

Best practices in community planning: is there a better approach to local planning policy?

by

Jenna Dutton

B.A., Concordia University, Montréal, 2010

A Master's Project Submitted in Partial Fulfillment of the  
Requirements for the Degree of

MASTER OF ARTS IN COMMUNITY DEVELOPMENT

in the School of Public Administration

©Jenna Dutton, 2019  
University of Victoria

All rights reserved. This thesis may not be reproduced in whole or in part,  
by photocopy or other means, without the permission of the author.

## **Acknowledgements**

I would like to thank all of those who made this project, and my degree possible:

My supervisors Dr. Helga Kristín Hallgrímsdóttir and my second reader Dr. E. Brunet-Jailly, for their comments and guidance throughout the process.

My classmates in the MACD program, for always inspiring me to think outside the box.

My husband, Jon, for his support, encouragement and patience; and my family and friends for their support.

## **Executive Summary**

### **Introduction**

Having worked as an urban planner in local government over the past seven years I have had the opportunity to experience firsthand the impact policy has on shaping the built environment. The planning profession and the institutions that educate prospective planners has the capacity to focus on the importance of policy and its potential to improve engagement and relationships between local government and community stakeholders. Given the focus of the human-centered engagement processes through my Master's education in community development I became increasingly interested in innovative practices that are being used to improve city building. This education opportunity combined with an understanding of a renewed focus of community engagement in community planning, and a desire to continuously improve professionally resulted in the strategic focus of this research project.

Planning involves the application of government policy to changes on both a citywide and community scale. This impacts how individuals can use their properties and how the larger community will change overtime; thereby impacting their quality of life (Valiente, 2016, p.110). Since its inception, the system of planning has attempted to shape development in the interests of the public (Hull, 2000. p.771). A community is typically defined as “a group of people living in the same place or having a particular characteristic in common” (Blackson, 2017) and “consists of a group of people who live together as part of an organized system” (Kelly, 2010, p.7). However, even the internet is considered a diversity of communities so when discussing community -scaled planning it is difficult to define (2017) and restrict it to a specific geographical boundary. The term “Community Planning” began to be used in Canada after World War II, in the United States the comparable term is “city planning” and in the UK “town planning” (Hodge & Gordon, 2008, p.11). In the Calgary context, under organizations such as the Federation of Calgary Communities, a community is referred to similarly as a neighbourhood (Federation of Calgary Communities, 2018) therefore the two may be used interchangeably throughout this research project.

Calgary's citywide policy document is the Municipal Development Plan (MDP) and outlines a broad vision for how Calgary should grow and develop (Appendix D) with 7 overarching long-term goals (Appendix C). Local Area Plans or Area Redevelopment Plans

(ARP) are statutory long-range planning documents developed collaboratively between city staff and stakeholders that set out how a community should change over time (City of Calgary, 2018c). Local Area Plans are aligned with the MDP and provide planning guidance and direction at a site or block-level in connection with the unique context of the area (Appendix D). Municipal planning policy can also be identified under different statutory or non-statutory plan types such as Area Structure Plans, Design Briefs, Community Plans, and various others (City of Calgary, 2018a). Not every community has an ARP; however, the goal of the document is generally to guide future development decisions, the use of land, and the form that development should take. At the City of Calgary, ARPs were introduced as a method to guide development in communities as early as the 1970's (City of Calgary, 2018a). Over the past 50 years the diversity of communities, rate and type of development has changed drastically, however municipal staff do not typically have the resources to update the applicable policy to align with this rate of change.

Policy amendments are typically done through minor site-by-site mapping changes to reflect land use changes (City of Calgary, 2018c, p.4). Documents such as the city of Calgary's Centre City Plan have requirements to be refreshed every 10 years in order to maintain some alignment with the level of change such as an increase in residents by 31% and residential units by 46% (City of Calgary, 2018e). However, most municipal planning policy documents are left fairly static until funding becomes available to update them or a councillor brings forward a motion based on consistent feedback from community members. The system allows for site-specific amendments to plans but participants at every level are restricted in providing feedback on a proposal and to debate the logic of the overall approach to growth and development (Valiante, 2016, p.125). While the shift to a modernist system has increased participation in plan-making processes it has simultaneously increased the rigidity of the system and led to lengthy negotiations on minute details of policy rather than a functional method of planning neighbourhoods (Hull, 2000, p.773). This can lead to lack of consistency, clarity and communication between departments within the city of Calgary, city councillors and external stakeholders including members of the public, residents, private and local organizations and others. Shifting from planning that is predominantly government-led to that which adequately involves impacted residents and stakeholders at a local level involves moving towards a community planning approach. The

research will determine how best practices in community planning can be used to develop a more adaptive, innovative, and community focused local planning policy approach.

## **Methodology and Methods**

This project used an environmental scan approach, drawing on local and citywide planning policy that was found through basic to detailed searches of official local government websites of the selected municipalities. The research serves to highlight changes in local area planning policy that are occurring in Canada and the United States, in a select number of cities based on a set selection criteria. The criteria looked at municipalities with a population close to the city of Calgary 's 2018 population of 1,276,344 (City of Calgary, 2018b) with a slight discrepancy based on whether the city demonstrated recent updates to their planning policy. The general research approach involved a detailed evaluation of any community specific planning policy and its relationship to broader citywide policy. This was then compared with best practices in planning policy as well as a broader analysis of trends in urban planning that have prevented or assisted in policy alignment.

## **Literature Review**

The literature review details a brief history of planning policy in local government and covers themes including Sustainability and New Urbanism as a Framework for Community Planning, Multiple Advocacy Approach, and Modernizing Local Government.

## **Findings & Analysis**

The selected 16 cities were compared in two tables (Appendix A & B) and analyzed in further detail with written summaries based on population, number and age of local community planning policy documents, number and age of citywide planning policy documents, accessibility of online tools, alignment with other policy and innovative approaches to engagement, monitoring and evaluation. Based on the findings key themes became apparent between cities that included which were then identified to give rationale to the suggested recommendations.

## **Options to Consider and Recommendations**

Drawing from the Analysis, 6 recommendations were provided that resulted from underlying trends from the findings that are suggested for the city of Calgary but could be applicable to any city.

## Table of Contents

Acknowledgements .....	i
Executive Summary .....	ii
Introduction.....	ii
Methodology and Methods .....	iv
Literature Review .....	iv
Findings & Analysis .....	iv
Options to Consider and Recommendations.....	iv
Table of Contents .....	v
1.0 Introduction.....	1
1.1 Defining the Problem.....	1
1.2 Project Objectives and Research Questions .....	1
1.3 Background.....	1
1.4 Organization of Report .....	2
2.0 Literature Review .....	3
2.1 Introduction.....	3
3.0 Methodology and Methods .....	14
3.1 Introduction.....	14
3.2 Methodology .....	14
3.3 Methods – Secondary Data Collection: Literature Review .....	15
3.3 Methods - Data Analysis .....	15
3.4 Project Limitations and Delimitations .....	16
4.0 Findings.....	17
4.1 Introduction.....	17
5.0 Discussion and Analysis .....	42
5.1 Introduction.....	42
5.2 Complex systems in government.....	42
5.3 Multi stakeholder collaboration.....	43
6.0 Recommendations .....	48
6.1 Introduction.....	48
6.2 Recommendations.....	48
7.0 Conclusion.....	51
Appendices.....	69

# **1.0 Introduction**

## **1.1 Defining the Problem**

In North America, approximately 82 percent of the population lives in cities (United Nations, 2017). This has resulted in rapid growth and change in communities that poses a challenge for community planning policy to be updated at a rate that is manageable (City of Calgary, 2018c). At the City of Calgary the Planning & Development Department is responsible for defining and implementing growth of the city (City of Calgary, 2018g). The group develops plans, policies and provides services that support land use and development throughout the city (2018g) at both a citywide and local scale. In 2018 there are approximately 260 community planning policy documents that have been adopted over the past 45 years within the city of Calgary (City of Calgary, 2018c). Ideally local planning policy documents would be relatively flexible in allowing for incremental change to occur however a great deal of these existing neighbourhood-specific documents, especially in inner-city areas in Calgary, have remained relatively static and are over twenty years old (City of Calgary, 2018a). This tends to result in layers upon layers of policy content which can lead to confusion as to what is actually trying to be achieved. Typically, there is a disconnect between approaches to planning policy between cities and across Canada and the United States (Cheshire, Overman, Nathan & Edward, 2014). The problem lies in the rigidity of the system to adapt to the complexity of changes that occur in a city or community from the time a policy document is adopted, and its ability to effectively adapt overtime.

## **1.2 Project Objectives and Research Questions**

How can best practices in community planning be used to develop a more adaptive, innovative, and community focused local area planning approach? This research project will serve to analyze best practices in community planning policy in Canada and the United States using an evaluative assessment framework and establish a general set of recommendations based upon the assessment and literature review using Calgary as the basis for comparison.

## **1.3 Background**

This research project will allow for a better understanding of the best practices being used for local area planning and assist with forming a better approach to local community planning policy that

will ideally be more adaptable to changing community needs whilst aligning with related policy and the overall goals of the community.

## **1.4 Organization of Report**

The remainder of this report is structured as follows:

**Section 2: Literature Review** – this section explores historic and recent literature in relation to community planning practices and provides a context for the analysis of the selected North American municipalities.

**Section 3: Methodology and Methods** – looks at the methodology and methods used to conduct the research.

**Section 4: Findings** – this section details the findings for each of the sixteen selected cities in Canada and the United States.

**Section 5: Discussion and Analysis** – this section identifies key themes that became apparent through the environmental scanning process of the policy environment in the cities as well as when comparing and contrasting to the literature review.

**Section 6: Recommendations** – based on the combination of literature review, research, and analysis, this section highlights six recommendations for the city of Calgary that could be applicable for any municipality.

## 2.0 Literature Review

### 2.1 Introduction

This section explores historic and recent literature in relation to community planning practices and provides a context to establish a basis for the comparative analysis of the selected North American municipalities.

### 2.2 Overview

Scholarship on best practices to establishing a new approach to local area planning or community planning policy is in general outdated due to a lack of consistent monitoring and updating. There is a vast array of policy approaches that do not necessarily enable the most efficient methods of resource use and collaboration. Many articles from the 1960-1980's speak to *Local Planning in Practice* and “wicked problems” – i.e., complex problems that get more complicated the more you attempt to solve them and require a holistic response (Bruton & Nicholson, 1987 & Banks & Orton, 2005 & McWilliams, 2013). Some regions choose to address multi-jurisdictional problems through a multiple advocacy approach to planning involving decentralization of local government to allow for greater community control of neighbourhoods (Rothbalt, 1982). More recently there has been writing on exploring the expanding breadth of problems and opportunities that have emerged with realities such as climate change and a shifting focus on sustainable development (Hack, Birch & Sedway, 2009 & Berke & Conroy, 2007). Even more recently some research has focused on competition between municipalities in local land use planning (Berli, 2018). In the context of the European Union (EU), there is a focus on local development policies (LDP) considering “many governments have sought to address growth, development and social problems” as a means to improve local governance through “involving stakeholders in the definition and delivery of policy” (Mazzeo Rinaldi, 2016, p.76). Although there are many possible approaches to community planning policy there are key themes that became apparent through the literature review, regardless of the geographical location.

### 2.3 Planning theory and practice

In her 2005 journal article *Planning Theory and the City*, Susan Fainstein details how planning theory has been isolated from the field in which it operates (p.127). She explains further how

planning theory speaks to what planners do with “little reference either to the sociospatial constraints under which they do it or the object they seek to affect” (2005, p.121). Importantly she refers to the writing of Robert Beauregard (1990) where he notes that planning theorists delved into an abstract process that was isolated from social conditions, planning practice and the physical city (p.211). This detachment between theory and practice resulted in a disconnect between the real need for community planning; people in a community wishing to improve their environment (Hodge & Gordon, 2010, p.3). When making a plan the “community’s preferences are thus the prime consideration when seeking a solution to growth and development problems” and it is considered to reflect the “public good” (2010, p.6). Historically however this has not always been the case with the plan formation process seemingly intended to be in the public interest because it is not “monolithic and neutral” (2010, p.7) and has resulted in inequity in community planning.

This inequity is detailed further in another book edited by Fainstein (2013) where “progressive” ideas of acknowledging equity in planning are difficult to implement given long-established policies that concentrate low-income and minority households and exclude them from other neighbourhoods through zoning and building codes (Carman & Fainstein, 2013, p.126). Despite the “trickle-down” policy in American cities that has produced “few benefits for increasingly destitute residents” (2013, p.124) planners have a substantial amount of power and ability to see comprehensively that could be leveraged in the future. Just as planning is not merely theory, community planning is not just the physical aspects of the community but can move resources, political power and participation to the lower-income, disadvantaged populations of cities (2013, p.126).

## **2.4 Stakeholder Engagement**

A key component in the creation of beneficial community planning policy is the engagement of communities and key stakeholders; however, involving all impacted parties to establish a shared objective can be a key challenge to the process (Noto & Noto, 2018, p.2). Stakeholders can be defined as people or groups whose “interests and activities strongly affect and are affected by the issues concerned, who have a ‘stake’ in a change, who control relevant information and resources and whose support is needed in order to implement the change.” (Noto & Noto, p.4). While there is always a risk that not all relevant stakeholders will be included, it is also important to draw a

line somewhere, but there are no specific rules or evidence on where this line should be drawn. (Crosby & Bryson, 2005, p.4 as cited by Noto & Noto).

In her writing on citizen involvement in the planning process, Arnstein highlighted that “there is a critical difference between going through the empty ritual of participation and having the real power needed to affect the outcome of the process” (Arnstein, 1969, p.216). Given that Arnstein wrote about citizen participation in the civil rights era of the 1960’s, her reference to the “have-nots” as any ethnic minority that was not involved in the “citizen involvement” process must be viewed in historical context to understand its relevance. Nevertheless, being entirely inclusive in public engagement processes continues to be complex, and the majority of her article is still relevant today. To comprehend the complexity of participation she provides a visual representation of an 8-run ladder that ranges from manipulation to citizen control through non-participation to degrees of tokenism and moving upwards towards degrees of citizen control (Arnstein, p.217). The key components that relate to community planning practices are the differences between informing, consulting, and partnership. While informing is an important first step to citizen participation to initiate the process there is typically a one-way flow of information from officials to citizens (p.219). Consultation is not drastically different, but also invites citizen opinions where-in citizens have “participated in participating” but if it is not combined with other methods there is little assurance any input will be considered. Partnership involves a greater shift from the norm as power is redistributed through negotiation between citizens and powerholders and they agree to share responsibilities (p.221).

The public planning public consultation requirements administered by local government that have become a mandatory part of the process are discussed by Natasha Blanchet-Cohen (2015) as mostly ineffective even though community participation is essential to ensuring the local environment promotes well-being (p.266). In the earlier days of public policy planning shortly after the Second World War, planning professionals were tasked with local plan creation and implementation and operated without the essential tools of mediation and negotiation that became more commonly used in the 1990’s (Forester, 1994, p.4) and allowed for a momentary improvement of community engagement. Some decisions at a local government level naturally move forward with lower levels of citizen engagement and fall under the “informing” category, as identified by Arnstein (1969, p.219). For example, decisions on updating necessary

infrastructure such as sewer and water capacity may be made with little to no citizen engagement due to their essential nature. Nevertheless, this can still be conducted in a timely manner with an element of partnership to ensure there is an understanding by the community of the potential level of impact.

In their review of local community interests in Norway, Hanssen (2010) discusses the importance of involvement of community members in the early project stages in order to avoid 'passive participation' where the feedback is given only on already formulated proposals (Hanssen, 2010, p.714). This is of vital importance when engaging on planning matters, because the tendency towards seemingly thorough engagement practices where the end result is already pre-determined leads to overall community frustration and engagement fatigue. Similarly, McWilliams (2013) looks at the history of planning in the United Kingdom and refers to the Skeffington Report (1972) which reviews the importance of a correctly executed public participation process that was set forth partly due to the introduction of the Town & Country Planning Act. The Town & Country Planning Act was established in 1947 and was the first-time local planning authorities were required to prepare local development plans (Committee on Public Participation in Planning, p. 74). Although the document was updated further in 1962 with the addition of other planning acts it did not fundamentally change the requirements of the development plans for over twenty years. The Town and Country Planning Act 1968 provided the citizen with "a statutory guarantee that he must be given information about a given situation and an opportunity to make his views known to his local planning authority" (Committee on Public Participation in Planning, p.73). Regardless of the introduction of this statutory requirement in 1968, McWilliams further explains that the leadership of the Labour Government from 1997 to 2010 continued to focus on empowering communities and increasing engagement, however it was still not clear how to best achieve these objectives (p.513). This lack of clarity and trust in local government was and is evident outside of the United Kingdom as well.

Importantly, Hanssen (2010) also speaks to the impact of both developers and local politicians on the extent of involvement and collaboration in a community given that "local politicians are assumed to be advocates of the communities they represent, charged with pursuing local interest and concerns and articulating and mediating community opinion to the council" (Hanssen, p.716). Politicians should enable and enhance continuous contact and responsiveness

between communities and the government and become more approachable and responsive in understanding and navigating communities' preferences (Hanssen, p.716). Nevertheless, while councillors may attempt to value citizen input they may also find that it reduces their room to maneuver (Hanssen, p.717).

Similarly, Couperus & Kal (2016) in their discussion of mid twentieth century urban planning, quote the British urban sociologist L.E. White: "Community is a living and vital reality, but because it is of the spirit, free and intangible, it cannot be planned, any more than freedom can be planned." (Couperus & Kal, p.988). They further note White's important question "can communities be planned?" and go into greater detail concerning the conflict between top-down state-led planning and an attempted shift towards popular participation and a renewed importance in community (Couperus & Kal, p.989). Echoing these ideas, McWilliams has written in more recent years on the importance of genuine public participation and engaging those people who would not normally participate (2013, p.515). This is, of course, connected to the level of trust the public has with the body of government and in turn impacts their willingness to participate. A key point from his analysis, echoed by other authors, is that policy makers need to thoroughly understand what they are trying to achieve and become more sophisticated and specific as to why they want people to participate (Couperus & Kal, p.515) and design the process to include all those that should be involved. Various authors note the need for a shift from typical hierarchical government to a mode of governance where public, private and the voluntary sectors must coordinate and negotiate on policy making and implementation (Hanssen, 2010, p.715), shifting away from results and towards broader goals and outcomes (Noto & Noto, 2018, p.1).

## **2.5 Sustainability & New Urbanism as a Framework for Community Planning**

New Urbanism is a key trend within community planning practice that is tied to sustainable development. Sustainable development can be defined as "development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs" (Berke & Conroy, 2000, p.22). Within these principles, new urbanism "promises to renew cities and restore their vitality, beauty, and sense of community" (Grant, 2003, p.235). New Urbanism emerged in Canada and the rest of North America in the early 1990's along with Peter Calthorpe's transit-oriented development as a critique against traditional development and suburbia (Grant, 2003, p.238). As Grant highlights, governments encouraged cities to prepare

official plans in the post-war period of “rational comprehensive planning” and cities began to develop modern suburbs (p.236). These plans predominantly focused on the garden city ideals of “providing an alternative to urban problems” (Buder, 1990, p. viii) and segregated uses thus enforcing a suburban development model which is reflected in the majority of cities outside of the traditional downtown and inner-city area (City of Calgary, 2019a). New Urbanism attempted to shift the focus of community planning to promises that were not realistically achievable given the “preferences of the majority” (Grant, 2003, p.239). This stood in contrast to the traditional planning disciplines’ post-war focus on segregated uses and automobile use that limited the walkability and connectivity of neighbourhoods.

The shift in thinking represented by new urbanism can be seen in local area planning when we compare the policy documents that were created in the 1950s to the 1970s in North America, to those that have been created in the past 20-30 years. The local area plans that were created after the Second World War have been shown to have contributed further to racial inequality and a lack of affordable housing. This was partly due to the emphasis on conservation of single-family homes, and the creation of an auto-focused grid network. However, using examples of four medium-sized Canadian cities including Calgary, Winnipeg, Kitchener and Waterloo, and Halifax, Grant (2003) argued that regardless of the new urbanist principles, land development continues to reflect the “conventional suburban paradigm” (p.235) of the previous generation due to a lack of level of comfort of most developers and general market resistance.

The first congress for New Urbanism was held in 1993 and linked the movement internationally, but it faced huge challenges and struggles to lose its superficiality (Punter, 2003, p.xx) and achieve a sustainability focus to “give priority to function, flexibility, affordability, marketability” (Punter, p.xx) rather than focusing solely on idealistic urban and landscape design goals. Smart Growth also emerged in the late 1990’s as a means to encompass planning factors that are becoming more prominent with the increasing issue of climate change such as transportation diversity, housing diversity, compact development and a mix of land uses (Hassan, Herman, Kryzanowski & Faulkner, 2017, p.555). Essentially smart growth is an “urban form for regional sustainability” that is continuously evolving and similarly to New Urbanism is focused upon replacing the segregated, automobile-oriented, low-density, and private suburban model with a “social-participatory manner of collective mutual learning” (Dierwechter, 2016, p.1).

The sustainability of community planning is discussed by Berke & Conroy (2000) as typically reflecting the conventional approach to guiding development, absent from future costs and regional implications, rather than looking at the longer-term capacity of the system. They further discuss the importance of creating authentically holistic plans that can be monitored on making progress and involve the values of multiple stakeholder groups while balancing the current and future needs with the requirement to accommodate future development in a manner that can be reproduced (Berke & Conroy). This local solution of a multi-stakeholder approach is referred to by Katz & Nowak (2017) as a more efficient use of resources driven by collaboration and diverse networks.

An approach that focuses on the importance of capacity building within a local community beyond the plan creation process has been adopted for Indigenous Communities across Canada. This Comprehensive Community Planning (CCP) approach has been recognized for its value through inclusion by Indian and Northern Affairs Canada (INAC) as part of its 2007-2010 Sustainable Development Strategy. The overall intention is to “enable a community to plan its development in a way that meets its needs and aspirations in all aspects of community life” (Government of Canada, 2017). Thus, this serves as a functional example of a community-led process given that more than 80 First Nations communities have completed these CCP’s since 2004. Therefore, a community plan has the potential to be sustainable and community driven and still allow for development goals.

Moseley (2003) aptly refers to the discrepancy between plans that are used as mechanisms for design and as tools for actual operational management and implementation and those that are rendered useless by lack of use and applicability as the “yawning gap” (p.2). He further expands on the tendency for plans to fill dusty shelves rather than become tools of implementation due to a divide between strategic planning in concept and the reality of establishing effective partnerships and open and clear communication at the community level (Moseley). Furthermore, he elaborates on the difference between those more common projects that are reactive and implemented through a top-down approach and those community-led bottom-up proactive projects that have greater potential to foster a collaborative culture (pp.3-4). These proactive projects are referred to by Kretzmann & Punttenney (2010) as allowing for an “inside-out” dynamic where the community

remains at least partially in control of the development process and can build beneficial relationships with internal and external stakeholders (p.115).

Sustainability, a term that has perhaps been overused in the past decades as nomenclature to refer to positive longevity of a system or approach, has been somewhat overlapped by resilience, as both share similarities in their ability to accommodate change. Resilience is defined as “the ability of these systems to absorb changes of state variables, driving variables, and parameters, and still persist” (Holling, 1973, p.17 as cited in Jabareen, 2013, p.220). Both sustainability and resilience are vital to community planning as they acknowledge the capacity of the system to accommodate growth and change over time in a manner which respects internal and external factors beyond physical development. A resilient city is also an equitable one with less social inequalities that plans for future threats by acknowledging it as a complex adaptive system (Desouza & Flanery, p.90). The evolution of the planning practice to be more sustainable and resilient is something that can ideally be achieved through improving local governance practices (Jabareen, p.224). Therefore, one must question the importance of local area planning policy if the documents do not have the adequate capacity (Gunderson & Holling, 2001 as cited in Jabareen) to accommodate the rate of change that exists within these larger complex urban systems (Desouza & Flanery, 2013).

## **2.6 Multiple Advocacy Approach**

It has been suggested that focusing on the local level is in fact the best way to increase community empowerment and allow for a democratic outcome, but simultaneously postulated whether these typical processes tend to reinforce power inequalities and prioritize parochial concerns of protecting the middle-class (Jun, 2012, p .345). There is an increasing demand on a global scale for more local involvement in planning and benefits to people shaping their local surroundings to satisfy both individual and community needs (Kelly, 2010). Shifting local area planning to have a more comprehensive approach could be beneficial in allowing for more open and transparent communication between all stakeholders and movement towards a more effective horizontal governance structure. The literature also speaks to the need for greater “planning imagination” which involves planners giving some control to citizens to embrace the multicultural and multi-functional identity of communities and cities (Blanchet-Cohen, 2014, p.268). The importance of leveraging community assets where the community has some level of control in the development

process, and the focus is on building positive elements rather than negative external depictions of needs, is also mentioned in the literature (Kretzmann & Puntenney, 2010, p.115). In the *Community Planning Handbook*, Wates (2014) focuses on local involvement and speaks to a wide range of new methods of community planning. The range of tools provided throughout the text could be applicable to residents, policymakers and development professionals (2014, p.2) and the potential collaboration between them. Though the scenarios for local planning are made from the English context and therefore provide no North American examples of local area plans, the text is beneficial in providing a wide range of community planning tools that can assist in devising “a community planning strategy to suit local conditions and needs” (Kelly, 2010, p.8). A similar process to involve multiple community stakeholders is discussed further by Mazzeo Rinaldi (2016) in analysis of EU Local development policies (LDP) as an approach to integrating different small-scale initiatives, programs and policies locally to “liberate synergies and stimulate co-ordination” (Mazzeo Rinaldi, p.76). This cooperative approach is further promoted through the EU’s Cohesion Policy (CP) that is based on the idea that the growth of a territory cannot be imposed by a public power, rather the roles of public and private stakeholders should be re-oriented so there is a collective benefit (Mazzeo Rinaldi, p.76).

## **2.7 Modernizing local government**

Not to be mistaken for modernist or post-modernist theory, authors and theorists have spoken for decades of a need to improve planning practices to serve human need and promote “civic discovery” in planning and policy analysis by moving beyond self-interest to encourage a process of deliberation rather than bargaining (Forester, 1994). In their writing on the age of populism, Katz & Nowak (2017) refer to the power shift from the nation-state to communities and from government to multi-sectoral networks. They also speak to the importance of technology as a tool to allow for cities to evolve beyond “sluggish legislative processes” (Katz & Nowak, p.7) that remain characteristic of most municipalities. In his summary of the impact of the Labour Government being elected in the United Kingdom in 1997, McWilliams highlights this contradiction of modernism where the government rhetoric shifted to empowering communities and increasing civic engagement; however, this did not align with the establishment of trust between the public and government or result in an understanding of how to deliver on these objectives within the same confinement of the state itself (2013, p.513).

This general theme of modernizing local government stands out in the literature as a means to achieve public sector reform (McWilliams, 2013). While it came with great intentions, there was nonetheless continuous constraints on funding and power, both of which drastically limited the real potential of community involvement and expanding local government operation to include “joined-up” government and partnership work (p.514). Regardless of the renewed emphasis placed on participation, citizen engagement, partnerships, open communication and transparency it is evident that “local authorities tend to have vague ideas about *why* they want people to participate” (McWilliams, p.515). As Angela Hull writes back in 2000, “there has been public pressure for more effective local participation for the last 30 years” and it is complicated by the shifts of new governments, elected officials, and more broadly understanding the overall complexity of modern government (p.776). Furthermore, Hull speaks to a system of “cosmopolitan governance” that emerged in the United Kingdom due to new regional and national alliances and is characterized by “more open policy formation and fragmented delivery systems, involving both the private and voluntary sectors, where the State has less involvement and control” (p.777). She reiterates the notion that modernizing government and reinvigorating the system towards this “cosmopolitan governance” requires real movement away from traditional hierarchical power structures that exert influence beyond the internal government system.

## **2.8 Summary**

It is increasingly evident through analysis of relevant literature to community planning policy that there is an inherent complexity to maintaining up-to-date policy documents. The necessity to be at once inclusive, diverse, succinct, equitable, forward-thinking while simultaneously allowing for the creation of policy that is sustainable, resilient, useable and as easily understood by city staff as by community stakeholders is a near impossible task. These complex problems are not unique to the North American context, throughout Europe and across the globe there is a lack of clarity on how to improve engagement and empower communities. The complexity of the process is furthered through the involvement of local politicians in the planning process that can result in a disconnect on desired outcomes between community members, municipal planning staff, and politicians.

Although community planning frameworks such as sustainability and New Urbanism have the ability to provide structure to a policy creation process, they can also be limiting in their

detachment from the specific context. Factors such as political climate, community readiness and trust, and municipal funding also influence the functionality of the existing planning policy and the potential to update or create new policy that will be successful and supported (City of Calgary, 2019b, p. 39). Though the literature does not speak to a clear solution to the complex system there is an emphasis on the need for policymakers to clearly understand what they're trying to achieve, rather than creating additional policy to attempt to create a false sense of consistency and control. Furthermore, there are lessons learned that assist in adapting and improving a policy approach that cannot be achieved without acknowledging the essential nature of making mistakes. A policy approach that is successful in one city may not necessarily be applicable in another, however the adaptability of a local system may allow for improvement over time. The solution to community empowerment and involvement is not solely through a clear and concise planning framework. The integration of small-scale initiatives and programs (Wates, 2014) can allow for a community to innovate outside of the confines of larger budgetary limitations. The ability for a local and citywide system to be both sustainable and resilient is reflected in the diversity of findings within the following analysis of eight cities in Canada and eight cities in the United States.

## **3.0 Methodology and Methods**

### **3.1 Introduction**

This project uses an environmental scan, being the “process of gathering information about events and their relationships within an organization’s internal and external environments” (Thomas Edison State University, 2019). This was used to highlight the existing approach as well as any changes in local area planning policy that are occurring in Canada and the United States, in a select number of cities based on a set selection criteria. The general research approach involves an evaluation and comparison of best practices in community planning policy as well as a broader analysis of trends in urban planning that have prevented or assisted in policy alignment.

Methods include a Literature Review and a detailed analysis of municipal websites and related journals to gather information on the status of planning policy within each selected city. This section provides more details on the methods used and describes the limitations and strengths that were involved.

### **3.2 Methodology**

This research project is designed to evaluate and compare best practices in community planning policy as well as a broader analysis of trends in urban planning that have prevented or assisted in policy alignment. An evaluative assessment framework was used for this project which draws upon existing plans and activities in specific municipalities. This method will allowed for insight into the general differences between cases while simultaneously resulting in some level of generalization to be made given the extensive number of potential cases (Rihoux, 2006). Using comparison as a method of analysis the findings were summarized and provide for a general set of recommendations that could be applicable to any municipality in attempts to update, modernize, and improve the community planning process in Calgary and beyond.

Some difficulty was anticipated to arise given the distinct differences in planning regulations and processes between provinces in Canada, and areas within the United States. This was mitigated however through refining the local community plan review to highlight general best practices rather than focusing on overall differences in the larger system.

### **3.3 Methods – Secondary Data Collection: Literature Review**

The goal of the literature review was to establish a general understanding of the history of urban planning that resulted in the initial creation of local planning policy and identifying main themes that became apparent throughout the review.

Data sources for the literature review are composed of academic publications predominantly obtained online through the University of Victoria's Library and partially the Calgary Public Library. Sources include relevant journals, reports, books, and newspaper articles. The key search terms that were used included variations of local planning policy, community planning policy, urban planning policy, history of planning policy, and municipal planning policy. Once the broader themes were established more refined searches were used to include New Urbanism, multi-stakeholder collaboration in planning, public planning consultation, and sustainability in community planning.

### **3.3 Methods - Data Analysis**

Data was collected from websites of municipalities and review of associated local area planning documents. A basic screening tool was developed to determine which municipalities to select to most accurately compare to the city being used as a basis for comparison. To maintain a reasonably sized dataset the researcher chose to select the 8 closest cities within each of the 2 selected countries, to the city of Calgary's 2018 population of 1,276,344 (City of Calgary, 2018b), with a slight discrepancy range dependent on number of comparable cities in each country. There were also certain trade-offs decided upon based on the applicability to the cities policy environment to the research topic. This resulted in removing Quebec City as it would have required a lengthy review process to translate documents from French, and trading San Antonio for Denver as it has experienced very recent updates to its citywide policy. The city of Calgary was selected for a basis of comparison given its current change of approach to local area planning policy (City of Calgary, 2018c).

For each selected city the municipal website was reviewed in detail to determine; the citywide policy document and when it was adopted, the method used for local planning policy within the city's communities, the most recently adopted local planning policy document, and other related details such as whether there were any recent changes to the policy framework

completed or underway. Two comparison tables (Appendix A & B) were drafted to best capture this information and compare and contrast to the literature reviewed. As the focus of this research project was to determine innovation in local area planning policy, there was a preference to choosing community plans from municipalities where the policy has been most recently updated (Table 1).

### 3.4 Project Limitations and Delimitations

Limitations involve the sole use of secondary data to draw conclusions from findings and research, this can be limiting as it does not necessarily reflect the entire process that occurred but rather what is shown through publicly accessible information on municipal websites. As the scope of this project is limited to a select number of cities based on the level of research the data will reflect a select data set rather than the complete picture of planning policy on a national, international or global scale.

**Table 1: Selection criteria for cities**

Cities	Selection Criteria			
	Population	Recent changes to local planning policy?	Recent changes to citywide policy? (or in process)	Recent changes to policy framework
Calgary	1,237,656	Yes	Yes	Yes
Edmonton	932, 546	Yes	Yes	Yes
Vancouver	631,486	Yes	Yes	Yes
Victoria	85,795	Yes	Yes	Yes
Winnipeg	705,244	Yes	Yes	Yes
Saskatoon	246,376	Yes	No	No
London	383,822	Yes	Yes	Yes
Ottawa	934, 243	Yes	Yes	Yes
Phoenix	1, 445. 632	Yes	Yes	Yes
Philadelphia	1, 526, 006	Yes	Yes	Yes
San Diego	1, 307, 402	Yes	Yes, in 2008	Yes
Dallas	1,197, 816	Yes	Yes, in 2006	Yes
San Jose	945, 942	Yes	Yes	Yes
Jacksonville	892, 062	Yes	Yes	Yes
Austin	950, 715	Yes	Yes	Yes
Denver	600, 518	Yes	Yes	Yes

## 4.0 Findings

### 4.1 Introduction

While one can still venture to most municipal offices in person and pay to have policy documents printed, the common way to access this information is online. If someone is interested in development in a community whether it be a member of the public, business owner, developer, builder, or any other stakeholder the community planning policy document should provide further guidance. Gathering data from municipal websites did not prove as easy and user friendly as initially anticipated by the researcher. There is certainly a level of ease with secondary data collection that is not present for primary data collection, however it is difficult not to wonder whether community planning policy documents are truly designed with communities in mind when they are not always readily accessible through basic to detailed searches of city's online databases. No wonder the tendency is for the majority of residents to be befuddled as to the type of development in their communities and the rate of applications and whether these align with documents that were created decades ago that gather dust on shelves (White, 2019). Despite that community associations and neighbourhood groups are increasingly using technology as a means to evaluate policy ideas (Katz & Nowak, 2017, p.19) not every municipality is aligning their potential use of open data with technology to leverage easier communication with community stakeholders.

When we speak of a complete community it generally refers to “places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities” (Punter, 2003). When looking at community planning policy ideally the goal is to foster complete communities where everything can be conveniently accessed within a single community's geographical area although this may not always take the same form, depending on the context.

Though the purpose of this research is not to detail a complete history of urban planning in North America, when comparing cities in Canada with those in the United States it is important to note that Canada had, and still has, a much “kinder, gentler form” (Garreau, 1991 as cited in Punter,

2003) of urbanism. This has been as a result of a cities and neighbourhoods being younger with better social and community services and medical care, a more even distribution of wealth, less racial tension and ghettoization, more diverse ethnically in urban areas, and less crime (Punter, 2003, p. xxii). This has impacted the type of development and growth that has occurred in these neighbouring countries and the rate at which it occurred.

There are obvious limitations to encapsulating the full complexity of another planning system based on a website and literature review without fully understanding the local politics, public values and development practices (Punter, 2003, p.xiv) of a particular city. However, there are also advantages to being external to the system to observe without any bias towards the political climate in which certain decisions and choices in direction are made. Absent from the inherent dynamics and power struggles that can occur in large municipal organizations due to differing visions among leadership and departmental silos (Brookfield Institute, 2018). The intent of this comparative analysis is to take advantage of the ability to look at urban planning policy creation and engagement practices through a more holistic community development framework.

Throughout the analysis process certain municipalities that were chosen based on a comparative population were exchanged for others that were more relatable based on more recent updates to planning policy. An example of this would be replacing Quebec City with Ottawa due to the City of Ottawa's recent adoption of *Ottawa Next: Beyond 2036*. Additionally, the policy documentation and municipal website of Quebec City is predominantly in French, therefore it was determined that Ottawa would be a better candidate for analysis. Denver was also selected in exchange for San Antonio as it has experienced very recent updates to its citywide policy

## **4.2 Canadian Cities**

Though the analysis conducted was of a variety of cities across Canada it is important to acknowledge the provincial planning regulations to understand the broader context. In the case of Alberta, the provincial document that dictates what the specific content of an Area Redevelopment Plan must be is the Municipal Government Act (MGA) (Province of Alberta, 2010). The comparable policy at the provincial level in British Columbia is the Municipal Act, in Ontario it shares the same name (2001), and in Manitoba it also shares the same name but came into effect on November 10, 2017 (Government of Manitoba. 1996). These documents all have sections

termed “Planning Act” that detail the discretion of the municipality to enact planning policy. For the purpose of this research project there is not capacity to look in detail at the policy content at the provincial level. However, it is important to note that in Canada, while the province requires municipalities to adopt some version of an Official Community Plan, there is no requirement to adopt community specific policy. This is one of the reasons that the approach to community planning policy is so diverse between these municipalities, as there has never been a basic template to follow.

#### **4.2.1- Calgary**

The city of Calgary was chosen as a basis for the comparison of this research as it is currently undergoing a fundamental shift in the overall approach to local area planning policy. The population of Calgary was 1,237,656 in 2016 (Appendix A) and is predicted to have 2.5% growth between 2018 to 2019 increasing to an estimated 1,599,900 people.

At the City of Calgary, Area Redevelopment Plans (ARPs) were introduced as a method to guide development in communities as early as the 1970’s (City of Calgary, 2018a). Over the past 50 years the diversity of communities, rate and type of development has changed drastically, however municipal staff do not typically have the resources to update the applicable policy to align with this rate of change. The rapid growth and change in communities poses a challenge for official community planning documents to be updated at a rate that is manageable (City of Calgary, 2018c). In 2018 there are approximately 260 local area planning documents that have been adopted over the past 45 years, and this is just within the City of Calgary (Appendix A). The Municipal Development Plan (MDP) is similar to what other jurisdictions refer to as the “official plan” and typically the process is to update this overarching city building document to allow for relevant planning policy to then align with policy direction in the future.

In Alberta, the MDP is mandated for any city with a population over 3,500 under the province’s Municipal Government Act and therefore there is a legal requirement for the document (City of Edmonton, 2019c, p.4). Due to a desire from certain communities to move the policy creation for their area forward there are now various draft local area plans that are sitting in limbo after the engagement process and drafting has occurred based on

alignment with policy that is now changing again. An example of this would be the Bridgeland - Riverside ARP where a Community Advisory Group was selected in June, 2017 and the broader public engagement commenced November, 2017 where the intent was to bring a final document forward to council in early 2019 (City of Calgary, 2019d). Now the prepared document sits in limbo due to delays with updating the Developed Areas Guidebook (DAG); a volume of the MDP that applies to the developed areas of the City (Appendix D) The engagement that was conducted for the Bridgeland – Riverside ARP was done in alignment with the previous iteration of the DAG that was approved in 2017 (City of Calgary, 2019d). Now the new version of the DAG is forecasted to be adopted at a Public Hearing of Council on October 21 (City of Calgary, 2019e) however, the final draft of the Bridgeland – Riverside ARP may potentially become outdated due to this change. There are many other similar ARP's that are in final draft version but have yet to be adopted at Council including Inglewood-Ramsay, Millican-Ogden, South Hill, and Chinook amongst others (City of Calgary, 2019e). While these delays are necessary to allow policy alignment they lead to increased community frustration and fatigue from community association's "members frustrated attempt to update some outdated ARPs", where they "feel like our time and effort is getting nowhere" (White, 2019).

The City of Calgary is currently reviewing the MDP and Calgary Transportation Plan (CTP) which were both adopted in 2009 with the intent of looking 60 years into the future (City of Calgary, 2019a). Since the adoption of these strategic documents a great deal has changed including a 20% increase in population growth to over 1.27 million so the *Next20* process has begun and is commencing engagement in March, 2019 (City of Calgary, 2019b). The intent is to report back to council after the initial phase of engagement with recommendations on what revisions are needed and how the plan could look in the future (City of Calgary, 2019c). Importantly, the scope of this plan revision is intending to improve the integration between the built form and transportation system (2019c, p.20) through alignment with the five citizen priorities from The City's *One Calgary Plan* (2019c, p.28). Although there were two monitoring reports produced in 2014 and 2018 to track progress there will also be an increased focus on implementation (2019c, p.27) which should be more feasible with the emphasized recognition that the plans need to be easy to use and understand (2019c, p.38).

Although the City's MDP (2010) was created following an extensive public engagement process it could be argued that it was not harnessed to its potential due to a lack of consistent implementation and monitoring to allow for the document to flourish. City planning is no stranger to difficulties and hesitation over proper direction caused by "multiple objectives, confused implementation, and belated, if any, evaluation" (Stewart, 1987, p.13). Nonetheless, considering the advances in strategic planning and alignment that are now common practice, these multiple-year engagement processes necessitate a mechanism for implementation and monitoring that is equally as considered.

#### **4.2.2 - Edmonton**

Although the City of Edmonton is the capital city of Alberta and the major urban centre for northern and central Alberta (City of Edmonton, 2019c, p.4). Its consistently colder climate has led to earlier consideration and adoption of policy such as the *WinterCity Strategy* in order "to reclaim the joy of winter and embrace the season" (City of Edmonton, 2019d).

Edmonton has almost 180 plans and land use studies (Appendix A) that help guide development throughout the city including Area Structure Plans, Neighbourhood Area Structure Plans, Neighbourhood Structure Plans, Area Redevelopment Plans, Servicing Concept Design Briefs, and Outline Plans (City of Edmonton, 2019a). Given its geographical proximity to Calgary, the legal basis for the preparation of Area Redevelopment Plans (ARPs) is identically set out in the MGA and also requires alignment with the Alberta Land Use Framework and Capital Region Growth Plan (City of Edmonton, 2019c, p.4).

The plans listed online under Office Consolidation Plans do not show the date adopted and are therefore a bit confusing to navigate (City of Edmonton, 2019a). The plans range in dates such as the 98-page Alberta Avenue/ Eastwood Area Redevelopment Plan (ARP) that was adopted in 1979 (City of Edmonton, 2019g), to the more recent 111-page Stadium Station ARP that was adopted in January, 2018 (City of Edmonton, 2019h). Key elements of this newly adopted plan include specific references to other applicable policy documents such as *The Way We Live: Edmonton's People Plan*, an Issues to be Addressed section (p.27), a Build Out Concept map (p.33) and an Implementation Strategy section (City of Edmonton, 2019h, p.85).

The city-wide comprehensive planning document *The Way We Grow* is the city's Municipal Development Plan and was adopted by council in 2010 and outlines a ten-year vision

(City of Edmonton, 2019b). The 182-page document that is required as mandated by the province of Alberta's Municipal Government Act (MGA) addresses managing growth to accommodate one million people by 2040. According to Statistic Canada the population in 2016 was 932, 546 (Appendix A) and the city has experienced a consistent rate of growth indicating that it will evidently reach one million far earlier than 2040. Due to this unanticipated rapid expansion (Global News, 2018) the city is commencing public engagement for the *City Plan*, its new Municipal Development Plan, in April, 2019. Prior to the *City Plan* engagement there was a pre-engagement process that gathered 4000 individual engagement records through engagement for *Vision 2050* in order to establish a foundation for The *City Plan's* Guiding Values and City Building Outcomes (City of Edmonton, 2019d). Based on these findings the What We Heard Report set forth council approving 4 main goals: Healthy City, Urban Places, Regional Prosperity and Climate Resilience and one principal: connected (City of Edmonton, 2019e).

### **4.2.3 -Vancouver**

The City of Vancouver's is known for having a high sense of environmental awareness due to its location at the edge of both mountain and ocean wilderness, the founding of Greenpeace in Vancouver in 1969 and a high proclivity of its residents towards outdoor recreation (Punter, 2003, p.4) this has resulted in the city's focus on innovations in green initiatives, sustainability, and ctive transportation options. The city "has an international reputation for achieving a generally high standard of design and for generally making the most of its superb natural setting." (Punter, 2003, p.xiv).

Due to its geographical proximity to the United States, "Vancouver has been more exposed to American practices than any other Canadian city" (Punter, 2003) and is therefore known for its unique and distinctive method of city building and design. The term "Vancouverism" is explained as an internationally known term that combines a deep respect for nature with busy, engaging, active streets and a dynamic urban life characterized by tall slim towers and separated low-rise buildings for light, air and views (City of Vancouver, 2019a).

Vancouver has a differing policy approach to British Columbia's capital city of Victoria as it does not have an Official Community Plan, rather the Vancouver Charter enables the city to develop official development plans instead of having a larger overarching document that all other bylaws must follow (Government of British Columbia, 2019a). This is outlined in the province's

Local Government Act which establishes what powers municipalities have (BC Laws, 2019). On July 28, 2011, City Council endorsed a new approach to community plans and directed staff to create plans for Grandview-Woodland, Marpole and the West End. As a first step, staff were further directed to develop Terms of Reference to guide the planning process in each of the three Local Areas, in consultation with neighbourhood and city stakeholders. (City of Vancouver, 2012). The City defines a community plan as aiming to build on local assets to respond to current issues, challenges, and opportunities and sets out a framework or course of action for managing change in a community in a manner which reflects good planning practice and the localized interests of the place itself (City of Vancouver, 2016).

The Grandview-Woodland Area Community Plan was adopted by City of Vancouver Council in 2016 (City of Vancouver, 2016). A notable consideration of the process to complete the 272-page document is that although the engagement process started in 2012 following of the creation of the Terms of Reference, it was clear by 2013 that consensus on key matters was not being achieved so City Council resolved to convene a Citizens' Assembly to explore options (City of Vancouver, 2016, p.23). A Citizens' Assembly is described as an innovative model of democratic engagement where “a representative body of people tasked with studying, deliberating on and reaching a shared opinion on a matter of public policy” and recommendations arise through consensus decision-making and majority rule (City of Vancouver, 2016, p.23).

In November, 2018 the City of Vancouver announced they are embarking upon the development of a new City Wide Plan due to feedback from residents and industry at recent engagement events that they would like to see a “big picture” city-wide framework for how to move forward collectively as a city (City of Vancouver, 2019b). This comprehensive approach has not been attempted since the 1990's when a city plan effort was started but did not move beyond high level vision and directions (City of Vancouver, 2019b). Though the city website indicates a report to council is coming in 2019 it seems to have not occurred as of yet but is planned to include a work plan, timeline, confirmation of resources needed and a robust and collaborative engagement process (City of Vancouver, 2019b).

#### **4.2.4 - Victoria**

The City of Victoria is located on Vancouver Island and is the capital of British Columbia with a population of 85,795 (Appendix A). Though the Greater Victoria Region has a larger population

with 367,770 (Statistics Canada, 2016), for purposes of the local area plan analysis the city was selected to review due to its recently adopted local planning policy.

Alike to all cities in British Columbia the City of Victoria has an Official Community Plan (OCP) that must meet specific requirements laid out by the province (British Columbia, 2019). The City's previous plan was updated in 1995 and the OCP was adopted by Council in 2012 with a thirty-year vision after 2.5 years of consultation with 6000 people (City of Victoria, 2019a). Notably, the OCP has a specific Implementation Strategy document that charts actions for the next 3 decades and focuses on actions that are "achievable within the City's existing resources and identified priorities" (City of Victoria, 2013).

Victoria has 13 neighbourhoods and Neighbourhood Plans are noted as speaking to how smaller areas will help achieve the city-wide vision while considering the specific needs and desires of a neighbourhood (City of Victoria, 2019b). The City is currently undergoing review of their Neighbourhood Plans and creating 10 new plans under a new accelerated co-planning model where "citizens, community-groups, neighbourhood associations, and businesses are encouraged to collaborate to help shape the plans for their neighbourhoods" (City of Victoria, 2019b). Currently three new plans have been approved including Downtown Core Area Plan (2010) Burnside Gorge (2017) and Victoria West (2018), with 10 more planned in a three phased approach (City of Victoria, 2019b).

The sequencing of these new plans was based on "neighbourhood characteristics, recent development pressures, and existing working relationships between neighbourhoods" (City of Victoria, 2019b). This last consideration is a very important one and is not always considered prior to commencing large multi-year projects with a detriment to communities. The Burnside Gorge Plan was adopted by Council on July 13, 2017 after commencing engagement in spring, 2015 (City of Victoria, 2017). The 112-page document considers growth over the next 25 years and includes: a "Big Moves" map that summarizes the goals and changes that will help meet the plans vision and goals (p.15); maps that show priority pedestrian, cycling, and transit improvements (p.30-32); and special policy for sub-areas within the plan. Given its recent adoption the document does a successful job of tying policy to specific actions using clear maps and images. The draft Gonzales Neighbourhood Plan that is one of two plans that are part of the first phase is currently not in process as the Council passed a motion on October 4, 2018 to put it on hold until the completion

of all other neighbourhood plans (City of Victoria, 2019c). This demonstrates the importance of listening to community feedback and gauging the readiness of stakeholders rather than adhering to a strict timeline.

#### **4.2.5 - Winnipeg**

The City of Winnipeg is the capital of the province of Manitoba and was predicted to have a population in 2019 of 777,700 based on the 2016 census data of 705,244 (Appendix A). *OurWinnipeg* is the city's Municipal Development that was adopted in 2011 received a Canadian Institute of Planners (CIP) Award for Planning Excellence and a Manitoba Planning Excellence Award from the Manitoba Professional Planners Institute (Canadian Government News, 2012). The plan sets a vision for the next 25 years and is supported by four direction strategy documents, including: *Complete Communities, Sustainable Transportation, Sustainable Water and Waste, and A Sustainable Winnipeg* (City of Winnipeg, 2019b). Leveraging these overarching policy documents the local area plans, that “should be concise and provide clear direction to the public, the development industry and the City of Winnipeg with respect to land use planning and development, while promoting creativity and innovation” (City of Winnipeg, 2019a). Currently there are 35 local area plans that are in effect; 25 are secondary plan by-laws and 10 are plans approved as Council policy (Appendix A). The oldest plan was adopted is the North Henderson Highway Secondary Plan that was adopted 1976 and the newest is the Corydon-Osborne Area Plan that was adopted in 2014 and was prepared by an external consultant (City of Winnipeg, 2019a).

To provide a more strategically focused approach, the Building Communities Initiative was launched as a \$14 million co-funded capital investment initiative between the City of Winnipeg and Province of Manitoba to address the needs of six older residential neighbourhoods. As part of this original initiative ninety-six projects were completed from 2002-2008 (City of Winnipeg, 2019b). The Building Communities Initiative II was signed on May 27, 2010 with \$20 million in cost-shared funding and similarly aims to focus on providing capital support for upgrading key community facilities and amenities in designated neighbourhoods in both the inner city and suburban neighbourhoods that are experiencing pockets of decline (City of Winnipeg, 2019x). This initiative provides a strategic focus beyond that which is typically present with local area plans in order to “enhance public safety; Strengthen neighbourhood commercial areas in targeted areas to

improve local infrastructure; provide youth opportunities for positive activity and; create a positive neighbourhood image for residents” (City of Winnipeg, 2019x).

The City is also currently undergoing an update to *OurWinnipeg* through use of similar online hub tools as to 2009, with *SpeakUpWinnipeg*. This work involves a three-phase process to understand and imagine, confirm and explore and finalize the plan based on feedback from community groups and a diversity of other stakeholders (City of Winnipeg, 2019b). The review process is currently in phase 2 having started in 2017 and is forecasting completion by the end of 2019. As part of the second phase the review also includes the creation of a Community Advisory Committee (CAC) that is facilitated by Winnipeg’s chief planner and provides “a way for residents to provide input into community-based issues, city-wide priorities, policy development and public engagement” (City of Winnipeg, 2019d).

A prime example of Winnipeg’s “leadership and advocacy leading to strong opportunities” (The Globe and Mail, 2018) is the Forks Urban Revitalization Project. Though it has since undergone additional development, in 1993 the International Downtown Association chose the Forks over 60 Canadian, U.S., Caribbean, and South African cities for a special achievement award, calling it “the front porch of Winnipeg, a jewel in the crown of riverfront and green space” (University of Calgary, 2011). Partnership was a major part of the planning process for The Forks and demonstrated the importance of clearly defining public objectives (p.5). More recently a big change has been proposed where the two largest surface parking lots in the city are proposed to be converted into 1,200 low rise apartment block units with storefronts on the ground level and affordable housing, rental units and condos above through a collaboration with the city and the Forks Renewal Corporation (Bruch, 2017). Though there is some backlash from citizens from taking away parking it ultimately will allow the inclusion of vital residential units into an area that has become “Winnipeg’s foremost destination” (City of Winnipeg, 2017, p.9).

#### **4.2.6 - Saskatoon**

The City of Saskatoon has an overarching city-wide policy document called the Official Community Plan that was originally adopted by the council in 2009 (City of Saskatoon, 2018). Similar to Calgary they also have Local Area Plans but there are only fifteen of them which range in adoption from 1999 to 2018 (City of Saskatoon, 2019a).

The most recently completed plan is the Montgomery Place Local Area Plan (LAP), that was adopted by council on November 18, 2018 (Appendix A). The report that was presented with the document is fairly unique amongst other examples as there is a list of 50 recommendations provided that encompass “Land Use, Zoning and Housing; Parks and Open Space; Heritage and Culture; Drainage; Property Maintenance and Nuisance Abatement; Sound Mitigation; Transit and Traffic; and Neighbourhood Safety” (City of Saskatoon, 2018b). These recommendations were also prioritized by the attendees of the last held open house for the project, demonstrating a more community-based process. However, as noted in the summary “this does not necessarily mean these recommendations will be implemented immediately or first due to other factors that may affect timing, but it is a chance for the community to identify the recommendations that are believed to have the greatest potential for positive impact.” (City of Saskatoon, 2018b, p.4).

It is noteworthy that the Montgomery Place Local Area Plan (LAP) includes only one community within the plan boundary. Though the process did involve a LAP committee and move the neighbourhood boundary as part of the review process, the plan is relatively linear as it consists of one low-density residential district. It is unclear whether the actual LAP is available online, however the final report is 187 pages. Importantly there is a mechanism for monitoring, evaluating and updating the plan that gives stakeholders opportunity to “monitor improvements in their neighbourhood” and city staff deliver an annual progress report to City Council as well as the Community Association “until all recommendations have been fulfilled” (City of Saskatoon, 2018b, p.167).

#### **4.2.7 - London**

The City of London is a municipality in Ontario with a population of 383, 822 (Appendix A). The main policy is provided by The London Plan that was adopted by council in 2016 with the intent of providing guidance until 2035 (City of London, 2019a). Although there is a large difference in the population between London and Calgary, the main reasoning behind its selection is that it is also updating its Official Plan. The intent of the new plan is “planning for vibrant, healthy, safe and fulfilling neighbourhoods, attractive and viable mobility alternatives and affordable housing that is accessible to those who need it” (City of London, 2019a). As the new Official Plan was only adopted in part and is awaiting amendments based on an Ontario Municipal Board ruling, the current applicable Official Plan still stands that was adopted in 1989.

Area and Secondary Plans are subject to The London Plan and have been led by both the developer and municipality since 1996 (City of London, 2019c). There are 4 active and 22 completed Area and Secondary Plans that “provide specific policies for areas identified within an Official Plan as requiring more detailed direction on topics such as land use, infrastructure, the natural environment, transportation and urban design” (City of London, 2019c). More community specific direction is provided by eight Community Improvement Plans (CIP) that aim to “stimulate targeted reinvestment, encourage infill and intensification opportunities, coordinate planning efforts, preserve neighbourhood and heritage character, enhance industrial and other business opportunities, and aid in the cleanup of contaminated sites” (City of London, 2019b).

The most recently updated area plan is the Southwest Area Plan that was adopted in 2012 (City of London, 2019b). As the London Plan has yet to be adopted the document includes references to the 1989 Official Plan. Although this provides for confusing policy alignment it has been addressed through the policies applicable to the 1989 Official Plan being incorporated into an additional chapter of the Area Plan once The London Plan is approved (City of London, 2019b). The plan itself is very text heavy with fairly low-quality mapping compared to others reviewed. Furthermore, the policy language refers to aspects such as “traditional suburban neighbourhoods” (City of London, p.36). Though there are beneficial parts to the document such as a Growth Estimate table (p.114) overall the connection between the lengthy policy language, tangible actions, and implementation is relatively lacking.

The city of London municipal website proved difficult to navigate as most community plans are from the 1990’s and those that have been scanned to be available seem to be a staff members original copy with their name written across the front cover. The plans also do not clearly show the date adopted and there is no comprehensive plan that shows them on a city-wide map.

#### **4.2.8 - Ottawa**

Although Ottawa’s population is 934, 243 (Appendix A), its metro area population of 1,323, 783 (Statistics Canada, 2019) is close to that of Calgary’s thereby making it a good candidate for comparison. More importantly, it is currently undergoing some large shifts in approaches to comprehensive planning. In December, 2016 Ottawa council directed city staff to undertake a planning study to identify trends and forces that “will shape Ottawa over the next century to help

position the City to build both resiliency and adaptability into the next Official Plan.” (City of Ottawa, 2019a, p.3). In order to address the “high level of uncertainty of the city’s long-term future” the city decided to focus on a scenario-based planning study (2019a, p.3). As described in the study’s draft final report, scenario planning “is a strategic planning tool used to examine different plausible outcomes” (2019a, p.4) it responds to long range planning more effectively by using a more balanced approach to address plausible events, and “identifies possible futures as opposed to desired futures” (p.4). With the help of researchers at Queen’s University the document also compared the municipal resilience and long-range growth plans of 37 cities that they identified as relevant to Ottawa based on the 4 categories of Economic, Demographic, Technological and Economic (2019a, p.79). They then identified 41 Drivers of change important to Ottawa’s future that are shown in a table as opportunities or vulnerabilities and led to the recommendations for the scenario planning project (2019a, p.81).

A key focus for the next Official Plan will be to provide a policy framework that is flexible and adaptable to allow the city to be resilient in addressing and responding to changes that may be unanticipated and have a profound effect on how future growth and change is managed (City of Ottawa, 2019a). The aim of the next Official Plan is not only to address the more traditional elements of land use, urban form and mobility but to also be strategically informed by matters associated with economic growth and diversification, climate change, and social culture and quality of life issues (2019a).

Ottawa’s approach to community plans differs slightly from the majority of Canadian municipalities as they utilize Community Design Plans (CDP’s) as their local mechanism to “translate the principles and policies of the Official Plan to the community scale” (City of Ottawa, 2019b). There are 32 CDP’s (Appendix A) as well as various other plans and studies such as the Vanier Neighbourhood Revitalization Strategy under the Building Better Revitalized Neighbourhoods initiative that focuses on “a series of neighbourhood specific initiatives to be implemented over the short, medium and long term” (City of Ottawa, 2019c). The most recently adopted plan is the Merivale Road North CDP and shapes development over 20 years within its 68 pages (City of Ottawa, 2018). Although it does more specifically refer to a 16 -hectare strip of land which covers 1.5 kilometres of the main street, and not multiple communities, it does speak to the broader community context. Key features of the plan include an Urban Design Strategy and

Economic Development Strategy section. There is also an Implementation section that involves immediate and long-term, as well as community-based grass roots initiatives that “can start now and build momentum and growth with the community over time” (City of Ottawa, 2018, p.59).

### **4.3 – U.S. Cities**

#### **4.3.1 - Phoenix**

The City of Phoenix is the capital of Arizona State and has a population of 1,445,632 million people (Appendix B) with a 2017 estimate of making it the most populated city in Arizona. The city has a diversity of over 90 planning publications that include studies, area plans, brochures, specific plans and master plans (City of Phoenix, 2018b). In recent years, Phoenix has made significant efforts to move city policies towards sustainability due to its suburban city characteristics of auto-dominated form and low community connectivity (Gammage, 2016).

The Phoenix General Plan was adopted on March 4, 2015 and acts as the “long range guide for the city, and addresses issues such as energy, housing, neighbourhoods, public facilities, natural resources, transportation and land use” (City of Phoenix, 2018a). The *PlanPHX* 211-page document has required planning content based on population size as required by Arizona State Law (City of Phoenix, 2018x, p.30) and succinctly outlines the content of the plan including 1 vision, 3 community benefits, 5 core values and 7 strategic tools. Arizona State requires the General Plan to be readopted every ten years by public vote (Gammage, 2016), thereby enabling the document to be kept relatively up to date. In order to connect *PlanPHX* with the new framework for growth and developed with the existing village planning model the village planners and village planning committee have developed Village Character Plans (p184). The City’s 15 villages have been further grouped into 3 regions North, Southwest, and Central/ East that are at different stages within the plan creation process (City of Phoenix, 2018b). The Village Character Plans allow for collaboration between village planning committees and planners to develop a concise planning document that will summarize the village’s character, assets, and challenges (City of Phoenix, 2018). The Village Planning Committees (VPC) consists of a maximum of 21 members that represent various segments and areas of their community, two of which are appointment by the mayor and the rest by City Council members (City of Phoenix, 2018g). The VPC provides “guidance on a wide range of city-wide and local issues” (2018g).

Although not all of the 15 Village Character Plans have been completed, there are web pages for each community and they explain their connection to other applicable policy documents. Deer Valley Character Plan located in the North region, has been completed and is a basic 20-page document (City of Phoenix, 2018d) that demonstrates the potential simplicity and clarity of a community planning document. Though short, the document includes an Asset Map, a detailed Opportunities for Growth and Investment section, and specifically ties the goals of the plan to those of the Phoenix General Plan (2018d).

Each of these Village Character Plans is also monitored on an annual basis through an Annual Report thereby allowing for a consistent tool for reporting back to the community and use tools such as a To Do List which has a check list of village priorities (City of Phoenix, 2018e). For each of the 15 villages there is also a specific City staff planner provided as the main point of contact that is shown in a useful map format (City of Phoenix, 2018f).

#### **4.3.2 - Philadelphia**

The City of Philadelphia has one of the most recent and comprehensive approaches to local community planning that was observed in analysis. With a 2010 population of 1,526,006 (Appendix 2) and an estimated 2017 Population of 1,567,872 (US Census) the city's population is larger, although quite close to the main subject municipality of Calgary.

Their approach is based upon alignment with *Philadelphia2035*, the city's first comprehensive plan since 1960 (Philadelphia City Planning Commission, 2019a). The first phased of Philadelphia 2035 was the creation of a Citywide Vision document in 2011 (City of Philadelphia, 2011), and the second phase includes the creation of district plans into 18 districts that are shown with an interactive online map (Philadelphia City Planning Commission, 2019b). A key point of these district plans is that there is a large amount of analysis conducted prior to community engagement. In the case of the Upper Northwest District Plan, it uses an extremely thorough 191-page summary of existing conditions, issues and opportunities report that importantly refers to matters typically addressed by departments beyond urban planning that may not typically be identified through area planning processes and funding constraints (City of Philadelphia, 2017). The July 2018 Draft of the Upper Northwest District Plan is certainly one of the better planning documents due to the user friendly layout and full explanation of how it relates

to the broader policy framework. Notable highlights of the 110- page plan include priority recommendations that support the objectives of the citywide vision under the key themes of Thrive, Connect and Renew and related tables that list the objective, the corresponding implementing agencies and partners, and the related Citywide vision objectives (City of Philadelphia, 2018a).

The Zoning Code rewrite is also a part of this multi-staged process as the last major revision of the 1933 Philadelphia Zoning Code was in 1962, and there have been over 1,000 piecemeal amendments to the document since then (Philadelphia City Planning Commission, 2019b, p.174). After a 19xx referendum where over 70% voted to update the code, a Zoning Code Commission was created that went through a 3-year multi-stakeholder engagement process to create a draft document that was presented to council in May, 2011 along with a proposed a two-step planning process to be implemented by the Philadelphia City Planning Commission (PCPC). Step 2 involves a collaborative engagement process to recommend map revisions with each District Plan with an overall goal of revising zoning maps for 4 districts every year so that the city's zoning maps are completed with a year of completion of the last district plan (2019b, p.174).

Another key element of this comprehensive approach is the Philadelphia Citizens Planning Institute (CPI), that acts as an education and outreach arm of the Philadelphia City Planning Commission created to empower and educate Philadelphians on city planning, zoning, and development so they can help shape and preserve their neighbourhoods (Philadelphia City Planning Commission, 2019). The main activity of CPI, that started in 2010, is delivering 7-week course offered to thirty residents every spring and fall that enables participants to bring “newfound skills and resources” back to their neighbourhood organizations. CPI is part of a larger “integrated planning and zoning process” that won the 2013 National Planning Excellence Award for a Best Practice from the American Planning Association (APA) (Philadelphia City Planning Commission). In December, 2018, Philadelphia's City Planning Commission also received an Special Achievement Award for the city's comprehensive plan *Philadelphia2035* from the Pennsylvania chapter of the APA (Philadelphia City Planning Commission, 2019).

### **4.3.3 - San Diego**

With a population of 1, 307, 402 (Appendix B) in 2010 and growth to an estimated 1.42 million (US Census Bureau, 2019), in 2017, San Diego is quite comparable to Calgary's population. The

City's General Plan was approved in 2008 (Appendix B) and provides guidance for the community plans that are prepared with an expected 20-30 year period of relevance (City of San Diego, 2019a).

The City's former General Plan was adopted in 1979 and was highly influenced by the environmental study *Temporary Paradise* that was created by noted urbanists Kevin Lynch and Donald Appleyard. Though the document was never officially adopted it was quite advanced for its time and captured the hearts of the community and the support of multiple stakeholders, "conveying dreams and visions with a sense of hope that was at times spiked with urgency" (Appleyard & Stepner, 2018, p.231). Most importantly, since its completion, the city of San Diego has "adopted many of its recommendations and accommodated many others into various city policies" (Shirvani & Stepner, 1986, p.212). This speaks to a concept that is not often brought up in urban planning practice and academia, notably that "plans do not actually have to be implemented to be influential" (2018, p.234) if they are created with adequate community involvement.

The community plans are suggested to "address community issues such as: the local street and transit network; distinctive environmental characteristics; community landmarks; location, prioritization and provision of public facilities; community urban design guidelines; and identification of gateways" (City of San Diego, 2019a). The City has gone with a multiple community plan approach which includes more than 50 planning areas with documents such as community plans, precise or specific plans (2019a). The General Plan and community plans are intended to work together to guide future growth at a citywide and community level (2019a). The Golden Hill Community Plan was adopted in October, 2016, and includes the inner-city communities of Golden Hill and South Park, and is 232 pages in length (City of San Jose, 2016). The key notable sections, that are not necessarily commonly present in community plans, include a section on conservation that has a subsection on sustainable development, as well as a General Plan cross-reference table which lists the General Plan policies that are "particularly significant to Golden Hill" (2016, p.25). The Encanto Community Plan was adopted in 2015 and uses more of a multi-community planning approach including six communities within its plan boundary. The 220-page document is similarly lengthy but includes useful elements such as a Table of General & Community Plan Elements that compares sections in the plan to sections in the General Plan, a table of land use topics also covered in other plan elements, and existing and future noise contours maps (City of San Diego, 2015) that are not usually present in local planning documents.

The City’s Community Planning Groups are also an integral part of the planning process and the Council adopted policies in 1960’s & 1970’s that recognized them as “formal mechanisms for community input in the land use decision-making process” (City of San Diego, 2019b). Notably, the “recommendations of the planning groups are integral components of the planning process and are highly regarded by the city council and by staff” (2019b).

#### **4.3.4 - Dallas**

The city of Dallas had a population in 2010 of 1,197,816 (Appendix B) and an estimated 2017 population of 1.34 million (United States Census Bureau, 2019), the city is located in northern Texas. The *forward Dallas!* Comprehensive Plan was adopted in June, 2006 and is noted as being the “first of a kind city-led, citywide comprehensive plan driven by citizen involvement” (City of Dallas, 2019a). It includes multiple subsections including Action Plans, Monitoring Plans and Implementation Projects (2019a).

There are approximately 23 Comprehensive Area Plans (Appendix B) that provide a “greater level of detail” than the Comprehensive Plan and “guide future zoning and land development decisions” (City of Dallas, 2019b). Conveniently, the City includes an interactive map showing the plan areas as well as an alphabetical list of plans with the year that they were adopted. The most recent Comprehensive Plan was adopted in December, 2017 (Appendix B) and covers the City Centre area and is called *The 360 Plan*. This 251-page interagency plan has a framework that includes Transformative Strategies, Catalytic Development Areas and Corridors of Interest that are tied to an Implementation section that includes a matrix of Action Items and policy changes to achieve each Transformative Strategy with a “specific timeline, projected implementation cost, lead party and funding sources” (City of Dallas, 2019c, p.11). Another useful tool that was created in conjunction with *The 360 Plan* is the People Organizing Place community design effort that allows a resident to learn more about a neighbourhood or to draw their neighbourhood (People Organizing Place, 2019). The website allowed residents to become community experts by identifying boundaries of all definable neighbourhoods within the city thereby creating a framework for neighbourhoods with “stronger identities which foster community and organize residents to advocate for their neighborhoods future” (City of Dallas, 2019c, p.212).

A Comprehensive Area Plan that was also adopted in 2017 is the Northwest Highway Road and Preston Area Plan. This 95-page document differs from *The 360 Plan* in that it was Neighbourhood-Led rather than city-led and its creation was “the collaborative effort of homeowners, condominium and apartment residents, commercial property owners, and representatives from the City of Dallas and Regional Transportation organizations” (City of Dallas, 2019d, p.8). The final version of the plan including conclusions and recommendations was unanimously approved by the Advisory Task Force that was comprised of 14 volunteers representing constituencies in the study area (City of Dallas, 2019d). This neighbourhood-led document does not bind the City of Dallas to implement any of its recommendations and therefore is intended to be used as more of a “guideline for development decisions in the area” (City of Dallas, p.31).

#### **4.3.5 - San Jose**

The City of San Jose had a 2010 population of 945, 942 (Appendix B) and a projected 2017 population of 1.035 million (United States Census Bureau, 2019). The City’s comprehensive planning policy is the *Envision San Jose 2040 General Plan* that was adopted in November, 2011. California State law, as outlined in the California Government Code, requires that general plans address seven topics, including land use, circulation, housing, open space, conservation, safety and noise (City of San Jose, 2011, p.3).

The 500-page document is possibly the longest of any other jurisdiction reviewed and houses a great deal of information. Notably, the document was recognized for an extensive community engagement process and cross-departmental teamwork and received the Award of Excellence, Comprehensive Plan Award for Large Jurisdiction from both the Northern California American Planning Association and the California American Planning Association (City of San Jose, 2011). The plan also has a four-year review cycle to provide opportunity to evaluate the City’s achievement of key goals and mid-course adjustments to the General Plan (City of San Jose, 2019b). This review process utilizes the Envision San Jose 2040 Task Force that was created in 2007 to assist city staff in the update of the General Plan. The Task Force evaluated the plan based on the assessment tool and made recommendations to Council that were approved in December, 2016 and focused on implementation of the Urban Village concept, environmental indicators, and affordable housing needs (2019b).

The General Plan is also reviewed annually with an Annual Review hearing for the Planning Commission and City Council “to review and consider privately- initiated amendments to the General Plan... to understand the comprehensive impacts of all proposed amendments on transportation, the environment, job growth, housing supply, and the City’s fiscal health” (City of San Jose, 2019d). There are currently two Urban Village Plans under development as directed within the 2011 General Plan strategy. These plans do not include entire communities or multiple communities, rather they focus on housing growth by managing residential and mixed-use development to only be allowed once the urban village plan is approved up to its entire capacity (City of San Jose, 2019e). There are also existing Area Plans that and Specific Plans that include “key locations in San José to foster transit-oriented development, historic preservation, mixed uses, sensitivity to surrounding neighborhoods, and other strategic goals” (City of San Jose, 2019c).

San Jose’s Strong Neighborhoods Initiative is a partnership between the City, the Redevelopment Agency and San Jose’s residents and business owners to “strengthen the city’s neighbourhoods by building clean, safe and strong neighborhoods with independent capable, and sustainable neighborhood organizations” (City of San Jose, 2019f). There are 20 Strong Neighbourhood Initiative areas located in various areas throughout the city and their underlying principle is to build on community assets (2019f). The initiative is a 2-stage process: firstly the planning stage involves the development or update of the neighbourhood improvement plans; and secondly the implementation stage involves the implementing the proposals and recommendations as outlined through a top ten action plan for improvements in each plan (2019f). The Neighbourhood Advisory Committees have importantly now transitioned to an implementation capacity and have a significant role in monitoring the progress of their plans recommended actions (2019f).

#### **4.3.6 - Jacksonville**

The city of Jacksonville, Florida had a 2010 population of 821,784 and a projected 2017 population of 892, 062 (US Government Census, 2019), it is also the largest city by area in the continental United States (City of Jacksonville, 2018a).

The City’s overarching policy document is the *2030 Comprehensive Plan* that was adopted in 2018. Florida’s Growth Management Act requires all municipalities to adopt a Local Government Comprehensive Plan to guide future growth and development (City of Jacksonville,

2018d), and Jacksonville re-evaluates and updates their document on a 10-year basis “to apply to all persons using or seeking to use the land, water and other resources of the City” (City of Jacksonville, 2018e). The Comprehensive Plan Major Issues Committee was established to provide feedback on the Plan. The group highlighted the City’s lack of a unified mission and strategic plan and disconnect between strategic plans of each independent authority, as well as acknowledged that government agencies work counter to each other and there is a need for a unified vision that has been brought up multiple times prior (2018e, pp.1-2). Furthermore, the group noted that without implementation of a strategic vision and integrated mission, including such policies in the comprehensive policies sets the city up for failure (City of Jacksonville, 2018e).

The city uses Neighbourhood Action Plans (NAPs) as well as Vision Plans and Corridor Studies to provide more specific guidance in alignment with their Comprehensive Plan. There have been 19 NAPs completed since 1977 (Appendix B), 6 of which were adopted prior to 1980 and the newest adopted in 2016 (City of Jacksonville, 2018b). The North San Marco Neighbourhood Action Plan was adopted in 2016 and though it does not reflect a very high level of quality of graphics and mapping it does demonstrate a good level of accountability and implementation. The 63- page document is divided by key themes and goes into detail on recommended actions “based on development strategies that are aligned with each objective identified throughout this community engagement process” (City of Jacksonville, 2018b, p.46). Each theme speaks to issues and opportunities identified by the community through recommendations and strategies and most importantly also refers to who is responsible for implementation whether it be a department of the city or an external stakeholder such as the Chamber of Commerce or Arts Council (2018b, p.47). In using a results-based approach it shifts the focus to the neighbourhood residents which “can unify the micro-level district concepts into a cohesive neighbourhood and provide a foundation for residents to inform and influence sustainable growth and development” (2018b, p.46).

#### **4.3.7 - Austin**

The city of Austin is the capital of Texas and the 13<sup>th</sup> most populous city in the United States (City of Austin, 2019) with a population in 2010 of 790,390 (Appendix B) and a 2017 estimate of 950,715 (US Census Bureau, 2017). In 1996, the city created a Neighbourhood Planning program and City Council identified 60 neighbourhood planning areas in the urban core, the first of which had

a plan adopted in 1998 (City of Austin, 2014). Over the next 25 years, 50 plans were adopted as amendments to the *Austin Tomorrow Comprehensive Plan* (2014).

The *Imagine Austin Comprehensive Plan* was adopted in 2012 as a 30-year plan for the City. Although the document is a lengthy 348 pages, it includes critical monitoring components such as the Imagine Austin Indicators and a required annual review process (City of Austin, 2012) that enables the document to stay up to date with the City's constant changes. The benefit of the comprehensive plan is that it confronts issues in a big picture way and "considers how the whole community's values, needs, people, and places are interrelated and interdependent" (City of Austin, 2012, p.4).

An example of one of the City's local policy plans and the first neighbourhood plan to be adopted since the adoption of *Imagine Austin* is the 185-page South Austin Combined Neighbourhood Plan that was adopted in November, 2014 (City of Austin, 2014). The plan area includes three communities and was developed through a public-scenario building process that specifically ties the policy to the Imagine Austin Complete Communities Matrix and corresponding building blocks and further ties those to related actions (City of Austin, 2014, p.15). There are 54 neighborhood plans approved under *Imagine Austin*, as well as 4 suspended neighborhood plan area, and 2 future planning areas (City of Austin, 2018c).

The City also went through a process to enable a comprehensive rewrite to their Land Development Code and provide greater alignment with the Imagine Austin Comprehensive Plan called CodeNEXT. The project commenced in 2013 but included constant disruptions, changes to city leadership, and a constantly amended timeline spanning over five years. The resolution highlights that the process stakeholders were able to give input but felt that it was not reflected in the document's re-write and did not accurately reflect Austin's challenges (2018b, p.1) significant. Though the CodeNEXT process was stopped by council vote, it importantly highlighted that a "comprehensive rewrite of the Land Development Code is necessarily complicated and requires consistent executive leadership from staff, a stable political framework an reliable analytical data" (City of Austin, 2018b, p.2).

*Imagine Austin* and its associated Neighbourhood Plans provide a seemingly authentic approach to address the breadth of community stakeholders in a way that is not always present in

many municipalities. Notably, they detail the need to “look beyond our personal interest and act for the good of the whole” and “remember and protect those who lack a voice, money and power” (City of Austin, 2012, p.13). These should be key considerations in implementing successful planning policy that has historically been exclusionary.

#### **4.3.8 – Denver**

The City of Denver had a 2010 population of 600,158 (Appendix B) and a 2017 population estimate of 704,621 (United States Census Bureau, 2019) and is quite similar to Calgary in its climate and proximity to the Rocky Mountains. Though it has a sprawling past, the city is now offering an urban alternative with many new urbanist projects and a transit-oriented development program (Goetz, 2013, p.2178).

Comprehensive Plan 2040 was adopted by Denver City Council on April 22, 2019 and provides a 20-year vision for the future (City of Denver, 2019a). Prior to its adoption Comprehensive Plan 2000 was in effect, and three previous comprehensive plans have been adopted since 1977 (City of Denver, 2019b). Although Comprehensive Plan 2040 is only 38 pages, it succinctly outlines the goals and provides implementation and monitoring strategies. The document is also complimented by Blueprint Denver 2019 which is “a land use and transportation plan for growing an inclusive and authentic city” (City of Denver, 2019c). The 152-page Blueprint Denver plan is about: creating complete neighbourhoods and networks everywhere in the city; using a measured, common-sense approach to where and how growth should occur; and considering social equity factors and tailoring solutions to the unique needs of each neighbourhood, so changes that occur benefit everyone (2019c). The plan is intended to be used in conjunction with creating small area plans for each neighbourhood area with the goal of every neighbourhood having a plan by 2030 (City of Denver, 2019d, p.65). This Neighbourhood Plan area map is then shown within the Blueprint Denver document to outline the 19 Neighbourhood Plan areas (Appendix B) that are strategically not adopted as part of the plan but tied to the Neighbourhood Planning Initiative Strategic Plan (2019d, p.65). Given that the update Blueprint Denver was adopted in April, 2019 there are technically not any Neighbourhood Plans that fully align with it however a recent plan is the Westwood Neighbourhood Plan that was adopted in 2016. Key aspects of the plan include its focus on 6 transformative projects with associated goals and recommendations, a health impact assessment section that explains the correlation of health and

connectivity, a cultural map that shows the cultural assets in the neighbourhood, and the Blueprint Denver future land use and street classifications that relates to the previous iteration of the document that was adopted in 2006 (City of Denver, 2016).

The Comprehensive Plan 2040 Implementation Matrix provides a highly valuable table listing goals, associated strategies, the lead agency and partners for each strategy and the key city plans with additional or related strategies (City of Denver, 2019g). The other documents include Blueprint Denver as well as other key plans such as Housing an Inclusive Denver, Age Matters Action Plan, Vision Zero Action Plan and Denver Moves: Transit. The City of Denver also leverages their online platform expertly to provide essential tools such as a Neighbourhoods page that lists each neighbourhood and then has a link to a page that shows all of its applicable plans whether they cover a portion of or the entire neighbourhood (City of Denver, 2019f).

#### **4.4 Summary**

There are many contributing factors to the identity of a city whether it be land area, population, geographical location, or demographics. Irrespective of these key traits there were characteristics that were present in some of the analyzed cities that gave more clarity to the policy environment. Some of these included: the accessibility and user-friendly design of the city website; listing the year of adoption of the documents; providing a digital online map format showing the local plans and their status; clearly demonstrating how the goals of the city-wide document related to those of the community document; having a mechanism for monitoring and implementation within the document; and using some form of multi-stakeholder neighbourhood or community group to assist with the policy documents implementation and monitoring after it is adopted. As is shown from the below table (Table 2), those cities that exhibit characteristics highlighted in the key themes from the literature review were seen to be the most innovative. The cities that include all these themes to varying degrees are Vancouver, Philadelphia, and Denver.

**Table 2: Findings shown with literature review themes**

Cities	Literature Review Themes				
	Planning Theory & Practice	Stakeholder Engagement	Sustainability and New Urbanism	Multiple Advocacy Approach	Modernizing Local Government
Calgary	X	X	X		
Edmonton	X	X			X
Vancouver	X	X	X	X	X
Victoria	X	X		X	X
Winnipeg	X	X		X	X
Saskatoon	X	X			
London	X				
Ottawa	X	X		X	X
Phoenix	X	X		X	X
Philadelphia	X	X	X	X	X
San Diego	X	X	X	X	
Dallas	X	X		X	X
San Jose	X	X	X	X	X
Jacksonville	X	X		X	
Austin	X	X		X	X
Denver	X	X	X	X	X

## **5.0 Discussion and Analysis**

### **5.1 Introduction**

Throughout the research and data analysis process it became further apparent that there is typically a disconnect between approaches to planning policy across jurisdictions and internationally (Cheshire, Overman, Nathan & Edward, 2014). Even within the same country, province or state there is not a requirement to share best practices across jurisdictions despite that it might enable efficiencies. Regardless of state or provincial requirements of larger overarching documents such as official community plans, municipalities may still approach the policy creation and engagement process as if they're attempting to reinvent the wheel.

Although there exist many differences in the policy approach for cities at both a citywide and community level, there were also common themes that manifested. The past focus of municipal planning on economic growth and development rather than environmental protection or social integration (Valiante, 2016, p.117) appears to have been acknowledged in most modern policy environments. The municipalities that use the most successful policy approaches are those that consider the necessity for an integrated, concise, and clear system. The need for innovation is not simply for the policy itself, rather the effective and genuine engagement of communities to include those who would not normally participate (McWilliams, 2013, p.115). From consideration of the Literature Review and Findings the themes that surfaced include; complex systems in government, multi-stakeholder collaboration, leveraging technology, and innovation.

### **5.2 Complex systems in government**

The City of Calgary acknowledges in their 2019 Resilience Strategy that cities are complex systems. This “extensive network of interdependencies” (City of Calgary, 2019f) was thoroughly demonstrated throughout the comparative analysis. It became increasingly evident throughout the detailed research that the level of interdependencies between the various levels of policy impacted its functionality and effectiveness at a local community level. Any city that is growing tends to be characterized as challenged and less resilient (Gammage, 2016, p.13) but realistically it is how it deals with these challenges that should define it. It is beneficial to look at cities through a systems theory lens while simultaneously remembering that cities are incomplete systems (Rees as cited by Gammage, 2016, p.14).

Systems thinking is discussed greatly throughout community development literature as a way to attempt to understand the complexity of a situation or organization. Using a predominantly identical approach to policy creation cannot be continuously effective as the consistent flow of information does not necessarily address the demand for ingenuity arising from the ever-increasing complexity of our world (Boyce, 2008). Meadows (1999) writing on leverage points speaks to how “a small shift in one thing can produce big changes in everything” (p.1) and that knowing where to intervene into a system with the correct leverage point is not intuitive and will often result in a decision that pushes the system in the wrong direction (1999). In considering a shift to their overall city policy document and the creation of new policy plans, both the city of Ottawa and the city of Philadelphia conducted thorough research. These both involved the creation of detailed analysis documents of up to 200 pages that highlight existing conditions, issues and opportunities and specifically connect them to goals of the citywide visionary documents such as *Philadelphia2035*.

The organizational structure of municipal government is inherently top-down and hierarchical which tends to create a dynamic that results in policy documents that are increasingly difficult to find relevant due to the amendment process that causes stakeholders to mostly overlook the documents entirely or at least strongly question their relevance. Local Area Plans, or community documents of a similar purpose are typically statutory, meaning they are adopted by Council and any amendment to the document, regardless of how minute, that occurs after the adoption must then go through the same process and be adopted by Council. This leads to questioning as to who exactly the local area plans have been designed for since their widespread post-war adoption and to what extent have municipalities efficiently monitored their usefulness since then. If the trend over the last twenty years has become to support community-based bottom-up approaches then perhaps these more modern local planning documents should truly involve stakeholders in both the definition and implementation of policy (Rinaldi, 2016, p.76). Ultimately, one must always question the intent of policy and whether it is to act as a safeguard for municipalities and provide a false sense of assurance that change is predictable or linear to the overall system.

### **5.3 Multi stakeholder collaboration**

The shift to involving communities from the outset and changing role of government (Torjman & Leviten-Reid, 2003, p.1) has resulted in various multi-stakeholder collaborative initiatives at the

city of Calgary in recent years. Both This is My Neighbourhood (TIMN) and the Community Representation Framework have attempted to shift the conversation on communities prioritizing their own development versus it being predominantly dictated by local government. TIMN emerged as an initiative based on two council-directed pilot projects: Inspiring Strong Neighbourhoods (ISN) and Supporting Partnerships in Reinvestment (SPUR) (K.Pilger, personal communication, February 4, 2015). Both projects had a similar intent and were therefore combined to reduce redundancy and expedite the timeline. As the project worked with fourteen communities per phase and twenty-eight in total it did not look at the majority of the 232 communities in Calgary (City of Calgary, 2019h), but allowed for an engagement process that highlighted future potential. Now that it has been almost a year since the completion of the project the City is now trying to incorporate lessons learned into the local area plans approach.

Both the TIMN and CRF initiatives shared an attempt to create a more innovative and resilient approach to the existing community planning system. When looking at a systems approach to community there is certainly differing perspectives when it comes to community association members, business owners, developers, and any other stakeholder as to how to address resiliency. This level of complexity tends to result in a fear of change that creates difficulty with adapting processes that may be considered ineffective to most but the best option for some. Ultimately, communities need to have a consistent mechanism to establish trust and it is essential to the shared commitment of the public good, along with transparency and accountability (Huddart, 2010, p.230)

Many of the analyzed cities have neighbourhood groups that are tied more specifically to maintaining the policy documents, versus the community associations that exist in the Calgary context that act as a more general non-profit organization for the community (Federation of Calgary Communities, 2019). These groups included Vancouver's Citizens' Assembly, Winnipeg's Community Advisory Committee (CAC), Philadelphia's Citizens Planning Institute (CPI), San Diego's Community Planning Groups, Envision San Jose's 2040 Task Force and Strong Neighborhoods Initiative, and Jacksonville's Comprehensive Plan Major Issues Committee. These types of groups seem to be more utilized in the United States which could perhaps speak to a differing social innovation mindset between the countries.

## 5.4 Leveraging technology

Moving towards making planning policy more accessible to communities does not simply involve clear wording and effective engagement but providing an easy and user-friendly manner to access the resources online. In many of the analyzed municipalities the dates of adoption were not listed requiring one to search through each document in detail, and in others the document was not available online and viewing it required going to the municipal offices in person. Community Planning can leverage the maturing of the internet and social media (Wates, 2014, p.4) to connect to a wider audience. The cities that stood out with their usage of online tools whether through digital interactive maps or unique community engagement approaches were: Winnipeg, for their Speak Up Winnipeg Online Hub tools; Dallas for the People Organizing Place community design effort; and Phoenix that listed all the applicable policy documents for each community and provided the contact for the staff planner associated with each.

## 5.5 Innovation

The new trend in municipal government is towards innovation (Brookfield Institute, 2019). Akin to sustainability and resilience however it is not truly effective unless it is sufficiently monitored. Though not always as advanced as other sectors, the slow shift in the governmental mindset from that of a “sleeping giant” to social innovation (Huddart, 2010, p.227) was prominent in some municipalities.

This is especially of note in San Diego’s environmental Study *Temporary Paradise* where the document was never officially adopted by city council but has a great deal of relevance due to the integrative process that was used with the community. The City of Vancouver also demonstrated a positive example of understanding the importance of stakeholder input through the creation of the Grandview Woodland Community Plan where in consensus was not being achieved on key matters therefore they decided to alter the process. By creating a Citizens’ Assembly they were the first to use this type of innovative engagement approach that tasks a group of citizens to reach a shared opinion on public policy through consensus decision-making and majority rule (City of Vancouver, 2016). Though this may have extended the overall timeline it resulted in more in-depth citizen involvement and a plan that more accurately reflects the desires of the community. This also occurred for the city of Victoria where the adoption of the draft plan and completion of

the Gonzales neighbourhood plan has been put on hold until the city's other draft plans have been completed, based on feedback from stakeholders.

As was apparent throughout the data analysis of the range of municipalities (Appendix 1 & 2) a great deal of emphasis is placed on the overarching policy wide documents that provide more guidance for specific community planning. Whether they be called Official Community Plans, Municipal Development Plans or anything in between. When analyzing various other jurisdictions the trend is for long range city-wide planning documents that involve a lengthy research component to be updated as the first step to a new approach and further alignment with the update of local community planning policy. Providing annual reports defined by a specific implementation strategy for both city-wide and local policy was a requirement in Saskatoon, Phoenix, San Diego, Dallas, San Jose, and Austin.

This level of implementation has not really occurred at the City of Calgary as the plan has been divided into various guidebooks and the complete adoption of these has been greatly delayed making it difficult to continue, finalize and start local community plans to be in alignment (City of Calgary, 2019a). This partly speaks to the difficulty in large municipal organizations of clear communication and timing projects from different groups and business units in a manner that is efficient and effective. Due to a lack of effective monitoring of the Municipal Development Plan (MDP) the approach to planning has become incredibly disjointed and resulted in difficulties with weighing the community and councillor priorities while simultaneously updating policy at a rate that is manageable and with a logical framework of prioritization.

## **5.6 Summary**

For many decades, community planning has held a lofty expectation of being able to play a key role in fostering community participation while driving and coordinating local agendas (McWilliams, 2013, p.516). The highlighted themes derived from the analysis are demonstrative of the potential for municipal planning to be an inclusive and collaborative community building process. Given that no city is alike, similarly each demonstrates a distinct policy environment that is dependent on a multitude of factors and small and larger systems. In realizing that community planning is an iterative process rather than one of rigid and prescriptive rulemaking (Katz &

Nowak, 2017, p.3) a city can leverage technological advances to speed up its ability to change and evolve (Katz & Nowak, 2017, p.7).

## 6.0 Recommendations

### 6.1 Introduction

Through analysis of the policy environment within the 16 selected municipalities, it is clear that there is not a consistent approach to managing development and city growth. There are however clear similarities and trends that are being used in many of the cities to make better use of these extensive multi-year engagement and policy formation processes. The City of Calgary is not unique in its perpetually layered levels of complexity and systems that differentiate between each other due to the silos of each business unit. The difference between cities that implement successful community planning tools and those that struggle to keep up is the level of attention given to the staging of each and every change and the extent to which collaboration is involved. If the process does not accurately involve all impacted stakeholders and clearly communicate from the outset then redundancy and frustration will most likely occur. Internal to any municipality should exist a desire to achieve great neighbourhoods through innovative approaches that make planning policy an effective city building tool rather than an often disregarded bulky obstacle that has little to no relevance to the general public. Based on the findings and analysis the recommendations are suggested to be considered for the city of Calgary, however could be applicable for any municipality. The recommendations were written from a project management standpoint and should therefore be considered sequentially in the planning policy creation process. The level to which each of the recommendations are followed may result in an impact on timeline and cost and they should be prioritized and weighted based on the specific circumstances and context of the city and community.

### 6.2 Recommendations

**Recommendation 1: Conduct in-depth initial research and thoroughly analyze the best place(s) to intervene into the system to achieve the optimum long-term results.** This approach was used recently by both the city of Ottawa and the city of Philadelphia at both a local and citywide scale. The in-depth level of analysis involves strategic planning and is essential to understand the best place or places to intervene within the system. This perspective may fluctuate in the opinion of different business units within the city, external stakeholders or for city councillors. Ultimately however it does not make sense to push ahead with a policy update or

drafting exercise without an understanding of other projects in process, history of engagement, community readiness and various other interrelated factors. Though it may seem like an unnecessarily lengthy task at the time, the trend dictates that it will expedite the process in the long run.

**Recommendation 2: Communicate openly and transparently with all involved stakeholders from the outset.** A relatively recent shift in government practices has involved a renewed focus on community engagement. To attempt to remove the stereotype that government-led engagement exists to simply inform rather than create trust and local partnerships it is essential to communicate any delays or stalls in the project process so that community members understand that the project is still considered valuable. This ties to Recommendation 1 as delays can routinely be caused when there is not a comprehensive understanding of the local context prior to moving ahead with a multi-phased engagement process. Furthermore, if a policy engagement project is stalled and it is not communicated effectively to stakeholders it is likely there will be less involvement by stakeholders once it re-commences. Ongoing communication should occur after the adoption of respective policy documents that will result in a greater level of trust and positive partnerships and eliminate overlapping or unnecessary consultation and engagement on any related or unrelated projects.

**Recommendation 3: Do not reinvent the wheel but understand the importance of community context and that planning policy is not merely a copy and paste process.** Despite there being a general understanding that sharing best practices is a logical step in ensuring policy innovation it is not always considered by municipalities when updating city-wide or community specific planning policy. While context and community readiness is vital to consider, a great deal can be learned by reviewing lessons learned in other jurisdictions. Just as one cannot expect that policy written 20 years ago will remain applicable there also should not be the expectation that a process that is used for one community or multiple communities will be entirely transferable to another community planning process. Nonetheless, an understanding of best practices can assist in avoiding making the same mistakes that may have been repeated in many municipalities and decrease the potential for back tracking constantly throughout an intensive engagement process.

**Recommendation 4: Align with all relevant policy and projects to ensure consistency and eliminate redundancy.** All cities have many policy documents beyond those of over-arching city

building and local area planning that speak to items like sustainability, resilience, storm-water management, emergency management and other key topics. Though these associated documents also are amended and change over time there should be a clear list available online that provides all the associated policy documents for each community. In addition, any associated policy documents should be listed in both the citywide and local planning policy so that the reader is able to understand the connection between the policy and how they interact to achieve the desired outcomes.

**Recommendation 5: Provide specific and measurable implementation and monitoring mechanisms within, or as an attachment to the policy document that give guidance and clarity to both internal and external stakeholders.** Regardless of how well written a policy document may be the effort that went into its creation will be largely ineffective if there is not a consistent and measurable way to determine how it is being used. Both the citywide and community specific local planning policy documents should be reviewed at least on an annual basis to efficiently and effectively monitor the goals to align with specific deliverables and their associated business units and stakeholders that are assigned to them. There should also be a detailed report and checklist or report card provided to the community by the city that outlines all the work that occurred throughout the year so that it is easily understood and tracked by all stakeholders.

**Recommendation 6: Empower communities to be part of the process beyond the adoption and/ or completion of the initial document.** The City of Calgary has piloted and researched projects that attempted to create more citizen involvement in the past four years with both This is My Neighbourhood and the Citizen Representation Framework. Both these projects highlighted the importance of shifting the focus of community planning back to communities. No longer is a visioning exercise at the initial stage of a public engagement process considered to be sufficient long-term public involvement to reflect the needs and aspirations of a community. Community members want to have the option and opportunity to shape their communities through participation in a community group that provides feedback to the city that is in turn considered valuable by the city and included within the review and decision-making process.

## 7.0 Conclusion

Major global shifts have occurred since the adoption of the first wave of community planning policy after the second world war. New approaches to comprehensive city policy highlight the importance of equity, equality, gender-based analysis (Government of Canada, 2018), innovation (Brookfield Institute, 2018) and resilience (City of Calgary, 2019f). Not all cities have adapted to consider these beneficial advancements however. Although government policy is not necessarily always considered a useful tool it has the potential to allow for the evolution of complete communities and move away from the stereotypically segregated built form of the past. This is particularly important and timely in Calgary where the city has developed a “geography of inequality” where income polarization has resulted in separated concentrations of high-income and low-income households in particular parts of the city (Klaszus, 2019). According to a 2018 report on income inequality, Calgary is the most unequal major city in Canada (2019) which is tying directly to the proliferation of social problems.

### 7.1 Limitations

The research was limited in its scope to include secondary data collection which does not necessarily provide a complete picture but was beneficial in highlighting key themes through the environmental scan approach. While there was a lack of full understanding on the specific political context and potential budgetary constraints of each municipality it was beneficial to have an external perspective. This view allowed for a detachment from any internal organizational dynamics that can result in a limited ability to compare and contrast to other policy approaches.

### 7.2 Next Steps

There are various further research opportunities that have the potential to align with the identified findings, including:

- 1) **Expand research to look at an international scale.** While the literature review included some analysis of planning in Norway and the United Kingdom due to a need to limit the scope the research itself was reduced to Canada and the United States. Looking further at planning policy in a European context through analysis at a city level would assist in a

broadening the lens of best practices in planning policy. This wider ranging analysis would also allow for consideration of differences that exist due to societal and structural systems.

- 2) **Analyze the including of gender-based framework and gender equality in policy approaches and the potential for inclusion at a citywide and community scale.** Given the city of Calgary’s recent draft of a Gender Equity, Diversity and Inclusion Strategy (2019) there have been key strategic actions developed that relate to the impact on broader policies. A relevant analytical process to gender analysis is GBA+ that is used to assess “how diverse groups of women, men, and non-binary people may experience policies, programs and initiatives” (Government of Canada, 2018). Despite being committed to by the Government of Canada in 1995 in alignment with the United Nations’ Beijing Platform for Action (2018), GBA+ has become more recently relevant based on broadened discussions about gender equality on a global scale. Cities such as Vienna have introduced gender mainstreaming as a strategy to achieve gender equality via “equal structures, settings and conditions for both women and men” (City of Vienna, 2019). Recommendations in the City’s draft strategy include “training and implementation of a corporate-wide GBA+ approach to address the differential impact of policies, programs, and services on diverse Calgary” (City of Calgary, 2019i). These recommendations have the opportunity to result in more strategic policy alignment by inclusion of relevant gender mainstreaming policies in both citywide and community policy documents.
  
- 3) **Compare and contrast the research with other demographic data and research on affordable housing.** Due to the extent of income inequality, the timing and development, and a lack of building incentive (City of Calgary, 2018f) Calgary has a constrained housing supply. This comes from the low supply of purpose-built rental, subsidized housing and co-operative housing and the highest rates of homeownership and single-family housing (2018f, p.4). The Canada Mortgage and Housing Corporation has developed a National Housing Strategy as a ten-year plan that aims at building new affordable housing and renewing the existing affordable housing stock (CMHC, 2018). Considering Calgary’s need for affordable housing that ties directly to national goals, there is great opportunity to include good affordable housing policy in both citywide and community documents. This

is an important consideration because both social and special equity are an essential part of city building.

### **7.3 Importance of Problem**

When considering the key parts of cities that make them memorable, elements such as landmark buildings, public spaces, the built environment, and others, contribute to each city's unique character. Policy is not necessarily something that is considered as a key element in city building, it has the potential to incentivize innovation in the city building process. Given the importance of factors such as climate change, resilience, and affordable housing there is opportunity for policy to be connected to create a holistic framework that is sustainable for the long term. One of the first ways planners began to bring social equity in the planning process was through the public participation of traditionally underrepresented groups (Kelly, 2010, p.292). This underrepresentation has improved in the planning policy process but still has a long way to go in order to achieve a truly equitable community planning practice.

### **7.4 Summary**

To the majority of members of the public, community planning policy is not well known despite its relevance as a mechanism of community building. The documents are typically created for the City and used predominantly by the city and stakeholders in the development and building industry. This research project served to highlight the potential for planning policy to have partial ownership by the diversity of stakeholders that exist within a community in order to provide a more community focused local area planning approach that has greater ability to respond to community readiness and provide a clear path in which a community may develop over time. Currently, in Calgary, community cohesion suffers from outdated neighbourhood policy documents and changes can occur simply based on the market, or perceptions from councillors and city administration, rather than the diversity of needs of a community. As aptly noted in the new Blueprint Denver plan "neighbourhood planning must be a continual cycle so every neighbourhood always has a current plan" (City of Denver, 2019d, p.65).

The disconnect that exists in many cities through layers of outdated policy can be avoided through use of a more holistic systems thinking approach as is demonstrated with the

aforementioned recommendations. To avoid becoming a “dichotomized city” (Klaszus, 2019) the city of Calgary needs to strategically approach the multitude of existing and upcoming policy projects. The city of Calgary’s move to a district plan approach (City of Calgary, 2019g), similar to the award-winning process that has been used by the City of Philadelphia, has the potential to be an integrated, comprehensive and possibly equally highly proclaimed if conducted strategically, thoughtfully, and thoroughly.

## References

- Appleyard, B., & Stepner, M. (2018). Toward the Dreams and Realities of Temporary Paradise? Lynch and Appleyard's Look at the Special Landscape of San Diego/Tijuana. *Journal of the American Planning Association*, *American Planning Association*, 84(3-4), 230–236.
- BC Laws. (2019). Local Government Act. Retrieved from [http://www.bclaws.ca/civix/document/id/complete/statreg/r15001\\_14#division\\_d0e43604](http://www.bclaws.ca/civix/document/id/complete/statreg/r15001_14#division_d0e43604)
- Berke, P.R., & Conroy, M.M. (2000). Are We Planning for Sustainable Development? *Journal of the American Planning Association*, 66(1), 21-33.
- Berli, J. (2018). Competition in local land use planning? *Journal of Public Policy*, 38(1), 27-56.
- Blackson, H. (2017). The 5 “Cs” of community Planning. Retrieved from <https://www.cnu.org/publicsquare/2017/10/19/5-cs-community-planning>
- Blanchet-Cohen, N. (2014). Igniting citizen participation in creating healthy building environments: the role of community organizations. *Community Development Journal*, 50(2), 264-279.
- British Columbia. (2019). Official Community Plans for Local Governments. Retrieved from <https://www2.gov.bc.ca/gov/content/governments/local-governments/planning-land-use/local-government-planning/official-community-plans>
- Brookfield Institute. (2018, May). Exploring Policy Innovation: Tools, Techniques + Approaches. Retrieved from <https://brookfieldinstitute.ca/report/exploring-policy-innovation/>
- Bruton, M. & Nicholson, D. (1987). *Local Planning in Practice*. New York, NY: Routledge.
- Bruch, T. (2017, Big Changes could be coming to the Forks in Winnipeg. Retrieved from <https://globalnews.ca/news/3880376/big-changes-could-be-coming-to-the-forks-in-winnipeg/>

- Calgary Economic Development. (2019). Demographics: Population. Retrieved from <https://www.calgaryeconomicdevelopment.com/research-and-reports/demographics-lp/population/>
- Canadian Government News. (2012, February 27). City of Winnipeg wins provincial award for OurWinnipeg. *Canadian Periodicals Index Quarterly*, accessed on March 10, 2019 <http://link.galegroup.com/apps/doc/A281391268/CPI?u=uvictoria&sid=CPI&xid=4e36529f>
- Carmon, N., Fainstein, S.S. (2013). Policy, planning, and people: Promoting justice in urban development (1<sup>st</sup> ed.). Philadelphia: University of Pennsylvania Press.
- Cheshire, P. C., Overman, H. G., Nathan, M., & Edward Elgar, P. (2014). Urban Economics and Urban Policy : Challenging Conventional Policy Wisdom. Cheltenham: Edward Elgar Publishing.
- City of Austin. (2014). South Austin Combined Neighbourhood Plan. Retrieved from [ftp://ftp.ci.austin.tx.us/npzd/Austingo/SACNP\\_FINAL.pdf](ftp://ftp.ci.austin.tx.us/npzd/Austingo/SACNP_FINAL.pdf)
- City of Austin. (2018a). Imagine Austin Comprehensive Plan. Retrieved from <http://www.austintexas.gov/department/imagine-austin>
- City of Austin. (2018b). RESOLUTION NO. 20180809-111. Retrieved from <http://www.austintexas.gov/edims/document.cfm?id=303893>
- City of Austin. (2018c). Official Map of Neighborhood Planning Areas. Retrieved from <http://www.austintexas.gov/department/planning-and-zoning/plans>
- City of Austin. (2019). About Austin. Retrieved from <http://www.austintexas.gov/resident/about-austin>
- City of Calgary. (2018a). Planning & Development resource library. Retrieved from <http://www.calgary.ca/PDA/pd/Pages/Planning-and-development-resource-library/Publications.asp>

City of Calgary. (2018b). Civic Census 2018. Retrieved from <http://www.calgary.ca/CA/City-Clerks/Pages/Election-and-information-services/Civic-Census/Civic-Census.aspx>

City of Calgary. (2018c). Investing in Local Area Planning 2018-2032. Retrieved from [https://www.calgary.ca/PDA/pd/Documents/Developed-Areas-Guidebook/2016-0887\\_Planning\\_Coordination\\_Booklet\\_FP\\_web.pdf](https://www.calgary.ca/PDA/pd/Documents/Developed-Areas-Guidebook/2016-0887_Planning_Coordination_Booklet_FP_web.pdf)

City of Calgary. (2018d). Beltline Area Redevelopment Plan Amendments. Retrieved from <https://engage.calgary.ca/beltlinearp?redirect=/beltlinearp>

City of Calgary. (2018e). Centre City Plan Refresh. Retrieved from <https://engage.calgary.ca/centre-city-plan-refresh>

City of Calgary. (2018f). Housing in Canada's Big Cities. Retrieved from [https://www.calgary.ca/\\_layouts/cocis/DirectDownload.aspx?target=http%3a%2f%2fwww.calgary.ca%2fCS%2fOLSH%2fDocuments%2fAffordable-housing%2fHousing-in-Canadas-Big-Cities.pdf&noredirect=1&sf=1](https://www.calgary.ca/_layouts/cocis/DirectDownload.aspx?target=http%3a%2f%2fwww.calgary.ca%2fCS%2fOLSH%2fDocuments%2fAffordable-housing%2fHousing-in-Canadas-Big-Cities.pdf&noredirect=1&sf=1)

City of Calgary. (2018g). Planning & Development. Retrieved from <https://www.calgary.ca/PDA/pd/Pages/home.aspx>

City of Calgary. (2019a). Municipal Development Plan and Calgary Transportation Plan Review. Retrieved from <http://www.calgary.ca/PDA/pd/Pages/Municipal-Development-Plan/Municipal-Development-Plan-and-Calgary-Transportation-Plan-review.aspx>

City of Calgary. (2019b). Next 20 Project Presentation. Retrieved from <http://www.calgary.ca/PDA/pd/Documents/municipal-development-plan/Next20-Project-presentation.pdf>

City of Calgary. (2019c). Next 20: making life better. Retrieved from <http://www.calgary.ca/next20>

City of Calgary. (2019d). Bridgeland – Riverside Area Redevelopment Plan. Retrieved from <https://engage.calgary.ca/bridgelandriverside-arp>

- City of Calgary. (2019e). Developed Areas Guidebook. Retrieved from <http://www.calgary.ca/PDA/pd/Pages/Current-studies-and-ongoing-activities/Developed-Areas-Guidebook.aspx>
- City of Calgary. (2019f). Resilient Calgary. Retrieved from <https://engage.calgary.ca/resilientcalgary>
- City of Calgary. (2019g). North Hill Communities Local Growth Planning. Retrieved from <https://engage.calgary.ca/NorthHill>
- City of Calgary. (2019h). Ward communities. Retrieved from <https://www.calgary.ca/citycouncil/Pages/Ward-Communities.aspx>
- City of Calgary. (2019i). Gender Equity, Diversity and Inclusion Strategy. Retrieved from <https://pub-calgary.escribemeetings.com/filestream.ashx?DocumentId=95277>
- City of Dallas. (2019a). forward Dallas! Comprehensive Plan. Retrieved from <https://dallascityhall.com/departments/pnv/strategic-planning/Pages/comprehensive-plan.aspx>
- City of Dallas. (2019b). Comprehensive Area Plans (1999-present). Retrieved from [https://dallascityhall.com/departments/pnv/Pages/Neighborhood-Area-Plans-\\_Adopted-Plans.aspx](https://dallascityhall.com/departments/pnv/Pages/Neighborhood-Area-Plans-_Adopted-Plans.aspx)
- City of Dallas. (2019c). The 360 Plan. Retrieved from [https://dallascityhall.com/departments/pnv/Documents/The360Plan\\_CouncilAdopted\\_1.2.18\\_WithResolution.pdf](https://dallascityhall.com/departments/pnv/Documents/The360Plan_CouncilAdopted_1.2.18_WithResolution.pdf)
- City of Dallas. (2019d). Northwest Highway and Preston Road Area Plan. Retrieved from <https://dallascityhall.com/departments/pnv/Documents/NWH-Preston%20Rd%20Area%20Plan.pdf>
- City of Denver. (2016). Westwood Neighborhood Plan. Retrieved from [https://www.denvergov.org/content/dam/denvergov/Portals/646/documents/planning/Plans/Westwood\\_Neighborhood\\_Plan.pdf](https://www.denvergov.org/content/dam/denvergov/Portals/646/documents/planning/Plans/Westwood_Neighborhood_Plan.pdf)

- City of Denver. (2019a). Comprehensive Plan 2040. Retrieved from [https://www.denvergov.org/content/dam/denvergov/Portals/Denveright/documents/comp-plan/Denver\\_Comprehensive\\_Plan\\_2040.pdf](https://www.denvergov.org/content/dam/denvergov/Portals/Denveright/documents/comp-plan/Denver_Comprehensive_Plan_2040.pdf)
- City of Denver. (2019b). About the Comprehensive Plan. Retrieved from [https://www.denvergov.org/content/dam/denvergov/Portals/Denveright/documents/comp-plan/Denver\\_Comprehensive\\_Plan\\_2040.pdf](https://www.denvergov.org/content/dam/denvergov/Portals/Denveright/documents/comp-plan/Denver_Comprehensive_Plan_2040.pdf)
- City of Denver. (2019c). About Blueprint Denver. Retrieved from <https://www.denvergov.org/content/denvergov/en/denveright/land-use-transportation.html>
- City of Denver. (2019d). Blueprint Denver. Retrieved from [https://www.denvergov.org/media/denvergov/cpd/blueprintdenver/Blueprint\\_Denver.pdf](https://www.denvergov.org/media/denvergov/cpd/blueprintdenver/Blueprint_Denver.pdf)
- City of Denver. (2019e). Completed Plans. Retrieved from <https://www.denvergov.org/content/denvergov/en/community-planning-and-development/planning-and-design/completed-plans.html>
- City of Denver. (2019f). Denver Statistical Neighborhoods. Retrieved from <https://www.denvergov.org/content/denvergov/en/community-planning-and-development/planning-and-design/completed-plans/denver-statistical-neighborhoods.html>
- City of Denver. (2019g). Comprehensive Plan 2040 - Implementation Matrix. Retrieved from [https://www.denvergov.org/content/dam/denvergov/Portals/Denveright/documents/comp-plan/Comp\\_plan\\_2040\\_Appendix\\_Implementation\\_Matrix.pdf](https://www.denvergov.org/content/dam/denvergov/Portals/Denveright/documents/comp-plan/Comp_plan_2040_Appendix_Implementation_Matrix.pdf)
- City of Edmonton. (2019a). Plans in Effect. Retrieved from [https://www.edmonton.ca/city\\_government/urban\\_planning\\_and\\_design/plans-in-effect.aspx](https://www.edmonton.ca/city_government/urban_planning_and_design/plans-in-effect.aspx)
- City of Edmonton. (2019b). Municipal Development Plan (MDP). Retrieved from [https://www.edmonton.ca/city\\_government/urban\\_planning\\_and\\_design/municipal-development-plan-mdp.aspx](https://www.edmonton.ca/city_government/urban_planning_and_design/municipal-development-plan-mdp.aspx)

- City of Edmonton. (2019c). Municipal Development Plan. Retrieved from [https://www.edmonton.ca/city\\_government/documents/PDF/MDP\\_Bylaw\\_15100.pdf](https://www.edmonton.ca/city_government/documents/PDF/MDP_Bylaw_15100.pdf)
- City of Edmonton. (2019d). The City Plan – Public Engagement. Retrieved from [https://www.edmonton.ca/city\\_government/city\\_vision\\_and\\_strategic\\_plan/The-City-Plan-Public-Engagement.aspx](https://www.edmonton.ca/city_government/city_vision_and_strategic_plan/The-City-Plan-Public-Engagement.aspx)
- City of Edmonton. (2019e). The City Plan – What We Are Hearing Report – Oct/Nov 2018. Retrieved from [https://www.edmonton.ca/city\\_government/documents/The\\_City\\_Plan-What\\_We\\_Are\\_Hearing\\_Report.pdf](https://www.edmonton.ca/city_government/documents/The_City_Plan-What_We_Are_Hearing_Report.pdf)
- City of Edmonton. (2019f). Plan Amendments. Retrieved from [https://www.edmonton.ca/city\\_government/urban\\_planning\\_and\\_design/plan-amendments.aspx](https://www.edmonton.ca/city_government/urban_planning_and_design/plan-amendments.aspx)
- City of Edmonton. (2019g). Alberta Avenue/ Eastwood Area Redevelopment Plan. Retrieved from [https://www.edmonton.ca/city\\_government/documents/plans\\_in\\_effect/Alberta\\_Ave\\_Eastwood\\_ARP\\_Consolidation.pdf](https://www.edmonton.ca/city_government/documents/plans_in_effect/Alberta_Ave_Eastwood_ARP_Consolidation.pdf)
- City of Edmonton. (2019h). Stadium Station ARP. Retrieved from [https://www.edmonton.ca/city\\_government/documents/plans\\_in\\_effect/Stadium\\_Station\\_ARP\\_Consolidation.pdf](https://www.edmonton.ca/city_government/documents/plans_in_effect/Stadium_Station_ARP_Consolidation.pdf)
- City of Jacksonville. (2018a). About Jacksonville. Retrieved from <http://www.coj.net/about-jacksonville.aspx>
- City of Jacksonville. (2018b). Neighbourhood Action Plans. Retrieved from <http://www.coj.net/departments/planning-and-development/community-planning-division/plans-and-studies/neighborhood-action-plans>
- City of Jacksonville. (2018c). North San Marco Neighbourhood Action Plan. Retrieved from [http://www.coj.net/departments/planning-and-development/docs/community-planning-division/smps-action-plan\\_exhibit1\\_revised-11-27-18.aspx](http://www.coj.net/departments/planning-and-development/docs/community-planning-division/smps-action-plan_exhibit1_revised-11-27-18.aspx)

City of Jacksonville. (2018d). Comprehensive Plans. Retrieved from

<http://www.coj.net/departments/planning-and-development/community-planning-division/comprehensive-plan>

City of Jacksonville. (2018e). 2030 Comprehensive Plan Local Major Issues Committee Final

Recommendations. Retrieved from <http://www.coj.net/departments/planning-and-development/docs/community-planning-division/land-use/comp-plan/local-major-issues-committee/august-21,-2018/local-major-issues-committee-final-recommendations.aspx>

City of London. (2012). Southwest Area Plan. Retrieved from

<http://www.london.ca/business/Planning-Development/secondaryplans/Documents/SWAP/2017-04-18SouthwestAreaPlan.pdf>

City of London. (2019a). The London Plan. Retrieved from

<http://www.london.ca/business/Planning-Development/Official-Plan/Pages/The-London-Plan.aspx>

City of London. (2019b). Southwest Area Plan. Retrieved from

<http://www.london.ca/business/Planning-Development/secondary-plans/Pages/SouthwestAreaPlan.aspx>

City of London. (2019c). Area and Secondary Plans. Retrieved from

<http://www.london.ca/business/Planning-Development/secondary-plans/Pages/AreaPlan.aspx>

City of Ottawa. (2018). Merivale Road (North) Community Design Plan. Retrieved from

[https://documents.ottawa.ca/sites/default/files/merivale\\_rdn\\_cdp\\_en.pdf](https://documents.ottawa.ca/sites/default/files/merivale_rdn_cdp_en.pdf)

City of Ottawa. (2019a). Ottawa Next: Beyond 2036. Retrieved from

[https://documents.ottawa.ca/sites/default/files/ottawa\\_next\\_en.pdf](https://documents.ottawa.ca/sites/default/files/ottawa_next_en.pdf)

City of Ottawa. (2019b). Community Design Plans. Retrieved from <https://ottawa.ca/en/city-hall/planning-and-development/community-plans-and-design-guidelines/community-plans-and-studies/community-design-plans>

- City of Ottawa. (2019c). Building Better Revitalized Neighbourhoods. Retrieved from <https://ottawa.ca/en/city-hall/planning-and-development/community-plans-and-design-guidelines/community-plans-and-studies/other-community-studies/building-better-revitalized-neighbourhoods>
- City of Philadelphia. (2011). Citywide Vision: Philadelphia 2035. Retrieved from [https://www.phila.gov/CityPlanning/plans/District%20Plans%20Library/Philadelphia2035CitywideVision\\_reduced.pdf](https://www.phila.gov/CityPlanning/plans/District%20Plans%20Library/Philadelphia2035CitywideVision_reduced.pdf)
- City of Philadelphia. (2017). Philadelphia2035 Upper Northwest District Plan: Existing Conditions, Issues, and Opportunities. Retrieved from [https://docs.wixstatic.com/ugd/32cb1b\\_2d66db0609134596aebdaae815a35004.pdf](https://docs.wixstatic.com/ugd/32cb1b_2d66db0609134596aebdaae815a35004.pdf)
- City of Philadelphia. (2018a). Draft Upper Northwest District Plan 2018. Retrieved from [https://www.phila.gov/CityPlanning/plans/District%20Plans%20Library/UNW\\_JULY%20DRAFT\\_FOR%20PRINT.pdf](https://www.phila.gov/CityPlanning/plans/District%20Plans%20Library/UNW_JULY%20DRAFT_FOR%20PRINT.pdf)
- City of Phoenix. (2018a). Phoenix General Plan 2015. Retrieved from <https://www.phoenix.gov/pdd/pz/phoenix-general-plan>
- City of Phoenix. (2018b). Planning Publications. Retrieved from <https://www.phoenix.gov/pddsite/Pages/Planning-Publications.aspx>
- City of Phoenix. (2018c). Plan Phx General Plan. Retrieved from <https://www.phoenix.gov/pddsite/Documents/PZ/PlanPhx%20Draft%20General%20Plan%20Update.pdf>
- City of Phoenix. (2018d). Deer Valley Village Character Plan. Retrieved from [https://www.phoenix.gov/villagesite/Documents/pdd\\_pz\\_pdf\\_00472.pdf](https://www.phoenix.gov/villagesite/Documents/pdd_pz_pdf_00472.pdf)
- City of Phoenix. (2018e). Deer Valley Village Annual Report 2017. Retrieved from <https://www.phoenix.gov/villagesite/Documents/ARs/Deer%20Valley%20-%202017%20Annual%20Report.pdf>
- City of Phoenix. (2018f). Village Planners. Retrieved from [https://www.phoenix.gov/villagesite/Documents/pdd\\_pz\\_pdf\\_00019.pdf](https://www.phoenix.gov/villagesite/Documents/pdd_pz_pdf_00019.pdf)

City of Phoenix. (2018g). Role of the VPC. Retrieved from

<https://www.phoenix.gov/villages/Role>

City of San Diego. (2010). General Plan Action Plan. Retrieved from

<https://www.sandiego.gov/sites/default/files/legacy/planning/genplan/pdf/gpactionplanjan2010.pdf>

City of San Diego. (2016). Golden Hill Community Plan. Retrieved from

[https://www.sandiego.gov/sites/default/files/golden\\_hill\\_community\\_plan\\_2016\\_-\\_reduced\\_file\\_size.pdf](https://www.sandiego.gov/sites/default/files/golden_hill_community_plan_2016_-_reduced_file_size.pdf)

City of San Diego. (2015). Encanto Neighbourhood Plan. Retrieved from

[https://www.sandiego.gov/sites/default/files/encanto\\_community\\_plan-revised\\_lu\\_maps-reduced\\_6-20-16.pdf](https://www.sandiego.gov/sites/default/files/encanto_community_plan-revised_lu_maps-reduced_6-20-16.pdf)

City of San Diego. (2019a). General Plans & Community Plans Work Together. Retrieved from

<https://www.sandiego.gov/planning/genplan/together>

City of San Diego. (2019b). Community Planning Groups. Retrieved from

<https://www.sandiego.gov/planning/community/cpg>

City of San Jose. (2011). Envision San Jose 2040 General Plan. Retrieved from

<http://www.sanjoseca.gov/DocumentCenter/View/84689>

City of San Jose. (2019a). Envision San Jose 2040 General Plan. Retrieved from

<http://www.sanjoseca.gov/index.aspx?nid=1737>

City of San Jose. (2019b). On Track to 2040: General Plan 4-Year Review. Retrieved from

<http://www.sanjoseca.gov/index.aspx?NID=4803>

City of San Jose. (2019c). Specific Plans. Retrieved from

<http://www.sanjoseca.gov/index.aspx?nid=1741>

City of San Jose. (2019d). Annual Review Process. Retrieved from

<http://www.sanjoseca.gov/index.aspx?nid=3933>

City of San Jose. (2019e). Urban Village Plans Under Development. Retrieved from <http://www.sanjoseca.gov/index.aspx?nid=3784>

City of San Jose. (2019f). Strong Neighborhoods Initiative. Retrieved from <http://www.sanjoseca.gov/index.aspx?nid=1745>

City of Saskatoon. (2018). Official Community Plan. Retrieved from <https://www.saskatoon.ca/sites/default/files/documents/city-clerk/bylaws/8769.pdf>

City of Saskatoon. (2018b). Montgomery Place Local Area Plan Final Report. Retrieved from [https://www.saskatoon.ca/sites/default/files/documents/community-services/planning-development/neighbourhood-planning/montgomery-lap/final\\_montgomery\\_place\\_lap\\_report.pdf](https://www.saskatoon.ca/sites/default/files/documents/community-services/planning-development/neighbourhood-planning/montgomery-lap/final_montgomery_place_lap_report.pdf)

City of Saskatoon. (2019a). Local Area Planning. Retrieved from <https://www.saskatoon.ca/business-development/planning/neighbourhood-planning/local-area-planning>

City of Vancouver (2012). Next Community Plans: Terms of Reference. Retrieved from <https://vancouver.ca/files/cov/comm-plan-tor.pdf>

City of Vancouver. (2019a). Urban Planning, sustainable zoning and development. Retrieved from <https://vancouver.ca/home-property-development/planning-zoning-development.aspx>

City of Vancouver. (2019b). Vancouver to embark on a new City plan process. Retrieved from <https://vancouver.ca/news-calendar/vancouver-to-embark-on-new-city-plan-process.aspx>

City of Vancouver. (2016). Grandview- Woodland Community Plan. Retrieved from <https://vancouver.ca/files/cov/grandview-woodland-community-plan.pdf>

City of Victoria. (2013). Official Community Plan Implementation Strategy. Retrieved from <https://www.victoria.ca/assets/Departments/Planning~Development/Community~Plannin g/OCP/Appendix%20A%20OCP%20Implementation%20Strategy%20Final.pdf>

- City of Victoria. (2017). Burnside Gorge Neighbourhood Plan. Retrieved from [https://www.victoria.ca/assets/Departments/Planning~Development/Community~Planning/Local~Area~Planning/Burnside~Gorge/BurnsideGorge\\_NP\\_Final\\_July2017-updated\\_Jan2019.pdf](https://www.victoria.ca/assets/Departments/Planning~Development/Community~Planning/Local~Area~Planning/Burnside~Gorge/BurnsideGorge_NP_Final_July2017-updated_Jan2019.pdf)
- City of Victoria. (2019a). Official Community Plan. Retrieved from <https://www.victoria.ca/EN/main/residents/community-planning/official-community-plan.html>
- City of Victoria. (2019b). Neighbourhood Plans. Retrieved from <https://www.victoria.ca/EN/main/residents/community-planning/neighbourhood-plans.html>
- City of Victoria. (2019c). Gonzales Neighbourhood Plan. Retrieved from <https://www.victoria.ca/EN/main/residents/Neighbourhoods/fairfield-gonzales/fairfield-gonzales-neighbourhood-plan/gonzales-neighbourhood-plan.html>
- City of Vienna. (2019). Gender mainstreaming in Vienna. Retrieved from <https://www.wien.gv.at/english/administration/gendermainstreaming/>
- City of Winnipeg. (2017). Railside at the Forks – Concept Plan. Retrieved from <http://clkapps.winnipeg.ca/DMIS/ViewPdf.asp?SectionId=485532>
- City of Winnipeg. (2018a). Population of Winnipeg. Retrieved from <https://winnipeg.ca/cao/pdfs/population.pdf>
- City of Winnipeg. (2019a). Local Area Plans. Retrieved from <https://www.winnipeg.ca/ppd/planning/LAP.stm#1>
- City of Winnipeg (2019b). SpeakUpWinnipeg: About Us. Retrieved from <https://speakupwinnipeg.ca/about/>
- City of Winnipeg. (2019c). OurWinnipeg. Retrieved from <https://www.winnipeg.ca/interhom/CityHall/OurWinnipeg/pdf/OurWinnipeg.pdf>

- City of Winnipeg. (2019d). Citizen Advisory Committee. Retrieved from <https://speakupwinnipeg.ca/process/cac-2/>
- Fainstein, S. S. (2005). Planning theory and the city. *Journal of Planning Education and Research*, 25(2), 122-130.
- Federation of Calgary Communities. (2018). Mission, Vision, Values & History. Retrieved from <https://calgarycommunities.com/about-us/mission-vision-values-history/>
- Federation of Calgary Communities. (2019). What is a Community Association? Retrieved from <https://calgarycommunities.com/community-info/what-is-a-community-association/>
- Gammage, G., Jr. (2016). *The Future of the Suburban City: Lessons from Sustaining Phoenix*. Island Press.
- Government of Canada. (2010). Comprehensive Community Planning. *Policy Research Initiative Horizons Compendium 10*(4). Retrieved from <http://www.horizons.gc.ca/en/file/1928>
- Government of Canada. (2018). Status of Women Canada: What is GBA+? Retrieved from <https://cfc-swc.gc.ca/gba-ac/index-en.html>
- Government of Manitoba. (1996). The Municipal Act. Retrieved from <https://web2.gov.mb.ca/laws/statutes/ccsm/m225e.php>
- Hack, G., Birch, E.L. & Sedway, P.H. (2009). *Local Planning: Contemporary Principles and Practice*. United States: ICMA.
- Hodge, G. & Gordon, D. L. A. (2008). *Planning Canadian communities*. 5th ed. Toronto: Thomson Nelson.
- Kretzmann, J.P. & Puntteney, D. (2010). Neighbourhood Approaches to Asset Mobilization. In G.P. Green & A. Goetting (Eds.), *Mobilizing Communities: Asset Building as a Community Development Strategy*. Temple University Press.

- Johnston, S. (2018, August 28). Edmonton prepares for population growth in City Plan. Global News Retrieved from <https://globalnews.ca/news/4414864/edmonton-city-plans-population-growth-threshold/>
- Philadelphia City Planning Commission. (2010-2016). Philadelphia Citizen's Planning Commission. Retrieved from <https://citizensplanninginstitute.org/>
- Philadelphia City Planning Commission. (2019a). Philadelphia2035 Wins State Wide Award! Retrieved from <https://www.phila2035.org/single-post/2018/12/13/Philadelphia2035-wins-statewide-award>
- Philadelphia City Planning Commission. (2019b). The Plan. Retrieved from <https://www.phila2035.org/plan>
- Province of Alberta. (2010). Municipal Government Act. Retrieved from <http://www.qp.alberta.ca/documents/Acts/m26.pdf>
- Punter, J. (2003). *The Vancouver Achievement: Urban Planning and Design*. UBC Press.
- Rihoux, B. (2006). Qualitative Comparative Analysis (QCA) and Related Systematic Comparative Methods: Recent Advances and Remaining Challenges for Social Science Research, *International Sociology*, 21(5), 679-706.
- Rinaldi, F.M. (2016). From local development policies to strategic planning – Assessing continuity in institutional coalitions, *Evaluation and Program Planning*, 56, 76-87.
- Shirvani, H., & Stepner, M. (1986). San Diego's Environmental Planning Process Ten Years Later. *Journal of the American Planning Association*. *American Planning Association*, 52(2), 212–219.
- Statistics Canada. (2017). Edmonton, CY [*Census subdivision*], *Alberta and Division No. 11*, *CDR* [*Census division*], Alberta (table). *Census Profile*. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017. <https://www12.statcan.gc.ca/census/recensement/2016/dp-pd/prof/index.cfm?Lang=E>

- Statistics Canada. (2019). Census Profile, 2016 Census. Retrieved from <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E>
- Stewart, M. (1987). Ten years of inner cities policy. *The Town Planning Review*, 58(2), 129.
- Thomas Edison State University. (2019). Retrieved from <https://www.tesu.edu/about/ir/environmental-scanning>
- United States Census Bureau. (2019). Retrieved from <https://www.census.gov/quickfacts/fact/table/US/PST045218>
- University of Calgary. (2001). The Forks Urban Revitalization Project. Retrieved from: [https://www.ucalgary.ca/ev/designresearch/projects/2001/CEDRO/cedro/cip\\_acupp\\_css/pdf/forks.pdf](https://www.ucalgary.ca/ev/designresearch/projects/2001/CEDRO/cedro/cip_acupp_css/pdf/forks.pdf)
- United Nations. (2017). World Population Prospects: Key findings & advance tables. Retrieved from [https://population.un.org/wpp/Publications/Files/WPP2017\\_KeyFindings.pdf](https://population.un.org/wpp/Publications/Files/WPP2017_KeyFindings.pdf)
- Valiante, M. (2016). In Search of the “Public Interest” in Ontario Planning Decisions. In A. Smit & M. Valiante (Eds.), *Public Interest, Private Property* (1<sup>st</sup> Ed., pp.104-134). Vancouver, BC: UBC Press.
- Wates, N. (2014). *The community planning handbook: How people can shape their cities, towns and villages in any part of the world* (Second ed.). New York, NY: Routledge.
- White, R. (2019, January 26). Oh ya!? Says you! Or, how Calgary’s development system leads to conflict. *CBC News*. Retrieved from <https://www.cbc.ca/news/canada/calgary/arp-richard-white-road-ahead-1.4992905>

## Appendices

### Appendix A

#### Comparison Table of Canadian Cities

<b>Canada</b>					
City	Main Policy Document (as applicable on April, 2019)	Population (2016 Census)	Number of existing local planning documents (~)	Most newly updated community planning document (year)	New Community Plan (local plan) in process
Calgary	Municipal Development Plan (MDP)	1,237,656	270	2019	Yes
Edmonton	<i>The Way We Grow</i> – City of Edmonton’s Municipal Development Plan	932, 546	180	2018	Yes
Vancouver	City Charter	631,486	27	2016	Yes
Victoria	Official Community Plan (2012)	85,795	14	2017	Yes
Winnipeg	<i>OurWinnipeg</i> – City’s Municipal Development Plan (2011)	705,244	35	2014	Yes
Saskatoon	Official Community Plan	246,376	15	2018	No
London	The London Plan (2016)	383,822	34	2012	Yes
Ottawa	The City of Ottawa Official Plan (2003)	934, 243	32	2018	Yes

## Appendix B

## Comparison Table of U.S. Cities

<b>United States</b>					
City	Main Policy Document	Population (2010)	Number of existing local planning policy documents	Most newly updated community planning document (year)	Updated citywide policy in progress? (yes/no)
Phoenix	Phoenix General Plan (2015) <i>PlanPHX</i>	1, 445, 632	90	2017	No (adopted in 2015)
Philadelphia	Philadelphia 2035	1, 526, 006	37	2018	No (adopted 2011)
San Diego	General Plan (2008)	1, 307, 402	50	2016	No (Adopted in 2008)
Dallas	Forward Dallas! Comprehensive Plan (2006)	1,197, 816	23	The 360 Plan (2017)	No
San Jose	Envision San Jose 2040 General Plan	945, 942	22	2017	Yes. 4-year General Plan review cycle.
Jacksonville	2030 Comprehensive Plan	892, 062	19	2016	No
Austin	Imagine Austin Comprehensive Plan	950, 715	56	2018	No
Denver	Comprehensive Plan 2040	600, 518	86	2019	No (adopted in April, 2019)

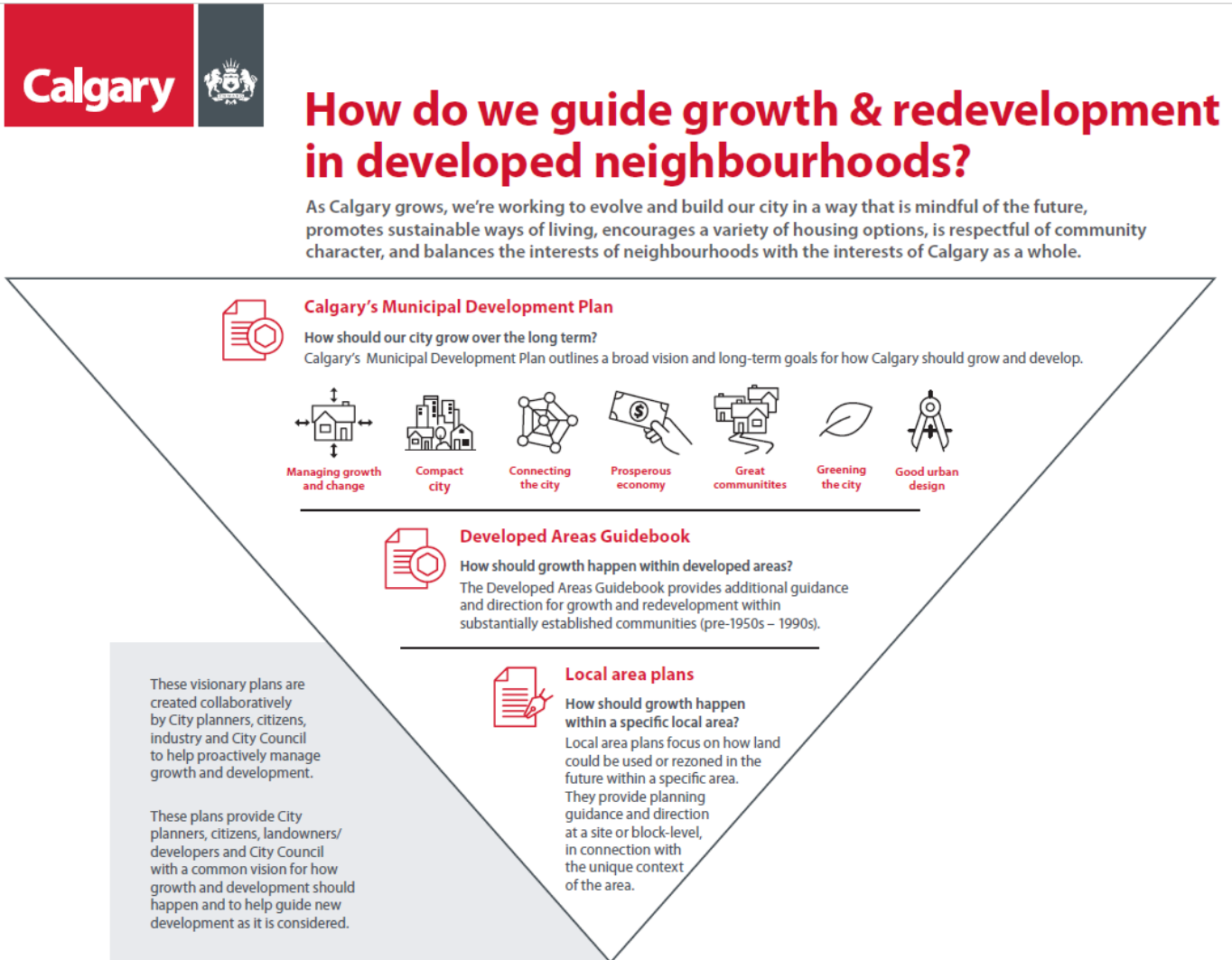
## Appendix C



Source:

[https://calgary.ca/engage/Documents/North%20Hill%20Local%20Growth/Working%20Group/MDP%20Map%20and%20Goals\\_Nov22.pdf](https://calgary.ca/engage/Documents/North%20Hill%20Local%20Growth/Working%20Group/MDP%20Map%20and%20Goals_Nov22.pdf)

## Appendix D



Source:

[https://www.calgary.ca/\\_layouts/cocis/DirectDownload.aspx?target=http%3a%2f%2fcalgary.ca%2fengage%2fDocuments%2fNorth%2520Hill%2520Local%2520Growth%2fWorking%2520Group%2fGuide%2520Growth%2520Handout\\_Nov22.pdf&noredirect=1&sf=1](https://www.calgary.ca/_layouts/cocis/DirectDownload.aspx?target=http%3a%2f%2fcalgary.ca%2fengage%2fDocuments%2fNorth%2520Hill%2520Local%2520Growth%2fWorking%2520Group%2fGuide%2520Growth%2520Handout_Nov22.pdf&noredirect=1&sf=1)