

Sustainable Urban Development in Canada: Global Urban Development (GUD) Report to the Government of Sweden's Mistra Foundation for Strategic Environmental Research

Dr. Nola-Kate Seymoar, President and CEO, International Centre for Sustainable Cities, Vancouver, Canada, September 2007¹

Part I: Background and Major Developments

1. The Canadian Urban Agenda

In 1999 the National Roundtable on Environment and Economy (NRTEE)'s International Committee, chaired by Mike Harcourt (former Mayor of Vancouver and Premier of British Columbia), called for a program that would market Canadian know how and technology about urban sustainability – in cities in developing and newly industrializing countries. In response, the Sustainable Cities Initiative (SCI) was created in Industry Canada, and began piloting its programs in 1999 in China, Brazil and Poland. It worked in partnership with local municipalities and a number of private sector and not-for-profit partners including the International Centre for Sustainable Cities (ICSC). Needs assessments (roadmaps) were completed for each city and based on these roadmaps, Canadian suppliers were engaged to respond – in some cases on a straight commercial basis paid by the local authority and in others on the basis of assistance from the Canadian International Development Agency (CIDA) and other aid agencies. By 2002, the program had won an award from the World Business Council for Sustainable Development and was expanded overseas to 17 cities.

The Federation of Canadian Municipalities (FCM) had been operating an international program since the late eighties² and with financial support from CIDA, FCM, the Canadian Urban Institute (CUI) and a private sector consulting firm (AgriTeam) developed a number of 'local government support programs' in Central Europe and South East Asia. The international program was led by Brock Carlton and developed a solid reputation for its work bringing Canadian local government representatives to work with their counterparts in developing countries.

In 2000, FCM was engaged by the Government of Canada to administer a green fund for municipal infrastructure and established the Canadian Centre for Sustainable Communities. Its Director, Louise Comeau, an articulate and passionate leader on climate change issues, had the ear of the Prime Minister. The Centre partnered with ICLEI-Local Governments for

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¹ The views compiled in this paper have been drawn from the authors experience and have not been confirmed by the groups mentioned.

² This program now operates from the International Centre for Municipal Development

Sustainability to implement a climate change campaign and began hosting annual conferences on community sustainability.

As well as the solid research and lobbying by FCM, at the national level, in 2001- 2002 a number of key actors and institutions in Canada worked to advance an urban agenda. It was supported by a report by the Toronto Dominion Bank Financial Group on the need for investment in urban infrastructure and in November 2002, a report (*Canada's Urban Strategy: A Blueprint for Action*)³ of the Liberal Party Caucus Task Force on Urban Issues headed by Member of Parliament Judy Sgro from Toronto. In response, in December 2003, the Liberals appointed another Member of Parliament from Toronto, John Godfrey, to serve as Parliamentary Secretary with a special emphasis on cities. In January 2004 they introduced a *New Deal for Cities and Communities*, created a Cities Secretariat in the Privy Council Office, and established an External Advisory Committee on Cities and Communities, chaired by the Honorable Mike Harcourt, then chair of the International Centre for Sustainable Cities (ICSC). Cities were given a 100% rebate on the Goods and Services Tax (GST) – seven billion dollars of unconditional funds over a 10 year period.

The election campaign of June 2004 featured the *New Deal* and with the election of a Liberal government, Godfrey was named as the first Minister of State for Infrastructure and Communities. In 2005, the minority government with the support of the New Democratic Party (NDP), negotiated agreements with the Provincial⁴ and territorial governments to provide a gas tax rebate totaling five billion dollars over a five year period for green infrastructure and an additional two billion indefinitely for other infrastructure. 800 million dollars was provided over a two year period for public transportation.

At the international level during this period, Canada rejoined UN HABITAT's Governing Council and agreed to host the third World Urban Forum (WUF III) in Vancouver in 2006⁵. Planning for WUF III progressed under the Minister for Western Economic Diversification, Vancouver MP Stephen Owen and Mike Harcourt was named the Co-Chair of the National Advisory Committee. In preparation, the Canadian Government, along with IBM and UN HABITAT, hosted the Habitat JAM in December 2005 – engaging 39,000 participants from around the world in the largest electronic consultation ever held for an international event⁶. WUF III was held in June 2006 and attracted over 10,000 delegates to Vancouver to discuss the theme "From Ideas to Action". ICSC produced a CD of 70Actionable Ideas from the Habitat JAM that was distributed to each of the delegates.

Harcourt's External Advisory Committee on Cities and Communities as it was known, held consultations across the country and launched its report at the WUF III. The report - *From Restless Communities to Resilient Places* called for a "double devolution" - the delegation

³ The report centered on three themes: A National Affordable Housing Strategy; A National Sustainable Infrastructure Program and a National Transit/Transportation Program.

⁴ Except Newfoundland

⁵ ICSC had been a catalyst in persuading the federal government to host the event on the 30th anniversary of the 1976 Habitat Conference that had led to the founding of what is now the UN HABITAT Programme.

⁶ The International Centre for Sustainable Cities was commissioned by the Canadian government to analyze the 4000 pages of dialogue and identify 70 Actionable ideas. These were described on a CD that was distributed to each of the participants at the WUF.

of responsibilities and financial resources from the federal to provincial to local government. Harcourt advocated strongly for increased financial resources to catch- up and keep-up to the need for infrastructure renewal, and challenged cities and communities to look ahead and envision their long term desired future and then to 'back cast' from that future to establish mid range strategies and immediate action plans.

Just before WUF III, the Liberal minority government was defeated and a Conservative minority government was elected in 2006. Although the Conservatives did not embrace an urban agenda as one of its core platforms, neither did it eliminate the Cities Secretariat nor withdraw from the gas tax agreements. It did cancel Industry Canada's Sustainable Cities Initiative program, did not commit to any legacy programs from WUF III, reformulated Infrastructure Canada to include Transportation and left it to implement the gas tax agreements.

Two other significant papers were written in 2006/7. Judith Maxwell, of the Canadian Policy Research Networks wrote a paper for the Community Foundations of Canada entitled Looking *Down the Road: Leadership for Canada's Changing Communities*. In early 2007, the Conference Board of Canada, an influential private sector think tank, issued a report *Successful Canadian Cities* reinforcing the results of the Harcourt committee and calling for rethinking the urban/federal/provincial support for cities.

2. Long-term Planning for Urban Sustainability

One of the concrete outcomes of the *New Deal for Cities and Communities* that continued was the establishment of a funding program for Integrated Community Sustainability Planning (ICSP). The story of ICSP is another case of influence by a small number of related actors.

In 2001 the International Gas Union established an international urban design competition calling for 100 year plans for sustainability. Over a period of 18 months participation in creating the Canadian entry fundamentally changed the nature of sustainability planning in Canada.

The Canadian bid, cities PLUS, was developed by four partners and focused on Metro Vancouver. Led by Sebastian Moffatt and Elisa Campbell of the Sheltair Group, a private sector consulting firm, the team included, Lloyd Axworthy and Mike Harcourt of the Liu Institute for Global Issues, Nola-Kate Seymoar of the International Centre for Sustainable Cities and Ken Cameron, Director of Policy and Planning for the Greater Vancouver Regional District (Metro Vancouver). The team consulted widely and integrated ideas and best practices from other cities and from many different planning frameworks. The experience of looking out 100 years transformed those involved and in 2003 when cities PLUS won the gold prize, ICSC and the others determined to continue to their learning. Moffatt went on to work internationally and locally on energy issues, Campbell became the

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⁷ Metro Vancouver is the new name for the Greater Vancouver Regional District.

⁸ including the Natural Step, Smart Growth, MetroQuest, the ecological footprint, Local Agenda 21 and elsewhere.

founder of the Design Centre for Sustainability at UBC and an Associate of ICSC. ICSC, along with Harcourt and Cameron established the Sustainable Cities: PLUS Network, where PLUS is an acronym for Partners for Long-term Urban Sustainability.. The peer learning network initially involved 30 cities and communities – half from developing countries and half from Canada. It continues to expand to include up to 15 cities more from other developed countries. The idea is to keep the network small enough to allow for in depth learning, yet broad enough to provide a diverse range of experiences applicable at a number of different scales.

Given the overlap of people between the Harcourt Advisory Committees, cities PLUS and the PLUS Network, it is no surprise that the essential elements of Integrated Community Sustainability Planning initiatives that are now mandated under the federal gas tax agreements, share many of the long-term planning principles and are based on the experience of cities like Calgary, Whistler, Matamoros and Durban that were the early adopters of the PLUS Network. In the Province of BC, the ICSP process is being called Smart Planning. Introduced in the fall of 2007, the initiative also levers energy planning and incorporates staff resources dedicated to helping BC communities to address climate change and energy issues.

By 2005 Whistler and The Natural Step Canada were leading the world in applying TNS at the community level. Smart Growth BC and Smarter Niagara were piloting projects to change urban design and ICLEI – Local Governments for Sustainability, which was headquartered in Toronto, had surveyed over 6500 cities around the world that were using Local Agenda 21. The Melbourne Principles and the Cities as Sustainable Ecosystems (CASE) program were being piloted in Ontario and the Canadian Urban Institute was leading innumerable projects largely in Ontario. The David Suzuki Foundation launched its book – *Sustainability in One Generation* at the FCM Sustainable Communities annual conference in 2005 at which Karl Henrik Robert was a keynote speaker. While the lower mainland of BC was a hotbed of ideas and energy around sustainable cities, the rest of Canada was also ablaze.

Private sector developments paralleled the not-for-profit sector. The GLOBE Foundation introduced a stream on Building Better Cities at its biannual conference and trade show in 2004. The Green Building Council led the way to LEED certification becoming adopted for major public buildings, high rise developments and events such as the Olympics. CMHC, Elisa Campbell and others worked with the County of Strathcona to pilot a Sustainable Urban Neighborhood set of standards. Victoria's Dockside Green development among others won national and international awards for sustainability and a very large group of leading architecture and planning firms embraced sustainability planning and design.

While it is possible to say that Canada is leading the world in the field of urban planning for long-term sustainability, several challenges remain. There is a lack of synergy between the efforts and learning of the social innovators and the sustainability and planning innovators. So much has been said and written about "Vancouverism" that there is a reluctance in other parts of Canada to learn from their now bold western star. The pace of

change is moving at exponential speed and there is a lack of documentation and analysis of the emerging lessons and a lack of systematic dissemination of those lessons.

3. Vibrant Communities and Developmental Evaluation

On a parallel track to the community sustainability movement, the social aspects of communities were receiving attention from two innovative not-for-profit organizations - the Tamarack Institute and the Caledon Institute for Social Policy. Their work was supported by the Maytree, Metcalf and McConnell Foundations. A program, 'Action for Neighborhood Change', and a network of 'Vibrant Communities' were established – focused on public engagement and combating poverty at the community level. All of these programs rest on an understanding of communities as complex systems and have been supported by an emerging research focus on Developmental Evaluation, led by McConnell and McGill University's Frances Westley⁹. Sherri Torjman of the Caledon Institute wrote a paper – *Shared Space: The Communities Agenda* – advocating for an increased grassroots focus on the nexus between economic and social development to increase community resilience. Just as the sustainability analysis often omits the social component, so too, her paper is notable for the absence of an environmental element in its analysis.

4. Climate Change, Community Charters and Energy Plans

In late 2005, Louise Comeau (formerly head of the Centre for Sustainable Communities at FCM) persuaded the Rockefeller Brothers Foundation to host a retreat of key North American actors to identify a strategy to attack climate change from a State/Provincial and municipal level. In December 2005, Canada hosted the 11th meeting of the Parties to the Climate Change Convention in Montreal and there was considerable enthusiasm for the Seattle Mayor's call for action. This strategy – to focus not on national governments but rather on the local and provincial level has carried on: the province of BC has declared that it will seek significant reductions – beyond Kyoto and beyond California, and along with the North Western Premiers and Governors, it has established a GHG emissions reduction program. BC has established a climate change task force and recruited Louise Comeau. In September 2007 the Premier signed Climate Change Charters with 62 municipalities and announced that it will reduce GHG emissions by 33% by 2020 and will legislate legally binding emissions targets for 2012 and 2016. As mentioned above the province is also putting money into the Smart Planning initiative and using resources that were identified to help municipalities undertake community energy plans.

In summary – Canada's 'Urban Agenda' is moving forward on three fronts – introducing long-term integrated community sustainability planning; renegotiating the fiscal imbalance and addressing climate change.

Please refer to Appendix A – Timeline of Canadian Initiatives (pg. 12)

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⁹ Author of Getting to Maybe: How the World Is Changed

Part II: The Key Institutional Actors

Canada has a small enough population that it is possible to identify the key institutional actors and their relationships to one another. One of the most notable developments over the past few years is the emerging cooperation between many of these actors, much of which has been facilitated by the International Centre for Sustainable Cities.

1. Not-for-Profit Organizations

Federation of Canadian Municipalities (FCM): www.fcm.ca

(CEO Brock Carlton)

This is the largest organization representing municipalities in the country. It is both a political lobbying group and a program delivery agency.

- FCM's Centre for Sustainable Community Development- (Director, Elizabeth Arnold) hosts biannual Sustainable Community Conferences, and staff are available for consultations with municipalities. It has established a few regional coordinators to support Integrated Sustainability Plans and has a large bureaucracy that administers the Municipal Infrastructure funding.
- FCM's International Centre for Municipal Development was originally focused on supporting municipal associations and improving local government in developing countries and is funded largely by CIDA. Recently the Centre began extending its services to improve governance in Canadian municipalities as well.

International Centre for Sustainable Cities (ICSC): www.icsc.ca

(President and CEO, Nola-Kate Seymoar)

ICSC was created in 1993 as a Canadian response to the Earth Summit. The focus for the first eight years was on demonstration projects in developing country cities that brought sustainable development into action. Over the past five years this has shifted to include scaling out lessons through peer learning networks, high profile events and affiliations. ICSC has established formal affiliations with ICLEI-Local Governments for Sustainability and others. ICSC regularly wins awards for its projects. In the last three years it has expanded its geographic focus in Canada through the Sustainable Cities: PLUS Network. Through its Board of Directors, particularly under Mike Harcourt, it led the way for integrated sustainability planning in Canada and the world. It has a high profile International Panel of Advisors. It is also leading in forming knowledge collaboratives (see below). www.plusnetwork.icsc.ca

ICLEI - Local Governments for Sustainability - Canada: www.iclei.org

(Director Canadian Office- Megan Jamieson)

Although the international headquarter of ICLEI is located in Toronto, and the current President (David Cadman) is a Canadian, the organization has never had a strong presence in Canada. Initially there was a North American office in the USA and a separate Canadian office was only mandated in 2004. Canadian membership is relatively low and there was an early history of competition with FCM. Eventually an agreement was worked out with FCM to adapt ICLEI's Climate Change campaign for Canadian municipalities. This is

working and the Canadian office has an active energy consulting wing. ICLEI Canada is tied most directly to cities in central and eastern Canada.

Canadian Urban Institute(CUI): www.canurb.com

(President and CEO - David Crombie)

Located in Toronto CUI has two wings – international programs largely focused on Central Europe, Cuba and the Philippines and national programs focused on Toronto and Ontario. It is a policy leader with a positive reputation and high profile in Ontario.

National Round Table on Environment and Economy (NRTEE): www.nrtee-trnee.ca (President David McLaughlin)

The NRTEE is a multi-sectoral advisory group established under federal legislation in the late 1980's. It reports to the Prime Minister. It has an active history of working on urban issues and has produced a number of outstanding papers including one establishing the Sustainable Cities Initiative and several on brownfield redevelopment strategies. Its focus has not included the social side of sustainability and its influence has varied. Its new President is a former deputy minister from New Brunswick and chief of staff to the current Minister of Finance.

The Natural Step (TNS) Canada: www.naturalstep.ca

(Executive Director - Kelly Baxter)

Headquartered in Ottawa, TNS Canada is a strong organization working to build a network of cities and communities using TNS for integrated planning. The resort municipality of Whistler is its award winning star, and it is active in Canmore, Wolfville, Halifax and Saint John. It has influenced a large number of other municipalities including Vancouver and Calgary, although these municipalities do not speak in 'TNS language'. TNS has received substantial funding from the McConnell Family Foundation and is using developmental evaluation to guide its work. TNS wrote the Association of Urban Municipalities of Alberta (AUMA) Handbook on ICSPs and are working with a broad coalition of groups in Atlantic Canada. They have also influenced large corporate entities including Alcan Inc. and the Cooperatives.

Smart Growth: www.smartgrowth.ca

(Executive Director, BC - Cheeying Ho)

In Canada, Smart Growth began in the lower mainland of British Columbia and in the Niagara Region of Ontario where its focus on land use planning and transportation (antisprawl) message was most relevant. As an organization Smart Growth BC is highly effective. It has a strong consulting wing that provides services to municipalities. With the support of foundations and the province it is implementing a program of pilot projects called *Smart Growth on the Ground*. The project used the Fraser Basin Council as a facilitator and drew on the expertise of the Design Centre for Sustainability. The Smart Growth Canada Network was formed in 2003 and serves as a communications link between researchers and communities using the Smart Growth Framework.

The International Institute for Sustainable Development (IISD) www.iisd.org (President - David Runnalls)

Located in Winnipeg Manitoba, IISD is viewed as the premiere think tank on sustainable development. They are the group most often cited as trusted for information on sustainable development by thought leaders around the world. Their focus is on trade; knowledge, communications and reporting on international negotiations; climate change; and metrics. It is significant that they have not focused on urban issues, leaving that to ICSC to address. IISD does however have a strong program on measures and indicators and is the home of the Canadian Sustainability Indicators Network. CSIN is working in Atlantic Canada and elsewhere to apply the Genuine Progress Indicator which includes elements common to the Happiness Index.

The Toronto City Summit Alliance: www.torontoalliance.ca

(Chair - David Pecaut)

This is a coalition of more than 50 key actors in Toronto who have convened two City Summits: *Enough Talk – An Action Plan for Toronto* in 2003 and *Making Big Things Happen* in 2007, both aimed at catalyzing action for change in the Metro Toronto region. They publish background papers and the results of the summits, have established 10 different projects and continue to push for change based on consensus among the leaders in the city.

The Conference Board of Canada: www.conferenceboard.ca

(President and CEO - Anne Golden)

The Conference Board is an independent think tank supported by private sector firms. The Board conducts applied research and convenes meetings, panels and conferences to gather and disseminate the results. It publishes reports including 'Metropolitan Outlook' and in 2006, issued a series of reports called *Mission Possible: Sustainable Prosperity for Canada* which included a volume on *Successful Canadian Cities*. It has a task force on Social Determinants of Health that is focused on urban and community issues.

The Canadian Policy Research Networks www.cprn.org

(President – Manson Singer)

Judith Maxwell, one of CPRN's scholars and economists, has led much of their work in the area of cities and communities. Maxwell's paper *Looking Down the Road: Leadership for Canada's Changing Communities* argued that communities need a strategic focus on place based initiatives, leadership and collaboration. She sets out the current situation of Canadian cities in succinct terms and proposes solutions. The paper was written for the Community Foundations of Canada.

Two other organizations are influential in Canadian cities and communities:

The Tamarack Institute: www.tamarackcommunity.ca led by Paul Born and the Caledon Institute for Social Policy www.caledoninst.org led by Ken Battle. They have worked together on a number of projects – Action for Neighborhood Change and Vibrant Communities project. Sherri Tornjman of Caledon is writing a book, and its first chapter on Shared Spaces: the Communities Agenda, has been the subject of various discussions in

Canada. Both groups focus on civil engagement and poverty reduction. They have not yet embraced the environment to any degree although they do refer to sustainability.

2. Academic Based Centres

In addition to the usual urban studies programs, programs of community or regional planning, departments of geography and architecture, there are a number of important academically based centres that have an influence on policy in Canada.

University	Centre	Key	Focus
7		Personnel	
University of Toronto	Centre for	Patricia	Speaker series, workshops,
(Munk Centre for	Global Cities	McCarney,	comparative research
International Studies)		Director	
Saint Francis Xavier	Coady	Mary Coyle,	Asset based Community
University, Antigonish	International	Director	Development, Peace Building
	Institute		and MicroFinance
University of	Centre for	Lloyd	Downtown university taking
Winnipeg	Sustainable	Axworthy,	lead role in revitalizing the
	Transportation	President	core- serving as developer and
	Institute of	and	policy leader. Strong
	Urban Studies	Chancellor	aboriginal outreach program.
University of Regina	Communities	Mark	Private sector and research
	of Tomorrow	MacLeod,	partnership focused on
	Partnership	Chair	commercialization and
			sustainable infrastructure
University of British	Design Centre	Elisa	Applied research, and
Columbia	for	Campbell,	consulting services on
	Sustainability	Director	community design –
			participatory charrettes,
			working at all scales
Simon Fraser	Centre for	Mark	Applied research and
University	Sustainable	Roseland,	consulting services, strong
	Community	Director	emphasis on community
	Development		economic development within
			sustainability framework
Royal Roads	Canadian Chair	Ann Dale	Applied research and
University	in Sustainable		consulting. Tools for
	Community		Integrated Community
	Development		Sustainability Plans
McGill	Centre for	Francis	McGill-McConnell Program
	Strategic	Westley	for National Volunteer Sector
	Studies		Leaders and McGill-Dupont
			Consortia for Social
			Innovations; leader in
			developmental evaluation

3. Government Based Actors

The Canadian International Development Agency (CIDA) does not have an urban focus, although it has many projects in cities. The largest recipient of CIDA funds is the International Centre for Municipal Development of FCM.

The **International Development Research Centre** (IDRC) has a strong focus on Urban Poverty and Environment including a program on cities feeding people and has pioneered much of the work on urban agriculture internationally.

Transportation, Infrastructure and Communities is the federal department engaged with municipalities. Cities were not part of the Conservative election platform and the department seems to be hibernating.

There are significant programs in **Natural Resources Canada** for climate change and energy, and **Central Mortgage and Housing Corporation** (CMHC) is the federal locus for community planning and housing.

At the provincial level, all provinces have **Departments for Municipal Affairs** (or some such name). Municipalities in Canada are referred to as 'creatures' of the Provincial government who hold legislative responsibilities for cities and towns.

Other key actors include:

The Canadian Institute of Planners, the Green Building Council, the Royal Architecture Institute of Canada, the Urban Development Institute, and the Urban Land Institute. Their roles are similar to those played in other countries.

Part III: Significant Innovation and Developments on the Urban Scene in Canada

The following initiatives are all led by the International Centre for Sustainable Cities:

- there is an expressed interest in using the introduction of ICSPs as an opportunity to begin a new dialogue between sustainability practitioners and social practitioners.
- a number of formal affiliations have been formed or are being negotiated with ICSC, ICLEI, the GLOBE Foundation, the Natural Step etc. This is leading to a new sense of collegiality among service providers.
- the formation of a knowledge collaborative to bring key practitioners and academics together to better understand and share learning from many different initiatives. This is conceived as the beginning of a knowledge hub and centre of excellence on urban sustainability in Western Canada.
- a network of cities and communities sharing learning on long-term integrated planning and action demonstrations projects has been formed. The Sustainable

Cities: PLUS Network is unique in that half of the members are from developing countries and half from developed country cities.

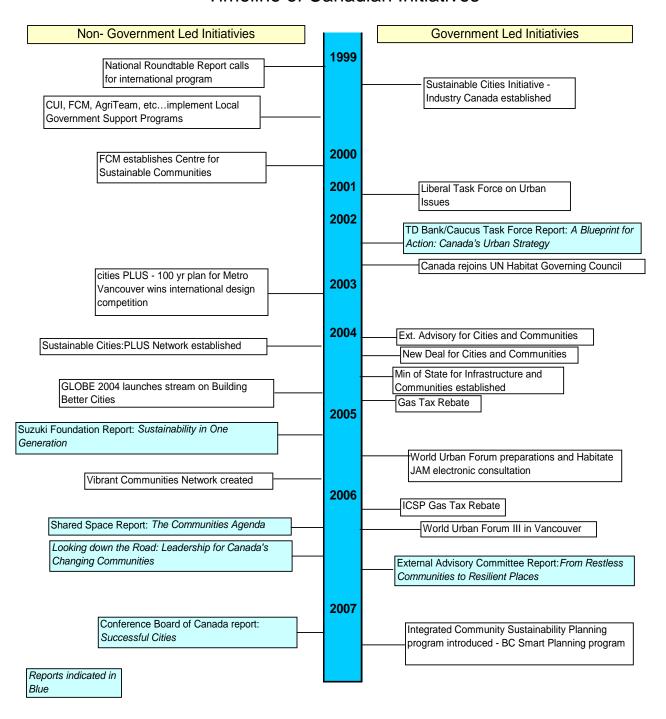
The development evaluation initiative at McConnell is introducing a new methodology that helps move projects forward in a more strategic manner – responding and adapting as the complex city systems change.

The focus on climate change, led by BC and the western governors and premiers will have a major focus on cities and communities. This will drive a strong sustainable energy, land use and transportation agenda.

The above initiatives represent the leading edge of change in Canada related to what can and should be done to make cities livable, sustainable and resilient. Support is needed at the nexus of bringing diverse communities of practice and service providers together to document and share learning and maintain the current momentum.

Appendix A – Timeline of Canadian Initiatives

Timeline of Canadian Initiatives



${\bf Appendix}\; {\bf B}-{\bf U}seful\; Acronyms$

Organization Name	Acronym	Website
Federation of Canadian Municipalities	FCM	www.fcm.ca
CM Centre for Sustainable		
Community Development	CSCD	www.sustainablecommunities.fcm.ca
National Roundtable on Envionment		
and Economy	NRTEE	www.nrtee.ca
Canadian International Development		
Agency	CIDA	www.acdi-cida.gc.ca
		http://ess.nrcan.gc.ca/2002 2006/sci/in
Sustainable Cities Initiative	SCI	dex e.php
World Business Council for		
Sustainable Development		www.wbcsd.org
Canadian Urban Institute	CUI	www.canurb.com
International Council for Local		
Environmental Initiatives	ICLEI	www.iclei.org
Canadian Housing and Mortgage		
Corporation	CMHC	www.cmhc.gc.ca
International Institute for Sustainable		
Development	IISD	www.iisd.org
Canadian Sustainability Indicators		
Network	CSIN	www.csin-rcid.ca
International Research Development		
Centre	IDRC	www.idrc.ca
Globe Foundation	GLOBE	www.globe.ca