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Engagement from the Community Perspective: Understanding the Role Community Associations Play in Planning and Development in Calgary

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Engagement from a Community Perspective: Understanding the Role Community
Associations Play in Planning and Development Projects in Calgary

by

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A THESIS

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Abstract

Change, through urban planning, is inevitable and necessary because it responds to growth, community needs, and the ever-changing economy. To steer change, planning projects benefit when effective community engagement programs are applied. Community associations have long been advocating on behalf of their communities, however the level of influence they have on decision-making is unclear in part to their level of authority being unclear.

Interviews helped answer two connected research questions. The first question focuses on community associations by asking: What is the role community associations play when an urban planning project is proposed within their community? The second question focuses on authority: Should the level of engagement vary based on the level of impact the planning project may have on the community, as identified by the community association? Community voices from Calgary, Alberta, Canada, shared their experiences with engagement on planning and development projects.

Three overarching themes emerged through inductive and deductive analysis of the interview data: constraints community associations experience with community engagement; opportunities of community engagement; and frustrations felt by community associations in regard to community engagement opportunities. The study results suggest that community associations are limited to instill change through engagement, despite their perceived role. Based on the research data, three recommendations to support community associations are proposed: extending timelines and enforcing engagement on complex planning projects, redefining the role of a community association, and developing community engagement profiles. The impact of these recommendations presents three opportunities to evolve community engagement in planning at a community level.

Keywords: *community engagement, public participation, community associations, redevelopment, urban planning, development, volunteer organizations.*

Preface

The work for this traditional thesis is original, unpublished, independent work by the author Rebecca Anne Poschmann. The research that is described in Chapters 5 and 6 was completed under the Ethics Certificate REB20-1552, issued by the University of Calgary Conjoint Faculty Research Ethics Board for the project titled “Improving public participation for urban planning in Calgary” on December 18, 2020. Renewals for the Ethics Certificate were complete and issued on December 18, 2021, and December 18, 2022.

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To the community associations that took part in this research – thank you! This work would not be possible without your dedication, and I hope that the data and recommendations are reflective of our conversations. To my advisors, Roy, and Steph, thank you for taking time out of your days to provide guidance to how I approached this work. Your insight was very important and helped tell a better story.

Finally, I would like to thank Dr. Fabian Neuhaus for his supervision, guidance, and support throughout this journey. I always felt like an imposter in planning and engagement, but through your support, I can now say that I have expertise on these topics.

I know I become a broken record when I am fixated on a topic. I am passionate about what cities can become and I truly want them to be reflective of those that live in them. Without input from citizens, what would our city’s look like?

Dedication

To Soren, Maisie, Leif, Mum, and Dad –
thank you for supporting me while I chase my dreams.

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List of Abbreviations

ASP	Area Structure Plan
ARP	Area Redevelopment Plan
CA	Community Association
CARL	Complete Application Requirement List
CPC	Calgary Planning Committee
DA	Development Authority
DART	Development Application Review Team
DP	Development Permit
DTR	Detailed Team Review
FAR	Floor Area Ratio
FCC	Federation of Calgary Communities
IPC	Infrastructure & Planning Committee
ISF	Interview Selection Form
LAP	Local Area Plan
LUA	Land Use Amendment
LUB	Land Use Bylaw
MDP	Municipal Development Plan
MGA	Municipal Government Act
NIMBY	Not In My Back Yard
SDAB	Subdivision and Development Appeal Board
SIA	Site Impact Assessment
The City	The City of Calgary

Chapter 1 – Introduction

Urban planning and how a development or policy plan can impact a person's day to day life has always been a great interest of mine. Impact is subjective and will vary from person to person, however, I believe through community engagement, planners and decision-makers can better understand perceived impacts and mitigate challenges prior to a shovel being put into the ground. While studying for my undergraduate degree in Community Design, I was introduced to Sherry Arnstein's "Ladder of Citizen Participation." Written in 1969 and recognized as one of the most referenced journal articles on public participation, the concept of including citizens on urban planning projects shaped how I approached my studies and professional work. Following this lesson, I formed a belief that citizens should always have an opportunity to engage on planning projects in any jurisdiction. It is through community engagement that ideas from citizens are captured, acknowledged, and in some cases applied, allowing those who are impacted to become more responsive towards what the project is looking to achieve. As a practical thinker, I recognize that not every planning project will be accepted by everyone. What I aim to achieve through my practice is, at a minimum, that citizens are provided several opportunities to become engaged on a planning project.

Throughout my professional years, I was captivated by feedback citizens were sharing in consultation records and intrigued by how we, the project team, were interpreting and responding to their comments. Through these assignments, I was able to discern those who were in support of or opposed to a project, identify site-specific challenges that were not previously considered, and observe how changes to a project could mitigate the impacts that were identified through the engagement. This knowledge allowed the project team to respond to the impact by either amending plans or being

prepared for the public hearings held before governing bodies. These experiences reinforced my belief.

In 2016, an opportunity presented itself to become the Director of Development for my community association in Calgary, Alberta, Canada. In 2019, I became President and held that position for four terms until moving into the Past President position in 2023. Throughout my tenure, I managed several land use amendment and development permit applications, was the community representative in a working group for a local area plan and developed strong relationships with the ward councillor and city administration. Through these experiences, I gained first-hand knowledge relating to the challenges community associations (CAs) and participants face in engagement opportunities related to planning and development.

Controversial planning projects, especially those with ineffective community engagement, often result in impacted community members voicing their opinions, pop-up interest groups forming, or alliances forming between CAs throughout Calgary. Below are three examples that CAs and community members have experienced within the last ten years. They relate to the challenges a CA can experience in relationships between community members, applicants, and the City. The purpose of this research stems from these examples and the rationale for providing recommendations to limit these occurrences in the future. When faced with a controversial project, the way in which the CA's planning committee and board manage expectations can be very challenging and cause much strife to the community. The first example is based on personal experience, an experience that has played a significant role for wanting to complete this research. The second and third examples are on projects that were contentious and highlighted in the media. For these last two examples, I spoke with representatives regarding their involvement.

Example 1: Community Associations and Community Members

In 2017, the community of Southwood received a land use amendment application to increase the maximum allowable height and floor area ratio (FAR) on a popular commercial strip mall. Community members did not agree with the merits of the application as they believed a full build out of the project would result in privacy constraints, decrease in sunlight, parking, and projected noise of having people reside on the property. The CA was heavily involved in this project. They conducted information sessions to educate members on the planning process and how the members could participate throughout the planning process, hosted meetings with the councillor, applicant, and community members, and held a general meeting to allow members to vote on a position. The general meeting resulted in over 60% of the membership voting to oppose the application. The CA was challenged with a pop-up interest group spreading misinformation, which became evident during the public hearing. The group expressed that the board members were liars and were not looking out for the betterment of the community. This jeopardized the relationship between the CA and the affected community members because the accusations that were introduced by the members stated that the CA was not representing their membership and they were moving forward with their own agenda, which they believed supported the applicant.

The CA continued to oppose the project; however, they did their due diligence to show city administration and council that thorough community engagement was completed and results from engagement led to substantial changes being applied to the overall design of the entire site. The land use amendment was approved by council. Since the approval, a development permit to redevelop the site, as per the conceptual plan, has not been filed and the shopping complex resembles what it did prior to the approval.

Example 2: Pop-up Interest Groups

In 2022, a land use amendment to amend the low-density land use district to a multi-residential district was applied for in Marda Loop. Marda Loop is the name of a district and has a CA that comprises of South Calgary, Altadore, Garrison Woods, and River Park. This is an area in Calgary that has experienced significant redevelopment with multi-residential mixed-use building replacing single and semi-detached dwellings over the past ten years. This 2022 application was consistent with several applications that had been filed and approved within the community on past projects, although the sentiment was not felt by all residents. This resulted in a pop-up interest group¹, comprising of residents from neighbouring properties, forming. They positioned themselves to oppose the application because their community had received more than its fair share of multi-residential/mixed-used developments and this development was too large for the site (MacVicar, 2022).

I discussed this application with a member from the pop-up interest group. During this conversation, they disclosed that the Marda Loop Community Association (MLCA) did not provide any support or advice to this group. This resulted in them taking on the role of local planning advisor and engaged directly with the applicant, ward councillor, and community members. Without the support of the CA, the interest group had to navigate and educate themselves on the planning process and the nuances that exist. The MLCA did post information regarding the application on their website, however, it was neutral, factual and guided interested citizens to the project's engagement website hosted by the applicant.

The benefit of pop-up interest groups is they can take a personal stance on an application whereas CAs should remain neutral. This pop-up interest group in Marda Loop

¹ Pop-up interest groups is a term that was developed for this work. These groups are labelled as 'pop-ups' because they tend to appear when they are impacted by a project and will disappear once a decision is rendered. They may reappear when a new concept or challenge is presented.

placed a lot of attention on this application and received support of opposition from hundreds of residents (MacVicar, 2022). At a public hearing in 2023, council voted to approve the application. They found that the development would work well in the proposed location and the project team completed some of the best engagement they have seen for any land use amendment application (*Public Hearing Meeting of Council*, 2023). A development permit for the site was filed in 2023.

Example 3: Aligning Community Associations

In the late 2010s, the City of Calgary began engagement on ‘The Guide for Local Area Plan²’ which was meant to act as a guidebook to support development in established communities and counter urban sprawl (C. Klingbeil, 2020). Several CAs did not support the guidance this document was providing and came together³ to formally oppose the project. Although the group behind the opposition can be considered an interest-group, many participants are planning committee or board members on their CA. To gain support on their position they emailed CAs in Calgary to ask if they would sign their formal submissions as well as pay for front page advertisements of the Calgary Herald (Klaszus & Appel, 2021). At a public hearing, spanning three days in 2021, more than 130 people spoke to council regarding the merits of this document (CBC News, 2021).

The results of the hearing were in favour of the opposing group. In 2021, council directed administration to complete a report and propose amendments to improve the plan (CBC News, 2021). When first conceived, the guidebook was going to be recognized as a statutory planning document that would be aligned with the Municipal Development Plan

² The title of this document changed several times – it has been referred to the Guide for Great Communities and the Guidebook for Great Communities, to name a few

³ Researchers note: As a CA board member, I was approached by the founding members of this group in 2018 or 2019. I attended the inaugural meeting and chose not to further engage with them as I did not agree with the approach they were taking to push this topic. I was supportive of the groups taking a stance.

(MDP). Through the pushback from these involved CAs, council voted to accept this guidebook as a reference guide that would be used in the development of local area plans. While acting as Director of Development, I was invited to join the efforts of this team, however, I chose not to participate.

Closing Remarks

These examples are meant to show the different approaches a CA may become involved in engagement on planning or development projects. The intent of this research is to disclose engagement experiences from the perspective of the CA and offer recommendations that can be applied to support them on future engagement programs.

I understand the different roles that make up engagement. Through my professional and volunteer experience, I have been a planning and engagement consultant, a planner working for a decision-maker, and a participant. As a CA board member, I can sympathize with the participants while also understanding the approaches that are taken by decision-makers, like the City, or applicants when working with citizens.

This chapter will outline the objectives for completing this work and will provide an overview on CAs and how they have become widespread and influential in Calgary. It will also identify the difference between community and CAs and explain who the actors are that are often recognized throughout the planning and engagement processes.

1.0 Defining a Problem, Research Questions, and Objectives

The research questions were developed through a problem that was conceived through my personal experience as a CA volunteer. I found the assumed, perceived or expected role a CA plays in engagement on planning projects⁴ is defined by the City of Calgary and the Federation of Calgary Communities, of which may not be representative of each CA in Calgary. This led to me to wonder whether other CAs in Calgary have had the same experiences when managing or completing engagement on planning projects. This problem was exacerbated by struggling to understand the roles and purposes of CAs and whether they should be able to influence the levels and methods of engagement that take place on projects affecting their community. Anecdotally, I heard engagement on planning projects did not vary throughout the city, and other CAs had similar experiences with their engagement. This led to the development of two research questions:

- What is the role community associations play when an urban planning project is proposed within their community?
- Should the level of engagement vary based on the level of impact the planning project may have on the community, as identified by the community association?

To attempt to answer the research questions, the objectives aimed to:

1. Understand the evolution of community associations.
2. Determine the experience community associations have had with engagement on planning and development projects.
3. Identify any challenges and opportunities community associations have encountered throughout their engagement experiences, if any.

⁴ Planning projects is a term that is used frequently throughout this thesis. This is an all-encompassing term that includes all projects related to urban planning. This includes projects for developing statutory and non-statutory plans as well as projects related to development like land use amendment or development permit applications.

4. Summarize the provincial legislative frameworks that guide municipalities on public participation, and planning and development.
5. Describe the theoretical purpose of public participation and the different levels of engagement that can be applied to a project.

1.1 Background

From the turn of the twenty-first century, Calgary has experienced significant change to its urban fabric through the establishment of new communities, redevelopment of brownfield sites or transportation networks, and updates to or developing a statutory and non-statutory planning document. With these changes have come new challenges identified by concerned and impacted citizens, which are often voiced through and represented by their CA.

It is through participatory opportunities that unique qualities of a community can be exposed, problems solved, and general agreements made to support the project to allow it to move through the approval process more smoothly (Richards & Dalbey, 2006; Saxena, 2011). The City of Calgary (the City) incorporates engagement on all planning and development projects; the type or level of engagement is guided by the *Municipal Government Act* and/or the Engage Policy (Engage! Policy CS009, 2016; Municipal Government Act, 2000). Citizens who are interested in becoming involved can become informed through the city's online engagement platforms, provide comments on a development project through the city's online development map, become part of a working group for the creation of a local area plan, or present at a public hearing. The City leads engagement on City sanctioned projects (i.e., Local Area Plans) that they have determined to be complex and have a perceived impact. They also manage comments that are received for applicant-led projects (i.e., development permit applications); however,

applicants are 'strongly encouraged' to conduct their own engagement with affected communities, separate from what the City offers.

There is a dichotomy regarding how engagement is approached on planning projects. It is viewed that projects with the least direct physical impact⁵ on a community (i.e. statutory plans like Local Area Plans) have more involved engagement programs. Alternatively, a project that has a direct, physical impact on a community (i.e. development permit) has limited engagement. This shift in focus from less impact with more engagement to more impact with less engagement can result in CAs losing trust in the planning process and may pit neighbours against one another or their CA.

This dichotomy further challenges participants (i.e. CAs) because the level of engagement and the tools that are used to engage with are at the discretion of the host (i.e. the City or the applicant). The selected level of engagement and supporting tools will be chosen based on the complexity and impact the host believes the project may have on the city and the affected community. It is believed that engagement programs that benefit participants can allow for meaningful engagement (Aleshire, 1970), all of which contributes to ensuring the final vision of a project will better serve the community.

1.2 Community and Community Associations

The term community will be used extensively throughout this thesis. When used independently, it relates to the geographical boundary of a neighbourhood. When used in conjunction with 'association' it refers to the volunteer organization that represents citizens living within the geographic community boundaries the organization comprises.

⁵ A physical impact results in an alteration to the landscape.

1.2.1 Community

Calgary is a metropolitan city with more than 1.3 million people (The City of Calgary, 2022c). It is geographically divided into nearly 200 communities that are located within four quadrants (northeast, northwest, southeast, and southwest) and fourteen municipal wards. The population and geographic size of each community varies and they are often “separated by distinct morphological boundary markets such as major arterials, natural environmental features, entrance gates, and [...] walled noise barriers,” (Townshend, 1992, p. 40). The shape, size, and densities of each community has evolved throughout Calgary’s growth and urban planning trends.

For context and to highlight the evolution of planning in Calgary, Figure 1 provides a scaled comparative of two communities, Southwood and Panorama Hills. Southwood was developed in the 1960s and is located on a full section of land measuring approximately 2.60km^2 (260 ha). In 2016, it had a population of 6,225, which equates to a density of approximately 2,390 people/ km^2 (The City of Calgary, 2023d). Panorama Hills was established in the late 1990s and is approximately 6.05km^2 (605 ha). In 2016 it had a population of 26,120, which equates to a density of approximately 4,320 people/ km^2 (The City of Calgary, 2023d). Most newer communities in Calgary are much larger in geographical size and are anticipated to have larger populations, like Panorama Hills, compared to those communities that were developed in the mid-twentieth century, like Southwood.

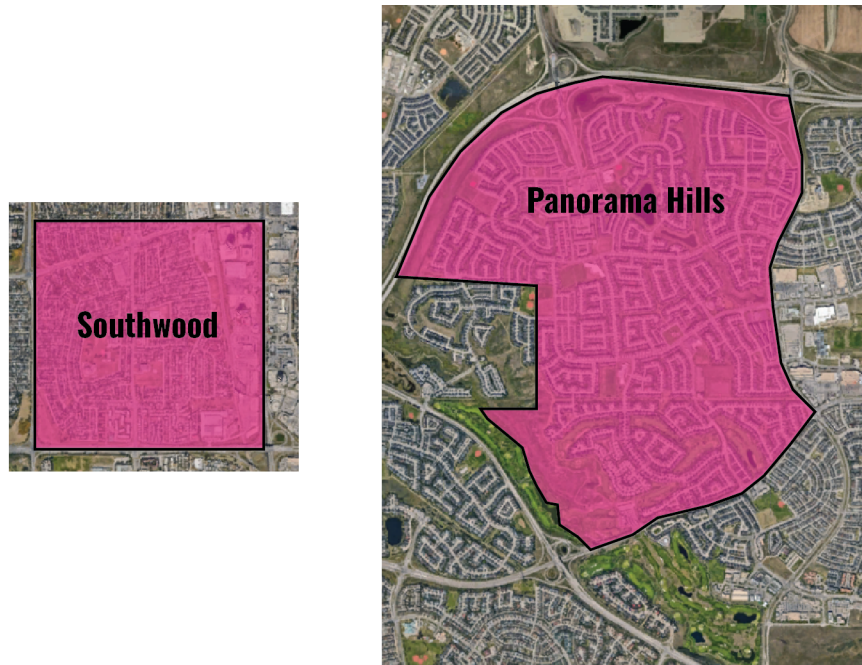


Figure 1: Comparison between two communities Southwood (left) and Panorama Hills (right) (Google, 2023)

1.2.2 Community Associations

In 1990, the City of Calgary defined a CA as “an organization of people living within a geographical area which is recognized by the Federation of Calgary Communities,” (Townshend, 1992, p. 43). Figure 2 is an example of four communities, Eagle Ridge, Chinook Park, Kelvin Grove, and Kingsland that are represented by two separate CAs. Chinook Park CA was established in 1961 and in 1971, amalgamated with the communities of Kelvin Grove, and Eagle Ridge to form the CKE CA (CKE, 2023). Comparatively, Kingsland, which was developed around the same time and is equivalent in size to Chinook Park and Kelvin Grove combined, operates as an independent CA. Similar to CKE, Panorama Hills is part of the Northern Hills CA, a CA that comprises of five communities with a combined population that is greater than 57,000 (The City of Calgary, 2023d), whereas Southwood is independent, similar to Kingsland.

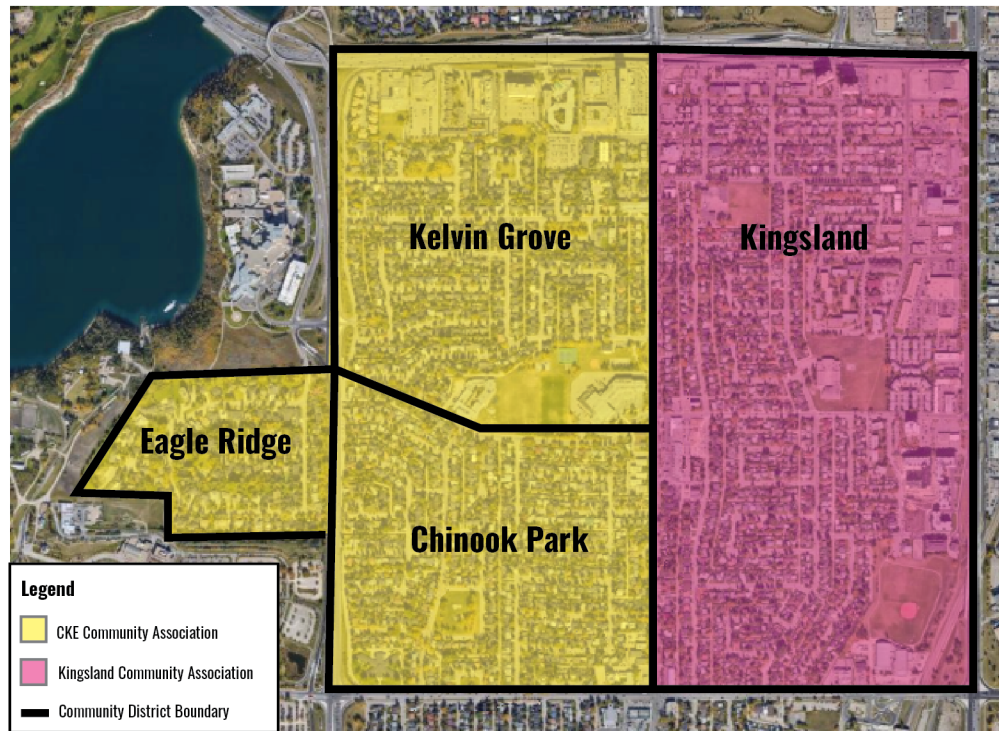


Figure 2: Example of community boundary versus community association boundary (Google, 2023).

There is limited literature explaining why some CAs comprise of two or more communities, while others operate independently. Amalgamating CAs is not a common practice because it is very cumbersome and involves the participation of community members, City of Calgary, Federation of Calgary Communities, as well as legal teams (Societies Act, 2000).

Closing Remarks

The main difference between community and CAs is a community represents “the spatial component of local communities, [while] the concept of the community association area emphasizes the organizational or human nature of local communities,” (Townshend, 1992, p. 44). The geographic size, population, and density per square kilometre are useful metrics to portray the number of people a CA is expected to represent relative to the size of their community. It provides context that the roles and responsibilities each CA will differ

based on their age, location, population, and overall size, as well as the volunteers making up their board of directors.

The perceptions and the purposes of CAs vary throughout the city. Some are recognized as organizations that support community connectedness by offering programs and hosting events, while others are seen for the positions they take on proposed planning projects (Conger et al., 2016). The evolution of CAs will be discussed in the upcoming sections.

1.3 History of Community Associations

The City of Calgary views community associations as organizations that are “vital in creating and sustaining communities throughout the city,” (The City of Calgary, 2021). In 2015, the FCC explained that it was:

“estimated that 20,660 community association volunteers annually contribute 2.4 million hours of public service, which has an equivalent monetary value of over \$28 million. These volunteers operate, manage and maintain facilities and amenities with a value of more than \$200 million,”

(Federation of Calgary Communities, 2015, p. 3).

Having been a part of Calgary's city fabric for over one hundred years, CAs have a rich history of bringing people together and representing community needs. Their general mission is to improve the quality of life in neighbourhoods within a specific geographic region (Federation of Calgary Communities, 2015). CAs are volunteer run, not-for-profit organizations where they may manage facilities (i.e. community halls or ice rinks), provide and organize programs and events, advocate for community members, and/or act as the local planning advisory (Conger et al., 2016; Davies & Townshend, 1994; The City of Calgary, 2021; Townshend, 1992).

In Ivan Townshend's thesis '*Calgary Community Associations: Social and Functional Differentiation*,' he provides a historical overview of the evolution of CAs. Much of his review focuses on the establishment of CAs in England and North America although there is uncertainty as to whether the ideological movements of CAs that occurred in England influenced the establishment of CAs in Calgary (Townshend, 1992). There exist some similarities, however, they have not been proven, only speculated. Townshend believes that the development of CAs can be broken down into two phases:

"The first phase is represented by the development of Ratepayers Associations and Community Clubs, which were essentially precursors to the community association and community centre movement in Calgary. The second phase is represented by the adoption, diffusion, and institutionalization of Community Associations and Community Centres," (Townshend, 1992, p. 49).

There is a debate regarding which CAs were the first to be established. Some believe that the first CA was established in 1908 and comprised of two inner city communities: Bridgeland and Riverside (Conger et al., 2016; Davies & Townshend, 1994; Townshend, 1992). While others have argued that Scarboro was the first neighbourhood group that classified themselves as a CA, however, there is no literature to support this claim (Townshend, 1992).

In 1924, the *Alberta Societies Act* was adopted and officially came into force in 1928 (Conger et al., 2016). The *Act* allowed CAs to be formally recognized as not-for-profit organizations and enforced each organization to develop and adopt constitutions and bylaws (Davies & Townshend, 1994). Following World War II, Calgary began to experience substantial suburbanization, which coincided with the addition of CAs. Between the post-war era and the 1970s, more than eighty CAs were formed and registered through the *Societies Act* (Conger et al., 2016; Davies & Townshend, 1994).

This incredible growth in community focused organizations was recognized by the City of Calgary. The City acknowledged the value and need to develop stronger linkages between them and each CA. To bolster these relationships, the Federation of Calgary Communities (FCC) was formed in 1961 (Townshend, 1992). The purpose of the FCC is to act as a member base for CAs while providing services related to organizational development, financial management, and community planning (Conger et al., 2016; Federation of Calgary Communities, 2015).

Since the 1960s, there has been an ideological shift from CAs acting as an organization solely providing recreational and social needs to one responding to land use conflict or protection against redevelopment (Stroick, 1994; Townshend, 1992). This shift continued to evolve towards the end of the twentieth century as established communities began to experience further growth through redevelopment on brownfield sites. Townshend explains that:

“by the late 1960s and early 1970s, locality-based community organizations had entered a third phase in their ideological development. This was an ideology emphasizing maximum resident participation in the community development and planning process,” (Townshend, 1992, p. 21).

Throughout this time inner-city⁶ communities began to experience growth like the construction of apartment complexes and/or expansions to transportation systems. Harold Stanley's 1985 thesis *“An evaluation of citizen participation in the planning process in Hillhurst-Sunnyside,”* documents this ideological shift which discusses how an inner-city

⁶ Inner city communities are typically those neighbourhoods that are near the downtown core. There is a debate to what parameters constitutes the boundaries. Some believe the south boundary is Glenmore Trail while others may argue it is Anderson Road. The east boundary is thought to be Deerfoot Trail. To the north is along 24th Ave and to the west it is along Sarcee Trail. The MDP recognizes the inner-city as being those communities that are located north of Glenmore Trail, west of Deerfoot Trail, south along 24th Ave, and east of Sarcee Trail (The City of Calgary, 2021).

CA, Hillhurst-Sunnyside, experienced significant pressures from the City regarding the expansion of the transportation system (Stanley, 1985). Community members expressed their frustration regarding the limited community engagement from the City and support from the CA. This resulted in the affected members essentially overtaking the CA to push their own agendas related to this project (Stanley, 1985). The pressures that were felt internally led the CAs planning committee completing a rigorous engagement program where they developed surveys, hosted open houses, as well as town halls (Stanley, 1985). This dedication and persistence resulted in the City abandoning the project.

This is an extreme example of a volunteer organization coming together to push back on the pressures felt by the City, but it highlights the passion that Calgarians have in protecting their communities. The approach that Hillhurst-Sunnyside took can be critiqued in that they were forceful and disrespectful to professional planners and engineers, however, when the characteristics of your community are at stake of being eliminated, pushback can be justified by those who feel this way.

Townshend argues in the 1980s land use planning and development concerns were not given the highest priority because planning agencies were required to consult with community groups, allowing for CAs to have time to develop responses (Townshend, 1992, p. 65). As development pressures escalated towards the later decades of the twentieth century, CAs saw community members becoming more vocal towards proposed planning projects. Throughout the 1990s it was not uncommon to find several newspaper articles attesting to local CAs being active in defending their community values by using their position to lobby proposed changes (Townshend, 1992). This interest in the implications of planning continue to be a 'hot topic'. As established communities experience the pressures that come with redevelopment, many CAs continue to express their frustrations and dissatisfaction towards engagement on projects related to the planning process. There is a debate towards who should lead and manage city sanctioned

engagement: the City or consulting firms. For instance, on large scale redevelopment projects some believe the City should lead engagement while others would prefer engagement be conducted by consulting firms (White, 2017).

Development pressure continue to be placed on communities throughout Calgary. To respond, CAs continue to place pressure on the City to conduct meaningful engagement where their concerns and observations are taken into consideration to help influence decisions (White, 2019). Planning committees want to affect change to ensure that the development is reflective of the characteristics currently existing in the community and the views of their community members.

1.4 The Actors in Engagement on Planning and Development Projects

City planning is supported by statutory planning documents that are developed through engagement programs involving the City, CAs, community members, and key stakeholders. The policies from these documents guide what a development must be or can become. This section will explore the roles of the five key actors that are recognized throughout this process: community associations, community members, The City of Calgary, the Subdivision and Development Appeal Board (SDAB), and the applicant.

1.4.1 Community Associations

There are over 150 community associations in Calgary. They are intricate not-for-profit, volunteer run organizations and no two are alike. To operate as a not-for-profit, each CA is mandated by the *Alberta Society Act (the Act)* and must be a registered society recognized by the Province of Alberta. *The Act* provides guidance and requires each organization to establish a constitution or bylaw that will provide further guidance. The bylaws for a CA should include rules related to the required number and composition of the board of directors, how quorum is established, procedures for advertising and running

meetings, and membership requirements (Alberta Government, 2011; Societies Act, 2000). Each CA comprises of a board of directors, which must include officers and directors. The officers of the organization form the executive committee, which are the president, vice president, secretary, and treasurer, all of which are specified by *the Act* (Alberta Government, 2011). Although *The Act* requires a board to establish an executive committee, there has and continues to be boards that operate with vacant executive positions. The exact number of board positions required is usually outlined in the CAs bylaws (Alberta Government, 2011; Societies Act, 2000). For instance, the Southwood CA bylaws require the board of directors comprise of eight-members; five people filling executive positions and three acting as directors (The Southwood Community Association Bylaws, 2010).

The composition of the board of directors will vary between each CA. The positions tend to focus on programming, planning, traffic, building maintenance, and at large members. The position of a director role can become what an interested volunteer wants it to be. For instance, the WillowRidge CA has director positions for strategy, communications, human resources, social, and funding (WillowRidge CA, 2023). Whereas the Mount Pleasant CA has director positions for planning and development, swimming pool, green initiatives, and engagement, to name a few (Mount Pleasant Community Association, 2023).

A director board member who manages a demanding portfolio is strongly encouraged to establish a committee, like a planning committee (Federation of Calgary Communities & The City of Calgary, 2008). The role of a committee member differs from that of a board member in that they cannot vote on motions during the monthly board meetings, and they are not required to attend each of the board meetings. The responsibilities of a committee member are usually outlined in the committees' terms of reference (TOR).

Conger et al. have identified three key roles CAs play: “1) provider of local amenities; 2) local planning advisor, and 3) neighbourhood advocate,” (Conger et al., 2016, p. 5). The jobs that relate to the role of ‘provider of local amenities’ includes, but is not limited to, operating and managing community facilities (i.e. community hall or tennis courts), and being a landlord (Conger et al., 2016). The jobs that relate to the role of ‘neighbourhood advocate’ include, but is not limited to, building and maintaining relationships with their ward councillor, the City of Calgary, community members, local Business Improvement Areas and neighbouring CAs; providing social and recreational programs; and being an advocate for their community (Conger et al., 2016; Townshend, 1992). The jobs that relate to the role of ‘local planning advisor’ will be expanded on in the following sub-section – Planning Committee. Apart from the CAs who have paid staff, these jobs or roles are realized by the volunteers acting on the board of directors and committee members, of which are jobs that are done above the responsibilities related to their position or portfolio.

Planning Committee

CAs are recognized by the City of Calgary as stakeholders in planning and engagement processes (Engage! Policy CS009, 2016). Stakeholders have several ways they can become involved in engagement on planning projects. This includes, but is not limited to, being circulated and commenting on implementation planning applications, presenting at public hearings, or becoming involved in the development of statutory plans like the local area plan.

Planning committees are recognized as a standing committee authorized by the board of directors. Their intended role is to make contributions to the planning process by “providing input on local community needs, context and character, and by raising awareness around local planning issues and opportunities,” (Federation of Calgary

Communities, 2017, p. 12). Recognized as the official voice and planning advisor of the community, they have the power to influence land use decisions, although they have no authority on decision-making (Conger et al., 2016). All decisions on planning and development are made by the Development Authority or City of Calgary Council.

A successful planning committee will comprise of six to twelve people of whom should represent different areas of the community, have historical knowledge of past development, includes a variety of individuals representing different age brackets or ethnicities, long-time residents or newcomers, and individuals with knowledge on planning and development (Federation of Calgary Communities, 2008, 2017). It is thought that having a diverse committee can best represent the needs, wants, and desires of the greater community. The members of the planning committee should have a strong understanding of the statutory and non-statutory plans that affect their community as well as understanding how the land use bylaw functions.

To support planning committees and better understand their responsibilities during the planning process, the FCC has developed a guide related to the planning process. The first edition was released in 1994 and has been updated seven times, with the most current edition updated in 2022. The earlier editions of these guides provided detailed information regarding the various actors involved in the planning process; however, this information has since been redacted in the most recent editions (Federation of Calgary Communities et al., 2017; Federation of Calgary Communities & The City of Calgary, 2008, 2022). The '*Planning Committee Guide*,' was developed in 2013, and subsequently updated in 2017 (Federation of Calgary Communities, 2017). This guide expands on the details that were outlined in the earliest editions of the guides to the planning process, although specific details regarding roles and responsibilities of all actors have been redacted. The responsibilities the FCC identified in 2008 and 2017 will or may include:

- Monitoring the planning and development of the community.

- Responding to planning application circulations from The City (and sometimes the pre-application requests from developers) in a timely manner to respect the City's deadlines.
- Responding to planning and development issues which may arise in the community in general.
- Providing advice, background information, community context, and community issues and concerns to the City of Calgary.
- Acting as a vehicle for community improvement and voice for the community by recognizing the needs of their community members, neighbours that are directly impacted and more broadly, all of Calgary.
- Advocating for planning activities within their community.
- Attracting desirable development to the community.
- Developing development guidelines or principles to allow for consistency when providing comment.
- Representing the CA through City-led engagement or presenting at public hearings.
- Hosting monthly meetings to review the planning portfolio.
- Providing content for community newsletters or social media postings.
(Federation of Calgary Communities et al., 2017, p. 48; Federation of Calgary Communities & The City of Calgary, 2008, p. 48).

This is an exhaustive list, especially for a group of volunteers managing one of the many portfolios a CA board has.

The examples presented at the outset of this chapter illustrate the pressures and challenges a CA planning committee can experience. Conger et al. have identified shortcomings that are inherent to the planning advisor role. Outsiders may perceive them

to be NIMBY's⁷, where they are intent on preventing new development and only become involved when there is something at stake (Conger et al., 2016, p. 9). Whereas internally, they struggle with being undervalued and ignored when participating in engagement opportunities, although they are sharing information that is based on local knowledge and expertise (Conger et al., 2016, p. 9). These pressures and challenges are compounded by the perceived role and responsibilities of the planning committee.

1.4.2 Community Members

Community members comprise of those that live, work, and play within a community. They are experts of the area and are responsible for remaining active in their community by paying attention to advertisements and information shared by their CA. The role of the community member differs slightly from the CA in that they will take a position on the project and express their emotions towards an application. Many proponents of engagement have identified the importance of including public perspective in the planning process as their opinions and the information they provide can positively affect change (Chambers, 2011; Klaszus & Appel, 2021; Richards & Dalbey, 2006; Saxena, 2011).

Citizens and neighbouring properties can choose to engage on all planning projects, independent from their CA (Federation of Calgary Communities, 2008). For LUA applications, they can provide comments or attend public hearings and for development permit applications they can provide comments (Federation of Calgary Communities, 2008). On City-led planning projects, such as the development of LAPs, community members are offered several avenues to provide comment, whether through responding to surveys or feedback booklets, attending open houses, presenting at a public hearing, or applying to be a member of a working group. How they become involved is at their

⁷ NIMBY is an acronym for **Not In My BackYard**

discretion, while when they can become involved is determined by the schedule and timelines set by the City.

1.4.3. City of Calgary

The City of Calgary comprises several business units that play varying roles throughout the planning process. These roles, which will be described below, include city administration, development authority, Calgary Planning Commission (CPC), Infrastructure and Planning Committee (IPC) and city council.

City Administration

City administration includes, but is not limited to, urban planners, engineers, technicians, engage specialists, and support staff (Federation of Calgary Communities, 2017). For planning, administration is recognized as the experts who provide recommendations and guidance on projects or applications to the development authority, CPC, or council. Planning is a complex topic, and this is evident based on the number of teams related to planning that are part of the City. A few of the teams include those that focus on permitting, transportation, growth strategy, downtown strategy, and urban design (The City of Calgary, 2022h).

The group that manages the approvals process is the Development Application Review Team⁸ (DART) (Federation of Calgary Communities, 2022). Members of the DART are divided into two geographical teams (north and south) and include community planning, utility engineering, mobility engineering, and approvals coordination (The City of Calgary, 2022h). The planner acts as the file manager where their role is to review, manage, engage⁹, and present on behalf of the application. The planner can also act as

⁸ The Development Application Review Team (DART) was previously known as Corporate Planning Applications Group (CPAG).

⁹ The type of engagement a DART member completes is informing through notifications and consulting through comment forms related to applications.

the lead for the Local Area Plan process. Each DART member will have broad knowledge of the requirements for the departments they represent, thus, the community planners must be knowledgeable on the statutory and non-statutory plans and land use bylaw related to the planning process (The Federation of Calgary Communities et al., 2017).

Development Authority

Division 3: Planning Authorities of the *Municipal Government Act (MGA)* states that “a council must, by bylaw, provide for [...] a development authority to exercise development powers and perform duties on behalf of the municipality,” (Alberta Government, 2022, p. 394). The development authority (DA) is appointed by council (The Federation of Calgary Communities et al., 2017). Their role is to make decisions on most development permit applications, however, those that are more complex, the CPC becomes the authority (Federation of Calgary Communities, 2008). The DA will base their decisions on the recommendations provided by the DART.

Calgary Planning Commission

The Calgary Planning Commission (CPC) is “a committee appointed annually by City Council to act as the Subdivision Authority on all subdivision matters, to make recommendations to City Council on land use planning matters in The City of Calgary, and to act as Development Authority on some applications” (The Federation of Calgary Communities et al., 2017, p. 48). The CPC comprises of the directors of community planning and transportation infrastructure, two ward councillors, and six citizen members (The City of Calgary, 2023b). Citizen members include a combination of community experts (i.e. urban planners, architects, and developers) and community members. Citizen members who have a professional interest in an application must recuse themselves from the meeting so as not to influence the remaining commissioners.

The CPC will provide recommendations to council on LUA applications, area structure plans, and street and lane closures (The City of Calgary, 2023e). They also act as the DA for complex development permit applications, such as multi-residential buildings or projects deemed by administration to have a major impact, and as subdivision authority (Federation of Calgary Communities et al., 2017, p. 017; The City of Calgary, 2023e). The CPC meet bi-weekly, and their meetings are open to the public, however, only city administration and the applicant are provided can present. Comments from the affected CA are included in the CPC review package and can be used to influence the commission's recommendations to council.

Infrastructure and Planning Committee

The Infrastructure and Planning Committee (IPC) is a standing policy committee (SPC) comprising of seven ward councillors where they are mandated on planning (including transportation), development, infrastructure (including transportation), and oversight of involvement on property transactions (Being a Bylaw of The City of Calgary to Regulate Meetings of Council and Its Committees, 2017). As a SPC, they have authority to make final decisions within their mandate, incorporate policies, and make new or revised policy recommendations to Council (Being a Bylaw of The City of Calgary to Regulate Meetings of Council and Its Committees, 2017). Planning projects, like LAPs, are presented before the IPC prior to going before council. All SPC meetings are public hearings, thus CAs and community members can participate (The Federation of Calgary Communities et al., 2017).

City Council

City Council is the governing body for the City of Calgary where their roles and responsibilities are governed by the *Municipal Government Act* (The City of Calgary, 2023g). Council comprises of fifteen members: fourteen ward councillors and a mayor. They are the approving authority for all applications that require the creation of or an amendment to a bylaw (Municipal Government Act, 2000). Each councillor is provided one vote in the decision-making process and the result of their vote is binding. As mandated by the *MGA*, a public hearing before council must take place on all bylaw related applications¹⁰ (Municipal Government Act, 2000). CAs are encouraged to maintain positive working relationships with their ward councillor.

1.4.4 Subdivision and Development Appeal Board

The Subdivision and Development Appeal Board (SDAB) is a quasi-judicial board that is established by the *MGA* and acts independently from the City (Federation of Calgary Communities & The City of Calgary, 2022; Municipal Government Act, 2000). The City appoints the SDAB, which must consist of a minimum of twelve to a maximum of seventeen citizen members and one ward councillor, and may appoint a maximum of seven supernumerary members (Federation of Calgary Communities & The City of Calgary, 2022).

Subdivision and development permit applications that have received a decision by the development authority or CPC can be appealed. Appeals can occur in two manners. An applicant who receives a refusal for a subdivision or development permit application can appeal that decision where the SDAB can overturn the development authority's decision to an approval. Community members can choose to appeal a subdivision or

¹⁰ This includes statutory plans, land use amendments, and land use bylaw amendments.

development permit application that has been approved and the SDAB can overturn the development authority's approval to a refusal.

1.4.5 Applicants

The applicant is the individual or group that formally files a development application (i.e. land use amendment, development permit, subdivisions, or outline plans) (Federation of Calgary Communities et al., 2017). They can be the landowner(s) or a consultant representing the landowner(s). There are no set rules to determine the credentials of an applicant, nor do they have to be a professional related to planning and development. All development applications are submitted at the discretion of the applicant. They have a right to develop their land within the physical constraints and policy limitations set by the City (Federation of Calgary Communities et al., 2017).

Applicants are strongly encouraged to follow any policies from statutory plans and parameters set out in the land use bylaw. Should they identify challenges that forces the proposed application into non-conformance, they can seek a modification to the land use district or a relaxation to the bylaw parameters. "The courts and common law tradition guarantee that [applicants] will be treated fairly and consistently, that the applications will be judged in relation to existing policies, and that decisions are based on planning principles and approved planning documents," (Federation of Calgary Communities & The City of Calgary, 2008, p. 38). The City encourages applicants to engage with CAs or affected neighbours; however, they are not legislatively required to do so. Applicants that complete engagement, especially on major developments, have more credence in the approval process, as was experienced with the LUA application that was described in Example 2.

1.4.6 Closing Remarks

The descriptions above provide a brief overview of the roles each of the main actors play throughout the planning process. The timing as to when the actors come into the picture depends on which stage of the planning process the project is in. For development applications, city administration and applicants will be involved for the length of time it takes for a decision to be made, whereas CAs will become involved whether through applicant-led engagement or when they are circulated on the application. The CPC, IPC, Council, and the SDAB become more involved once recommendations or decisions have been made. What is evident through these descriptions is the pressure CA planning committees have. They need to ensure their community members are aware of the projects, develop and maintain positive relationships with applicants, city administration, and council. As described in Section 1.2.2, there are some CAs that represent over 50,000 people, while others may only represent 750 people. They are also encouraged to provide comment upon reviewing information they are circulated on yet there is uncertainty towards the level of authority they should have when they are affected by projects within their community. The amount of responsibility a CA has is significant and there is concern as to whether this dedication is recognized and appreciated. It is assumed that CAs have a responsibility to keep their community members abreast of the projects occurring within their boundaries, ensure there are opportunities to participate in community engagement initiatives, and represent their residents. The data that will be discussed in Chapter 6 will provide further context to this viewpoint.

1.5 Upcoming Chapters

The research for this work began in 2020 and took three years to complete. The data, which was collected through an interview selection form (survey) and semi-structured interviews, reflects what fourteen CAs throughout Calgary have and are experiencing regarding engagement on planning and development projects within their communities. This work is from the perspective of the participant where the intent is to provide CAs with a voice that is sometimes heard but often not explored. It was expected that the information provided by the participating CAs could be controversial as they were provided an avenue to air their frustrations towards processes hosted by the City.

The work has been divided into seven chapters. Chapter 1 provided an overview of CAs, and the actors involved in the planning process. Chapters 2 and 3 will provide an overview of planning and engagement in Calgary. Chapter 4 includes a literature review that discusses the benefits and constraints of community engagement while also profiling three engagement frameworks introduced by proponents of public participation. Chapter 5 provides a breakdown of the methodology that was applied to collect the data. Chapter 6 presents the data and includes a discussion. Finally, Chapter 7 will present the conclusion and recommendations that recognize where changes are needed to improve the lines of communication between all actors of planning and development as this gives projects a higher probability of obtaining consensus and buy-in.

A statutory planning document can dictate what a development can become, and a development has a life expectancy of at least 75 years. It is imperative that these changes fit within the context of the community it is proposed so that both it and the community can flourish for the generations to come. All of this can be achieved through effective and meaningful engagement between the decision-maker and invested citizens.

Chapter 2 – Planning in Calgary

Calgary was first established in 1875, and much of its development growth can be connected to the boom and bust economic cycles it experienced as a result of the oil industry (Townshend, 1992). The Leduc oil discovery in 1947 saw many people immigrate to the area and this resulted in growth occurring in and around the established downtown core (Foran, 2009). To supplement the demand of people moving to the city resulted in suburbanization, a process that was “directed, monitored, and executed through the interplay between Calgary’s municipal authorities and the land developers,” (Foran, 2009, p. 5). The introduction and growth of CAs can be connected to Calgary’s growth.

This chapter will provide a historical overview of the relationship between community engagement and planning in Canada and Alberta. Following this will be a discussion on the existing provincial legislation that guides planning in Calgary. The purpose of this information is to describe the planning process and how engagement became an important component of this process. Chapter 3 will focus on engagement in Calgary and connections will be made between the two chapters.

2.0 Public Participation and Planning in Canada

Land use planning across Canada was gradually institutionalized following the second world war (Gordon & Hulchanski, 1985). The societal effects that occurred throughout the 1960s, primarily citizens taking a stance on government processes, was felt across Canada and there is evidence that these effects resulted in fundamental changes occurring in urban renewal and public participation (Fillion, 1988; Grant & Gregory, 2016). During this time, “urban renewal became the source of increasingly bitter confrontations between residents clinging to neighbourhoods and city administrations implementing federally financed renewal schemes,” (Fillion, 1988, p. 16). A result of these occurrences

was the development of the Housing Task Force, which led to the emergence of the Neighbourhood Improvement Program (NIP) (Fillion, 1988; Lyon & Newman, 1986).

In 1971, the Canadian government established the Ministry of State for Urban Affairs whose purpose was to “undertake planning and policy-making and to co-ordinate the urban-oriented initiatives of the federal government,” (Lyon & Newman, 1986, p. 3). The NIP, which was implemented between 1974 and 1983, was designed to involve the federal government in local urban affairs, while relying on financial contributions from all three levels of government (federal, provincial, municipal) (Fillion, 1988; Lyon & Newman, 1986). The program was designed to deter municipalities from demolishing well-built houses, building high-density developments on renewal sites, and adopting rigid planning procedures (Fillion, 1988, p. 17). The program was legislatively required to involve citizens in the preparation of policy plans. Federal funding was annually allocated to the relevant province, who were responsible for distributing the funding to the municipalities that were designated under the NIP (Lyon & Newman, 1986). From there, the municipalities selected the NIP neighbourhoods and they would manage the planning and budget for the projects in the areas (Lyon & Newman, 1986).

To implement the urban reform, programs such as the new housing and urban assistance program were created. A priority of this was the development of a community assistance program where the objectives and priorities were to:

- 1) “Undertake residential and neighbourhood conservation and stabilization.
- 2) Enable local residents to have more control and choice over the future of their communities.
- 3) Improve services to assist residents to adapt to change.
- 4) Break the cycle of events contributing to deterioration.
- 5) Promote new municipal approaches to community planning.

- 6) Promote historical conservation, and enhancement of sociocultural diversity in central cities," (Lyon & Newman, 1986, p. 4).

Municipalities and residents held the greatest responsibility to plan and implement the needed projects, all of which were to be completed within four years without the support of federal guidelines (Fillion, 1988; Lyon & Newman, 1986). Issues that were experienced by municipalities included the extent of co-ordinating interdepartmental action and citizen participation, which varied from minimal to extensive (Lyon & Newman, 1986). The NIP ended in 1983 once the final financial claims were filed with the Central Mortgage and Housing Corporation (CMHC), which supported programs in 479 areas in 317 municipalities (Fillion, 1988, p. 18). Assessments on the NIP resulted in mixed findings. The program did result in physical improvements and additions to community facilities in the participating neighbourhoods, however, what is not evident is whether the program assisted residents in assuming control over their changing environment through engagement opportunities (Lyon & Newman, 1986, p. 50).

2.1 Public Participation and Planning in Alberta

Land use planning in Alberta has been evolving since the early 1900s. The department of Municipal Affairs was created in 1911 and came into affect in the early part of 1912 (Government of Alberta, 2023). A provincial planning act was first adopted in 1913, although the *Town Planning Act* was officially adopted in 1929 (Gordon & Hulchanski, 1985; *History of Planning Legislation in Alberta*, n.d.). Amendments that occurred in 1950 and the adoption of the *Planning Act* of 1963 resulted in all local plans conforming to the applicable regional plan (*History of Planning Legislation in Alberta*, n.d.). In 1967, the *Municipal Government Act (MGA)* was the result of consolidated municipal legislation and remains the governing legislation for municipalities (Government of Alberta, 2023). Since 1945, the province has been recognized as one of the fastest growing regions in Canada

and these growth pressures resulted in many challenges related to land use and infrastructure planning (Gordon & Hulchanski, 1985).

The *Planning Act* gave municipalities authority to adopt municipal plans and land use bylaws, and establish planning commissions (Gordon & Hulchanski, 1985). This led to the creation of hierarchical planning authorities (Elder, 1979). The purpose of the 1977 *Planning Act* was to

“achieve the orderly, economical and beneficial development and use of land and patterns of human settlement, and maintain and improve the quality of physical environment within which patterns of human settlement are situated in Alberta, without infringing on the rights of individuals except to the extent that is necessary for the greater public interest,” (The Planning Act 1977, 1977).

It aimed for a “reconciliation of the often conflicting interests of an owner of land and the interest of the public,” (Gordon & Hulchanski, 1985, p. 12). Municipalities greater than 1,000 were required to adopt a land use bylaw that would prohibit, regulate and control the development that can occur on a property (Elder, 1979). Procedures, like decisions on discretionary development permits and public hearings, were implemented to provide the public with more opportunities to become involved in the decision-making process (Elder, 1979; Gordon & Hulchanski, 1985). In 1995, the *Planning Act* was incorporated into the *MGA* (Prince et al., 2017).

The implementation of procedures encouraging public participation resulted in much criticism towards lengthening the time it could take for an approval to be made (Elder, 1979). There was further criticism from the municipalities that community groups reacted to planning projects by becoming defensive and taking the opposition, while these community groups found the participatory opportunities were tokenistic (Elder, 1979). Gordon and Hulchanski note that throughout the 1980s, land use planning in Alberta was

viewed as a technocratic activity that saw limited public involvement (Gordon & Hulchanski, 1985, p. 34). As discussed in Chapter 1, pressures for public participation on planning projects in Calgary became more evident in the 1990s.

Requirements for public participation policies are now governed by the *MGA*, which was amended in 2017 to require municipalities to develop public participation policies. The approach that each municipality has taken on applying this legislative framework varies across the province. Some municipalities continue to fulfill the requirements of involving citizens on development approvals and long-range planning documents (i.e. public hearings), while others have seen increases in the levels and types of engagement occurring due to interests from citizen demands, elected representatives, and city administration (Schalk, 2014, p. 4). Chapter 3 will examine public participation policies and the approach that the City of Calgary takes to introduce community engagement on planning projects.

2.2 The Municipal Government Act

The responsibility of a municipality is to provide services and infrastructure that support in its ability to grow and evolve (Alberta Association of Municipal Districts and Counties et al., 2017). They have a duty to their citizens to ensure their day-to-day needs are met. To foster its success, municipalities are guided by policies outlined in the *MGA*¹¹. The *MGA* is legislation that empowers municipalities to shape their communities and it regulates how municipalities are funded and how, as local governments, they should govern and plan for growth, (Municipal Government Act, 2000). It is recognized as the second-largest piece of legislation in the Province of Alberta, governing over 350 municipalities (City of

¹¹ The *MGA* has had several amendments. The enactments have come into force retroactively, thus the version that is being used for this research may not have occurred exactly at the dates displayed (CanLII, 2023). The version that has been referenced in this work is dated April 1, 2022 and was published by Alberta King's Printer (Municipal Government Act, 2000).

Edmonton, 2023). It is divided into 18 Parts focusing on governance and administration, assessment and taxation, and planning and development. As a legislative statute it affects everyone throughout the Province, from the private sector to each ministry within the Government of Alberta (Government of Alberta, 2023). For the purpose of this research, policies from three parts of the *MGA* are summarized: Part 1: Purposes, Power, and Capacity of Municipalities; Part 7: Public Participation; and Part 17: Planning and Development.

2.2.1 Part 1: Purposes, Power, and Capacity of Municipalities

Part 1 of the *MGA* provides clarification on the roles and responsibilities of municipalities through the identification of their purposes, powers, and capacity. Section 3 states:

“The purposes of a municipality are:

(a) To provide good government;

(a.1) to foster the well-being of the environment;

(a.2) to foster the economic development of the municipality;

(b) to provide services, facilities, or other things that, in the opinion of council, are necessary or desirable for all or a part of the municipality; and¹²,

(c) to develop and maintain safe and viable communities”

(Municipal Government Act, 2000, p. 39).

Each municipality in Alberta is unique and their purposes will differ. They have all evolved based on the policies that direct them, as well as by the citizens and stakeholders who become involved in engagement opportunities or as volunteers for organizations like CAs.

¹² Section 3(d) of Municipal purposes was not included as it does not apply to this research.

2.2.2 Part 7: Public Participation

Part 7 of the *MGA* provides direction on the development of a public participation policy, meeting with the public, public hearings, and petitions (Municipal Government Act, 2000). Sections 216.1: Public Participation Policy, and 216.4: Public Hearings will be highlighted here as these policies reflect when citizens are legally entitled to be part of the decision-making process.

Public Participation Policy

Section 216.1 in Part 7 of the *MGA* came into affect on October 28, 2017 (Alberta Association of Municipal Districts and Counties et al., 2017). This section requires that “every council of a municipality must establish a public participation policy for the municipality,” (Municipal Government Act, 2000, p. 134). From the time the legislation came into force, municipalities were given nine months to develop and establish their own public participation policy, which was to be approved by the Ministry of Municipal Affairs (Alberta Association of Municipal Districts and Counties et al., 2017). Section 216.7 is quite vague as this allows each municipality to develop a public participation policy that best reflect their diverse needs (Alberta Association of Municipal Districts and Counties et al., 2017). The Implementation Fact Sheet developed by the Ministry of Municipal Affairs provides an overview that states “the new requirements clarify how each municipality approaches public engagement and will provide stakeholders with an understanding on when and how they will be engaged,” (Alberta Municipal Affairs, 2017b, p. 1). Municipalities control when engagement occurs and what levels they deem necessary based on the overall impact a project has. Citizens and CAs are only viewed as stakeholders where their level of involvement is predetermined prior to the engagement program occurring.

Public Hearings

Section 216.4 identifies when public hearings are to be held and the information municipalities must make available to the public. This section of the *MGA* outlines the legal opportunity citizens have during the decision-making process on city building. Section 216.4 states:

- 1) When this or another enactment requires council to hold a public hearing on a proposed bylaw or resolution, the public hearing must be held, unless another enactment specifies otherwise,
 - (a) Before second reading of the bylaw, or
 - (b) Before council votes on the resolution.
- 2) When this or another enactment requires a public hearing to be held on a proposed bylaw or enactment, council must:
 - (a) give notice of the public hearing in accordance to section 606¹³.
 - (b) conduct the public hearing during a regular or special council meeting.
- 3) A council may, by bylaw, establish procedures for public hearings.
- 4) In the public hearing, council
 - (a) Must hear any person, group of persons or person representing them who claims to be affected by the proposed bylaw or resolution and who has complied with the procedures outlined by the council, and

¹³ Section 606 refers to requirements of advertising. This rule is discussed in section 2.3.7.

(b) May hear any other person who wishes to make representations and who the council agrees to hear. (Municipal Government Act, 2000, p. 135).

The section provides clarification as to when citizens can vocalize their support or opposition on a proposed project whether on public or private land. For planning projects, public hearings must take place when council is adopting a new or updated bylaw such as a local area plan or land use amendments and during SPC meetings. Development permit applications do not result in bylaw amendments; therefore, they do not have a legal requirement to engage with the public.

2.2.3 Part 17: Planning and Development

Part 17 of the *MGA* provides authority for municipal planning, subdivision and development towards the adoption of statutory plans and land use bylaws to support in planning decisions (Alberta Municipal Affairs, 2002). Section 617 identifies the purpose of Part 17 as:

“The purpose of this Part and the regulations and bylaws under this Part is to provide means whereby plans and related matters may be prepared and adopted:

- a) To achieve the orderly, economical, and beneficial development, use of land and patterns of human settlement, and
- b) To maintain and improve the quality of the physical environment within which patterns of human settlement are situated in Alberta.

Without infringing on the rights of individuals for any public interest except to the extent that is necessary for the overall greater public interest,” (Municipal Government Act, 2000, p. 389).

Development, as described in the *MGA*, includes altering land for the purpose of excavation, stockpiling, building, adding, replacing, or repairing a building, changing the use, and changing the intensity of use (Municipal Government Act, 2000). An area that has been classified as a redevelopment area is an area of land that requires an area redevelopment plan or a local area plan (Municipal Government Act, 2000).

Division 3: Planning Authorities

Section 623(b) of the *MGA* requires a council to provide “a development authority to exercise powers and duties on behalf of the municipality,” (Municipal Government Act, 2000, p. 394). Municipalities that establish a municipal planning commission choose to “delegate, by agreement, any of its subdivision authority or development authority powers, duties or functions to (a) a municipal planning commission,” (Municipal Government Act, 2000, p. 395). The role of the development authority is discussed in Chapter 1 under Section 1.5.3.

Division 4: Statutory Plans

Sections 631 through 638 identify the legislative framework that guide municipalities in the creation of statutory planning policy plans. Municipalities must adopt a Municipal Development Plan, as well as develop an Intermunicipal Development Plan with adjacent municipalities. Each municipality may develop and adopt Area Structure Plans and Area Redevelopment Plans¹⁴, although they are not required to apply the policies. The “policies

¹⁴ Local Area Plans act as Area Redevelopment Plans – this is a new approach the City of Calgary is taking on developing long-range redevelopment plans.

are put into operation by municipally appointed subdivision and development authorities which are responsible for receiving and deciding on subdivision and development permit applications,” (Alberta Municipal Affairs, 2002, p. 2). Figure 3 explains the purpose and hierarchy of these plans in relation to provincial plans.

Division 5: Land Use

Division 5 of Part 17 provides framework relating to land use such as the requirement of adopting a land use bylaw. Section 640 (1) states that each municipality must pass a land use bylaw where the bylaw may:

- “prohibit or regulate and control the use and development of land and buildings in a municipality, including, without limitation, by
- (a) imposing design standards;
- (b) determining population density,
- (c) regulating the development of buildings, [...]
- (e) providing for any other matter council considers necessary to regulate land use with the municipality,” (Municipal Government Act, 2000, p. 406).

The overall purpose of the land use bylaw is to regulate use and how development can occur on a parcel of land (Alberta Municipal Affairs, 2002). The land use bylaw must include information on how decisions are made on applications, how permits are issued, how to apply for development permits, the types of development that may be issued, conditions on a decision, and the time requirement to deliver on the proposed development (Municipal Government Act, 2000).

Development permits are required for most developments; the land use bylaw can determine whether there are developments that can be exempt from needing permits (Alberta Municipal Affairs, 2002). Section 642 of Part 17 provides guidance on the establishment of permitted and discretionary uses as it pertains to a citizen applying for a

development permit. Developments that are listed as permitted uses and conform¹⁵ to the land use bylaw must be approved by the DA, whereas development permits that are discretionary may be approved, conditionally approved, or refused (Alberta Municipal Affairs, 2002). A development that is not identified under the permitted or discretionary uses must be refused and a land use amendment applied for.

To ensure efficiency in decision making, applications that are deemed complete must then have a decision made on them within 40 days, however, extensions may be granted should the DA and applicant agree to do so (Alberta Municipal Affairs, 2002; Municipal Government Act, 2000). The City of Calgary has acknowledged this and has provided a tentative timeline in which applicants should expect to receive a decision. Applications that require longer reviews by the DART due to their complexities should expect for decisions to take longer than the aforementioned 40 days. Should a decision not be made within the 40 days and there has not been any communication to grant an extension, the application is deemed refused and the applicant can choose to proceed to the Subdivision and Development Appeal Board or resubmit their application.

2.2.4 Closing Remarks

The *MGA* affects everyone living in Alberta. Although it predominately speaks to the policies and procedures municipalities must adopt to operate proficiently, it does outline the opportunities citizens have to become involved in the decision-making process. The challenge that presents itself with this statute is it does not express the level of authority citizens have in the decision-making process, especially for planning projects. Thus, it is

¹⁵ An application that conforms or is contextual to the land use bylaw is one that does not seek any relaxations in height, setbacks, area coverage, etc. Contextual applications typically refer to single or semi-detached dwellings that are listed as permitted uses. For this particular application, there are several considerations that must be addressed in the drawings, such as the maximum height and setbacks in relation to neighbouring properties.

difficult to understand the level of influence a CA can have when responding to an application.

2.3 Planning Hierarchy

Any planning project, whether the development of policies for a statutory plan or a development application must, or are strongly encouraged to, adhere to policies that are outlined in adopted policy documents. Figure 3 provides a hierarchical overview of the planning documents that affect planning and development in municipalities throughout Alberta. Provincial land use planning throughout Alberta is governed predominately by the *Alberta Land Stewardship Act (ALSA)*, *Land Use Framework (LUF)*, *South Saskatchewan Regional Plan*, and the subplans that fall under the regional plan (Municipal Development Plan 2020, 2021).



Figure 3: Planning Hierarchy in Alberta (Alberta Municipal Affairs, 2017a)

Each of the preceding policy documents will prevail when inconsistencies are identified. The goals and objectives of the plans that are lower on the hierarchy should be consistent with their predecessor. For instance, an area redevelopment plan (ARP) must be consistent with the goals and objective outlined in the municipal development plan (MDP), so on and so forth. For this study, the *MGA*, MDP, ARP or Local Area Plan (LAP), Land Use Bylaw (LUB), and development processes were observed. The following descriptions explain the purpose of the required statutory plans and the engagement opportunities that are available for citizens.

2.3.1 Municipal Government Act

The *Municipal Government Act (MGA)*, which was described in Section 2.2, governs all municipalities and is managed by the Ministry of Municipal Affairs (Municipal Government Act, 2000). It requires all statutory plans that are adopted by a municipality (MDP, ARP, ASP) to be consistent with one another as well as the *ALSA* and Growth Management Plan (Alberta Municipal Affairs, 2017a). As per this provincial legislation, each municipality must apply all the enforceable policies and they may adopt processes that are recommended.

Public Participation Opportunity

The Government of Alberta controls all engagement related to updates to the *MGA*. Between 2012 and 2019, the government conducted engagement with municipalities, industry and citizens to determine what sections of the *MGA* should be updated to reflect current trends (Government of Alberta, 2019). Several amendments occurred during this review, and the *MGA* has been updated to reflect these changes. Included in these amendments is the introduction of the Public Participation Policy, Part 7 of the *MGA* as discussed in Section 2.2 above.

2.3.2 Municipal Development Plan

Section 632 of the *MGA* has mandated that each municipality in Alberta must adopt a Municipal Development Plan (MDP) (AUMA, 2017; Municipal Government Act, 2000). The purpose of the MDP is to address future land use as well as the manner of and proposals for future development that is to occur within the municipality (Municipal Government Act, 2000). The City of Calgary adopted their current MDP in 2009 and it was updated in 2020. Calgary's MDP is a 60 year, long-range "strategy policy document that guides Calgary's growth and city building," (Municipal Development Plan 2020, 2021, p. 2). The document contains seven central goals along with fourteen core indicators that are used to assess progress towards achieving the goals (The City of Calgary, 2022d). Each subsequent statutory document as well as process following the MDP on the planning hierarchy will provide guidance towards achieving the eight goals.

Public Participation Opportunity

In 2019, the City conducted two stages of engagement for updates to the MDP. The engagement program, which was open to all Calgarian, included focus group discussion with stakeholders, online surveys, and activities that were installed at the Calgary Central Library (The City of Calgary, 2019d). The stakeholders for the focus groups included academic and targeted interest; business, industry and economics; community and population health; diversity and accessibility; and open to all (The City of Calgary, 2019d, p. 20). CAs were not identified as targeted stakeholders in the engagement.

2.3.3 Area Redevelopment Plans or Local Area Plans

The MGA encourages councils to adopt area redevelopment plans (ARP). ARPs are statutory:

“planning documents, adopted by By-law, which set out a comprehensive program of land use policies and other planning proposals that help determine and guide the future of individual communities within the City. As such, an ARP is intended to supplement the Land Use By-law by providing a local policy context and, where appropriate, specific land use and development guidelines, on which the Development Authority can base its judgement when deciding on community planning-related proposals,” (Land Use Planning & Policy Planning & Development & Assessment, 1988, p. 4).

ARPs may include land use planning policies directed towards an entire community, multiple communities, or specific areas of a community. Many of the ARPs in Calgary are outdated, and as a result require amendments, most of which occur during the land use amendment phase. The purpose of these amendments is to allow the proposed development to better reflect current growth and economic trends.

The City is taking a new approach to comprehensive land use planning through the creation of Local Area Plans (LAPs). Currently, not every community in Calgary has an ARP, the idea of the LAP will equip each community with long-range planning policies. LAPs are multi-community statutory plans that will eventually replace all existing ARPs. They aim to “integrate and enhance the existing fabric of communities as redevelopment occurs to ensure the area is vibrant and thriving in the future,” (The City of Calgary, 2020c). The city has been divided into forty-two areas and it is anticipated that the LAPs will be living documents that will be amended and updated to reflect the growth and economic changes (The City of Calgary, 2020c). The multi-community approach to land use planning

allows for policies to be designed that look beyond the typical boundaries of an ARP. The policies can be designed to improve connectivity, ensure adequate amenity space is available, and develop more complete communities. Due to the multi-community approach, the LAP policies are more general than what is typically found in an ARP. This approach places communities with ARPs at risk of losing specific policies supporting certain characteristics and qualities.

Public Participation Opportunity

Community engagement is mandated by the *MGA* for the development of ARPs or LAPs.

As these documents directly affect communities, CAs are recognized as a key stakeholder throughout the engagement process. The City is applying a new approach for the LAP engagement process. Each LAP will be developed in coordination with a working group comprising of CA members, residents, and industry representatives. These participants are viewed as being experts of their areas and their participation helps city planners identify the area's best suited for redevelopment and what modifiers (like height and density) should be applied to direct development applications. The engagement for each LAP is anticipated to take upwards of three years and it is expected that the working group members volunteer their time for the entirety of the process (The City of Calgary, 2020c). To ensure that all affected community members are aware of the changes that are occurring and are provided the opportunity to engage, the City's engage team will host pop-up engagement sessions in popular public spaces, host open houses and registered meetings, and send mail-outs, which community members can respond to.

2.3.4 Land Use Bylaw

Development in Calgary is currently guided by Land Use Bylaw 1P2007 which was approved by council in 2008 (Land Use Bylaw 1P2007, 2008). The land use bylaw (LUB) has been amended every year since it was adopted. Recent amendments have included removing or decreasing parking requirements for commercial developments or adding new land use districts like Housing – Grade Orient (H-GO). When a development permit application is being considered in a community, the LUB is utilized to enforce what the development can become and whether it is supported by the current land use district or if a land use amendment is required prior to applying for the development permit.

Public Participation Opportunity

As with any amendment to a bylaw, citizens are provided an opportunity to participate through the public hearing process. In 2022, the City introduced a new land use district, H-GO and citizens were able to present during both the Infrastructure and Planning Committee (IPC) and council public hearings. Prior to the meetings, city administration hosted Q&A sessions hosted by the FCC and provided an information document following the decision (The City of Calgary, 2022b). During the development of the H-GO land use district, the City did not conduct in-depth engagement as they deemed it too difficult to engage on a highly technical document. Council approved the changes in October 2022 and it came into affect January 2, 2023 (The City of Calgary, 2022b).

2.3.5 Implementation Planning Projects

The FCC developed the term implementation planning in their guides to the planning process (The Federation of Calgary Communities et al., 2017). Implementation planning is an all-encompassing term that correlates to the portion of the planning process where physical change to the landscape can occur. For this study, the land use amendment (LUA) and development permit (DP) processes will be the focus as these two processes have the most direct impact on any community.

The implementation planning process within Calgary involves several steps when there is interest to (re)develop one or multiple properties. As outlined above, the MDP provides policy on the direction the city should grow, ARPs or LAPs guide growth at a community lens, and the land use bylaw guides what the land use and development can be on a site-specific basis (Figure 4). Each of the documents should work in unison to ensure that the city grows according to the goals and objectives outlined in the MDP.

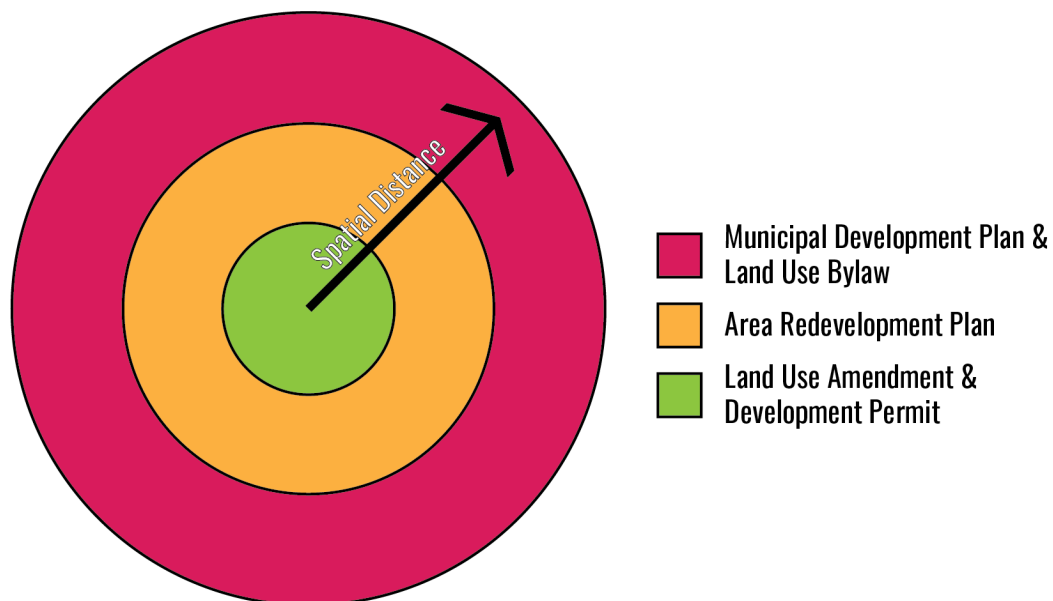


Figure 4: Lens of Statutory Plans and Land Use Bylaw

When an implementation planning application is proposed within a community, the proposed land use district or development should adhere to the policies and goals that are

outlined in the MDP and ARP or LAP, should the community have one. Most policies in an ARP or a LAP are written to recommend what the development can be rather than to enforce it on developers. This tactic can allow for more flexibility and creativity during the implementation phase so as to not 'shoehorn' or limit what a development can become. In any instances where there is conflict between the policies of the ARP/LAP and the MDP, as per the hierarchy, the MDP will prevail. The following sections will explain the LUA and DP processes and how CAs may become involved in them.

2.3.6 Land Use Amendment Process

City of Calgary council is the approving authority for land use amendments¹⁶ (LUA) (Federation of Calgary Communities & The City of Calgary, 2022). The LUA process identifies what can occur on a property based on the assigned land use district. The redesignation process occurs when an applicant needs or wants to redesignate a parcel of land to better suit the development they would like to build on the site and the current district does not support the proposed use¹⁷. The City's role is to circulate and notify affected landowners and CAs, however they are not responsible to conduct engagement beyond notification. Any engagement that is conducted is at the discretion of the applicant, and the City encourages them to 'be good neighbours,' (The City of Calgary, 2022g). Figure 5 provides an overview of the LUA process by describing the steps that the applicants experience (on the left side) as well as when CAs have opportunities to become involved (on the right side).

¹⁶ There are several ways that this process is described. Some may refer to it as land use redesignation or rezoning.

¹⁷ An applicant has the option to submit a development permit at the same time or during the land use redesignation process. This is considered a concurrent submission. This process typically occurs for major developments and it is beneficial for the applicant to consult with a City planner prior to considering this approach (The City of Calgary, 2023f).

Seemingly it is a simple procedure; however, it can become quite controversial with communities depending on what the LUA application is proposing. For instance, an application that is looking to redesignate a residential property to from R-C1¹⁸ to R-C2¹⁹ may see minimal push back from adjacent neighbours and the CA because the R-C2 designation is similar to what already exists, but it can allow for a slight increase in density with the introduction of semi-detached dwellings. Whereas an application that seeks to consolidate five R-C1 properties and redesignate the consolidated properties to M-C2²⁰ can become more complicated and contentious because the proposed application is seeking a land use that can allow for more intensity. As discussed in Example 2 in Chapter 1, this type of application can see pushback from the affected CA and community members because the change is drastic, and there are many unknown factors that may affect the adjacent properties.

¹⁸ R-C1 is residential – contextual one dwelling district and accommodates single-detached dwelling on the property where the maximum number of residential buildings on a parcel cannot exceed one (Land Use Bylaw 1P2007, 2008).

¹⁹ R-C2 is residential – contextual one/two dwelling district and accommodates duplex, semi-detached, or single-detached dwellings where the maximum number of residential buildings on a parcel cannot exceed one (Land Use Bylaw 1P2007, 2008).

²⁰ M-C2 is multi-residential – contextual medium profile district that accommodates a multi-residential development. When filing the application, the applicant will have to disclose the maximum height and density the development aims to achieve (Land Use Bylaw 1P2007, 2008). CAs will often see these types of applications at community nodes or transit/transportation nodes or in locations deemed suitable by the ARP or LAP. The ARP or LAP will direct what the maximum height and density should be, although the applicant can seek a height and density that is greater, which would result in an amendment to the plan.

Land Use Amendment Process

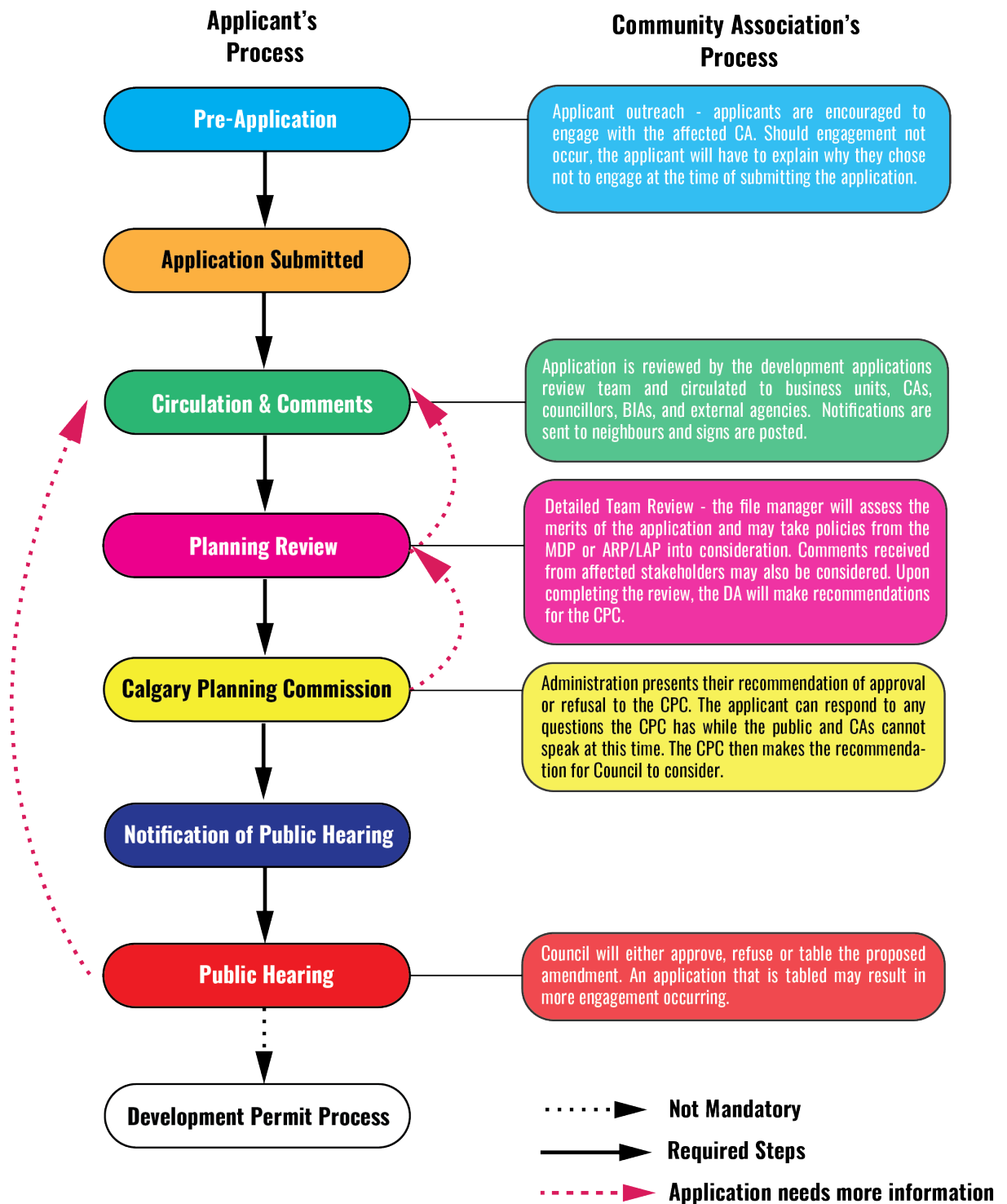


Figure 5: Land use amendment process (Federation of Calgary Communities & The City of Calgary, 2008; The City of Calgary, 2022f)

Pre-Application

Prior to submitting a LUA, especially one that is complex or controversial, the City recommends the applicant request a pre-application meeting with a City planner from the Development Applications Review Team (DART) (The City of Calgary, 2022f). The purpose of this meeting allows the city planner to highlight perceived issues, disclose missing technical details, and it helps build constructive relationships, which can decrease timelines and lead to more successful outcomes for the applicant (Dobbin Consulting Inc, 2020; Federation of Calgary Communities & The City of Calgary, 2022; The City of Calgary, 2022f). During the pre-application stage, the applicant is encouraged to complete engagement with the affected communities (The City of Calgary, 2022g). Applicants who do complete engagement can follow recommendations outlined in the City's Applicant Outreach Toolkit. This will be explained in Chapter 3. Experienced applicants will appreciate the need to involve the CA early in the process, although, the timing they enter the discussions is at their discretion. This highlights the nuances involved with the LUA process and that CAs are only brought into the conversations at the judgement of the applicant.

Preparing the Application

Following the pre-application meeting, the applicant will assemble their application. A useful tool that The City has for development related applications is their Complete Application Requirement List (CARL). This form guides applicants on what is required at the time of submission (The City of Calgary, 2023a). For a LUA, the application is straight forward compared to a development permit, in that it does not require any conceptual renderings. One aspect of importance is the requirement to include an applicant outreach summary, which requires the applicant to indicate whether they conducted outreach.

Applicants who do not conduct outreach need to provide a rationale. Those that do complete it need to provide details related to their outreach strategy, the stakeholders they engaged with, comments that were received, whether the feedback influenced decisions, and how the outreach was culminated (The City of Calgary, 2019b).

Once a completed application has been accepted, it will be assigned to a file manager. Applications will take a minimum of three months from submission to Council decisions, however, the complexities of the application may increase the timelines due to any policy or technical challenges it may come across (The City of Calgary, 2022f).

Circulation & Comments

The merits of the LUA will be reviewed by the DART (The City of Calgary, 2022f). This process involves circulating the application package to various business units, such as Mobility, as well the affected CA, councillor(s), and external stakeholders like Enmax and Business Improvement Areas (Federation of Calgary Communities & The City of Calgary, 2022). CAs that share a geographical boundary with the affected CA will not be circulated on applications, although they may be impacted by the proposed development. Neighbouring properties will be notified of the application and the property(ies) identified in the application will host a notice posting (Figure 6) (The City of Calgary, 2022f). The notifications provide citizens with an overview of what the application wants to achieve, instructions on how they can submit comments and the date they are due. The timeline to provide comments for a LUA is set at twenty-one days. The time starts the day in which the application is circulated to the CA. Instances when a LUA that has been resubmitted or amended and have been recirculated to the affected community provides a fourteen-day timeline to submit responses. CAs who do not acknowledge emails upon receipt will miss the opportunity to review, process, and comment on the application within the

provided twenty-day or fourteen-day timeframe. More detailed information is available through the City's online development map.

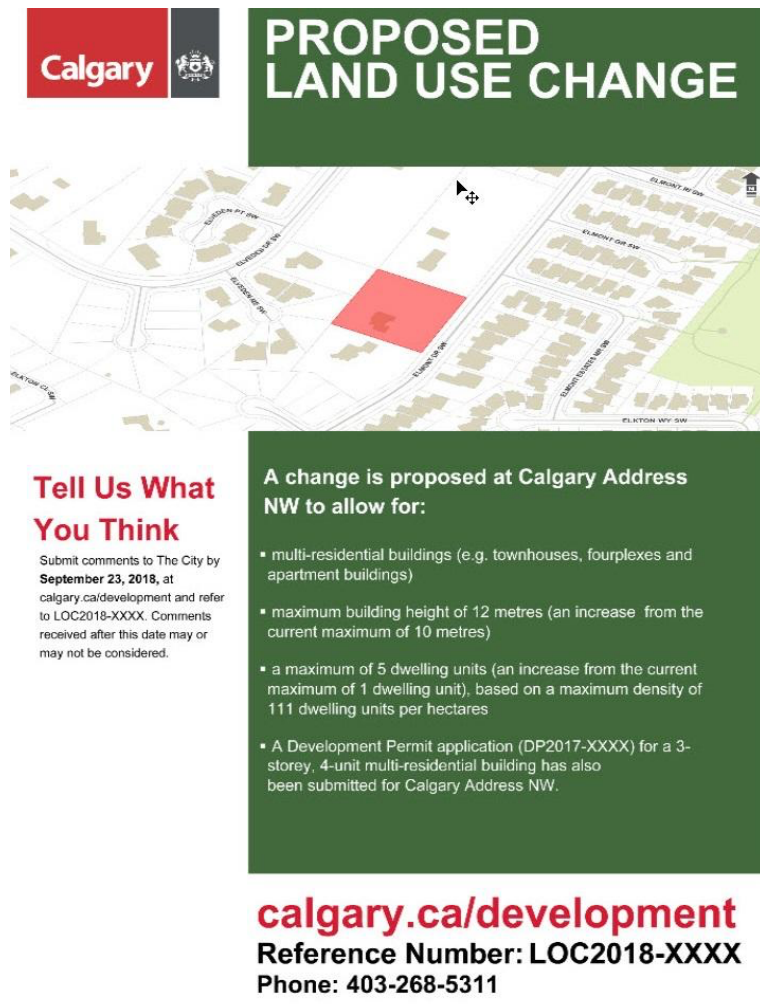


Figure 6: Example of a Proposed Land Use Amendment Notification Sign (The City of Calgary, 2018)

Planning Review

The file manager will review the application against the relevant plans and policies, will consider the merits of the application, and apply sound planning principles (Federation of Calgary Communities, 2008, 2022; The Federation of Calgary Communities et al., 2017). Communities that do not have an ARP or a LAP will refer to the policies from the MDP. Following the review, the applicant will receive a Detailed Team Review (DTR). Comments received from stakeholders and citizens may be used to influence decisions at this time

and the applicant may be required to provide more information to support the application. Should the application not require any further information, the file manager will provide a review that includes an update regarding the status of the application and whether the DA is recommending approval or refusal to the CPC (The City of Calgary, 2022f).

Calgary Planning Commission



Prior to the meeting, the commissioners will review the application package. Each package will include the application, background and planning evaluation, applicant submission, and applicant outreach summary (*Calgary Planning Commission - Agenda*, 2023). Other items that may be included are amendments to statutory plans, CA responses, and stakeholder comments from special interest groups (*Calgary Planning Commission - Agenda*, 2023). Comments from community members are not included in the package and it is the responsibility of the file manager to report on comments received. The file manager presents their recommendations, and the commission will decide to either support the recommendations or have administration seek further information (Federation of Calgary Communities, 2022). If the CPC refuses the recommendations, the applicant can choose to move forward with presenting the application before council (Federation of Calgary Communities, 2008). CPC meetings are not public hearings; therefore, CAs and citizens cannot make presentations. The applicant is encouraged to attend this meeting should they be requested to speak towards the merits of the application or address any contentious issues to acquire a more favourable review (Federation of Calgary Communities, 2008). Prior to the meeting, the applicant may choose to lobby the commissioners for support. A commissioner is not obligated to meet

with applicants as there may be implications for them to hold meetings with all the affected stakeholders²¹.

Notification of Public Hearing and Public Hearing


The *MGA* has identified the public hearing as the only time in which engagement is mandatory during the LUA process. Section 216.4(4)(a) states that “in the public hearing council must hear any person, group or persons, or person representing them who claims to be affected by the proposed bylaw or resolution,” (Municipal Government Act, 2000, p. 135). Citizens can choose to present in person, via telephone and/or by submitting comments through a public submission form (The City of Calgary, 2023c). When a public hearing date has been selected for the application, a new notification sign will be posted (Figure 7). This sign differs from the original notification (Figure 6) in that it provides information pertaining to the public hearing and how the public can submit their comments to the City Clerk. CAs are encouraged to follow the application through the development map as meeting dates for CPC and the public hearing will be posted there, and they are seldom circulated on these important dates.

²¹ This information was provided by an advisor during a review. They acted as a commissioner on the CPC.

PROPOSED LAND USE CHANGE

PUBLIC HEARING - August 22, 2018 1:00 PM



Tell Us What You Think

For the Public Hearing of Council, submit written comments regarding LOC2018-XXXX to the City Clerk no later than noon on August 15, 2018, at calgary.ca/development and refer to Bylaw Z123456. You may also attend the Public Hearing in Council Chambers at 800 Macleod Trail S.E. to speak to this item.

A change is proposed at Calgary Address SW:

- multi-residential buildings (e.g. townhouses, fourplexes and apartment buildings)
- maximum building height of 12 metres (an increase from the current maximum of 10 metres)
- a maximum of 5 dwelling units (an increase from the current maximum of 1 dwelling unit), based on a maximum density of 111 dwelling units per hectares
- A Development Permit application (DP2018-XXXX) for a 3-storey, 4-unit multi-residential building has also been submitted for Calgary Address SW.

calgary.ca/development

Reference Number: LOC2018-XXXX

Phone: 403-268-5311

Figure 7: Example of a Land Use Public Hearing Notification (The City of Calgary, 2018)

During the public hearing, Council will decide to approve, refuse, or table the application following the first reading. An application that is tabled is encouraged to complete further engagement with affected neighbours, the CA, and key stakeholders. An applicant whose application is refused can re-apply with the same or similar application on the same property six months following the public hearing (The City of Calgary, 2022e). An application that is approved can move forward with a development permit (DP) application, although this is not mandatory.

2.3.7 Development Permit Process

The DP process identifies what will be coming and it can lead to certainty that change is imminent, especially for projects that have previously undergone a LUA. It is at this stage in the planning process where impacts become reality and concerns are identified. For this thesis, the types of DP applications that much of the interviews were centred around include single detached or semi-detached dwelling units, multi-residential (row housing and mid-rise buildings), and mixed-use buildings. Figure 8 provides a summary of the DP process. As outlined below in Section: *Submitting the Application*, DPs that include permitted uses and are not requesting relaxations will not be circulated or have notifications posted on the subject property. The information that follows is for DPs that are identified as discretionary uses or are seeking relaxations on parameters like maximum height and minimum setbacks.

Development Permit Process

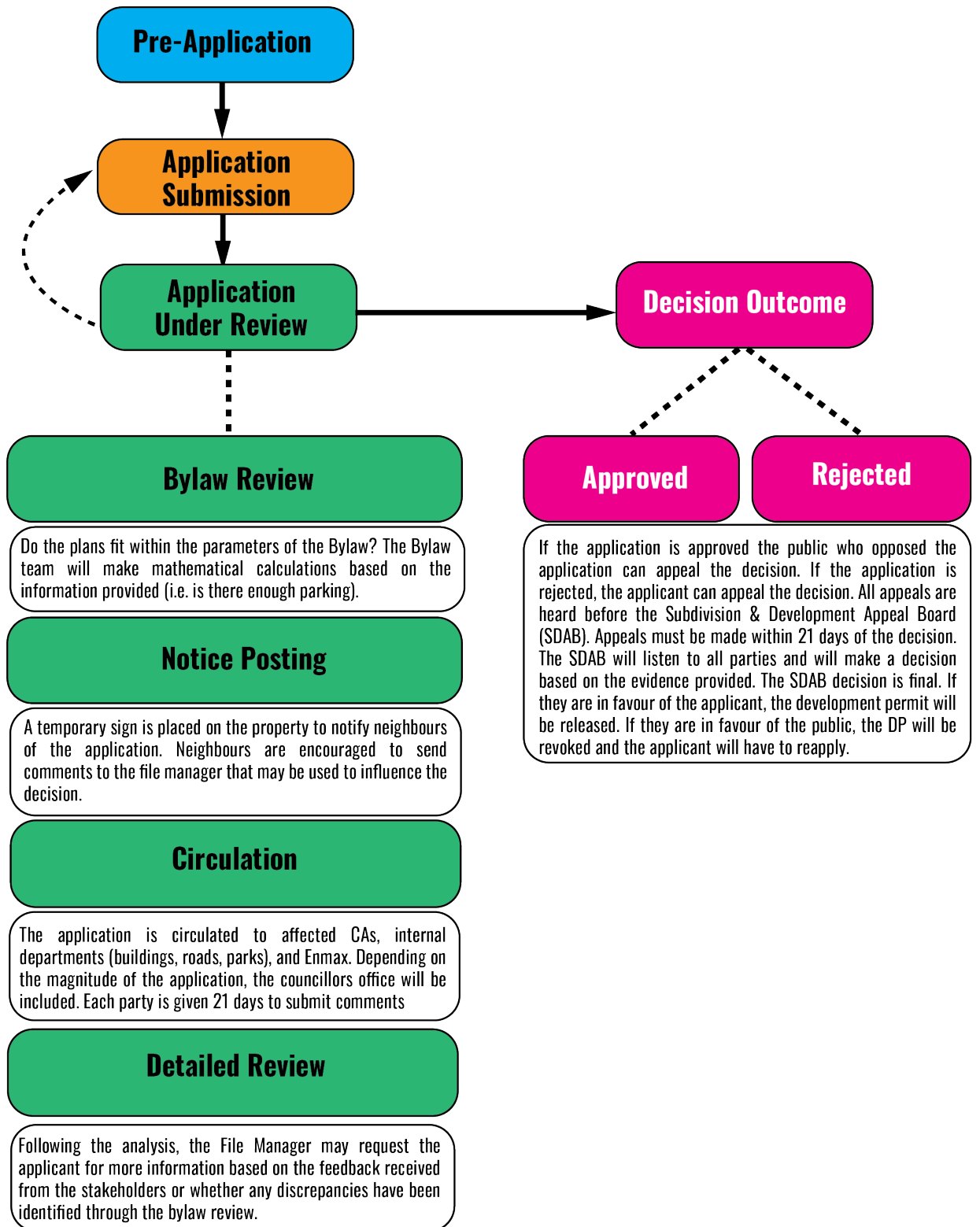


Figure 8: Discretionary Development Permit Process (The City of Calgary, 2020b)

Pre-Application

Applicants are encouraged to have a pre-application meeting with the DART, especially on more complex projects. As there is more detailed information required for a DP application, applicants are encouraged to review utility information to ensure the new building is making the necessary connections to the supplied utilities (The City of Calgary, 2020b). Applications that are considered complex or controversial are encouraged to conduct engagement with the affected CA and neighbouring properties prior to submitting.

Submitting the Application

Like the LUA application process, the applicant must include all the information that is listed via the appropriate development permit CARL. For the DP stage, the requirements will vary based on the type of building that is being applied for. For instance, a multi-residential building in an M-C2 district requests the same requirements²² as listed in the LUA process, along with supporting documents, detailed renderings, detailed plans, and supporting information (The City of Calgary, 2022a). The renderings and plans will include information that pertains to the rules outlined in the associated land use district from the LUB. If this information is not included, the applicant may be required to update the drawings prior to the application being accepted for submission.

Once an application is accepted, it will be placed into one of four review streams. Streams one and two are recognized as straight forward applications that can either be approved at the planning services counter or the proposed use is permitted under the land use district (Federation of Calgary Communities, 2022). Applications that are filed under streams three and four require a more detailed review as they are more complex and potentially controversial. Stream three includes applications like single or semi-detached

²² This is a high-level overview of what is expected on a CARL. The exact information was not deemed necessary for this research.

dwelling and secondary suites. These applications are reviewed by the technical planning team and may be circulated internally (Federation of Calgary Communities, 2022). Stream four applications are reviewed by City planners from the community planning department (Federation of Calgary Communities, 2022). Stream four applications are more complex and typically include multi-residential, mixed-use, and or commercial buildings.

Application is Under Review

There are several steps an application takes when its status is under review. The first step is the land use bylaw review. Depending on the complexity of the application, plans may be circulated to the specialized bylaw review group where they will refer to the rules of the land use district and complete any calculations to ensure the measurements comply (The City of Calgary, 2020b).

Step two involves notification. The affected CA and neighbouring properties may be notified through direct mail, emails or by a sign posted on the property (Figure 9) (The City of Calgary, 2020b). CAs and neighbouring properties are often notified on applications that are placed in Streams three and four where the intended use is listed as discretionary, or a permitted use is seeking a relaxation. Information of the project is available online via the City's Development Map, which will be explained in Chapter 3.



Figure 9: Example of a Development Permit notification sign (The City of Calgary, 2018).

Step three involves circulating the application. It may be circulated internally to departments like Parks and Mobility, to the affected CA²³, and third party stakeholders like Enmax (The City of Calgary, 2020b). The circulation packages often include the proposed use, the relevant plans, and the date comments are due by. The key stakeholders (i.e., CAs) may have up to twenty-one days to submit their comments. CAs can request extensions to this timeline, and the extension may be granted at the discretion of the file

²³ CAs can request which stream three development permits they would like to be circulated on when an application is filed within their community. Most CAs will choose to be circulated on applications that have a perceived impact to neighbouring properties. The CA will be circulated on all stream four applications.

manager. This usually occurs if a board or committee meeting is scheduled within a day or two of the submission date. Similar to the review of the LUA, a CA who does not acknowledge receipt of the application on the day it is circulated, misses the opportunity to review, process, and comment on the merits within the provided timeframe.

The final step of the review is the detailed review. The file manager will compile a review that includes an assessment of the context and character of the community, information on the applicable planning policies, and feedback received from citizens and stakeholders (The City of Calgary, 2020b). CAs, through their comments, can influence the file manager to require that changes be made to the plans, so long as the recommendations are supported by statutory documents and the LUB. Any discrepancies or issues that are identified during the review will be included in a detailed team review (DTR) that is sent to the applicant; the CA will not be circulated. The applicant must respond to the DTR by a certain date and their response should include the recommended updates or rationales as to why they are not including the recommendations. If an applicant amends the plans, the CA and stakeholders may be re-circulated and provided an opportunity to comment within timeframe deemed appropriate by the file manager.

Decision Outcome

Decisions on DP applications are made by the approving authority (city staff) or the CPC (Federation of Calgary Communities, 2022). The assignment of who acts as the approving authority is determined based on the complexity of the application, the impact it may have to the affected community, or whether it was decided on during the LUA process (The City of Calgary, 2020b). Following a decision, appeals can be filed by the applicant or affected neighbours with the Subdivision and Development Appeal Board (SDAB) within twenty-one days of the decision being made (The City of Calgary, 2020b). The CA will be notified of any appeals that have been filed within the community.

Timelines

The timeline for DP applications will vary based on its complexity. For the complex applications, what can impede its journey could be the level of impact on the affected community, the number of comments received by community members, and the timing it takes for the applicant to respond to the various requests from the file manager (The City of Calgary, 2020b). Applicants who engage with the affected CAs and endeavour to have pro-active and meaningful engagement may result in them altering the plans to reflect feedback, and thus reducing the decision outcome timelines.

2.3.8 Advertising Implementation Planning applications

In 2019 the City began advertising all DP applications through the Development Map (D-Map) (CTV Calgary Staff, 2019). This shift was a response to a decrease in readership with print media and it allowed for more flexibility towards notifying citizens regarding the status of applications and appeal opportunities (Dippel, 2018). There was debate regarding this shift because the elimination from print media would affect those who do not have access to the internet or may not be tech savvy (Dippel, 2018). All approved DPs are posted through the City's Public Notice webpage, which is updated on Thursdays.

For LUA applications, Section 606 of the *MGA* provides guidance on advertising requirements for notices pertaining to bylaw and public hearings. It states that notices,

“must be (a) published at least once a week for 2 consecutive weeks in at least one newspaper or other publication circulating in the area to which the proposed bylaw, resolution or other thing relates, or in which the meeting or hearing is to be held, (b) mailed or delivered to every residence in the area to which the proposed bylaw, resolution or other thing relates,

or in which the meeting or hearing is to be held,” (Municipal Government Act, 2000, p. 378).

The City is in the process of eliminating newspaper advertising which result in shifting everything online. The CPC and public hearing meeting dates are available through the D-Map, the notification sign on the property (Figure 7) and the City’s public hearing webpage.

2.4 Concluding Remarks

The purpose of this chapter was to provide an overview as to how and why planning and public participation are connected, as well as to provide context towards the policies that guide development in Calgary. Alberta, as viewed by Foran, was a progressive province based on the approach they took with planning (Foran, 2009). The adoption of the *Town Planning Act* in 1929 and the updated *Planning Act* of 1963 gave municipalities more control and authority to adopt statutory plans, land use bylaws, and establish planning commissions (Gordon & Hulchanski, 1985). Following the release of the 1963 *Planning Act*, the federal government introduced the Neighbourhood Improvement Program, which saw federal government agencies become more involved in urban affairs using financial contributions from the three levels of government (Lyon & Newman, 1986). It was through the NIP that citizens were prioritized to have more control and choice as to how their neighbourhoods should redevelop, thus forming a stronger connection between planning and public participation. By the late 1970s and early 1980s there was a shift in policy planning that resulted in minimal participatory opportunities as the policies were designed to reflect market mechanisms (Mack, 2006). A resurgence in public participation began to take shape in the 1990s as resources became increasingly constrained (Mack, 2006). This resurgence continued into the twenty-first century.

Planning and development are dependent on the policies and bylaws that municipalities adopt. Before a development project can break ground, they must have the required permits in hand. Prior to obtaining their permits, they may have been required to amend the land use district where their rationale would be guided by the City's statutory planning documents. The *MGA* guides municipalities on how they are to shape their communities (Municipal Government Act, 2000). Through this guidance, municipalities must establish policies to support community engagement, frameworks to guide land use, and development authorities. Calgary complies with these rules as they have established a MDP, several ARPs and LAPs, the LUB, and the Engage Policy.

This chapter provided context regarding the stages at which CAs, and citizens are provided opportunities to engage, and how this would typically occur. Chapter 3 will examine the City of Calgary's Engage Policy, the applicant outreach toolkit, and the tools CAs and citizens can use when they want to learn more about a proposed planning project and become involved to influence decision making.

Chapter 3 – Engagement in Calgary

Citizens, CAs, and interest groups are provided several avenues to become informed on a planning project, as well as have opportunity to respond to the information that is provided. This chapter will explore how the City of Calgary approaches and supports engagement. As noted in the concluding remarks of Chapter 2, these two chapters support one another. As discussed in Section 1.1 Background, planning and engagement have a cause-and-effect relationship, but it is challenging to determine what comes or what should come first. Should affected CAs be engaged on an application prior to it being submitted? Or should all the planning be developed ahead of engagement programs starting?

3.0 Engage Policy

As noted in Chapter 2 in 2017 the *MGA* adopted section 216.1 requiring every municipality in the province to adopt a public participation policy (Municipal Government Act, 2000). The City of Calgary adopted their first public participation plan in 2003. Four amendments took place between 2003 and 2016. On May 27, 2013, *engage!* became effective and on January 7, 2016, council revised the name to what it is currently known as: the Engage Policy (Engage! Policy CS009, 2016).

The Engage Policy “provides the guidelines for the development and implementation of engagement processes for stakeholders, both external and internal,” (Engage! Policy CS009, 2016, p. 1). It is applied to City-led initiatives; therefore, it is not applied on implementation planning projects. There are five guiding principles (Table 1) that support the purpose of the policy and should be applied when developing and implementing an engagement program (Engage! Policy CS009, 2016). Each guiding principle contains an explanation as to what it aims to achieve. The inclusiveness,

transparency, and responsiveness principles speak to the ways the City will endeavour to involve citizens and stakeholders in their engagement efforts.

Table 1: The City of Calgary Engage Policy Guiding Principles – adapted from (Engage! Policy CS009, 2016)

Principle	What it aims to achieve
Accountability	The City upholds the commitment it makes to citizens and stakeholders and demonstrates that results and outcomes of the engagement processes are consistent with the approved plans for engagement.
Inclusiveness	<p>The City makes its best efforts to reach, involve and hear from those who are impacted directly or indirectly.</p> <ul style="list-style-type: none"> • Opportunities are provided for citizens and stakeholders to get involved at the beginning and throughout a City project or initiative when decisions impact their lives. • Best efforts are made to accommodate diverse needs and backgrounds. • Opportunities are provided to create shared visions embraced by diverse needs.
Transparency	<p>The City provides clear, timely and complete information, and endeavours to ensure decision processes, procedures, and constraints are understood and followed.</p> <ul style="list-style-type: none"> • The roles and responsibilities of all parties are clearly communicated. • Citizens and stakeholders are provided with relevant background and context about the project or work requiring engagement, as well as information about how participation in the engagement process. • The City communicates to citizens and stakeholders: <ul style="list-style-type: none"> ○ what was heard²⁴ - sharing input received, and ○ how input was considered, or why input was not used, in decision making.
Commitment	The City, within its ability and work plans, allocates sufficient resources for effective engagement.
Responsiveness	<p>The City of Calgary endeavours to understand citizen and stakeholder concerns.</p> <ul style="list-style-type: none"> • Timeline information is provided to citizens and stakeholders about opportunities for input via channels that best suit the audience. • Feedback is collected and delivered to citizens and stakeholders in order to share input on both engagement processes and outcomes. • The City is receptive to hearing the views of citizens and stakeholders.

The City has developed an engagement framework that is based on the IAP2 Spectrum of Public Participation (McGee, 2009; Schalk, 2014). In an interview conducted by Sherry McGee, a City of Calgary staff member stated that “our framework is not

²⁴ Following phases of engagement, the City will compile a What We Heard Report. These reports are publicly available, and they provide results and details pertaining to the engagement that was completed. The reports also include responses, both verbatim and captured, from the participants.

identical to the International Association of Public Participation (IAPP) model because it was obviously customized to some of the specific needs of the City of Calgary," (McGee, 2009, p. 59). The City's Spectrum of Strategies and Promises (Table 2) differs from the IAP2 Spectrum (Figure 14) in that all engagement programs must, at a minimum, inform or communicate to citizens. Some programs may include one or a combination of the four remaining categories: listen & learn, consult, collaborate, and/or empower (Engage! Policy CS009, 2016). The empower strategy has been applied in recent years. In the late 2010s and early 2020s, Calgarians voted, through a plebiscite, on whether the city should submit a bid host the 2026 Winter Olympics and a decision on re-introducing fluoride into the public water system. The results from the plebiscite were used to guide council, who would make the final decision. The results from the Olympic plebiscite saw the majority of voters voting against the bid, which resulted in council abandoning their plans. Whereas the results for the re-introduction of fluoride saw the majority of voters support the initiative, which was subsequently supported by council.

Table 2: The City of Calgary Spectrum of Strategies and Promises – adapted from (Engage! Policy CS009, 2016)

Inform/Communicate The City will provide context and background information (for all levels of engagement) to assist citizens and stakeholders in understanding issues, problems, alternatives and / or solutions, and services we provide. Our commitment: <ul style="list-style-type: none"> - Provide information that is timely, accurate, balanced, objective, and easily understood. - Respond to questions for clarification and direct citizens and stakeholders to sources of additional information. - Share with stakeholders what we heard from them. - Share with stakeholders if the input cannot be used in making the decision and the reasoning for why it may not be used. - Share how the input was factored into the decision. 				
	Listen & Learn	Consult	Collaborate	Empower
Strategy	Stakeholders and The City listen to and learn about each other's views, plans, concerns, and expectations	Stakeholders' feedback is obtained through consultation to analyze issues and build alternatives, and thereby make contributions to the decision-making process. Consulting with stakeholders ensures issues and concerns are understood and considered.	Stakeholders are considered partners in the decision-making process, including collaboration on analyzing issues, building alternatives, identifying preferred solutions, and making recommendations.	Aspects of the decision-making process are delegated to stakeholders.
Promise	We will listen to stakeholders and learn about their plans, views, issues, concerns, and expectations and ideas.	We will consult with stakeholders to obtain feedback and ensure their input is considered and incorporated to the maximum extent possible. We undertake to advise how consultation impacted the decisions and outcomes.	We will partner with stakeholders in a process that results in joint recommendations. We undertake to advise how collaboration impacted decision making.	Where legislation permits, we will abide with the decisions made under delegated authority. Where legislation precludes making such a commitment in advance, we undertake to be guided by the outcome.

3.0.1 Engage: Framework and Tools

Section 636(1) of the *MGA* requires engagement on the preparation of a statutory plan, where the municipality must, at a minimum, notify citizens affected by the plan and provide opportunities for suggestions and representations to be made (Municipal Government Act, 2000, p. 403). The City, through the direction of the Engage Policy, will complete engagement on City-led initiatives that result in decisions affecting the lives of Calgarians

(Engage! Policy CS009, 2016). For planning projects, the City-led engagement includes updates to the MDP, the development of LAPs, and amendments to the LUB. Implementation planning projects, engagement is encouraged because these projects are applicant-led. For applicant-led engagement, they are not guided by the Engage Policy. The City will lead engagement on LUA projects if there is a direction to up-zone several parcels of land to coincide with policies of a supporting plan. This has occurred in some communities that saw most properties located on a designated Main Street redesignated to a land use district that could allow for more density.

The intent of the Engage Policy is “to ensure we [The City] set a standard of excellence when working with citizens and stakeholders by following engagement best practices consistently across The Corporation,” (The City of Calgary, 2016, p. 2). To adhere to the Engage Policy guidelines, city administration can utilize the ‘Engage Framework and Tools’ guide when initiating an engagement program. The framework identifies the best practices for staff members by creating a method that administration can apply to better conceptualize what engagement would look like for a specific project and the tools that should be applied to achieve the level of engagement (McGee, 2009; The City of Calgary, 2016). When applied correctly, the framework allows for consistency, transparency, and inclusivity (McGee, 2009).

Higher levels of engagement are not always guaranteed on projects initiated by the City. The engagement needs of a project are assessed using the Engage Framework. The purpose of the framework is to assist administration with understanding the intent of engagement (The City of Calgary, 2016). The City approaches engagement by following the Engage Process Diagram (Figure 10), a six-step process that project managers use to assess the need of engagement. Step one, the engagement assessment, includes a four-step process that is used to help administration approach engagement to ensure that the work is in accordance to the Engage Policy (The City of Calgary, 2016).

Engage Process diagram

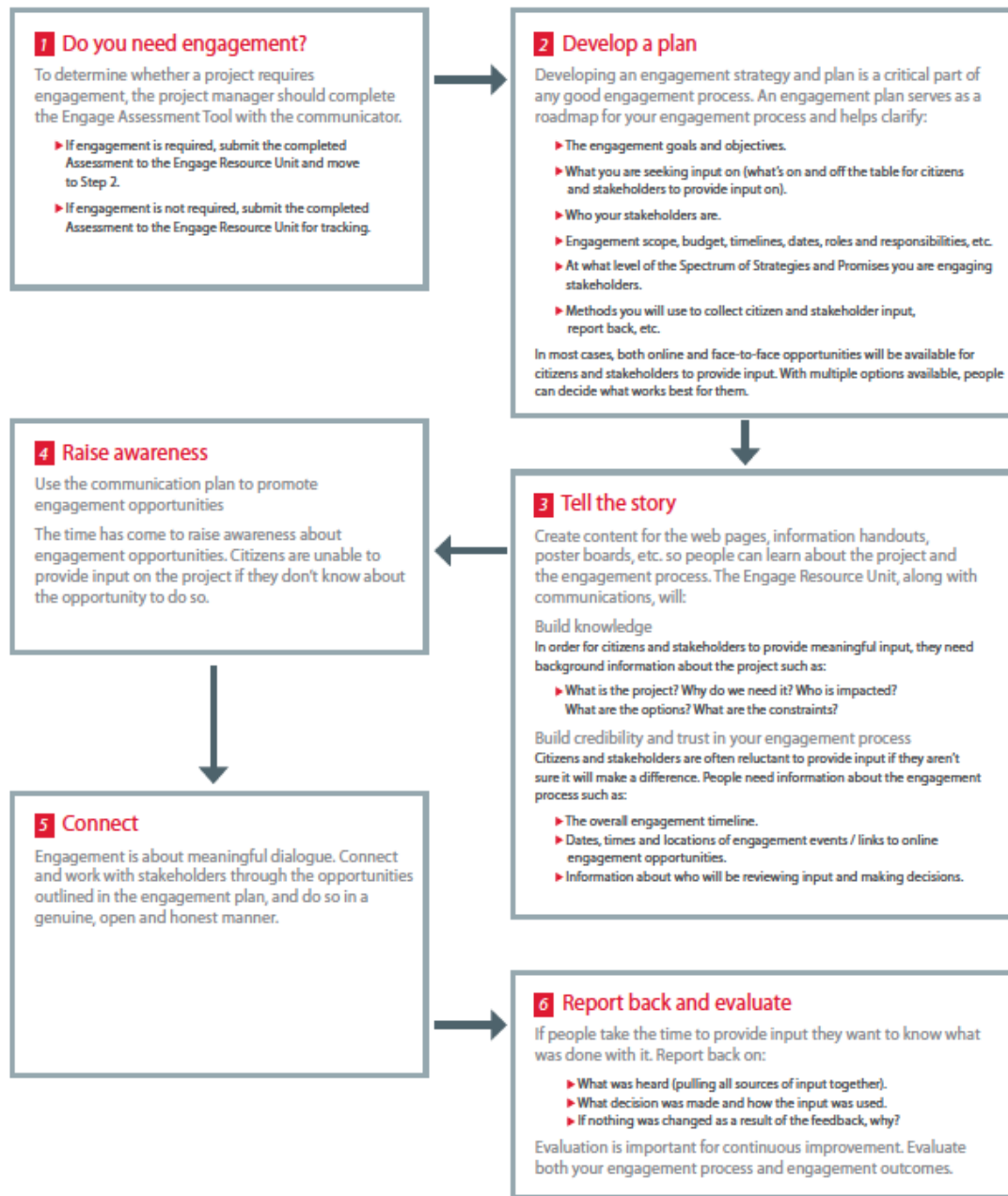


Figure 10: Engage Process Diagram - (The City of Calgary, n.d.b, p. 7)

The outcome of this assessment will determine whether engagement is required, the actions and responsibilities as they relate to the engagement process, the steps taken as per the framework (Figure 10), and approvals for the engagement plan (The City of Calgary, 2016). The results of the matrices that are used during Step 2 – Develop a Plan

will assign a score to each parameter, which is then applied to the matrix in Step 3 (Figure 11). The higher number and letter, the greater impact and more complex it will be, respectively. Impact is assessed by determining the project type, duration, perceived community impact, perceived internal impact, and a stakeholders ability to impact decisions (The City of Calgary, 2016, p. 20). The complexity identifies if the project is political, perceived acceptance from citizens, and perceived disagreement between all players (The City of Calgary, 2016).

Step 3 (Figure 11) will determine the required actions and responsibilities. The higher the impact and complexity will result in a higher budget and the engagement strategy level will be approved by the general manager. Whereas for lower impact and complexity the project sponsor or manager will approve the engagement strategy and the budget is limited. Should engagement be required, the project manager will work in collaboration with the engage team to develop an engagement plan. There are instances when consultants will be brought in to support the engage team, such as when the project is technical or requires a non-bias party to host the engagement sessions. Engagement plans may utilize tools like online surveys, virtual information sessions, in-person open houses, or workshops. The tools that are applied will vary on what the project is looking to achieve or the level of impact it may have on citizens.

STEP 3 - Actions and responsibilities

Combine your Impact Number and Complexity Letter from **Step 2** and find the corresponding box below.

Complexity Letter/Number Combination: _____

Degree of complexity ↑ HIGH MEDIUM LOW ↓	1C: Low Impact, high complexity ▶ Engage Strategy Approval Level: Director ▶ Budget: \$\$	2C: Medium Impact, high complexity ▶ Engage Strategy Approval Level: General Manager ▶ Budget: \$\$\$	3C: High Impact, high complexity ▶ Engage Strategy Approval Level: General Manager ▶ Budget: \$\$\$
	1B: Low Impact, medium complexity ▶ Engage Strategy Approval Level: Project Sponsor or Manager ▶ Budget: \$	2B: Medium Impact, medium complexity ▶ Engage Strategy Approval Level: Director ▶ Budget: \$\$	3B: High Impact, medium complexity ▶ Engage Strategy Approval Level: General Manager ▶ Budget: \$\$\$
	1A: Low Impact, low complexity ▶ Engage Strategy Approval Level: Project Sponsor or Manager ▶ Budget: \$	2A: Medium Impact, low complexity ▶ Engage Strategy Approval Level: Project Sponsor or Manager ▶ Budget: \$	3A: High Impact, low complexity ▶ Engage Strategy Approval Level: Director ▶ Budget: \$\$
	LOW	MEDIUM	HIGH
	Degree of impact		

Figure 11: Actions and Responsibilities for Perceived Impact and Assessment of a Public Project (The City of Calgary, n.d.b, p. 21)

Community Association Involvement

CAs are encouraged to participate in engagement programs that are affecting them directly or indirectly. For City-led planning projects that affect them directly, a CA may be afforded more opportunities than non-CA members to participate in engagement. For instance, during the engagement for the LAP, the CA and supporting committees can attend CA-only engagement sessions where they may be privy to details prior to them being released to the public. The engagement that occurs under the Engage Policy does not supersede engagement, like public hearings, that is mandated the MGA.

3.1 Applicant Outreach Toolkit

Applicants that are applying for an implementation planning project are strongly encouraged to consider engaging with citizens and stakeholders, especially the affected community. Unlike the Engage Policy, community engagement for developing or proposing a LUA or DP application is not a mandatory requirement recognized by the *MGA*. As noted previously, the creation of or an amendment to a bylaw, such as the LUA application, must involve a public hearing (Municipal Government Act, 2000). For discretionary DPs, the LUB directs how the City is to notify affected citizens.

To support applicants who choose to engage with citizens and CAs, the City has developed the Applicant Outreach Toolkit. This toolkit offers applicants with a plethora of information on whether engagement would benefit their project. The aim is to support applicants who want to amend a land use district or develop a property (The City of Calgary, 2022g). Its purpose centres around meaningful outreach being more than a checklist or one size fits all approach to engaging (The City of Calgary, 2022a). The engagement framework follows the IAP2 spectrum, not the City's Engage Policy Spectrum of Strategies and Promises; therefore, the applicant is not required to at a minimum inform or communicate on the application. To support applicants in determining the level of engagement that should be considered, the City has developed a community outreach assessment tool, that is like the one used in Step 2 of the Engagement Process Diagram. This tool is used to identify the community impact and community complexity where the higher the score, the more comprehensive the outreach should be (The City of Calgary, 2019a).

The applicant outreach toolkit identifies seven guiding principles applicants should consider when leading an outreach program as well as five guiding principles for those participating in outreach. When leading, applicants should consider the following: be

inclusive, be clear on scope, stay committed, provide transparent information, hold respectful conversation, authentically listen, and close the loop (The City of Calgary, 2022g). When participating, participants should consider the following: be informed, get involved, share your views, listen to other viewpoints, and be respectful (The City of Calgary, 2022g). The information that is provided has a strong focus towards the importance of engaging with those impacted by a project.

At the time of submitting the application, the applicant must disclose if they completed any outreach by including a community outreach on planning and development applicant-led outreach summary. This requirement is noted on the Complete Application Requirement List (CARL). The summary asks if outreach was conducted. An applicant who does not complete engagement has to provide a response, whereas those that did complete it will provide the approach that was taken (The City of Calgary, 2019b). The summary simply assumes that all engagement will be completed prior to the application being filed, not to have the engagement occur while the application is being processed. For LUA public hearings council may comment on the engagement programs applicants conduct and will praise applicants on their engagement efforts that reflect changes based on feedback gathered (*Public Hearing Meeting of Council, 2023*).

Community Association Involvement

Outreach is determined by the applicant (The City of Calgary, 2022g). If a CA believes engagement would be beneficial, the applicant is under no legal obligation to do so, only strongly encouraged. City administration does not have to instruct the applicant to develop an outreach program, and the ward councillor cannot enforce engagement on behalf of the CA. For complex implementation planning projects, it has become more commonplace for applicants to reach out to the affected CAs and neighbours prior to the application being filed. These engagement meetings typically begin with informing the community on

the proposed changes and how the applicant intends to conduct their engagement. Some may promise to host open houses that allow for further consultation while others may only continue with informing only. Seldom are there collaborative efforts during the design phase, which is recognized by proponents of engagement to be beneficial to city building (Richards & Dalbey, 2006). Whether an applicant chooses to engage or not, CAs can still provide comments when they are circulated on the application, and for LUAs, they can participate in the public hearing.

3.2 Development Map

Implementation planning projects that have been submitted will be assigned a file number. For LUA applications, the file number begins with LOC followed by the current year and a unique number (i.e. LOC2023-0001). For DP applications, the file number is similar except it begins with a DP and has a longer unique number as there are thousands of DPs filed annually (i.e. DP2023-00001). All discussions involving an application should reference the file number, especially when providing comments to the assigned file manager.

The Development Map (D-Map) is an interactive mapping engagement tool that posts current LUA and DP applications. Current applications would be those that are at various stages of their respective process or have been recently approved. The City introduced the D-Map in the late 2019 and explains that it was created to “enable citizens and community associations to provide comments on planning applications in their communities in a more easily accessible and convenient manner,” (The City of Calgary, 2020a).

One of the greatest benefits to this engagement tool is citizens have more access to information because they can download documents that contain more detailed information regarding the application. Prior to this, they would have to reach out to their CA or travel down to City Hall to access the paper copies, which could not be copied. One

significant setback with the tool is the documents that can be accessed do not contain every page of the application, and this could limit the type of comments citizens provide. As a stakeholder, CAs will receive the entire package. This will allow the CA's planning committee to complete a more thorough review. Citizens who would like more information are encouraged to reach out to their CA. The detailed project information is available for the duration of the comment timeline. Once the deadline surpasses, citizens cannot download the information and they are encouraged to reach out to their CA.

When using the D-Map, it is beneficial to know the address and/or the file number. Upon inputting the data, the user will be brought to the subject property where they can then access the applications details. They can also zoom into the area. Properties with a DP application are covered by blue lines, while a LUA has green lines. Upon navigating to the subject property, users can access the summary, details about the application, its status, and the contact information for the file manager. On the main summary page, important meeting dates will be listed. For CAs it is imperative that they continuously check the status on the application as they may not be circulated on decisions, recommendations, or upcoming meeting dates. The summary page will note whether the application is currently accepting comments for input. Citizens and CAs can submit comments directly through the map or they can email their comments directly to the file manager. It is the responsibility of the CA and the citizen to remain current on the application and ensure they have submitted their comments within the allotted timeline.

3.3 Concluding Remarks

Citizens and CAs in Calgary have several opportunities to engage on planning projects. The City recognizes the importance of providing citizens the chance to comment on projects and this is a process that has been implemented for nearly two decades. They have also assembled a lot of information related to engagement and how interested or

affected citizens and CAs can respond to projects. The City does disclaim, through their definition of engagement as well as information that is posted on the numerous engagement related webpages, public input that is collected is considered (along with other factors) to influence decision-making (Engage! Policy CS009, 2016; The City of Calgary, 2023c). They also disclose that “the goal of public engagement is not to reach consensus or make everyone happy. Public engagement is about considering the input, ideas and perspectives of those who are interested in or impacted by decisions, before decisions are made,” (The City of Calgary, 2020c). Chapter 4 will further examine public engagement in terms of previously completed literature and studies.

Chapter 4 – Community Engagement

To “rule by only one or a few persons contained its own dangers of tyranny or oligarchy, denying to the majority the opportunity for economic and personal improvement. In Aristotle’s view, the best state in the final analysis was one where there was broach participation, with no class dominating others,” (Cohen & Uphoff, 2011, p. 35).

Over the course of the 20th and 21st centuries, community engagement has become more commonplace in urban planning. The benefits that arise when citizens are involved in the development process²⁵ have been widely proclaimed and is viewed as a right in democratic societies (Burby, 2003; Engage! Policy CS009, 2016; Gosman & Botchwey, 2013; Richards & Dalbey, 2006; The City of Calgary, 2022e). Community engagement, and its many iterations, is a term and practice that has been analyzed and scrutinized for over sixty years, and presently scholars and practitioners are continuously looking for ways to make it more effective and beneficial to those that lead and participate in an engagement program (Arnstein, 1969; Burby, 2003; David & Sutton, 2011; Dawodu et al., 2021; International Association of Public Participation, 2006a; Saxena, 2011). This chapter will examine the application, benefits, and challenges to the community engagement process from a general perspective, not one solely focusing on planning and development. It will also compare four definitions of engagement and three engagement frameworks (Arnstein, 1969; Engage! Policy CS009, 2016; Davidson, 2009; International Association of Public Participation, 2006a; Saxena, 2011).

The term community engagement and its iterations will be used frequently throughout this chapter. Terms include citizen participation (Arnstein, 1969), public participation (Davidson, 1998; International Association of Public Participation, 2006a; Municipal Government Act, 2000), engagement (Engage! Policy CS009, 2016),

²⁵ Development process means policy development or implementation planning projects.

community participation (Midgley, 2011), and citizen engagement are equivalent. Two other terms that will be used and have several iterations relate to the actors of engagement. Terms for those who initiate and lead the engagement program include the host, public officials (Arnstein, 1969), decision-maker, applicant, consultant, planners (Burby, 2003), or engage specialist. The terms for those attending the sessions include participant(s) (Cohen & Uphoff, 2011), citizens (Arnstein, 1969), publics, the public, community members, and stakeholders (Engage! Policy CS009, 2016). The terms community engagement, host, decision-maker, participant(s), citizens and stakeholders will be used predominately throughout this chapter.

4.0 History of Community Engagement

Community engagement today plays a vital role in urban planning because it provides citizens and stakeholders an opportunity to become involved with a project or process that can profoundly impact them. It is perceived that the concept of participation has been present since the ancient Greeks (Cohen & Uphoff, 2011). Aristotle viewed that “participation in the affairs of state as a citizen was essential to the development and fulfillment of the human personality,” (Cohen & Uphoff, 2011, p. 35). Although Aristotle defined participation from a democratic perspective of voting and holding public office, his contribution to the topic is still notable today (Cohen & Uphoff, 2011).

Interest in applying community engagement to urban planning began growing in popularity in the late 1960s and 1970s (Burby, 2003; Haklay et al., 2018; Stiefel & Wolfe, 2011). Neighbourhoods, like Hillhurst-Sunnyside in the 1970s for instance, were feeling the pressures of urban renewal projects such as downtown freeways, and there was concern that these design concepts would eliminate historic characteristics (Stanley, 1985). “Community participation advocates have sought to formulate a more politicized and people-centred approach which conceives of participation in a more dynamic way,”

(Midgley, 2011, p. 174). In the 1990s professionals and experts in planning had a role to solve social problems, amongst the planning challenges they were attempting to improve (Wadsworth, 1997). The introduction of social organizations and access to information has led to many changes towards the role of participation in development (Benoit et al., 2022; Cohen & Uphoff, 2011). In Canada this is evident with the Neighbourhood Improvement Program that was established in the 1970s.

Since the 1960s, more than sixty different frameworks for community engagement have been developed, reiterated, or reinvented (Hussey, 2020). Many of the frameworks are spectrum based, while some, like the Canadian Union of Skilled Workers, identifies the interaction between the different players of engagement (Hussey, 2020). Each of the frameworks differ in their purpose and reasons, however, they share many similarities. Sherry Arnstein's 'Ladder of Citizen Engagement,' (Arnstein, 1969) is the pivotal work. Four frameworks from Arnstein, Davidson, and the International Association of Public Participation (IAP2), will be explored in the upcoming sections while The City of Calgary's Spectrum was described in Chapter 3 – Section 3.0 (Arnstein, 1969; Engage! Policy CS009, 2016; David & Sutton, 2011; International Association of Public Participation, 2018)(Arnstein, 1969; Engage! Policy CS009, 2016; Davidson, 1998; International Association of Public Participation, 2018).

4.1 Defining Public Engagement

Over the past sixty years, several definitions have been proposed for public engagement.

The definitions that will be presented below do not all relate specifically toward public engagement on urban planning projects; however, each definition supports the overarching themes of what public engagement is and how it is perceived. The definitions are from the perspective of Sherry Arnstein, The International Association of Public Participation (IAP2), The City of Calgary, and N.C. Saxena.

4.1.1 Citizen Involvement – Sherry Arnstein

Heralded as a matriarch of public engagement, Sherry Arnstein has helped guide the conversation in the field of engagement. Arnstein defines citizen involvement as “the redistribution of power that enable the have-not citizens, presently excluded from the policy and economic process, to be deliberately included in the future,” (Arnstein, 1969, p. 216). Although Arnstein may not have been the first to define community engagement, her definition of citizen involvement has been used and explored countless times since 1969 because it specifically describes whom should have power when, and for what reason (Dobson, n.d.).

4.1.2 Public Participation – International Association of Public Participation

The International Association of Public Participation (IAP2) is a not-for-profit organization that explores best practices to advance public engagement around the world (International Association of Public Participation, 2023c). They view public participation as “any process that involves the public in problem solving or decision-making and uses public input to make the decisions. Public participation includes all aspects of identifying problems and opportunities, developing alternatives, and making decisions,” (International Association of Public Participation, 2006a, p. 2). This definition supports the participant where they are key components in the decision-making process.

4.1.3 Engagement – The City of Calgary

The City of Calgary, through their Engage Policy, define engagement as “purposeful dialogue between The City and citizens and stakeholders to gather information to influence decision-making” (Engage! Policy CS009, 2016, p. 1). Unlike Arnstein’s definition where engagement is identified as a redistribution of power, the City identifies it

as a focused conversation guided by the decision-maker where the information gathered by those involved influence the decision.

4.1.4 Public Participation – N.C. Saxena

N.C Saxena defines public participation as “a voluntary process by which people, including the disadvantaged (in income, gender, caste, or education), influence or control the decisions that affect them” (Saxena, 2011, p. 31). Saxena’s definition recognizes that participation is voluntary, and the number of participants will be reflective of topic the engagement program is focusing on and the opportunities that are available for willing participants.

4.2 Engagement Frameworks

Changes in cities, especially redevelopment in Calgary’s established communities, is becoming more commonplace. These changes, whether it be updating statutory documents or the physical landscape, can lead to an increase in citizens wanting to become more involved in the process. Thus, an engagement program is born. When it is deemed necessary to include engagement on a program, engagement specialists will implement an engagement framework. The level at which citizens become involved is often determined by the host or decision-maker, leaving citizens to react to whatever engagement opportunities they are provided. Hosts need to appreciate that participant involvement will vary based on the participant and/or the topic being discussed; therefore, the level of engagement that is applied will determine how much participant involvement is desired (Rowe & Frewer, 2000). During the era of the Neighbourhood Improvement Program in Canada, community engagement was a legislated requirement, although it did not include the extent or nature of how the engagement should occur (Lyon & Newman, 1986).

An engagement framework outlines the levels of engagement for the participating citizens. In addition to the City's Spectrum of Strategies and Promises that was discussed in Chapter 3, three engagement frameworks will be examined in this chapter: Arnstein's Ladder of Citizen Participation, Davidson's Wheel of Participation, and the IAP2 Spectrum of Participation.

4.2.1 Ladder of Citizen Participation

Sherry Arnstein's 'ladder of citizen participation' examines the different degrees of participation and the power citizens have on the decision-making process (Dawodu et al., 2021; Dobbin Consulting Inc, 2020; Hassenforder et al., 2015). The concept of the ladder achieves this by dissecting and redistributing power to allow those that are often not part of the engagement equation (i.e. what Arnstein describes as the 'have-nots') to have a bigger role and impact on discussions that lead to decisions on their future (Arnstein, 1969; Hussey, 2020). Expanding on her definition of citizen involvement, Arnstein adds that it is a "strategy by which the have-nots join in determining how information is shared, goals and policies are set, tax resources are allocated, programs are operated, and benefits [...] parceled out," (Arnstein, 1969, p. 216). Jonathan Tritter and Alison McCallum state "for Arnstein, the sole measure of participation is power to make decisions and seizing control is the true aim of citizen engagement" (Tritter & McCallum, 2006, p. 157). The ladder thus signifies the power that citizens can have in participation, not necessarily how the host and citizens can work together to develop solutions to the issues that have been identified.

The ladder framework was presented during the 1960s. It was during a time when social movements were becoming more prominent and the United States federal government signed *The Demonstration Cities and Metropolitan Act* (1966-1974), which guided the Model Cities Program (Gaber, 2019; Hussey, 2020). The Model Cities Program applied federal funding to revitalize urban communities, like the Neighbourhood

Improvement Program, where community groups were required to document citizen participation (Gaber, 2019). The ladder of citizen participation is a result of Arnstein studying and applying the Model Cities Program in its inaugural year (Gaber, 2019). This work symbolizes that citizens who have limited power in policy development results in participatory processes becoming more tokenistic and the final product is not representative of the public's perspective (Benoit et al., 2022). The ideological shifts of CAs in the 1960s coincide with the social movements that have been recognized through the work of Arnstein.

Although introduced more than fifty years ago and places much of its emphasis on the redistribution of power, the 'ladder' is still relevant today because it offers a metaphor between power and relevance (Kotus & Sowada, 2017; Lyles & Swearingen White, 2019). There has been criticism that the ladder represents a dualistic 'state versus community' concept, however, it can be argued that it has succeeded in identifying the varying levels of power a citizen can hold throughout participatory processes (Benoit et al., 2022, p. 21).

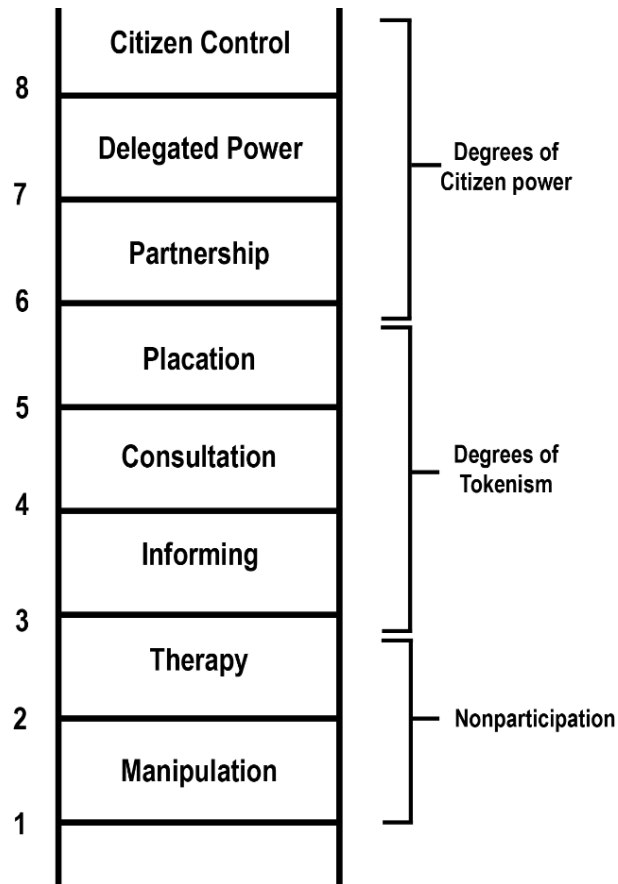


Figure 12: The eight rungs on the ladder of citizen participation – adapted from (Arnstein, 1969, p. 217)

Arnstein identifies eight ‘rungs’ of participation as it pertains to a citizen’s involvement in the planning process (Figure 12). The distribution of power begins with the lowest levels of engagement at the bottom and the highest levels at the top. The rungs include manipulation, therapy, informing, consultation, placation, partnership, delegated power, and citizen control (Arnstein, 1969). The rungs are nested under three overarching approaches: nonparticipation, degrees of tokenism, and degrees of citizen power (Arnstein, 1969; Dobson, n.d.; Gaber, 2019; McGee, 2009). One reason why Arnstein’s ladder has been studied for half a century is she placed more attention on engagement from the citizen’s perspective, whereas most current frameworks focus on engagement from the host’s perspective and how they should bring citizens into the conversation.

Nonparticipation

The lowest two rungs of the ladder are manipulation and therapy. At these levels, citizens are given no or limited power where decision-makers aim to educate or manipulate those participating in the process to support the concept being presented (Arnstein, 1969; Dobson, n.d.; Gaber, 2019). This is achieved by having citizens believe the change will fix all the problems they are enduring. From Arnstein's perspective, the host will place a lot of pomp and circumstance to the presentation to gain citizen support by jading them from what it will actually become, offering false pretenses on the final outcome (Arnstein, 1969).

Degrees of Tokenism

Tokenism is a way of showing you care by ensuring those who may be affected by the decision have a role to play in the decision-making process. As a participant climbs the ladder and reaches rungs three, four, and five, they will become involved in engagement processes that focus on informing, consulting, and placating, respectively (Arnstein, 1969). At these rungs, participants may be provided with better opportunities to have their voices heard, compared to the bottom two rungs where there was no opportunity whatsoever. Arnstein recognizes that informing citizens is imperative to legitimizing citizen participation (Gaber, 2019). She also recognizes that citizens at the inform and consult levels continue to "lack power to insure that their views will be *heeded* by the powerful," (Arnstein, 1969, p. 217). Once a participant reaches rung five, placation, they are viewed as being more involved in the planning process. But, as tokenism remains prevalent, the host continues to have the final say (Arnstein, 1969; Dobson, n.d.).

Degrees of Citizen Control

The final three rungs, partnership, delegated power and citizen control, is where the redistribution of power takes place and favours the citizen (Dobson, n.d.). On the partnership rung, citizens start having more control; however, any stalemates on the

decision-making process will be handled through negotiations, thus balancing the power (Arnstein, 1969). At the partnership and delegated power rungs, citizens and the hosts begin to share the responsibility of decision-making (Arnstein, 1969; Gaber, 2019). At the top and final rung, citizens retain most of the power. It is a rung that comes with great responsibility, but also many complexities (McGee, 2009). Arnstein recognizes that no one can have absolute control. The top rung provides more opportunities for the citizen to 'be in charge of' programming, but not necessarily be fully responsible for creating, developing, and supporting the program as the host is who will ultimately invest in the project (Arnstein, 1969). Something of interest is the top rung of the ladder is not one that is often practiced in participatory practices, but it is one that should be examined when community groups are frustrated with a current process. When decision-makers understand what the 'have-nots' want and how they wish to be heard, it can lead to better means of effective communication that allow for better projects or programs to be built.

The aim of the 'ladder' is to limit the top-down approach of engagement by providing citizens with better opportunities to become key players in the decision-making process (Arnstein, 1969). Some critics argue that Arnstein's approach show public officials as being ambivalent toward citizen participation and in part would rather avoid engaging, although they recognize the benefits are substantial (Lyles & Swearingen White, 2019). This may have been the case at the time this article was written and speaks to the disconnect that once existed between decision-makers and citizens and how engagement has evolved since Arnstein developed the 'ladder' in 1969.

4.2.2 The Wheel of Participation

A challenge presents itself with ladders or spectrums of participation in that there is a hierarchical nature to the typologies. Scott Davidson's Wheel of Participation (the wheel) was developed through collaborative efforts in 1998 in Scotland and views engagement

in a non-hierarchical way (Dooris & Heritage, 2013; Hussey, 2020). The intent of the wheel is to minimize problems that were identified in previous engagement programs, and to develop positive and responsive working relationships between the host and citizens (Davidson, 1998). It goes beyond the 'ladder' by conceptualizing the nuances that exist in engagement processes by defining clear objectives that focus on the context of the matter (Carter, 2006; Dawodu et al., 2021; Sarkissian, 2009). It is presented as a continuous spectrum that promotes a deliberate approach to engagement, rather than selecting the highest intensity of engagement like what is seen with 'the ladder' and linear spectrums (Bamzai-Dodson et al., 2021).

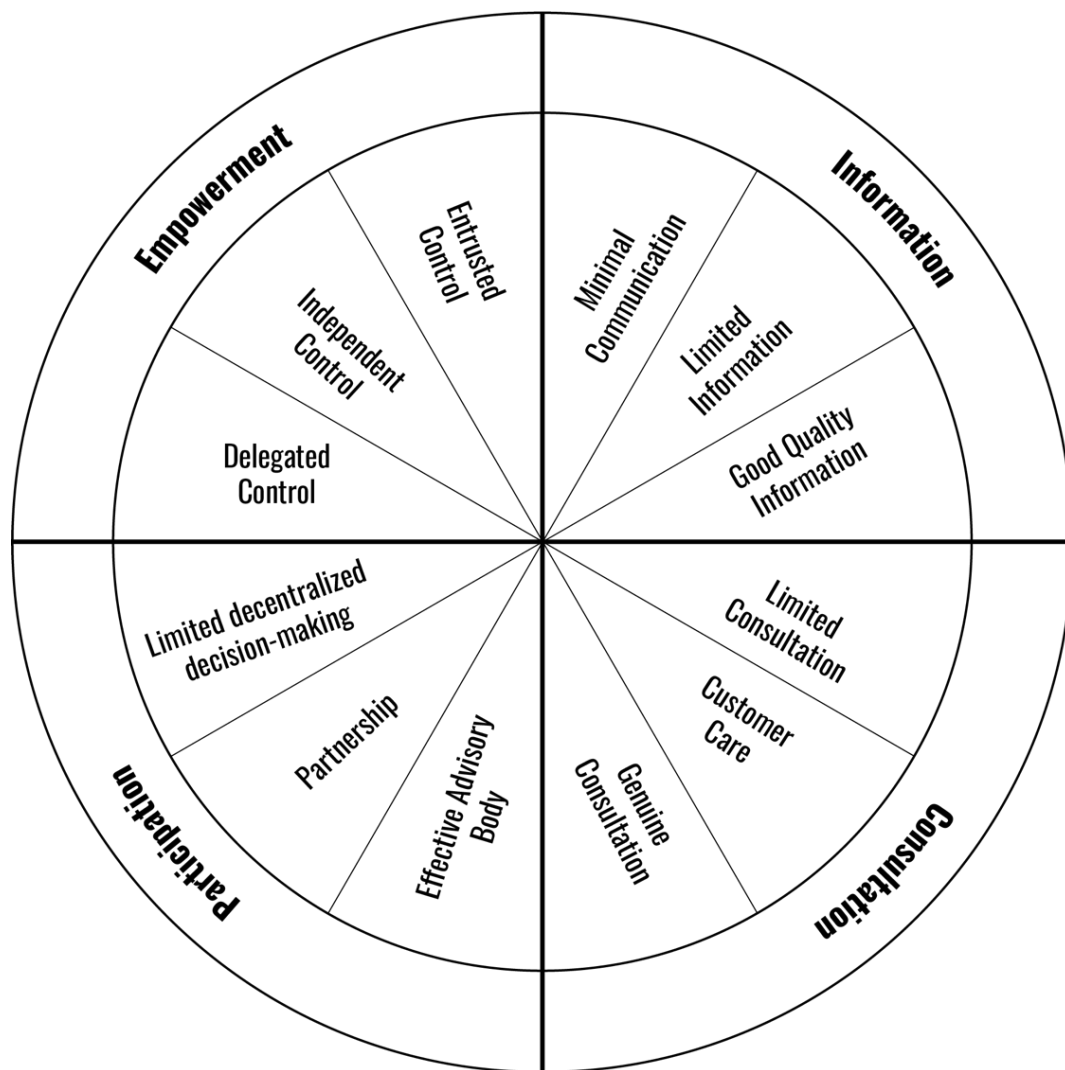


Figure 13: Davidson's Wheel of Participation. Adapted from (Davidson, 1998)

The wheel (Figure 13) consists of four overarching approaches: information, consultation, participation, and empowerment, each containing three sub-approaches (Davidson, 1998). The intent of this framework is to identify the different dimensions that exist within engagement and select the appropriate quadrant the engagement project belongs in (Sarkissian, 2009). It is believed through this process there are some projects that should focus on sharing information only, while others should include greater participation from citizens (Carter, 2006).

Information

Information is viewed similarly to Arnstein's ladder in that all information shared is by one-way communication controlled by the decision-maker. For Davidson's wheel, the three approaches include: minimal communication where the decision-maker will decide on all matters, thus not including the public; limited information where citizens receive information that is controlled by the decision-maker; and good-quality information where citizens receive material that contains more context and it is the type of information that they have been looking for (Davidson, 1998; Sarkissian, 2009).

Consultation

Like the information category, there are three sub-approaches to support consultative means. The first includes limited consultation where citizens are tasked with responding to information; customer care where there are more opportunities available for citizens to provide feedback; and genuine consultation where citizens can discuss issues prior to any action being taken (Davidson, 1998; Sarkissian, 2009).

Participation

The three sub-approaches for participation include: an effective advisory body where citizens are invited to develop ideas that decision-makers can take into consideration;

partnership where decision-makers and citizens can work collaboratively to solve problems; and limited decentralized decision-making where citizens have the ability to make decisions on their own accords, like community associations managing community halls (Davidson, 1998; Sarkissian, 2009).

Empowerment

The three sub-approaches for empowerment include: delegated control where decision-making control is delegated to certain groups or organizations that have the ability to control a portion of the project; independent control where the decision-maker allows an organization to provide services on their behalf; and entrusted control where organizations have substantial control in the decision-making powers (Davidson, 1998; Sarkissian, 2009).

Unlike the 'ladder,' "the wheel promotes the appropriate level of community involvement to achieve clear objectives without suggesting that the aim is always to climb to the top of the ladder," (Davidson, 1998, p. 14). It provides a variety of dimensions that can be applied to planning projects without placing any hierarchy behind the engagement intent like most linear frameworks (Bamzai-Dodson et al., 2021; Davidson, 1998; Sarkissian, 2009). The 'Wheel,' although successful in Scotland, has not been widely adopted and there is limited literature available to expand on this.

4.2.3 IAP2: Spectrum of Public Participation

The IAP2 is an organization focused on advancing participation and providing a variety of tools and methods hosts can apply to an engagement program. Founded in 1990, the mission for the association is to: serve its members through learning opportunities; advocate for public participation; conduct research that can support education and the organizations advocacy; and support improvements towards the application of public

participation (International Association of Public Participation, 2023b). In 2010, the IAP2 developed regional chapters globally to support local needs pertaining to community engagement best practices in these locations (International Association of Public Participation, 2023b). Engagement specialists or individuals interested in furthering their knowledge and education on this topic can earn their IAP2 certificate through a program that introduces students to the variety of engagement methods and tools that can be applied to an engagement program.

The IAP2 Spectrum of Public Participation (Figure 14²⁶) is used internationally and “was designed to assist with the selection of the level of participation that defines the public’s role in any public participation process,” (International Association of Public Participation, 2023a). It is “useful for categorizing, understanding, and analyzing citizen participation,” (AbouAssi et al., 2013, p. 1031). The spectrum includes five levels of engagement: inform, consult, involve, collaborate, and empower (International Association of Public Participation, 2018). It ensures consistency when public participation practice is applied and how citizens can influence the project (AbouAssi et al., 2013; McGee, 2009). Each level includes a goal and promise to the participant. Similar to the progression of Arnstein’s ladder, the further right one moves on the spectrum, the more power participants will have on the decision-making process (Hussey, 2020).

²⁶ Permission to include the Spectrum of Public Participation was granted from the International Association of Public Participation via email correspondence. Permission was received on January 27, 2023.

IAP2 Spectrum of Public Participation

IAP2's Spectrum of Public Participation was designed to assist with the selection of the level of participation that defines the public's role in any public participation process. The Spectrum is used internationally, and it is found in public participation plans around the world.

INCREASING IMPACT ON THE DECISION					
	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

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Figure 14: IAP2 Spectrum of Public Participation (International Association of Public Participation, 2018)

Inform

Moving from left to right, inform is the lowest level of engagement for citizens. Its promise is to keep participants or interested stakeholders informed by achieving the goal of providing them with “balanced and objective information,” (International Association of Public Participation, 2018, para. 1). IAP2 views informing as the foundation for building meaningful public participation (International Association of Public Participation, 2006a). This level does not provide participants with opportunities to influence decisions because the information is typically shared by a one-way communication (AbouAssi et al., 2013; The Praxis Group, 2012). Examples of engagement techniques that are viewed as informative include direct mail-outs or posters. There is not a high level of expectation for

the participants or the public to take part in this process. Informing ensures that the decision-maker has shared the necessary information, especially where there is a level of impact to the public.

Consult

Moving further right, the second level is to consult. The promise here is to keep participants and/or stakeholders informed as well as to listen and to acknowledge ambitions or concerns by obtaining feedback on the information that has been introduced (International Association of Public Participation, 2018). Through consultation, there is often two-way communication streams, however, the participants are not typically part of developing solutions. Consultation is a reactionary process because the public can only provide comment to the information that has been presented (AbouAssi et al., 2013; International Association of Public Participation, 2006a; The Praxis Group, 2012). Examples of techniques include questionnaires, pop-up information kiosks, open houses, and interviews (International Association of Public Participation, 2006b). Similar to the inform level, the public is not expected to participate, however, it is beneficial to become involved in the process because their answers could proffer information that may not have been discovered through the analysis conducted by the project team (Aleshire, 1970; Burby, 2003).

Involve

Involve promises to directly engage with the participants to ensure any ambitions or concerns are considered to any changes that have been identified to better reflect what stakeholders want (International Association of Public Participation, 2006). At this level, information that is collected may not fully influence change; however, participants are provided with more opportunities to provide comment and be involved in the engagement

process, and feedback is further analyzed and incorporated (AbouAssi et al., 2013; The Praxis Group, 2012). Some examples of the engagement tools that would be used here include charrettes, world cafes, and workshops (International Association of Public Participation, 2006b).

Collaborate

Collaborate increases the partnership between the decision-maker and the participant(s).

This is achieved when the participant is actively involved in the program. At this level the decision-maker is seeking advice from the participant and incorporating the recommendations into the final product (International Association of Public Participation, 2018). The participant is brought onto the project towards the onset as they are there to help with the analysis and provide recommendations to the decisions (AbouAssi et al., 2013; The Praxis Group, 2012). Examples include working groups and advisory committees. A challenge with collaborative engagement programs is the time requirement from the participant. Some projects can take several months to years and the participant is expected to play an active role throughout the process.

Empower

The most impact the public can have on the decision-making process is empowerment. Simply put, the promise is participants will make the final decision (International Association of Public Participation, 2018). Empowerment is considered the most democratic process because it provides participants with a reason to come into the process as they are the ones taking ownership and becoming accountable for the final decision (McGee, 2009; The Praxis Group, 2012). The most prominent example of empowerment would be referenda; however, this level can become complicated based on

personal influence and opinion, as well as how information is shared publicly by constituents.

There is not much published critique against the IAP2 spectrum. It is a program that is regularly improved upon as engagement evolves year to year. Unlike Arnstein's ladder which speaks more towards the role that citizens should play in decision-making, the spectrum identifies the roles participants can play and how they can influence the decision-making process, all at the discretion of the host.

4.3 Applying Community Engagement

The application of community engagement is simple; it is a process that brings people together, in a common space, to discuss common ideas or issues (Poschmann, 2022). Community engagement is not solely recognized as a process but is seen as a knowledge exchange tool between all players involved that supports education and involvement (Hassenforder et al., 2015). It was viewed that when projects do not implement an engagement program, the derived concepts were dominated by the experts (Burby, 2003). Through its application it allows for information to be shared, a diversity of views presented, and incorporates local knowledge and expertise that can produce findings that may have been overlooked had it not been applied (Fainstein & Lubinsky, 2021; Stewart, 2009). Community engagement also provides the public with a better understanding of the process by providing information on how decisions are made and how they, the citizens, can become involved in the process (McEvoy et al., 2018). A well-appointed engagement program will result in information and knowledge being shared, all of which can lead to increased levels of trust being formed throughout the decision-making process (Coghlan & Brydon-Miller, 2014; Keskindemir et al., 2021).

When applying a public engagement program, it is imperative to define the key actors from the onset. In the participatory realm, there is a distinction between the key

actors: the decision-maker (i.e., the City of Calgary or the applicant), the host (i.e. engagement consultants or the City of Calgary) and the participants (i.e. the CA, pop-up interest groups, or stakeholders) (Chambers, 2011). The hosts are often recognized as people who do not live in the area and are there to represent the decision-maker or the applicant, while the participants are those that have a vested interest in or are directly or indirectly impacted by the planning project that is being examined (Burby, 2003; Chambers, 2011). Another key component to an engagement program is establishing a timeline. The fourth core value of the IAP2's practice of public participation identifies time as being "the most significant factors in a person's decision to participate. Time is a precious commodity and a gift from the public if they do participate," (International Association of Public Participation, 2006a, p. 27). They suggest that processes and selected engagement tools are selected to address the time challenges to ensure the public is able to participate (International Association of Public Participation, 2006a).

Public engagement is a dynamic and evolutionary process that should adapt to the project and participants (Tritter & McCallum, 2006). It may seem like a straightforward process, however, there are multiple combinations of applying engagement methods that need to be taken into consideration. Cohen and Uphoff (2011) identified three dimensions of participation that need to be considered when applying an engagement program: what level(s) of engagement is/are being considered; who are the participants; and what participatory method(s) is/are being applied to achieve the level(s). Further broken down, it is important to know who is joining the conversation, the reason why they are joining the conversation, at which point of the engagement program are the participants entering, where are they coming from, and how is the information accessed (Cohen & Uphoff, 2011). When there is an understanding of these key components, the engagement program can better represent the issues at hand, rather than 'check boxes' to appease mandated policies or encouraged ideas.

An engagement program can include a combination of the levels based on the overarching goal, timeline, resources, or interest from participants of the project (AbouAssi et al., 2013). The further right a project moves on the spectrum, the more combinations it could have. When applying the spectrum to engagement on implementation planning projects, often the only opportunities that exist for citizens are inform and consult. As projects progress, there tends to be more interest coming from the bottom-up as interest groups, like community associations, become involved in the process (Cohen & Uphoff, 2011).

4.3.1 Engagement Tools

There are several engagement tools that can be used to conduct engagement. The tools that are listed in Table 3 have been adapted from the IAP2's "Technique for Effective Public Participation" student manual (International Association of Public Participation, 2006c). Some tools are multi-faceted and are supported by several levels of engagement. The level of engagement the tool is supported by will refer the City's Spectrum of Strategies and Promises (Engage! Policy CS009, 2016).

Table 3: Engagement Tools adapted from (IAP2, 2006, Poschmann 2022)

Level of Engagement	Engagement Tool(s)
Inform/Communicate	Project webpages/websites Information kiosks Fairs and events Direct mail or e-mail Billboards Posters
Listen & Learn	Project webpages/websites Information Kiosks Fairs and events Development Map Surveys Interviews Feedback/Comment forms Public meeting Open houses
Consult	Project webpages/websites Information kiosks Fairs and events Workshops

	Open houses Tours and Field Trips
Collaborate	Charrettes World Cafes Study circles
Empower	Citizen juries Focus groups Plebiscites

4.4 Principles of Effective Engagement

Deborah Wadsworth has identified seven principles of engagement that contribute to effective engagement and should be considered throughout any engagement session. The principles include listening, create an ongoing process, go beyond the usual suspects, provide choices, don't ignore obstacles; deal with them, avoid jargon...like the plague, and communicate productively (Wadsworth, 1997). Below, is a synopsis of these principles as they support achieving effective engagement.

4.4.1 Listen

It is suggested, from the onset of an engagement program, that the decision-makers should listen to views and perspectives of the public, rather than begin by sharing information from the perspective of the expert (Wadsworth, 1997). Active listening allows decision-makers to better understand the concerns, needs, wants, and desires of the public, which ultimately leads them to expand their own understanding of the challenges that are being experienced and help improve decisions (Burby, 2003; International Association of Public Participation, 2006a; McGee, 2009; Wadsworth, 1997).

4.4.2 Accommodate Participants

Engagement can be an intimidating process, especially for those who may not be well-versed on the subject. It is often viewed that engagement sessions are attended by the louder or more involved citizens; however, the process needs to be more inclusive and broader (Wadsworth, 1997). Characteristics like age and sex, family status, educational

levels, social divisions, and occupation can be applied to measure who the participants may be and when they may become involved in the process (Cohen & Uphoff, 2011). In order to easily secure participation, the project must be able to demonstrate that it will affect change and do it reasonably soon; if the planning is irrelevant to an individual's situation, their willingness to participate will diminish (Aleshire, 1970). As noted previously, stakeholders, like CAs, have local knowledge and when these individuals or groups are part of the engagement process, decision-makers can develop results that best reflect the local conditions and values and the decisions are more endearing (Burby, 2003; International Association of Public Participation, 2006a). When an engagement program only includes subject matter experts or the 'usual suspects', it may not lead to the results that will better the greater population (Wadsworth, 1997). What often deters individuals from participating is there is too much information to process, the information is too technical, or they feel inadequate because they are not subject matter experts (Gosman & Botchwey, 2013; Wadsworth, 1997). There also needs to be a consideration of the times events are held. Unfortunately, a large portion of the population, such as families with young children or individuals working non-traditional schedules, may not be able to attend sessions during the day or in the evenings (Gosman & Botchwey, 2013). When parameters such as these exist, the participants that are joining the conversation tend to be the same because they have the time to do so.

4.4.3 Variety

When participants are not provided choices, they may feel that engagement is tokenistic where the decision-makers are only engaging with the citizens to 'check a box,' (Arnstein, 1969; Davidson, 1998). At times, there is an expectation that the engagement will be what it has always been; therefore, the public will make presumptions about the decision-makers, process, and outcome, which may lead them to not wanting to become involved

(Gosman & Botchwey, 2013). When it is viewed as being a trend or the programs mirror one another, the process will begin to falter because the public will lose trust and will not want to commit their time to participating in an ineffective process (Gosman & Botchwey, 2013). Research indicates that when levels of engagement are not implemented evenly, there are constraints participants need to bypass to participate, or there are not enough opportunities to become involved, it will see a decrease in citizens becoming involved (Richards & Dalbey, 2006). The public benefits when they are provided ongoing opportunities, as it can decrease speculation because the relevant information is being shared through the correct avenues at the appropriate time (McGee, 2009). This can include incorporating several levels of engagement to allow participants different ways they can contribute to the decision-making. Through the evolution of the project, this can also allow trust to be formed by improving and/or strengthening relationships, developing innovative problem-solving solutions, truly understanding the challenges facing participants, and understanding the participants goals (Burby, 2003; McGee, 2009; Schalk, 2014).

4.4.4 Meaningful Engagement

Meaningful engagement takes time and is a process that requires consistency and patience (Aleshire, 1970; Wadsworth, 1997). From a planning viewpoint, meaningful engagement is “engagement designed to build a durable and lasting structure for community planning – not just “box checking,” asking for “one off” input from the community or asking for input at the end of the process to get sign off on the final plan” (“Meaningful Engagement,” 2013). Meaningful engagement needs to include a combination of engagement levels and approaches that are available in person or online (Poschmann, 2022). These combinations allow time for participants to understand the need for engagement, analyze the data effectively, and understand the reason for why the

work is being completed (Wadsworth, 1997). When participants are provided a combination of methods to receive information and share feedback, it provides for better opportunities for dialogue to take place between the participants and the decision-makers (Burby, 2003).

4.5 Setbacks to Engagement

The previous sections have shown that engagement is needed when stakeholders are impacted by the decisions made towards the development project (Richards & Dalbey, 2006). Development projects benefit from engagement because those that are impacted by the potential outcome have opportunities to provide local knowledge and can support in the development of ideas and solutions (Chambers, 2011; Saxena, 2011). Unfortunately, there are setbacks that can affect who participates, which are detailed below.

- **Timing.** This can become a deterrent in mandatory and encouraged engagement where the participants are volunteering their personal time to take part in the initiative (Cohen & Uphoff, 2011). Engagement will also extend the time to complete the project because engagement specialists will have to decipher, process, and apply feedback that is gathered (Aleshire, 1970). Timing can also relate to the point within the project timeline when citizens are invited to engage. When participation is not established during the early stage of the project, this can result in ineffective projects taking shape, thus leading to further scheduling setbacks (Saxena, 2011).
- **Intensity.** If there are many participatory activities involved in the engagement process and a requirement that the participants must attend each of the sessions, this may dissuade potential participants (Cohen & Uphoff, 2011).

- **Inclusivity.** Diverse opinions can provide information that may have never been considered. An engagement program that limits inclusivity diminishes these opportunities for minority groups from attending and participating (Bond & Thompson-Fawcett, 2007). When participants are burdened with needing to attend a certain number of meetings or the information is incomprehensible, this can ultimately deter them from wanting to become involved. A major challenge that engagement programs experience is ensuring there is diversity, but, as noted previously, participation in engagement is voluntary and people cannot be forced to be involved.

4.6 Concluding Remarks

While observing the levels of participation, engagement should “not stop at information sharing or consultations; decision-making and initiating action are important and essential components to participation,” (Saxena, 2011, p. 31). There are several benefits and setbacks that come with applying an engagement program to a planning project, but what is evident in the literature is that many support the idea that better outcomes on planning projects can be achieved through public engagement (Arnstein, 1969; Burby, 2003; Chambers, 2011; Coghlan & Brydon-Miller, 2014; Cohen & Uphoff, 2011; International Association of Public Participation, 2006b; Richards & Dalbey, 2006; Rowe & Frewer, 2000; Saxena, 2011; Stewart, 2009).

Richards and Dalbey found that “community and stakeholder collaboration can create sound basis for creative, speedy resolution of development conflicts, which can help make development decisions more timely, cost-effective, and predictable,” (Richards & Dalbey, 2006, p. 19). If a project does not include varying engagement opportunities it can lead to greater delays in the approval process, increased costs and budgets, more controversy, and additional emotional considerations and self-interest (Burby, 2003;

Davidson, 1998). However, community engagement can prevent decision-makers and the public from being blindsided (Arnstein, 1969; Gosman & Botchwey, 2013). Without engagement opportunities, solutions would be presented by the decision-makers, and it was expected for the public to simply accept and see them come to fruition (Wadsworth, 1997).

The engagement frameworks discussed in Section 4.2 have many similarities, although at the time they were conceived the concepts were quite innovative. With the 'ladder' introduced in 1969, the 'wheel' in 1998, and the 'spectrum' in the early part of 2000, each of the frameworks has built off and improved from its predecessor. The 'ladder' set the tone and identified that there are several levels on how citizens can become involved in a public project, Davidson used that concept to develop the 'wheel.' The 'wheel' provides more layers that were identified by practicing approaches from the 'ladder.' The IAP2 'spectrum' seems to have been adapted from the 'ladder' and the 'wheel' as it has added a fifth level of collaboration, which would replace empower on the 'wheel.'

As identified through the three frameworks presented by Arnstein, Davidson, and the IAP2, the level of engagement chosen for a project will determine the extent of public involvement (Arnstein, 1969; Davidson, 1998; International Association of Public Participation, 2018). Effective engagement programs that include a combination of levels and involve a variety of participants allow participants to contribute to the process by providing insight, knowledge, experience, and skills while also allowing for the reconciliation of varying perspectives (Gosman & Botchwey, 2013; Saxena, 2011). Each of the engagement frameworks alluded to the idea that when citizens are provided fewer opportunities to become involved, the decision-makers run the risk of missing opportunities that can benefit the project. Meaningful engagement should endeavor to resolve conflicts, thus providing several opportunities for the public to become involved (Aleshire, 1970).

Community involvement in public participation, like the role of community associations, bring forward pertinent information, making community members aware of the situation at hand (Midgley, 2011). Community associations in Calgary play an integral role to ensure that their community members are properly informed on engagement opportunities and that they understand how their feedback can affect the outcome of a development project. Once stakeholders and citizens understand their opportunities, they are more inclined to take action and help solve problems (Saxena, 2011).

Chapter 5 – Methodology

The research questions outlined in Chapter 1 are summarized below:

- What is the perceived role community associations play when an urban planning project is proposed within their community district?
- Should the level of engagement vary based on the level of impact the planning project may have on the community as observed by the community association?

The associated objectives for this research are also summarized:

1. Understand the evolution of community associations.
2. Determine the experience community associations have had with engagement on planning and development projects.
3. Identify any challenges and opportunities community associations have encountered throughout their engagement experiences, if any.
4. Summarize the provincial legislative frameworks that guide municipalities on public participation, and planning and development.
5. Describe the theoretical purpose of public participation and the different levels of engagement that can be applied to a project.

In general, the methodologies of the research conducted followed the findings from Marquis & Daku, Marta, Nikolopoulos, van Haute, Bryman & Bell, Robson, Gideon & Barnes-Creeney, David & Sutton, and Barbour (Barbour, 2014; Bryman & Bell, 2019; David & Sutton, 2011; Gideon & Barnes-Creeney, 2021; Marquis & Daku, 2021; Marta, 2021; Nikolopoulos, 2022; Robson, 2011; van Haute, 2021).

Due to the involvement of human subjects, an ethics certificate was granted. A criterium for participant selection was devised, and participants were recruited to take part in the research. An online engagement platform was developed, on which a survey,

referred to herein as the interview selection form (ISF), was hosted to encourage interested CAs to participate and gain initial data. Semi-structured interviews then occurred with CAs that completed the ISF. The ISF and semi-structured interviews took place consecutively, with the ISF being available for one month in Spring 2021, and the interviews occurring in Summer 2021. The data was analyzed inductively and deductively and used to support the conclusions and recommendations presented in Chapter 7. Figure 15 provides a chronological outline of the steps that were taken to collect and analyze the data.

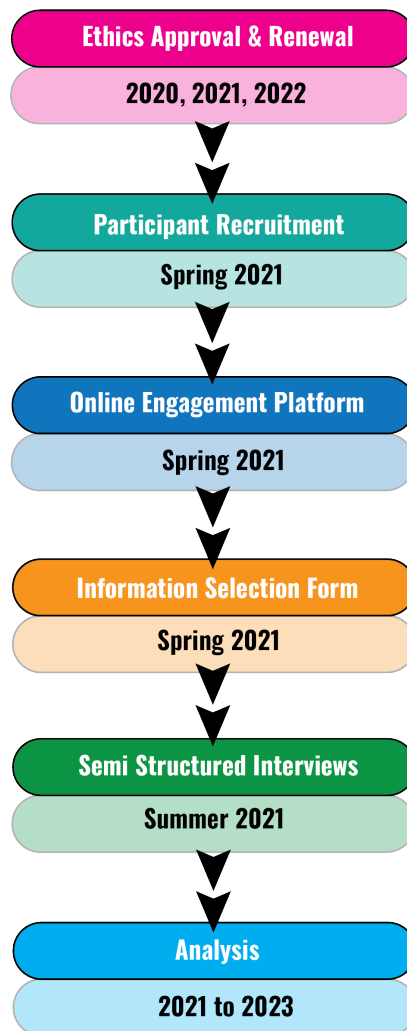


Figure 15: Research Approach and Timing

5.0 Phenomenological & Heuristic Research Methods

Two research methods, phenomenological and heuristic, were applied throughout the study as these provided a means to examine the past and present experiences the participating CAs have had with engagement on planning and development projects. The phenomenological method allows the research to provide more understanding towards a lived experience from the participants perspective (Knaack, 1984). While the heuristic method allows the research to provide more understanding as to what the participating is currently experiencing (Sultan, 2019). Phyllis Knaack provides further clarification regarding the characteristic of phenomenological research. Referencing E. Keen's 1975 book "*A Primer in Phenomenological Psychology*," Knaack states that "the lived experience must be the guide in understanding other people and what things mean to them," (Knaack, 1984, p. 109). Clark Moustakas was an American psychologist who contributed into the development of heuristic methodology. He explains that "in heuristics, the focus is exclusively and continually aimed at understanding human experience. The research participants remain close to depictions of their experience, telling their individual stories with increasing understanding and insight," (Moustakas, 1994, p. 18). The purpose of applying two methods is due to participating CA members speaking of experiences from the past and present. Their past experiences help guide the approach they take when examining applications.

5.1 Ethics Approval and Renewal

Prior to commencing the ISF and interviews, a certificate for ethics was obtained through the Conjoint Faculties Research Ethics Board (CFREB) at the University of Calgary. The ethics certificate was required because the research involved human subjects and this process allows for the researcher to disclose and identify any risks that may affect the

participants (Marquis & Daku, 2021). The research was approved as it was deemed to be low risk.

The project received certification on December 18, 2020, and was valid for one year. Annual renewal applications were completed and approved in 2021 and 2022. The project was assigned an ethics identification: REB20-1552. This identification number was included in the:

- Project description for recruitment.
- ISF Consent Form.
- Interview Consent Form.
- Project description through the online engagement platform.

Interested participants were required to provide consent before responding to any questions on the ISF or interviews. The first question of the ISF asked for participants to provide consent, and this was a mandatory question. For the interview, a consent form was emailed prior to the scheduled interview date. Participants were also asked to provide verbal consent at the beginning of each interview. Although this project is considered low risk, the discussions did allow for sensitive information to be shared. The identity of the participants was guaranteed to be protected throughout the entirety of the research. To support each of the participants anonymity and confidentiality, an identification code was applied to each CA.

5.2 Participant Criteria

To limit bias and develop recommendations that best reflect the experiences CAs have had or are currently having regarding engagement on planning projects in Calgary, the research was dependent on the phenomenological and heuristic perspectives from multiple participants representing CAs throughout Calgary. Participation was voluntary and at the discretion of the participant. The limitations to self-selection (volunteer)

sampling could limit participation from CAs who may not have much experience or interest with engagement on planning and development. There was a risk that interested participants may not be eligible for the research. This was mitigated by using the specific planning e-newsletter through the Federation of Calgary Communities (FCC), discussed in Section 5.3, because it could target people who are interested in the topic. Using a non-probability sampling technique does have a higher risk of research bias when compared to its counterpart, probability sampling (Nikolopoulos, 2022).

Prior to opening the ISF, criteria were developed that would be applied if more than twenty CAs responded to the ISF. The criteria were:

- One CA from each of Calgary's four quadrants.
- Wide representation from communities that are established.
- Representation from at least one inner-city community.
- Representation from community that has or is experiencing redevelopment.
- Representation from a suburban community that is still developing, or development has recently been completed.
- Communities that have participated in engagement led by The City of Calgary.

5.3 Participant Recruitment

Participant recruitment occurred through email notification delivered digitally by the FCC.

The FCC was notified of the research by email in November 2020. The planners saw the benefit the research could have as they appreciated the importance public engagement has for CAs and recognize that it can be contentious. It was intended for the recruitment package to be delivered by email earlier on in 2021. However, through conversation, it

was decided that it would be best to delay opening the recruitment until the Spring as many CAs were taking part in public hearings for a contentious planning document.

The FCC has a membership of nearly 150 CAs and most of the members receive monthly and bi-weekly updates through their e-newsletters. It was believed that the e-newsletter would be an effective tool to recruit participants who held an interest in the topic of urban planning and community engagement. The e-newsletter included a description of the project that explained the intent of the research, and a link to the project's online engagement platform. Appendix A includes the summary that was posted in the e-newsletter. The recruitment phase was available in Spring 2021 and the information was shared in three consecutive e-newsletters.

5.4 Online Engagement Platform

As part of the participant recruitment, a project webpage, hosted by NextCalgary, was developed through Bang the Table, an engagement product from Engagement HQ (<https://cc.nextcalgary.ca/perspective>). The online engagement platform allowed for a multitude of engagement tools and techniques to be applied, allowing participants to remain informed as well as participate in ongoing discussions. The benefit to this platform is it allows participants to become involved in the engagement process at a time that was convenient for them, as well as control discussions that took place in the forum tool (Ertio, 2015; Evans-Cowley & Hollander, 2010; Poschmann, 2022).

All interested participants were directed to the webpage through the link that was included in the recruitment invitation. Here, they could access the ISF as well as four other community feedback tools including questions, stories, forums, and a map. To complete the ISF or post information through the feedback tools, participants were required to register; however, posting information was voluntary and at the discretion of the participant. The questions tool allowed participants to ask questions regarding the

research, while the stories and forum tools allowed them to share and discuss their experiences on engagement, and planning and development. The map tool allowed participants to share which communities they were representing. The information provided by participants in the forum, discussion, and map tools were made public, however, the ISF results were private and could only be accessed by the researcher. Comments that were made on maps did identify which CAs took part in the engagement, however, the comments could not be traced back to those that participated in the interviews, allowing for their anonymity to remain protected. Comments that were posted were considered in the data that is discussed in Chapter 6.

5.5 Interview Selection Form

The ISF was available online through the online engagement platform and was self-administered. The questions were factual and based on gathering data related to a person's experience. The data that was collected provided context on interest and experience related to the overarching topic and it supported in the development of the semi-structured interview questions.

The ISF comprised of nine questions using single line, checkbox, and dropdown response options. The single line option allowed participants to provide exact information in response to the question, while the checkbox permitted them to select all of the responses that related to them. The dropdown required them to select one answer from the predefined answer choices. These question types allowed for ordinal data to be captured and analyzed.

A pilot study was conducted prior to the site going live to ensure the questions reflected what the research was trying to achieve. The participants for this pilot included two professional planners, both of which have experience working with CAs. Following the pilot study, the ISF was open for one month. The timeline was chosen as it was recognized

some CA volunteers may have a certain number of hours they dedicate to their position monthly. Those who were interested in completing the ISF following the timeline were able to request access or a digital copy, however, there was no interest expressed once the form was closed. A copy of the ISF questionnaire is available in Appendix B.

5.6 Semi-Structured Interviews

The interview process occurred following the closure of the ISF, an assessment was completed on the ISF results, and the selecting of the CAs to continue with the research. The process consisted of developing the interview questions by considering the responses provided in the ISF, researching the CAs to better understand the types of experiences they had disclosed in the ISF, responding to the participants that disclosed their interest in continuing to the next phase, and scheduling the interview. The interview questions were semi-structured because this allowed for a better balance in the conversations, and they are more flexible towards the topics that are being discussed. As suggested by Bryman & Bell, each interview contained the same structure of question; however, they were tailored based on the responses that were provided in the selection form (Bryman & Bell, 2019). For instance, question one focused on the different engagement programs the CA had participated in and was tailored to focus specifically on the programs the participating CA had selected in the ISF. Marta explains that a semi-structured interview requires the researcher to employ active listening skills as this ensures proper follow up questions and conversation prompts are incorporated into the discussion (Marta, 2021). Prior to partaking in the interview, participants were required to provide consent. The interview script is available in Appendix C.

The benefits to the semi-structured technique allows for more flexibility while conducting the interview, further allowing the researcher to place more attention on a topic that may arise through the conversation (Marta, 2021). A drawback to this application is it

can increase the length of the process because the conversations may digress from the overarching purpose of the interview (Marta, 2021). As planning and community engagement are two passionate topics, the semi-structured nature allowed for conversation to stray and flow more naturally by placing focus on areas the participants deemed imperative to supporting the research (Delve, 2022).

Due to the COVID-19 pandemic and its related restrictions at the time, the interviews were conducted virtually using Zoom. Each participant provided consent for the discussions to be recorded and to apply the data that was captured in the discussion to the research. The benefits to this approach allowed for more accurate recordings of the conversations and simplified the transcription process, thus limiting the need for follow-up questions. Each interview was manually transcribed using oTranscribe, a free web application that allows transcribers to upload the interviews (Bentley, n.d.). This application includes software that can control the speed of the recording as well as applying timestamps. The timestamp option is effective in returning to the original recording to help clarify any comments. Although considered a time intensive task, the transcription process became a preliminary round of inductive analysis.

5.7 Data Analysis

The data analysis occurred in two stages: the first was following the ISF and the second occurred once the interviews were completed. The ISF analysis was completed using the software available through Bang the Table. The software has three types of analysis: filtering, comparing, and cross tabular, and can develop a detailed project report (Prasad, 2023; Rajendiran, 2023). The project report was used to review the data and develop the interview questions.

During and following the transcribing of the interviews an inductive and deductive analysis was applied to analyze the data. Bryman and Bell (2019) state that “in actual

research situations it is impossible to conduct a study that is purely deductive or purely inductive...Often some combination of both can be found in the same research," (Bryman & Bell, 2019, p. 7). The inductive analysis occurred during the transcription process as this allowed for themes to emerge and unique codes be assigned to recurring themes. There is criticism towards inductive analyses not being logically sound, however, for the purpose of this research, the interview data endorsed the development of new knowledge on the topic from the participants perspective (Giese & Schnapp, 2021). The benefit of beginning with an inductive analysis is it allows the data to guide the results, rather than placing the data into predetermined categories. Open coding was assigned during this initial analysis because it allows for loose and tentative coding to be developed.

Following the transcription, four rounds of deductive analysis occurred. A deductive analysis allowed for better interpretation of the data and sorting of the broad topics that were unveiled. ATLAS.ti, a qualitative data analysis software, was used throughout the deductive analysis as it allowed for a simpler analysis and refinement of the data through developing and grouping codes (*Analyze and Refine Your Data*, 2023). The entirety of the interview data was read in each round. Following the first round, overarching themes started to emerge in each subsequent analysis, with several subcategories to support them. The final round was used to further refine the themes and subcategories.

Elements of grounded theory were applied throughout the analysis as much of the theoretical propositions were derived through the analysis of the interview data. This approach attempts to understand the meaning of the participants interactions, social actions, and experiences towards engagement in Calgary (Lumivero, 2023). The concepts and categories determined through the *in vivo* coding²⁷ is inherently reliant on

²⁷ *In vivo* coding refers to the first round of coding.

the interpretations of the data analyst; however, the use of coding to identify themes rather than applying codes that force the data into predetermined themes reduces the risk of bias (Barbour, 2014; Bryman & Bell, 2019). The incorporation of this method allows for new theories and ideas to be discovered, all of which can support the recommendations to improve processes.

5.8 Concluding Remarks

The past and present experience of the participating CAs support the phenomenological and heuristic approach that was applied to this research. Oftentimes, data on engagement is developed from the perspective of the host, as they can describe their experiences based on the engagement tools they applied to engage with participants (i.e. the City's What We Heard Report). Seldom is there information or reporting reflective of a participant's experience, engagement reports are written by the hosts, not the participants. Chapter 6 will describe the data collected from the ISF and interviews, the three overarching themes, and a discussion on the results. The discussion will connect the data with the information that was provided in the literature review and legislative framework chapters. This synthesis will be used to support recommendations to support CAs on any future planning and development projects within their community.

Chapter 6: Results and Discussion

Chapters 3 and 4 summarized the legal framework municipalities in Alberta must follow as per the *Municipal Government Act (MGA)*, and four engagement frameworks from Arnstein, Davidson, the International Association of Public Participation (IAP2), and the City of Calgary (Arnstein, 1969; Engage! Policy CS009, 2016; Municipal Government Act, 2000; Davidson, 1998; International Association of Public Participation, 2018). Sherry Arnstein's viewpoint that a redistribution of power in community engagement would see the 'have-nots' have more authority supports the rationale that further exploration is required when observing what role community associations (CAs) in Calgary should play when a planning project or application is proposed within their boundaries. As discussed in Chapter 1, there is a perception that CA planning committees will be the conduit between the City, applicant, and community members, yet their level of authority is nonexistent due to the decision-making powers assigned to the Development Authority or city council.

This chapter will examine the data collected through the interview selection form (ISF) and the semi-structured interviews. The data provides context on the participating CA's experience with engagement on planning projects.

The interview data has been divided into three overarching themes:

- Constraints
- Opportunities
- Frustrations

Several sub-themes have also been developed to support the overarching themes. A discussion is provided for each of the sub-themes to compare the data to the information that was presented in Chapters 2 through 4.

6.0 Participating Community Associations

Chapter 5 described the methodology, which consisted of inviting CAs throughout Calgary, who are in good standing with the Federation of Calgary Communities (FCC), to participate in the research for this project. Table 4 provides an overview of the CAs that completed the interview selection form (ISF) and those that were involved for the semi-structured interviews.

Thirteen CAs, representing twenty communities, completed the ISF. Nine CAs and one community member²⁸ participated in the interview process. The remaining four CAs did not participate in the interview process. The identity of the communities and the name of their CA is being withheld to allow for anonymity, as the data that was collected through the interviews can be considered controversial. Each participant has been assigned an identifier number, which is noted in the first column of Table 4. This identifier number will correlate with the quotes and data that is provided in Section 6.2 this chapter. Each participant will be referred to as 'participant X.0.' Column two identifies which quadrant the CAs located in.

The data for the table was collected using the community profiles and the 2014-2042 population projections from The City of Calgary (The City of Calgary, 2023d). The community profiles were derived from data collected from the 2016 national census conducted by the Government of Canada. A national census was conducted in 2021, however, the City has not released the updated community profiles. A review of the 2021 data was completed, but, the census tract boundaries did not align with the CA or community boundaries, thus making it difficult to assign accurate data to the participating CAs. Columns three and four highlight the approximate age and population for each CA. The data for these categories are shown in a range because providing the exact number

²⁸ The community member that was interviewed did not complete the ISF as they connected with the researcher after the survey was closed. It was decided that an interview from a community member would provide an interesting perspective.

from each could be traced back to the respective community(ies), thus eliminating the anonymity. Columns five and six denote the predominant housing type and whether the community(ies) is/are considered developed or greenfield²⁹. These data were extracted from the community profiles and are exact representations (The City of Calgary, 2023d).

Columns seven and eight denote the projected population and the level of expected redevelopment³⁰ for each CA. The parameter for the level of expected redevelopment was determined by comparing the projected increase in population by 2042 (The City of Calgary, 2023d) with the engagement each CA has or is currently experiencing based on the results they provided in the ISF and through a review of the D-Map. The level of expected redevelopment is defined as low, medium, high, or very high. A low level of expected redevelopment has been assigned based on a projected population increase between 0-39%. A medium level of expected redevelopment would see a projected population between 40-69%, while a high level of expected redevelopment would experience a projected population increase between 70-100%. Those communities with a projected population that is greater than 100% is assigned a very high classification.

The purpose of including these parameters relates to goal Policy 2.2 of the MDP. This policy focuses on shaping a more compact urban form where it aims to “direct future growth of the city in a way that fosters a more compact efficient use of land, creates complete communities, allows for greater mobility choices, and enhances vitality and character in local neighbourhoods,” (Municipal Development Plan 2020, 2021, p. 28). Between 2009 and 2019, Calgary’s population increased by nearly 250,000 and saw 90%

²⁹ The Municipal Development Plan labels communities as developed or greenfield. (Municipal Development Plan 2020, 2021). A developed community is one that is fully built out, while a greenfield community is still under development. Greenfield communities are typically located on the periphery of Calgary, although the city is seeing greenfield communities, like University District, on land within the inner sections of the city.

³⁰ The level of expected redevelopment was assigned by the researcher and is not referenced in The City of Calgary community profiles.

of that growth occur in new/greenfield communities (Municipal Development Plan 2020, 2021). The City's Growth Strategy (2023-2026) expects Calgary to grow by 22,000 people per year for an additional 88,000 by 2026 (Growth Strategy, 2022). To support this, and the goal of being a more compact city by 2039 they aim to accommodate 33% of the future population within established/developed areas (Municipal Development Plan 2020, 2021). When Policy 2.2 of the MDP, the City's Growth Strategy, and the projected populations are taken into consideration, it can be assumed that developed, inner-city CAs with high or very high levels of expected redevelopment could expect to experience more planning and development projects in coming years, which could result in more engagement occurring.

Table 4: Community Profiles (The City of Calgary, 2023d; Municipal Development Plan 2020, 2021)

Participant	Quadrant	Approximate Age Range	Population Range	Predominant Housing Type	Developed or Greenfield	Projected Population	Level of Expected Redevelopment*
1.0	NW	110-120 years old	9001-12000	Single-detached	Developed – inner city	40%	Medium
2.0	SW	110-120 years old	3001-6000	Single-detached	Developed – inner city	30%	Low
3.0	SW	10-20 years old	12001-Over	Single-detached	Developed	0%	Low
4.0	NW	70-80 years old	0-3000	Single-detached	Developed – inner city	120%	Very High
5.0	SE	100-120 years old	0-3000	Single-detached	Developed – inner city	65%	Medium
6.0	NW	40-50 years old	6001-9000	Single-detached	Developed	5%	Low
7.0	SW	70-80 years old	3001-6000	Apartment	Developed – inner city	20%	Low
8.0	NW	60-70 years old	0-3000	Apartment	Developed – inner city	450%	Very High
9.0	NW	70-80 years old	6001-9000	Single-detached	Developed – inner city	30%	Low
10.0	NE	30-40 years old	12001-over	Single-detached	Developed	0%	Low
11.0 ³¹	SE	10-20 years old	12001-over	Single-detached	Greenfield	775%	Low
12.0	NW	110-120 years old	0-3000	Apartment	Developed – inner city	95%	High
13.0	SW	60-70 years old	3001-6000	Single-detached	Developed	10%	Low
14.0	SW	40-50 years old	6001-9000	Single-detached	Developed	10%	Low

³¹ Participant 11.0 represents two developing communities in Calgary. Their community profile identifies that they will experience over 775% increase in population as the community is not built out. It is not uncommon for new communities to experience LUA and DP applications as they continue to grow.

6.1 Stage 1: Interview Selection Form Data

The first stage of the research involved participants completing an ISF, which presented like a survey. The intent of the ISF was to collect data that identified the type of planning related engagement CAs have participated in. In total, thirty-four people clicked on the link to the ISF and thirteen contributed information³². Question one was mandatory as it required each participant to provide consent. Question two had the participants confirm which community they were representing; this data was used when reviewing the responses against the participant criteria that is listed in Section 5.2.

6.1.1 Planning Projects Community Associations Participated In

Prior to commencing the research, it was anticipated that several CAs in Calgary have experienced some form of engagement, however, to limit bias, question three asked for the participants to identify all forms of engagement that they have or are currently experiencing. The question listed the most recognized planning projects that include some level of engagement. The list included Municipal Development Plan, Calgary Transportation Plan, Guidebook for Great Communities Area Redevelopment Plan, Local Area Plan, Land Use Amendment, Development Permit, Conceptual/Outline Plan Design, Utility Improvement, and Other. One participant listed area plan under the 'other' option. The question was designed as a checkbox style and there was no limit to what participants could select. The data that was collected from this question was used to inform the questions for the interviews. It allowed for focus to be placed on the specific projects the participants identified.

Each of the participants responded to this question and the results are shared in Figure 16. Some participants identified that they have participated in multiple engagement opportunities while others have only been involved in one. The findings show that every

³² Participant 12.0 did not complete an interview selection form and is not part of a CA.

CA has experienced responding to development permit (DP) applications while less than 25% of the participants have been involved in engagement for the larger scale projects, such as multi-community local area plan (LAP) projects.

Figure 16: Community Association engagement experience on planning projects



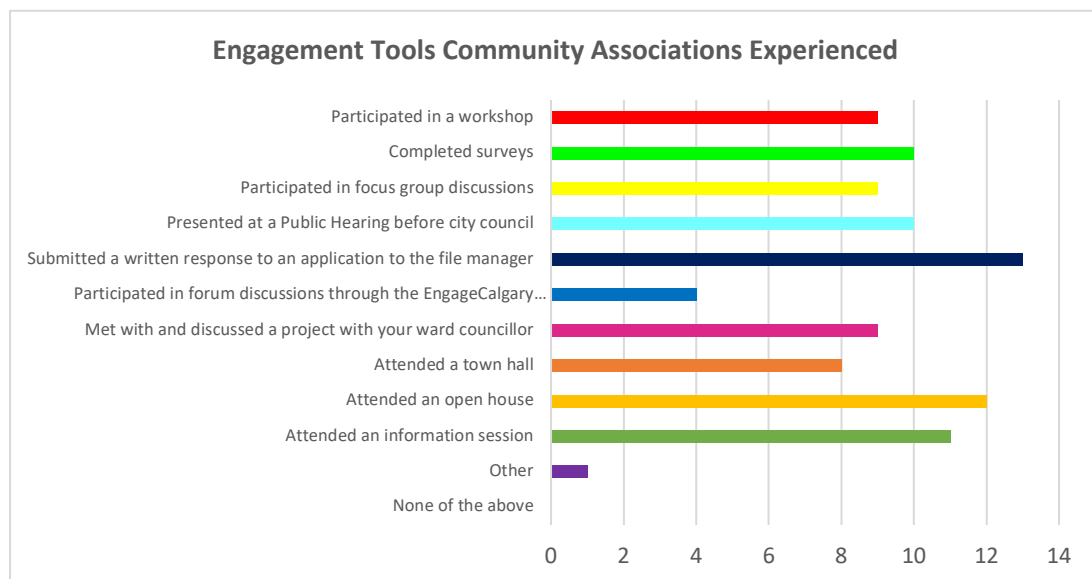
6.1.2 Engagement Tools Community Associations Experienced

Question four was designed for the participants to identify which engagement tools they have experienced. Section 4.3.1 identifies the engagement tools that are often implemented at the different levels of engagement. Knowing the type of engagement tool(s) the CAs have experienced provided an indication as to the knowledge they have with the engagement process. The question asked: of the planning project you selected in question three, did your community or a representative from your community participate in any form of public engagement? The type of engagement tools they could select included: participated in a working group, completed surveys, participated in a focus group discussion, presented at a Public Hearing before city council, submitted a written response to an application to the file manager, participated in forum discussions through the

EngageCalgary platform, met with and discussed a project with your ward councillor, attended a town hall, attended an open house, attended an information session, other, and none of the above. These engagement tools were chosen based on the type of engagement that the City typically offers or what they are mandated by the *MGA* to do. The question was designed as a checkbox style and there was no limit to what participants could select.

Each participant responded to this question and the results are shared in Figure 17. The data shows that all participants have provided comment on an application to the file manager. It is unknown whether the comments were provided for a land use amendment (LUA) or a DP, however, it can be assumed based on the data collected in question three that all participants have provided comments on a DP application. Most participants have responded to a survey, have presented at a public hearing, and attended an information session. The 'other' engagement tool one participant identified was completing engagement with their community, although they did not specify on the type of engagement tools they applied.

Figure 17: Engagement Tools Community Associations have Experienced.



6.1.3 Experience on a Community Association Board of Directors

Questions five, six, and seven asked participants if they were currently serving on a board of directors or planning committee and to specify the length of time they have served on their board or committee, as well as the title they held at the time of the research. Over 50% of the participants noted that they have been volunteering on their board for 0 to 5 years, while 26% have been volunteering between 6 and 10 years, and 20% have been volunteering for more than 16 years. The title of the positions the participants held at the time the survey was conducted include director of strategic planning and land use, director of civic affairs and development, vice president, community development director, president, development director, planning committee member, and director at large. Question six was designed as a drop-down where the participants could only select one answer. Question eight was designed as a single line question as the titles for planning and development related positions, other than the executive, will vary from board to board, which is evident from the responses that were gathered and as explained in Section 1.4.1.

The data for questions five through seven assisted in guiding the conversations in the interviews. It was apparent that each participant had at least a minimal understanding of the planning process in Calgary based on their CA tenure and responsibility based on their board position. Question eight asked for the participant to provide their email address if they were interested in furthering the conversation. Finally, question nine asked whether the participant was interested in furthering the conversation. A discrepancy was noted in the organization of the questions. Question nine should have followed question seven.

6.1.4 Closing Remarks

The data that was captured through the ISF supported the development of the questions for the semi-structured interviews. This data shows that CAs, no matter their tenure or whether they are in a developed area or greenfield community, have had the opportunity

to participate in engagement related to a planning project. However, the types of projects and engagement will vary based on their age and location within the city.

6.2 Stage 2: Interview Data

The semi-structured interviews were conducted following the closure of the ISF. Prior to the interviews being conducted, the questions for the interviews were formed based on the data collected through the ISF and by completing a review of the respective CAs websites and the City's development map (D-Map). The information from the D-Map highlighted the scale of the implementation planning projects the CAs were experiencing at the time, and it provided insight on whether they had open applications and what the types or intensity of them were. The information from the websites provided further context on the larger scale and City-led planning projects the CA was involved in.

Nine CAs³³ and one member from the public³⁴ participated in the interviews. An email notification was sent to all thirteen CAs that completed the ISF and asked if they would like to further the conversation. One CA was interested in completing the interview but did not have time to participate, while three others did not respond. The interviews were scheduled based on the availability of the participant and took place in June and July of 2021. Each interview was held virtually via Zoom, recorded with the permission of the participant and subsequently transcribed. Due to the COVID-19 pandemic and the restrictions that were in place at the time, all interviews had to be completed virtually or by telephone. The benefit to the recording and transcription activity was that it allowed for an accurate retelling of what was captured through the conversation. This method also limited the need to follow-up for clarification. In total, 13 hours and 21 minutes of data was collected with each interview being approximately 1 hour and 15 minutes in length.

³³ The nine CAs who took part in the interviews are participants 1.0, 2.0, 3.0, 4.0., 5.0, 6.0, 7.0, 8.0, and 9.0.

³⁴ The one member from the public is participant 12.0.

6.2.1 Interview Introduction

The interviews began with the researcher providing a brief introduction explaining her personal experience acting as both director of development and president for her CA, working as a professional planner, and the intention of the research. The tactic to include a personal reflection provided the participants with a certain level of trust as the researcher could better understand the challenges CAs face when working with the City, applicants, or community members. As noted in Section 6.1, the questions for the interviews were targeted to the participating CAs experience on engagement related to planning and development. For instance, participant 3.0's community is transitioning from being a greenfield community to one that is developed. Thus, redevelopment is relatively low and they had limited experienced with engagement on planning projects. Whereas participant 5.0's community is a well-established inner-city community that had been involved in engagement for local area plans, area redevelopment plans, transportation plans, and implementation planning applications. The questions posed during participant 3.0's interview varied slightly than those questions for participant 5.0. Appendix C includes the introduction and the questions that were used to guide the conversations. Please note all personal information pertaining to the participant has been redacted.

The data that was collected and that will be discussed in the upcoming sections is structured by three overarching themes that emerged from the interviews: constraints CAs experience with community engagement processes related to planning projects; opportunities of community engagement with CAs on planning projects, and frustrations CAs have regarding community engagement related to planning projects. Each of the overarching themes include subcategories to support it. During the presentations of the data for each theme and sub-category, a discussion will ensue that will connect the findings to the concepts that were explored in Chapters 2 through 4.

6.3 Constraints CAs Experience with Community Engagement

This section will review the constraints that emerged from the participating CAs past or current experiences with community engagement on planning and development projects. The term constraint can also refer to limitations, barriers, challenges, or restrictions. What has been revealed through the literature, especially upon reviewing the City's engagement framework, is that the level of engagement that is needed is subjective because it is based on the City identifying the complexity and impact the project is perceived to have as outlined in Figure 11 in Section 3.0.1 (The City of Calgary, n.d.). Three subcategories related to constraints have been identified and will be expanded on in the subsequent sections.

1. Being Informed of Planning Projects & Engagement Opportunities
2. Timelines and Pressures Faced by Community Associations
3. Engagement in Calgary is Tokenistic

6.3.1 Constraint 1: Being Informed of Planning Projects & Engagement Opportunities

The participating CAs expressed constraints they have experienced regarding accessing information on a planning project. This sub-category has been further divided to discuss the constraints with navigating the City's engagement platforms, reviewing and processing information, and how the geographical boundaries related to project information circulation affects adjacent communities.

Accessing Information through the City of Calgary's Online Engagement Platforms

For City-led planning projects that have engagement, like the LAP process, information can be accessed through the City's online engagement platform. For implementation planning projects, the application information is available online through the D-Map. Applicants can lead engagement at their discretion, and they will often inform through

project specific websites, posters, or by presenting at CA meetings or open houses. Prior to 2019, information on implementation planning projects was printed weekly in local newspapers and Calgarians knew where they could find that information. As noted in Chapter 3, in 2019, the City shifted all information related to DP application to their online mapping system (the D-Map) and they are currently in the process of shifting all of their communication for planning and development to online (CTV Calgary Staff, 2019). Participant 2.0 finds this shift has resulted in “the city communicating less and less,” (Participant 2.0, personal communication, June 15, 2021, para. 254). This is further supported by Participant 1.0 who has found that this shift to move project related information solely online places a lot of accountabilities on the participant as they must use their discretion to become informed on a project. This becomes exacerbated when citizens who are uninformed begin pointing fingers towards their CA for not providing more avenues to locate information on planning and development projects, (Participant 1.0, personal communication, June 17, 2021).

There are benefits to having information available online, as it is readily available, and can allow for more transparency and inclusion (Poschmann, 2022). It also reduces the need for interested citizens to attend public engagement sessions as they can review information on their own timelines ahead of in-person or online sessions. The challenges, however, is the user needs to know what information they are accessing and how to navigate the websites. It can also place a burden on a portion of the population who may not have access to personal technological devices or are not tech savvy (Keskindemir et al., 2021). The City does share a lot of project specific information through the projects Engage platform, however, each engagement project is not consistent and accessing similar information will vary based on the Engage team that is managing the site. For instance, the Engage webpage for the approved North Hill LAP has a link to review the plan at the top of the page. Here, the user will assume they will be brought to the plan,

however, when they click the link they are brought to another page where they have to scroll down and find a discrete link that allows them to download the 15.9 MB plan onto their computer. While users wanting to access the approved Westbrook LAP need to scroll halfway down the main project page, click a link to learn more about the plan, scroll down the Realize page where they are forced to download the 32.7 MB plan onto their computers.

For the D-Map, it is fairly user friendly, however, prior to accessing it, the user will be more successful if they either know the file number, the address, know their community's exact location within Calgary, and are slightly tech savvy. The constraints with the D-Map, like the Engage platforms, is the user has to click on several links to access information and download application information onto their computers. If the user reviews the application following the deadline for comments, they can only access information about the application. Users are encouraged to reach out to their CA to review the detailed information the CA is circulated on. For users who do not have access to the file number or the address, they will need to zoom into their community and navigate to the location of the application. This requires them to have a strong understanding of the layout of their community to locate the exact property that has an application tied to it. This system places pressures on the CAs to continuously monitor their emails to ensure they respond to community member requests.

Reviewing and Processing Information

Once participants have accessed the information they will need to review and process the content. To become fully informed on a project, there is an expectation that a willing participant will dedicate time to this review process. Participant 12.0 has found most information for City-led engagement is technical, making it a challenge for some to understand the intent of the project. They also found that reviewing and processing

information can take someone several hours. This constraint, which is supported by Cohen & Uphoff, can further limit who becomes involved because the information can prevent citizens who may have a language, educational, or social division barrier, from participating (Cohen & Uphoff, 2011). For CAs, the FCC recommends a planning committee include members that are knowledgeable on planning, are able to process technical information and explain its purpose and content to the other members (Federation of Calgary Communities, 2008). CAs who may not have a member with this knowledge can be limited as to how they comment or become involved in engagement processes.

Geographical Boundaries Limiting Circulation

Participant 4.0 expressed that a significant constraint they have experienced relates to how implementation planning applications are circulated. Common practice for the City is to circulate these applications to the CA whose community the proposed development is located in. They will not, however, circulate the application to neighbouring CAs even if the application is located along the geographical boundary separating them. Participant 4.0 is of the opinion that communities who neighbour the affected community and are in proximity to the subject site may be impacted by the project and should be circulated by the City. This participant discussed their experience of receiving notification of a major multi-use development too late into the process. Although their community geographical boundary is shared with the community hosting the development, and the development would impact more residents in Participant 4.0's community, they were not circulated nor informed about its intensity until it was too far into the process. The City did notify them, however they alluded that they had been working with the neighbouring CA for years, but neglected to inform Participant 4.0's CA. Once the CA received notification, the City provided them one week to review, process, and comment on the application before it

went to council. The constraint here is it becomes the responsibility of the neighbouring CA to monitor and manage the D-Map so they can recognize when a new application has been filed, or they can simply hope the applicant will notify them of the project and any engagement opportunities that may be available. Participant 4.0 could have spent more time on the D-Map reviewing the applications in the communities surrounding them but being informed about a complex development that has a perceived impact to a neighbouring community should not be incumbent on the neighbouring CA to take these added steps to review, process, and comment on the application. This also speaks to the challenges with reviewing and processing information in a timely fashion given timelines put onto volunteer positions, which is discussed further in Constraint 2.

Closing Remarks

Being properly informed on a planning project ensures that the participant can fully engage, ask questions, and ensure their feedback is relevant and heard. When there are technical or geographical constraints like becoming aware of a project, accessing project specific material, and/or the requirement to read through technical documentation, the engagement of the project, if there is any, will be limited in its usefulness. Limited access to information can also lead to misinformation or disinformation spreading as engaged individuals may not fully understand the purpose behind a project and may rely on second hand information that is coming from uninformed sources or those with ulterior motives. Adding barriers for community members to access information further illustrates the added constraints a CA may face, as they are oftentimes looked the ones who should be keeping their community members current with proposed projects.

6.3.2 Constraint 2: Timelines & Pressures Faced by Community Associations

The time that is allotted to respond to an application can be a significant constraint CAs experience. Further, the FCC notes that the CA should,

“keep in mind that the file manager is dealing with many applications and also has deadlines to meet. Applicants also appreciate prompt feedback from communities and City planners. The earlier the feedback, the easier it is for applicants to make changes, secure timely approval and start building,” (Federation of Calgary Communities, 2008, p. 53).

Several of the participating CAs, especially those that are inner city and near the downtown core, are feeling the pressures of the timelines associated with planning projects and engagement programs, particularly those that are occurring simultaneously. Participant 5.0 expressed that their community exploded with projects, all of which placed pressure on them, the CA planning committee, to attend upwards of five meetings a week (at night), while also juggling and responding to requests from the City, applicants and community members and submitting comments on applications or surveys. Participant 1.0 explained city administration expected them to summarize comments and concerns received by the community and submit everything under the banner of the CA. While Participant 8.0 finds the timelines to respond to surveys available through the EngageCalgary platform are too short or notifications about engagement opportunities like open houses are too close to the event date. When they receive notification, there is pressure to react to the “crazy deadline” to provide feedback and the volunteers are “wiped out from it,” (Participant 8.0, personal communication, June 22, 2021, para. 234).

Another constraint that was felt by most CAs was their responsibility to ensure the community remains informed. There is also an expectation of the CA representative for a LAP working group, as outlined in the Terms of Reference (TOR) for the working group where they are expected to provide input on behalf of the CA, be a conduit to their Board

and promote the project (The City of Calgary, 2019c). Recent LAP projects have updated the TOR to state that the CAs are asked to not lead or facilitate any public engagement on behalf of the LAP project, as there have been instances of CAs misinforming their community members through their own LAP-related engagement (The City of Calgary, 2023b).

It is perceived that one of the key roles of a CA is to act as the community's local planning advisor (Conger et al., 2016). Through this role, the FCC identifies that their job is to monitor planning and development in the community, respond to planning application circulations from The City, and respond to planning and development issues which may arise in the community in general, (Federation of Calgary Communities, 2008, p. 46). Chapter 1 expands on these pressures of which Participant 2.0 alluded to.

"There's a lot that is put on the development committee and the CAs. Because the city will just put up that one sign on the lot and it might really affect people that live behind there and they may not come through that street at all, so they will never see it until they hear from [the CA],"
(Participant 2.0, personal communication, June 15, 2021, para. 250).

It can be argued that neighbouring properties have a responsibility to pay attention to the changes occurring on their street by looking for the notifications that are placed on a property. However, an active CA will want to ensure that the neighbours are properly informed, that they understand the steps to the planning process and inform them as to how they can provide feedback. Participant 4.0 stated that they would "like to have time to be able to go out and walk to adjacent neighbours and make sure they know about it," (Participant 4.0, paragraph 194, June 28, 2021). If the responsibility of the CA is to spend time ensuring their community members have the right information to provide meaningful responses, this further adds to the time pressures felt by a CA.

Examples of Timelines and Pressures Faced by Community Associations

To further demonstrate the timelines and pressures CAs face, examples are provided of what an engaged CA could be tasked with. Table 5 provides the first example. The information in this table highlights what a CA could experience in one month regarding planning and development. This may seem like an exaggerated schedule, but there are inner-city communities, like Participant 5.0, that have faced or are currently facing timelines and pressures similar to this. CAs that are experiencing these pressures and who do not have a well-appointed planning committee or paid staff, will either have to rank the importance by the perceived level of impact the applications may have on the community or 'divide and conquer' to provide a response to everything and attend the meetings. It should be noted that for most minor applications, the CA may not receive any notifications ahead of being circulated on the project; therefore, they need to remain current with their emails and the D-Map.

Table 5: Examples of pressures CAs may face within a month.

Engagement Timelines	Date Received	Comments Due Date
DP – new deck (minor)	June 1	June 22
LU – R-C1 to MU-2 (major)	June 4	June 25
Monthly CA Board Meeting (First Tuesday of the Month)	June 6	Pre-meeting prep (reading through agenda and past meeting minutes)
LU – R-C1 to R-CG (dependent on pushback from community members)	June 9	June 30
Attend LAP meeting	June 10	Pre-meeting prep
Monthly Planning Committee Meeting (Third Thursday of the Month)	June 15	Pre-meeting prep (reading through agenda and past meeting minutes)
DP – Relaxation to contextual dwelling (minor)	June 11	July 2
DP – Multi-residential building (major)	June 19	July 10
LUA – Open House for R-C1 to R-CG	June 20	Post meeting review
DP – side setback relaxation (minor)	June 29	July 20

The second example evolved during the interview with Participant 2.0 where one discussion centred on the pressures CA planning committees often experience regarding timelines, when a contentious land use amendment application is proposed within their community. What was discussed were the additional steps a CA may take to ensure their community members are well-informed on the LUA application and that the feedback they

provide is reflective of the community, not solely the opinions of the CA board or committee members. Following the interview with participant 2.0, these additional steps were mentioned in the other interviews and many of the participating CAs could relate to them.

Section 2.3.6 discussed the steps of the LUA process, which highlighted that CAs will receive upwards of twenty-one days to provide comment once they have been circulated on the application. A three-week timeframe to provide a response may seem reasonable, however, there are several steps that a CA will take to prior to submitting their comments. Participant 2.0 discusses the constraints that come with this three-week turnaround:

“We had a big controversy in our neighbourhood. There was a development permit application put in in the summertime. Everyone around it was away so people came back and they were not happy that there was a massive project on their block but they didn’t have any opportunity to weigh in on it,”
(Participant 2.0, personal communication, June 15, 2021, para. 274).

Figure 18 and Figure 19 are conceptual drawings for a LUA application. Figure 18 represents all the actors that are part of this process and identifies the lines of communication between them. Open lines of communication should occur between the applicant and the City, and the CA and the City, with the City acting as the keeper of all information. The applicant, as noted in the Outreach Toolkit, is ‘strongly’ encouraged to engage with the CA, however it is not a requirement. Depending on the application and community feedback, the CA may find it necessary to engage with their ward councillor, however, this too is not a formalized requirement. What is required, as per the *MGA*, is the public hearing, which all actors can be part of (Municipal Government Act, 2000).

Figure 19 breaks down the steps a CA may take when a LUA has been proposed within their community. The steps in Figure 19 were developed through the interviews with the CAs. Each step may not relate to all planning committees; their intent is to highlight

the pressure CAs can be under to ensure that their community members are properly informed and able to provide meaningful feedback. A note of importance is the steps in Figure 19 are the steps for one LUA application. There are some CAs that could have multiple LUA or complex DP applications occurring concurrently, thus they could have applications at various steps. This requires the CA to be highly organized and continuously managing their emails, the D-Map for updates, and maintaining relationships with the other actors involved in this process. The pressures are further compounded when a CA is participating in any City-led engagement affecting their community.

Lines of communication between all actors for a land use amendment application

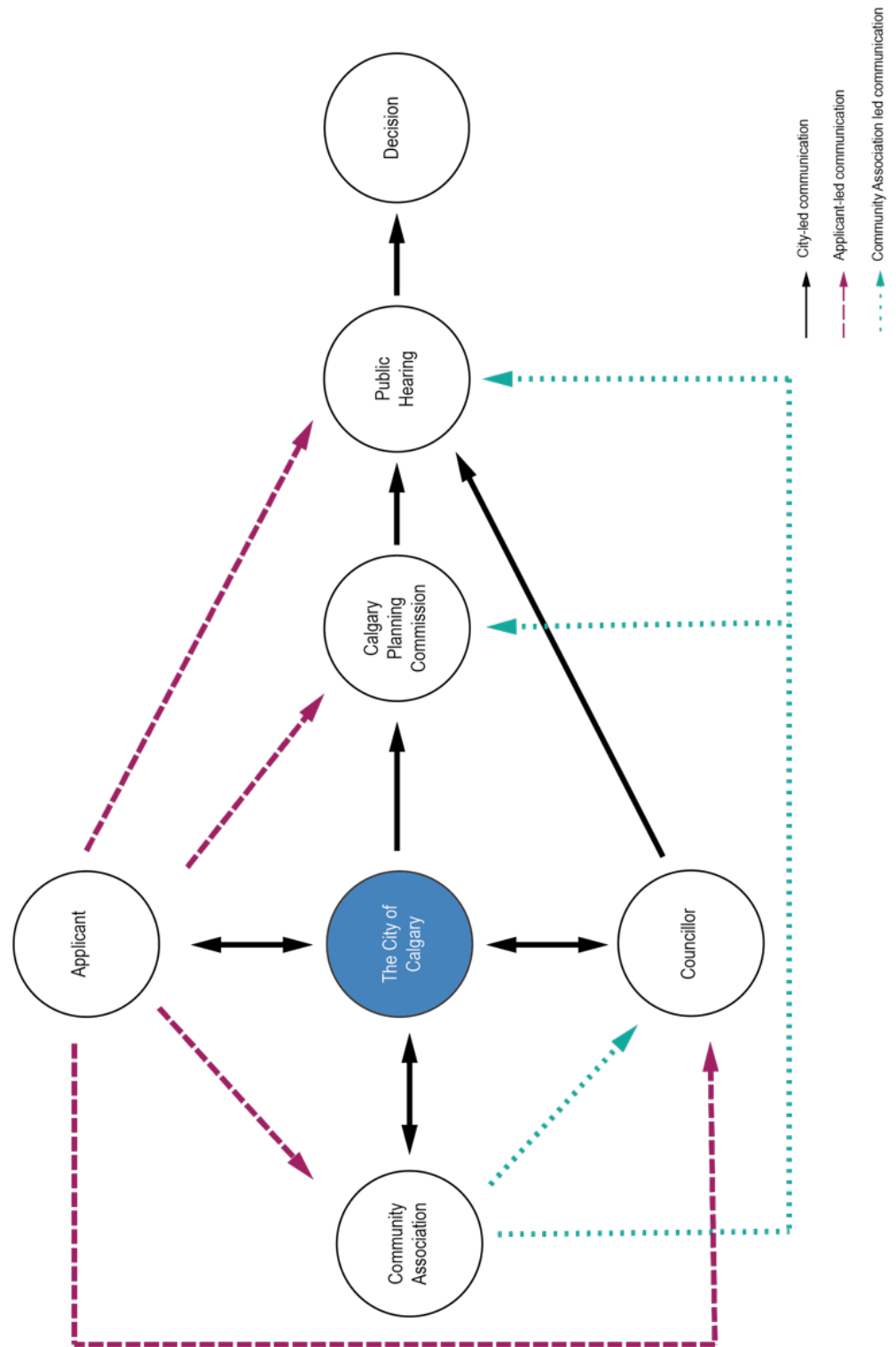


Figure 18: Lines of communication between all actors

The pressures a CA can face depends on how quickly the application is processed by the DART. The timeline for the DART review is dependent on the type of application and its complexity and it could take three to six months to process, although this timeframe can increase if it is technical or there are external influences (The City of Calgary, 2022f). The initial timeline of twenty-one days, which includes steps one through four, is guaranteed. The remaining six steps may occur in preparation for the public hearing. If a pre-application occurs prior to the CA being circulated on the application, they will be afforded more time to organize their comments during steps 1-4. The following will expand on the ten steps and the responsibility the CA may have during this process. This perspective may not be applied for all LUAs or by each CA.

Steps 1 through 4: Receive, Review, and Comment

The City will circulate the application package to the affected CA once it has been assessed by the DART and assigned a file manager. Upon receiving the package, the CA will circulate it internally, and begin their review. During the review the CA will compare the application against the statutory planning documents affecting the property and the comments should reflect the policies that dictate what should occur on the property. For CAs who have an ARP or LAP, they will refer to the policies outlined in that plan as well as the MDP. For CAs that do not have a long-range statutory plan, they will rely heavily on the MDP. Ahead of submitting the comments, the CA will usually discuss the merits of the application and the approach they are taking at their monthly meeting. Should the meeting be scheduled within a few days of the submission date, the CA can request an extension, which may be granted by the file manager.

Steps 5 through 7: Engaging the Community

A CA that believes the community would benefit from more formalized engagement could host engagement sessions, as was presented in Example 1 in Chapter 1. The constraint that was noted here is CAs find it challenging to organize, host, attend, and/or lead engagement within the twenty-one day timeframe. Steps five through seven are optional and may occur depending on the demand the CA receives from their membership, or if it is common practice for them to conduct their own engagement. The applicant can also lead engagement with the community; however, the CA will often be involved to help organize and attend the sessions. Following the engagement, the CA will review and process the feedback, which could identify challenges or opportunities that may not have been discovered through their initial review during step 2.

Steps 8 & 9: Comments for Calgary Planning Commission and the Public Hearing

Steps eight and nine, which are not mandatory, refer to additional comments the CA may provide for the CPC meeting or Public Hearing. Should the CA complete steps five through seven, the new comments would reflect the feedback from community members. If they do not complete these steps, the new comments could reflect on-going discussions they may have had internally or with the applicant, file manager, or ward councillor. The constraint with this step is the time that is needed to craft a response and ensuring that it has been submitted by the assigned deadline.

Step 10: Represent Community at the Public Hearing

This final step could see the CA make a presentation at a public hearing before council. A constraint with this step relates to the time that is required to participate in the hearing. The CA representative must organize their day according to the agenda and judge the time they should be available to present, whether in-person or by phone. All public hearings related to planning matters begin at 9:30am and can run late into the evening. It

is recommended to arrive two items beforehand and to follow the proceedings through the live stream (The City of Calgary, 2023c). During the public hearing, participants have five minutes for their presentation, which can be challenging to adhere to if the application is contentious. If the volunteer is not present when the agenda item is presented and the public hearing for the item is closed, they will not be afforded another opportunity to speak.

Land Use Amendment Application Process: Community Association Perspective

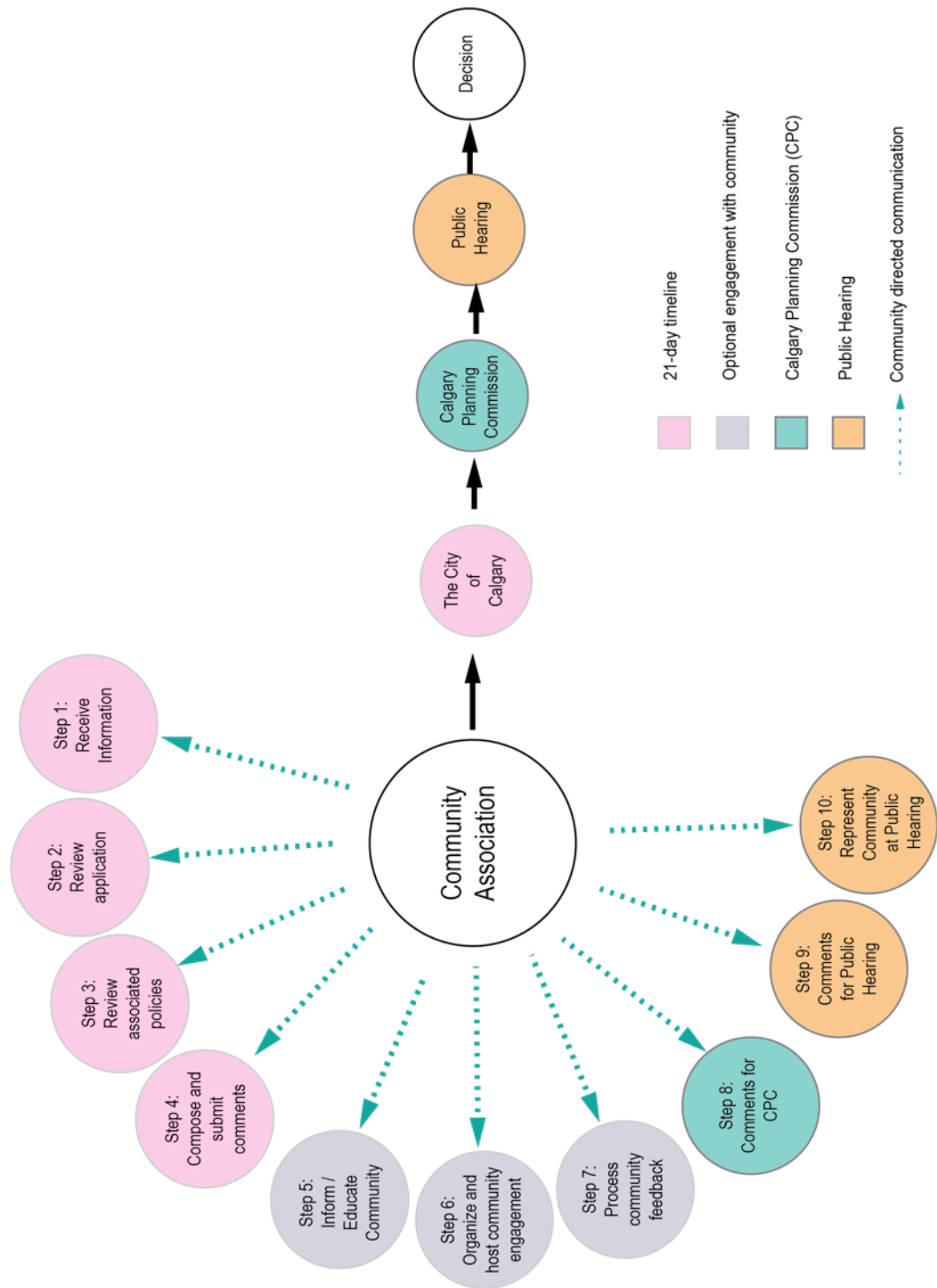


Figure 19: Community association perspective on a LUA application

Closing Remarks

Each CA will approach these steps differently. Some may only complete six, while others may have more than ten. The purpose of providing this example is to highlight the role and responsibility of the CA or planning committee, and the associated pressures they feel, which were communicated during the interviews.

Determining the amount of time a volunteer should commit to this role and whether it is the responsibility of the CA or planning committee to ensure that those affected by a planning project are properly informed and represented need to be considered. There is an understanding that a person who chooses to become involved on a board of directors or a planning committee is willing and able to dedicate a certain amount of time to the role. The challenge that presents itself here, is how much time should CAs be dedicating to planning projects? There must be a limit in what they commit to the position, however, if they do not put in enough time the community might feel they did not do a good job in informing. If they put in too much time, they will face burnout or be seen as overcommitting to the position.

6.3.3 Constraint 3: Engagement in Calgary is Tokenistic

Having the chance to provide feedback is a wonderful opportunity that is available for willing participants. This third constraint is associated to the first two constraints. To be able to provide meaningful feedback, as described by Aleshire and Wadsworth in Chapter 4 – Section 4.4.2, a participant needs to be able to access and understand the information they are responding to. They also need to be provided a reasonable amount of time to respond, which is a luxury only some can afford. Finally, as discussed further in this section, the engagement needs to be specific, at a level commensurate with the project

and its perceived impacts, and participants should feel like the feedback they provide is heard and influences the decision-making.

Arnstein is a proponent who believes citizen participation is citizen power, the IAP2, holds similar regard to Arnstein's view in that engagement uses input from the public to make decisions, whereas the City conducts 'purposeful' dialogue where the feedback can be used to influence decisions, (Arnstein, 1969; Engage! Policy CS009, 2016; International Association of Public Participation, 2018). The level of engagement that is assigned to an engagement program dictates what and when information is shared, as well as timelines for participants to comment. This section will identify the constraints CAs have identified towards their experience in providing feedback and how most of the City's engagement limits the opportunity to allow for meaningful engagement to occur.

The CAs who have more experience with engagement have found the engagement programs they have and continue to participate in resemble previous ones. This causes them to question how the City is using the data collected through the applied engagement tools to influence decisions. Participant 4.0 finds that the City is always doing the same level of engagement regardless of the project. Participant 5.0 has expressed that the City was only engaging through open houses, a tool the CA found to be ineffective with their community. These approaches to engagement go against the City's Engage policy where the engagement of a project is to be proportionate to the impact of the project. The City, through their efforts, controls how a citizen can participate and what information the participants should be providing. Participant 8.0 expands on this and states that,

"one issue I have with all of this is that the way the questions are worded. I feel like the wording is manipulated to get out of it what the City wants out of it. And the questions are always going down that path... Sometimes there isn't a lot of opportunity to write, some of them are multiple choice and you don't have a lot of opportunity to free field, write stuff, or they limit you in

terms of the number of words or characters,” (Participant 8.0, personal communication, June 22, 2021, para. 50).

This is further supported by Participant 5.0 who found “the City tries to go to more checkboxes and multiple-choice answers to be able to compile it,” (Participant 5.0, personal communication, July 6, 2021, para. 445). From the perspective of this researcher who has experience reviewing engagement data, it is easier to analyze data and compile report findings from information that is gathered through checkbox and multiple-choice questions. These findings are quantifiable, but Participant 5.0 believes that “written word boxes are the most powerful ones where people can actually put their thoughts down. You can harvest way more information out of it,” (Participant 5.0, personal communication, July 6, 2021, para. 445). As Participant 8.0 alludes in the quote above, the perception is that the City is manipulating what data is being collected and thus what information is being used to influence the decision-making.

Tokenism is the practice of making a symbolic effort (Merriam-Webster, n.d.). Arnstein’s ‘Ladder of Citizen Participation’ notes that rungs three (informing) and four (consulting) are degrees of tokenism³⁵ (Arnstein, 1969). She supports this by saying,

“when they [the have-nots] are proffered by powerholders as the total extent of participation, citizens may indeed hear or be heard. But under these conditions they lack the power to ensure that their views will be heeded by the power. When participation is restricted to these levels, there is no follow-through, no “muscle,” hence no assurance of changing the status quo,” (Arnstein, 1969, p. 217).

When applying The City’s Spectrum of Strategies and Promises engagement processes are required to inform/communicate with citizens and stakeholders in “understanding

³⁵ Arnstein’s position on tokenism is reflective of the social discourse that was occurring in the 1960s and the definition that is used in this work does not share the same sentiment.

issues, problems, alternatives and/or solutions, and services we provide,” (Engage! Policy CS009, 2016, p. 5). The constraint that CAs experience is how the data to identify issues, problems, alternatives and/or solutions, and services is gathered. They have highlighted that they face limitations towards the opportunities they are provided to provide feedback and they question whether the City is completing engagement to appease the public participation requirements of the *MGA*.

Closing Remarks

Much of the literature in Chapter 4 speaks to the importance of having the public involved in the engagement process on planning projects (Richards & Dalbey, 2006). The benefits are that public involvement can expand a planner’s understanding of specific, localized problems, while also allowing for the wishes, needs, and desires of the public to be identified (Burby, 2003; McGee, 2009). The participating CAs do speak to these benefits, in that they have a choice to become involved in engagement programs. What they grapple with is the opportunities they are offered to provide effective feedback are seemingly flawed.

The City faces a dilemma with engagement and calling them tokenistic is bold. Based on the definition of tokenism and Arnstein’s interpretation of the term, the constraints the CAs noted in the interviews suggest that this is an appropriate conclusion (Arnstein, 1969). Even though the opportunity to share feedback exists, the City’s current engagement strategy can be defined as informing, consulting, and placating citizens, as per Arnstein (Arnstein, 1969). The CAs identified the City practice of applying the same engagement tools for multiple projects, and limiting the feedback mechanisms in survey questions, leads to decreased motivation for them and citizens to continue to participate in engagement. This is exacerbated when available information is difficult to access and/or understand, or there is limited information available to those who are directly impacted by

a proposed project. It is felt by the interviewed CAs that the City is simply making a symbolic effort to adhere to the MGA. This results in tokenistic engagement.

There is great appreciation that city administration faces pressure from all angles. They are directed by Council and their managers to remain within projected budgets and timelines, while also reporting on how they made decisions and whether engagement feedback had any influence. They are also pressured by citizens and CAs to ensure that the engagement opportunities allow participants to provide feedback, and that the engagement programs are designed to gather specific information or feedback that is then applied to influence decisions. The City's engagement efforts need to be revised, towards the partnership level of Arnstein's ladder. This is discussed further in Chapter 7.

6.3.4 Concluding Remarks

A CA's experience with community engagement is constrained by three overarching themes: being informed of planning projects, the timelines and pressures CAs face, and that engagement on planning and development projects in Calgary is tokenistic. Each of these constraints help to better understand the role that CAs play when a planning project is proposed and the challenges they face to best represent their community members. These constraints are interconnected to one another. The timeline that is allotted for responding to an engagement opportunity is dependent on the accessibility of the information and whether the CA can compile a response that is meaningful based on all available information. The City must remember that all these actions are completed through volunteer hours. As CAs do not have any legal requirements that guide them into providing responses, the level of involvement they choose to apply to the project is based on the board's willingness to volunteer their time. A CA that does not have a planning committee or a director of planning may not be able to best represent their community,

and this can result in a development that does not best reflect the needs or characteristics of the community.

6.4 Opportunities of Community Engagement

As outlined in Chapter 4, engagement provides concerned citizens with opportunities to become involved on a project that is affecting them. Although many CAs have noted several constraints, it is beneficial to highlight the opportunities they identified regarding engagement. These opportunities may be considered as possible solutions to the constraints and frustrations that are often felt by CAs. The opportunities that have been identified include:

1. Pro-Active Engagement
2. Imparting Knowledge, and
3. Meaningful Engagement.

6.4.1 Opportunity 1: Proactive Engagement

Proactive engagement can assist all planning projects in succeeding, as well as providing CAs with a better understanding towards the intent of the project. For implementation planning projects, pre-application meetings between the applicant and CA are strongly encouraged, all of which is described by the Applicant Outreach Toolkit (The City of Calgary, 2022g). The participating CAs have identified the benefits that present themselves when the City or an applicant introduces a project or application prior to engagement opening for response. Having CAs involved early in the process can lead to better plans and designs being created, which can allow for a smoother transition into either the implementation or development phase (Burby, 2003; Richards & Dalbey, 2006). The IAP2 recognizes that informing early on the process can lend itself for meaningful

engagement (International Association of Public Participation, 2006). Participant 4.0 expressed their appreciation of proactive engagement in that,

“it’s not that we want a notification so we can oppose or drag our feet in the mud. It’s because I want it so I can get as much advance notice and start to socialize the idea and avoid the shock and awe problem, and maintain better relationships,” (Participant 4.0, personal communication, June 28, 2021, para. 125).

This approach can help limit the pressures that CAs experience when they are circulated on the application and the three-week timeline starts.

Proactive engagement can also include applying multiple levels of engagement and incorporating a variety of engagement tools throughout the project. The City seems to have recognized the importance of this through the engagement that is occurring in the development of the LAPs where they are applying three levels: inform, consult, and collaborate. Participant 7.0 argues that this process does not offer much collaboration and the tools that are being used to collect feedback may be considered purposeful from the City’s standards (Engage! Policy CS009, 2016), but Participant 7.0 feels controlled as to how they properly respond.

The timing of engagement is imperative for CAs because this prepares them of what is to come with the project. Chambers recognizes the importance proactive engagement has in defining the key actors as this allows everyone to understand their role and what they are to contribute throughout the process (Chambers, 2011). Several of the participating CAs want to see engagement occur early on the in process while also being provided different means to provide feedback. Proactive engagement can also extend the twenty-one day timeline, decreasing the pressures CAs have to assemble comments. Participant 8.0 supports this sentiment and believes CAs should be engaged as soon as possible. It can also position the City and the applicant to be more receptive

from community expectations. Participant 5.0 speaks to the benefits that affect all actors when proactive engagement is considered,

“In my community, what I found was that the good developers and the developers who know what they’re doing will actually reach out to the CA ahead of time. Which is smart because quite often I’ll just give them an inside view. We’ll have a conversation like – here’s the current vibe of the community, here’s what we’re accepting and what we’re pushing back against, here’s what you can expect from us. This creates an informal relationship. For the developers that have come in and had that conversation, that when they also arm me with some information so that when it comes down the pipes, of this is what we talked about, here it is....And I think it works to the developer’s best interest,” (Participant 5.0, personal communication, July 6, 2021, para. 199).

The CAs are interested in participating in more meetings, especially on projects that they deem complex. Participant 7.0 disclosed they have had great success on applications when there is early engagement and readily available information.

Closing Remarks

When all actors are equipped with the right information, everyone can better educate one another, and it can potentially decrease the negative outpourings that often come from engagement. Proactive engagement can lead to the development of a well-appointed engagement program, one of which can build trust, which leads to more positive conversations and outcomes throughout the decision-making process (Burby, 2003; Coghlan & Brydon-Miller, 2014; Keskindemir et al., 2021; McGee, 2009; Participant 5.0, personal communication, July 6, 2021; Schalk, 2014). This opportunity can result in strengthening trust in the process, and the trust between all actors.

6.4.2 Opportunity 2: Imparting Knowledge

Education is the act of imparting or acquiring knowledge. Engagement, as defined by the IAP2 and Saxena, is similar to education where knowledge that is imparted by the public, based on the information they acquire, can influence decisions they are impacted by (International Association of Public Participation, 2006; Saxena, 2011). Participant 2.0 discloses that engagement “gets back to building relationships through those education processes. You start to understand the nuances of community. You may even get to understand how people like to consume information,” (Participant 2.0, personal communication, June 15, 2021, para. 104).

Arnstein’s view on education through engagement is that the decision-makers have complete control as to how, when and where they use their power to manipulate citizens into accepting their proposals (Arnstein, 1969). This view has evolved, and proponents of engagement now recognize engagement as a process that supports education and involvement from all players (Hassenforder et al., 2015).

Education works in two directions. The City or applicant can impart knowledge on CAs and citizens by identifying the merits of the project as well as explaining why the project is needed and when it will come into fruition. Whereas the CA and citizens can impart knowledge by expressing who will be affected by the project, what feedback or concepts are not being considered, and how the concept fits within the local context of the entire community, not solely the specific location of the subject site. Participant 3.0 supports this by stating,

“There are two sides [to every planning project]: honouring what people are saying, and the other side is the right to do something. It’s the whole NIMBY thing. I understand your point of view that you don’t want this in your backyard, but guess what, this guy also has the right to do it there too,”
(Participant 3.0, personal communication, June 15, 2021, para. 236).

Closing Remarks

Although education and engagement have many similarities, education reaches beyond the prescribed engagement project and can allow more pertinent information to be discovered. It is through mutual understanding and imparting knowledge that the planning projects equips participants with valuable information that can translate into their responses being more meaningful because they or the CA can identify their needs, wants, and desires. It also equips decision-makers with valuable information that can lead to a more successful outcome. Participant 7.0 spoke to the importance of having educational components taking place ahead of the engagement sessions. They believe that this early intervention can provide context on certain parts of the project or planning process that may not be relevant to the engagement session. This then allows the engagement session to focus on the topic, allowing for more meaningful engagement to be conducted, which will be discussed below.

6.4.3 Opportunity 3: Meaningful Engagement

Constraint three discussed the experience the participating CAs have had towards opportunities to provide meaningful engagement through timelines and pressures they feel. They believe the City controls the type of responses they want to receive based on the engagement tools they apply to the programs. Participant 10.0 expressed that the word engagement does not give them a positive feeling because when they have been involved, their feedback did not influence the decisions, thus resulting in no changes occurring.

Aleshire recognizes meaningful engagement to be a process that takes time and endeavours to limit conflicts and provide multiple opportunities for citizens to become involved (Aleshire, 1970). The participating CAs recognize that meaningful engagement includes applying more levels of engagement as this ensures there are several directions a conversation can progress. This then provides all participants with more possibilities to

express their opinions. Meaningful engagement “helps build capacity and helps the developers understand what communities want and what [they] can build. It’s not that they’re the enemy and we’re not against development, we’re against inappropriate development,” (Participant 2.0, personal communication, June 15, 2021, p. 320).

Meaningful engagement also allows for questions to be answered. As alluded by McGee, this approach decreases speculation and, as Participant 7.0 notes, it can allow the City to take a different approach when assessing the merits of a project (McGee, 2009; Participant 7.0, personal communication, July 5, 2021). This aspect allows more voices to be heard throughout the process:

“I’ve been trying to facilitate, trying to make sure we have all the opinions. Try[ing] to educate the groups. Try[ing] to make sure our interests, the interests of the developer or the government agency, are being presented completely and understood...More recently I’ve been a community member wanting to have my voice heard,” (Participant 12.0, personal communication, July 5, 2021, para. 29).

It has been viewed that the purpose of meaningful engagement also helps in understanding how feedback influences decisions. To respond to this, it is common practice for the City and practicing engagement specialists to compile a What We Heard Report following engagement sessions to identify themes gleaned from the feedback along with how the feedback influenced their decision-making. Some CAs speculate the integrity of this process as being pre-determined, and the reporting is only completed to appease participants. While others believe this reflects meaningful engagement because the engagement team is closing the loop on the conversation centred around a specific topic or phase.

Closing Remarks

There are many similarities between proactive engagement and meaningful engagement, although they should be viewed independent from one another. Proactive engagement is controlled by the City or the applicant as they are the ones proposing change. Meaningful engagement is how the CA can formulate a response based on the information that is shared through proactive engagement.

6.4.4 Concluding Remarks

What is evident through the data presented under the opportunities theme is CAs want to be involved in the planning project early in the process. They believe that when they are well-educated on a topic and knowledge is freely shared, CAs are better equipped to sharing information regarding the project to their community while also allowing them to better represent their membership. Proactive engagement allows for further education, which leads to meaningful engagement taking place. These opportunities can take place at the same time, or independent from one another; however, when applied throughout an engagement program, all actors benefit. If the purpose of engagement is to share information and gather feedback, it becomes more efficient when the opportunities to become involved benefit those that are affected by the project. This is what CAs are wanting, the opportunity to become well-educated through proactive engagement, as this allows them to provide feedback through meaningful engagement.

6.5 Frustrations Felt by Community Association on Community Engagement

The frustrations that will be presented in this section are sentiments CAs have towards engagement and the planning process. This data is generally not supported by literature, although there is information that guides the roles of the actors involved. The recommendations that are presented in Chapter 7 aim to alleviate these commonly felt frustrations CAs have experienced or are experiencing with engagement on planning and development projects. During the interviews, specific questions relating to frustrations never arose, but through the data analysis, it became evident that the CAs are concerned with the current processes that are being practiced. The information that will be presented focuses on the three sub-categories:

1. Internal frustrations CAs have when working with board/committee and community members.
2. External frustrations CAs have towards the City and applicants.
3. Time Commitment

This data may be viewed as controversial because it will highlight issues that are often discussed but seldom resolved. It is anticipated that this information provides clarity towards the roles of CAs and how engagement correlated to the planning process can be improved to better assist these volunteer-based organizations.

6.5.1 Frustration 1: Internal

For CAs to thrive they require a strong volunteer base because without them, these organizations would cease to exist. While it is appreciated and recognized that each board and committee position is realized through volunteer hours, there are frustrations felt by the participating CAs towards the dynamics of the organizations. The internal frustrations that CAs have identified relate to frustrations felt towards committee members and community members. Chapter 1 provides context on the history of CAs and what they are

perceived to be. In the 1980s and 1990s, Townshend expressed that there was little evidence regarding the roles of the CA being primarily centred around land use (Townshend, 1992). Whereas in 2016, Conger et al. recognized two key roles that CAs play are acting as the local planning advisor and being a neighbourhood advocate (Conger et al., 2016).

Committee Members

When becoming a volunteer on a board of any calibre, there is an expectation that the person is willing to dedicate a certain number of hours per month to support the association. The job description will often disclose the approximate number of hours a volunteer is expected to contribute to the role. The FCC expresses that the job of the planning committee is to review and reply to planning applications and address general planning related issues (The Federation of Calgary Communities, 2008). This is where the frustrations are felt internally. Participant 4.0 provides great context expressing their frustrations towards committee members:

“I originally sent [the application information] out asking for thought[s] and I would get nothing. So now, to streamline my process, I review it first and say ‘I think it’s like this and here’s what I propose for a draft set of comments. If I’ve missed anything, let me know,’” (Participant 4.0, personal communication, June 28, 2021, para. 191).

Well organized CAs will have a TOR for planning committee members to follow. These documents typically outline details pertaining to the position, responsibilities, and expected commitment. It is appreciated these are volunteer positions and there are moments when personal life matters supersede their commitment, however, when it becomes a common act, the directors or chair members become overburdened with taking on a heavier workload. CAs are challenged with recruiting community members join the

board or committee. But when they have members, they become frustrated when the members do not follow through on the responsibilities related to the position. It was expressed through the interviews when an application or project is presented at a meeting or circulated through email, committee members are expected to partake in the debate or provide comment; however, many of the participating CAs found it incumbent on themselves, the director or chair of the planning committee, to summarize and draft the comments without assistance.

Further frustrations arise with board or committee members setting their own agenda and strong holding the conversations and responses to reflect their voices. From a community members perspective, Participant 12.0, identifies the perception of their board is composed of community members that are there to represent their own agendas or they come together because they are “cronies [where] they would agree on a position and that would be that,” (Participant 12.0, personal communication, July 5, 2021, p. 172). These internal workings could be what dissuades community members from wanting to join the board or simply participating in the conversation because they are intimidated and do not believe their opinions will be considered.

Community Members

Some of the CAs struggled with understanding their worth given the limited interest from community members. There was an appreciation that the CA cannot control how or when the community members will become involved in a project, however, they are frustrated by the inconsistencies on how community members react to the projects. What is often felt by CAs is community members tend to become more vocal when a planning application is ‘in their backyard,’ as outlined in Example 2 in Chapter 1. Participant 2.0 expands on this where they have seen 20-30 people attend meetings on contentious projects, while the non-contentious projects may result in two to ten people attending. This

is further supported by Participant 4.0, who stated that community members will express their disappointment regarding a project to the CA and they expect the CA to represent their needs, however, the CA has to ensure they are representing the entire community, not only those who are impacted. Participant 3.0 has expressed their frustrations. Through their experience when a discretionary development permit is circulated in their community, the planning committee will not hear anything from affected community members and if it is deemed controversial, they have found that the community members bypass them and discuss the matters with the ward councillor.

Closing Remarks

The internal frustrations stem from lack of consistency. If the role of the CA is to act as the local planning advisor by reviewing and responding to engagement requests, on behalf of their membership, it becomes frustrating when volunteers or community members do not support this or have requests that go beyond what the CA can do. To circumvent this, the CA can approach engagement by being consistent with informing and educating the community members on their roles and responsibilities or respond to requests based on past precedence. Community members must appreciate that the board is comprised of volunteers who can only do so much with volunteered time; while those who are volunteering on the board must realize that they are responsible to participate in discussions related to their position.

6.5.2 Frustration 2: External

This section will be divided to express the frustrations CAs have towards applicants and the City of Calgary. This data questions whether the City is acting in the best interest of citizens or appealing to applicants to allow their developments to reflect current growth and economic trends.

Frustrations towards the Applicant

The frustrations CAs have towards applicants display the difficulties a volunteer-based organization has when it comes to dedicating time to engagement. CAs find themselves in challenging situations because there is an expectation from their membership that they will represent their best interest, but it can be difficult to do so with limited volunteer hours. When they take the steps to gather feedback from the community members and identify the strengths and weaknesses through formal letters, they are unsure if the work conducted will influence the decision.

It is recognized that CAs are limited by the resources they have and cannot compete with developers or applicants. “[Developers] have more money and time to lobby full time because that is what they do. Whereas communities are trying to play catch up because we’re not experts [in the field],” (Participant 9.0, personal communication, July 19, 2021, para. 31). This is also felt and experienced by CAs when working with The City of Calgary.

Beyond dedicating time to lobby or understand what a planning project is trying to achieve, the CA is frustrated towards the apparent disregard applicants have towards the community. Both Participants 1.0 and 5.0 expressed their frustrations towards applicants submitting a LUA or a DP application only to have them turn around and sell the property for a higher value or not follow through with the development. Participant 5.0 also expressed that CAs and applicants are constantly put in a position of conflict where the community may dissuade the applicant from conducting proactive or meaningful engagement, or the applicant will refuse to engage or respond to requests and comments.

Frustrations towards the City of Calgary

The frustrations that were shared towards the City relate to all aspects of the planning process. The CAs expressed their experiences regarding engagement on ARPs or LAPs as well as questioned how their comments are used to influence decisions. These

frustrations can be connected to the constraints and opportunities that have been discussed in the preceding sections.

All the participating CAs have experience with engagement, as each one has responded to DP applications (Figure 16). Nine CAs noted they have been involved in engagement on the MDP, the Guidebook for Great Communities, and/or ARP or LAP programs. The frustrations towards the City reflect the experience the participating CAs had regarding the tools that were applied to collect feedback, amending ARP policies developed through extensive engagement to support an applicant's project, and feeling ignored during the decision-making process.

Participant 4.0 was frustrated by the City continuously doing the same level of engagement and that they seemingly always know what they want to do. The same sentiment is shared by Participant 8.0 where they found people were getting upset with the process because the City was telling them what was taking place, not including them in the conversation to ask what the community wanted to see. These acuties have caused some to lose trust in their relationship with the City because they do not believe the engagement is meaningful or reflective of what participants are wanting. Participant 2.0 states that they have lost trust in the City because they ask the CA to complete certain requirements, spending hours of volunteer time, only for it to be ignored or forgotten. This sentiment is shared by Participant 1.0 where they had spent five years developing policies for an ARP through engagement with the City and developers, only to have the policies rewritten to best reflect the developer because the original policies are "too hard to develop according to the plans," (Participant 1.0, personal communication, June 17, 2021, para. 34). Participant 4.0 had a similar experience with an application seeking an amendment to the ARP that was in the process of being updated, that saw the development counter what the new policies were aiming to achieve (Participant 4.0, personal communication, June 28, 2021). These frustrations cause CAs to question why they become involved in

any engagement opportunity. They become unmotivated when the years they dedicate to develop policies for their long-range statutory plan are easily amended to appease a developer's needs. They become even more unmotivated and frustrated when their comments, which are supported by policies in the guiding statutory plans are not reflective in the decision-making. The CAs have found there are too many inconsistencies towards the approach to adopt or approve a project, causing them to become more reactive when participating in any type of engagement led or managed by the City.

Closing Remarks

The frustrations CAs have towards applicants and the City are results from years of managing the community planning portfolio and experiencing first-hand how difficult it can be for a volunteer organization to participate each and every day. It is through these experiences CAs start to question trust, how decisions are being made, and whether their efforts hold any value.

"Part of me says that City administration is full of experts, it's full of people who have training and skills and all that other stuff. Really, truthfully, we need to trust them but what is very clear is that there is no trust. And so you can't do that. So, then communities start to fight tooth and nail for themselves because they have nothing else to fall back on," (Participant 1.0, personal communication, June 17, 2021, para. 192).

There is an appreciation regarding the City being experts in the field of planning, however, this appreciation does not seem to be reciprocated in recognizing that CAs are experts in their community.

6.5.3 Frustrations 3: Time Commitment

Often those who volunteer want to serve their time for a good cause or they are passionate towards what the organization supports. Unfortunately, the participating CAs have conveyed their frustrations towards the amount of time they are dedicating to this volunteer role. This may seem counterintuitive because as a volunteer, they have made the choice to dedicate time to the position, however, the participating CAs have expressed that the amount of time they need to dedicate to their role, greatly exceeds the perception from the City and the FCC.

Several CAs disclosed that they want to be involved in all the engagement related to the planning projects occurring in their community(ies). This includes responding to notifications, participating in working groups for the LAP process, or simply remaining current on a city-wide planning issue. It can be viewed that CAs are overcommitting themselves to the role by providing detailed responses, but it also becomes difficult to simply say no when there are so many moving parts to different planning projects taking place at the same time. Participant 7.0 identifies the pressures that they have felt by acting as a community representative for the LAP process and while also managing the planning portfolio. They felt the three-year time commitment for the LAP process was simply too long and it compounded on the other responsibilities that are required when serving on a board. Participant 5.0 can sympathize with participant 7.0. Expanding on a point Participant 5.0 made in Section 6.3.2, they have found “all [of these projects] demanded our time for engagement and participation. The City was wanting time and attention [from the board and committee] and as a volunteer it was too much,” (Participant 5.0, personal communication, July 6, 2021, para. 29).-Participant 8.0, who has only been volunteering on their board for 0-5 years, summarizes the time commitments and expectations they have come to witness. “People are exhausted. There are people that have more [time and

energy] than me but I am wiped out,” (Participant 8.0, personal communication, June 22, 2021, para. 128).

When engagement programs and implementation planning applications begin to compound on one another it becomes exhausting and CAs are overwhelmed with timeframes, deadlines, and commitments. These time commitments also do not include the added responsibilities that are associated with the entire CA board. When multiple applications and statutory planning projects have engagement requirements at the same time, it limits what CAs can do in the time they volunteer to their communities. There needs to be an appreciation towards the time CAs are committing simply to the planning and development portfolio. This is a group of volunteers who invest their time to provide opportunities for their community members to be prepared for the changes that may be coming and they do not feel their dedication is appreciated by the other actors. Participant 5.0, a volunteer who also works in planning and development field professional has come to realize the time they have committed to their CA is simply too much. They expressed their frustrations perfectly, “I’m not doing it anymore. I’m not paid for this,” (Participant 5.0, personal communication, July 6, 2021, para. 257).

Closing Remarks

Interviewed CAs identified frustrations that relate to their responsibilities. The data that has been presented under this theme highlights the challenges boards and committees face internally and externally. When a CA has multiple planning projects taking place concurrently, they may be in a position where they need to use their discretion to determine which are more important based on the perceived impact they have. As impact is subjective, there will inevitably be a project or an application that will not receive the attention community members believe it deserves. Yet, it is the responsibility of the CA to represent and advocate on behalf of their community.

6.6 Concluding Remarks

CAs understand that their involvement, whether responding to a survey through the Engage Calgary website or providing comment to a LUA application can affect change. “Communities are not homogenous,” (Participant 12.0, personal communication, July 5, 2021) the same can be said about each planning and development project. What CAs want is for the City to “respect the fact that there are people that are fully engaged while also respecting our time,” (Participant 5.0, personal communication, July 6, 2021, para. 72). There needs to be an understanding of the constraints that CA volunteers face to be able to effectively educate their community members of the proposed changes, as well as a recognition of their efforts.

As a volunteer organization, CAs receive requests from all actors involved. The FCC describes their role to advocate on behalf of their membership, build and maintain positive working relationships with the City, their ward councillor, and applicants, and provide meaningful feedback on the various engagement opportunities they are presented with (The Federation of Calgary Communities, 2008). They must also manage requests from the City and applicants regarding meeting dates or timeline requirements, while also ensuring their membership is being heard, advised, and represented.

The purpose of the interview selection form was to attempt to limit bias and assumptions. Prior to commencing this research there was a certain understanding all CAs throughout Calgary had been involved in all aspects of the planning process; however, the data shows this is to be not true. The amount of experience a CA has on engagement related to planning projects relates to the age of their community, population projection, and proximity to the downtown core. Those communities that are closer to downtown tend to have more experience responding to implementation planning applications and being involved on engagement for ARPs or LAPs. Whereas CAs that are located towards the periphery of Calgary have not felt the pressures connected with

redevelopment as they have recently become fully developed or are still developing as per the area structure plan. These noted experiences speak to the constraints and frustrations the CAs have regarding the pressures related to timelines and the amount of time that is needed to be an active participant. CAs that are situated in developed communities can expect to see these pressures grow as they will see more redevelopments occur to achieve the goals of balancing city-wide growth, as directed by the MDP.

The semi-structured interviews were designed to further describe the experience the participating CAs had denoted in their intake form. This approach allowed for a variety of information to be gathered while also seeing many similarities in the experiences of the CAs. There is consensus amongst all CAs that they are experts of their area and the reason they became involved in engagement on planning and development projects is to ensure the intricate qualities and characteristics that define their community are considered. The data collected through the interviews highlight the constraints, opportunities, and frustrations CAs have uncovered through their experiences in engagement related to planning and development projects.

The participating CAs identified that accessing information and the engagement tools that are applied to collect feedback may prevent certain individuals from choosing to engage. There is information provided from the CA interviews and local news articles that suggests the City continues to apply the same level of engagement on all planning projects because they have already made decisions on the outcomes of the engagement (Participant 4.0, personal communication, June 28, 2021). For the experienced CA, it begs them to question the purpose of engagement when the levels of engagement seldom vary and the City is perceived as being tokenistic; whether the feedback is applied to influence the decision-making; or whether participants, like CAs, should have more control over the level of engagement that is applied to a planning project.

Chapter 7 – Conclusion and Recommendations

“An empowered person is one who can take initiative, exert leadership, display confidence, solve new problems, mobilize resources, and undertake new actions,” (Saxena, 2011, p. 32).

The intention of this work was to provide community associations in Calgary with a voice by using it to illustrate the experiences they have had regarding engagement on planning and development projects. CAs have a rich history of advocating for their residents for the betterments of their communities. In the earlier days of CAs, they advocated for the incorporation of public utilities, which led to establishing programming and recreational activities, which was then followed by taking a stance on redevelopment (Conger et al., 2016; Davies & Townshend, 1994; Townshend, 1992). This evolution can be reflective of the needs that were identified by residents at the time; however, the specific reasons for the change in perception over that timeframe has never been fully documented. Nearly one quarter of the way through the twenty-first century, this research has shown that the role and perceptions of a CA will vary based on its proximity to the downtown core and the external pressures the community is experiencing. The ongoing redevelopment and long-range policy planning have seen many CAs and community members advocate for the protection of certain characteristics, like the preservations of the single-detached home, while new communities are simply trying to create an identity that fits within the greater fabric of Calgary, but also allows for them to be a destination and desirable community.

7.0 Revisiting the Research Problem, Questions, and Objectives

The problem that was conceived prior to embarking on this research was identified through personal experience as a volunteer serving on a CA board of directors. Through my tenure, I found the assumed, perceived, or expected role a CA plays in engagement on a

planning and development project is guided and defined by the City of Calgary and the Federation of Calgary Communities; however, it was felt their definitions were not representative of each CA in Calgary. This led me to wonder if there were other CAs throughout Calgary that questioned this through their own experience on engagement related to planning and development. Anecdotally, there were rumours that engagement on planning and development projects was not unique throughout Calgary, and there were other CAs that had similar experiences with engagement. This problem resulted in developing two research questions:

- What is the role community associations play when an urban planning project is proposed within their community?
- Should the level of engagement vary based on the level of impact the planning project may have on the community, as identified by the community association?

The objectives that were designed to support the attempt to answer the research question are outlined in Table 6. The left column is the objective, and the right column discloses the chapter(s) the work is located in.

Table 6: Research Objectives

Objectives	Chapter & Section
Understand the evolution of community associations	Chapter 1 – Section 1.2 History of Community Associations
Determine the experience community associations have had with engagement on planning and development projects.	Chapter 6 – Data and Discussion
Identify any challenges and opportunities community associations have encountered throughout their engagement experiences, if any.	Chapter 6: Data and Discussion
Summarize the provincial legislative frameworks that guide municipalities on public participation, and planning and development.	Chapter 2: Planning in Calgary & Chapter 3: Engagement in Calgary
Describe the theoretical purpose of public participation and the different levels of engagement that can be applied to a project.	Chapter 4: Community Engagement

7.0.1 Answering the Research Questions

The data that was collected through a survey and semi-structured interviews highlights the constraints, opportunities, and frustrations that have been or can be felt by these volunteer, not-for-profit organizations. Upon completing an analysis of the data and reviewing the available literature, the research does provide context towards the role of a CA in that those representing developed communities do advise and advocate on behalf of their residents regarding planning and development. However, identifying a specific role that is reflective of all CAs in Calgary is not possible due to the limited sample of CAs that participated in this research.

As for answering the second research question, simply put, yes, the level of engagement should vary based on the impact a CA identifies a planning project may have on the community. Chapter 5: Literature Review discusses that the level of engagement assigned to a program is determined at the discretion of the host and the higher the level of engagement, the more power the participant will be in the decision-making. This is supported as to how the City and an applicant approach engagement. There is limited information that examines engagement from the perspective of the participant, leading to the question of what levels of engagement they believe would render accurate information that can influence the decision-making. The data collected from the interviews in this thesis can be used to better define how CAs want to be involved in engagement on planning projects.

7.1 Overarching Findings

A common theme that presented itself throughout this research is the benefits and opportunities that come when the public is able to become involved in engagement projects, especially early on in the process (Arnstein, 1969; Burby, 2003; Richards & Dalbey, 2006; Saxena, 2011). Proponents of engagement, like Arnstein and Saxena, commiserate with the participant. In their works, much of the discussions they hold are written for the participant. In the late 1960s, Arnstein vocalized the importance of giving the 'have-nots' more citizen power in the decision-making process (Arnstein, 1969). She achieved this by introducing the 'ladder of citizen participation,' a participation guide that identifies the level of power someone has when decisions are made (Arnstein, 1969; Dobson, n.d.). Saxena expands upon Arnstein by stating that "participation is a voluntary process by which people, including the disadvantaged (in income, gender, caste, or education), influence or control the decisions that affect them," (Saxena, 2011, p. 31). Although CAs should not necessarily be labelled as 'have-not' or 'disadvantaged' citizen groups, the level of authority they have in the engagement process should be reflective of the level of impact the planning project has on their community. In this suggestion, the level of authority does not correlate to decision-making powers, it simply means that the feedback CAs provide during the engagement opportunities should be heavily considered because the intent of the feedback is reflective of the local community in which they are viewed as experts.

The review of the legal frameworks in Alberta and Calgary identified how and when citizens and/or CAs can become involved in the engagement process. These timings are outlined in the *MGA* and the Land Use Bylaw, which are reinforced by the Engage Policy and Applicant Outreach Toolkit. The City of Calgary does provide several opportunities for citizens and CAs to engage on planning and development projects. This research is not to discredit the efforts the City has made to ensure citizens are provided an opportunity to

voice their opinions. Its intent is to identify where in the planning process timelines can be expanded or contracted to provide CAs with consistency when they become involved in an engagement program for any planning and development project. The setbacks to engagement relating to timing that were discussed in Chapter 4 – Literature Review identify that engagement can extend the timeline of any project, and this could result in higher costs being incurred (Aleshire, 1970). However, when the desired engagement does not align with the project timeline, it can result in further delays that will also affect the overall timeline and budget (Cohen & Uphoff, 2011). The City does attempt to prevent these scenarios through the assessment that is completed during Steps 2 (Develop a Plan) and 3 (Tell the Story) of the Engage Process (Figure 10) (The City of Calgary, 2016). What the engage process does not assess is applicant-led engagement or the engagement that is available through implementation planning applications.

7.1.1 Engagement Involving Community Associations is Controlled by the City

It is apparent that the City of Calgary controls engagement that is guided through provincial legislation. They establish engagement programs on projects that are identified as being complex or posing an impact, they control what information of an implementation planning application is available on the development map, and they collect comments that are used to influence decision-making. Applicants do control engagement for their proposed projects, however, as disclosed in Chapter 3 – Engagement in Calgary, their engagement is only encouraged and their interpretation of the feedback could be used towards the design of the project, not on the decision to grant approval. CAs, although considered key stakeholders, are simply participants who react when a project or application is proposed within their community. The constraints experienced by CAs relate to accessing and understanding information related to the project, the timelines and

pressures to engage, and the feeling that the level of engagement on planning and development projects is tokenistic.

A City-led project that is supported by the Engage Policy suggests that the involvement of citizens and stakeholders is a high priority through the guiding principles (Table 1). Throughout the Engage Policy, the City reiterates that their decisions impact the lives of citizens and stakeholders, and the application of an engagement process allows for citizens and stakeholders to disclose their perceived direct or indirect impacts. McGee explained the City's Spectrum of Strategies and Promises is based on the IAP2 Spectrum of Public Participation, although it has been customized to reflect the specific needs of the City of Calgary (McGee, 2009). The spectrums do hold similar characteristics, however, the IAP2 framework suggests that the increasing impact of the decision should result in higher levels of engagement. Whereas the City will select the level of engagement based on the assessment that identifies a project's complexity and impact. There is no information to suggest how or when the higher levels of engagement should be considered. This approach questions how the City weighs complexity and impact against the level of engagement.

It is appreciated that the City does engage and encourages applicants to engage. They implement several tools like surveys, comment forms, workshops, and open houses to Learn & Listen and Consult with interested and affected citizens. However, through the interviews, it was felt that the available information, engagement tools, and the timing of engagement is inconsistent, tokenistic, and does not allow for meaningful engagement. This is supported by the following information heard in the interviews:

- **Over-informing** – Through the Engage Policy the City aims to be transparent by providing complete information, as this ensures decision processes, procedures, and constraints are disclosed (Engage! Policy CS009, 2016). This is evident on City-led projects, especially those on the Engage webpages, where they include a

plethora of information. The constraint that has been identified is it can take a willing participant several hours to review and comprehend the provided information. This then leads to a setback to the process, where the intensity of the participatory activities and available information can overwhelm citizens and dissuade them from participating (Cohen & Uphoff, 2011).

- **Limited information** – The City encourages citizens who are interested in accessing information on a LUA or DP application to use their development map. The D-Map is an effective tool because it does provide details about what the application is wanting to achieve, however, the detailed information pertaining to an application is limited, causing interested participants to speculate the merits. This is exacerbated when the applicant does not complete any engagement and once the detailed information is removed following the comments deadline.
- **Engagement Tools** – Tools that are used to engage, whether by informing through mailouts or websites, consulting through open houses, or gathering comments through surveys and comment forms, controls what information is shared and the type of feedback that is desired. Limited variety in ways a citizen can participate is tokenistic and causes them to presume the process and outcomes (Arnstein, 1969; Davidson, 1998; Gosman & Botchwey, 2013). The CAs have expressed that engagement tools, like surveys, are ineffective to gather meaningful engagement. The checkbox, multiple-choice, and character limited word boxes are often limited by the number of choices a participant can select or their response in the word box is limited to 500 characters. These limitations can force participants into a response that may not reflect every aspect of their position, which can hinder their ability to impart their knowledge and influence the decision-making.

- **Timelines** – Timelines must be applied and followed to ensure decisions are made and there is some certainty in the permitting or approvals processes. Engagement programs or opportunities that have timelines that do not support the time a participant can allocate can limit who participates and the quality of feedback provided. The IAP2 supports engagement programs that consider a participants time (International Association of Public Participation, 2006a). There is an appreciation, especially on implementation planning applications, that applicants desire shortened timelines as they want to protect their investment. When an applicant does not include the CA in a pre-application meeting, especially on a complex project, the twenty-one day timeline the CA is allotted then becomes a challenge to fulfill. The CA is expected to be prompt in following the important deadlines while also being responsible to involve community members, notify affected properties, and be consistent with their responses (Federation of Calgary Communities et al., 2017). For City-led engagement, CAs want to engage on planning projects that affect them, however, they do not want engagement to take several years for one project nor do they want multiple projects requiring engagement occurring at the same time. Participant 7.0 discussed the pressures they have felt by acting as a community representative for the LAP process while also managing the planning portfolio, a sentiment that is sympathized by Participant 5.0. The timing and pressures felt by CAs also related to one of the main frustrations heard during the interviews.

7.1.2 Recognizing Community Associations for their Efforts and Expertise

Community and “neighbourhood associations have long been recognized as an important mechanism through which residents protect their territories, advocate for improvements, and assess alternatives to state-driven urban planning and revitalization strategies,” (Benoit et al., 2022, p. 21). The City of Calgary recognizes CAs as stakeholders throughout the planning process. Stakeholders, as defined by the City, are any person or group (community organizations like CAs) that can be impacted by decisions made by the City (Engage! Policy CS009, 2016, p. 2). As was described in the literature review, there are many benefits that become apparent when engagement with stakeholders occurs at the beginning of the project (Arnstein, 1969; Burby, 2003; Richards & Dalbey, 2006; Saxena, 2011). The participating CAs understand the benefits of becoming involved in engagement. They recognize it as an opportunity where they can become educated on why the City or the applicant is doing the proposed work, while also allowing them to impart knowledge, which they hope can influence how decisions are made. CAs want to continue to become involved in engagement, however, they are constrained by the amount of time that is needed to engage, especially when there are multiple planning projects taking place at the same time.

CAs provide a quasi-institutional fourth level of government for Calgarians, although they lack formal authority (Conger et al., 2016). The City states that CAs are “vital in creating and sustaining community,” (The City of Calgary, 2021). An organization that is identified as being vital is one that is essential, fundamental, necessary, and important, and should be one that is provided more clout, especially on projects they are affected by. The following list outlines the suggested responsibilities that the Director of Development and/or the planning committee should be accomplishing in their role. This list is extensive, and outsiders should question how a volunteer organization can do this, especially when there is minimal incentive when the role does not have any formal

jurisdiction or authority in decision-making (Federation of Calgary Communities, 2008; The Federation of Calgary Communities et al., 2017).

- Advise the City, community members, and applicant(s) through meetings, correspondence, or responses.
- Advocate for planning initiatives
- Attract desirable development.
- Encourage community improvement.
- Be a voice for the community.
- Respect deadlines set by the City by receiving, reviewing, and commenting on applications or projects within a timely manner.
- Host regular meetings.
- Recognize the needs of the community, as well as all of Calgary.
- Be proactive by developing a Community Charter or Community Plan.
- Be consistent by developing Development Guidelines.
- Avoid conflict as much as possible.

Conger et al. express the challenges and pressures CAs are faced with regarding their role as the local planning advisor. External perspectives may view CAs as NIMBY's because they only become involved in engagement when something in the community is changing (Conger et al., 2016, p. 9). CAs are also challenged by NIMBYism because they find community members become more vocal when it is in their backyard. Internally, CAs do not feel they are valued by all actors in that their "advisory nature of planning committees means that their comments on planning projects are based on committee members' local knowledge and expertise; however, the lack of real planning authority can be interpreted as a form of tokenism," (Conger et al., 2016, p. 9). There needs to be recognition from the City regarding the responsibilities of a CA in relation to the constraints

and frustrations that have been expressed. There also needs to be transparency regarding the level of influence comments made by a CA have on decision-making.

The findings that have been outlined above speak to the control the City of Calgary has over all engagement on planning and development projects and the pressures CAs experience based on their expected responsibilities. The following section will provide three recommendations. Their intentions are to improve the constraints and frustrations CAs experience regarding engagement on planning and development projects.

7.2 Recommendations

The upcoming recommendations were developed with all CAs in Calgary in mind. These recommendations reflect the constraints, opportunities, and frustrations the participating CAs expressed through their interviews by making connections to the literature that was presented in Chapters 2 through 4. From personal experience as a CA volunteer, a planning and engagement consultant, and a decision-maker, it is believed these recommendations can improve the relationships between all actors involved in the engagement and planning processes where feedback provided by all experts can lead to mutually agreeable outcomes.

7.2.1 Timelines

Several of the participating CAs expressed the constraints they experience regarding the amount of time they dedicate to reviewing information on planning and development projects. Reviewing and processing information, attending meetings, and providing comments, whether through City-led or applicant-led projects, takes time. CAs, especially those that are in proximity to the downtown core who are witnessing significant redevelopment as well as becoming involved on City-led initiatives that affect them, like LAPs or introduction of new land use districts, have a finite amount of time they can

dedicate to their role as a volunteer. Three recommendations are included below to support CAs and the time they dedicate to their role.

The term 'complex' will be used in the first two recommendations. An implementation planning project that is complex is determined by the DART, and the timelines for the team members to make a decision is dependent on the complexity of the application. For City-led engagement, the City assesses a projects complexity and perceived impact to determine the levels of engagement that should be assigned. The higher the complexity and the higher the impact (Figure 11) should result in a more rigorous engagement program taking place.

Extending Timelines for Complex Implementation Planning Projects

Currently, CAs have twenty-one days from the time they are circulated on an implementation planning application, to review, process, inform community members, collect community feedback, and compose a response. For applications that are less-complex (i.e., a DP for a single-dwelling seeking a relaxation on a setback or a LUA from R-C1 to R-CG), the 21-day timeline is not onerous because the review is straight-forward and often these applications do not require detailed comments. For applications that are complex (i.e., a DP for a mixed-use building or a LUA of five R-C1 properties to MU-2) the CA is constrained by the 21-day timeline because reviewing and processing the information is cumbersome and they may need to hold additional meetings with the applicant, City, ward councillor, or community members.

It is recommended that the City extend the timeline to respond to 35 days for implementation planning applications the CA has deemed to be complex. This extension supports the opportunities of sharing knowledge and allowing for meaningful engagement. CAs can disclose the applications they have deemed to be complex through the circulation request form they receive annually from the City. Currently this form allows the CA to

identify which stream two and three DP applications they would like to receive, as described in Chapter 2 - Section 2.3.7. This form should also include an option for the CA to disclose the types of LU and DP applications they have identified as being complex. To ensure that CAs do not take advantage of the extended timelines, Table 7 provides an overview of the applications that could qualify for an extension.

Table 7: Implementation planning projects that can receive a timeline extension.

Implementation Planning Project	Land Use Districts / Development Type
Land Use Amendment	Multi-Residential Districts Commercial Districts Commercial Residential Districts Mixed-Use Districts
Development Permit	Any application that is placed into Stream 4 of the development permit streams.

The 35-day timeline will align with the regularly scheduled monthly meetings for the CA or planning committee, as well as allowing the CA to complete a more comprehensive review of what the application is looking to achieve against any policies, plans, or bylaws that affect the property. Identifying the applications the CA deem to be complex better equips applicants to consider organizing pre-application meetings or presenting the merits of the application at the monthly meeting. This recommended extended timeline recognizes the responsibilities of the CA and respects the additional time a CA member must assign when processing the more complex applications. The option to update the circulation list annually allows the CA to use their discretion to identify the types of applications that are receiving pushback from the community and those that once were viewed as challenging are easier to process.

Mandatory Proactive Engagement for Complex Implementation Planning Projects

The participating CAs appreciate when the City or applicants initiate proactive engagement measures like pre-application meetings. This crucial step sets CAs up for success because they are afforded more time to become educated, inform community members, and build relationships with the applicants. This additional time can allow for meaningful engagement to occur. Proactive engagement recognizes the constraints CAs experience during the review process as they are constrained by the time that is needed to review information and understand what the project is wanting to achieve.

It is recommended that applications the CA has deemed to be complex must conduct proactive engagement. Proactive engagement can occur through pre-application meetings or engagement earlier on during the conceptual phase of a project. The participating CAs have expressed their appreciation of pre-application meetings, however, the current system simply encourages applicants to do this. The most proactive type of engagement would be collaborating with CAs during the conceptual or preliminary design phase of a DP application. This opportunity allows the local knowledge and expertise gathered through the engagement to be applied to the design before it has progressed to the stage that major amendments would be too costly. Proactive engagement can empower CAs because their feedback is influencing what the project can become, and it can also eliminate or significantly decrease the push back that can often occur during these phases of the planning process.

Local Planning Advisor

The roles and responsibilities of a CA do not only include the planning and development portfolio. The other portfolios a CA may be responsible for include, but are not limited to, programming, recreation, events, safety, and communications. Of the nearly 150 CAs in Calgary, roughly two-thirds of them are responsible for community halls, which they lease from the City of Calgary (A. Klingbeil & Barrett, 2022). CAs responsible for a community

hall place a lot of time, effort, and volunteer raised funding³⁶ into maintaining this City asset. For CAs who have an older hall that require updates, as per the life-cycle report created by the City, are experiencing significant engagement on planning and development, and do not have well-populated board or committees, it limits the opportunities the board or committee members have to act efficiently on behalf of their community. In 2015, the FCC expressed that the over 20,000 CA volunteers contributed 2.4 million hours which is equivalent to over \$28 million of free labour (Federation of Calgary Communities, 2015).

It is recommended that the City provide CAs with an endowment where the funding is provided through the existing City property taxes. The funding a CA receives through this program would allow them to hire a facility manager or a community manager, who would be responsible to manage all the CA's assets like a hall, ice rink, or tennis courts. The funding that is received through the casino endowment can continue to be used towards bills and upkeep related to maintaining the assets. This approach is recommended because the CA's assets are already City owned property, and the City receives free upkeep and maintenance of these properties through volunteer raised funding and hours.

With CAs having a paid facility or community manager, they could then use funding collected through rentals to hire a paid position for a Local Planning Advisor. The Local Planning Advisor is envisioned as a position that would be filled by someone with a planning background, and they would manage the planning and development portfolio on behalf of the board and/or planning committee. Using funding collected through rental income limits conflict because the City would not be funding the position, thus allowing the Advisor to best represent the views and opinions of the community. It is believed that if

³⁶ Volunteer raised funding refers to the CAs who receive funding through grants, fundraising efforts, or Casinos.

City-provided funding was used for CAs to directly hire planning and development directors there might be conflicting ideologies, or moral and ethical conflicts if there came a time where the CA needed to oppose the City on any applications or projects. The board would have authority over the position as any position or recommendation made by the advisor require approval or support from the committee, while the board would have the final say. This system is modelled after the City's process for reviewing LUA. City administration reviews the application and provides recommendations (i.e. the Planning Advisor), the CPC provides further recommendations (i.e. the planning committee) and Council makes the final decision (i.e. the CA board).

7.2.2 Redefine the Role of a Community Associations in Planning and Development

The assumed or expected role of a CA in planning and development is defined by the City and the FCC. The information they provide explains the intention and purpose of a CA, from the perspective of these organizations. What is missing is how a CA defines their role. It is recommended that the role of a CA is redefined to include the perspective of those who act in the assigned role. The evaluation would also re-examine the CA's responsibilities.

There is a frustration regarding the time and effort CA volunteers place into their role often results in their hard work being ignored or forgotten about. To alleviate this, an important component that should be considered in this updated definition would be outlining the level of influence a CA can have on planning and development projects. This recommendation is supported by Conger et al. where they note the City must clarify what their expectation of a CA is (Conger et al., 2016). This recommendation does not suggest that CAs should have veto power or complete citizen control, as would be supported by Arnstein. What it does is provide CAs with assurance that their efforts are being recognized and appreciated.

This evaluation would require engagement that would include all the actors that were listed in Section 1.4 of Chapter 1. The inclusion of all players in this engagement allows each participant to share their expectation based on experience. The updated definition would incorporate the expectations from the City, applicant, and community members with what the CAs have capacity of fulfilling based on their available resources. A CA that has a Local Planning Advisor would have more capacity to fulfill the expectations of the other players.

7.2.3 Community Engagement Profiles

The 'one-sized-fits-all' approach to engagement is tokenistic and limits the type of information a participating CA can provide. It is recommended that the City or the FCC develop a guidebook that CAs could use to develop their own community engagement profiles. This recommendation was developed based on the interview with Participant 5.0. During the interviews one of the frustrations they expressed regarding City-led engagement was only engaging through open houses, and the CA found this to be an ineffective way for their members to engage (Participant 5.0, personal communication, July 6, 2021).

The guidebook would outline the engagement tools in relation to the level of engagement identified through the City's Spectrum of Strategies and Promises or the IAP2 Spectrum of Public Participation. The profiles developed by the CAs would not be an onerous task in that they would simply have to identify the engagement tools they would prefer to be applied for City-led and applicant-led engagement. The profiles could also include feedback from all players involved in previous engagement to disclose what worked and what needs improvement. To ensure that the information is publicly accessible, it is recommended the profiles be hosted on a database owned and operated by the City or the FCC.

7.2.4 Closing Remarks

The recommendations that have been provided can be applied independent from or in conjunction with one another. These recommendations were developed to support the opportunities the participating CAs identified in Chapter 6. Each recommendation is intended to provide CAs with more support and control of the engagement they experience with planning and development projects.

7.3 Conclusion

Community associations representing Calgary's established neighbourhoods do not consider themselves NIMBYs nor are they against redevelopment. What they are challenged by is the current engagement opportunities that are available on planning and development projects affecting their communities. As a volunteer run, not-for-profit organizations, CAs are tasked with representing, informing, and appeasing their community members while also ensuring that proposed planning and development projects best reflect the needs and wants of those that live, work, and play within their community(ies).

The research that was completed for this thesis is reflective of someone who is highly passionate about urban planning, community engagement, and has personal experience on this topic. One revelation that was discovered during this process and could be something that may help CAs in their approach to engagement, is not everyone has a vested interest in urban planning and engagement. This was a difficult concept to realize because planning and urban design affect everyone, but it also recognizes why it is always the same people coming to the table to be engaged. CAs across Calgary are comprised of individuals who are wanting to make a difference in their communities. Each organization will represent their membership differently, and this is based on the pressures they feel from those involved. It is strongly believed that a CA that is well equipped to

participate in engagement on planning and development will result in developments that best reflect the wants, needs, and desires of communities, all of which contribute to making Calgary the best version of itself.

7.4 Implications

Three implications regarding the future of community associations (CAs) and the role they play in engagement on planning and development projects are emerging in response to the conclusions and recommendations that were derived from this research. The implications vary and question the importance of CAs in Calgary.

Implication 1: Community Associations are vital in creating and sustaining community

The image the City of Calgary has painted of CAs is one that shows an organization that is vital in creating and sustaining community (The City of Calgary, 2021). The problem with this image is, it is challenging to create and sustain community when the organization in question is not established as part of a framework that grants it authority. CAs need support from the City of Calgary, as well as the Province of Alberta to provide them legislated authority to influence decision making. It is through these legislated changes that the role CAs play throughout the planning process can be realized and they can become a major contributor to the decision-making process. Without legislative structure to support their expectations, CAs will continue to operate in a grey zone where they are not sure how their contribution to the process is considered.

Implication 2: Community Associations need no longer be specifically addressed as stakeholders in engagement processes around planning projects

The City of Calgary currently recognizes CAs as stakeholders who are circulated on land use amendment and stream three and four development permit applications but does not provide them with a seat at the decision-making table. In the circulation package, CAs have a deadline to follow, however, there is no guarantee or understanding as to how or if their comments will be applied to influence decision-making. Without any legislated framework in place, there is nothing to substantiate what CAs are required to deliver or how their comments are considered. In the absence of a framework, the hours volunteers dedicate to their work is aimless and should not be continued. Instead, community members will have to raise their individual voices and lobby council.

Implication 3: Considering a site impact assessment

In 2019, the Government of Canada enacted the *Impact Assessment Act*, a process that is applied by the Government of Canada when assessing impacts for projects that are completed under federal jurisdiction (Impact Assessment Act, 2019). The Impact Assessment Agency of Canada leads the assessments where they gather information to understand potential impacts and includes a variety of stakeholders who are participants throughout the process (Government of Canada, 2022). The federal government recognizes that major projects like building roads will have a variety of impacts, both positive and negative. Through the impact assessment, a process that occurs before the project begins, identifies what the impacts may be and how to prevent or reduce those that are viewed as negative (Government of Canada, 2022).

The recommendations that were provided in Section 7.2 can be realized through a new approach to the engagement process, like a site impact assessment (SIA) as a neutral evaluation of what is to be expected. Many comments/questions that tend to arise during a CAs review process of a complex implementation planning application focus on

the impact the project will have on adjacent properties. The intent of the SIA will ensure that those who are directly impacted receive objective information about the extent of the project.

The SIA requires the applicant to conduct an impact assessment identifying the level and extent of change, conduct engagement with those are directly impacted, as well as identify how it fits within the community. The assessment occurs prior to submitting the application and would be part of the applicant outreach program where applicants have to include a summary as part of the Complete Application Requirement List (CARL). Comments received from the stakeholders within the pre-determined boundary have more weight to influence decision-making. The intent of this process is to raise and potentially address any impacts with a standard evaluation form (transparent assessment protocols) with results being publicly accessible. This process allows for effective engagement and all actors involved would have a better understanding on each other's constraints, opportunities, and frustrations.

Communities that are experiencing redevelopment deserve the opportunity to have their comments heard and applied to the decision-making process. If the City of Calgary is not willing to recognize CAs as vital stakeholders, by providing them with more actionable influence in decision-making, the engagement process on planning projects falls flat and will lead to more engagement fatigue in Calgary.

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Appendix A – Participant Recruitment Notice

Calgary: A Community Perspective

Becky Poschmann, a thesis student in the MEDes program with the School of Architecture, Planning and Landscape at the University of Calgary, and fellow CA volunteer, is conducting research on the experience CAs have had with community engagement planning projects. The intention for this research is to understand how your CA received information about a planning project and the steps that were taken to undertake engagement. There are many different ways how information can be shared, as well as received, and it is important to find a balance to ensure that community members are given the equal opportunities to participate in public engagement impacting their communities. The research will begin with an interview selection form. This form will be used to determine which communities to involve in the Stage 2 interviews. If your community is not selected for Stage 2, we will look to have you involved during the Stage 3 workshops. Please visit: <https://cc.nextcalgary.ca/perspective> to collaborate!

The research for this project has been approved by the CFREB (REB20-1552).

Appendix B – Interview Selection Form

Thank you for taking the time to complete this short survey. Your contribution is greatly appreciated! The questions below examine whether your community is experiencing, has experienced, or may experience community engagement as it relates to an urban planning project. The engagement can be anything from notification of a discretionary development permit to participating in workshops that were organized by the City of Calgary, an applicant, and/or a private developer. The results from this survey will be used to create questions for interviews you are able to participate in, if you are interested.

The intention for the research is to understand how information on a planning project was received and the conversations that took place about that project. There are many different ways to which information can be shared, as well as received, and it is important to find a balance to ensure that community members are given the equal opportunities to participate in public engagement as it relates to urban planning projects impacting their communities.

The research for this project has been approved by the Conjoint Faculties Research Ethics Board (REB20-1552) through the University of Calgary. Attached you will find a consent form; this will provide more details on the way in which the data collected will be managed. The first question of this questionnaire will ask whether you agree to consent to this project.

Should you have any questions or concerns, please email me directly: [email redacted]

Thank you again for taking the time to provide answers to the questions!

Questionnaire

Question 1

The research for this project has been approved by the Conjoint Faculties Research Ethics Board (REB20-1552) through the University of Calgary. Prior to completing the survey, please provide us with your consent.

- ☐ Yes
☐ No

Questions 2

What community do you represent?

Question 3

Has your community experienced any of the following planning projects? Please select all that have taken place.

- ☐ Municipal Development Plan updates
☐ Calgary Transportation Plan updates
☐ Guidebook for Great Communities/Guide for Local Area Plans
☐ Area Redevelopment Plan
☐ Local Area Plan
☐ Land Use Redesignation (rezoning/amendment)

- ☐ Development Permit
- ☐ Conceptual Plan Design (creating design plans for improvements in your community)
- ☐ Improvements to roads and/or utilities (i.e. re-paving, widening roads, creation of stormwater ponds, etc.)
- ☐ None of the above
- ☐ Other (please specify):

Question 4

Of the planning projects you selected in question 3, did your community or a representative from your community participate in any form of public engagement. Please select all that have occurred.

- ☐ Participated in workshops
- ☐ Completed Surveys
- ☐ Participated in Focus Group Discussions
- ☐ Public Hearing
- ☐ Provide written responses to an application through the File Manager
- ☐ Participated in forum discussions through a City of Calgary engagement platform
- ☐ Met with and discussed a project with your Ward Councillor
- ☐ Attended a Town Hall
- ☐ Attended an open house
- ☐ Attended an information session
- ☐ None of the above
- ☐ Other (please specify):

Question 5

Do you currently sit on your community associations board of directors or are part of a committee?

- ☐ Yes
- ☐ No

Question 6

How long have you been volunteering on your Board of Directors or Committee?

- ☐ Yes
- ☐ No

Question 7

Would your community be interested in furthering the conversation regarding community engagement in Calgary?

- ☐ Yes
- ☐ No

Question 8

What position do you hold on your community association board?

Question 9

If yes, please provide your email to continue the conversation (Emails will not be shared publicly. They will only be used for communication purposes):

Appendix C – Interview Script Example

Hi [NAME]. Thank you for taking the time to complete the interview intake form as well as move forward in this research with me. Today, I will be conducting an interview with you to gather a better understanding on [community's] experience with public engagement on urban planning projects. The information that I am gathering today will help build the tools I will be using for the workshops that are to come at a future date. As you are aware, I will be recording today's conversation for transcription purposes. The recording will be deleted at the completion of my thesis.

A little background on myself – briefly explain my background. Being the President, part of the Local Area Plan working group, having had worked in consulting as well as being the decision maker.

My intention with this research is to create solutions to the challenges communities face when it comes to engagement on urban planning and development projects. These projects can be anything from the policy type like the MDP or guidebook, to DPs and Land Use applications. There are so many different avenues and facets to engagement in Calgary and it would be great to create something where all participants and decision-makers are on the same page.

There are many different types of engagement that communities can experience here in Calgary. When dealing with statutory updates or creations, the MGA requires The City to complete a fairly extensive engagement program by ensuring that the public is given many opportunities to participate. Whereas when we are looking at non-statutory and direct impact projects, the requirement for engagement is significantly decreased if not non-existent. This interview will be semi-structured where I have some set questions I would like to go over, but I am also eager to have a conversation about your experience with engagement.

Question 1: In the survey, you mentioned that you have participated in a number of engagement programs on differing projects like the updates to the MDP, the highly publicized The Guide for Local Area Planning, and the usual development permits and land use redesignation applications.

- **Seeing as the guidebook is a hot topic right now, what is your opinion on this document as it relates to engagement?**
- **How do you think the engagement process for this project in particular should have proceeded?**

Question 2: Now I would like to focus on the non-statutory applications that tend to flood communities on a regular basis: development permits and land use redesignation applications.

- **On average, how many applications would [community] receive on a monthly basis?**
- **When an application is received, what is your procedure for sharing the information with the community?**
- **What is your typical response when applications are shared with community members?**
- **Which methods do you believe work best when sharing information with your community?**

Question 3: One of the questions that I am exploring throughout my research is whether we can determine what successful engagement is. I realize that this is a heavy loaded question because there are so many different components to a project and stages in which people can participate.

- **When an application or an urban planning project is proposed for your community, do you believe The City, or the applicant, does a good job in advertising the projects as well as providing access for the public to provide comment and participate?**
 - o **If no, what do you believe would work best for your community to ensure they have the best possible opportunities to participate are given?**

Question 4: Based on your response in the survey, [community] looks to have experienced nearly every type of engagement that the City of Calgary uses on their varying projects.

- **How would you describe your experience with the engagement?**
- **Do you believe engagement has been sufficient and that the community has had good opportunities to provide feedback on the project?**
- **What are the biggest challenges [community] experiences when it comes to engagement on urban planning projects?**
- **Do you believe your voice has been heard during these engagement sessions/opportunities?**

Question 5: Now let's focus on what the toolkit can do to serve your CA on future engagement programs.

- **Are there any tools that you believe your community would benefit from when engaging with The City or private developers?**
- **With your community members?**

Question 6: Now onto the last question, which is my favourite type because it is where your wishes can come out!

- **What would be your ideal engagement scenario – this includes everything from notification all the way to the decision-making process?**
- **Do you believe we could achieve this by creating a toolkit that would benefit communities?**

That is all I have for you today. Again, thank you for taking the time to complete this interview. Once I have had a chance to chat with the other interested communities, I will be compiling the results to develop a workshop that could help build the toolkit.