congratulations Gary!

2014 is the first year of the Long-Term Service Recognition Program. This program has been introduced to recognize and celebrate our members, along with their service and dedication to the Institute and the profession. I would like to recognize and thank the recipients for their Long-Term Service to APPI, the full list can be found on pages 33–34.

Apart from the AGM, our work on tracking Continuous Professional Learning continues, along with advocacy and the Municipal Government Act Review. In January and April, I met with CIP and the other regional professional planners' institutes from across Canada. These meetings focused on the future role and governance of CIP. These meetings have been a great opportunity to bring a positive understanding amongst our regional partners of how each Institute operates and what their relationship is with CIP. I will have more to share on CIP's exciting transformation and our new relationship after our next meeting in July at the CIP annual conference.

With my first year as President now complete, I thank you for and look forward to the continued opportunity to serve my second year.

Left to Right: Eleanor Mohammed, Linda Wood Edwards, Misty Sklar, Ken Melanson, Beth Sanders, Scott Pragnell, Anthony Ferri and Matt Hickley.

Missing: Nick Lapp and Colleen Renne-Grievell

Eleanor Mohammed RPP, MCIP
President, Alberta Professional Planners Institute

Message from the Journal Committee

Is resilience the new sustainable? It is interesting to notice how frequently these two words surface in planning vocabulary, and to compare how they are used: "sustainable" promoting the idea that we can make choices today to provide some insurance for the future; and "resilience" promoting the idea that we can rebound when the unexpected happens.

It is fortunate that the response of people in a crisis situation is typically a positive surprise. Despite the reactive nature of resilience, it relies on the on-going commitment of many, forward thinking, and leadership. Which starts to sound like sustainability. Perhaps the difference lies in the immediacy of the problem.

The theme of this issue of the Journal was inspired by the events of last summer in Alberta. Our choice was a natural reaction – other organizations, authors, and publications also lept at the topic. While stories of goodwill and heroic efforts catch our imagination, disasters avoided are just as important, if less newsworthy. Articles submitted for this issue discuss some of those 'unsung heroes' of good planning that help to keep our communities both sustainable and resilient.

Applying the same concepts to APPI, as an organization we are more sustainable and more resilient as more of us take part in the many activities that keep APPI relevant to its members. The volunteer and land long term service listings at the end of this issue are further testament to the strength. This month we're introducing a few new faces to the Journal Committee, and transferring responsibilities to make sure our team is sustainable, resilient, and open to new experience.


Sean David Carter


Tasha Elliott

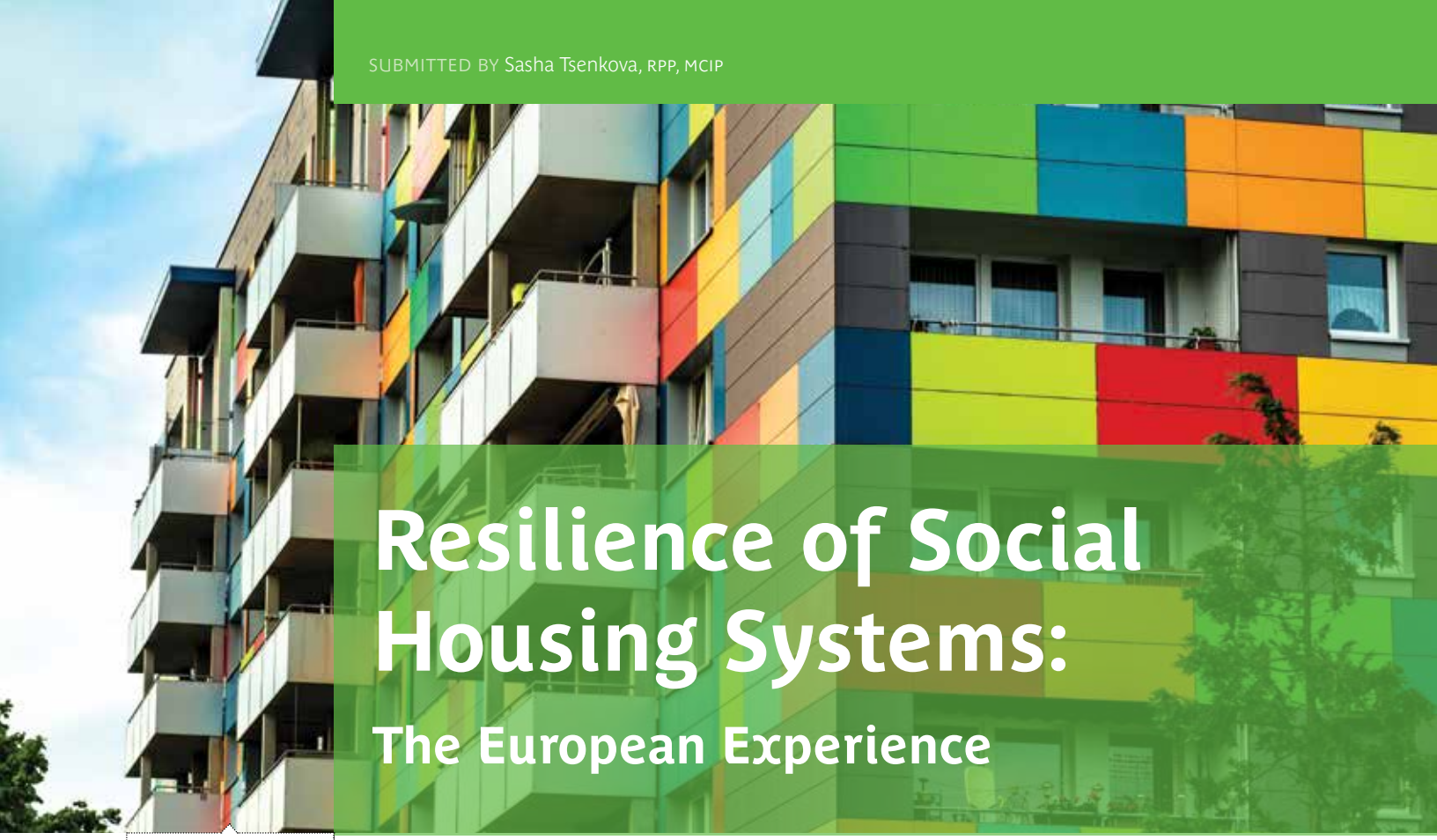

Semra Kalkan


Olimpia Pantelimon


Ann Peters


Imai Welch

SUBMITTED BY Sasha Tsenkova, RPP, MCIP



Resilience of Social Housing Systems:

The European Experience

SOURCE: *iStockphoto*

INTRODUCTION

The discussion on resilient cities and communities has become particularly important in Alberta after the June 2013 floods, contributing to the discourse on resilient cities and adaptive planning in the context of climate change[1]. Cities however, are profoundly affected by other types of external shocks often attributed to global economic shifts, political instability and the globalisation of financial markets.

The main argument in the article is that unitary social housing systems, despite their unique characteristics and institutional legacy, are more resilient in institutional, economic, social and environmental terms.

One such example is the crisis that started in the mortgage markets of the United States in 2007–2008 with dramatic and sustained impacts on people and housing systems throughout the world[2]. These complex and interlinked crises exposed vulnerabilities of housing markets and low income households, pointing to the need to build resilience through better policy tools and sustainable provision of social housing[3]. This article contributes to the discourse on resilient cities by exploring the resilience of social housing systems in the post-crisis period.

OBJECTIVES

The focus is on the policy and practice of Vienna and Amsterdam examples of unitary housing systems with sustained investment in new social housing, a range of private and non-profit housing providers, and a wide range of fiscal and regulatory instruments enhancing the competitive performance of the social housing sector[4]. In these cities, social housing dominates local housing markets and access is open to households with low and medium income. In Vienna, social housing constitutes 45%, while in Amsterdam it is 50%[5]. The main argument in the article is that unitary social housing systems, despite their unique characteristics and institutional legacy, are more resilient in institutional, economic, social and environmental terms. The research has two interrelated objectives: i) to explore fiscal, financial and regulatory instruments implemented to ensure growth in the system; and ii) to evaluate system resilience in two major domains, economic and social.

CONCEPTUAL FRAMEWORK

The conceptual framework integrates housing policy analysis with concepts related to resilience thinking[6]. More specifically, it is designed to explore the resilience of unitary social housing systems focusing on new supply, the most dynamic element of the system. To meet the purposes of this research, resilience of the social housing system is defined as the ability of social providers to contain the effects of financial and fiscal stress during times of crisis, and to carry out maintenance and redevelopment activities in their social housing portfolio in a manner that minimizes disruption to affordability and mitigates the impact on housing quality. Enhancing the resilience of social housing systems, through *a mix of fiscal, financial and regulatory policy instruments*, minimizes economic and social losses during a crisis and allows for moderate growth in the system. It can be achieved by the ability of a social provider to perform more efficiently and effectively to absorb a shock, if it occurs, and to recover quickly after a shock[7].

The economic dimension of resilience refers to the capacity to reduce both direct and indirect economic losses resulting from reduced financial and fiscal support and to continue to grow. The social dimension of resilience refers to the ability of the social housing system to provide access to affordable, good quality housing[8].

THE FRAMEWORK APPLIED: POLICY INSTRUMENTS

The following section will apply the conceptual framework with a focus on comparative analysis of policy instruments in Vienna and Amsterdam.

Fiscal and Financial Instruments

In principle, affordability in the Austrian system is assured by brick and mortar subsidies in the form of discounted land, public loans and grants and tax relief. Housing programs, and the new supply of social housing, enjoy a relatively long-term stability and support from federal resources on the basis of housing policy commitments of the provinces. These are complemented by local grants to ensure adequate supply of new social housing.

FOOTNOTES

1 Walker, B.; Salt, D.; Reid, W. (2006) *Resilience Thinking: Sustaining Ecosystems and People in a Changing World*. Washington DC: Island Press.

2 Bardhan, A.; Edelstein, R.; Kroll, C. (2012) *Global Housing Markets. Crises, Policies and Institutions*. Hoboken NJ: Willey & Sons.

3 CECODHAS (2012) Impact of the Crisis and Austerity Measures on the Social Housing Sector. Housing Europe's Observatory Research Briefing, Year 5 / Number 2, February. Brussels: CECODHAS.

4 Gerkiere, L. (2007) *The Development of Social Housing in the European Union. When general interest meets Community interest*. Paris: Dexia Editions, September. Matznetter, W. (2002) "Social Housing Policy in a Conservative Welfare State: Austria as an Example". *Urban Studies*, vol. 39 (2), pp. 265-282.

5 In both cities the private rental sector is substantial, while homeownership in Vienna is 19% and in Amsterdam it is 26%.

Figure 1: Brownfield development in Kabelwerk (Vienna). The site has 950 dwellings with a mix of social rental and owner occupied housing, shopping, offices, kindergarten, green spaces, and cultural facilities.

SOURCE: *Tsenkova*

 continued from page 7

FOOTNOTES CONTINUED

6 Tsenkova, S. (2009) *Housing Reforms in Post-socialist Europe. Lost In Transition.* Heidelberg: Springer-Verlag. Norris, F. (2008). "Community Resilience as a Metaphor, Theory, Set of Capacities, and Strategy for Disaster Readiness." *American Journal of Community Psychology* 41(1-2): pp. 127-150.

7 Tsenkova, S. (2013) Resilience of Social housing Systems in Times of Crisis. Paper presented at the AESOP/ACSP Joint Congress Planning for Resilient Cities and Regions, Dublin, 16-19 July 2013.

8 Tsenkova, S. (2013) Resilience of Social housing Systems in Times of Crisis. Paper presented at the AESOP/ACSP Joint Congress Planning for Resilient Cities and Regions, Dublin, 16-19 July 2013. Norris, F. (2008). "Community Resilience as a Metaphor, Theory, Set of Capacities, and Strategy for Disaster Readiness." *American Journal of Community Psychology* 41(1-2): pp. 127-150.

9 Bauer, E (2004) Austria, in: Gruis, V and N Nieboer (eds.), *Asset Management in the Social Rented Sector; Policy and Practice in Europe and Australia*, Dordrecht: Kluwer Academic Publishers.

Vienna has a long-standing tradition of providing social housing, demonstrated in stable financial support. The City Council supports new social housing through the provision of land by Vienna's Land Procurement and Urban Renewal Fund, *Wohnfond*, a non-profit financially independent land banking and development organisation preparing sites for social housing development since 1984[9]. In addition, specialized housing banks raise low cost mortgage funds for social housing built by limited profit housing associations (LPHA).

In the Netherlands, the Dutch government abolished the supply side subsidies in 1993 and promoted a more enabling and financially self-sufficient approach to social housing provision. Within this framework housing associations are free to sell, invest and choose the way to allocate their revolving funds to fulfill their social mandate. Housing associations finance new social housing with capital-market loans, own equity and revenue from sales of newly built housing and/or sale of rental dwellings. Commercial loans are guaranteed by the National Social Housing Guarantee Fund, which reduces the capital costs[10]. In addition, the City of Amsterdam subsidizes the provision of new social housing through reduced land lease fees (about 50% compared to regular market development).

SOURCE: *Tsenkova*

Regulatory Instruments

In Austria a wide range of regulatory instruments ensure the supervision of social housing providers and defines their allocation and rent setting policies. LPHA's profits are capped at 6% and need to be reinvested in the housing sector. Regulations specify the conditions which must be met in order to receive subsidies (cost, size of dwellings and target households)[11]. Supply side subsidies finance about 30% of development costs (land and construction). Rents are calculated on a cost recovery basis and account for the cost of land acquisition, construction, capital costs of the project, administration, and investment in maintenance[12]. Initial rents can be increased each year with the consumer price index (CPI).

In the Netherlands, the supervision is less prescriptive and housing associations are supervised on the basis of general 'fields of performance'[13]. They are driven by portfolio management considerations and operate in a more business-like manner. Given their financial self-reliance, housing associations in Amsterdam sell existing housing ("2 for 1 rule") to build new housing and reinvest profits and own equity to ensure a tenure and social mix in new projects. Sales, as well as levels of new social housing provision in Amsterdam, are subject to negotiation with the city administration and specified in 3-year agreements, but both sales and new social housing output have failed to meet recent targets (AFW 2012). In terms of rent setting, social landlords have considerable freedom to pool rents across their portfolio and address priority tasks. This autonomy, however, is confined by rent regulations defining rents by the central government with prescriptive annual rent increases, usually adjusted by Consumer Price Index.

Economic Resilience: Production and Development Strategies

Production levels in the social housing sector of Vienna are stable, with a growing share of social rental housing with the option to buy, implying higher tenant contribution[14]. Subsidies in Vienna declined sharply between 2000 and 2007, reducing production by 50% from 12,000 to 6,000 dwellings under the conservative coalition government, but have since been increased to 9,000 dwellings

per year. LPHAs now account for half of the new production in the city. The City of Vienna (with the status of a federal state) is actively steering the production of new housing into areas of brownfield development and other secondary nodes in support of its planning and urban development priorities. The city also operates an evaluation system to rank projects for new sites sold through *Wohnfond*. Land is sold by competitive tender, which aims to reduce building costs, and focuses developers on quality outcomes[15]. In the redevelopment of brownfield sites (Gasometer, Kabelwerk), the social housing providers establish joint companies with private developers to meet the city's requirements of mixed tenure, mixed income communities (Figure 1). There are many examples of innovative sustainable housing, passive housing, car-free developments, and ethnic integration through design innovation fostered by the city's competitive bidding process and sustainable development guidelines for project evaluation.

In Amsterdam, the production by housing associations has doubled since 2001, but two thirds are geared to the homeownership market. Recent years have seen a wave of mergers and acquisitions of housing associations driven by risk reduction and portfolio management strategies. New social housing is built on brownfield sites, and in the new greenfield development of Ijberg (Figure 2). The output of housing associations in the city accounts for over half of the completions, which are in the range of 1,200-1,500 in the last five years. Social housing, about 25-30% this output, is used to achieve a new social and tenure mix in these areas, with 70% of the housing targeting the homeownership market and 30% retained as social housing. This is also perceived to be a revenue neutral model in terms of development costs. Housing associations in Amsterdam have the historical role of city builders, with increasing responsibilities to improve liveability of deprived neighbourhoods as well as to provide social infrastructure (AFW 2012).

Social Resilience: Affordability of New Social Housing and Choice

In Vienna average rents in new social housing are €490-€530, and tenants are expected to provide a €15,000-€30,000 contribution to project costs.

Figure 2: Ijberg in Amsterdam. This is a sustainable community for 45,000 residents built on land reclaimed from the sea. It has local jobs, retail, schools and a mix of social, market rental and owner-occupied housing.

SOURCE: *Tsenkova*

In terms of rent setting, social landlords have considerable freedom to pool rents across their portfolio and address priority tasks.

Interviews with major social housing providers indicate that tenants are increasingly young and ethnically diverse, problems with non-payment are almost non-existent, and vacancies are below 1% (Figure 3). In 2012 the average rent burden in Vienna for couples with children was only 20% of household income[16]. Less than 5% of the tenants receive housing allowances. By contrast, average rent in Amsterdam in 2010 was €498 (Aedes, 2012) and over 20% of households receive housing allowances.

In terms of choice and allocation, the target group in Austria is rather broad and reportedly close to 80% of the households can qualify for access to new housing. In Vienna, 25% of tenants are nominated by the municipality's Housing Service, 50% of the units are offered externally to

 continued from page 9

prospective tenants on the waiting list and the rest to existing tenants. Waiting lists are managed by the LPHAs, but the average waiting period is less that one year. By contrast, the centrally managed allocation system in Amsterdam provides a one-stop shopping opportunity for households, but the waiting time to get into a desirable neighbourhood is reportedly over 6-7 years (see Figure 4). Households in areas subject to major renewal programs and demolition have a priority to return to the area and/or receive dwellings in the neighbourhood of their choice.

Figure 3: New Social Housing in Intensification Areas, Danube Quartier XII, Vienna. This is a compact neighbourhood in the city centre (FAR 5-6) with integrated offices, retail and mixed tenure housing. An urban gym and high quality public realm design encourage social interaction.

Figure 4: Brownfield Development in the Eastern Docks, Amsterdam.

SOURCE: *Tsenkova*

FOOTNOTES CONTINUED

10 Niebor, N.; Tsenkova, S.; Gruis, V.; van Hal, J. (eds.) (2012) *Energy Efficiency in Housing Management: Policies and Practice in Eleven Countries*. London: Routledge.

11 Bauer, E (2004) Austria, in: Gruis, V and N Nieboer (eds.), *Asset Management in the Social Rented Sector; Policy and Practice in Europe and Australia*, Dordrecht: Kluwer Academic Publishers.

12 Amann, W, Lawson, J; Mundt, A. (2009) Structured Finance allows for Affordable Housing in Austria, *Housing Finance International*, July

13 Lawson and Niebor, 2009

14 In the last five years output by LPHA is in the range of 13,000 dwellings, with half of these under the option of rent-to-buy.

15 Förster, W (2006) Developers' open selection procedure in Vienna. In *Incentives for Housing Production in European Cities* International Workshop proceedings. Amsterdam: City of Amsterdam, December.

16 Czasny, M and T Bständig (2011) Housing Conditions in Vienna – Changes as Mirrored in the Austrian Micro census, Vienna Housing Research, http://www.wohnbauforschung.at/en/Projekt_Mikrozensus.html

Concluding Comments: Crisis and Opportunity

Whilst Austria has retained its brick and mortar support for a strongly regulated limited profit, cost-capped and cost-rent regime, in the Netherlands the elimination of supply side support has led to financial self reliance, organisational change, sales and more entrepreneurial strategies by housing associations. Both systems demonstrate a high degree of resilience and are essential in pursuing national and city development objectives (neighbourhood renewal, brownfield redevelopment, sustainable practices).

Dutch housing associations have a lot more freedom to pursue their own policies in terms of new development, sales, and other commercial activities. In Amsterdam they dominate the market for new housing, but produce predominantly for homeownership with significant exposure to market risks, which makes them more vulnerable during recessions when sales are not brisk and market prices are declining. This exposure to the fluctuations in the owner-occupied housing market makes the system more vulnerable to external shocks and places significant limits on innovation. In Austria the existence of public grants and loans does influence production levels and shields the sector from market fluctuations, providing more stability for its operation. Social housing landlords in Austria are extensively regulated through the cost-rent model and limitations on profits, while in the Netherlands the centrally determined rents provide stability in the rental market, but may constrain investment in innovation and quality improvements. In Vienna new social housing pioneers design innovation, sustainable living and consistently delivers high standards, in part steered by the City of Vienna competitive bidding process for land allocation through the *Wohnfond*. This is not necessarily the case in Amsterdam, where the social resilience of the system is challenged by higher costs and longer waiting lists.

In Canada, the level of federal support is more limited, although Canada's Economic Action Plan (CEAP), since 2011 has marked a dramatic change in this regard, providing $850 million over two years for the renovation and reftrofit of existing social housing, plus $475 million to build new rental housing for low-income seniors. CEAP 2013 proposed $1.25 billion investment in affordable housing in the next five years. In the context of fiscal support from senior governments and improved access to long-term finance, Canadian municipalities can play a significant role in strengthening the resilience of non-profit housing providers by creating a positive planning and policy environment. Key recommendations in that regard focus on density bonusing, streamlined development approval and acquisition of vacant land and tax delinquent properties. This could make a critical difference in establishing more inclusive communities. ■

SOURCE: *iStockphoto*

In Vienna, 25% of tenants are nominated by the municipality's Housing Service, 50% of the units are offered externally to prospective tenants on the waiting list and the rest to existing tenants.

ACKNOWLEDGEMENTS

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SUBMITTED BY Robert Patrick, MCIP, RPP

Source water protection planning:

A role for planners

SOURCE: *iStockphoto*

The May 2000 water contamination tragedy at Walkerton, ON shook the water resources community in Canada and beyond. How could a public water supply in a developed country like Canada be responsible for 7 deaths and over 2000 illnesses? The public inquiry that followed the contamination event pointed to many causes. The most significant of these was the absence of source water protection planning. This article will explain the importance of source water protection, the first barrier in the multi-barrier approach to safe drinking water, as well as provide recommendations for land use planners on the development and implementation of source water protection plans (SWPP).

MULTI BARRIER APPROACH TO SAFE DRINKING WATER

The Canadian Council of Ministers of the Environment (CCME 2004) define the multi-barrier approach (MBA) to clean drinking water as "an integrated system of procedures, processes and tools that collectively prevent or reduce the contamination of drinking water from source to tap in order to reduce risks to public health". The goal of the MBA in drinking water management is to reduce the risk of drinking water contamination through the presence of system redundancies, or barriers, built into the water system. The MBA consists of five barriers beginning with source protection, followed by drinking water treatment, maintenance of the drinking water distribution system, testing and monitoring of water quality, and emergency response in the event of contamination. The focus of this article is on the first barrier, source water protection.

SOURCE WATER

Source water refers to either untreated groundwater or surface water that provides potable water for human consumption. The term "groundwater under the direct influence of surface water", or "GUDI" is often used to refer to a groundwater source that is located near enough to surface waters to receive direct surface water recharge. Source water is sometimes referred to as "raw water" in the ground or in lakes, rivers, streams or reservoirs that is drawn upon as a source of potable

water supply. Source water is also important to many non-human species as well, including avian, aquatic and terrestrial users. The protection of source water is important for humans and non-humans alike.

SOURCES OF CONTAMINATION

Both natural and human factors influence the quality of a water source (see Figure 1). Sudden rainfall events may cause streambank erosion adding turbidity to source water. Poorly constructed groundwater wells may allow entry of contaminants. Natural and human-generated risks to source water present difficult challenges to the water treatment plant operator and may impact human and environmental health. It is often not feasible, much less practical, to eliminate all contamination risks. The goal of source water protection is to identify potential risks and reduce those risks though specific land management actions.

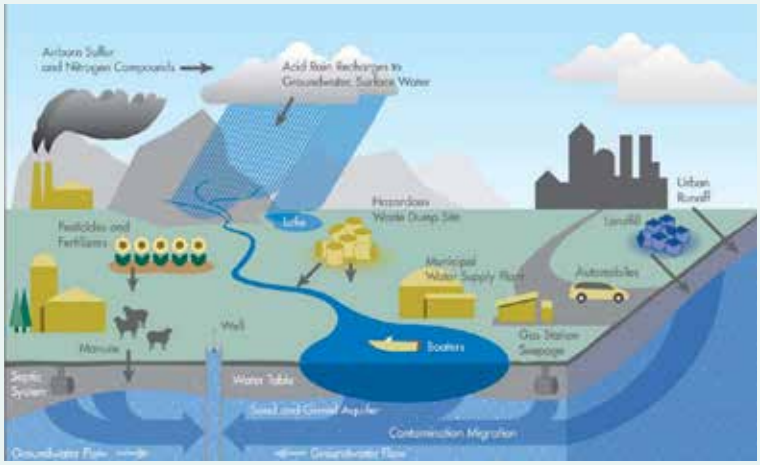
The quality of source water may be negatively impacted by past and present land use activities. Land use activities including agriculture may introduce pesticides and nutrient into water sources. Many residential activities also introduce potential risk to source water such as domestic animals, sewage disposal systems, landfills, lawn care, road networks, road salts, personal care products, pharmaceuticals and abandoned residential wells. Commercial and industrial activities add additional risks in the form of waste products, hazardous goods, toxic by-products, dry cleaning wastes, car wash wastewater, fuel storage leaks, etc. Past industrial activity such as railroad routes, aging oil tanks, mine tailings, and other early industry may also contribute to water quality degradation. Figure 1 illustrates contamination pathways from human activity.

Human related factors contributing to pollution are often divided into two categories: point source and non-point source pollution.

POINT SOURCE POLLUTION

Point source pollution is pollution that can be traced to a fixed point such as an effluent pipe, a smoke stack, or a leaking fuel tank. Point source pollution enters the environment at a specific place from an identifiable source.

Figure 1: Human Activities Affecting Source Water



SOURCE: *Pollution Probe – The Source Water Protection Primer 2004*

Source water refers to either untreated groundwater or surface water that provides potable water for human consumption.

A point source of pollution is something that you can "point" your finger toward, such as a sewage outfall pipe. Other examples of point source pollution include, but are not restricted to:

- Industrial point discharges, as well as spills and leaks of industrial chemicals;
- Municipal wastewater effluents;
- Landfill site leachate.

NON-POINT SOURCE POLLUTION

Non-point source pollution is pollution that cannot be traced to a fixed point such as recreation activity, roads, and urban runoff. Non-point source pollution is more difficult to identify and a much trickier problem to address in terms of land management practices. Agricultural runoff can contain oil, grease, fertilizers, pesticides, bacteria and nutrients from livestock and manure. Other examples of non-point source pollution include, but are not restricted to:

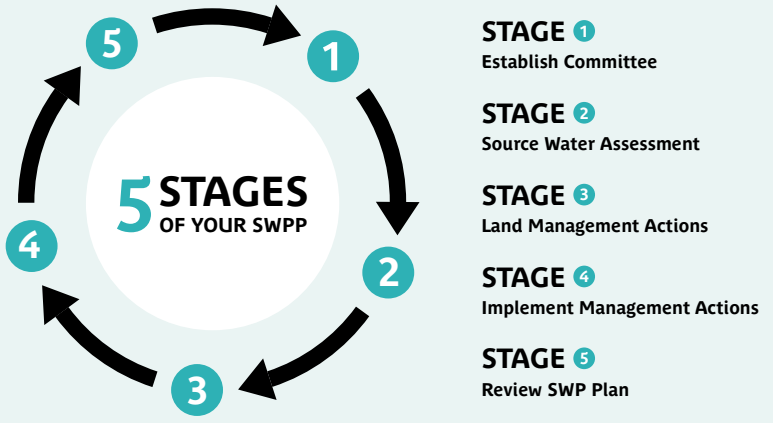
- Urban runoff from buildings, streets and sidewalks that carry sediment, nutrients, bacteria, oil, metals, chemicals, pesticides, road salts, pet droppings and litter;
- Bacterial and petroleum products from recreational boating;
- Acid precipitation and other forms of air pollution that fall into surface waters and onto the land.

SOURCE WATER PROTECTION

The first barrier in the multi-barrier approach, source water protection, "involves a coordinated approach among stakeholders to develop short- and long-term plans to prevent, minimize, or control potential sources of pollution or enhance water quality where necessary" (CCME, 2004 61). Protecting water at the source is an important means of preventing human illnesses. In addition, protecting water at the source helps to protect ecosystems and local economies. It is many times less expensive to protect a water source from contamination than it is to remediate it after contamination. In Canada, the federal role in source water protection is limited to First Nation reserves and federal lands, including the territories. The vast majority of Crown land (and water) in Canada is under provincial jurisdiction. As a result, the provinces have developed an inconsistent mix of source protections laws, policies, guidelines, and regulations (Patrick et al 2013). Given that water systems are almost always operated at the local or municipal level it is suggested that this, for now, may be the best scale at which to operationalize source water protection planning.

SOURCE: *AANDC 2013*

Figure 2: Source Water Protection Planning (SWPP) Process



Protecting water at the source helps to protect ecosystems and local economies.

WHAT IS A SOURCE WATER PROTECTION PLAN?

A source water protection plan (SWPP) aims to protect source water quality and quantity through a systematic and organized assessment of contamination sources and pathways linked to human activity and natural processes that occur in a watershed or in a groundwater recharge area. The goal of a SWPP should be to identify and prioritize management actions to mitigate or reduce water contamination risks to an acceptable level. According to Pollution Probe (2004), "a source water protection plan is a management strategy designed to minimize the impacts that human activities and natural events have on water sources. Such a plan should take a comprehensive ecosystem approach to water management, recognizing the need for clean drinking water, sustainable services for other human uses, and protecting the integrity of ecosystems."

DEVELOPING A SOURCE WATER PROTECTION PLAN

This article suggests a step-by-step, rational planning framework as a means of developing a source water protection plan. A five step model is recommended (Figure 2) as a means to facilitate a community-based SWP plan. The framework is available from Aboriginal and Northern Development Canada (AANDC 2013).

The five stages as illustrated in Figure 2 are summarized as follows:

Stage 1: Establish a SWPP Working Committee

The Working Committee will oversee the process of developing the SWPP. The Working Committee will lead a locally driven, multi-stakeholder, science-based process to protect drinking water sources while promoting water stewardship in the community. During development of the SWPP, the

Working Committee will hold meetings, undertake field inspections, receive reports, and meet with community members.

Stage 2: Complete a Source Water Assessment

This stage requires knowledge of watershed features located in the community. Here the Working Committee will be instrumental in collecting this knowledge from stakeholders and participants and compiling it into the SWPP. The components of the source water assessment will include the delineation of the drinking water sources, a description of the drinking water system, an inventory and description of all potential contamination sources, an assessment of source contamination risks and a prioritization of source contamination risks. Local knowledge will be critical in Stage 2. Historical records and maps, local history of land use activities and property ownership will help to inform all components of the source water assessment. Potential contaminant sources, or threats, may include anything from landfill or septic leachate to agricultural runoff or streambank erosion. The assessment of risk to human health from these potential contaminants will be a combination of likelihood of an occurrence multiplied by the consequence of the occurrence to human health (see Table 1). Something likely to occur may have a minimal health consequence – hence the risk may be low, and vice versa. The high risk concerns will be those where the likelihood of an occurrence and the consequence of an occurrence are both determined to be high. Numeric values can be assigned for each of likelihood and consequence to provide a relative value for each of the potential contaminant sources. High values represent high risk of source water contamination and help to identify priority management actions.

The following provides an example of a risk assessment (Table 2). The identified threats to source water are often those that are perceived by the working committee, or community members through the working committee, to be of greatest concern. The identification of these threats and associated risk assessment will enable appropriate management actions to be identified. The numeric risk ranking (Range of 1-25), is a relative value only and often reflects a perception of risk. Nonetheless, this value identifies those activities or conditions that, in the opinion of the community, are of a greater and lesser concern. This exercise enables the prioritization of threats to be addressed by specific land and water management actions.

Table 1: Risk Assessment Score

LOW RISK MEDIUM RISK HIGH RISK

LIKELIHOOD OF OCCURRENCE	IMPACT OF OCCURRENCE				
	INSIGNIFICANT 1	MINOR 2	MODERATE 3	SEVERE 4	CATASTROPHIC 5
MOST UNLIKELY 1	1	2	3	4	5
UNLIKELY 2	2	4	6	8	10
LIKELY 3	3	6	9	12	15
PROBABLE 4	4	8	12	16	20
ALMOST CERTAIN 5	5	10	15	20	25

SOURCE: *AANDC, 2013*

Table 2: Risk Assessment (Example Only)

THREAT	LIKELIHOOD	X IMPACT	= RISK
STREAMBANK EROSION	5	4	20
ILLEGAL DUMP SITES	4	5	20
ABANDONED INDUSTRIAL SITE; FUEL STORAGE	4	4	16
SUMMER RECREATION	3	3	9

SOURCE: *Patrick*

Stage 3: Identify management actions

After completion of the source water risk assessment (Stage 2), the Working Committee should proceed to develop a list of management actions for each of the risks. Acceptable levels of risk will need to be discussed and negotiated by the Working Committee. This will involve much collaborative discussion to reach a level of agreement understanding that not all risks can be eliminated. Examples of management actions could include relocating a landfill, installing a riparian fence, land use zoning, riparian stabilization to prevent bank erosion and classroom education on water stewardship. The tool-set of the planner will be essential in this stage. Riparian protection through development permits or the registration of land use covenants and easements may be critical to enhanced water quality. Restrictions on certain land uses may be necessary in some instances. Perhaps the greatest source water protection planning challenge to the planner will be those involving cross jurisdictional conflicts. The skill-set of the planner as mediator and negotiator will be crucial. Where source water may originate

Table 3: Management Actions (Example Only)

THREAT	RISK	MANAGEMENT ACTIONS	STAKEHOLDERS
STREAMBANK EROSION	20	Riparian restoration; Tree planting; fencing; Development permit designation	Municipality; Min. of Environment; Landowners
ILLEGAL DUMP SITES	20	Public education; Site remediation; Signage; Bylaw enforcement	Min of Environment; Ministry of Health; Landowners; Municipality
ABANDONED INDUSTRIAL SITE; FUEL STORAGE	26	Rezoning; Site remediation; Bylaw and OCP amendment	Landowner; Municipality; Min of Environment
SUMMER RECREATION	9	Public education; Signage; Outboard engine restrictions	Fisheries and Oceans; Municipality; Cottage owners; Watershed group

SOURCE: *Patrick*

on Crown-owned land the municipal or regional planner will be required to work with provincial agencies. Source water protection planning will require effort by many professionals and land-owners across a multi-scale landscape.

Stage 4: Develop an implementation strategy

An implementation strategy is necessary to initiate the many management actions identified in a SWPP. The implementation strategy is the 'action piece' and will identify the necessary stakeholders, timelines, and estimated costs to bring action to a SWPP. High risk concerns will be a priority, but these can take time, money and much paperwork to implement. It is important to also identify low risk concerns that can bring a sense of achievement to the Working Committee. These early successes will help motivate further implementation action including the high risk management actions. Examples of stakeholders include provincial agencies, landowners, industry, First Nations – those people and organizations that may have an interest in the land and water management decisions under consideration.

Stage 5: Review and update the SWPP

Approximately every 5 years, as with other land use plans, it is recommended that your SWPP be reviewed. This review will commence with Stage 1 (see Figure 2). Membership on the Working Committee may be re-assigned and the process of plan making re-initiated. The Working Committee will assess management action implementation as well as identify and new risks or re-evaluate risks that were previously ranked.

CONCLUDING COMMENTS

The planner's role to protect the public interest can have no greater expression than in the protection of public drinking water supplies. While SWP planning is wholly embraced for logical and practical reasons its implementation on the ground continues to prove problematic. Factors constraining SWP planning have been documented in the water resources literature. In the absence of a framework for source water protection planning there has been little guidance for planners. Progress in source water planning has recently taken place in Saskatchewan. Following the model presented here, the recent approval of two community-based source water protection plans is both timely and encouraging. Additionally, several First Nation source water protection plans in Alberta and Saskatchewan are nearing completion.

This article stresses that source water protection is a practical planning exercise requiring the attention of sound planning practice. The land use planner has an opportunity to help facilitate the development of source protection plans in communities across Canada. The planning model suggested in this article is not the only model that should be considered. The important message is that the time is right for the development of source water protection plans. Almost 15 years after Walkerton many more communities in Canada are without a source water protection plan. The cost of not developing a source water protection plan, as we learned from Walkerton, is simply too high. ■

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About the Author

Bob Patrick, RPP, MCIP, is chair of the Regional and Urban Planning program at the University of Saskatchewan. Bob completed his PhD in water resource planning and management at the University of Guelph in 2007 after working for 12 years as a regional planner with local government in British Columbia. Dr Patrick's research interests include planning for drinking water protection. He has worked with the Government of the Northwest Territories to develop a community-based planning framework for source water protection plans. He also works with First Nation communities to develop on-reserve source protection plans in Alberta and Saskatchewan.

SUBMITTED BY Jeneane S. Grundberg & Alison R. Espetveidt

Mitigating Emergencies Through Land Use Planning

SOURCE: *iStockphoto*

As recent events in Alberta and around the world have highlighted, emergency preparedness is not just about responding to disasters. The scope and impact of a disaster, natural or man-made, may be mitigated by decisions made years or decades before an actual disaster. One of the ways for municipalities to manage the impact of a disaster is through Part 17 of the Municipal Government Act, R.S.A. 2000, c. M-26, (MGA), which legislation authorizes municipalities to regulate land use within their boundaries.

The goal of Part 17 of the MGA is to balance the objectives of economic, orderly and beneficial development. This goal goes hand in hand with the desire to manage the extent of a potential disaster. Development comes with economic advantages, including an increased tax base and employment opportunities. Municipalities can mitigate the risks of these developments by understanding and incorporating risk assessment principles in their land use planning. For example, the density of surrounding developments impacts the time required to evacuate an area. Understanding the nature and configuration of existing and proposed land uses in the vicinity of potentially hazardous developments and environmentally sensitive lands is necessary for crafting contingencies to deal with "worst-case" scenarios.

Under the existing land use planning framework in Alberta, municipal councils and administrations have a variety of roles in land use planning decision-making. These roles may impact the effect of a future disaster, either man-made or environmental. This article focuses on three "spheres", or areas, in which municipalities have either the authority to regulate directly or the ability to intervene in a way that will reduce the scope of a disaster. These spheres include:

SOURCE: *iStockphoto*

1. Local decision-making;
2. Regional decision-making; and
3. Interventions before other regulatory authorities.

The goal of the article is to identify different junctures in the land use planning process where municipalities may be able to effectively minimize the risks associated with potential disasters.

This paper is organized into three sections. The first section discusses liability for planning decisions. The second section focuses on decision-making that is within a municipality's jurisdiction. The third section identifies a possible role for municipalities in areas that are outside of its jurisdiction, including interventions before a different regulatory authority.

PLANNING LIABILITY AND JURISDICTION

Approving development without adequate consideration of the hazards associated with the development may expose the community to harm and the municipality to liability. These hazards include those inherent in the use that is approved and those that arise from the suitability of the development with regards to the condition or quality of the lands. The case law demonstrates that municipalities may be liable for damages suffered by property owners arising from approval of inappropriate developments or developments that are approved in inappropriate locations.

The courts look at municipal decisions as falling into one of two categories. Generally speaking, all municipal decisions are either:

- Broad based legislation or "policy" decisions; or
- More specific, implementation or "operational" decisions.

The courts have generally held that municipalities will be protected from liability for policy decisions made in good faith. In the context of emergency land use planning, policy decisions arise in a municipality's decision on how it will plan around high risk developments and environmentally sensitive lands.

However, municipalities will be liable for operational decisions or inaction in the operational sphere, if the municipality acted negligently. Operational decisions are essentially those decisions, usually made by a lower level staff, that relate to the implementation of a policy. These decisions include interpretation of policies or determination of facts that would trigger the application of a policy. In Alberta, the issuance of development and building permits has been characterized as operational decisions of the municipality. For example, a Development Officer's decision to vary the standards in the Land Use Bylaw would be an operational decision.

The courts have held that a municipality owes a duty of care to an applicant making decisions related to development or subdivision approvals. The principles from the cases suggest that this duty likely extends to adjacent land owners impacted by land use planning decisions. The courts have demonstrated an increased tendency to hold municipalities accountable to both present and future landowners who suffer losses or injuries as a result of the approval of a development or subdivision. The following themes respecting municipal liability can be gleaned from the case law:

Municipal Hazard: A municipality will be liable if it creates a hazard and then allows development that is compromised by the hazard (For example Gibbs v. Edmonton, 2001 Alberta Court of Queen's Bench).

Records/Information Disclosure: A municipality will be liable if it is aware of environmental limitations and does not disclose them to the affected stakeholders (For example Gibbs v. Edmonton, 2001 Alberta Court of Queen's Bench and Bowes v. Edmonton, 2005 Alberta Court of Queen's Bench).

Breach of Policy: A municipality will be liable if it breaches its own policy in issuing approvals, improperly allowing development in high risk areas or on environmentally sensitive lands (For example Tarjan v. Rocky View, 1993 Alberta Court of Appeal and Papadopoulos v. Edmonton, 2000 Alberta Court of Queen's Bench).

The courts have demonstrated an increased tendency to hold municipalities accountable to both present and future landowners who suffer losses or injuries as a result of the approval of a development or subdivision.

LOCAL AND REGIONAL STRATEGIES

Part 17 of the MGA gives municipalities the power to regulate subdivision and development. The Land Use Bylaw is the central planning document for a municipality. The Land Use Bylaw provides the most specific directions with respect to the types of buildings and developments that may be allowed, and where these developments will be located within the municipality. Separate and apart from liability exposure, incorporation of best practices will help achieve orderly planning. Consequently, it is desirable from a best practices perspective for the Land Use Bylaw to regulate the location of various uses.

Ensuring that appropriate mitigation strategies are included in a municipality's Land Use Bylaw requires careful consideration of the unique features of the municipality. Strategies that may be incorporated into a municipality's Land Use Bylaw include:

- Districting lands in the Land Use Bylaw to ensure appropriate use of the lands and to reduce incompatibility with adjacent uses.
- Ensuring that the Land Use Bylaw and other statutory plans reflect the minimum spatial separation (setbacks) between potentially hazardous uses or hazardous environmental conditions.
- Using overlays or direct control districts to impose specific restrictions to address emergency preparedness concerns such as setbacks and density.
- Imposing an obligation on applicants to provide accurate information (including technical data and reports) detailing the scope and potential impact of the proposed project, including for emergency scenarios.
- Requiring an Emergency Response Plan (ERP) in appropriate circumstances and review any plan that is submitted as part of the application process.
- Requiring that subdivision applications include a storm water management plan that takes into account extreme weather events.
- Incorporating risk-based Land Use Planning Guidelines that have been developed by the Major Industrial Accidents Council of Canada (MIACC) respecting industrial development (or other similar risk assessment guidelines) into the municipality's Land Use Bylaw and statutory plans.

SOURCE: *iStockphoto*

Municipalities in regions with significant natural features or types of development that increase the risk of a natural disaster may be motivated to ensure that regional planning accommodates these risks.

- Ensuring that after an emergency or disaster, appropriate steps are taken for the Development and Subdivision Authorities to appropriately administer the municipality's land use planning process.

Other statutory plans add additional layers to a municipality's land use planning framework. These statutory plans include a Municipal Development Plan, and Area Structure Plans or Area Redevelopment Plans. An Area Structure Plan or Area Redevelopment Plan addresses, in a more specific way than a Municipal Development Plan, issues such as land use, and location of transportation and other utility systems. These documents, while more "broad brush" than a Land Use Bylaw, should equally identify the impact of different types of development and plan their locations accordingly.

Regional cooperation creates a further layer of regulation with respect to the control of development within a municipality. Intermunicipal planning may be achieved through a variety of avenues, including:

SOURCE: *iStockphoto*

- Intermunicipal Development Plans;
- Growth Management Boards; and
- Provincial Land Use Policies/Regional Plans.

An Intermunicipal Development Plan may provide for future land use, and the manner of making decisions on future developments in a fringe area between the municipalities. The existence of an Intermunicipal Development Plan may create a process for ensuring that cooperating municipalities have the same information.

Growth Management Boards are contemplated by amendments to the MGA in December 2013. These Growth Management Boards are optional. If two or more municipalities chose to participate, the board's role will be to coordinate the planning and development in high growth areas. The Provincial Cabinet adopted Land Use Policies pursuant to section 622 of the MGA in November of 1996. These Land Use Policies are currently being replaced by the Regional Plans contemplated by the Alberta Land Stewardship Act, R.S.A. 2000, c. A-26.8.

Each of these regional planning documents may identify common risks, such as water bodies with the potential for flooding, and may create common strategies for planning in a manner that mitigates the risk to the region. Municipalities in regions with significant natural features or types of development that increase the risk of a natural disaster may be motivated to ensure that regional planning accommodates these risks. Strategies that may be incorporated into a municipality's Land Use Bylaw to ensure suitable planning for emergencies include:

- Cooperate regionally by adopting an Intermunicipal Development Plan or creating a Growth Management Board.
- Participate in the development and review of the applicable Regional Plan pursuant to the Alberta Land Stewardship Act.

INTERVENTIONS IN OTHER FORUMS

Certain provincial agencies are responsible for providing provincial licenses, approvals, or permits for specific types of development. In these circumstances, the provincial authorizations will, subject to section 619 of the MGA, prevail over local planning decisions. Section 619 of the MGA provides that applications that are consistent with a Natural Resources Conservation Board ("NRCB"), Energy Resources Conservation Board ("ERCB"), Alberta Energy Regulator or Alberta Utilities Commission ("AUC") license, permit or approval must be approved by the local municipality to the extent that the applications "comply" with the license, permit or approval. Section 619(2) arguably leaves little room for local land use planning to municipalities once the provincial NRCB, Alberta Energy Regulator, or AUC has issued a permit, license, or approval with respect to a particular matter.

In circumstances where the municipality does not have control over the approvals, it can still be an active participant in the process. Strategies for intervening before another approving body include:

- Participate as an intervenor in the process before the regulatory authority.
- Provide additional evidence in hearings before the regulatory authority.
- Identify specific concerns with and request modification to the proposed development to the regulatory authority.

CONCLUSION

In the aftermath of a disaster, many questions are asked about what steps could have been taken to avoid the current situation. Some of the previously identified strategies can be addressed in the short term, as part of a municipality's regularly scheduled review of its Land Use Bylaw and statutory plans. Other strategies require ongoing review and modification, depending on the specific circumstances of each municipality and the developments that are proposed for the future. Mitigating the scope of a potential disaster requires council and administration to clearly understand the risks of municipal liability, the exigencies of the developments present in and proposed for the municipality, and possible solutions for minimizing these risks. ■

About the Authors

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Alison R. Espetveidt (Associate, Brownlee LLP) has always been interested in community issues and previously worked as a community liaison for a councillor from a large urban municipality. After joining Brownlee LLP as an associate in 2012, Ms. Espetveidt has continued working on planning and development matters for a vast array of municipal clients.

INTERVIEW BY Sean David Carter, RPP, MCIP & Tasha Elliott, RPP, MCIP

Interview: The Value of Community Gardens

Community gardens in Red Deer, Alberta
SOURCE: *Ken Lehman*

Community gardens provide an affordable and healthy food alternative for residents as well as promote walkability and strong community spirit. David Girardin is the Parks Planning Coordinator for the City of Red Deer and he shares some of his knowledge and experiences with community gardens below. Community gardens contribute to more sustainable and resilient communities through community development processes such as relationship building, inclusiveness, resource mobilization and creating space for knowledge sharing.

The City of Red Deer, in partnership with local community groups, has developed several different gardening initiatives within various neighbourhoods throughout the city.

What changes in the City of Red Deer Municipal Development Plan enabled the Community Garden Project?

Our MPD was updated in 2008 and supports community gardens with the following statements:

Inclusive Community – Social Interaction
The City shall promote and favour building forms, site layouts and neighbourhood designs that facilitate a high degree of social interaction possibilities among residents. This includes establishing formal and informal gathering spaces through such concepts as pedestrian friendly streetscapes and through amenities such as community gardens.

Variety of Types of Parks – The City shall ensure that a wide variety of park types are incorporated into the design of new areas, based on opportunities and the wants and needs of the community.

Gathering Spaces – In conjunction with streetscapes and other public realm areas, parks and open space shall be designed to be easily accessible to pedestrians and create opportunities for area residents to gather and interact wherever possible.

David Girardin

The City of Red Deer's Environmental Master Plan (2011) also supports community gardening initiatives by establishing per capita garden area goals for 2015, 2020, and 2035.

What changes in the Land Use Bylaw enabled the City of Red Deer Community Garden Project?

In 2009 our Council approved capital funding to support community and special interest groups to develop self-managed community gardens. This resulted in requests to develop community gardens on private land, such as church sites. Historically, community gardens were a discretionary use in the P1 – Parks and Recreation District land and A2 – Environmental Preservation District land. In 2011 we recognized the need to simplify the development of self-managed community gardens and initiated the changes to our Land Use Bylaw that now allows community gardens as a discretionary use in all districts.

Gardening has the ability to meet the needs of many. It is relatively accessible to a majority of people regardless of age, ability, and income.

A community garden in Red Deer, Alberta

SOURCE: *Ken Lehman*

What was the driving force in bringing forward the City of Red Deer Community Garden Project?

Community gardening has been available in Red Deer since roughly 1987. I am unaware of the driving forces back then, but I would like to believe they are not all that different than today. There is no doubt in Red Deer, as in most communities, a few individuals have been instrumental in the establishment and growth of community gardens. They are usually members of special interest groups that are focused on education, environmental issues, and food security. I also believe that the personal and professional interests of our municipal staff have driven the growth of community gardens in Red Deer. They are passionate and willing to try new ideas and community gardening models.

The drive for individuals to participate varies greatly from one individual to the next. Gardening has the ability to meet the needs of many. It is relatively accessible to a majority of people regardless of age, ability, and income. I think most of the individual needs can be grouped into social, environmental, and recreational aspects, such as:

- a lack of available land at home,
- the opportunity/satisfaction to be self-sufficient by growing your own food, offsetting food costs,
- a pesticide/herbicide free gardening opportunity,
- gardening in a social setting to share the experience with people who have a common passion,
- the interest in food security and reducing the dependence on distant food sources,
- maintaining tradition,
- the exercise and peaceful enjoyment that comes from gardening.

Recently, the drive in Red Deer has come from a partnership of social agencies and Red Deer's Social Planning Department. This summer a small community garden in the downtown will be developed as a means to foster ownership and provide gardening opportunities to people who would otherwise be unlikely to engage in such an activity. The social agencies involved primarily support adults living with persistent mental health diagnoses.

A community garden in Red Deer, Alberta

SOURCE: *Ken Lehman*

What plans are there for the expansion of Community Gardens in the community?

One of our regional city-operated garden plots once again will move locations due to the pressures of growth and development. The city will continue to manage 3 regional garden sites. These sites have had consistent growth based on yearly rental demands, averaging a growth of 30-plots a year.

Our Council also continues to support the growth of self-managed community gardens by again approving one-time capital funding in 2014. Since the initial pilot project commenced in 2009 there are 8 self-managed community gardens. I believe these gardens will continue to grow as they are user-defined and allow the collective to decide what best suits the group. They provide a local-neighbourhood gardening opportunity for people of all ages and a range of abilities.

The City of Red Deer also established its first publicly accessible food forest in 2013. People will be encouraged to pick fruit as soon as the trees are mature enough to produce fruit. In 2014 we will support one of our local community garden groups to establish Red Deer's first self-managed community orchard.

I believe that community gardening is one piece of a larger environmental stewardship and local food production trend. It's part of the reason we see the growth of farmer's markets and emerging movements such as urban chickens and pollinator parks. Red Deer will continue to grow and adapt with the community gardening movement. ■

The City of Red Deer also established its first publicly accessible food forest in 2013. People will be encouraged to pick fruit as soon as the trees are mature enough to produce fruit.

About the Participant

David Girardin is the Parks Planning Coordinator at the City of Red Deer and an APPI candidate member. He has a background in urban design and in 2010 completed a Master of Environmental Studies in Planning at York University where he focused on the funding and management of urban infrastructure systems.

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Sean David Carter RPP, MCIP is a Current Planner II with the City of Leduc.

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SUBMITTED BY Adam Conway

SOURCE: *Conway*

Emergency Management & Planning

COMMENTARY

We live in a world of hazards. Floods, fires, landslides, and windstorms are real events that destroy lives, families, and communities. The "risk" of catastrophic events is a product of the consequence of a hazard and the probability of its occurring. The Insurance Bureau of Canada estimates that the cost of natural disasters will double every 5-7 years for the foreseeable future. The United Nations predicts that this will be further exacerbated by climate change over the next 100 years.

Climate change researchers note that climate changes will disproportionately exacerbate existing risks, rather than create new ones. We manage these risks by calculating their impact, and putting controls in place to reduce that impact where we decide that it is appropriate. To perform this calculation at its simplest, take the cost of the hazard, multiply by its frequency, and subtract the cost of the controls.

In an area of the world with a short written history like Alberta, the probability of some hazards can be difficult to calculate accurately.

This calculation would be fool-proof as long as we knew the real probabilities of events. However, in an area of the world with a short written history like Alberta, the probability of some hazards can be difficult to calculate accurately. But we can't be entirely passive about it, as there is no excuse for failing to recognize obvious or frequent hazards.

To assist with this, planners should use the following principles to integrate emergency related planning into their work (there are dozens of such principles, but here are my top four):

1. Keep obstructive development out of flood plains. Say yes to golf courses, playgrounds, and parks; say no to buildings. Anything you put in a flood plain exacerbates the flood, either for your community or one downstream.

Anything you put in a flood plain exacerbates the flood, either for your community or one downstream.

2. Emergency vehicles are wide. Vehicles parked on narrow streets block or slow emergency response vehicles, and may suffer damage. Design standards may address lane widths: keep in mind that a fire truck that is 8' wide navigating a 10' lane with parking on both sides allows for 12" of space to open the doors and access equipment on the fire truck.
3. Be FireSmart. Lobby for land use bylaws to control flammables. Consult esrd.alberta.ca for more information on how to keep fire away from your community.
4. If your community is named after a disaster, assume that the probability of that disaster occurring in the near future is 100%, and plan your community accordingly. The provincial government, in various ministries, has the resources you need to craft emergency conscious planning bylaws:
    - For flood plain assistance, contact Alberta Environment : AENV-WebWS@gov.ab.ca
    - For emergency vehicle questions, contact the Office of the Fire Commissioner: firecomm@gov.ab.ca
    - For FireSmart assistance, contact: Tracy Price: tracy.price@gov.ab.ca
    - For general emergency planning assistance, contact the Alberta Emergency Management Agency: aema@gov.ab.ca

But what about tax revenues? Riverside homes can generate thousands of dollars a year in tax revenue. However, there is no private insurance available for overland flooding in Canada, therefore, the cost of flood recovery is paid from tax revenues, usually at the provincial and federal levels. While there may be a temporary boost to municipal income from risky properties, there is a much larger cost to come. The provincial and federal governments, after the 2013 floods in southern Alberta, have signaled that they are reluctant to fund risky development repairs, and municipalities may find their recovery funding denied for at-risk developments. And no potential tax revenue can offset the cost of a loss of life. ■

Adam Conway
SOURCE: *Author*

The Journal is proud to feature a Commentary section. It is our hope that by featuring opinion pieces submitted by members we will spark conversation and debate and engage members in dialogue about emerging issues that are important to them. The opinions featured in this section do not necessarily represent the views of the APPI Council, Administration or the Planning Journal Committee.

Flooding in Calgary, AB 2013
SOURCE: *iStockphoto*

About the Author

Adam Conway is currently Manager of the University of Alberta Office of Emergency Management and has worked with the University of Alberta since 2010. He came to the University from the Alberta Emergency Management Agency, where he oversaw the Agency Response and Readiness Centre. Prior to that, he spent 7 years working for the Canadian Red Cross Society's Disaster Management service. Adam is a graduate of the Faculty of Arts at the University of Alberta.

SUBMITTED BY Anne Stevenson

SOURCE: *iStockphoto*

Video Review: NWT Emergency Planning

In response to federal legislation requiring all communities in Canada to have an Emergency Management Plan, the Government of the Northwest Territories has produced a series of short videos to introduce community governments to the basics of disaster planning. With the temptation to sensationalize crises, these videos do an admirable job of providing clear information that underscores the importance of emergency planning without becoming alarmist.

After a quick introduction, the series offers a steady overview of the legislative framework and shared responsibilities of emergency planning across all levels of government, followed by an overview of the four pillars of emergency management: mitigation, preparedness, response and recovery. The video draws on a range of examples significant to the Northwest Territories while covering the fundamental principles of emergency management that are relevant to all jurisdictions.

This series is a good example of how complex information can start to be made more accessible to a general audience. The videos are at their most effective when they integrate the narrators words with text overlays, an effective means of catering to both visual and auditory learners and a good reminder of the importance of balancing different learning styles in any communication outreach. The videos are also notable for their focus on core key messages that are repeated and emphasized at regular intervals. While the density of information being presented in these videos may lead to some of the fine detail being lost, these key messages help ensure that the most important principles are remembered: how it is vital to be prepared for emergencies to protect people, property and the environment; the importance of partnerships and communication between different agencies and levels and government; and that emergency plans are living documents that need to be kept up-to-date and relevant for your community.

Another strength of the video series is the inclusion of a wide variety of voices that represent the diverse groups that are involved in, responsible

for and affected by emergencies. The stories and experiences shared help provide context to an otherwise academic topic and underscore the importance of emergency planning for the wellbeing of communities.

A topic touched on in the videos and of great significance to us as planners is the importance of land use planning in the mitigation of disasters. Preparing for emergencies from a planning perspective is never an easy prospect. It often requires making very difficult decisions that go against both market and cultural forces, for example restricting construction in some of our most picturesque areas near waterways. Convincing communities to make these concrete concessions in the name of intangible future potentials is incredibly challenging, particularly as the wisdom of these decisions may not be apparent for decades, if ever. As highlighted in a recent review of BC's catastrophic earthquake preparedness, "Successive governments have decided to allocate scarce public resources to meet more immediate pressing demands, rather than to adequately prepare the province for a catastrophic earthquake that may or may not occur."[1]

What current land use planning practice does suggest is that there are opportunities to find middle ground. In England, for example, people are permitted to build in the extensive flood plains of the country but no habitable rooms or essential equipment can be located on the ground floor. This approaches demonstrate that there are ways to strike a risk-management balance in our planning work that allow us to make effective use of our lands without opening ourselves up to unmitigated risk.

The videos are at their most effective when they integrate the narrators words with text overlays, an effective means of catering to both visual and auditory learners...

The video series emphasizes that with more people living in more places, and our dependence on collective, systemic resources like power grids rather than individually procured resources like firewood, we are more vulnerable to emergencies than we have been in the past. As underscored in the recent flooding and fire emergencies in our province, the importance of emergency planning in the resilience of our communities has never been greater.

The NWT Videos can be found at http://www.maca.gov.nt.ca/home/for-community-governments/safety-emergencies/developing-a-community-emergency-plan/ ■

FOOTNOTES

1 http://www.cbc.ca/news/canada/british-columbia/catastrophic-earthquake-b-c-not-prepared-says-report-1.2585860

About the Author

Anne Stevenson is an urban designer and planner who has lived and worked in the UK, West Africa, and Vancouver. She is currently working for the City of Edmonton and can be reached at anne@annestevenson.net

SOURCE: *Recovery Video, Government of the Northwest Territories*

SUBMITTED BY Armin Preiksaitis, RPP, FCIP

Fellow Talk: Lessons Learned

Downtown Planning for Small & Medium Sized Towns & Cities

Time has shown that the downtowns of our towns and cities have had to be resilient and adaptable to changing circumstances – whether rebuilding after wild fires in Slave Lake and floods in High River, or repositioning in response to changing retail trends and suburban competition.

With the resurgence of mainstreet retailing, a community's downtown area often provides a unique sense of place that creates a special environment not duplicated in the suburbs. Enlightened civic leaders, property owners and developers recognize that downtowns must be designed, developed and marketed as a differentiated 'product' to attract, retain and accommodate businesses and mixed use development.

From my 35 years of experience in downtown planning and development, the following are some lessons learned:

An urban design plan can effectively imprint development goals on the minds of municipal officials and promote the area's special character, thereby facilitating business location decisions.

1. **Build on Unique Assets**
   Placemaking is an essential part of reimagining a downtown. One needs to build on the unique assets and strengths of each area, whether it is a waterfront location along a river (Fort McMurray) or lake (Sylvan Lake), a critical mass of historic structures (Lacombe), or an active arts community (Prince Albert). Keep it authentic - avoid recreating something foreign.
2. **Promote Mixed Use**
   Residential development in and near downtown is essential for various age and income groups - it provides a local market, round-the-clock activity and safety. Centrally-located seniors housing can provide easy access to shops and services and reduce reliance on cars. An emerging trend in downtown areas is elder- and child-friendly design.
3. **Market Driven Solutions**
   Downtown plans not grounded in market realities are unlikely to achieve results. Objectively assessing the retail, office, hotel, service and residential potential of the market in which a downtown competes is money well spent. The results can also serve as a tool for business attraction.

4. **Good Urban Design**
   An attractive, people-friendly urban design plan - illustrated through a strong graphics package - should be used to showcase the downtown's distinctiveness and vision. An urban design plan can effectively imprint development goals on the minds of municipal officials and promote the area's special character, thereby facilitating business location decisions. One has only to look at the transformation of Sylvan Lake's waterfront area in recent years.
5. **Managing the Car**
   While downtowns should function as pedestrian priority zones, they also need to provide parking for cars. Most smaller communities cannot offer structured parking so provisions are made for parking at the rear of buildings, short-term on-street parking and peripheral off-street parking lots that are often owned and managed by the municipality. Relaxation of parking standards and shared parking provisions are important considerations in a land use bylaw.
6. **Building Public / Private Partnerships**
   Many downtown plans fail due to a lack of understanding and commitment to funding new development. Although downtowns are primarily built through private investment, investment decisions are greatly influenced by public policy and infrastructure investment. Given the cost of land assembly, parking and construction costs downtown, municipalities should consider zoning and housing incentives, facade improvement grants and public infrastructure improvements to create a positive climate for private investment. In return, private developers must be prepared to design projects that meet public objectives and fit within the downtown plan. Communities may consider Community Revitalization Levy provisions in the Municipal Government Act as a financing method to spur new development, as was done in Cochrane.
7. **Getting the Zoning Right**
   Often zoning regulations tend to be overly prescriptive and are a deterrent to attracting downtown development and investment. Striking the right balance is key. More municipalities are using design guidelines implemented through a Statutory Plan Overlay or even Form Based Zoning Codes to achieve this balance.
8. **Patience**
   There are no quick fixes! Successful downtown plans take years to prepare and implement. They also need to be resilient and capable of responding to changing conditions and new opportunities using approaches that are incremental, organic and entrepreneurial. Start with what's easy, aim for small scale results and celebrate success. ■

Armin Preiksaitis
SOURCE: *Author*

With the resurgence of mainstreet retailing, a community's downtown area often provides a unique sense of place that creates a special environment not duplicated in the suburbs.

About the Author

Armin Preiksaitis, RPP, MCIP is President and founder of ParioPlan Inc., an Edmonton-based planning and design firm that specializes in downtown and urban revitalization. Armin has over 40 years of planning and development experience, most of which relates to downtown revitalization. He was President of the Edmonton Downtown Development Corporation between 1986-1995 and has served on the Board of Directors of the Washington-based International Downtown Association.

2014 APPI Volunteer Awards

The APPI Volunteer Recognition Awards were announced at the 2014 Annual General Meeting held in Edmonton on Friday April 25, 2014. The Volunteer Recognition Awards annually recognize and celebrate those members who have made a significant contribution to the Institute and the planning profession more generally. The objective of these awards is to recognize the achievements and contributions of APPI members to encourage volunteerism and further build awareness of planning within the region.

The Outstanding Contribution to the Profession Award honours the APPI member who has demonstrated exemplary leadership and has contributed to the Institute in a number of capacities over ten years of service or more.

The Institute is recognizing **Gary Buchanan RPP, MCIP** for Outstanding Contribution to the Profession Award.

Gary Buchanan (centre) accepting his award from APPI President Eleanor Mohammed (left) and Josephine Duquette (right)

Gary is truly deserving of this award for his service to the Institute. Gary's willingness to sacrifice his time, share his knowledge and assume a leadership role within the Institute has been exemplary. In addition to serving on almost every APPI Committee, Gary has also served on CIP Council and APPI major initiatives. His passion and commitment to the profession extends beyond the Institutes to the community level, where he has organized local World Town Planning Day events and he has been a longtime supporter and champion of planning education at the University of Lethbridge.

In 2013 alone, Gary served on the APPI Student and Legacy Awards Committee, the APPI Nominating Committee, facilitated sessions of the APPI Professional Practitioners Course, organized World Town Planning Day events, attended numerous APPI events, and manned the APPI booth at trade shows. All of this while completing the final year of a five year term on APPI Council, one year as President Elect, two years as President and two years as Past President and APPI appointee on CIP Council.

Please join APPI in honouring Gary Buchanan for his commitment and dedication to the profession and Institute. The aforementioned roles of service and his willingness to commit his time to the growth of the profession are most noteworthy and deserving of the APPI Outstanding Contribution to the Profession Award.

2014 APPI STUDENT EDUCATION SCHOLARSHIPS AND AWARDS

APPI annually recognizes and awards the achievements of students enrolled in post-secondary institutions with an interest in planning as a profession. The APPI Student Education Scholarships provide monetary assistance to students for use with tuition, research, books, or other education related expenses. The APPI Student Conference Awards provide financial assistance with expenses related to attendance and participation at either the APPI Annual Conference; CIP Annual Conference; or the Canadian Association of Planning Students Annual Conference.

APPI is pleased to announce the following recipients of the 2014 APPI Student Education Scholarships:

- **David Borkenhagen**
  Master of Planning EVDS, University of Calgary
- **Daniel Watson**
  Master of Planning EVDS, University of Calgary
- **Andrew Cuthbert**
  Master of Planning EVDS University of Calgary

APPI is pleased to announce the following recipient of the 2014 APPI Student Conference Award:

- **Jocelyn Appleby**
  Master of Planning EVDS University of Calgary

APPI is pleased to announce the following recipient of the 2013 University of Lethbridge Urban & Regional Studies Prize:

- **Julian Spear Chief Morris**

2014 APPI COUNCIL SERVICE AWARDS

The Council Service Awards are given to outgoing members of APPI Council. APPI acknowledges the following outgoing members of APPI Council and thanks them for their dedication to the profession.

- **Dnyanesh Deshpande RPP, MCIP**
- **Teresa Goldstein RPP, MCIP**

APPI VOLUNTEERS IN 2013

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Volunteer Recognition
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Kent Snyder (Chair), George Kuhl, Tyson Boylan, Robert Scissons, Spencer Croil

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Northern Events
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APPI Conference 2013
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World Town Planning Day
Gary Buchanan

OPERATIONS

Beth Sanders (Chair)

Legislative Review
Brian Kropf (Chair), David Hales (Chair)

L-R Eleanor Mohammed, Dnyanesh Deshpande, Teresa Goldstein

APPI VOLUNTEERS CONT'D

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CIP Fellows
Robert Caldwell (Chair)

CIP Plan Canada Editorial
Catherine Ascroft (Chair)

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Professional Standards Board
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APPI Long Term Service Recognition

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Lorene Archdekin RPP, MCIP, **Brad Armstrong** RPP, MCIP, **Katherine Beatson** RPP, MCIP, **Tracy Corbett** RPP, MCIP, **Jim Killoh** RPP, MCIP, **Thom Mahler** RPP, MCIP, **W. Grant Pearsell** RPP, MCIP

21 YEARS

Roberto Binda RPP, MCIP, **Tim Creelman** RPP, MCIP, **Peter Curry** RPP, MCIP, **Simon C. Farbrother** RPP, MCIP, **Constance Gourley** RPP, MCIP, **Jeffrey Greene** RPP, MCIP, **Greg Hembroff** RPP, MCIP, **James Mackie** RPP, MCIP, **Doug Parrish** RPP, MCIP, **Mark Sasges** RPP, MCIP, **Bela Syal** RPP, MCIP, **Patricia Wankiewicz** RPP, MCIP, **Greg Wilkes** RPP, MCIP

22 YEARS

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23 YEARS

Gary Buchanan RPP, MCIP, **Ossama Elgalali** RPP, MCIP, **Gordon Falk** RPP, MCIP, **Dwayne Gilham** RPP, MCIP, **Kim Hartley** RPP, MCIP, **Douglas Macdonald** RPP, MCIP, **Peter Millar** RPP, MCIP, **David Pattison** RPP, MCIP, **William Symonds** RPP, MCIP, **Walter Trocenko** RPP, MCIP

24 YEARS

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25 YEARS

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27 YEARS

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28 YEARS

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35 YEARS

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37 YEARS

Peter Homenuck RPP, MCIP, **Wayne Jackson** RPP, MCIP, **Terry MacDougall** RPP, MCIP, **Felix Michna** RPP, MCIP, **Bill Shaw** RPP, FCIP, **Dale Woodroffe** RPP, MCIP, **Roy A. Wright** RPP, MCIP

38 YEARS

Bir S. Dhol MCIP, **Jeffrey Pearson** RPP, MCIP, **Armin A. Preiksaitis** RPP, FCIP, **Ronald M. Ui** RPP, MCIP, **Ron Wrigley** RPP, MCIP

39 YEARS

Lyle B. Hallett MCIP, **Joseph Skvaril** MCIP

40 YEARS

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41 YEARS

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43 YEARS

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46 YEARS

William Boytzun MCIP

54 YEARS

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Lifecycle of a Planner

APPI 2014 Conference

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Through the theme of "Lifecycle of a Planner" the 2014 conference will provide time and space to reflect on and share our professional journeys along the way, as well as what may lie ahead.

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