

# PLAN NORTH WEST

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

Summer 2019, Issue 5



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

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- student experiences
- innovative ideas
- planning successes

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After much unforeseen delay, we bring you Issue 5 of *PLAN North West*. Once again, there are quality and a variety of articles for planning professionals from Alberta, Manitoba, Saskatchewan, Nunavut and North West Territories to enjoy. We could not publish this magazine without your support—so thank you to those who have submitted articles, making Issue 5 possible.

One of the privileges of working on the editorial board for *PLAN North West* is to be able to talk with our highlighted volunteers from the APPI, MPPI and SPPI. Their work ethic, perseverance and enthusiasm. A common piece of advice we heard from them was “just do it”. *PLAN North West* needs you, our readers, to “just do it” and share your experiences, scholarly articles, ideas and advice with the *PLAN North West* so we can continue to bring you this magazine.

*PLAN North West* has undergone some recent changes, with some people leaving the editorial board and others joining. Particularly, *PLAN North West* would like to thank Carley Friesen, who was instrumental in the launching of this magazine, for her efforts. We wish her well at her new job and home in British Columbia. We also have some new people who have joined *PLAN North West*, and we would like to welcome them.

# MESSAGES FROM THE PRESIDENTS

## Alberta Professional Planners Institute

Hello and welcome to *PLAN North West*! I am honoured to co-introduce this edition as President of the Alberta Professional Planners Institute (APPI), along with the Presidents of SPPI and MPPI. I'm looking forward to joining all of *PLAN North West's* readers—whether professional planners, planning enthusiasts or scholars—as we collectively immerse ourselves in a range of new and exciting research from across Canada's prairie provinces and northern territories.

There are so many fascinating stories of city and community building within our region—and angles from which to tell them—I hope many of you will consider writing about your planning experiences in an upcoming edition. In the current edition, you'll read about some of the novel ways people are designing and changing how we live, move and inter-relate with each other. From urban financing to public transit, and from seniors' co-housing to gender-sensitive community design, *PLAN North West* has you covered. And did you know that simply reading *PLAN North West* qualifies as unstructured learning units for CPL? Each of these articles provides an opportunity for you to enhance your planning knowledge and competencies.

As I take over the reins from our Past President, Erin O'Neill, I'd like to thank her for her leadership of APPI Council these past two years, and for leaving me with a wide-open slate to move forward and set some new strategic directions. Thanks also to the *PLAN North West* Editorial Board for the time they invest in every edition of *PLAN North West*, to APPI members for electing me to represent you for the next two years, and to planners across western and northern Canada for the great work that you consistently do.



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# Saskatchewan Professional Planners Institute

Welcome to the fifth edition of our joint planning journal *PLAN North West*. I am proud to represent over two hundred members of the Saskatchewan Professional Planners Institute (SPPI) as I embark on a two-year tour of duty as president. Firstly, I want to thank Jenna Schroeder, past-president of SPPI for her diligence and leadership over the last two years. She did a wonderful job thanklessly updating many of our outdated bylaws, policies and procedures, and brought an enthusiastic presence to our Council meetings. We will miss her on Council.

The content within this edition of *PLAN North West* is reflective of the wide variety of work that planners do. It also demonstrates how important our work is. From the cost of growth, to transit, to co-housing, to gender-sensitive approaches to planning, these articles demonstrate clearly that there is no other profession quite like ours when it comes to range of issues and impact on people and communities.

Because of the reach and depth of our profession, it is no wonder that you will find planning represented

in so many conferences and learning opportunities. Whether it be Winter Cities, Affordable Housing, Real Estate Forums, Home Builder etc., our profession contributes valuable content to these types of events.

With so many emerging issues today, I look forward to how we as planners can creatively highlight and discuss emerging trends and contribute to solving our most pressing problems.

# Manitoba Professional Planners Institute

It is indeed an honour and a pleasure to provide this first message to readers of *PLAN North West* as President of the Manitoba Professional Planners Institute (MPPI).

On behalf of all MPPI members, I would like to thank my predecessor David Jopling for his leadership and perseverance and over the three and a half years of his two-year term. Dave's tenure was a memorable one for MPPI, highlighted by the proclamation of the *Registered Professional Planners Act* effective December 1, 2016, which gave legal standing to the RPP designation in Manitoba. Dave set the bar high in building a strong collaborative team on MPPI Council. He continues to play an important leadership role heading one of the largest planning consulting practices in our province and teaching professional

ethics and practice in the Master of City Planning program at the University of Manitoba. Planners throughout Manitoba, and indeed across Canada, are indebted to Dave for his outstanding service to our profession.

The content of issue five of *PLAN North West* reflects the incredible variety and enormous importance of the work that planners do, and the contribution they make to sustaining and enhancing our communities and our planet. MPPI is pleased to partner in this cooperative venture to help all our members do that important work even better!



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# Volunteer Recognition

## Saskatchewan Professional Planners Institute

Eric MacDougall is a Planning and Legislative Consultant and has worked for the Government of Saskatchewan for the last 10 years. He got involved with the SPPI as a student member in University. Most recently, in 2015, Eric was elected to the SPPI Council.

The highlight of Eric's volunteering with the SPPI was the development of "What is Planning"—a short video describing planning in Saskatchewan. Of course, the 2015 national planning conference in Saskatoon, the "Paris of the Prairies" was also highly memorable for him.

Eric thinks that volunteers are critical to the success of the planning profession—there are things that passionate volunteers accomplish best. Like many volunteers, what Eric enjoys most about volunteering is the opportunity to meet other planners from across the country and share experiences with them. Eric is also able to influence the careers of many young professionals working towards their SPPI membership, typically mentoring 5 to 7 planners each year—which he sees as "paying back" someone who was a great mentor to him.

What surprised Eric the most about volunteering with SPPI was the seemingly limitless opportunities available—there are so many different things that a

person can get involved with, and so much going on 'behind the scenes' that he was not initially aware of.

Eric's advice to fellow members on volunteering is to "just do it." The new connections and friendships are irreplaceable, and the time commitment is not huge. Volunteering also takes you out of your bubble and helps you learn new aspects of planning.

When he began his planning career, Eric was amazed at how all-encompassing planning was—including facets of economics and the natural and built environments. Lately, he sees more emphasis being given to the needs of First Nations and Metis communities, as well as a greater focus on early community engagement and knowledge-seeking from Elders. Eric believes this positive change will continue to build in the future.

Friends describe Eric as someone who is passionate about the planning profession in addition to his family, work and the environment, and lastly, but not least important, his guitar and music!



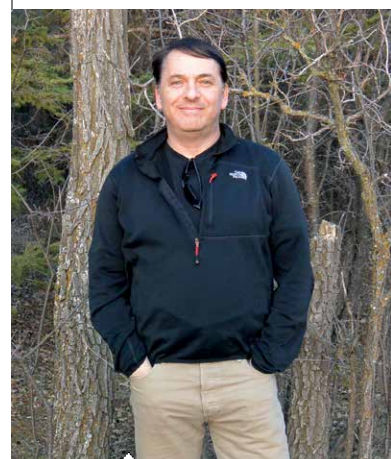
Eric MacDougall

## Manitoba Professional Planners Institute

Ariel Lupu is Principal Planner of EdgeEffects Environmental Planning in Winnipeg. Ariel has undertaken projects throughout Canada—yet even with extensive travelling and consulting on community and land use planning, Ariel still finds the time to volunteer with MPPI, now finishing his third term as an MPPI Council member since 2013.

One of the things Ariel has most enjoyed about volunteering with MPPI is working with other volunteers who are also passionate about planning

and furthering the profession in Manitoba and across Canada. Working with other planning professionals has allowed him to gain new insights, develop new



Ariel Lupu

perspectives and skills, and apply those skills in his own practice. However, the main reward for Ariel has been meeting new people, making friends and building relationships. Perhaps his only regret was that he did not start volunteering sooner!

Ariel feels that MPPI's strong professional standards are a result of building strong ties between practitioners, academics and students, which has been reinforced by enactment of legislation enabling Registered Professional Planners in the province. This has resulted in stronger recognition of the profession with both potential clients and the general public.

Through volunteering, Ariel has enjoyed working with planning students and being part of the MPPI mentorship initiative with the University of Manitoba, being able to share his experiences with

future planners and, in turn, learning new ideas and perspectives from the students. Learning has also been a theme with the annual MPPI conferences, as Ariel feels the annual conferences over the past few years has brought new insights into Indigenous planning, environmental planning and climate change. This may be due to the increased role that MPPI has taken on in relation to the important annual provincial conference, which has included suggesting agenda topics to bridge gaps between Indigenous and non-Indigenous communities.

Outside of his consulting practice, Ariel's hobbies reflect his passion for the land and spending time with his family, camping, cycling and fishing in Manitoba's beautiful outdoors.

## Alberta Professional Planners Institute

One might assume that being a planner in the City of Cold Lake would mean opportunities for volunteering with APPI would be challenging, as it is located about three hours northwest of Edmonton. Brad Schultz proves that assumption wrong, as working in a small municipality does not necessarily mean that you can be prevented from being involved with the APPI and the greater planning profession. Since getting involved in the APPI in 2010, Brad has mentored and trained staff in Cold Lake, and has helped to launch several careers.



Brad Schultz

Brad feels that one of the most enjoyable and rewarding ways a planning professional can contribute to APPI is by helping new planners grow their skills and knowledge. Seeing a new planner discover the "aha moment" is particularly rewarding to Brad. Mentoring new planners also sets the example—showing new planners that they too can in turn mentor others in the future. Brad advises new staff to listen to the people you are working with, as well as your customers, always look for opportunities to learn and never be afraid to help.

Helping others comes naturally to Brad, as people often describe him as someone who is happy to "lend a hand." Brad also notes that technology now allows planners in smaller municipalities to participate in activities in the planning profession remotely. With existing technology there is no reason not to get involved. His advice to prospective volunteers "... give 100 per cent effort..." once you decide to step forward and volunteer.

When he is not mentoring new staff at work, Brad enjoys gardening, walking and spending some time working on his model railroad. ■



# The Costs of Growing a City and the Links to Design

Interchange, highway and pathways in Calgary

SOURCE: Laurie Kimber

In Saskatoon, recently, there has been a lot of press about how much things cost as things continue to grow, especially where there are aspirations of becoming a larger city. Such things as roads, interchanges, parks, bridges, water and sewer, libraries, art galleries, and downtown arenas are all contributing to upward pressure on municipal budgets. This article briefly describes the link between design and costs. It is this association that makes me wonder if the average property tax payer considers costs associated with the design, the form and the layout of their city.

## Costs and Who Pays?

I first want to explore several issues related to cost and who pays for what. In general, when a city grows, the capital construction of all roads, sewers, parks, sidewalks, and lighting, for example, are paid for from 'development charges'; these are the basic necessities and standards we are accustomed to in our neighbourhoods. Most of these charges are included in the cost of a typical lot. In other words, the new homeowner mainly pays for the construction of this infrastructure. This makes sense to a lot of local politicians who believe 'Growth should pay for Growth,'

because it is developers that tend to benefit most from new development. However, after the building of a neighbourhood is complete, the city inherits all of that infrastructure, that is, the ongoing maintenance, replacement and operation of those things are all paid for from property taxes.

Finally, recreation facilities, transit facilities, police facilities, art galleries, and other similar major public facilities are not typically covered by development charges (in most provinces), and are also paid for from property taxes and available government grants.





Huge Parking Lot  
SOURCE: Alan Wallace

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## What is Leading to Increased Capital Costs?

So, what are the factors that lead to increased capital costs to develop new neighbourhoods?

- Inflation
- Changing standards
- Deferred maintenance
- Poor design
- Subsidy
- Waste
- Poor accounting

And at the moment, most cities continue to expand outward, in greenfield locations, at a rate which typically is split 80% greenfield and 20% infill development. This is costly. As a result, many municipalities have recently placed infill targets within their municipal development plans or official community plans. They also offer development incentives to encourage more infill growth.

New neighbourhoods have become larger, denser, and contain more uses than in the recent past. This is by design as more and more cities are requiring 'complete neighbourhoods'. This tends to have a positive impact on cost, generally. For example, each neighbourhood now is the equivalent of a small city, often exceeding 10,000 people.

## Costs of Out-dated Transportation Systems

In many cases, what is putting a strain on a city's costs is their out-dated transportation systems. Even though new neighbourhoods, with new land use patterns are creating higher-density and mixed uses, there remains a heavy reliance on an old hierarchy of streets which 'funnel' traffic into a limited number of connection points. This too is costly.

For example, new neighbourhoods in Saskatoon typically have only three ways to enter/exit—three

connection points for over 10,000 people. Older neighbourhoods in the core of the city, have between 25 and 30 connection points and for fewer people. Even neighbourhoods designed in the 1960's have over five connection points for roughly 5,000 people.

So, what does this cost? In Saskatoon, according to recent municipal budgets, the subsidy for a public transit system, which is less efficient to serve neighbourhoods with fewer connection points, is now at \$28M<sup>1</sup> per year and growing. In addition, roadway maintenance for vehicles is now at \$61M<sup>2</sup> per year, and interchanges and bridges are in the hundreds of millions of dollars to build and maintain.

## Cost of Park Designs

The design of parks is another area where the design has evolved from a single, centralized park with greenspace, a sports field or two, and a playground, to a network of linear parks, pocket parks and a centralized park space. Now, these parks include lit pathways, benches, sports fields, irrigation, storm water detention, and large natural areas. Obviously, these are much more complex and costly to maintain. In fact, Saskatoon's deficit in parks maintenance is now \$5.8M<sup>3</sup> dollars per year.

Saskatoon's new Growth Plan<sup>4</sup>, adopted, in concept, by City Council in April 2016, like many others, will reduce the growth of future costs for transportation and will lead to more infill which is a better designed city nonetheless. However, as recent public consultations have proven, implementation of the Growth Plan is going to be very difficult. For example, citizens say, 'Don't remove any parking', 'Don't build anything above 4 storeys on my street', 'I don't want to take a bus', 'build more roads'.

## Conclusions

From a cost perspective, the design of our community is important. What is ultimately important is our quality of life but that may not be achieved because 'business as usual', or 'stay the course planning' will ultimately be bad for business as the city grows and changes. Each of us should look hard at our city's growth plan, and assist local councils to move forward with progressive ideas and innovation in order to solve problems associated with growth. It may, however, take a generation to fully realize the benefits, but it will be worth it. ■



Wide Collector  
SOURCE: Alan Wallace

**Alan Wallace RPP, MCIP** Planning Lead - Saskatchewan, V3 Companies of Canada Ltd.

Alan is the former Director of Planning and Development for the City of Saskatoon. Alan's career in planning spans 35 years. He has experience in nearly all aspects of planning. Alan received his planning degree at the University of Saskatchewan in 1984.

About the Author



# Examining Co-housing from a Community Planning Perspective

Co-housing is an alternative housing model that enables tenants to dwell in their independent units and, at the same time, share designated common spaces. This article is a reflection of Lauren Ong's experience abroad touring Danish co-housing facilities. The article integrates noted facts and experiential learning regarding the alternative housing model. Co-housing is further examined as a suitable housing model for seniors, particularly in the Canadian context. Community Planning professor, Dr. Kyle Whitfield, highlights the planning related considerations for developing co-housing projects.

In the spring of 2017, I travelled to Denmark to explore several Danish co-housing communities. I was inspired to travel to Denmark after watching the documentary "Happy" by Roko Belic. The production showed a clip of a Danish co-housing community that triggered my curiosity. Through my personal values of sustainability, and community development, I was immediately drawn to this concept of living. I had to see these co-housing places for myself; I was curious about this unique and symbiotic way of communal living.

While in Denmark I had an opportunity to tour five co-housing communities. Upon returning home to Alberta, I connected with community planning professor, Dr. Kyle Whitfield, in which we generated our collaborative reflections and a need to share our results. The following article is the result, integrated with facts from community planning literature and thoughts related to co-housing in Canada.

## What Is Co-housing?

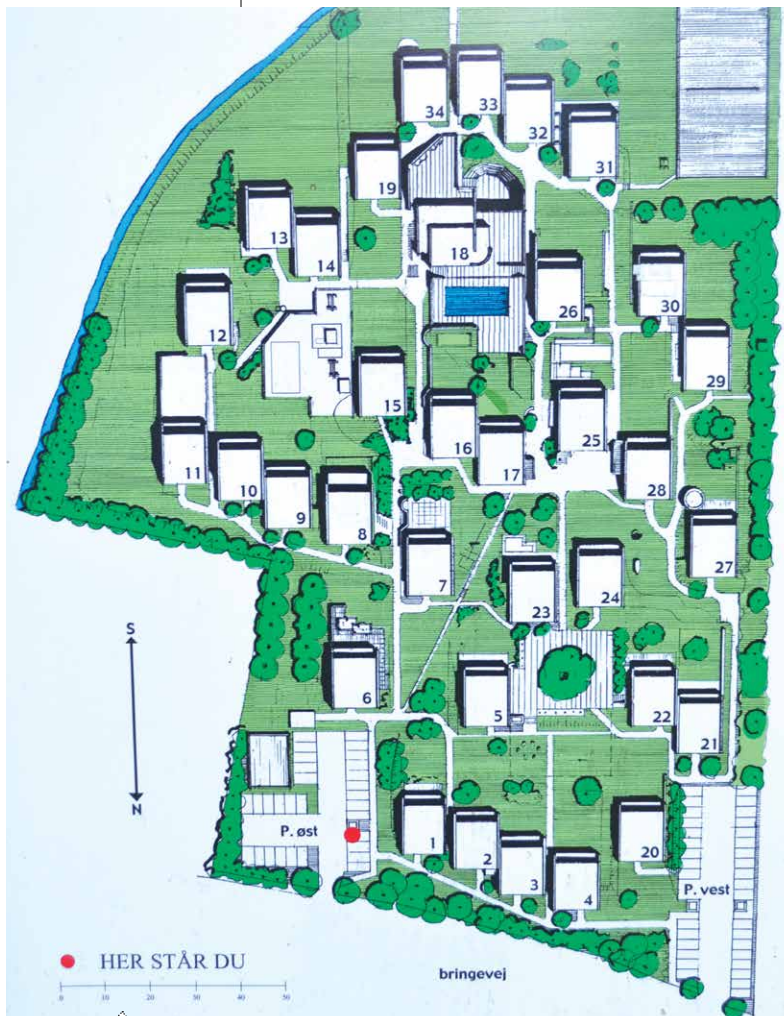
Co-housing is an alternative housing model that enables tenants to dwell in independent units and at the same time, share designated common spaces. These communities are inclusive to people who wish to participate in a community-focused residence. Many co-housing communities are intergenerational as a result of multiple families at different ages and stages occupying the units. The co-housing facilities and units vary in design. Many of the units in which I visited were multi-level, and had between 1 to 3 bedrooms. The



facilities in general had shared outdoor amenities such as gardens, pools, and playgrounds, indoor communal kitchens, and parking spaces on the outer perimeters of the property. It is due to these physical design characteristics that families at different stages of life find them suitable.

A resident from Jernstøberiet Co-housing community explaining how other residents will sign up for the communal meal, so the cook of the evening can determine how many portions will be needed.

SOURCE: Lauren Ong



A map of Skråplanet Co-Housing community which has 33 single family units. The common house located in building #18, which is where the communal meals are eaten. Parking spaces are located on the northern perimeter of the community.

SOURCE: Lauren Ong

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- 3 John W. Rowe, Robert L. Kahn, "Successful Aging," *The Gerontologist* 37, no. 4 (1997): 437, <https://doi.org/10.1093/geront/37.4.433>
- 4 Rowe, and Kahn, "Successful," 437.

Not only is co-housing a housing typology, it's also the culture that can be found within the existing structure. As a result, co-housing can exist in many different building types. Co-housing is not a form of tenure, or a specific type of ownership or leasehold, and making this distinction is crucial because some forms of co-housing already exist in North America. In Canada, there were about 24 self-identified co-housing communities as of 2013.<sup>2</sup> However, some organizations may not explicitly define themselves as being co-housing communities. Rather, they identify with the form of tenure they administer such as co-operatives. As a result, there may be many more co-housing communities in North America who exhibit the same communal culture, yet they define their coalition under a different name.

### What Are the Benefits of Co-housing?

The most apparent benefit of co-housing is intentional planning and forming a supportive social network. This can be especially beneficial for seniors or single-

parent families who may have limited social resources. Planning for co-housing is essentially to plan to create a built-in social environment. Weekly communal meals relieve individuals from regular cooking duties, and the large dining room atmosphere encourages relationship building between and amongst residents. Additionally, children are able to play safely under the watchful eye of their parents and their neighbors.

Grounded in observations, the plan and layout of the Danish co-housing units were also conducive to relationship building. Co-housing facilities often have units where the front doors are facing inwards and surrounding a common space, such as a courtyard or playground. This physical planning fosters a high level of interaction between residents.

### In What Ways Does Co-housing Impact Seniors?

It is evident that co-housing is beneficial for older adults. Maintaining strong social networks is a crucial aspect of healthy aging.<sup>3</sup> Rowe and Kahn note that the strength of a social network is determined by the size, composition, salience, and geographic distance of a person's social connections.<sup>4</sup> Co-housing for seniors offers a highly engaging environment as tenants continue to live in close proximity with their socially-engaged neighbours. This might be why there are around 250 co-housing communities in Denmark that were planned and constructed specifically to support older adults.<sup>5</sup>

Co-housing for seniors in Denmark is the inadvertent result of intergenerational co-housing.<sup>6</sup> An example of this was demonstrated at Skråplanet, a facility I visited during my experience abroad. When it was first developed in 1973, it thrived with families and people of all ages and stages of life. Playgrounds and sporting fields were built within their co-housing space. Over time, the children grew older and moved away while many of the aging parents remained. It was evident that the aging parents stayed because of the close social networks they built over the decades. This facility is a prime example of an intergenerational co-housing community becoming a senior focused co-housing community.

After returning home and re-examining the North American literature, it was found that as older adults age they tend to relocate into housing that offers living assistance. This tendency is reactive to the aging process, as we relocate our seniors after a decline in their health. Danish tenants can be viewed as being proactive in the aging process, as they continue to age in a supportive social network, often not needing to move away as they age.





Some co-housing units are positioned to surround recreational areas for residents to enjoy. Pictured here is a playground and sitting space at the Æblevænge Co-housing community.

SOURCE: Lauren Ong

Co-housing for Danish seniors allows older adults to thrive. Andresen and Runge's qualitative research found that personal choice in housing and occupation enabled residents to maintain a high level of well-being.<sup>7</sup> Senior residents highly valued their sense of autonomy and natural social support that was present in the co-housing lifestyle.

### What Are Some Planning Related Considerations Relevant to Co-housing?

In planning co-housing communities, the process is quite citizen driven. In fact, residents are active participants in organizing their neighbourhoods.<sup>8</sup> When evaluating the life of seniors in several co-housing schemes in Denmark and Sweden. Shin-Choi found that the planning process involved the residents participating in site planning, building design, in designing the common facility and the dwelling units.<sup>9</sup> In most cases, the success of the co-housing is grounded in the participation of the residents in the planning process before the co-housing community is established; found Shin-Choi when evaluating several co-housing communities in Sweden and Denmark.<sup>10</sup> Once built, residents

participation and self-organization in ongoing decision making is high.<sup>11</sup> The eventual turn-over of tenants leads to new group dynamics.

### Discussion

The development phase requires community-driven leadership and stamina to break soil and put shovels in the ground. The original planners of the Danish co-housing facility I visited were referred to as "the visionaries" by the co-housing residents. And, after talking to the Danish residents, and already discussed above, the planning approach can be a lengthy one.

Also from a planning view, co-housing could be said to break the Canadian mold of current living expectations. We can turn to some new successful models of co-housing occurring in Alberta. For example, Prairie Sky Cohousing in Calgary was built in 2003.<sup>12</sup> More recently in Edmonton, Urban Green is a co-housing development in the initial stages of construction but has been in the development stages for several years. However, Urban Green Co-Housing development is just starting to have information sessions at this time and is hoping to break soil in 2019.<sup>13</sup>

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A three-bedroom unit within the Jernstøberiet Co-housing community. All units have their own kitchens and bathrooms (not pictured).

SOURCE: Lauren Ong

## Conclusion

This article examines a self-directed, experiential learning trip to Denmark as one author explored co-housing first hand. After reading the literature and looking to other local co-housing communities in various stages of planning, the understanding of co-housing models was broadened. Co-housing can benefit Canadians, particularly aging adults, with its planned and built-in active, social environment. Albertan co-housing projects are becoming increasingly popular as Canadians are curious about living in a more symbiotic and social environment. ■

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# Calgary Transit's MAX Operating Plan

## The Sprint to the Start of a New Bus Rapid Transit System

North Hill MAX  
SOURCE: Laurie Kimber

Calgary Transit opened three new Bus Rapid Transit projects in the Fall of 2018. This article examines the methods used for developing an Operating Plan in time for opening day. For example, hosting collaborative meetings to learn about the issues and opportunities, referencing industry standards and other effective ideas from other municipalities, examining City Bylaws and Provincial legislation, etc. A substantial concerted effort was required from staff across the Transportation Department at the City of Calgary.

In late May, 2018, Calgary Transit (CT) Planning was tasked with a formidable objective: to prepare an Operating Plan (the plan) for CT's new Bus Rapid Transit (BRT) projects that would be opening in the Fall of 2018. CT would be introducing three new BRTs: MAX Purple, MAX Teal and MAX Orange and a plan was in order to inspire confidence and provide direction to staff on how we could ensure our new routes would be a success. This article outlines the challenges and opportunities faced and processes used to create the MAX Operating Plan.

For MAX Purple we would be building approximately 2.1km of separated transitway along 17 Avenue S.E. and about 2.5km of median transitway on 17 Avenue S.E. This would be Calgary Transit's first time operating these exclusive types of Transitways. For MAX Teal and Orange we would be building Transit

Priority Measures such as queue jumps to improve travel time and reliability. The new BRT routes would also feature special station designs, with upgrades such as heated shelters, bus arrival information, public art, level boarding platforms, closed-circuit television, and help phones. A schematic of the new CT routes is shown on page 18.

CT Planning kicked off the Operating Plan journey by conducting several meetings to go over the design and some high-level thoughts on operations, inviting colleagues from across the Transportation Department, as well as within our own Business Unit: CT Operations, Service Design, Planning, Infrastructure, Access, and Public Safety and Enforcement. Throughout the meetings, there were questions and concerns raised and addressed, of which all were recorded. It became apparent that there was a variety of information



Aug. 28, 2018

Calgary's existing Red Line and Blue Line, as well as new MAX routes that premiered in Fall, 2018.

SOURCE: City of Calgary



needed, touching nearly all the Divisions of CT and a huge team effort would be needed to pull this plan together!

Once we had a comprehensive list of the issues and opportunities raised at the meetings, we sourced guidelines from the American Public Transportation Association and related documents from other properties such as Operating Manuals to explore best practices in transit Operating Plan design. We looked at relevant documents from the Province of Alberta, CT, and the City of Calgary, such as the *Traffic Safety Act* (Province of Alberta 2016), *Calgary Traffic Bylaw* (City of Calgary 2017), *CT Bylaw* (City of Calgary 2012), and the *CT Bus Operating Rules and Procedures Manual* (City of Calgary 2012).

The questions relating to how to operate the system and the current practices in the industry gathered were analyzed for themes and grouped to form the chapters in the plan. With chapters identified, subject matter experts for each could be selected and asked to lead the appropriate chapter. These experts became the core team for developing the plan—this included members from Calgary Transit’s Transit Planning Division, Public Safety and Enforcement Division, Operations Division, and Infrastructure Division. The major themes that emerged that would then organize the Operating Plan document were:

1. Introduction
2. Laws and Regulations
3. Project Descriptions
4. Operating Guidelines – 17 Avenue S.E. Transitway
5. Enforcement, Safety and Security
6. Maintenance, Transitway Access and Permitting
7. Training Procedures
8. Glossary

The Introduction chapter was led by CT’s Planning Division and includes a section on the purpose and scope, information about associated documents, descriptions of how the new projects achieve our Customer Commitment, and details on the sustainability of the plan. For example, information on the review and updating of the plan any time there is a MAX extension or new MAX infrastructure constructed, as required, or every two years.

The Laws and Regulations chapter was led by CT’s Public Safety and Enforcement team and outlines relevant regulations and ordinances and for background, explanations for provisions in the City Bylaws that allow CT to operate a bus-only Transitway.

In the Project Descriptions chapter, led by CT Planning, we talk about the rationale for introducing MAX and its benefits. The details of each of the routes and features are included. A regular route, the Route 1, is also described here since it uses the 17 Avenue S.E.

MAX Station at 33 Street S.E. The 17 Avenue S.E. cross-section has been updated to reflect a variety of modes, as well as enhanced public realm.

SOURCE: Kathleen Gallagher



*Looking back, the task of training all necessary staff before opening day was significant, as there were hundreds of staff and contractors that needed the training: operators, maintainers, cleaners, administrative workers, and enforcement personnel, to name a few.*

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SAIT MAX

SOURCE: Laurie Kimber



Transitway infrastructure (the same infrastructure as MAX Purple) for a portion of its route. In this chapter, we also identify the Southwest BRT, which will be implemented in 2019.

CT Operations led Chapter 4, the Operating Guidelines – 17 Avenue S.E. Transitway. We had to discuss how to structure the Operating Guidelines. Some questions we asked ourselves were: do we write general operating guidelines that can apply to all future transitway infrastructure projects? Or do we tailor them to just those projects we're opening this year? Do we need operating guidelines for all the routes introduced or just those with unique features? At last, we decided to write operating guidelines specific to the 17 Avenue S.E. Transitway as this was the main section presenting as a pressing concern warranting attention. Later, as we introduce more transitways, this chapter will likely evolve to a format with general operating guidelines and subsections that include any particulars required for individual transitways. The Operating Guidelines outline the basics of operating the transitway: entries and exit points, appropriate speeds, protocol through stations

area, what to do in case of lane closures, what vehicles are permitted to use the transitway, etc.

The next chapter—Enforcement, Safety and Security: Chapter 5—was led by CT Public Safety and Enforcement. The chapter addresses questions about the Bus Response Unit, how we will enforce the transitway, who will enforce the transitway, and what to do in case of vehicle collisions.

In the Maintenance, Transitway Access and Permitting chapter, led by CT's Infrastructure group, we flush out the maintenance services required (for example: waste and recycling collection, pressure washing, snow and ice control), when and how often they should be performed, and information to clarify the complications relating to CT operating a Transitway on Road Right of Way. This operational model requires agreements with Roads (another City Business Unit), such as a service level agreement with regards to maintenance and a memorandum of understanding regarding who would be approving access for parties needing to perform work on the transitway. Work on this chapter involved writing about the agreements and coordinating and clarifying details to complete them and obtain the necessary signatures.

The last chapter, Chapter 7, is the Training Procedures, led by the CT Operations Division. In this section of the plan, we talk about who needs to be trained, what training they require and how we will achieve training outcomes. It also describes the training documents that were created. Looking back, the task of training all necessary staff before opening day was significant, as there were hundreds of staff and contractors that needed the training: operators, maintainers, cleaners, administrative workers, and enforcement personnel, to name a few.

The Operating Plan was a large undertaking that required a considerable commitment from colleagues from across Calgary Transit and other Business Units at the City of Calgary. The plan was created in a short time frame and all team members contributed immensely to pulling it together in time for opening day on November 19, 2018. We invite all of you, *PLAN North West* readers, to come out and take a ride on the new system next time you are in Calgary! More information on the services can be found at [www.calgarytransit.com/max](http://www.calgarytransit.com/max). ■

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# Down-Market Walkability

Suburban housing in Calgary  
SOURCE: Laurie Kimber

The idea of a walkable city is quite popular. As the argument goes, life is better if people go for a walk. Medical scholars say that walking improves mental and physical health. Social research shows that people who regularly walk are less likely to be lonely than those who are home- or car- bound. Environmental analyses make it clear that any reduction in car travel will make urban spaces safer and more sustainable. Additionally, economic reports suggest that businesses in walkable neighbourhoods do well in terms of sales and tax revenue.

In *Walkable City: How Downtown Can Save America, One Step at a Time*, Jeff Speck calls walking an ends and a means. As he explains, “walkability contributes to urban vitality and [is] most meaningful as an indicator or urban vitality”. Simply put, a city that entices people to get out and walk is “more livable and more successful”.

Speck and others who promote walkability have carefully crafted an image of a city that is intelligent and creative. It is a place where locals stop-by their favourite cafe for an iced latte or make a quick trip to the farmer’s market. But this is an image that neglects the fact that, for many people, walking is a cheerless, sometimes grim part of everyday life.

A lot of people who come from working-class and low-income neighbourhoods have no choice but

to walk. Usually, they have to hit the pavement for economic reasons, such as a lack of funds to own or maintain a car. And others travel by foot as a way to cover the last mile between public transit and where they need to go, whether that be work, school, or the grocery store.

An example of unplanned, down-market walkability is Rochester, New York, where 26% of households do not have access to a vehicle. For those who are promoting walkability that number is an almost ideal goal for a sustainable neighbourhood. Yet, in Rochester, it means that a quarter number of its residents are forced to walk to get to transit and beyond.

The carless neighbourhoods in Rochester do not fit the idealised image of what is supposed to be walkable. For instance, they are more likely to have restaurants



Pathways and bus stop in Calgary

SOURCE: Laurie Kimber



Suburban sidewalk in Calgary

SOURCE: Laurie Kimber

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About the Author

*Desire lines never appear on planners' reports and developers' renderings. Their existence is proof that walkability is an afterthought in spaces that are conventionally working-class.*

that serve fast food than the latest farm-fresh trend. Nor are they likely to have full-service grocery stores or shops that sell anything more than the barest of necessities.

Another example of down-market walkability are the industrial estates and business parks of Edmonton, Alberta. In these overlooked spaces, there are dirt paths that cut from bus shelters along highways, through brownfields and across drainage ditches. Some urbanists call these 'desire lines', and they form an unplanned trail system that winds between transit stops, jobsites and convenience stores.

Desire lines never appear on planners' reports and developers' renderings. Their existence is proof that walkability is an afterthought in spaces that are conventionally working-class. Likewise, this is a problem because it shows that those who promote walkability either neglect to study down-market spaces or are too focused on areas where residents have the luxury of choosing to walk.

There is nothing wrong with the idea of walkability. It is a noble objective that can change urban living. But, in practise, it has to take into account working-class people and low-income neighbourhoods. After all, they are the people who are most likely to walk to work and it may well be their neighbourhoods that are undergoing revitalisation.

In order for walkability to fully contribute to urban vitality, planners should recognise that walking is not a lifestyle choice. More specifically, there are immediate gains and successes to be had in working-class neighbourhoods, where up to a quarter of residents already walk. Otherwise, if planners only focus on up-market spaces, their successes in improving health, togetherness, sustainability, and economic growth will only benefit a small, self-selected segment of a city's population. ■

# Equitable Community Planning

## Considerations Towards a Gender-Sensitive Approach

*“Women have often been invisible in urban planning”*

*(Ortiz Escalante and Gutiérrez Valdivia 2015, 113)*

*“Urban planning has in the past, tended to be gender blind”*

*(Rakodi 1991, 541)*

A disconnect exists between the way our cities are planned and the ideals of gender-equality. Two of the seventeen United Nations Sustainable Development Goals are, “Achieve gender-equality and empower all women and girls” and, “Make cities and human settlements inclusive, safe, resilient and sustainable” (“Sustainable Development Goals” 2017). How can these goals be achieved when urban planning has a legacy of excluding women from the planning process (Ortiz Escalante and Gutiérrez Valdivia, 2015)? Feminism made its way into the realm of urban planning in the 1970s, and the situation of women has improved as a result, however, the profession is still transitioning into fully embracing gender-equality (de Madariaga and Neuman, 2016). This refers to the integration and recognition of women in planning positions, as well as in plan making processes. In order to adequately incorporate the needs of women in community planning, a gender-sensitive approach needs to be taken. Increasing the equal participation of women through consultation and engagement requires the empowerment of women through the creation of feminist organizations; this is an important first step but not sufficient. In addition to increasing women’s participation in the planning process, a fundamental shift in the culture of planning towards gender mainstreaming is required.

### **Importance of Women in Community Space**

Community spaces are not traditionally planned with women in mind, resulting in a divergence in the way in which women and men view, use, and are seen in public spaces. Due to the concept of “the city of separate spheres” stemming from the Victorian and progressive eras, private space is seen as feminine and public space as masculine (Sandercock and Forsyth 1992, 53). “Societies in many different contexts throughout the world assign ‘private’ space of home to women

and public space to men” (Ortiz Escalante and Gutiérrez Valdivia 2015, 115). Therefore, public spaces are generally regarded as places for men to exist, whereas for women, they are places to pass through on their way from one private space to another.

This concept is rooted in the traditional division of labour, where men act as the head of the family and the main provider while women are primarily in the domestic realm, and are responsible for caregiving duties in society. “They are the ones who provide the ‘soft activities’ necessary to protect and sustain life at its most fragile:





Planners need to use the unique insights of women.

SOURCE: iStock

babies and infants, the elderly, the dying, the infirm and those with physical inability. They continue to do so even after they enter the workforce in increasingly diverse positions” (de Madarianga and Neuman 2016, 498).

Although this division has blurred and is beginning to shift, the reality is that conditions to involve women more equally in planning related decisions have not yet changed enough, and continue to work against women (Burgess 2008). Women may push harder to pursue economic endeavours, but the double or even triple burden they face acts to hinder their empowerment in many respects. The double burden often called the “second shift,” is a term coined by Hochschild (1989), which refers to the paid work as well as unpaid domestic labour that women undertake. The triple burden includes paid work and domestic work, with the addition of community development work (Zibani and Shumba 2016).

Their role in community development work, however, puts women in a uniquely advantageous position by providing them insights into the needs of the populations that are often overlooked—for example, knowledge about children, older adults, and people with disabilities. As Ortiz Escalante and Gutiérrez Valdivia (2015) state, by virtue of their role as caregivers “women become experts in maintaining everyday life for themselves, families, and communities.” The issues described above are not absent from urban planning, which reflects the biases of male dominance in the broader culture of North America and other places around the world. Therefore, taking a gender-sensitive approach will allow planners to use the unique insights of women to plan communities that are not only equitable for both women and men, but also for other vulnerable or underrepresented populations, for example, children, youth, older adults, and people with physical or mental disabilities.



## Consultation and Engagement of Women in Planning

What is gender-sensitive planning? "It's planning that takes account of the lived experiences, issues, needs and priorities of women as well as men. It involves policymakers and urban planners engaging with women" (Reeves and Zombori 2016, 04). The best way to create spaces that are welcoming to women and girls is through consultation ("Safe Public Spaces for Women and Girls" 2012). However, traditional community consultation meetings "never ask women for their experiences as women" (Modlich 2017, 53). Therefore, the first step towards the inclusion of women in planning for the public sphere is consultation and engagement *specifically for women*. It is only through understanding the lived experiences of women in these spaces that planners and policymakers can make communities gender-sensitive (Reeves and Zombori 2016). As noted, women are the experts of not only their own lives and experiences but also of those for whom they care. However, this breadth of knowledge cannot be mobilized without first collecting it. Rakodi (1991) also notes that another requirement for gender-awareness in the planning process is a need to understand the gender specific *impacts of planning policy*, and this can be done by "disaggregating data by gender." Without this, women's voices tend to get lost, fostering a disempowerment which may limit their willingness to participate in future planning initiatives.

There are many reasons for low participation of women in consultation and engagement events. The United Nations Entity for Gender Equality and the Empowerment of Women lists the following as some reasons for such low participation: difficulty accessing the location of the event; inability to afford and/or arrange for childcare or care for elderly family members; feeling unsafe or intimidated in the location; by other participants (particularly men or elected officials); lack of time due to other responsibilities (work, family, etc.), and; lack of awareness ("Safe Public Spaces for Women and Girls" 2012).

## Conclusion

Although a gender-sensitive approach is necessary to plan cities and public spaces for women as well as men, it is important to keep in mind the ever-changing nature of society. Though many issues of the past persist today, conditions are also radically different and will be in the future. The hope is that the future will be more egalitarian than it is today, therefore we must be careful not to link activities or issues of the private or domestic sphere to women or men, otherwise "the



Consultation is the way to create welcoming spaces.

SOURCE: iStock

subordination of women is likely to be perpetuated" (Larsson 2006, 527). It would be more beneficial to link the experiences or activities themselves to the private or public spheres, this way "all aspects of life may be included in the planning process, without necessarily regarding them as either female or male" (Larsson 2006, 527). In doing so, plans will work towards a more equitable and necessarily sustainable future.

The discipline of planning has traditionally ignored gender-sensitivity in its approaches, affecting the exclusion of women from public spaces (Burgess 2008). A gender sensitive approach needs to be taken to include the experiences and needs of women in community planning. This begins with consultation and engagement specifically targeted towards women but needs to be taken a step further. A deeper cultural shift is required in the planning profession towards gender mainstreaming. Such an approach will facilitate the planning of more equitable and sustainable communities, and then bring them closer to achieving the United Nations Sustainable Development Goals. ■

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# 2018 SPPI Awards

## Andy Campbell Award

This award goes to a full-time fourth year student registered in the Regional and Urban Planning program at the University of Saskatchewan with the highest scholastic standing in their third and fourth year courses and who is a student member in good standing with SPPI.

### Award Winner: Jenna Stusek

Jenna Stusek receiving the Andy Campbell Award



## Excellence in Planning Award

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

- Planning Research and Innovation
- Planning Policy; or
- Planning Practice (Urban and Rural)

### Award Winner: Urban Systems and partners for the Community Development Initiative

The focus of the Community Development Initiative (CDI) – pilot project was to develop community-based plans with an emphasis on identifying measurable indicators for the assessment of overall community health and well-being. The CDI pilot project was developed, supported and executed through a partnership model led by the participating First Nation Communities and supported by Indigenous Services Canada (ISC) and Urban Systems.

Identifiable actions and projects which the community needs to undertake are key outcomes of the community plans. Implementation tables summarize key potential projects, their relative importance, and identify what resources (people, money, etc.) will be required. Community Plans are used when applying for grants and other project funding opportunities and to ensure that community leadership, various departments, and community organizations are working towards community goals.



Excellence in Planning  
Award Presentation

Each community participating in the initiative has an opportunity to create their own “Community Dashboard.” The Community Dashboard is an online version of the Community Plan and displays the goals, priorities, and indicator data to track how well the community is doing in achieving their goals. The Community Dashboard increases accessibility to the plan, provides transparency on the progress being

made in the community, and provides information on what initiatives are underway in the community.

The following First Nation Communities participating in the project include: Beady’s and Okemasis’; Makwa Sahgaiehan; Muskoday; Pasqua; Ahtahkakoop; Flying Dust; Black Lake; Fishing Lake; Pheasant Rump; Big River; Piapot; Cote; The Key; Birch Narrows; Mistawasis; Okanese and Keeseekoowase.

## Community Volunteer Award

This award is in recognition of our SPPI members that contribute considerable amounts of personal time to groups and organizations in a non-professional capacity. These contributions help increase the quality of life for communities in Saskatchewan and helps increase the profile of our profession within those communities.

### Award Winner: Jim Walters RPP MCIP

This year’s recipient is a long-time member of our institute and has been heavily involved with SPPI Council throughout his career. In more recent years, he has taken some significant leadership positions within Minor Hockey as a coach, mentor, and board member. ■

Jim Walters receiving the  
Community Volunteer Award





# 2018 APPI Awards

Each year the Alberta Professional Planners Institute (APPI) awards recognize exceptional planning in the planning profession in Alberta, the Northwest Territories, and Nunavut, with the Award of Planning Merit.

## Winners in the Comprehensive and Policy Plan category:



1. **City of Edmonton Development Services, GSA Consulting Inc., and POPULUS Community Planning Inc.**  
*for The Mature Neighbourhood Overlay Review*

The Mature Neighbourhood Overlay Review is a set of development rules that guide new housing in older neighbourhoods. The rules respond to the context of surrounding development, with flexibility to secure contextual outcomes. Positive outcomes using the new rules have been achieved, with a reduced number of variances and amount of time to issue a permit.

2. **Strathcona County** for the  
*Strathcona County Municipal Development Plan*

The unique aspects of the Municipal Development Plan, such as formatting, infographics and terminology, have helped to create a clear and concise user-friendly document. Policy areas and location specific policies helped to reduce 'red tape'. The format and terminology of this document creates a system of checks and balances for planners, developers and policy makers that Strathcona County has begun to translate into other County documents to create clear, concise direction and language. The result of breaking down the Municipal Development Plan by policy area allows the uniqueness of the County's rural and urban areas to thrive.

### 3. **High River and McElhanney Consulting Services Ltd.** for the *Town of High River Land Use Bylaw*

The new Land Use Bylaw (LUB) results from the community's resolve to emerge from the devastating flood of 2013 as a better place. The planning department and consultant team was challenged to 'think outside the box' and not be bound by the style and format of typical land use bylaws. The new LUB divides the Town into 6 districts and guides development on the premise to be development friendly, and to make the review and approval process efficient, transparent, and straight forward.



#### **Winners in the Special Study Category:**

### 1. **City of Edmonton, FormMedia and Aaron Aubin Consulting Inc.** for the *River Crossing Heritage Interpretive Plan*

The River Crossing area (West Rossdale) in Edmonton's central river valley has a long and layered history, holding historical and cultural importance for the city, province and Indigenous communities in Alberta. The City of Edmonton made an important decision to place heritage—sometimes historically treated as an afterthought—at the center of redevelopment, and then embarked on the Heritage Interpretive Plan (HIP) to serve as a guide for how the area will transform.

### 2. **City of Lethbridge, Blackfoot Confederacy Nations of Kainai (Blood Tribe), Piikani and Siksika; and Arrow Archaeology Limited** for the *Traditional Knowledge and Use Assessment Study*

One of the most significant outcomes realized was the newly formed relationship between technical and planning staff at the Nations and the City of Lethbridge. This relationship has created an environment of collaboration that will endure beyond the scope of the Traditional Knowledge and Use Assessment Study and has led to many more exciting joint projects. And the City of Lethbridge is now utilizing the Traditional Knowledge and Use Assessment Study as a tool in order to be pro-active in considering First Nation heritage and in doing so, allows for mitigating actions to be considered more adequately prior to or at early stages of planning. Congratulations to City of Lethbridge!





### 3. **Parkland County, B&A Planning Group and Applications Management Consulting Ltd.** for the *Parkland County Technical Growth Study*

The Technical Growth Study project was initiated from Parkland County Council's desire to plan for sustainable municipal growth while addressing emerging regional challenges. The Technical Growth Study project resulted in a comprehensive tool that provides the County with direction and identifies new growth opportunities, identifies a development pattern that supports strategic goals, and supports the County's overall economic diversification in a changing economic climate.

#### **Winner in the Education category:**

### 1. **Lacombe County** for the *Lacombe County's Public Participation Process*



At the time of the project initiation there was participation burnout and disinterest among County residents in planning. Planning staff took this as an opportunity to develop a new participation strategy which would both reinvigorate the community's interest in planning; and educate County residents on the importance of planning and the role of the Municipal Development Plan (MDP) in planning for the development of the County. ■



# GOOD NEIGHBOURS STRONG COMMUNITIES

2019 SASKATCHEWAN PROFESSIONAL PLANNERS INSTITUTE PLANNING CONFERENCE

**SEPTEMBER 16 & 17, 2019  
NORTH BATTLEFORD, SK**

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