Municipal Measurement:
A jurisdictional scan of performance measures in Official Community Plans in British Columbia

Kathryn Marie Harris, MPA candidate

School of Public Administration

University of Victoria

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Client:	Dr. Thea Vakil, Associate Professor, School of Public Administration, University of Victoria
Supervisor:	Dr. Kim Speers, Assistant Teaching Professor School of Public Administration, University of Victoria
Second Reader:	Dr. Bart Cunningham, Professor School of Public Administration, University of Victoria
Chair:	Dr. James MacGregor, Professor School of Public Administration, University of Victoria

Executive Summary

British Columbia (BC) is Canada's fourth largest province by surface area and the third most populated. Of the 4.5 million residents who reside in BC, approximately 87% live in the 162 officially incorporated municipalities (Local Government Department, *Municipalities*, nd). Of these residents, three million people live in cities, 777,000 live in district municipalities, 87,000 in towns and 44,000 in villages (See Figure 1). The rest of the people live in rural areas, unincorporated municipalities, or other districts (BC Ministry Community, Sport and Cultural Development and Responsible for Translink (MCSCD), 2013). As part of the Official Local Government Act, officially incorporated municipalities are encouraged to develop an Official Community Plan (OCP), as well as an Annual Report. What connections exist between planning, reporting, and these documents? What role does evaluative thinking play in municipal planning?

Objectives and Research Questions

The primary objective of this project is to develop an inventory of metrics in OCPs in British Columbia to determine the level and type of measurement and reporting in municipalities that are incorporated in OCPs, as well as Annual Reports. The way performance and success is conceptualized in each of the communities is cursorily examined to see if there are any trends amongst the municipalities, as well as if there are clear connections between municipal planning and reporting as outlined in the *Local Government Municipalities Act*.

The central research question for this project is:

- What is being measured and reported in Official Community Plans in municipalities across BC?

The sub-questions for this work are:

- What are the different types of municipalities?
- Are there differences between the different types of municipalities related to performance measurement in the OCPs?
- What are the similarities and differences between the performance measures and targets in general?
- What performance measures and targets are in the OCPs?
- Is there information on how the performance measures have been developed?
- What level or type of OCP reporting exists or is proposed by the OCPs and the municipalities?
- How and when is the information publicly available?

Methodology and Methods

Given that the process of reviewing the 162 OCPs in BC is beyond the scope of this report, a sampling strategy was put in place to offer a geographically diverse representation of communities. In this way, a means of stratified sampling allowed for a cross-section of geographies. The eight regions as defined by the BC government were used to ensure adequate representation from all areas (Welcome BC, *The Regions of British Columbia,* 2015). Given the differences in population and geography, these eight regions were then re-amalgamated into four larger macrogeographies. For the purposes of this report, the four northern regions (Cariboo, Nechako, North Coast and Northeast) were treated as one entity (the North), and the Southern Interior (Thompson-Okanagan and Kootenay). This grouping offers a broad cross-section of the province while using stratified sampling to ensure all areas of the province were represented.

Secondly, to offer a diverse selection of sizes of communities, the list of each macrogeographic region was further randomized (using the randomized ordering function in Excel). The first five communities from each region were examined first for the use of measurement in OCPs, and then for their use of related reporting and measurement in their municipal reports, as well as any related reporting documents. During the research phase, it was determined that to get an appropriate cross section of municipality types, that the first district municipality, village, town and city generated in the randomized sorting of the list would be used as the sample for each macroregion, and then one supplementary municipality. This randomizing offered geographically dispersed and diverse sizes of communities to be represented in the sample, with the acknowledgement that the sampling strategy is representative, but is not comprehensive (MCSCD, 2013)**.** Observations on each municipality document were then collected in a large matrix. A comparison between OCPs and ARs were conducted, and overarching themes identified by looking across municipalities, as well as regions and municipal types. Once complete, overarching findings and themes were discussed and synthesized into recommendations.

Findings

An overview of the findings is provided in Section 5.0. It is organized by municipality type (village, town, city and regional district), and then alphabetically, with short summaries provided on the consultative process, design, proposed measurement (if any) in OCPs and annual reports. In section 6.0, commonalities and differences surrounding OCPs are discussed. This begins with section 6.1, on the availability and design of OCPs and ARs; an overviews and discussion on the consultative and creative process of OCPs (section 6.2) and the general themes in relation to structure and content of OCPs (6.3). The following chapter (7.0), delves more deeply into the themes emerging from the analysis, including the intended elements of measurement included in OCPs (7.1); monitoring and reporting included in OCPs (with specific examples provided in section 7.2 by Kitimat's report card, the district of North Vancouver's comprehensive review, and the city of Richmond's ad hoc process. The findings end with a discussion on the utility of metrics included in OCPs and ARs – are they aligned with other planning and reporting documents? How are they integrated or separate from other visioning and planning sessions that may have occurred in the community? How has the planning and reporting process been influenced by external organizations (e.g., the Whistler Center for Sustainability)? This analysis forms the foundation for section 8.0, the Recommendations, where six recommendations around

the accessibility of planning and reporting process to the public; design and implementation of metrics; expectation setting and integration of the municipality within the broader community are put forward.

It was found that despite the guidelines offered by the LGA, there is a wide variety in OCPs and ARs from the municipalities included in the study. Public consultative processes range in content, timing and description, regardless of the size of the municipality in question, however appear to be most robust which done in conjunction with partner organizations or other planning processes. Municipalities which offer timelines illustrating the public consultation process are useful as it allows better understanding of the depth of involvement of the community in the creation of the documents. Documents were all freely available on the internet. Additional efforts to create accessible, clear and engaging plans alleviated the difficulty navigating the documents (which can be lengthy and cumbersome). It is thought that the inclusion of photos as well as diagrams aides in the public interest as well as the understanding and ownership of the documents. There appears to be very limited inclusion of measurement of metrics overall, and most often these obligations were delegated to relevant municipal departments. If measurement plans were included, they were often ambitious, or provided in a separate sub-document. Annual reports offered little commentary (if any) on OCPs and tended to focus on operational highlights and outputs. The next section offers discussion on the included measurement, monitoring and reporting practices as well as the utility of embedding evaluative frameworks into OCPs and ARs.

Analysis of Findings

The analysis, found in section 7, is organized into three subsections: intended measurement; monitoring and reporting and utility and alignment. Section 7.1 (Intended Measurement) looks at (where provided) the types of data indicators included in the evaluation of OCPs and ARs, as well as the links between the intended policy outcomes and the identified indicators. The subsequent section, 7.2 (Monitoring and Reporting) briefly examines the types of data sources, availability and resources required to collect these indicators. The final section (7.3, Utility), looks at the interplay and relationship between the OCPs and ARs, as well as other documents that emerged in relation to the planning and implementation process. This includes three different approaches to OCP reporting drawn from Kitimat, the district of North Vancouver and Richmond. Kitimat uses a condensed "OCP Report Card" with a brief, semi-graphical report card summary of the key OCP goals and measurement. North Vancouver has conducted a comprehensive review of their OCP looking at all the goals and indicators initially identified. Finally, Richmond offers a third alternative: reporting on an ad hoc basis, which allows information from external sources to be distilled and relayed to council and public as it relates to the OCP as it becomes available.

Recommendations

The findings and analysis culminate into six central recommendations for municipalities working to create reporting guidelines for their OCP (found in section 8). The recommendations provided arose from consideration of the limited findings found in the fifty documents reviewed. Broadly, it is first recommended to enhance the accessibility of the guiding documents and annual reports by simplifying the language, including local pictures and increasing the use of graphics and tables to better express key concepts. Secondly, this recommendation is further deepened by streamlining and integrating the underpinning guiding principles found within these

plans, embedding them in the ARs and tying them into strategic planning processes at each municipality. If measurement, monitoring and reporting is to be included, it should be consolidated and broadly tied to the strategic outcomes, rather than being overly specific and complex. Thirdly, it is recommended that clear grievance processes be put in place for the public for when OCPs have not been followed or changed without due diligence given to public consultation. Fourth, it is recommended to scale the scope and objectives of OCPs to the size and capacity of communities to set the up for success. Fifth, it is recommended that municipalities should partner with local organizations to complete the evaluation process, this partnering will be threefold: it will enhance the capacity of all groups involved by leveraging existing resources and augmenting the available networks and capacity for data collection; it will introduce an additional level of objectivity in the evaluations and finally it will enhance existing relationships between the organizations contributing to the overall potential and implementation of the community capacity for constructive, meaningful growth. Finally, it is suggested that future research be done to examine the connections between strategic planning, OCPs and Annual Reports, to explore the juxtaposition between political and public participatory planning processes.

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I would like to thank my tireless supervisor Dr. Kim Speers, for her support throughout this process, as well as my client, Dr. Thea Vakil for her support, and the School of Public Administration at the University of Victoria.

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1.0 Introduction

This introductory chapter is organized in four brief sections to orient the reader broadly to the purpose and organization of this report. The sections are context; research question and project objectives; client; and an overview of the organization of this report.

1.1 Context

Located on the west coast of Canada, British Columbia (BC) is Canada's fourth largest province by surface area and the third most populated. The terrain is varied: mountains cover 75% of the land and outside of the major population centers, towns and villages are sparsely dispersed and populated (Welcome BC, nd). The majority of the population, live in the southwest corner of the mainland (see Chart 1) (BC Ministry Community, Sport and Cultural Development and Responsible for Translink (MCSCD), 2013).

Of the 4.5 million residents who reside in BC, approximately 87% live in the 162 officially incorporated municipalities (Local Government Department, *Municipalities*, nd). Of these residents, three million people live in cities, 777,000 live in district municipalities, 87,000 in towns and 44,000 in villages (See Figure 1). The rest of the people live in rural areas, unincorporated municipalities, Resorts, and Island or Indian Government Districts (BC Ministry Community, Sport and Cultural Development and Responsible for Translink (MCSCD), 2013).

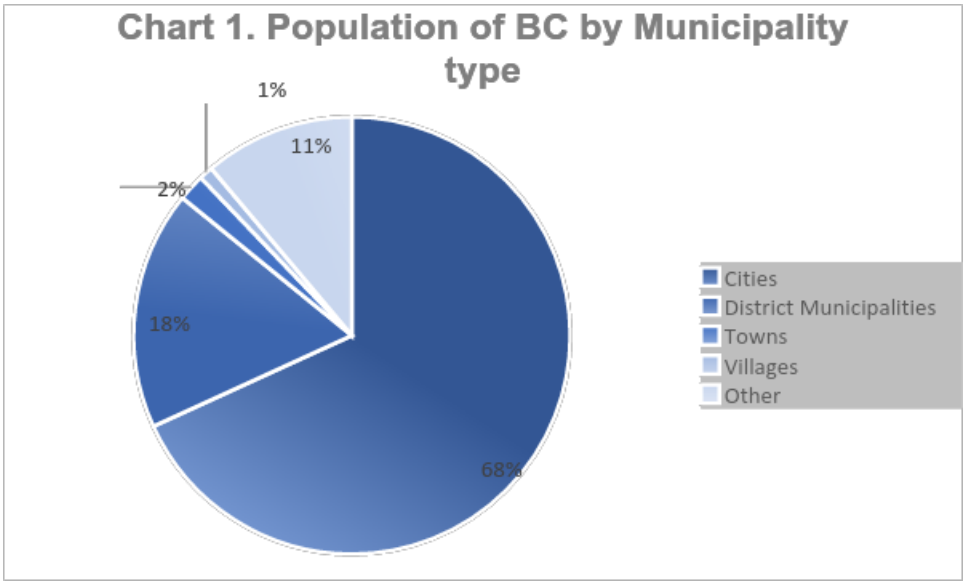


Figure 1. Population of BC by Municipality Type

As stated by the BC Ministry of Community, Sport and Cultural Development, Official Community Plans (OCPs) are used as the backbone of municipal planning in BC for all incorporated municipalities, and that the use of measurement and transparency can be used to hold governments and planners accountable for their decision-making and actions (MCSCD, 2015a). Although the development of OCPs is not mandatory, they are encouraged to offer a guiding direction to municipalities in their planning decisions. All municipalities consulted in the

work of this project have developed an OCP, are any of these municipalities assessing their plan's utility or effectiveness? Additionally, municipalities are required to report annually on their finances and objectives. Since the enactment of both the BC *Local Government Act* and the *Community Charter*, questions have been raised surrounding the utility of visioning and policy without clear assessment and objectives; however, to date, limited practical analysis has been done in this area pertinent to the local governments in BC (MCSCD, 2015b). In other words, plans are being developed but little attention has been given to what is being measured in the plans, if anything is being measured at all, and to what extent the measures are being reported on. In other words, how success is being defined by the plans via the measures and targets and how each of the municipalities knows when success is achieved remains unknown.

To develop a better understanding of the metrics that are in OCPs in BC, it was proposed by the client that as a starting point, the best path forward would be to conduct an exploratory analysis of numerous OCPs from across BC for all types of municipalities to develop a foundation of knowledge. Given this direction, this analysis examines which municipalities, if any, incorporates measurement into their OCPs and if measurement is incorporated into an OCP, which elements of measurement were present, and how were they being captured and reported, if at all. Better understanding of the potential to integrate measurement within OCPs is deepened through a literature review that examines the scholarly literature on performance measurement and planning in government and specific to this project, local government.

It should be noted that in addition to OCPs, many municipalities also have implemented strategic plans. It was determined that strategic plans would be out of scope for this work, as there are no clear requirements or recommendations for municipalities to develop strategic plans within the *Local Government Act.* These strategic plans generally seem to be developed by councils, as a politically driven business plan, and without the deep degree of public consultation as required in the development of OCPs. Given the scope of this project, and the potential for a lack of consistency in strategic plans, they have not been included in the scope of this project.

1.2 Research Questions and Project Objectives

The primary objective of this project is to develop an inventory of metrics in Official Community Plans in British Columbia to determine the level and type of measurement and reporting in municipalities. Related, the client is also interested in how performance and success is conceptualized in each of the communities and if there are any trends amongst the municipalities.

The central research question for this project is:

- What is being measured and reported in Official Community Plans in municipalities across BC?

The sub-questions for this work are:

- What are the different types of municipalities?

- Are there differences between the different types of municipalities related to performance measurement in the OCPs?
- What are the similarities and differences between the performance measures and targets in general?
- What performance measures and targets are in the OCPs?
- Is there information on how the performance measures have been developed?
- What level or type of OCP reporting exists or is proposed by the OCPs and the municipalities?
- How and when is the information publicly available?

1.3 The Client

Dr. Thea Vakil, an Associate Professor within the School of Public Administration at the University of Victoria is the client for this Master's Project.

Based on this work, it is expected the researcher, the client, and BC municipalities will develop a deeper understanding of the use of measurement and reporting in community planning in BC. In tandem with the literature review, this analysis will contribute to the use of measurement and reporting in future OCPs and address their potential and limitations in future planning efforts. In completing this work, it is anticipated that the client will gain a better understanding of the current municipal situation in BC as well as the capacity to move the planning and evaluation discussions forward that are grounded in local practices and smart practices in general.

1.4 Organization of Report

This report is organized into seven primary chapters. The Introductory Chapter (1.0) provides context and a brief background, introducing the research question and client objectives. The Background Chapter (2.0) offers background on the different types of municipalities in BC (2.1), what, when and why OCPs came into place (2.2), the history and purpose of annual municipal reporting, and other types of reports and planning documents (2.3). This background is then followed by the Literature Review Chapter (3.0), which offers a survey of relevant related literature related to planning and performance measurement in government (sections 3.2 and 3.3), public reporting in municipal government (3.4) and literature on official community plans (3.5). Chapter 3 also introduces the conceptual framework (3.6) which supports the research. The Methodology and Methods chapter (section 4.0) offers a record of the research design which is a content analysis approach. The sampling approach divides BC into four large macrogeographies (northern, southern interior, lower mainland and Vancouver Island) and provides targeted randomized sampling (including a minimum of one village, town, city and regional district from each geographic region). The chapter ends by explaining the approach to data analysis (section 4.3) as well as outlining the limitations and delimitations of the report.

Section 5.0 provides an overview of the findings. It is organized by municipality type (village, town, city and regional district), and then alphabetically, with short summaries provided

on the consultative process, design, proposed measurement (if any) in OCPs and annual reports. In section 6.0, commonalities and differences surrounding OCPs are discussed. This begins with section 6.1, on the availability and design of OCPs and ARs; an overviews and discussion on the consultative and creative process of OCPs (section 6.2) and the general themes in relation to structure and content of OCPs (6.3). The following chapter (7.0), delves more deeply into the themes emerging from the analysis, including the intended elements of measurement included in OCPs (7.1); monitoring and reporting included in OCPs (with specific examples provided by Kitimat's report card, the district of North Vancouver's comprehensive review, and the city of Richmond's ad hoc process. This section ends with a discussion on the utility of metrics included in OCPs and ARs – are they aligned with other planning and reporting documents? How are they integrated or separate from other visioning and planning sessions that may have occurred in the community? How has the planning and reporting process been influenced by external organizations (e.g., the Whistler Center for Sustainability)? This analysis forms the foundation for section 8.0, the Recommendations, where three recommendations around the accessibility of planning and reporting process to the public; design and implementation of metrics; and expectation setting and integration of the municipality within the broader community are put forward. The ninth and final section of the report summarizes the document with a brief conclusion. References are cited in APA format and are provided at the end of this report.

2.0 Background

This chapter offers crucial background on the types and distribution of officially incorporated municipalities in BC (Section 2.1). This is followed by a brief overview of the origin and purpose of Official Community Plans in BC (2.2), and ends with a brief overview of public municipal reporting and annual reporting in BC (2.3). This contextual information will provide the background for the research.

2.1 Types of Municipalities

Municipalities in British Columbia are governed under the legislation provided by *the BC Community Charter* (2003) and the *BC Local Government Act* (1996). According to population and land density, municipalities can be incorporated in one of four ways:

- villages (for populations under 2500);
- towns (for populations between 2500 and 5000); and
- cities (if the population is greater than 5000); or
- district municipalities, if the density is less than 5 persons per hectare in a land area of greater than 800 hectares (*BC Local Government Act*, 1996, Part 2 Section 17).

Once incorporated, the municipality becomes bound by the legislation, which outlines the rights and responsibilities that municipalities have under incorporation, specifically under the areas of: municipal-provincial relations (including dispute resolution processes), broad powers (autonomous 'spheres' of municipal regulation, including: public places, trees, services, facilities related to the dead, etc.), and responsibilities (including the provision of necessary services, unions with other municipalities and regulation and licensing). One of these responsibilities is to provide an Official Community Plan or OCP for either the municipality or regional district (BC Local Government Act Section 875). It should be noted that regional districts also have a planning process; however, their process is beyond the scope of this report. To be clear, the types of municipalities that will be assessed in this report are villages, towns, cities and district municipalities. Figure 2, provided on the following page, illustrates the 162 BC municipalities by type. It should be noted that this report offers a sampling which focuses on the majority of municipalities, offering a sampling of district municipalities, cities, villages, and towns. The sampling strategy is described in detail in Section 4.0.

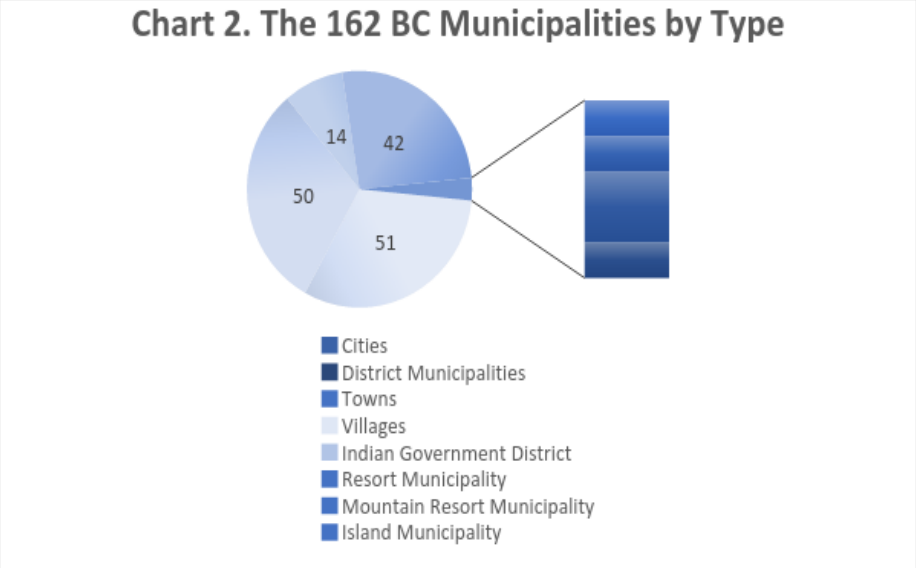


Figure 2. The 162 BC Municipalities by Type

2.2 Official Community Plans

The system of regional planning in BC was largely hierarchical until 1983, however these practices were abolished in 1983. Much discussion and re-visiting of regional planning was had in the late 80s until legislation was introduced informally in the mid 90s (BC Ministry of Community, Sport and Development, 2006, p.2). With the rise of managerial practices in the early 1990s, municipalities have become increasingly focused on developing strategic plans (Plant, 2006, p.33). Generally, these strategic plans are developed to support strategic goals as identified through an environmental scan. They are generally publically available, and aid in sculpting the actions and priorities of council. In larger municipalities with more resources and municipal staff, operating plans for individual departments are also often introduced. There may or may not be clear links between strategic planning and OCPs, however there are often clear links between strategic planning and Annual Reports.

Formally, Regional Growth Strategies have been encouraged by legislation in BC since 1995 (Boyle, 2011). In spite of a lack of strong regional government presence, and therein a lack of a strong ability to enforce these regional planning techniques, it has been thought this could provide guidance to entice densification, economic development and combat sprawl. In Boyle's article, much of this rationale is drawn from the tensions between economic and municipal growth alongside environmental sustainability and quality of life. Voluntary growth management in BC began in the 1970s, and are supported by the OCPs. The *Local Government Act* uses the principles outlined in the Reform process of the *Municipal Act* to form the groundwork to legislate OCPs, which came into force in 2001, including public consultation, requirements and suggestions. Annual Reports were legislated in the *Community Charter* (progress reports) in 2004 and have a series of requirements (including financial information) as well as suggestions for municipalities in terms of design and metrics (Ministry of Community, Aboriginal and Women's Services, 2003, p. 5).

The *BC Local Government Act* outlines mandatory criteria for inclusion in every OCP. This criteria includes:

- the approximate location, amount, type, and density of residential development required to meet anticipated housing needs over a period of at least 5 years;
- the approximate location, amount, and type of present and proposed commercial, industrial, institutional, agricultural, recreational, and public utility land uses;
- the approximate location and area of sand and gravel deposits that are suitable for future sand and gravel extraction;
- restrictions on the use of land that is subject to hazardous conditions or that is environmentally sensitive to development;
- the approximate location and phasing of any major road, sewer, and water systems;
- the approximate location and type of present and proposed public facilities, including schools, parks and waste treatment and disposal sites;
- housing policies with respect to affordable, rental, and special needs housing;
- targets for the reduction of greenhouse gas emissions in the area; and
- policies and actions for achieving those targets.

The Act also allows for some degree of flexibility with OCPs to permit each community to adapt their plans to their unique community needs, as well as to determine the depth and timespan most appropriate for their OCP. The Act dictates that OCPs must outline their policies and projections for a minimum of 5 years; however, no maximum timespan is identified. The OCP also helps a community align with its purpose and goals referred to in section 849 [regional growth strategy goals].

Moreover, OCPs provide a community the opportunity to state "its long-term vision for the future. It describes the kind of community that the municipality wishes to evolve into [and] establishes a broad vision with supporting goals and objectives." (City of North Vancouver, 2002). The OCP is adapted by Bylaw, following Public Consultation and a Public Hearing. Once adopted, the OCP provides some degree of certainty and alignment for the future but does not directly authorize or commit to the implementation of any of the items in the OCP. There is also an understanding that there will be some degree of flexibility to adapt to changing community needs over time (City of North Vancouver, 2002). OCPs are not mandatory for municipalities, however they are strongly encouraged, and if developed, have mandatory criteria that must be included in the document, as well as mandatory public consultation. It should be noted that all municipalities examined in the creation of this report had developed an OCP. As previously noted, this robust outline of mandatory criteria and development of OCPs is part of the client's interest in using OCPs as a comparator document instead of strategic plans.

2.3 Annual Municipal Reporting

Municipalities are also obligated to provide an annual report, which may include "a statement of municipal objectives, and measures that will be used to determine progress respecting those objectives, for the current and next year" as outlined in Part 4 Division 5 of *the Community Charter* (BC Laws, Community Charter Part 4 Division 5, 2003). Although this

report does not bind the municipalities for reporting on the outcomes of their OCPs, the capacity to include metrics and measurement in these annual reports exists.

To date, there are 162 officially incorporated municipalities in the province: 51 cities, 50 district municipalities, 14 towns and 42 villages, as well as two mountain resort municipalities, one resort municipality, one island municipality and an Indian government district (Chart 2) (MCSCD, 2013).

3.0 Literature Review

3.1 Introduction

This section of the report contains the literature review, which offers background on the planning and performance measurement in local government. This introductory section of the chapter is divided into two subsections, methodology and format of the literature review, and then section 3.1.2, an overview structure of the chapter.

3.1.1 Purpose and approach to the literature search

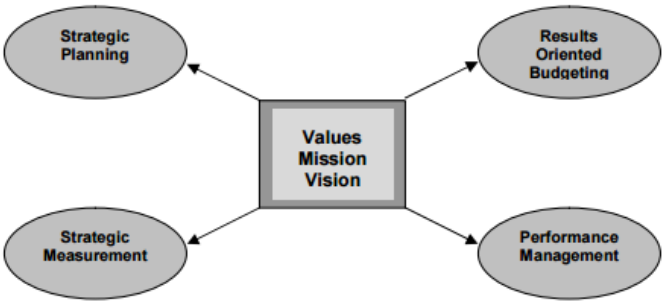
The purpose of the literature review is threefold: to identify pre-existing research and gaps that exist in this area, to identify major themes and trends of the literature, and finally to inform and develop the conceptual framework and the design of the study, through looking at past work. This literature review was conducted primarily through using the online catalogue of the UVic library, and related search terms were used in combination, including: "evaluation," "official community plans," "urban planning," "measurement," "metrics," "performance monitoring," and "performance measurement." The book *The Iron Cage Recreated,* an extensive review of performance evaluation in New Zealand was consulted, as well as several related previously completed related Masters Projects from the University of Victoria. Authors that featured prominently, or were referenced in multiple texts were also searched individually, to ensure related research was not missed. Similarly, texts and researchers that initially consulted articles identified as prominent were consulted first hand.

3.1.2 Structure of the chapter

It should be noted that the scope of this report is intended to be limited to measurement and evaluation as it relates to Official Community Plans. However, given the links to strategic planning often included in the annual reports, a cursory look at planning in municipal government has been included in the literature review, as section 3.2. This is followed by 3.3 Measurement in Municipal government, as well as section 3.4 Public Reporting in Municipal Government. This sub-section is further divided into three key parts: 3.4.1 Indicator Choice and Development, 3.4.2 Leveraging Evaluation Findings and 3.4.3 Public Perception of Performance. General related literature on OCPs in BC is provided in section 3.5. The conceptual framework for the study is provided in section 3.6, and brief conclusions of the information provided in the literature review ends the chapter in section 3.7. It is felt that the order from planning to measurement, to reporting provides a good general overview of the literature, while section 3.5 offers a look at what related research has been completed to date on OCPs in the province. Based upon this previously completed work, the conceptual framework and initial conclusions are offered on top.

3.2 Planning in Municipal Government

As discussed in section 2.3, municipal planning itself is not the focus of this report, however it is an important tenet to consider in relation to annual reporting, as well as performance management, as it should all be informed by the overarching values, mission and vision of an organization (or municipal government) (Posters and Streib, 1999).



Source: Posters and Streib, 1999

There is research surrounding the utility of community planning, as summarized by Allmendinger and Haughten (as quoted in Holden, 2012, p.311): "the informal plans, processes, and strategies put in place by flexible groups of actors at the local scale of governance as not only "glue to a fragmented governance system" but also "a congestant." Indeed, it has been in the process of "answering the call for a more visible, rapid, locally strategic implementation of spatial plans," that have hindered the diversity and the work of local community groups practicing governance. Holden (as quoted in Verma, 1996, pp. 315-6) notes that when planning "impos[es] excessively structured and functional relationships" it can limit "local innovation," and suggests turning to theory can "[offer] some directions for understanding the possibilities, particularly in the realm of the ongoing struggle and debate over the role and position of rationality in planning."

Most research emerged in the last 20 years as community planning and municipal governments shift towards a more entrepreneurial and corporately driven culture. Beyond Canada, much of the literature comes from the United States and New Zealand. "One of the most appealing ideas of our century is the notion that science can be put to work to provide solutions to social problems" (Edward Suchman, as quoted in Patton, 2015, p. 1). Planning would offer one angle of how introducing an analytical approach to organic community growth may prove fruitful.

Some of this work has examined the spread of business management into the public service. As summarized in a 2006 comparison of public management practices emerging from New Zealand and Singapore, though varied, "managerialist or new public management reforms" have spread internationally. Key elements of those reforms include: target setting and performance measurement and a shift from bureaucratic procedures of development towards "the adoption of output or results-based budgeting; the devolution of management control…; and the disaggregation of large bureaucratic structures. Especially through the separation of commercial and non-commercial activities and of policy advice from policy implementation." (Jones, 2006, p. 110) These practices are underpinned by agency theory (that the delivery of services is contractual and exchanged for reward) and also transaction cost theory (that the provision of goods and services in a way to minimize transaction costs creates a system of maximum efficiency that can drive outputs and effectiveness) (Jones,2006, p. 110).

The broad shift towards managerialist culture in public organizations helps to explain the rising acceptance and reliance on planning as an integral part of governance.

3.3 Performance Measurement in Government

There is some degree of debate surrounding the utility in the emergence of metrics and measurement in accountability and implementation in public governance (McDavid and Huse, 2012, p.8). There is concern that municipalities lack the expertise and resources necessary to conduct thorough, relevant evaluations; however, there is also a general sense that "without a powerful incentive, spatial policies will not be implemented… we need to ask how they will inform future decisions." (Logan and Molotch as quoted in Waldner, 2009).

Mark Seasons, a Canadian scholar who has conducted much work in the field, suggests that although "municipal governments are relative newcomers to monitoring and evaluation," regular and consistent use of monitoring and evaluation processes could provide the teeth and traction necessary to push these planning processes forward (Seasons, 2003, p. 430). Seasons summarized that several of the key obstacles emerging when applying monitoring and evaluation into the city context includes:

- political, institutional and organizational contexts, and the ability to tailor evaluation to account for those nuances and dynamic cultures;
- the necessity to identify clear goals and inputs with strong links to the intended outputs and outcomes;
- growing the use of monitoring and evaluation by targeting smaller, more manageable projects for evaluation first;
- distinguishing between monitoring and evaluation and the potential outcomes of each;--
- finding an appropriate balance of quantitative and qualitative indicators;
- adapting monitoring and evaluation to resource capacity; and
- marketing monitoring and evaluation by emphasizing its utility in decision making and policy development.

Ultimately, Seasons concludes that the utility of an evaluation may stem in part from creating a cultural shift around evaluation by developing a broader understanding of what evaluation can accomplish. Seasons is ultimately perplexed by the underuse of evaluation in planning, given the number of available resources to Canadian and American planners.

3.3.1 Relevancy of evaluation findings

Given the amount of resources and influence evaluations can have, as well as to the extent they draw on and can influence front-line workers and communities, resonating design, rigor and relevancy are all intertwined.

Jones is critical of the current practices, noting that there are shortcomings in measurement and interpretation, as well as relative accuracy, attribution and balance in the range of indicators. Jones also notes the detrimental effects of performance measurement upon the job roles, work load and attitudes of public servants (Jones, 2000, pp. 116 and 124). Though Jones still notes that while there are "limited use as measures of output quantity" measurement still can provide "valuable statements of intention and direction." (p.125). It allows managers to have a more focused understanding of the work they undertake, levels of performance expected to achieve, and detailed information on what has been achieved: which increases accountability and transparency. However, drawbacks include misleading results, when attempts are made to

measure non-commensurable activities, especially if measurement entails quantification and the lack of comprehensive and informative outcome assessment.

In light of these, evaluation in the public sector needs fine-tuning to increase the comprehensive measures and specificity, as well as attributable outcomes. Jones suggests instead to focus on service specific output quality and cost efficiency measures, through reducing the overall number of measures. Outcome measurements are essential, but as they are not be exclusively attributable to a department or programme, it may be more relevant to conduct evaluation and analysis of these outcomes on a broader scale which will provide more robust analysis on how all pieces of the system are working together (Jones, 2000, p. 131).

After the publication of Jones' paper, *The Iron Cage Recreated* was completed (2011), which broadly examines the exhaustive performance management system that has been put in place in New Zealand. Gill's work included a comprehensive sampling of 65 percent of New Zealand's public servants (over 1,700 people), as well as in-depth case studies of several programs.
As Dr. Jim McDavid explains these policies and practices are now primarily used to control the public bureaucracies (McDavid, 2011, p. 598):

> Results-focused management is…expected to reduce the emphasis that bureaucracies place on rules and process…One mechanism for doing this was to refocus bureaucracies on achieving outcomes and constructing incentives that would align manager behaviour with managing for results. Critical to those incentives was an assumption that managing for results would be accompanied by a willingness to decentralize bureaucracies – managers would be able to control inputs and processes sufficiently well that they could be held accountable for improving the efficiency and effectiveness of their organizations" (McDavid, 2011, p. 599).

In the early 1990s it was determined that "each organization would specify its goals (in terms of outputs and processes), and the primary function of managers then would be to work on achieving these measured goals (Gill, 2011, p. 413)." However, these identified outputs and outcomes vary, depending on the role of the person defining it, and as noted by Gill, "the further you are from head office" (p. 426). Gill refers to this as the 'cognitive divide' between front line managers and high senior officers, as local managers are more influenced by views and opinions of the local culture. Strategy-makers and senior analysts do not fully understand the reality of the work on the ground, whereas similarly senior managers: "argue that front-line workers don't have interest in wider goals of the organization…don't want to know all the 'outputs and inputs and reporting and stuff' as described by one department of conservation officer (p.427).

From the non-profit sector, it has been suggested that while individual evaluations may not be extremely effective in developing accountability or clear insight on functionality and effectiveness, comparative evaluation can foster inter-agency learning, promote collaboration and systemic impacts when multiple agents are working on the same issue (Lynch-Cerullo and Cooney, 2011, pp. 372-3).

These studies have highlighted the need for relevant and cross-cutting metrics between departments and across areas to develop accountability and connection for those engaged in evaluation to see the connection and value of participating in studies. By narrowing in on

elements that resonate with front-line workers as well as management, there stands a better chance for evaluations to be completed in a meaningful and constructive way.

3.4 Public Reporting in Municipal Government

3.4.1 Public perception of performance

Formal performance measurement in New Zealand is labour and research intensive, and staff frequently see them as compliance requirements rather the essentials of performance, "box-ticking compliance that diverts staff away from more important tasks (Gill, 2011, p.429)." In part, perhaps this can be attributed to management practices as "publicly perceived failures had a deep impact on operational practices" (p. 434) and result in employees forced to "game information they are required to provide about their performance (p.429)." One response, especially to the media backlash which often surfaces from "negative" evaluations: "is to tighten up on procedures and to control media access to the department… essentially defensive responses will reduce the effectiveness of the organization to by discouraging experimentation and risk-taking and blunting its ability to understand and respond to its stakeholders" (p. 435). This surfaces a broader issue of the public relationship to government, triangulated with the political implications of the governing body. As McDavid summarizes in his review of *The Iron Cage:*

> Rarely are incentive structures changed to reward innovation, risk-taking, and efficiency and effectiveness improvements. The end result is that performance management regimes do not transform … Instead, they are layered on top. Elected decision-makers seem to want it this way: the evidence for the extent and ways that performance results are actually used by elected decision-makers (in New Zealand and elsewhere) suggests that for the most part performance reports languish and they do not have the storied impacts on decisions that were predicated on the implementation of these regimes (McDavid and Huse, 2011 as cited in McDavid, 2011, p. 600)

Ultimately research is inconclusive about the value of evaluation practices in government and social fields. However, there is consensus that the importance of establishing clear links between outputs and outcomes is necessary – appropriate goal setting is pivotal. Michael Quinn Patton notes on the utility of evaluation that: "use of evaluation will occur in direct proportion to its power-enhancing capability…The power of evaluation varies directly with the degree to which the findings reduce the uncertainty of action for specific stakeholders." (Patton, 2015). If evaluation findings are explicit and precise in their relevance to governance, they can offer powerful direction and feedback to decision makers as well as the public on the effectiveness and efficiency of their government systems. This power is magnified by quality of evaluation process and quality of evaluation product, which are further interlinked (Hawkins, 2010, p. 30). This in turn is often the quality of the relationship between evaluators and their clients."

From the non-profit and social development sector, which has also noted an increase in business management techniques (Lynch-Cerullo and Cooney, pp. 367-8) it has been noted the value of conducting evaluation, beyond accountability, is rather to offer insight into understanding the impacts of programs, from "basic to sophisticated" (p. 370). The feedback allows managers to "discern which aspects of the program are working and which are not, allowing for both adjustments in strategy and refinement of the theory of change." (p.371). It is

noted that often in defining the matrix by which evaluation will take place is valuable, as the intense amount of "discussion amongst key stakeholders …results in a high degree of clarity as to a program's purpose and expected outcomes" (Lampkin et al., 2006; Mulvaney et al., 2006; Poertner, Moore, & McDonald, 2008; Smith, 2010, as quoted in Lynch-Cerullo and Cooney, p.371). Non-profit managers selecting measures for new programs are advised to seek a limited number of central core indicators, and refine those metrics currently being collected by eliminating those that do not directly contribute to decision making processes, as well as creating cost estimates for each measure (Lynch-Cerullo and Cooney, p. 381).

3.4.2 Indicator choice and development: Data access and assessing outputs

New Zealand, which has legislated governmental evaluation in place, recently was the subject of a publication of an overview of measurement and its effects: The Iron Cage Recreated: Performance Measurement of State Organizations in New Zealand (Gill, 2011), as well as an earlier comparative study between New Zealand and Singapore (Jones, 2000). It was noted that Singapore's "budgeting for results initiative" was similar to the changes reflected in New Zealand's 1994 Public Finance Act Amendment: "to encourage managerial initiative and to promote the import of the techniques and ethos of business management into the public sector." (Hu as quoted in Jones, 2000, p. 109). The study outlines the measures New Zealand and Singapore have designed for:

- outputs (quantity or volume, e.g., number of students attending school - which in Singapore are offered as ratios to reflect the rapid population growth);
- quality of outputs (often this is reflective of timeliness, or a percentage completed by a target timeline);
- efficiency (e.g., cost per student, or a percentage of operating costs, cost recovery); and
- outcomes (or effectiveness) (Jones, 2000, pp.114-7).

Ultimately, Jones concludes the necessity for organizations to look at goals – which often require collection of an extensive range of data on social and economic conditions with a policy that through its outputs is intended to address. "Outcome assessment, however is perhaps the most difficult aspect of performance measurement since outcomes are not easily commensurable and may be influenced by other factors outside the control of a department whilst the process of measurement often involves gathering and analysing a large volume of data" (Jones, 2000, p.117). It is postulated that this can be mitigated by more large scale objective evaluations of Strategic Result Areas (SRAs) and also Key Result Areas (KRAs) (Jones, 2000, pp. 118-9). In both countries it was noted that this balance (between output and outcome indicators) is weak, and is reflected in the wide range of outputs that are built in performance and purchase agreements. This undue focus and effort on outputs may not be necessary or worthwhile (e.g., can be a waste of resources) and can be as a result of a lack of outcome measurement. This can result in the desires to accomplish or exceed targets without consideration of ultimate benefits, leaving targets to become ends in themselves (Jones, 2000, pp. 128-9). Gill noted in his book (2011) that "if the heavy volume of work [performance monitoring] seems to demand distracts attention from the ongoing development of outcome monitoring inside departments… it may reinforce the sense throughout the state sector that 'performance' is defined primarily in terms of outputs and process" (Gill, 2011, pp. 461-2) rather than overarching organizational goals, which distances staff from the essence of what they are attempting to evaluate.

In terms of public reporting, it should also be noted that there may be:

> [a] paradox at the core of the public performance reporting movement: public reporting of targeted performance measures, although it may improve symbolic accountability, undermines the usefulness of the reported performance information for performance management (McDavid and Huse, 2011, p. 7).

One early paper examining the use of performance monitoring on transportation programs in the US noted that: "effective performance measures must be based on realistic and reasonably attainable data that demonstrate that the plan is being implemented and having a positive effect" (Abbott et al., p. 91). As further described, although there is a hunger for simple measures, simplifying those measures should not be extensively emphasized, as they may not be correlated, for example, reduced costs may not be symptomatic of an increase in efficiency, but instead reflect a product of circumstance – for example, a reduced spending in fire-fighting might be indicative of a wet summer rather than increased efficiencies (p. 91):

> numerical measures that involve quota like standards are avoided because they can often evoke negative responses and may lead to crisis catering, increased measurement, micromanaging, or blame assignment rather than long-term improvement. For some numerical measures, quotas could be reached without creating any real improvement to outputs or outcomes. Instead, long-range plan measurements are related to outputs achieved by the efforts of many individuals and individual decisions. (p. 92)

Abbott's paper notes the difficulty of focusing solely on outputs. In a public agency the system is complex: the use of outputs is challenging as a number of inputs can influence a single output, and similarly the reverse: a single input can influence a number of outputs. Instead it is suggested to develop performance measurement outcomes, which are generated from more than one policy (Abbott et al., p. 91). "To be consistent and meaningful, the performance measures must monitor goals, objectives, strategies, policies, and actions of an overarching policy plan (…) the link is made when the outcome performance measures directly reflect on the plan goals and strategies." (p. 95)

3.4.3 Leveraging evaluation findings

As demonstrated through the example in New Zealand, "politicians make little use of performance information presented to them (…) compared to the assumptions made about them in management theory." (Gill, p.468) It was found through Gill's study that it is based on outputs: yielding control and accountability through compliance and reporting, leaving "core elements of the existing system getting in the road of developments." (Gill, pp. 468-9) Lynch-Cerullo and Cooney suggest that "effective leadership is one of the most important factors in establishing a culture conducive to measurement" and that:

> the goal is to create a learning organization typified by managers "willing to share their own mistakes, reward good ideas, encourage staff to hold each other responsible, and lend support to one another in their learning endeavors" (…) management and staff that can "think evaluatively" or "weigh evidence, consider contradictions and inconsistencies, articulate values, and examine assumptions. (Lynch-Cerullo and Cooney, p.379)

If appropriately designed, incentives for individuals and organizations can encourage effective and efficient performance. For example: budget carry-forwards for organizations able to improve efficiency year over year. Another important shift in relevancy is transitioning from target-achievement to performance improvement, facilitating cross-collaboration between departments and framing outcomes for the government. The final suggestion is "to reframe the political contest by taking performance management out between contending parties. An independent body would consult widely, frame key outcomes, develop performance measures and report progress" (McDavid, 2011, p. 601).

3.5 Literature on Official Community Plans

There is little to no information on the degree to which OCPs are actually implemented, or how meaningful they can work towards community goals (Stevens, 2013, p. 484). This may be in part due to their relatively 'recent' introduction into the LGMA legislation in 1996. Official Community Plans (OCPs) can be resource intensive products to produce. Within the province of BC, two major reviews have been done on Official Community Plans. Much of this work has been completed by Mark Stevens at the School of Community and Regional Planning at the University of British Columbia. Two of his recent reviews of note include his examination of 40 OCPs in the lower mainland (Stevens, 2013) and another review of the integration of climate change targets and policies and into 39 OCPs in BC (Baynham & Stevens, 2014).

In the introduction to his 2013 study, Stevens notes that his work is the first of its kind in Canada. There have been approximately 40 studies evaluating the integrity of community plans in the United States, but at the time of this report, only two completed in Canada. In the conclusion to the 2013 study, Stevens notes:

> [OCPs] lack of emphasis on implementation and monitoring, however, casts doubt on the extent to which the goals are likely to be achieved…the fact that so few of the plans contain critical features that foster successful implementation is clear grounds for concern. Plans that are not implemented are destined to simply "gather dust on government shelves" (Burby 2003). If planning is the process by which knowledge is converted into action (Friedmann 1987), then the adoption of a plan that contains knowledge but is not acted upon does not constitute planning, but rather a ritualistic exercise that at best has little impact on a community's future and at worst gives planning a bad name by causing it to look weak and ineffectual. (p. 484)

There is grounds that disconnect between the potential and the ability of OCPs to create change is "committing the resources to ensure we get there." (Stevens, 2013, p. 484).

3.6 Conceptual Framework

Based on the literature, there has been mixed evidence on the utility and practice of evaluation in municipal government. Largely, the uptick in popularity has been attributed to the rise in managerial practices in public and non-profit organizations. The conceptual framework for this project is based on Stevens research methodology, and the concepts that will be analyzed will be drawn from the legislative requirements and suggestions in the *Local Governments and Municipalities Act.* The design and rationale are discussed further in Section 4.0, Methodology.

3.7 Summary

Broadly, the shift towards managerialist culture and practices in non-profit and government sectors has contributed to rise of results-based planning, performance monitoring and evaluation. Municipal governments are relative newcomers to evaluation and the potential evaluation has to leverage change. Similarly, there will also be a learning curve to develop relevant and timely metrics and evaluation strategies that will be well suited to municipal government. This may be best suited by introducing evaluation gradually, with smaller projects, or by focusing on cross-cutting high level measures that resonate and tie clearly into strategic goals.

As demonstrated by the extensive work in New Zealand, having appropriate metrics is key to ensuring buy-in by the stakeholders most likely to be executing the programs. If evaluation is too high level and conceptual, it will be difficult for front line staff and communities to connect with the meanings behind the identified targets and assessment angles. There is conflicting schools of thought on the relevancy and utility on reporting as it relates to accountability. Too strong a focus on the political use of goals, measurement and metrics, and the utility of performance measurement and evaluation is diluted, as it becomes a political issue.

Similarly, goals that are too broad, or too far removed from targets (e.g., high-level outcomes that may be the resulting work of several programs) are not reflective of impact, while outputs or outcomes that are too minute may be too difficult for the public to understand. A broader shift to an evaluative culture, where disclosure of mistakes and risk taking is rewarded would prove to be a more constructive process, rather than focusing on the achievement of outcomes or goals themselves.

It is hoped that the findings of the OCP analysis of OCPs will lend insight into the current states of performance monitoring and reporting practices in municipalities across BC, and that these findings from the current practices internationally may support some of the key findings and recommendations from the analysis.

4.0 Methodology and Methods

4.1 Research Design

Given that in terms of evaluating OCPs "our understanding of plan development is weak… Much work remains, both in theoretical and methodological development, and in empirical evaluation" (Talen, 1996, p. 80), this work will be best answered by a content analysis approach, which will be informed by a primary document review that will help form the basis of the matrix for analysis. This will provide a two pronged approach, supplementing primary analysis with work has already been completed in the field. Based on the expectations and deliverables of the project client, an ethics review will not be necessary, as all information and research pertinent to this report will stem from publicly obtainable sources.

4.2 Sampling Approach

Given that the process of reviewing over 150 OCPs in BC is beyond the scope of this report, a sampling strategy was put in place to offer a geographically diverse representation of communities. In this way, a means of stratified sampling allowed for a cross-section of geographies. The eight regions as defined by the BC government were used to ensure adequate representation from all areas (Welcome BC, *The Regions of British Columbia,* 2015). Given the differences in population and geography, these eight regions were then re-amalgamated into four larger macrogeographies. These eight regions are: Caribou, Kootenay, Mainland/Southwest, Nechako, North Coast, Northeast, Thompson-Okanagan and Vancouver Island/Coast. For the purposes of this report, the four northern regions (Cariboo, Nechako, North Coast and Northeast) were treated as one entity (the North), and the Southern Interior (Thompson-Okanagan and Kootenay). This grouping offers a broad cross-section of the province while using stratified sampling to ensure all areas of the province were represented.

Secondly, to offer a diverse selection of sizes of communities, the list of each macrogeographic region was further randomized (using the randomized ordering function in Excel). The first five communities from each region were examined first for the use of measurement in OCPs, and then for their use of related reporting and measurement in their municipal reports, as well as any related reporting documents. During the research phase, it was determined that to get an appropriate cross section of municipality types, that the first district municipality, village, town and city generated in the randomized sorting of the list would be used as the sample for each macroregion, and then one supplementary municipality.

This randomizing offered geographically dispersed and diverse sizes of communities to be represented in the sample, with the acknowledgement that the sampling strategy is representative, but is not comprehensive (MCSCD, 2013).

The municipalities included in the study are provided in Table 1.

Table 1. Municipalities included in the OCP review

Interior (Kootenay/Thompson-Okanagan)	
Clearwater	District

Clinton	Village
Elkford	District
Trail	City
Osooyos	Town
Mainland/Southwest	
Harrison Hotsprings	Village
Langley	Town
North Vancouver	District
Richmond	City
White Rock	City
Northern	
Port Clements	Village
Hazelton	Village
Kitimat	District
Fort St. John	City
Smithers	Town
Vancouver Island	
Campbell River	City
Ladysmith	Town
North Cowichan	District
Port Alice	Village
Tofino	Town

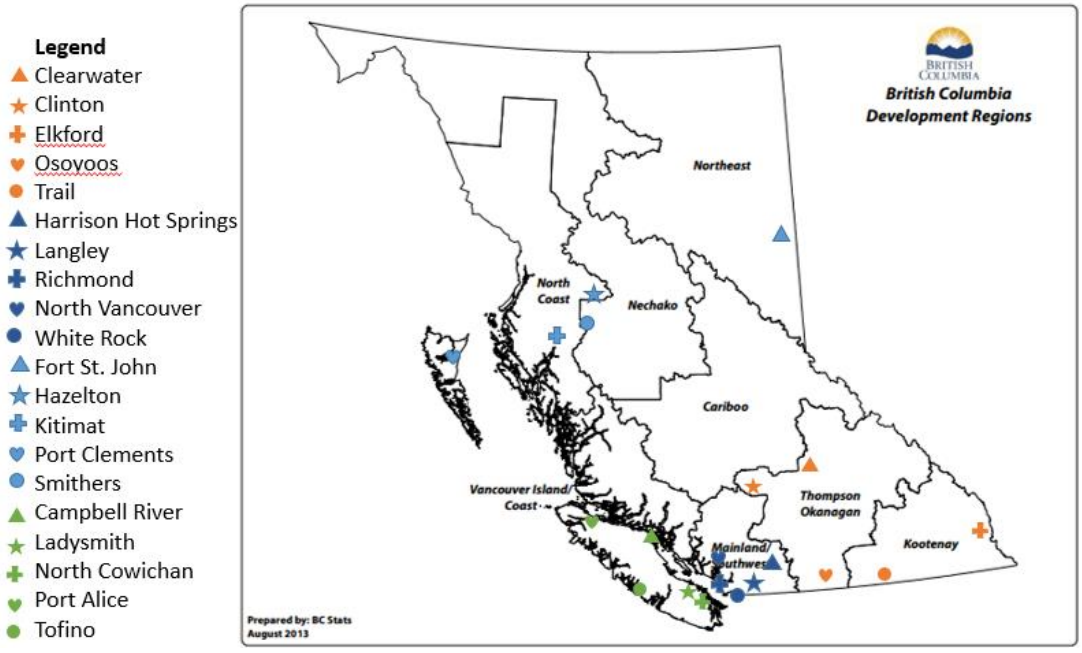


Figure 3. Map of location of municipalities included in review

4.3 Data Analysis

Once collected, each OCP was reviewed and entered into a matrix that nominally tracked the presence or absence of measurement or planned evaluation, similar to the initial steps taken by Berke et al. (2006, pp. 594-6) , Stevens (2012) and Baynham and Stevens (2013). Indicators and policy objectives were broadly coded and sorted based on the criteria for OCPs as listed under the *Local Government Act.* Once the initial review of all OCPs was complete, a second round of analysis further examined the collected indicators by looking at the corresponding Annual Reports, and any reported information to glean what progress has been made against them, and if it is possible to offer some degree of qualitative analysis using descriptive statistics. In some instances this was supported by a search for additional supporting documentation (if mentioned) in the annual report, for example, an OCP Report Card, or Comprehensive Review, which may not align with the goals or purpose of the annual report. In one approach, summarized by Emily Talen (1996, p. 90):

> By comparing how the degree of plan-measured by its strength as an explanatory variable, or its degree of linearity in its relationship with achieved access-varies among different cities or plans, planners can begin to build knowledge about what does or does not work in plans implementation…communities can establish a theory about themselves, how they operate, and how they compare with other cities in meeting distributive goals (Talen, 1996, p. 90).

Once complete, this populated matrix provided a platform to cross-compare communities and their approaches to measurement and planning. From these, limited patterns and trends were identified, and based on the literature, recommendations surrounding the use of measurement in community plans will be summarized and offered.

It should be noted here that as of the end of May, 2010 GHG planning and emission mitigation were considered mandatory under Bill 27, as was mandatory reporting (Senbel, Fergusson and Stevens, 2013). As this component of the OCP process is mandated, examination and analysis has been scoped out of this report. Further recent work on this element of OCP planning has already provided some degree of analysis and interested readers should look towards: "Local responses to regional mandates: Assessing municipal greenhouse gas emissions reduction targets in British Columbia" 2013 article published in *Sustainability: Science, Practice, & Policy.*

To conduct this research, three major sources of evidence were be used to form the framework for analysis. Firstly, the *BC Local Government Act* will be used to inform the guidelines of the matrix of analysis and determine the parameters to screen municipalities in and out of the analysis. Secondly, literature was used to inform the value and parameters by which measurement plays a role, hypothetical or actualized in municipal planning. In part, it informed dimensions of the matrix for analysis. Thirdly, the OCPs from across BC were added to the matrix in the order they are to be reviewed. This will be done by grouping the regions into macrogeographies, and randomizing the order in which they appear. Macrogeographies took the eight development regions of BC (as illustrated in Figure 1) and grouped them into larger geographic regions akin to the Health Authorities, which was more comparable in population size.

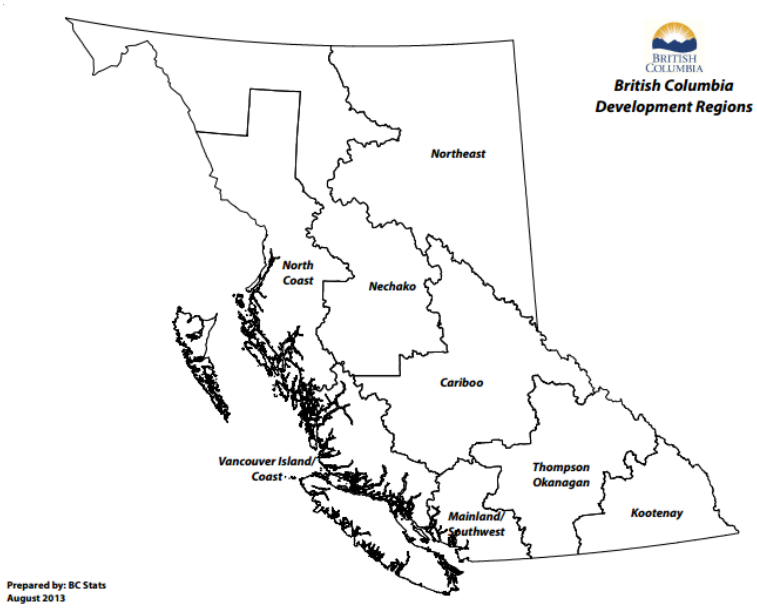


Figure 4. BC Development Regions (BC Stats, Reference Maps, 2013)

The macrogeographies were: Vancouver Island (Vancouver Island Region); Mainland/Southwest; the Interior (Thompson-Okanagan and Kootenay); and the North (Northeast, North Coast, Nechako and Caribou). Plans for each macrogeography were reviewed in the randomized order, with a maximum of 5 plans from each group have been found which include measurement. The project analyzed 20 plans and annual reports. A limited number of these OCPs identified measurements. OCPs are all publicly obtainable documents, generally available freely and completely on the homepage of each municipality. An analysis was conducted on the completed matrix. The literature review supported and questioned the findings of why the presence or absence of measurement in municipal planning could potentially be valuable or a hindrance.

4.4 Limitations and Delimitations

Limitations of the project include, if measurements are absent in OCPs, or present only in a limited number of OCPs, as there will be a limited number of opportunities to cross compare them. Further to this, as the legislation was developed and passed only in 1996, and plans must be developed for a minimum of five years (and upwards of 50 year plans have been developed, for example, Campbell River) there may be a limited number of cycles for municipalities to have assessed their progress against the plan. Further to this, research in the field specific to BC is extremely small, and comparisons to other research in Canada and the United States may be limited and not as transferable. Given the scope of the project, there are few municipalities that have a population large enough to warrant the established municipal staff and infrastructure that may support the development, implementation and monitoring of a robust OCP. The time and resources of the researcher are also limited, and time-bound as driven by the requirements of the Master's program. Other challenges may include scope creep in the literature review (which will

in part be mitigated by the geographic parameters previously outlined) or an inability to find appropriate alternative examples (however in the preliminary scan it was found there were a minimum of three cities currently with measurement embedded in their OCP process) (City of Kelowna, 2014; City of North Vancouver, 2014; City of Richmond, 2012). Due to the scope of the literature available on urban planning, it should also be noted that the literature review and analysis primarily focused on evaluation and measurement in planning, rather than planning itself.

Delimitations of the project will include, limiting the number of OCPs included in the scan and analysis, and limiting the upper number of the sample in each macrogeography (to 20). No plans will be examined published after October 2015. Delimitations will also include limiting the literature review to municipal planning processes in Canada, the United States, New Zealand and Australia, to maximize on their linguistic and cultural similarities to Canada. Finally, this project will be delimited by using only secondary sources to inform the research, as some degree of primary research evaluating why measurement has yet to be included in OCPs has already been conducted.

Further, this report is limited to publically accessible documents that are freely available online and disclosed on the municipal sites of the communities included in the sample.

5.0 Findings

This section begins with a brief overview of the communities included in this report (5.1), followed by section 5.2 which offers an overview of each of the communities, grouped by municipal type. Section 5.3 offers a summary of the general availability and layout design of OCPs and ARs. Section 5.4 reviews the community consultative processes which contributed to the design process. Section 5.5 provides a synopsis of the general structures and content of the OCPs. Finally, section 5.6 provides a brief conclusion of the findings presented in this chapter.

5.1 OCPs and ARs included in the Report

For the purposes of clarity, the summaries of OCPs included in the following section are organized by municipal type and then alphabetically below. Where it has been included in their OCP, a brief synopsis of the creation and development of the OCP is synthesized. The connection between the OCP and Annual Report (if any), as well as the presence or absence of other key, supporting documents (e.g., OCP report cards, measurement frameworks, etc.) is also noted.

The table below summarizes the dates of incorporation, location, population and date of the most recent OCP for the municipalities included in this report. A map of the approximate location of all the municipalities that have been reviewed appear as Figure 3 on page 21.

Table 2. Overview of Municipalities Included in Review

Region	Municipality	Size	Population	Incorporated	Date of most recent OCP
Interior	Clearwater	District	2331	2007	2012
	Clinton	Village	636	1963	2016
	Elkford	District	2523	1971	2010
	Osoyoos	City	7681	1946	2007
	Trail	Town	4845	1901	2010
Lower Mainland	Harrison Hot Springs	Village	1468	1949	2007
	Langley	City	25081	1873	2006
	Richmond	City	190470	1879	2012
	North Vancouver	District	84412	1891	2012
	White Rock	City	19339	1957	2008
Northern	Fort St. John	City	21523	1947	2011
	Hazelton	Village	270	1956	2015
	Kitimat	District	8987	1953	2008
	Port Clements	Village	440	1975	2013
	Smithers	Town	5404	1921	2009
Vancouver Island	Campbell River	City	31188	1947	2012
	Ladysmith	Town	7921	1904	2016
	North Cowichan	District	28807	1873	2011
	Port Alice	Village	805	1947	2010
	Tofino	District	1876	1932	2013

5.2 Descriptions of Official Community Plans in in Villages

5.2.1 Village of Clinton

Clinton, incorporated in 1963, is a village of 636 residents located in the Thompson-Nicola Valley. Most recently their OCP was completed in February 2016, pursuant to a consultative exercise with multiple opportunities for public input that took place over approximately a one-year time period. The sustainability plan was completed in 2014 and the extensive community feedback gathered in this process was used to inform the OCP process. Initial public input was gathered after 3 months of background research and issue identification, then after a final draft was created (informed by agency referrals), a public hearing and council meeting brought the OCP into official bylaw (City of Clinton, 2016, p. 2). The sustainability pillars include: growth and development, infrastructure, social/cultural, economic development, recreation, and education, within the overall framework of the natural environment. The community vision which was also developed during the process was listed as "Clinton is a resilient community, proud of its rich heritage while building a sustainable future with local Secwepemc and neighbouring communities" (p.3).

Traditionally Clinton was a resource-based community (predominantly lumber) although recent planning efforts have shifted the economic focus to include film and tourism. The OCP provides objectives, policies and strategies, but does not offer specific metrics or measurement for any of the departments. The strategic priorities are defined as: to embrace historical roots; to promote a healthy lifestyle; to reach a population of 1500 and to diversity the local economy (Fraser Basin Council, 2014, p. 13 as cited in Village of Clinton, 2016, p. 7).

The Village of Clinton's most recently available Annual Report was released in 2015, and reports extensively on the findings of the 2014 Sustainability Plan (Village of Clinton, 2015, p. 2). It focuses largely on the completion of the goals outlined in the previous year's strategic plan, and day-to-day operations reporting (Village of Clinton, 2015, p. 13). The ten measures listed in the annual report are all presence/absence deadlines for specific projects (e.g., Complete OCP by April 30, 2016) (Village of Clinton, 2015, p. 45).

5.2.2 The Village of Harrison Hot Springs

Adopted in 2007, the OCP for the village of Harrison Hot Springs supports its 1585 residents in an overarching planning direction for their community in the Fraser Valley. A resort destination and retirement community, the OCP focuses on developing their tourism economy and preserving their environmental resources symbiotically with the Regional Growth Strategy proposed by the Fraser Valley Regional District (Village of Harrison Hot Springs, 2007, pp. ii-iii). The plan was prepared with three community workshops, an information meeting, an open house and a public hearing over the course of approximately 3 years prior to the completion of the plan (Village of Harrison Hot Springs, 2007, p. 1). The OCP provides 9 goals specific to the plan, and further identifies 8 goals listed in the Fraser Valley's Regional District's Growth Strategy and their regionally specific strategies (Village of Harrison Hot Springs, 2007, p. 11-15). These are all elaborated on in detail as strategies or policies. Suggested activities are outlined, along with implementation considerations.

No measurement, monitoring or evaluation policies or efforts are outlined in the OCP.

In the 2016 Annual Report, the goals and activities relate to the previous strategic plan (Village of Harrison Hot Springs, 2016, pp. 6-7). The AR also includes departmental highlights and activity reports. There is no explicit link between the goals and priorities outlined in the OCP and the AR, this is also true of the 2014 Annual Report. There are no other additional reports released at this time referencing the OCP.

5.2.3 The Village of Hazelton

The Village of Hazelton, at 293 residents is the smallest municipality included in this report. Hazelton also offers the most unique and streamlined approach to both their Annual Report as well as their OCP. The OCP, at 17 pages long (including relevant planning documents and maps) is by far the most concise plan compared to the other municipalities as included in this study. The overview provides reference to the legislation, and the rationale for focusing on the "must" sections and directing interested reviewers of the OCP to alternative documents for background and context. There are no performance measures or goals proposed for the municipality included in the OCP.

Similarly, the Annual Report, at 32 pages, contains just 10 pages of highlights and context, the majority of which profiles council and highlights of the past year (the final 22 pages providing the financial statements). The plan and the annual report are clearly laid out, with both incorporating historical as well as current pictures and maps. No mention of monitoring or evaluation is offered in either document.

5.2.4 The Village of Port Alice

The Village of Port Alice, located in the middle of the northern tip of Vancouver Island in the regional district of Mount Waddington completed their OCP in July 2010. The rainy, pulp-mill driven village was incorporated in 1965, has had their population dip to approximately 821 people (2006) in recent years (a population of 1200 has been determined to be more stable) (Port Alice, 2010, pp. 5-7). The OCP does not provide information on the creation of the plan, although it is noted that the Community Profile was an important component as background for the work. The Village lists out eight goals, with supporting policies for each goal. As part of their development strategy, they state that there is a two-fold primary intended for the future is to create on an economically-vibrant community and diversity, as well as to increase the higher year-round population (up to 1200 people) (Village of Port Alice, 2010, p. 9).

There is no mention of "monitor", "goals," "evaluation" or "report" in the OCP as it pertains to monitoring and evaluation. In the Annual Report, Municipal Services and Operations Reports are summarized, with highlights and synopses of goals and activities for each branch. No mention is made of the OCP goals or sustainability goals.

In January, 2016, an economic development report, "Port of Potential: Port Alice's Economic Development Strategy" was released, which identified a further eight goals, as well as a

Monitoring and Evaluation Strategy (Village of Port Alice, 2016, p. 46), which offers a developmental evaluation approach to assess the process (every three months), as well indicators to assess each objective annually (e.g., attract and retain businesses, with the indicators as the number of licenses issued in Port Alice), and a strategy to report out and review the entire process every five years (Village of Port Alice, 2016. P. 48).

5.2.5 The Village of Port Clements

Located in the center of Graham Island on Haida Gwaii, the Village of Port Clements had a population of approximately 378 in 2011 (the most recent census). The most recent OCP was completed in 2013 (Village of Port Clements, 2013), and makes no reference to goals, evaluation, monitoring or reporting, but rather addresses and outlines the policies and objectives as suggested by the LGA. The Consolidated Annual Report of Financial Statements included several community notices and reports, however did not refer to the OCP (Village of Port Clements, 2016).

5.3 Descriptions of Official Community Plans in Towns

5.3.1 The Town of Ladysmith

The Advisory Planning Commission incorporated public input throughout the development of the report, including "public open houses, visioning workshops, community displays, and a Public Hearing." (Town of Ladysmith, 2016a, p. 6). The annual report outlines commitments and achievements Sustainability report outlines short term and long term strategies and approaches, but no clearly defined goals or measurement strategies. The Annual Report outlines commitments and achievements (e.g., "Continued low flush toilet rebate program") but no concrete metrics; it is more output focused. Five strategic priorities, along with a three year plan for each, specific actions and outcomes for 2016. These were fundamentally established through a visioning document, created in 2008 by HB Lanarc consulting, which focused on creative and experience driven planning: added in 2007 to supplement "nuts and bolts" approach to town planning. Explored issues related to "Identity, reputation and Quality of Life residents would like to have in the town." (Town of Ladysmith, 2008, p. 3). Experience exploration was dovetailed with workshops on experiential dimensions of Ladysmith, images to develop a sense of character, presentations on reality of economies, infrastructure, innovation, etc. Planning team gathered info and refined into vision, which then refined by community, and then extrapolated through the expertise of the City to give vision and strategy. The vision statement for OCP drew on this visioning document as a touchstone, Urban Systems developed the plan. There are no mentions of monitoring, reporting or evaluation in the plan.

5.3.2 The Township of Langley

The most recent OCP for Langley came into effect as a Bylaw in 2006, although it was heavily rooted in a development process which occurred in the late 1970s. Residents of the Municipality; Administration and Council identified a public meeting which was open to all to review existing planning documents (Township of Langley, 2015, p. 9). Although the OCP describes "[o]bjectives [as] concrete, measurable aims or ends of actions which, when attained, contribute towards the realization of community goals. (Township of Langley,

2015, p. 8)" there are no concrete measures or outcomes, or monitoring plan identified in the OCP. In the Annual Report, no mention of monitoring, evaluation or measures are made (aside from high level goals on a departmental level, and some high level statistics; there is also no reference to the OCP, or relationship between the strategic goals and OCP (Township of Langley, 2016).

5.3.3 The Town of Osoyoos

Osoyoos' OCP was most recently prepared in 2007 and included consultation with various stakeholder groups. A Review Committee included six citizens, two councillors and a staff facilitator guided the review process, presentations were reviewed and discussed from eight community organizations (e.g., Naturalists Club, Osoyoos Lake Water Society, etc.), and collaboration with the advisory planning committee for RDOS and the Agricultural Land Commission. Three public open houses and two public hearings were held (Town of Osoyoos, 2007, p. 10). The schema underpinning the document really focuses on the planning process and uses the OCP as an underpinning for consistencies across the bylaws (p.13). The OCP also spells out how Osoyoos' growth strategy directly supports the Regional Growth Strategy, which was developed between 2004 and 2010 by governments in the South Okanagan and adopted in 2010 (Town of Osoyoos, 2007, p.24). Using these goals, the plan articulates how Osoyoos will implement them specifically in relation to economy, environment, governance, human settlement, infrastructure, and social (pp. 26- 9). The majority of the first third of the plan then examines each of the planning and growth zones in depth and the justifications for classifying them such as they are, as well as some identification of emerging factors. The second third looks at the different elements of OCP (agricultural, residential, densification, etc.) and the planning policies supporting each, including specifications around design policies. There are no specific mentions of targets, metrics, monitoring or evaluation, beyond legislated projections around long term housing needs (e.g., p. 22 estimation of an additional 80 hectares of residential land needs).

The 2015 Annual Report did note that the OCP was under review for a refresh in the coming years (Town of Osoyoos, 2015, p. 15). There was also a noted goal surrounding sustainability targets: "sustainability planning will be part of our OCP review by setting sustainability objectives with community input and reviewing policies for conformity" (Town of Osoyoos, 2015, p. 74). The Integrated Community Sustainability Plan, *SEE Osoyoos Succeed* is set to be implemented in 2016 and support the OCP (p. 77). This Integrated Community Sustainability plan was done in collaboration with QuickSTART, and identifies a sustainability vision and a clear definition for success in Osyoos. It also includes indicators and targets, as well as annual action reporting. (Town of Osoyoos, 2011, 26-30). The visioning process was rapid and defines concrete actions necessary to get from present to future state. The process for creating the plan was collaborative with the Whistler Centre for Sustainability and Community Partners (Town of Osoyoos, 2011, p. 6). An action team worked with the Whistler Centre to engage with the public, draft a plan and solicit Public input, with the process running approximately 10 months. It is hoped by this rapid "light" engagement process, it can augment the OCP and later be more fulsomely integrated into planning in the future (pp. 6-9). The final document is much easier to access, graphic and approachable than the current OCP. It proposes annual reporting on 25 indicators, with no

specified targets, beyond those set for residential land and GHG emissions previously incorporated into the OCP (p. 26).

5.3.4 The Town of Smithers

The 2009 OCP for Smithers builds on the 2000 version was driven by a 16 person steering committee, informed by a community survey and three public events, including a public forum, which reviewed and commented the first OCP draft in its entirety (Town of Smithers, 2009, p. 4). The 2015 Annual Report provides operational reports on the interconnection between the priorities and the vision laid out in the OCP, which has been integrated into the planning process. Primarily using pictures, "these priorities support the vision laid out in our Official Community Plan" (Town of Smithers, 2015, p. 4). The OCP's objectives are also underscored in the description of the "Small Business Task Force" (p. 42). Recently released, a collaboration with Northern Health and the Bulkley Valley Social Planning Society undertook a joint venture to better understand the vitality of the region, and pulled together "a broad set of indicators that together give a sense of how a community is doing in all its dimensions" (Town of Smithers, 2016, p. 3). Though not explicitly linked to the OCP, this could provide a valuable source of data in supporting and summarizing priorities.

5.4. Description of Official Community Plans in Cities

5.4.1 The City of Campbell River

Campbell River's 2011 Sustainable Community Plan "there are two components in any Official Community Planning exercise: *a plan and a fertile community where the plan can take root so that it can remain a living document" (Campbell River, p. 2-2).* The City of Campbell River's OCP represents a 50 year vision for the community, and included input from 1500 voices that were collected in the most intense community planning exercise to date. A "diverse voluntary citizen steering committee" oversaw the engagement of the program where "staff managed the technical and logistical aspects of the process. Consultation occurred with the local three First Nation bands, as well as with over 200 youth. Each of the four engagement phases was supported by background research and technical analysis (2-2). The phases were: understanding the context; looking forward and exploring options; vision and strategic directions; and draft and final plans. There were also a number of sub workshops that focused on specific elements of the plan (e.g., food security, arts and culture), as well as several online surveys and an online engagement strategy (p. 2-3). The planning process benefitted from local concurrent planning initiatives (Marine Foreshore Habitat Assessment and Restoration Plan, Social Development Strategy, etc.), and the extensive engagement strategies resulted in a number of concurrent documents: an Agriculture Plan; a Community Energy & Emissions Plan; and Master Transportation Plan (2-4). The center of the plan includes Campbell River's vision for the future along with justification and context for this vision.

Campbell River's SOCP then offers a policy framework, which is able to offer common language and relationships among stakeholders, as well as clearly defined priorities; integrated strategies and goals; implementation plans and policies; and plans for

monitoring and measurement. Icons relating to different swaths of sustainable development (climate & energy; water; economy; etc., are represented by little icons throughout the SOCP) to visually cue the related elements that are part of each policy (4-2). Campbell River strives to unite policy/regulation, management and operations and influence and partnerships together to hone focus, direction and productivity of the city (4-6). Visions are supported by policy, as well as background trends and forecasts

Campbell River's SOCP is unique in the extent of local art incorporated throughout the document, though at times distracting, it lends a local flavor. Although it alludes to monitoring in the SOCP, it's the SCR (Sustainable Campbell River) framework that provides a chart (as Appendix A) that tracks the Implementation Metrics, their current status (volume/level), most recent year and the source of the information (e.g., Ministry of Environment, Census Canada, etc.). There are approximately 100 indicators (City of Campbell River, SCR, pp. 73-86).

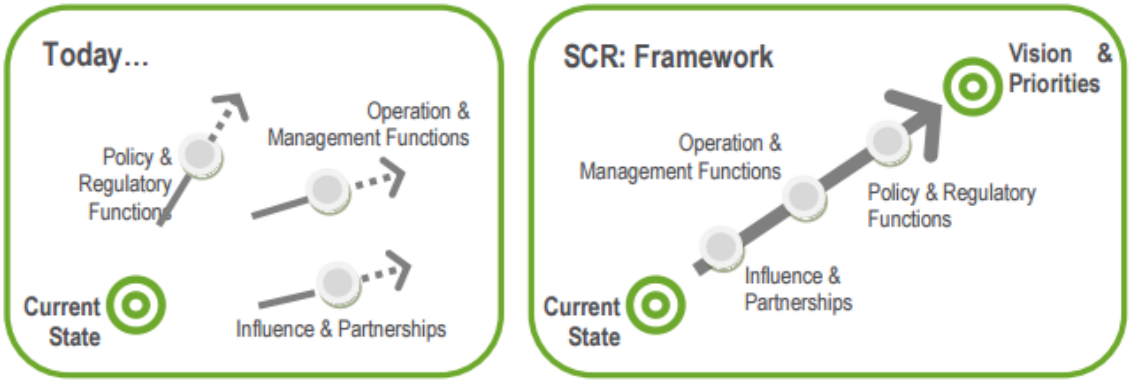


Figure 5. Relationship of alignment of actors and policy to function and future vision

It is noted in the SCR that where possible, the City will provide regular monitoring, measuring and reporting (p.29). In the Annual Report, it was noted as one of Corporate Services key objectives for 2016-17 was to "actively participate and assist with the new key performance indicator and performance measurement reporting model for the City (City of Campbell River, 2015, p.29)." There are no mentions of the OCP, SCR or other measurement or evaluation of any of the metrics as outlined in framework in the Annual Report.

5.4.2 The City of Fort St. John

The City of Fort St. John (FSJ) is actively in the process of renewing its 2011 plan, through a series of innovative workshops (including public graffiti workshops and block parties). Although the draft plan for 2016 was being reviewed by the public, the 2011 OCP has been the one included in this report. In 2011, they initiated the OCP process through check-in workshops, surveys, kitchen parties, a trade show and stakeholder presentations. This was followed by reporting and community mapping, vision discussions, voting on the vision (online), as well as a vision open house, and a food security policy workshop. There

was a public review of the OCP in September (approximately five months after the initial engagement workshops) and an open house. (City of FSJ, 2011, p. 9). FSJ developed four guiding principles, which are colour coded and arranged in a square, for quick easy visualization, and to demonstrate the underlying intent of various policies and initiatives.

Several concrete objectives are identified, primarily related to environment and sustainability, sub-studies are further identified, that offer monitoring and additional guidelines and information (economic development; infrastructure; building community; cultural; recreation; environment; and transportation) (City of FSJ, 2011, pp. 72-3). No concrete commitments to measurement, monitoring or evaluation were made. In the strategic plan, the vision statement identified by the OCP is supported (City of FSJ, 2015, p. 5). Strategic priorities as identified by the council are reported on, as well as department level highlights and finances. Statistics are also provided for the past 5 years (FSJ, 2015, pp. 64-71). Aside from the notes surrounding the renewal of the OCP, there are no specific mentions to the OCP in the Annual Report.

5.4.3 The City of Richmond

The City of Richmond updated it's OCP in 2012. The vision the plan takes is long term (30 years) and focuses on sustainability and resiliency (p. 1-2-1-3). It was rooted in "a range of background studies, population and employment forecasts" as well as "extensive participation of residents, business owners, stakeholders (…) community groups and the City's advisory committees." The process included over 30 public open houses over 2.5 years, City-wide surveys, and online discussion forums (over 91,000 website hits), organized as three major rounds of public consultation. (City of Richmond, 2012, p. 1-2). Two additional documents that support the OCP (a Social Development Strategy and a Parks and Open Space Strategy) involved separate consultation processes. Four central goals are identified, as well as a number of factors to consider (e.g., aging population, necessity to stabilize the economy) (City of Richmond, 2012, Chp. 1 pg. 6-9). In the implementation strategy (Chapter 13), the OCP notes that the OCP itself is one of several strategic planning documents. The implementation strategy also notes that the Policy Planning department will be monitored on an ongoing basis, and that when appropriate, reports will be prepared for key indicators (e.g., population, employment, housing, transportation, parks, climate change, community services, etc.). MetroVancouver will also review the Regional Context statement every five years, and the City of Richmond will review the plan every 10 years. Data, when available will be used to inform monitoring (p. 13-3).

In the Annual Report for 2015, Richmond identifies the goals and objectives for the next 4 years, which although aligned, are not the same as those identified in the OCP (City of Richmond, 2015, pp. 8-11). In addition to the financial statements and broad level highlights in relationship to the strategic goals as identified by the City, the Annual report also offers approximately 30 indicators under the chapter "City of Richmond Statistical Data" that range from population by age group, to housing starts, residential tax rates, debt repayment to expenditure ratios and languages spoken at home (pp. 42-58). There is no commentary or context around these statistics.

5.4.4 The City of Trail

The City of Trail's OCP was largely prepared in 2001, with slight amendments made in 2010. It was formed through baseline mapping, data collection and a land use survey that led to community engagement around identifying and discussing the issues. This included: a community survey, agency interviews, public open house and workshop and an issue identification workshop. A second open house to review the plan, as well as a public hearing also formed part of the consultative process (City of Trail, 2010, p. 3). The plan identifies six goals, centering around renewal, identify and image (p.6), and supported by clear links to planning rationale (pp. 7-11). Subsequently, visions for each area are presented, supported by additional planning policy. The document contains plans, pictures and diagrams that add depth and context to the understanding of the policy proposals and zoning. Start dates are proposed for major projects, however no measurement or monitoring plan is proposed (City of Trail, 2010, p. 70).

The City of Trail's 2015 Annual Report begins and focuses on their audited financial statements. The second half of the report (City of Trail, 2015, pp. 45-91) offers a more in depth look at finances and the rationale behind spending, in the form of an overview of municipal services and operations. The document is generally a financial summary with sparse use of pictures or diagrams (diagrams largely in the form of graphs to illustrate finances). The last portion of the report examines the progress on municipal objectives, however it is largely report out on in the form of presence/absence or activity level (e.g., "Applied for funding … initiated construction," etc.). Updates are provided by operational service department (City of Trail, 2015, pp. 91-116).

5.4.5 The City of White Rock

White Rock is scheduled to have completed a renewal process for its OCP by April 2017, however this report was intended to include the analysis of the previously completed OCP from 2008. Like Richmond, White Rock's OCP supports the long term growth objectives as identified in Metro Vancouver's Regional Growth Strategy (City of White Rock, 2008, p. 1). Public participation was solicited through a number of avenues including an OCP task force; three series of open houses, telephone survey (approximately 300 participants); city website updates and a public hearing to finalize the OCP (City of White Rock, 2008, p. 4). In the Monitoring and Implementation section of the plan, it was noted that individual programs and departments will be responsible for monitoring policies and delivery of objectives as appropriate and that "setting specific targets or monitoring measures is beyond the scope of this policy document" (City of White Rock, 2008, p. 55). It is also noted in this section that monitoring should be relatively simple, involve the community and other organizations, to ensure ongoing reflection of community needs over time. It also suggests that periodic "report cards" on the OCP should be offered to the community, and that the OCP be revisited every five years.

However despite the stated intent, attempts to locate any evidence of the report cards were unsuccessful. Media reports indicated that there was some controversy surrounding the lack of reporting, as a resident did call for suspension of an OCP update until a report card was complete, as well as the resignation of the Mayor Wane Baldwin

(City of White Rock, 2015a, pp. 27-32). In the 2015 Annual Report, there are high level statistics presented (e.g., population, construction value, building permit fees, promenade length, etc.). The focus of the report offers the council's corporate mission, vision, values and priorities and status updates and projection for the next three years (City of White Rock, 2015, pp. 10-13). Department overviews included some highlights and metrics (with no comparators) (pp. 19-35). While the Annual Report offers background on the undergoing revision of the OCP and notes several amendments, it does not comment at any of the progress or content of the previous OCP or the absent report cards (City of White Rock, 2015, p. 10).

5.5 Description of Official Community Plans in Regional Districts

5.5.1 The District of Clearwater

Last refreshed in 2012, the District of Clearwater's OCP was consolidated and reviewed in June of 2016. A "Committee of the Council" representing different demographics and interests in Clearwater identified key areas of interest, gaps, issues in the previous OCP and additional areas to be explored in the new process. It was noted that in winter and spring of 2010 hundreds of residents participated, however the OCP does not offer additional insight onto the manner or creation of the engagement or the plan (District of Clearwater, 2016, p. 2). The OCP lists objectives and supporting policies, but no explicit outcomes, indicators or measurement, nor does it offer an approach for implementation or monitoring. In the 2015 Annual Report, highlights are provided surrounding the Strategic Priorities (District of Clearwater, 2015, p.6 and 11), as well as Departmental highlights. The Annual Report notes that the most recent OCP identified the need for an economic sustainability strategy, which catalyzed future research and planning specific to economy, but does not provide additional detail (p. 16). There are no further mentions of targets, goals, indicators, or monitoring of the OCP in the Annual Report.

5.5.2 The District of Elkford

Elkford, a regional district located in the East Kootenay regional district most recently completed an OCP in 2010. Incorporated in 1971, it should be noted that now approximately three quarters of Elkford's economic base is directly tied to the Teck mining corporation, and "virtually all" of the economy is reliant on it (p. 9). The planning process for the village of approximately 2463 was somewhat unique. In 2008, Elkford was chosen as one of two partner communities for the Columbia Basin Trust to engage in "community learning, engagement and planning processes for climate change." This added capacity resulted in an integrated sustainability plan and OCP to guide and measure development for the next 10-20 years, in a way that will adapt to climate change. The community engagement process included community surveys, kitchen table meetings and public open houses, guided by a Community Advisory Committee. (District of Elkford, 2010, p. 6). The plan is guided by 11 guiding principles that were generated by the community and Council (p. 8), and are further grouped into four theme areas (A progressive and engaged community; A vibrant and livable community; healthy living and working landscapes; and resilient infrastructure and diverse opportunities). Though policies are outlined for each objective, no specific measurements are defined. In the Implementation and Monitoring section, it is noted that monitoring and

reporting will be completed as part of the Annual report, aside from the Climate Change Mitigation and GHG Reduction (District of Elkford, 2010, p. 68).

In the most recent Annual Report (2016), each objective and predetermined measure (e.g., community vibrancy measured through a citizen satisfaction survey on page 13) is listed, along with the results, when available. Moving forward, new tenets to each community objective are listed, along with new measures (District of Elkford, 2016, pp. 26-31).

5.5.3 The District of Kitimat

Kitimat's 2008 OCP was most recently reviewed in 2013, and sets the groundwork for the next 20 years, it replaced the previous plan completed in 1987. It was suggested to renew the plan every five years. Engagement of the public included a steering committee (of staff and elected officials) and an Advisory Planning Community Plus (a citizen advisory committee of 8, plus 12 at large community representatives) and met four times during the formation of the plan and consultative process to be tailored to Kitimat. Three open houses were held, including two youth-focused sessions. The website offered public information and two official public hearings were also delivered as part of the formal process (District of Kitimat, 2008, p.2). The plan devotes a chapter to implementation, monitoring and reporting. It suggests to keep monitoring timely, simple and accessible to the public.

Subsequently, the OCP offers policy 6.3.1, to prepare an annual report card on the implementation process, as well as two other supporting policies on OCP renewal and ongoing relevance to the people of Kitimat (District of Kitimat, 2008, pp. 66-7). The 2014 OCP Report Card (the most recent one available to the public), is a brief 28 page document, that summarizes the most salient elements of the OCP Core themes (District of Kitimat, 2014, p. 4). The report card then identifies related target for each theme, each presented numerically and graphically on its own page, with the rationale and methodology behind the indicator and source. Conclusions are then drawn by looking at the trends over the past five years. Additional activity level highlights are also provided, although there is no overarching summary, it is assumed this information will contribute to the ongoing monitoring, implementation and focus of the District and OCP. There are no mentions of the OCP goals, themes or priorities in the Annual Report which is primarily departmental and finances focused (District of Kitimat, 2015).

5.5.4 The District of North Cowichan

The District of North Cowichan's 2011 OCP is a refresh of the 2002 document. Broadly, the plan is organized around five major principles, with an additional five goals, and strategy areas. Each goal is supported by a series of objectives and supporting policies, there are no supporting measures identified. It is explained that the idea behind offering identified principles and goals is that they will offer some guidelines towards making decisions in a complex mix of circumstances. It is also noted in the implementation section, that departmental operations and activities are to be linked to monitoring and measurement of the objectives and goals and outlined in the OCP. Little information is provided on the creation of the plan within the plan, specifically in relationship to community consultation, although the involvement of citizens in the creation of the plan is

acknowledged, and the district's website outlines five community meetings and open houses. The plan contains no pictures, however the organization is clear and relatively easy to navigate as a reference document.

The annual report is engaging, and provides 15 performance measures, with the trends over the past three years to support three community objectives. These objectives are related, but not the same as those provided in the OCP. The Annual Report also provides highlights and high level statistics of the community, however with no comment on their relationship to the OCP.

5.5.5 The District of North Vancouver

The District of North Vancouver (DNV) most recent community plan was prepared in 2011, and sets a vision for the community until 2030. It was founded in a two year community engagement process called *Identity DNV 2030*, and led to an integrated sustainable community plans. It centered on a deeply participatory process with a citizen OCP Roundtable, and a Public Engagement Charter to ensure rigorous adherence to the vision (DNV, 2011, p. 6). It was described that over 75 open houses, coffee shop talks, surveys, etc. over 5000 voices contributed to the vision and path forward, focusing on a three step process of identifying the vision, defining the direction and refining the plan (DNV, 2011, p. 7). In the plan, each section refer to "headline targets" which are reflective of either provincial or national targets or 'stretch' targets that are development focused. Additionally, community indicators are established to flesh out the community objectives. It was heavily emphasized that these targets should be revisited for relevance every 1-2 years, and that they should be more exhaustively reviewed in conjunction with a refresh of the OCP every five years (DNV, 2011, p. 81), the subsequent pages (pp. 82-3) summarize all the indicators.

It was anticipated that periodic monitoring every 1-2 years would be completed depending on need and availability of data, with major updates every five years reflecting the release of Statistics Canada and TransLink data (DNV, 2014, p. 5). For the review, headline targets and preliminary community indicators were developed during the 2-year OCP review and engagement process. The volunteer-based advisory group, OCP Implementation and Monitoring Working Group subcommittee helped to design and deliver the report (p. 5). The report offers primary indicators (ones that relate directly towards the progress towards the OCP identified target), as well as additional community indicators which offer a richer perspective of progress towards OCP goals and objectives. The report organizes the OCP monitoring categories (e.g., housing, social well-being) around the OCP strategic directions (e.g., "Plan for a more balanced and diverse population) (DNV, 2014, p.8). The report then offers the indicators presented in the table, using 2011 as a baseline and 2014 as the first year to assess progress. The following section then analyzes the results, looking at actions that have been taken (or could be taken) and potential trends that might be emerging. The final section of the OCP assessment offers several suggestions for future evaluation and monitoring (e.g., stream health, community amenity contributions) (DNV, 2014, p. 36).

In the Annual Report, the DNV offers a clear illustration of how the OCP informs the direction of the Council and inspires the council's strategic priorities, which in turn develops the corporate and financial plans (DNV, 2015, p. 56). It was noted that there would be additional concerted effort in executing goals and direction as identified in the OCP in the 2016 to 2018 plans (DNV, 2015, pp. 58-9). Additionally, "Achieving the Community Vision of the OCP" was identified as a corporate goal, and "Systematically monitoring progress on community goals" was articulated as a priority for 2016 (p.58). The annual report also provides community activity levels and corporate performance measures.

5.5.6 The District of Tofino

The District of Tofino's Implementation and Monitoring Committee (OCPIMC) used the 2002 VisionTofino OCP and identified areas needed review for the 2012 review process. The OCPIMC is formed of engaged community members and met 19 times to prepare and oversee the update (District of Tofino, 2013, p.15). Extensive community engagement and consultation occurred for the 2002 plan, these issues and priorities were revisited for the 2013 update, as well as the statistics informing the plan, although it should be noted the most recent statistics available for the update were from 2006 or 2011 (District of Tofino, 2013, pp. 18-20). It should be noted that the OCP extensively identifies potential opportunities to work with First Nations, which reside in close proximity to the municipality.

The Annual Report mirrors the OCP's vision summary, and offers refined articulations of the goals as presented in previous years, while keep the core components the same (District of Tofino, 2015, p. 13). Summary reports are offered by department, and although they offer measurement, they do not specifically track back to indicators or goals. It was also noted that the OCPIMC concluded in 2015. The update proposes separate updates and monitoring for tourism, Tofino's main sector. The plan notes that it should be consistently monitored regularly and consistently, maintaining the same indicators from plan to plan (District of Tofino, 2013, p.88), further, this was determined to be done in conjunction with the Clayoquot Biosphere Trust, every two years so that emerging plans can support OCP Reviews (Clayoquot Biosphere Trust, 2016). This collaboration is produced in the form of the *Vital Signs* report, which communities across Canada prepare in conjunction with the Canada Foundation. These reports are discussed further in the Analysis section of this report.

6.0 Discussion and Analysis

This Discussion and Analysis section offers broad commentary on three central aspects of OCPs and ARs. The first, subsection 6.1, offers an overview of the availability and diverse design of OCPs and ARs. The second subsection, 6.2, offers a synopsis on the consultation and creation provided within the OCPs. Finally, section 6.3 delves into the content of OCPs and ARs, including the measurement, goals and objectives (or lack thereof). A brief conclusion is offered at the end of this section (6.4). The following chapter (7.0 Themes Related to Measurement) offers additional analysis and discussion on measurement and metric related themes.

6.1 Availability and Design of OCPs and ARs

All of the OCPs identified in the sample were able to be easily accessed online via municipal websites, with the exceptions of Osoyoos and Trail where broken website links were fixed after an email from the researcher to the website administrators. The OCPs varied greatly in terms of their design, broadly falling into three categories: sparse, text heavy OCPs with limited formatting, OCPs with some attempts to increase engagement through limited pictures, and OCPs which had a concerted effort to offer a unifying design and structure, as well as tools to help navigate and understand the OCP. Broadly, all of the villages and most of the towns offered text-heavy OCPs with limited formatting, and the structure, and complexity, as well as the accessibility of the plans (supplementation of diagrams, background information and conceptual maps) increased relative to the size of the municipality. Some communities, such as Smithers, made a concerted effort to offer context and textual introductions to the content of their OCP. Other municipalities, like Fort Saint John and Campbell River, offered engaging techniques for readers, including side-bars of "fun facts," definitions of unusual terms or legislation, artwork and a wide variety of photos.

The OCPs ranged in length from 17 pages (the village of Hazelton) to over 300 (cities of Richmond, districts of Tofino and North Vancouver). It should also be noted that larger plans were split up into chapters or subsections (e.g., Richmond), and some cities plans offered a choice (e.g., PDF as well as hyperlinks to chapters for "easy" navigation).

Similarly, ARs were all available on the municipal websites, most often as a PDF, although in approximately one third of cases in a "look book" flippable format. The PDFs were more functional, given the options to print and easily navigate. There was a greater variety of content and presentation in the ARs, with most falling between 50-100 pages. ARs tended to have more pictures, specifically photos of people and places, and as legislated by the LGA the financial statements. Most ARs tended to be operationally focused. Several ARs offered photo contests (White Rock, Tofino) which surely increased public engagement in terms of increasing their readership.

6.2 Consultation and Creation of OCPs

Most municipalities offered a combination of key stakeholder consultation, citizen review working group/committee, online and telephone surveys, open houses, "kitchen table" discussions, sub speciality consultation or special interest consultations (e.g., food security, youth

engagement). The most innovative example of this being the City of Fort Saint John, which included graffiti submissions and public block parties. From an analytical perspective, it was most helpful to understand the depth and relevancy of the consultative process when the types of engagement were defined, supported by metrics and illustrated with the timeline diagram where the development of the OCP was clearly linked to the timing of the public engagement process. In the instances where the public engagement or consultative process was not discussed, it was difficult to understand the relevancy of the plans.

Generally the public consultation process lasted from approximately four or five months (Fort Saint John), to three years (Village of Harrison Hot Springs, City of Richmond). With most OCPs stating a review every five years, and municipal elections scheduled every four years, one questions the effectiveness of such a long process, however a process of 4-5 months seems too short. Some communities (e.g., Campbell River, District of North Vancouver) noted that they offered data supported discussions, allowing community members to be informed and empowered to actively contribute to the planning process. While it is difficult to comment on the effectiveness of the process, it is surely good practice to return to the public with insight and feedback as the process develops. Most municipalities had a citizen-led committee or working group that closely oversaw community engagement or the OCP process as a whole.

There appeared to be more extensive and varied opportunities for public input in the larger municipalities, however there appeared to be similar approaches in all OCPs that included engagement. It should be noted, that several of the municipalities built on a previous visioning process, or built on previously developed plans, or simultaneous consultation (for example North Cowichan and Tofino built on previous visioning processes. This maximized the effectiveness of the public consultation. Occasionally this consultative element was explicitly outsourced (e.g., the District of North Cowichan), or facilitated in partnership with other organizations (e.g., the district of Elkford in partnership with the Columbia Basin Trust; Smithers in partnership with Bulkley Valley Regional District and Northern Health), or supported by organizations like the Whistler Center for Sustainability (Tofino and Osoyoos).

6.3 General Structure and Content of OCPs

The *BC Local Government Act* outlines mandatory criteria for inclusion in every OCP. This criteria includes: housing and development needs, including resource availability and hazardous conditions, public facilities, public needs (e.g., waste, water and sewer systems) and policies and actions for achieving those targets. The Act also allows for some degree of flexibility with OCPs to permit each community to adapt their plans to their unique community needs, as well as to determine the depth and timespan most appropriate for their OCP, offering communities some consistency and the prospective for a long term vision, and some permanence that may be less susceptible to the changing political wills as they arise. By extensively engaging the public in the planning process, OCPs enable people to invest in a long term vision. Akin to strategic planning, by refining the vision of the community, strategies and supporting policies are better able to align with the direction.

As such, most of the reviewed OCPs begin by offering a vision statement of the community, occasionally supported by goals, or context statements. Often this is provided before a regional

context statement, which provides information on the general historical and geographic setting of the community, including relevant demographic and economic information. This may highlight considerations in land use planning (e.g., shifts in necessary housing stock), or the need to concentrate on other emerging issues (e.g., diversifying the local economy in Elkford). For example, the City of Richmond offers the elements that they are internally trying to work on, and then identify emerging environmental or contextual threats for which they may need to prepare.

Some municipalities further offer simplified principles or "pillars" to understanding the major elements of the goals. Fort Saint John provides a good example of this, by graphically representing their four "guiding principles" into colours and quadrants: economic prosperity; environmental sustainability; social equity and cultural vitality (City of Fort Saint John, 2011, pp. 12-3). The intent of each of their subsequent policies is then visually illustrated in how it relates to these guiding principles. This approach also makes it easy to reference from a certain perspective. Campbell River uses a similar approach with different icons to indicate the areas of sustainability each policy refers to. In instances where these pillars are not offered, policies seem to be organized simply by related category, for example: mining, waterfront, downtown densification, etc.

Most OCPs contain the regional planning documents (which are used for zoning) at the back of the plans. Municipalities are able to identify their subsections, and these vary in nature and range from: food security, mining resources to waterfront management. Generally their format offers strategies with a number of supporting policies. These strategies provide the context and background for the current land use plans, and should also inform future planning decisions. Occasionally, they also inform or support the work of council. Very few OCPs offered clear monitoring metrics and measurement, with none of the towns or villages. The towns of Osoyoos and Smithers, do reference monitoring, Most deferred to sub-plans/frameworks, or committed to monitoring and measurement (generally every five years) without explicitly stating how or by who (or delegating to the relevant departments).

In terms of the types of measurement provided in OCPs, there were no towns or villages offering specific measurement tied to the policies or strategies included in their OCP. The larger cities and districts noted that ongoing monitoring and evaluation would be passed on to the relevant municipal departments. White Rock and Kitimat note that regular report cards should be offered to the public on the status of the details and implementation of the OCP, it should be noted that at the time of this report, no report cards on the status of the OCP implementation were available from White Rock, however the district of Kitimat provided a concise, simple report, offering trends over the past five years and commentary on the progress (or lack thereof), as well as brief explanations of why and how indicators were developed and where data was sourced from. The district of North Vancouver is currently in the process of redesigning their OCP, and in preparation developed and published a comprehensive review of the progress they have made towards their OCP. In their plan, they suggest periodic monitoring be done every 1-2 years, with a comprehensive report prepared every five years. The sustainability plans (Sustainable Community Plans) of Tofino, Campbell River, Osoyoos, and Smithers, as well as the economic development plan of the village of Port Alice all include possible metrics to assess their plans, however at the time of this report, no evidence of the assessment of these plans was evident. Though it should be noted that Smithers and Tofino have partnered with other community organizations that prepare comprehensive community assessments (such as the

Community Vitality report in Smithers, or the Clayoquot Biosphere Trust's report relative to Tofino).

It should also be noted, that approximately five communities explicitly stated their participation in a sustainable planning process, (three from the Whistler Centre for Sustainability: Osoyoos, Tofino and Campbell River) and several others partnered with organizations such as the Columbia Basin Trust or Northern Health. These groups and sustainability plans generally offered a wider and more long term consideration of possible future measurement approaches, and offer a wider berth of consideration for elements to include in the OCP document (for example a more concentrated focus on health and health outcomes) and explicitly state metrics that should be assessed, and at which interval. It should be noted that there was little evidence of any of these metrics being implemented at the time of this report, however it should be noted that supporting organizations have continued pursuing assessment of community vitality and health through concurrent work, for example the Vital Signs report which has come out for a number of communities and assesses a wide variety of elements that inform the state of public and community resiliency.

With the exception of the District of Elkford, all ARs were activity/output focused, offering the status of activities (e.g., completed/ongoing/on hold), the number of participants (e.g., recreational facility users) and sparse demographic information. Elkford also included the results of a community survey in their annual report, and in conjunction with statistical information, attempted to assess progress towards the goals identified in the community plan. Elkford also offered alternative measurement suggestions for the future (District of Elkford, 2016, pp. 13-23).

6.4 Conclusion of findings

Despite the guidelines offered by the LGA, there is a wide variety in OCPs and ARs from the municipalities included in the study. Public consultative processes range in content, timing and description, regardless of the size of the municipality in question, however appear to be most robust which done in conjunction with partner organizations or other planning processes. Municipalities which offer timelines illustrating the public consultation process are useful as it allows better understanding of the depth of involvement of the community in the creation of the documents. Documents were all freely available on the internet. Additional work done to create accessible, clear and engaging plans alleviated the difficulty navigating the documents (which can be lengthy and cumbersome). It is thought that the inclusion of photos as well as diagrams aides in the public interest as well as the understanding and ownership of the documents. There appears to be very limited inclusion of measurement of metrics overall, and most often these obligations were delegated to relevant municipal departments. If measurement plans were included, they were often ambitious, or provided in a separate sub-document. Annual reports offered little commentary (if any) on OCPs and tended to focus on operational highlights and outputs. The next section offers discussion on the included measurement, monitoring and reporting practices as well as the utility of embedding evaluative frameworks into OCPs and ARs.

7.0 Themes Related to Measurement

Broadly, this section discusses the information surfaced in the sixth section of this report. It is organized into three subsections: intended measurement; monitoring and reporting and utility and alignment. Section 7.1 (Intended Measurement) looks at (where provided) the types of data indicators included in the evaluation of OCPs and ARs, as well as the links between the intended policy outcomes and the identified indicators. The subsequent section, 7.2 (Monitoring and Reporting) briefly examines the types of data sources, availability and resources required to collect these indicators. The final section (7.3, Utility), looks at the interplay and relationship between the OCPs and ARs, as well as other documents that emerged in relation to the planning and implementation process.

7.1 Intended Measurement

Although the notion of "if it's worth doing, it's worth measuring" is an important idea behind including metrics in the planning process, as well as annual reporting, there seems to be some ambiguity around the inclusion of outcomes and outputs, as well as some disconnect between the outputs and the intended policy outcomes. Outputs tend to be measures of activities, for example, the number of visits to a recreational facility, library books borrowed, etc. Although this is relevant for reporting on the status of the activities of a municipality, as in an Annual Report, it does not examine the relationship between the policy and the effects on the desired outcome.

For example, a vibrant community may or may not have a high number of recreational facility visits, perhaps it's weather dependent, or there are a number of accessible private recreational facility sites which are also frequented by the public. However, outputs are generally easy to understand, and often easy to count, rather than assess. It could be argued, that in order to evaluate the OCP, which focuses on central policy objectives, a more comprehensive of policy outcomes would need to be taken, with a mixed methods approach, and examining the assumptions between action and effect. Examples of current reports would be looking at the number of small business starts in relation to having a vibrant economy, or the number of kilometers of bike trails as an indicator of green transportation, where more accurate assessments may be looking at the diversity of the economy, ration of jobs to those seeking employment, or the transportation methods used during different points of the year.

In instances where output measures are included (as in annual reports), at times, they could remain important and relevant, however by including some context around why these measures are being included, readers accessing the documents would have a better sense of how and why these measures have been included as relevant.

Beyond providing context on why these indicators or policies belong with their intended strategies and goals, background information will also help those accessing the reports to more clearly understand the relationships between them. For example, in Clinton "Protect parks", compact urban form, and agriculture fall under environmental stewardship (Clinton, p.3), where as in others it's retain downtown core, economic, or agriculture. In increase numbers of seniors in the population, in Elkford it is considered a symptom of 'economic diversification' where as in other communities (e.g., Richmond or Harrison Hot Springs) it's considered in the health of the housing stock of the community.

Providing clearer context around the rationale behind why which indicators were included also adds to the rigor of the plans and assessment. For example, in Clinton's AR it was reported that: "Council and staff created a list of items above and were requested to pick their top ten and

submit them to the CAO or present at a strategic planning session. From the top 10 project the priorities were determined for 2016 and the balance will be reviewed during the year and brought forward to the 2017 strategic planning session." Introducing more relational ties between the strategic planning process and the OCPs will build accountability and cohesion between government and public input.

It should also be noted, especially for the smaller municipalities, that there is a dependency, on nationally or provincially collected data and information to inform the OCP planning process, and where applicable, the assessment process. Given the lapse since the last census, this has negatively impacted the ability of smaller communities to plan. For example, a village with a population of 1000 (Elkford), measuring their fluctuations as a proportion of their overall size is using data that is 5 to 8 years old. Given some of the communities became incorporated 25 years ago, this makes planning difficult. There does not seem to be any kind of relationship between the size of municipality and the number of metrics or strategic priorities, although there appeared to be a stronger link between those municipalities that had partnered with other community organizations to co-create their sustainability plan. The size and capacity of a municipality to collect and analyze these metrics should be considered by the group within the planning process before these are committed to in the plan.

7.2 Monitoring and Reporting

The frequency and data sources suggested (or absent) in most of the plans and reports consulted in this study should be commented upon. Most notably is that although most of the plans consulted in this document note the need for some type of monitoring (generally found in the "monitoring and implementation" section), there is a noted lack of completed reports supporting this notion. Some of the sustainability OCPs (Tofino, Campbell River and Osoyoos) provide between 50-100 indicators they suggest monitoring yearly, or at regular intervals. The lack of completed reports, or the demonstrated density of the District of North Vancouver's completed assessment of their OCP, begs the question on the needed resources both to adequately collect the needed indicators, as well as to synthesize and present the findings in a digestible way. In spite of the vast absence of reporting practices in relation to OCPs, three major approaches were found in the study: an annual report card (Kitimat), a comprehensive review (North Vancouver) and ad hoc reports (Richmond). They are discussed below.

7.2.1 Kitimat – the Annual OCP Report Card

The district of Kitimat offers perhaps the best (and only) example of a yearly "report card" example of a report on the OCP, providing five year trends for a suite of 16 indicators that support their 8 goals. The indicators are limited to areas where updated information is available on an annual basis and has been available since 2008 – the year of the most recent OCP complete review (District of Kitimat, 2014, p. 2). Each indicator is clearly presented on its own page, with rationale for its inclusion ("Why do we measure this?"), background information on data sources ("What is being measured? What is the desired trend?") and contextual information on the trend (if any) over the past five years. Limited high level conclusions are presented, and aside from the graphs and arrows, there are no additional pictures or graphics in the report. After each sub section of indicators (as sometimes several may support a single goal or theme) highlights that may contribute to the goals or themes from the municipality are provided. For example, under

"Maximize livability" one of the goals is to "Encourage senior levels of government to increase supply of affordable and special needs housing." The supporting action that was included was: "District continues to work with senior levels of government and other agencies to create affordable and special needs housing. No permanent units have been created at this time. A 15-bed shelter has secured provincial and corporate funding for winter 2014/15" (District of Kitimat, 2014, p. 17).

7.2.2 District of North Vancouver – OCP Comprehensive Review

In preparation for an OCP refresh, the district of North Vancouver formed a citizen working group (a subcommittee of the OCP Implementation committee), to develop headline targets and preliminary community indicators over two years (District of North Vancouver, 2016, p.5). Headline indicators are indicators that "directly measure progress towards the identified objective" and community indicators "provide a richer and more comprehensive perspective towards OCP goals and objectives." (District of North Vancouver, 2016, p. 6). At 38 pages long, the report is dense, offering 26 indicators (almost evenly split between community and headline) and offers baseline information from 2011, and 2014 as the comparator year, along with the desired trend or 2030 target (p. 10-11), as well as an in depth look at each of the 11 target areas. The in depth look assesses the "headline" and community indicators, desired and current trends, rationale behind the indicator, additional contextual information (e.g., demolition of old buildings resulted in a slight downturn of available housing units), as well as plans and other progress towards the goal in the OCP. Maps and graphs are provided. The report ends by suggesting three additional categories for monitoring (Parks and open space; environment; and infrastructure/finance) (District of North Vancouver, 2016, p. 36). Moving forward the report suggests updates of the review every 1-2 years, and complete reviews every 5 years (as data becomes available, such as Translink or Census data).

7.2.3 The City of Richmond – on an Ad Hoc Basis

For the City of Richmond, the OCP proposes as needed reviews of key indicators (e.g., population, employment, etc.) by Policy Planning and other departments as data becomes available (for example, Census data) (City of Richmond, 2012, 13-3). It is also noted that a complete review and refresh of the OCP has traditionally occurred every ten years, however the current plan and implementation chapter does not offer any information on the comprehensive review. By offering ongoing department-specific reports, as relevant to the OCP, as they become available, the city of Richmond can leverage existing data collection and provide ongoing check-ins on the progress of their OCP. This alleviates the data collection burden of the entire report, however it may dissipate the overarching impacts of the plan, and also misses on the opportunity to capitalize on optimizing OCP specific data collection (e.g., during a community survey).

Part of the difficulty of all of these approaches is the far-reaching scope of the OCP, in combination with the reporting frequency of secondary sources of data (e.g., Translink information). By hybridizing these approaches, akin to Kitimat's report card, or by using a bank of indicators and providing updates on those that have changed, municipalities may be able to better leverage current data collection practices, while ensuring that information included in these assessments is the most relevant. Examples of these other reports include Health Snapshots (prepared by the Health Authority), Vital Signs reports and regional environmental assessments.

This emphasizes the need to strike a balance between constant report/reviewing and losing relevance from data that is collected too far apart from each other. Partnering with other organizations with similar values/interests and complementary capacity can help mitigate the reporting burden and also leverage the opportunity of partnerships and shared work between municipalities and community organizations.

7.3 Utility

7.3.1 Alignment of planning and reporting

One of the most notable disconnects during the preparation of this report has been the relationship the OCP holds with other planning and reporting documents. Primarily this is noted in from the Annual Reports (which often draw from the strategic plan), the regional planning strategy (where one exists) and additional planning documents. Each are discussed briefly below.

In the majority of the Annual Reports consulted, little mention was made of the OCP. This seems as though it's a missed opportunity to highlight the fundamental nature of the document, or perhaps has been intentionally to provide appropriate space to council to act independently. Given the amount of resources that go into the creation of both types of documents, it seems as though it's a missed opportunity to the key goals/strategies highlighted in the OCP. For example, in Elkford's OCP, a set of 11 guiding principles approved by council form the backbone of the plan (District of Elkford, 2010, 2.4). These principles include: encouraging unique growth in existing neighbourhoods; consider climate change in decision making; and develop mixed and affordable housing options for all residents. In the 2015 Annual Report, the district then evaluates the progress made on the district's five objectives: vibrant community, sustainable community, safe and healthy community, community with pride, and effective and efficient organization (District of Elkford, 2015, pp. 13-23). This comprehensive assessment on strategic objectives include examining the types of housing stock available over the past five years, recreational opportunities available, connections with the business community and involves a public survey. The OCP is not mentioned in this document, but is clearly linked. With some slight modifications the AR could reference or build on the work already captured in the OCP, and further underscore the alignment of council with the community consultation which contributed to the creation of the document.

Similarly, Fort Saint John introduced their quadratic approach to tie their policies together, which could have been easily transferred over to highlight the connections in their annual report, but similarly, the OCP was not mentioned, nor were the four pillars so extensively detailed in the OCP. Ladysmith offers a rubric of actions as related to sustainability, but not in relationship with the nine guiding principles as outlined in the OCP (Ladysmith, 2015, pp. 45-58; Ladysmith 2003, p. 15-6).

More frequently, the OCPs do seem to build on previously completed visioning studies in the community (Ladysmith, Tofino), it seems as though this community consultative work would more closely inform the strategic planning process of the councils. Perhaps more appropriately, many of the OCPs note the need for individual municipal departments to implement and monitor the OCP as needed. Similarly, often the OCPs catalyze the need for further studies or plans, for example, the economic development plan for the village of Port Alice, or Clinton, or the Parks and

Recreation plan for the city of Richmond. These plans and additional reports come with their own set of background criteria, research and assessment, and also their own set of evaluative criteria that more closely evaluates the impacts of their suggested policy recommendations.

One area of nested regional planning that does seem to have positively influenced OCPs has been the provision of regional growth strategies by larger region areas. Providing a regional growth strategy (for example the Greater Similkameen, Fraser Valley or Greater Vancouver Regional District) allows municipalities to align with the broader regional needs and plans, as well as to provide them with a basis of principles and areas to build upon. In a larger community, such as the district of North Vancouver, these principles may prove cumbersome, or as part of a larger negotiation given the amount of interests already competing for a voice in the plan, however for smaller communities, such as Osoyoos, Langley and Harrison Hot Springs, it was evident that these regional principles were able to inform and influence the creation of a more robust, consistent and cohesive planning process.

The rise of Sustainable Official Community Plans (SOCP) which include indicators and could provide grounds but require capacity to implement the exhaustive nature of the monitoring proposed, as well as to build accountability for creating action and implementing changes based on the assessments. The rise of sustainable development plans (SOCPs). Links to apolitical and the ability to leverage on the capacity of NGOs or other government entities to improve this. One questions the ability of communities to support the type of long term, frequent comprehensive monitoring as suggested, however perhaps by shared accountability and leveraging the public interest in sustainability it will become more of a priority item and woven into an increased number of municipalities planning processes, as well as a tool to promote transparency and partnering with related organizations.

7.4 Points of note

It should be noted that the evolution of Official Community Plans is early in its conception, and that it's going to take time and iterations. It's easy to commit to monitoring and evaluating at the time of plan development, underestimating the capacity required for data collection, analysis and reaction. It should also be noted that the evaluative and research process used the OCPs as a starting point and lens by which to evaluate the type of related reporting offered by ARs, rather than the other way around. It should also be noted that due to the nature and scope of this reports, the strategic planning process and strategic plans were not examined or included in this review (aside from the specific elements that may have been included in the AR).

8.0 Recommendations

The recommendations provided in the section below have arisen from consideration of the limited findings found in the fifty documents reviewed. Broadly, it is first recommended to enhance the accessibility of the guiding documents and annual reports by simplifying the language, including local pictures and increasing the use of graphics and tables to better express key concepts. Secondly, this recommendation is further deepened by streamlining and integrating the underpinning guiding principles found within these plans, embedding them in the ARs and tying them into strategic planning processes at each municipality. If measurement, monitoring and reporting is to be included, it should be consolidated and broadly tied to the strategic outcomes, rather than being overly specific and complex. Finally, it is recommended that municipalities should partner with local organizations to complete the evaluation process, this partnering will be threefold: it will enhance the capacity of all groups involved by leveraging existing resources and augmenting the available networks and capacity for data collection; it will introduce an additional level of objectivity in the evaluations and finally it will enhance existing relationships between the organizations.

8.1 Recommendation 1: Improve accessibility of municipal planning and reporting documents to the public by using clear, engaging layout and language

Many of the OCPs and ARs have not been adopted to a reader friendly format. There is an absence of cohesion and layout, the documents are heavy in legislative and they are largely inaccessible. By leveraging the engagement process and distilling the goals/pillars/key strategies down to a digestible number of core elements, municipalities should be able to adopt and reference these in their strategic plans, to better build in alignment and accountability across legislation. Further, by increasing the accessibility throughout the OCP and ARs – through concise presentation, provision of definitions of key terms, including engaging photos as submitted by and of the public, readership and use of the documents will increase, which may further incite public participation. Simple and digestible is important. It is certain that an OCP of 17 pages is more approachable than one of 300. If at all possible, organization of the plan into a reader-friendly format will help the usability. Some strategies for this include: keeping the bylaw as page 2, rather than a cover page; an introduction explaining the organization of the overall document; and keeping complex planning related tools in appendices or in their own subsection. By offering a straightforward approach, more members of the public, as well as supporting organizations will be more apt to reference the document, further encouraging its utility in terms of urban and community planning.

8.2 Recommendation 2: Develop effective and efficient goals and metrics that are representative, easy to understand and build or align with other reporting processes

Alignment of strategic plans and operational goals with the OCP and metrics increases the effectiveness and integration of the OCPs, as well as their relevancy, providing the ground work and touch stones for council and planners moving forward. Increasing the integration of the OCP further underscores the utility of the document. It provides an avenue for future public engagement, and allows the public to see clear links between their input and the direction of

municipal planning. If the OCP is streamlined into replicable pillars or touchstones, these can be carried across to other plans, for example, economic development plans, strategic plans, etc.

Offering regular updates on these key principles, along with explanations (as in the case with Kitimat or North Vancouver), the public can readily take stock of the progress (or lack thereof) their municipality has made towards their central overarching objectives and continue to be relevant. Including "stretch goals" or comparator information for other similar municipalities (for example in Tofino's *Vision to Action* report by comparing Tofino to Harrison Hot Springs and Fernie), the relative progress of the town can be easily understood. Including descriptions of data sources and the rationale behind providing metrics and the desired trends is also key, for people to understand their relevancy and context in terms of how they tie back to overarching goals. If this approach is adopted, data collected from external, but related sources (e.g., Translink, Census Canada, Health Authorities) will have a natural data home and clear link, allowing ongoing reviews of data as it is available and as it is relevant, rather than going out to assess 100 indicators that don't exist or could be duplicative.

If people understand it, it builds accountability. In the event that a comprehensive review is taken, additional work should be done to revisit and clarify the desired outcomes of the policies at play, rather than choosing metrics that are more output focused. The rationale surrounding the inclusion and sources of these metrics should also be included with any evaluation.

8.3 Recommendation 3 – Clear grievance processes are needed for the public when OCPs have not been followed or changed without due diligence to the public

As demonstrated by the City of White Rock, the development of OCPs signifies little if there is not the legal leverage behind their implementation. If it was possible for the public to grieve infractions and deviations from OCPs through a government agency with the ability to enforce penalties, this would add gravity and weight to OCPs as legal documents, and ensure that they were appropriately respected and implemented. OCPs appear to be documents that are developed with extensive public consultation, to offer apolitical guiding principles to municipalities, developers and planners when faced with issues of new development. If these documents can simply be ignored without appropriate public re-engagement, then it seems senseless to have developed the documents in the first place. Offering a grievance mechanism would heighten the value of the investment in OCPs.

8.4 Recommendation 4 – Scale OCPs to the capacity and scope of the size of the municipality

The village of Hazelton's plan is set markedly apart from others. At 17 pages long, excluding maps of zones, it plainly states the criteria as outlined by the LGA, and then notes its potential to influence and enforce those goals, and instead, choses to simply and effectively meet the criteria as needed. A quote from the introductory statement is included below:

> The Official Community Plan is a very important document which often gets marginalized in smaller, rural communities. Every so often we spend time engaging community residents to plan for managing existing and new development, making

> sure we satisfy all legal requirements and to coin policies complete with land use plans. Then, especially in smaller rural communities, Official Community Plans (OCP) often sit on shelves, sometimes for decades collecting dust, until one day a project triggers the need to look at it, and perhaps needing to amend it. This observation is not about being critical but about being realistic and searching for a method where this document, the Official Community Plan for Village of Hazelton, gains rather than loses importance after adoption… In general, the former, Section 877 of the current legislation (Local Government Act) is similar to the previous legislation (Municipal Act) which applied when the last OCP was adopted in 1997. Section 879 (of the Local Government Act) gives Local Governments additional authorities they may exercise. Considering the importance of this document and the intent to provide a streamlined land use plan, it suffices to say that the Village of Hazelton Council elected to concentrate on the "must" policies. Considerations such as social well-being, natural environment and regional context are and will continue to be, acknowledged within the land use polices. In other words, matters of this nature are not only land use related but essential elements of the community socio- economic fabric affecting daily life as well as short and long term community goals." (Village of Hazelton, 2015, p. 1-2)

Hazelton is a perfect example in terms of a municipality that has a good understanding of their scope of influence. In all the plans examined, villages and towns appeared to have little capacity to develop robust plans and metrics in their OCPs or Annual Reports. It is recommended that smaller municipalities respect their capacity, and instead focus on developing a concise, relevant vision and salient, clean underlying tenets that can be used to inform their decision making processes moving forward, rather than to devote time and energy into a comprehensive planning process and metrics that may be impossible to implement or assess. Devoting efforts and engagement to a clear understanding of the direction the municipality wishes to take will do better to inform the potential future decision making processes, rather than attempt to project plans and principles that may be beyond the capacity of the municipality to implement. Conversely, larger municipalities appear to have larger planning departments and the capacity to develop sub-plans that work in conjunction with the OCP, elevating the potential to more exhaustively implement the plans, increasing their relevance and ability to influence future policies and plans.

8.5 Recommendation 5- Set realistic and attainable goals related to the frequency, extensiveness and representativeness of both OCPs and ARs

The village of Hazelton is explicit in their need to create a simple, and usable plan, diverting resources away from what they anticipate to be an underused document towards something more functional, and to address concerns from the public as they arrive. Being aware of the limitations and capacity of an OCP or an AR is important. Nesting plans, or honing in on refining the principles and directions necessary for the OCP if it is to be used as a reference document. Offering information in salient, concise updates as they are available will keep data current, reporting burden low and people engaged. Being aware of the core realities of many of the resource based communities is realistic. The capacity to change overnight is impossible, but

setting long term goals and using comparator communities will encourage municipalities to continue working towards change.

Monitoring criteria set up by many plans is excessive, vague or unclear around data sources. Tying reporting to the availability of data, and vice versa will afford the opportunity for ongoing regular updates on the status of OCP goals, providing the public and council with the most timely, relevant data, rather than vice versa. Although there is value in taking stock of plans as a whole, using an approach like Kitimat, with 17 streamlined indicators, explained and illustrated is likely more beneficial and less overwhelming that addressing the 100+ indicators as outlined by Campbell River or Osoyoos' SOCPs. Being realistic about what the plans can accomplish is important, building accountability and trust between public and governance. Offering follow-up resources for communities to measure and assess their OCP would doubtlessly be beneficial. The resources offered by the Whistler Sustainability program to design the sustainability OCPs could be further augmented by offering a second swath of training to assess and monitor the plans once implemented.

Much of this reporting burden can be shared. Municipalities are not exclusively governing organizations. The scope of their purview, as well as the goals outlined in their OCPs has grown to include the interests of the community as a whole. This in turn facilities the opportunity for municipalities to partner with other organizations (Trusts, health authorities). This partnering can build capacity and engagement, and create an ongoing living dialogue within the community, fostering inter-organizational relationships. Partnering with external organizations also can mitigate bias that may arise in the municipal planning process – even with this bias is further mitigated by a consulting partner. Further, it can share the accountability and efforts for implementation, monitoring and evaluation.

8.6 Recommendation 6 - Further research in the connections between strategic planning and Official Community Plans

The final recommendation from this work is for future research to better understand the connections between the emergent strategic planning process and OCPs. The rise of managerial processes in municipal governance has led to an apparent rise in strategic planning. How are these processes similar and different across municipalities? What connections exist between strategic plans and OCPs? Is there consistency and integrity in the reporting processes for strategic plans and Annual Reports? How are strategic plans developed by municipalities? Are these processes similar across the different sizes of communities? In delving more deeply into understanding this political angle of planning, and whether or not it is relevant to communities, one can better understand the growth processes driving communities forward. Further research into the juxtaposition between strategic planning and OCPs will also offer insight into the dialogue between public participation and the municipal political process, and may offer suggestions into mechanisms to further integrate the two, offering more power to the participatory process of OCPs.

9.0 Conclusion

There are a wide variety of plans and approaches to OCPs and ARs as demonstrated by the documents reviewed in this study. Ones that seem to be most effective, efficient and relevant nest the strategic plans and annual reports in overarching simplified tenets, developed through the OCP consultation process. Simplified plans are likely more accessible to the public and more likely to be engaged and encourage civil participation and accountability.

Measuring and reporting in OCPs is varied, the intention to monitor and report on progress is generally present, however there is limited evidence indicating that it has been completed. Overly extensive plans to monitor OCPs may deter municipalities from enacting these measurement plans. Using a streamlined approach to measurement, delegating measurement to relevant departments (as with larger municipalities) or sub-plans, or using a data availability trigger (e.g., Census data becomes available, there is a report to council on the relevance and trends as illustrated in the OCP) will likely be more effective and accomplished.

There appears that smaller municipalities struggle to some extent developing their own OCPs. In areas where overarching regional plans have been provided (Fraser Valley Regional District, GVRD), these plans provide some framework for smaller municipalities. Where the OCP engagement and development process can be dovetailed with ongoing work to build other plans (SOCPs, economic plans, etc.), there seems to be additional robustness. The additional resources the Whistler Sustainability program has provided for three of the municipalities included in the study (Osooyos, Tofino and CR) to "jump start" their SOCP seems to be helpful, providing the groundwork for robust plan development, however these additional resources may create unrealistic intentions to monitor and implement plans beyond the general capacity of the municipalities. Partnering with other local organizations (the health authority, local trusts with similar interests, other communities in the region to align with local plans) can leverage existing work and build local capacity.

A realistic approach should be taken with the aims and measurement of OCPs. Distilling municipalities visioning process to accessible goals or tenets allows for transferability and ongoing alignment with the vision. This also can allow for operational activities to be easily 'rolled up' and assessed over broader goals. The capacity of an OCP to affect change, as well as the capacity of a municipality to effectively measure the effects of that change should not be overestimated, however, by extending the central municipal vision into several key goals, OCPs, ARs and strategic plans can work together to support them, supporting their development and progress, while encouraging accountability by providing clear links to monitoring. Partnering with similar external organizations will augment the capacity to develop and monitor multifaceted plans and progress, as well as foster and enhance existing relationships. With these considerations in place, cohesion between the OCP and AR progress can be increased, public participation can be enhanced and accountability increased towards building healthier, more sustainable communities.

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