

The need for a design centred
approach to land use planning
and zoning:

“A Designed Future”

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Presentation to Colwood World Town

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Presentation Contents

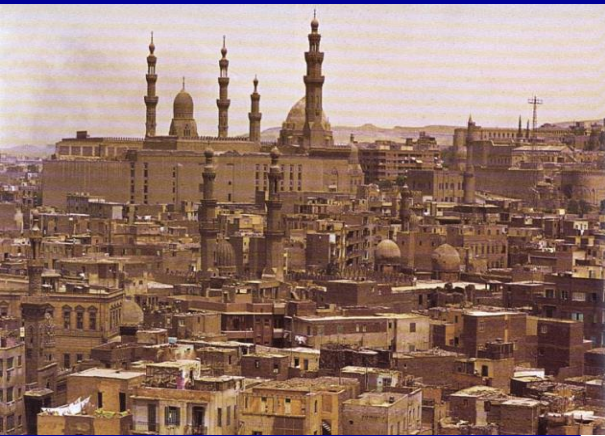
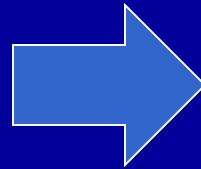
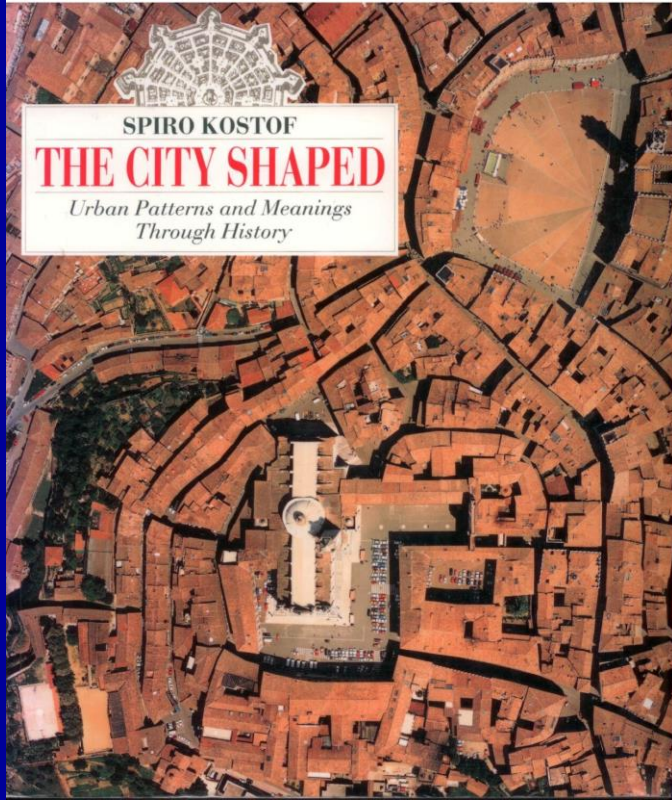
- Overview of where we are at
- Discussion of European city initiatives
- Review of Land Use Zoning opportunities
- Suggested considerations

Canada's challenge

- Largely built post WWII when cars became the norm;
- Focus of growth has been on sprawling development, development of cheap land, often quick non-reflective processes;
- Zoning has been largely exclusionary;
- Single family home ownership has dominated building form consuming greater amounts of land (53% in Canada vs Europe where 33% live in detached houses);
- Infrastructure costs in Canada are high due to low density development;
- Until 1980's, city cores often seen as poor and dangerous;
- Little urban design expertise until 1990's.;
- Car and lower density building forms have become ingrained in our thinking and visualization of the city.

Are we failing?

- “People who live in suburban homes and go everywhere by car have been responsible for almost all the growth in Canada’s cities over the past decade.” (Globe and Mail, August 20, 2018)
- “Canada is a suburban nation.” David Gordon, Queens University
- **Metropolitan areas grew by 15 percent (3.2 M) 2006-2016**
- **Active city cores grew by 9%**
- **Transit suburbs grew by 8%**
- **Auto suburbs grew by 17% or 75% of all urban growth**
- **Exurbs increased by 20%**



The form is similar, but the scale has changed.

Old Chongqing



Old Istanbul



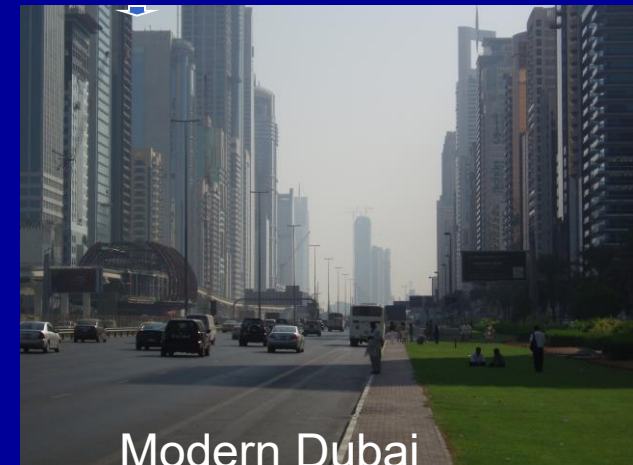
Historic Dubai Souk



Paris



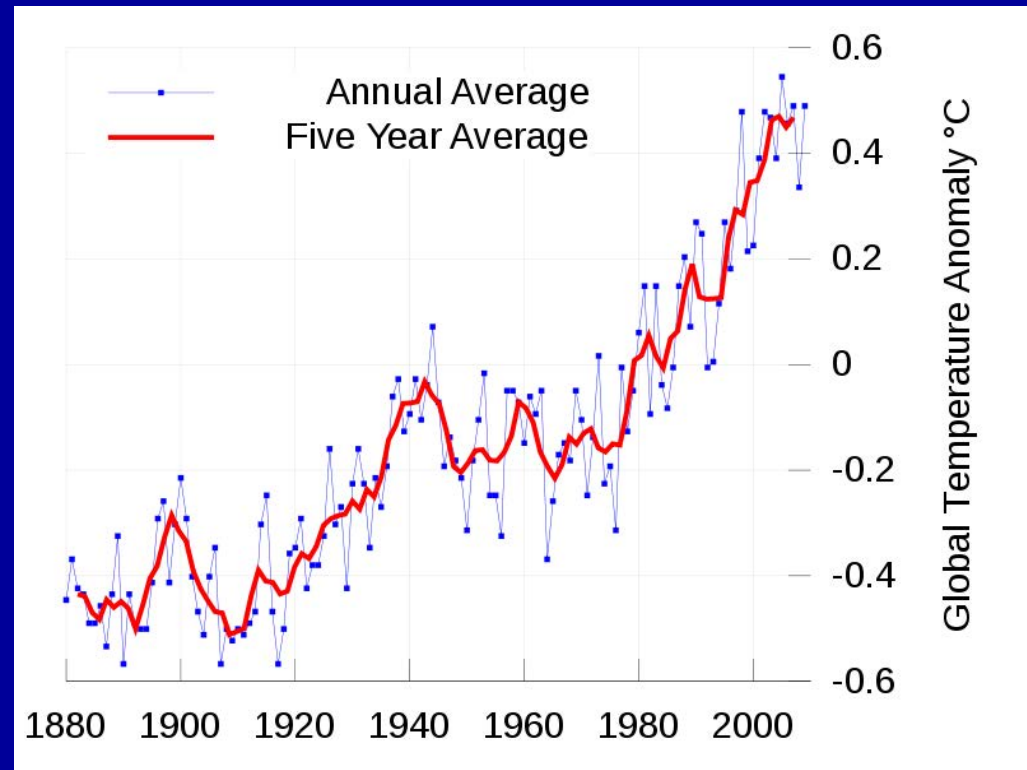
Auckland/or
anywhere 'new
world'



Modern Dubai

To state the obvious, the car has become king.

We know the mess . . .



Globe and Mail, Jan. 27, 2007

Latest IPCC Findings

- “B.5 Climate-related risks to health, livelihoods, food security, water supply, human security, and economic growth are projected to increase with global warming of 1.5C and increase further with 2C.”
- “C2. Pathways limiting global warming to 1.5 C with no or limited overshoot would require rapid and far-reaching transitions in energy, **land, urban and infrastructure (including transport and buildings)**, and industrial systems (*high confidence*).”

IPCC Global Warming of 1.5C: Summary for Policymakers,
WMO/UNEP, October 2018

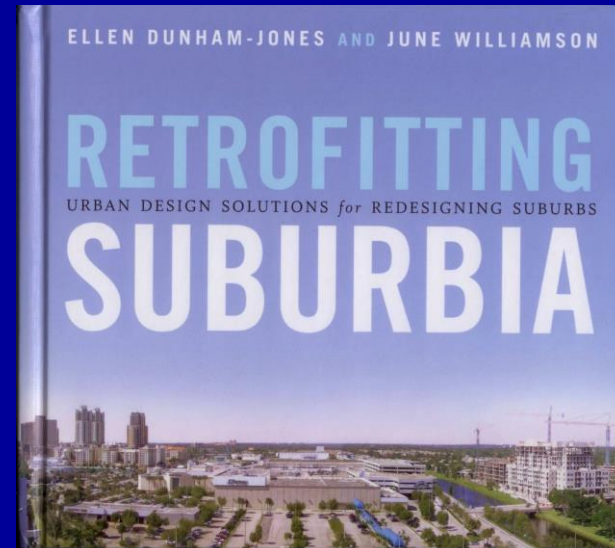
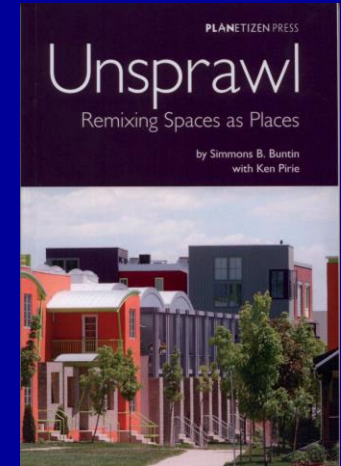
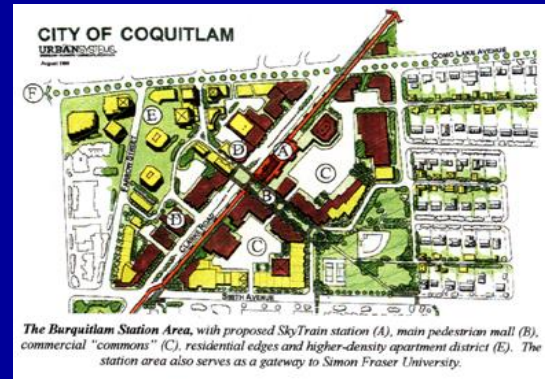
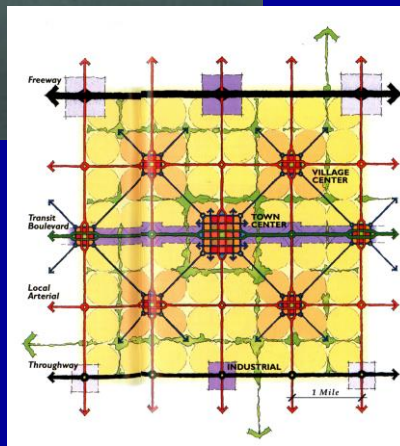
A Key New Focus: Unsprawl

- Remixing Spaces as Places

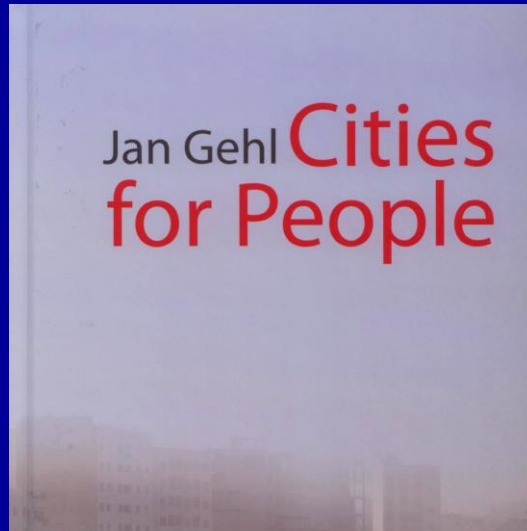


Dockside Green

Peter Calthorpe,
The Regional City (2001)



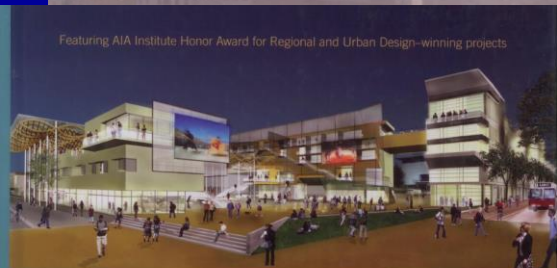
Key aspects of the 'new' urban form



“Urbanism generates a fortuitous web of co-benefits – it is our most potent weapon against climate change because it does so much more.”

Calthorpe, P., *Urbanism in the age of Climate Change*, (Washington: Island Press) 2011

Recognition that the city “is a sensory, emotional, lived experience” (Landry, C. *The Art of City Making*, 2006)



“The city is seen as an architectural, and therefore an artistic, creation.”

Madanipour, Ali, *Design of Urban Space*, (1996)

URBAN DESIGN
FOR AN URBAN CENTURY
placemaking for people

What influences a new urban form?

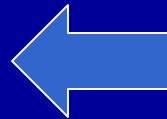
International

- Climate change
- Globalization
- Migration/Immigration



Outcomes:

- Forms of movement;
- Land use efficiency;
- Citizen engagement;
- Sustainable behaviour (design, production, consumption);
- Modified built form.



National/Regional*:

- Rising energy costs
- Falling/stagnant incomes
- Lagging employment
- Shifting wealth
- Waning institutional support for home ownership
- Population trends
- Generational changes
- New housing market
- + Infrastructure costs
- + Public health

*Nelson, A., *Reshaping Metropolitan America: Development Trends and Opportunities to 2030*, (Washington: Island Press), 2013

What can we learn from others?

- Observation is a key urban design tool;
- When I spoke here two years ago, I talked about potential placemaking lessons from: Europe, North America and your nearby neighbours;
- Tonight, I will share with you some recent lessons from four “Green Cities” in Europe.



Piazza Navona , Bernini

Rome



Piazza Santissima Annunziata with Brunelleschi's Duomo
in background, Florence



St. Peter's Square: Bernini

Vatican

Where our urban design roots began!

**Lessons from
Europe:**
Looking back to go forward:

The genius of
proportion, scale
and
harmony.

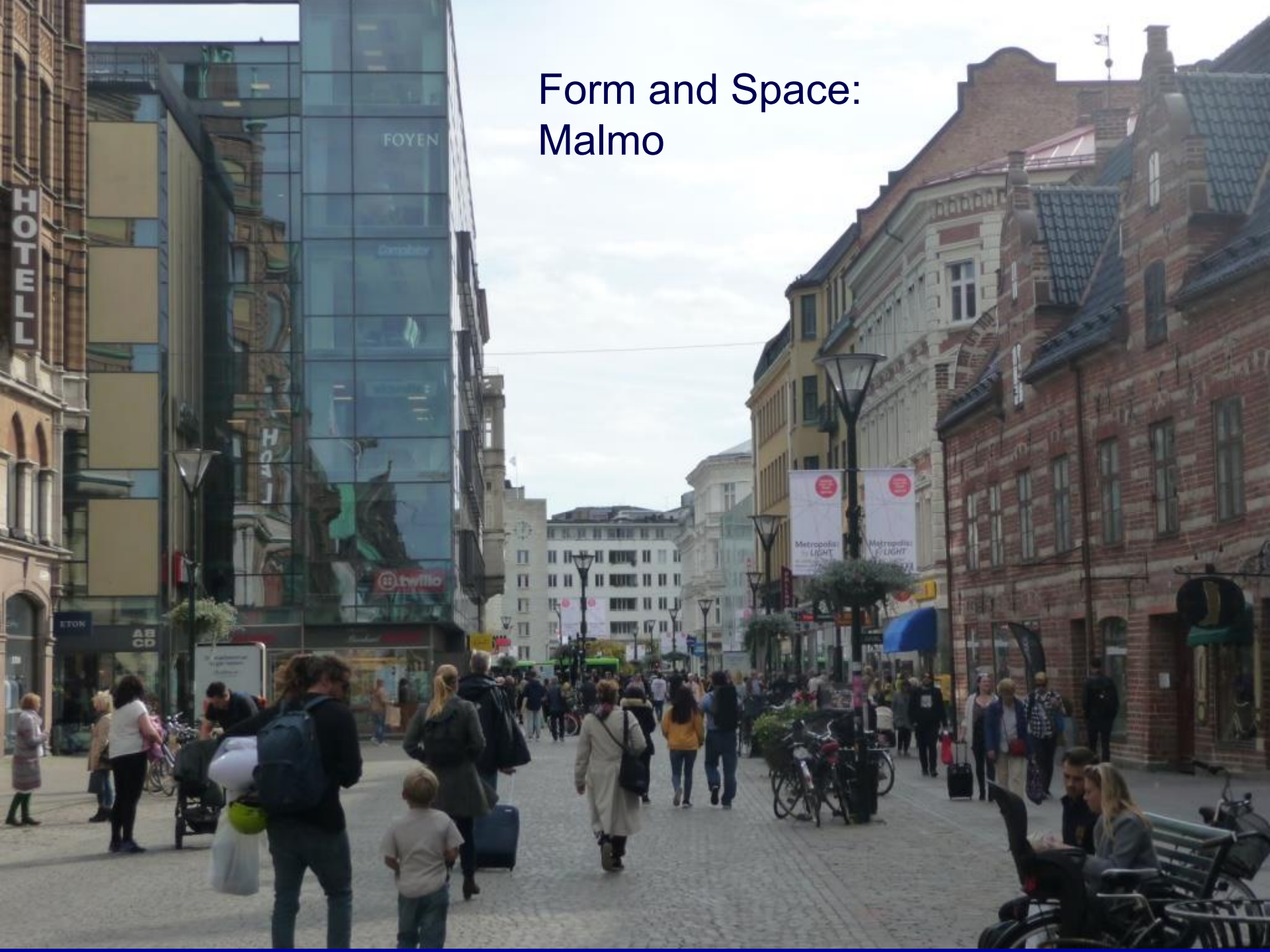
Europe's advantage

- Eight hundred years of city building before elevators
- Five hundred years of no cars, narrow streets and focus on pedestrian realm
- Building for permanency: significant building stock dating back to 1600 and 1700's.
- Cities long seen as key to health and prosperity: UK Public Health Act 1848
- Public policy focused on cities and their well being.
- Urban design history and expertise: e.g., Camillo Sitte (1843-1903)

My 2016 Presentation: the importance of placemaking

- Form and space
- Vibrancy/animation
- Legibility
- Enclosure/suspense/surprise/delight
- Transition
- Public and private realms
- Art, symbols

Form and Space: Malmö





Form and Space: Lugano

Vibrancy/animation: Freiburg





Animation, vibrancy:

Barcelona

Legibility



Berlin



Legibility

Berlin



Freiburg

Berlin



Enclosure/
delight

Paris



Freiburg

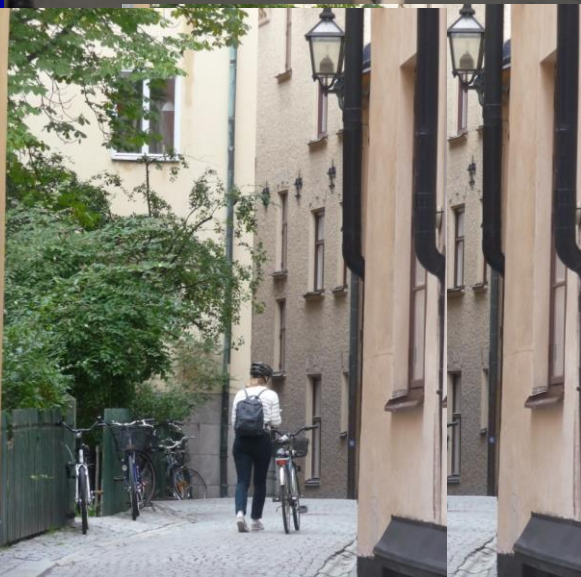




Basel



Stockholm



Enclosure

Stockholm



Freiburg

Public/private realms



Malmo





Bagdat Road, Istanbul

Vibrancy/scale/public realm

Barcelona



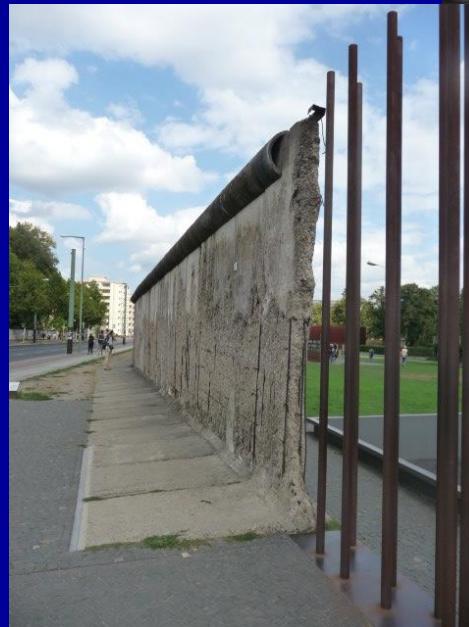
Transition: by texture,
scale, fenestration:

Copenhagen



Basel

Symbols



Berlin



Malmö



Berlin

Art



Copenhagen



Paris



Before we begin . . .

- Context:
- What does it mean?
- Why is it key to design success?

Context

- Frames urban design and the built environment to ensure:
- Authenticity;
- Compatibility (use, scale, composition);
- Relevance (cultural, economic, environmental, social).

Context

- Relates to compatibility of *use, scale, massing and character*
- Context is one of the most important issues in achieving *successful integration* of new development and higher density development in existing neighbourhoods or into new 'brownfield' or 'greenfield' sites.
- Understanding context of the 'pieces' ensures understanding of the 'whole'

The absence of context



Toronto: pre-design guidelines 1980's

The absence of context



Montreal in the '80's

The absence of context

Canary Wharf:

London



Understanding Context: Two key words

- Scale:
- Relates to existing building height, massing, width, proportion
- Often described in land use/zoning bylaws (words)
- Harmony
- Relates to materiality, texture, fenestration, modulation, colour
- Hard to describe in words and often ignored in land use/zoning bylaws **BUT CRITICAL** to quality of development



Scale: Paris

Scale:



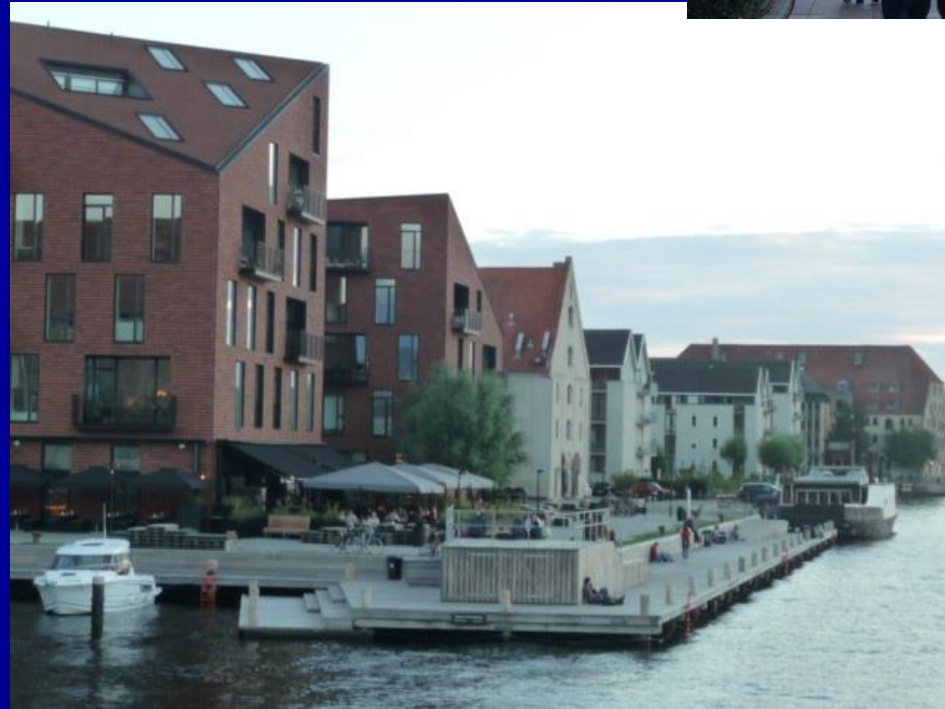
Paris



Scale: Paris



Scale:
Paris



Scale:

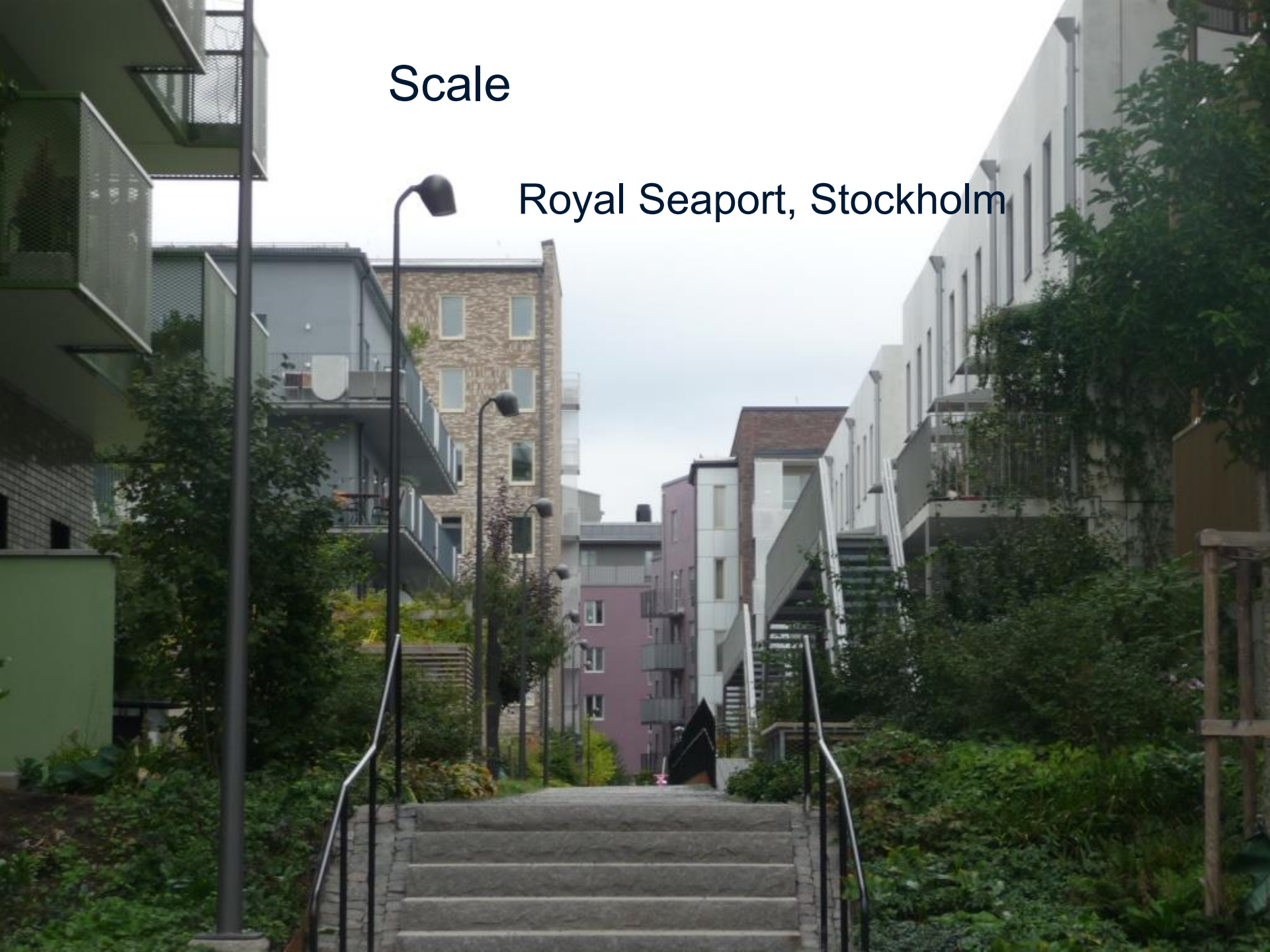
Copenhagen



Scale: Stockholm waterfront

Scale

Royal Seaport, Stockholm





Harmony:
Barcelona



Harmony: Barcelona



Harmony: Stockholm



Harmony: Freiburg

30

Harmony:

Basel



COLWOOD CORNERS

1 HOUR PHOTO

LONDON
DRUGS

COMPUTERS

cashmachine

474 2222
OPTICAL





My hypothesis

- That the issues and needs of the 21st C can not rely on old methods of land use development approvals: i.e., formulistic land use/zoning documents based largely on words.



We need to achieve this

We need to consider new processes

- Land use/zoning bylaws need to be user friendly, graphic, illustrative, clear, vibrant.
- More images and less words.
- We need to integrate uses not exclude them.

We can do better and achieve more vibrant communities.



The Europe 2018 Green City Research

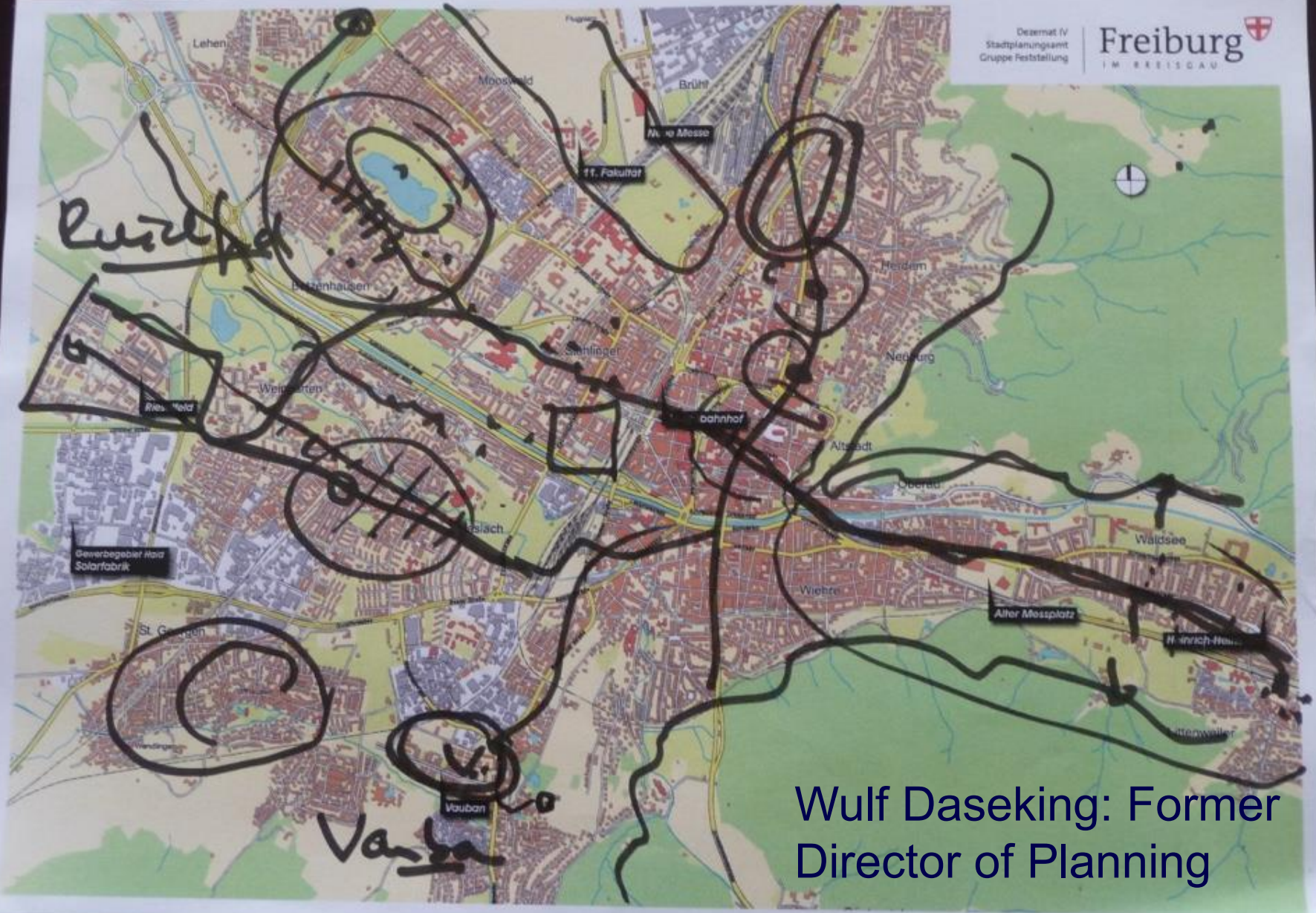
- Freiburg
 - Copenhagen
 - Stockholm
-
- where development occurs based on detailed design plans rather than zoning bylaws.



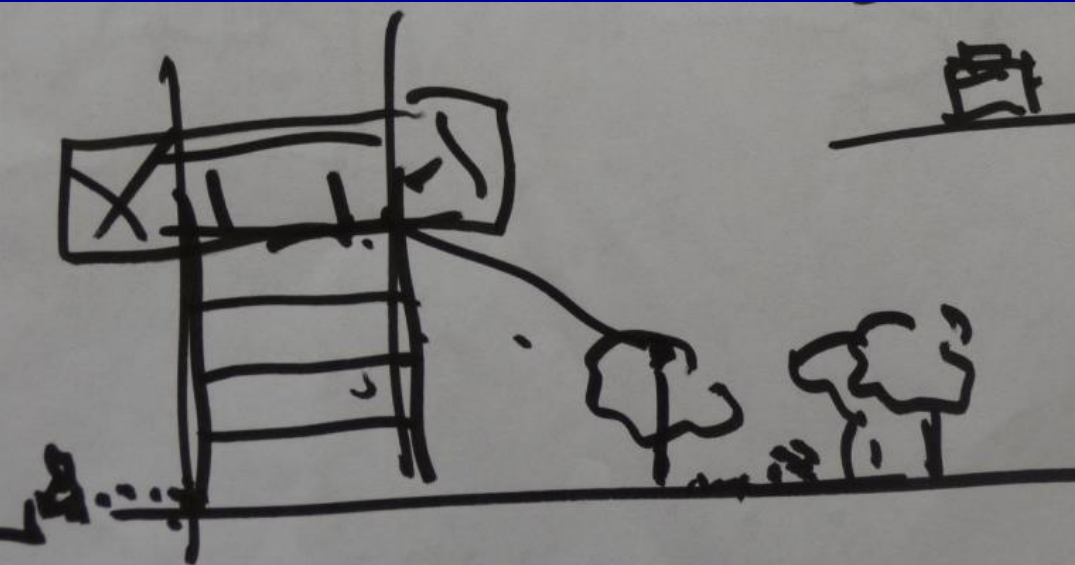


FREIBURG CHARTER

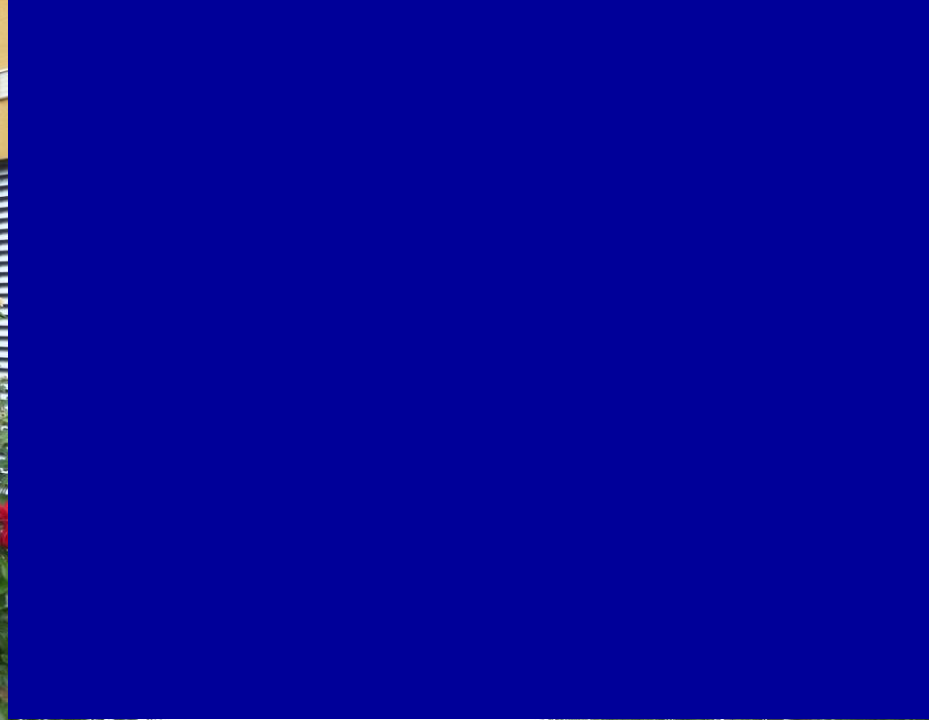
REQUIREMENTS ON
URBAN DEVELOPMENT AND PLANNING FOR THE FUTURE



Wulf Daseking: Former
Director of Planning







Neuer Stadtteil
Rieselfeld

Städtebaulicher
Entwurf

Das städtebauliche Konzept









Maria-von-Rudloff-Platz



Copenhagen New Town: Orestad







Downtown Copenhagen: where are the cars?







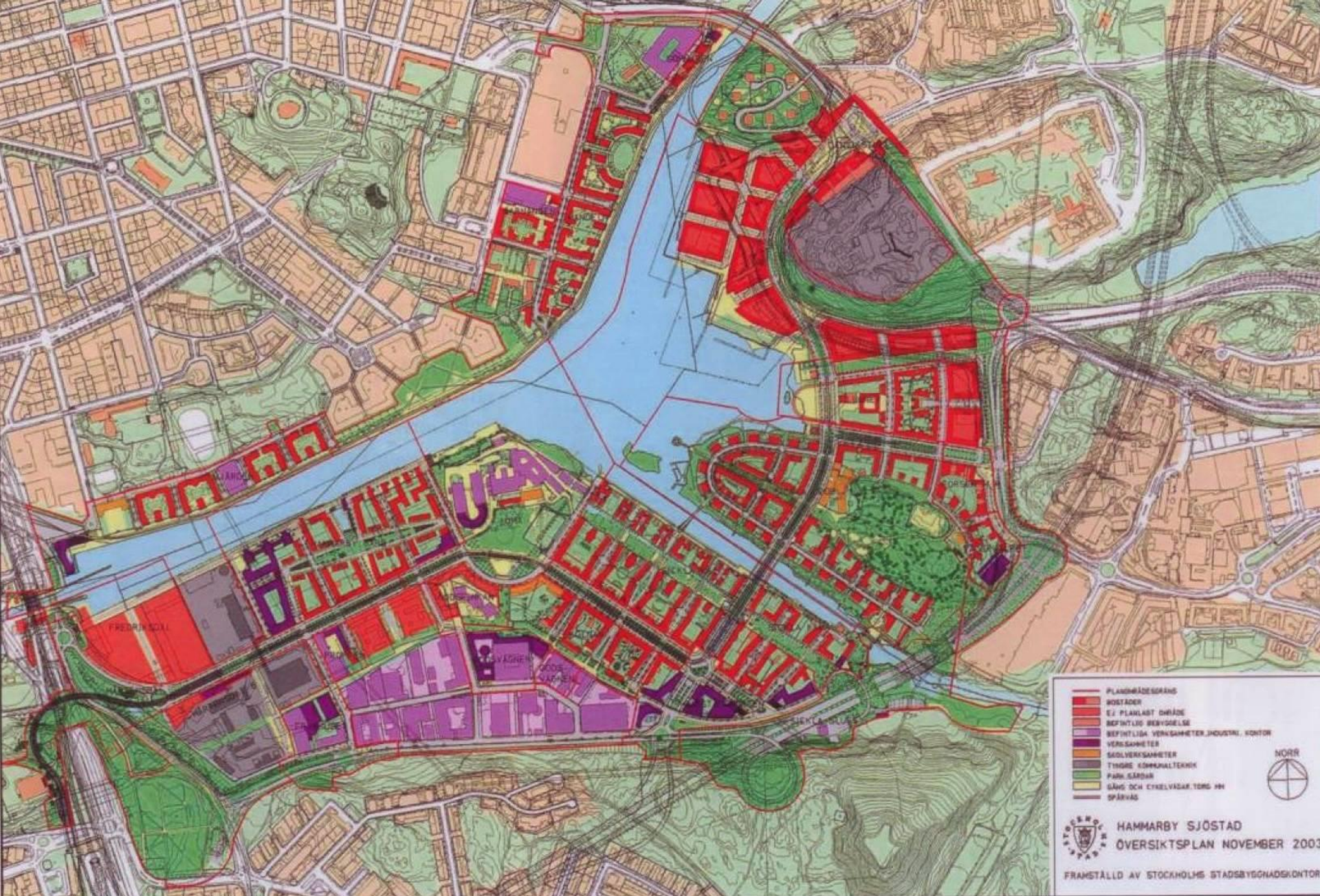


Stockholm: city centre









Hammarsby Sweden Brownfield Redevelopment
 Tsenkova and Hass, *Planning Sustainable Communities*, *Plan Canada*, Vol. 53, #1, 2013

Hammarby, Sweden: Eco City Model

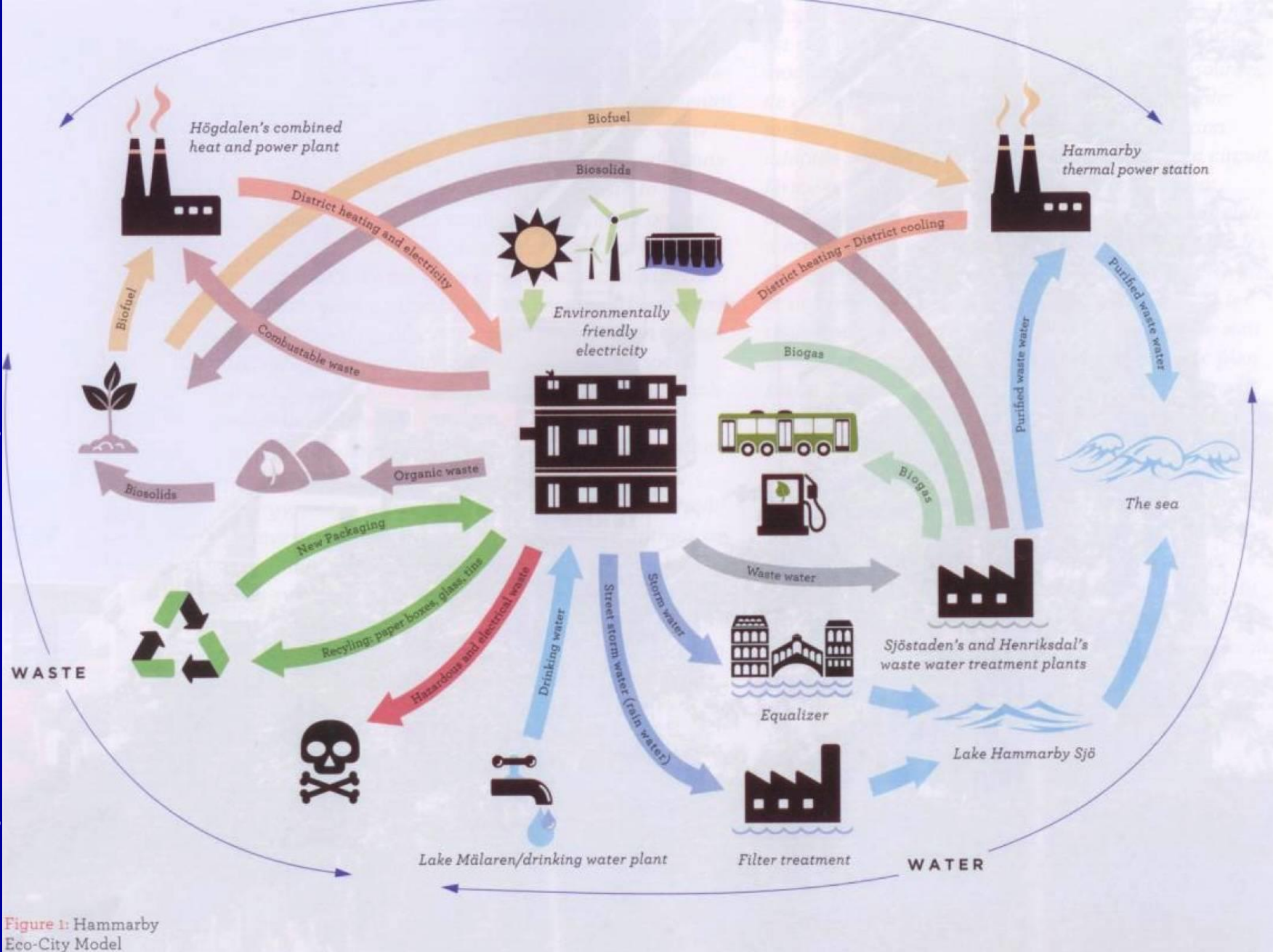


Figure 1: Hammarby Eco-City Model



Royal Seaport New Town



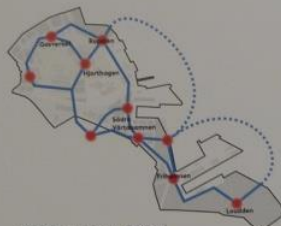
Vibrant city

A vibrant city is focused on people:
on human needs and wants, and from a human scale.



Urban planning principles

- Connect the city
- Flexible planning
- Utilise natural flows
- Intense and lively places
- Special destinations
- Public spaces for different needs, at all times of the day and night
- Temporary or flexible usage



Intense places, destinations and flows help make the city environment vibrant.

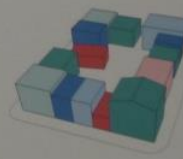


Outdoor dining in Hjorthagen. Opens vibrant ground

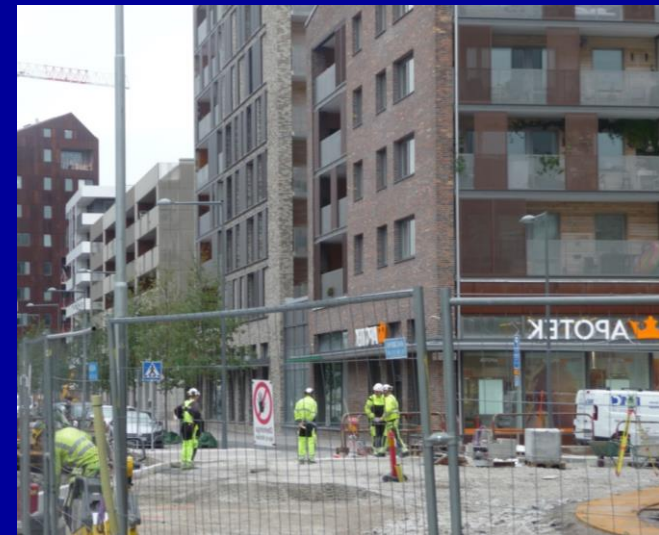
- Mixed functions
- Strive for variation
- Public meets private
- A wealth of impressions – careful design
- Active and open ground floors
- Art that enriches
- Integrated solutions

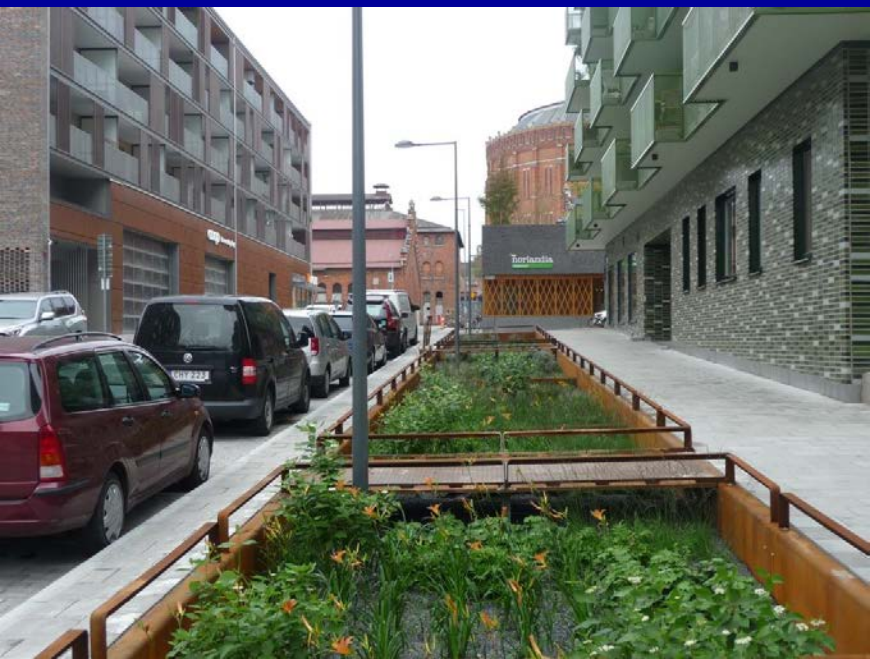


Elevated ground floors and several possible entrances provide a flexible building structure, which accommodates housing as well as offices



The aim is for a mix of functions and variation of individual building levels, as well as city block or street level







Green City Findings

- As Timothy Beatley notes in *Green Cities of Europe* (Island Press: 2012):
- “Some of the obstacles are perpetual in nature, such as the inability to see and understand cities in profoundly new and different ways. Understanding cities as living systems and consisting of complex metabolisms and resource flows.” (p.219)

More of Beatley on Green Cities of Europe

- “The key lesson is that design matters, and matters abundantly in shaping the social and environmental contexts in which people live. Having compact, mixed-use, transit-oriented urbanscapes, amenities within short distances of residences, interesting walking environments, and investments in the public realm leads to lifestyles that are better for human and environmental well-being.” (p. 216)

Urban Planning in Denmark

3 levels

Planning Law § § §

- **National Planning Directive**
- **Municipal Development Plan – Land Use – spatial & physical development of the city**
- **Local Plan / Detail Plan – detailed land use and physical dev. plan for partial urban areas**

Purpose of the planning system:

- **To nurture public and private interests**
- **To nurture national, regional and local interests**
- **To secure public participation in planning processes**

Courtesy: Jakob Matzen,
Senior Planner, Copenhagen

City of Colwood OCP



Your OCP: a detailed guide to the future

- 7 Goals:
- The waterfront is a stewarded, world-class destination for residents and visitors alike.
- People and nature are exceptionally well-connected.
- Residents have realistic transportation choices.
- Public spaces – including streets – are for public life.
- Colwood is home to family-friendly neighbourhoods that provide housing choices.
- Colwood is carbon neutral, energy positive, and water smart.
- Colwood is prepared to adapt to a changing world.

New ideas for a New Land Use Bylaw

- The land use bylaw regulates the use of land at a detailed level. It is not a plan but rather a means to carry out the requirements and expectations of the OCP.
- The 'new' Colwood land use bylaw should build on emerging new practice such as new urbanism, Smart Growth, and Green Cities concepts.
- The 'new' land use bylaw should be aspirational!

Land Use Zoning as a Tool for change

- Traditionally land use zoning has been a tool to facilitate ease of approval by focusing on what can be done rather than what can be done better.
- Your new OCP now allows for more imaginative 'responsive' development by detailing a number of design ambitions and potential outcomes.

Local Government Act, Part 14, Division 5 – Zoning bylaws

- Section 479:
- (2) and (4) provide Colwood with the opportunity to set in place using
- “(e) different siting circumstances;”
- Section 484:
- Discusses “development approval information” (i.e., “development information on the anticipated impact of a proposed activity or development on the community”).”

New Considerations

- Land Use Bylaws typically do not afford much flexibility for cities to identify and implement imaginative solutions to emerging ‘wicked’ problems.
- They have often been used to ‘exclude’ rather than ‘include’.
- For OCP’s like yours, they can be limiting in terms of implementing your strong vision.

Moving to Land Use Bylaw

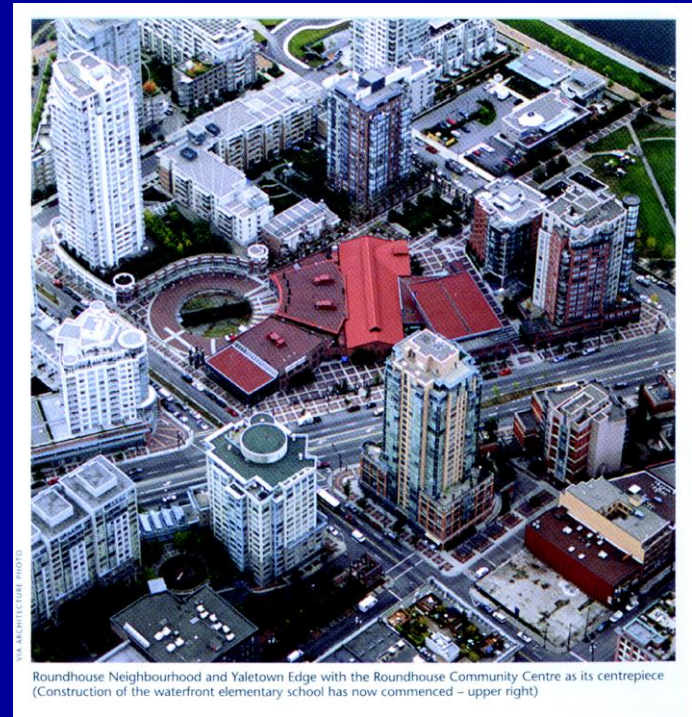
1. Recognise that many of the key conversations have been held as part of the OCP Review.
2. Build on those conversations.
3. Recognise that the OCP has significant detail related to key development direction for LGA. Part 14, Division 5, Section 484: “development approval information”

Transitioning from the OCP

- OCP sets out very detailed placemaking ambitions: that is good;
- OCP details design expectations in an unscaled way: that is problematic;
- OCP brings long term (needed) design perspective to Colwood: that is good;
- OCP has created consternation amongst some of the community, including development industry: that is not good.
- So.....

My suggestions

- ✓ Create a positive, mutually beneficial discourse with developers: they will be needed to implement the OCP.
- ✓ Do that by encouraging dialogue early on and by setting clear expectations.
- ✓ Put in place processes and mechanisms that assist Colwood staff, Council and builders/developers to achieve mutual success.



And

- Remember it will take time to make the physical changes necessary to achieve broad, identifiable successes through enhanced Quality of Life outcomes . . .
Please be patient!
- OCP + Intermediate Step: Translation of OCP by way of Design Guidelines and Design Review Panel/Process + Innovative Land Use/Zoning Bylaw=
Success!

How to Envision a more Modern Land Use Bylaw

- While recognizing that Local Government can only do so much within the LGA, there are some broad actions that could help provide better direction for a more inclusionary and visionary (an oxymoron?) Land Use Bylaw:
- Set out agreed to Guiding Principles to start and guide the process;
- Identify key Objectives and Policies in the new OCP that inform the details of the new Land Use Bylaw;
- Identify tools and processes that legal opinion believes are achievable and 'push' the envelope of typical Land Use Bylaw formats and processes.

Some thoughts for Colwood.

- Building on the excellent vision and details of the OCP:
- Explore more 'modern' land use development and zoning tools, including
 - Form-based zoning;
 - Discretionary zoning;
 - Performance zoning;
 - Incentive zoning;
 - Contextual zoning;
 - Adaptive Site Planning.



Imagining a New Land Use Bylaw

- In an ideal world, Land Use Bylaws need to:
 - Regulate building design;
 - Promote new inclusionary development ideas;
 - Address Green Building requirements to reduce energy consumption;
 - Promote a process for promoting contextual development that is informed by Site Adaptive Planning;
 - Making very direct links to the significant (and helpful) detail contained in the new OCP.

Lessons from Green Cities

- Successful urban planning is in the design details.
- Design direction is key to ensure context, scale and harmony are addressed.
- Innovative land use bylaws will help address the challenge of CC.



Is Design the 'glue'?



Vancouver where design expectations are high.

- As Bruce Mau states: “Design is evolving from its position of relative insignificance within business (and the larger envelope of nature), **to become the biggest project of all.**” p.16

Mau, B. *Massive Change*, (NY: Phaidon Press), 2005

Importance of embedding a rigorous design review process

- ◆ **Successful urban design and associated review is dependent upon:**
 - ✓ **Commitment to clear community vision (the Plan.)**
 - ✓ **Mitigating the detrimental effects of exclusionary zoning and design regulations.**
 - ✓ **Integrating zoning into planning.**
 - ✓ **Moving beyond concern for aesthetics to embrace amenity, accessibility, community, vitality and sustainability.**
 - ✓ **Driven by design principles.**
 - ✓ **Accommodating organic spontaneity, innovation.**
 - ✓ **Ensuring clarity of process and procedures.**



Final thoughts: Key Ingredients

1. Clearly define Guiding Principles for Land Use Bylaw work.
2. Articulate a clear process of decision making that is transparent, collaborative and builds on the OCP.
3. Explore the emerging 'new' land use zoning tools and identify those suitable for Colwood.
4. Clearly articulate Design Intent/Vision through well crafted Design Principles, Guidelines and a rigorous Design Review Panel;
5. Emphasize high quality design (products, review, implementation)
 - All creates Livability: **“Livability today comes down to a discussion of city design.”** (Barnett, J., *Redesigning Cities*, 2003)





www.Colwood.ca/InTheZone