

PLAN PROLIFERATION AND COORDINATION



A Study of Plans Across Canada

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PLAN 6000 Independent Project

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Cover photo: http://en.wikipedia.org/wiki/Fused_Grid

EXECUTIVE SUMMARY

Canadian cities are producing many plans covering a wide variety of issues. While the number of plans prepared across the country increases, few studies examine the overall set of available plans or explore the extent to which plans and policies within a city coordinate with each other.

My research analyses the set of all available plans collected from a sample of 33 cities across English-speaking Canada. The main objective of the study was to identify trends in how communities prepare plans. I sought to reveal trends in the types, timing, and geography of plans. A secondary objective was to show how plan coordination occurs in one city regarding a particular policy issue. My research is part of an ongoing project led by Jill Grant. While the main research project focuses on policy coordination in the context of proliferating plans, my work began to highlight trends in Canadian plans.

The project predominantly used qualitative methods. The sample of 33 cities includes large and small communities from every province and territory except Quebec. I developed a consistent and systematic approach to collecting plans to ensure that the data set was as complete as possible. I organised data into a spreadsheet with more than 350 plans with information on the type of plan, when it was adopted, and other relevant notes.

I broadly divided the types of plans prepared in Canada can be broadly divided into three ‘tiers’ of commonality and prominence. The first tier consists of master plans, transportation plans, environmental plans, and green space plans. These are the most common types of plans and form the core of Canadian planning practice. The second tier consists of corporate plans, recreation plans, cultural plans, downtown plans, housing plans, economic plans, resource plans, heritage plans, and growth plans. Tier two plans may be more common in some regions than others, but are not ubiquitous nationwide. The third tier has the ‘least common’ plans, which includes waste plans, waterfront plans, and urban design plans. The three tiers of plans reveal the priorities of municipalities and planning departments based on the commonality of plans and their prominence on municipal websites.

Further trends were identified in the timing and geography of types of plans. In general, most plans were recently produced, but I found variations in the timing of different types of plans. Among other regional differences, more plans were collected from communities in Western Canada than Eastern Canada.

The case study of plan coordination in Vancouver illustrated an example of how municipalities coordinate on a policy issue. I studied plans in Vancouver to discuss policy coordination on the issue of risk management and preparing for natural hazards. While the City of Vancouver plans did not establish a fully consistent stance on risk management, Metro Vancouver plans overlapped and referenced each other on how to better prepare for natural hazards.

My project improves knowledge of current trends in Canadian plans. Analysing plans from the sample of cities reveals differences in commonality and prominence. The ‘three tier’ model begins to show the priorities of Canadian cities. Exploring one example of plan coordination offers a way to study coordination on other issues and in other cities. The research provides important information about plans across the country, which future studies can build on to clarify municipal objectives and better understand plan coordination.

INTRODUCTION

Cities and towns of all sizes across Canada prepare multiple plans to manage the growth and development of their communities. A master plan often serves as a general document that oversees and shapes planning endeavours in a city. In addition to the master plan, most communities have plans designed to tackle specific issues, such as transportation, culture, or energy, or to plan for a particular area of the city, such as the downtown or a green space. Larger cities tend to produce more plans on a wider array of subjects than smaller towns that may only prepare three or four plans. Some types of plans may be more common than others: for example, the many available transportation plans compared to the few accessibility plans. In total, Canadian cities are producing a very large number of plans to cover many topics and issues. Analyzing plans from across the country can reveal important trends in the planning profession and highlight geographical differences in approaches to planning.

My research is part of an ongoing research project led by Jill Grant along with Pierre Fillion, Ahsan Habib, Patricia Manuel, and Eric Rapaport. The larger research project is investigating the strategies that local planning departments are using to coordinate their many policies on land use. It began in early 2013 and will continue for three years. The Canadian Institute of Planners and DalTRAC (transportation lab) have partnered to assist in developing practical applications for the research results. The project proposal notes the proliferation of plans and policies across Canada designed to address myriad issues regarding the use and development of land. Multiple policies are inevitably created at different times for different reasons, which can result in overlapping and contradictory policies. The main research focuses on the issue of plan coordination within individual communities. In contrast, my project focuses on assessing the current state of sample plans available across English-speaking Canada.

The study fills a knowledge gap regarding what plans are being produced in communities across English-speaking Canada. No recent study explores the number and types of plans in effect in multiple different cities. I collected every available plan from a sample of 33 cities across the country to create a snapshot of current Canadian plans. The primary purpose of the study is to develop an understanding of the trends in the types of plans prepared. The research also assesses the extent to which one city has worked to coordinate planning efforts regarding one particular policy. Because it was not within the scope to provide a complete assessment of all plans across Canada, I studied a sample of cities to identify trends that may indicate conditions at a national scale.

BACKGROUND

Initial background research revealed that the topic of plan coordination is not well documented. Few articles tackled related issues directly. Policy integration is a more common subject than plan coordination. Several articles cover how to better incorporate a single particular policy into planning. Two of the more relevant articles discussed the challenges of integrating cultural planning in the Queen West neighbourhood of Toronto and effectiveness of cultural planning in Ontario in general (McDonough & Wekerle, 2011; Kovacs, 2011). McDonough and Wekerle argue that in Toronto culture is an afterthought rather than directly influencing land use policies. Kovacs finds that cultural planning often goes beyond producing simple arts policies to

create more comprehensive documents that address cultural and heritage-related objectives. Reese (2006) says that planning goals are integrated with economic development policies in a more logical way in Canada than in the United States. These articles begin to show efforts of Canadian municipalities to integrate multiple planning policies.

Smart growth is a common topic in the literature. Bunce (2004) analyses the language of Toronto's Official Plan for evidence of urban intensification. She finds that the environmental benefits of intensification are touted in order to achieve economic goals. A report prepared for Canada Mortgage and Housing Corporation states that major cities across the country are developing smart growth policies and initiatives, but implementation is weak (Tomalty & Alexander, 2005). While smart growth is growing in popularity in Canadian planning, cities are struggling with achieving effective implementation. For instance, the City of Toronto, in preparing its Official Plan to become a competitive city, risks increasing socio-economic problems in implementing its policies (Kipfer & Keil, 2002).

Other articles discuss planning implementation in Canadian cities, including a study of implementing a congestion charge on the Halifax peninsula and implementing a greenway in Ottawa (Althaus, Tedds & McAvoy, 2011; Erickson, 2004). Erickson argues that coordination between different levels of government is lacking, which hinders the ability to effectively plan for and implement greenways. Gordon (2002) examines the history of plan implementation in Ottawa, and finds that effective implementation requires five elements in place: politics, finance, planning, administration, and a champion. These articles offer suggestions for improving implementation of policies.

Research also provided articles with an international perspective on plan coordination. Regional planning around the Yangtze River, and coordinating local and national planning efforts in Sweden, offer examples of the difficulties in coordinating policies among different levels of government (Li & Wu, 2013; Tornberg, 2012). Articles identify opportunities for integrating environmental policies with urban land use planning: this requires communication between stakeholders and can promote sustainable development objectives (Simeonova & van der Valk, 2009; van Stigt, Driessen, & Spit, 2013). The coordination of local policies on development and public transportation in Switzerland shows that it is not adequate to simply integrate development and transportation infrastructure and coordinate goals (Kaufmann & Sager, 2006). Policy coordination is more complicated than that. It is necessary to understand the context of specific projects and balance the openness and closeness of multiple policy networks.

Several articles from the United Kingdom and the United States discuss relevant topics such as 'joined up' governance and mandated coordination. Pemberton and Winstanley (2010) identify barriers to collaborative governance and argue that joining up, such as through Local Strategic Partnerships (LSPs), is one way to increase integration of policy formation. However, they also note that the meta-governance of LSPs by central government can lead to tension that jeopardizes effective vertical integration. Another article argues that a joined up approach to public health in the UK, including a national food policy, can promote a more sustainable food supply and greater policy integration (Barling, Lang, & Caraher, 2002).

Lees, Salvesen, and Shay (2008) discuss school siting in Florida. Mandated coordination between the school boards and local governments will face challenges due to a lack of history of working together and separate missions and goals. In order to improve collaborative planning and plan coordination, institutional barriers must be broken down. The factors of "turnover among key staff, personal relationships, and the commitment of the parties" remain crucial to the level of collaboration (Lees, Salvesen, & Shay, 2008, 610). A report on mandated coordination

of transportation and land use planning in Virginia identifies multiple best practices for improving coordination (Miller, Howe, Hartman, & Goswami, 2004). States have several options to coordinate transportation and land use planning. Providing staff and funds to local governments specifically to promote coordination, archiving lessons learned, transferring lessons throughout the state, and working with local governments on initiatives that are within the state's scope of operation are three key ways in which plan coordination can be enhanced (Miller, Howe, Hartman, & Goswami, 2004, 63).

Part of the goal of the initial background research was to help develop the appropriate sample of cities to include in the study. I reviewed articles from the professional publication *Plan Canada*, a magazine published by the Canadian Institute of Planners. That provided several examples of Canadian planning practice that could be investigated further. Most articles were about the strengths of individual plans rather than comparing multiple plans. The growth plan for the Greater Golden Horseshoe (GGHS) in Ontario was often featured (Newbold & Scott, 2012; Gibson, 2011; Filion, 2010; Graham & Westfall, 2007; Ontario Growth Secretariat, 2007). Places to Grow is an integrated and coordinated planning effort that has been both lauded and criticized. The plan came up many times over multiple issues; it has been tremendously important to planning in the region. Collaborative regional planning methods in the Okanagan Valley and Wood Buffalo have been touted as ways of improving implementation (Kittel, 2012; Utz & Frigo, 2007). Other planning practice highlights include the proliferation of planning initiatives in Atlantic Canada following municipal amalgamations (Heseltine, 2008), Calgary's Brentwood Station Area Redevelopment Plan utilizing transit-oriented development (Hall, 2009), and the implementation of a sea level rise adaptation by-law in coastal New Brunswick (Doiron, 2012).

Few articles directly address trends in plans and plan coordination in Canadian cities. Many of the articles about the Canadian context focus on larger cities and Ontario. This reinforces the importance of my study. My research contributes to understanding as it covers topics that have not been explored extensively. No recent articles assess the state of plans across Canada to identify trends in the types of plans being prepared. Discussion of a specific case study of plan coordination in one city regarding one policy is also novel. The study makes a small contribution to important subjects about which little is known. It can then lead to future studies that focus on more specific aspects of trends in plans and plan coordination.

APPROACH TO STUDY

The research tackles the broad topic of studying many plans that are in effect throughout the country. The approach to the study must be narrowed and clarified in order to ensure the results are useful. My main objective is to identify trends in the set of plans that have been prepared by communities across Canada. The secondary objective is to illustrate one particular example of how a city coordinates among multiple plans regarding one specific policy issue. A unique approach was developed to attain these objectives. First, it would not be possible to study every city in Canada within the time constraints of the project. Therefore, a sample of cities was selected that are representative of the current state of municipal plans. The sample includes cities of varying sizes from all English-speaking provinces and territories. All available plans were collected from each city in the sample to ensure a comprehensive analysis of plan trends was possible. Several aspects of the data set of plans, such as the types and timing of plans, were

studied to identify overarching trends. One city and one policy were then selected to examine how the efforts of a municipality can be coordinated on a single policy. The explicit language of the plan was studied as well as searches within plans for direct references to other plans. This approach offers one way to identify and discuss the issue of plan coordination. The approach to the project is further clarified by the methods used.

METHODS

The research involved two parts. The first part consists of studying the data set of plans from across the country. I will present information and trends about the types of plans being prepared by Canadian municipalities. The second part of the project offers a closer analysis of the plans from one specific city: Vancouver. To consider plan coordination I study how the city has worked to coordinate planning efforts on a specific policy issue.

Research began in summer 2013 with collecting a set of plans available from 33 communities across Canada. I entered details into a spreadsheet of the 33 communities and every plan, whether officially adopted or in preparation, available from each municipality. The selection of the cities included was determined largely by the research team. The sample purposely includes both large and small cities from nine of ten provinces and the three territories. Churchill, Manitoba, was originally included in the study but had to be dropped from the final sample after I learned from the municipality that they do not have local planning initiatives appropriate for evaluation.

We included every major Canadian city in the study as we expected to find many plans in the largest cities. We predicted that the issue of plan coordination would be especially relevant to large cities that are producing many plans. We included smaller cities in the project to ensure that the results of the analysis are not confined to large cities. Smaller cities may have different issues regarding plan coordination due to having fewer staff members. To find particular examples of plan implementation and coordination I searched for articles in professional publications and for presentations at conferences that discussed recent examples of novel plan development in Canadian cities. The results of this stage of the research, detailed above in the background section, supported the initial selection of cities.

The final sample of 33 cities provides two to five cities per province and one city from each territory. From east to west, the cities are:

Newfoundland: St. John's, Mount Pearl, Corner Brook
 Nova Scotia: Cape Breton Regional Municipality, Halifax, Truro
 Prince Edward Island: Charlottetown, Summerside
 New Brunswick: Moncton, Saint John, Fredericton
 Ontario: Ottawa, Toronto, Hamilton, London, Thunder Bay
 Manitoba: Winnipeg, Brandon
 Saskatchewan: Regina, Moose Jaw, Saskatoon
 Alberta: Lethbridge, Calgary, Airdrie, Edmonton, Wood Buffalo
 British Columbia: Kelowna, Prince George, Vancouver, Victoria
 Territories: Iqaluit, Yellowknife, Whitehorse

Most available plans of city-wide importance were collected. This included master plans, transportation plans, environmental plans, heritage plans, resource management plans, corporate

plans, parks plans, urban design plans, and others. Most secondary (district, neighbourhood) plans were not collected for the study. Some cities, such as Calgary, have produced as many as fifty individual area and neighbourhood secondary plans. Evaluating all of the secondary plans would drastically increase the scope of the project in a way not required in this early stage of the research. The only secondary plans included are downtown plans due to the importance of the city centre to the overall municipality.

The main challenge of collecting plans was navigating municipal websites. Some websites were easier than others to locate and retrieve plans. I developed a process to comprehensively collect all available plans for each city. I began the search for plans in each city by going to the municipal planning department's webpage and collecting all plans available there. I then systematically reviewed the main page of every department for the mention of any plans. For instance, I examined engineering departments or parks departments, as well as any pages that posted publications. I used the search function of the website to search for other plans that may be available. I then used the Google search engine to locate common plans that could have been available on other sites or did not show up in the internal site search results. After several efforts to collect all the plans, in early fall 2013 I contacted the planning department for each city to confirm that my collection of plans was complete. I developed a uniform script to e-mail to planners requesting information on plans, and then followed up with a phone call when I did not receive responses. In the confirmation process I was able to collect a few more plans and determine that the set of plans for each city was reasonably comprehensive.

The result is a spreadsheet documenting more than 350 plans from the 33 cities. An edited version of the spreadsheet with the basic information on collected plans is included in Appendix A. The data includes the date each plan was adopted, or prepared if it was not officially adopted, thus allowing analysis of the timeline and trends of plans. Further information was gathered on points such as whether private consultants were involved in the preparation of a plan. Later sections provide an overview of findings, including the numbers of plans by city or province, the types of plans, and the frequency of the involvement of private consultants.

The data set has certain limitations that must be acknowledged. First of all, though I was thorough and systematic in my search, it is possible that I missed some plans. My search methods may have improved as I moved from east to west collecting plans. Some active plans may not be available online, or some plans collected online may no longer be active. The data set contains plans that I found, not necessarily all plans that exist. Due to the difficult nature of guaranteeing a complete set of plans for the entire sample of cities, I highlight trends in plans rather than discussing specific numbers. Another limitation of the project is the exclusion of plans from Quebec. Despite the limitations of the study, however, the results offer useful insights into current plan trends in Canada.

To gain understanding of how municipalities may coordinate plans around salient local issues, I conducted a close analysis of one set of plans. I studied plans in Vancouver to discuss policy coordination on the issue of planning for natural hazards. This issue was chosen due to its fundamental importance to the city. Because Vancouver must prepare for natural hazards -- including earthquakes, floods, and climate change impacts -- I could identify instances of conflict and coordination of those concerns in a range of plans for different themes. By examining the language, goals, and policies of multiple plans, I seek to show where a community is succeeding or failing at coordinating their planning efforts.

DISCUSSION OF TRENDS IN PLANS

Types of Plans

My main objective is to identify trends in the types of plans being produced by municipalities across Canada. Through studying the set of plans collected from the sample of cities, three tiers of plans have emerged. The tiers reflect the commonality of types of plans. I found an average of 11 plans per type of plan. ‘Tier one’ plans include the most common types of plans: I found 33 or more in the sample of 33 cities. Plans where I found 11 to 32 plans (above the average) in the sample cities were labelled ‘tier two’ plans. The least common types of plans, where 10 or fewer cities had such plans, I called ‘tier three’ plans. The tiers begin to reveal the levels of priorities assigned to different types of plans by communities and planning departments.

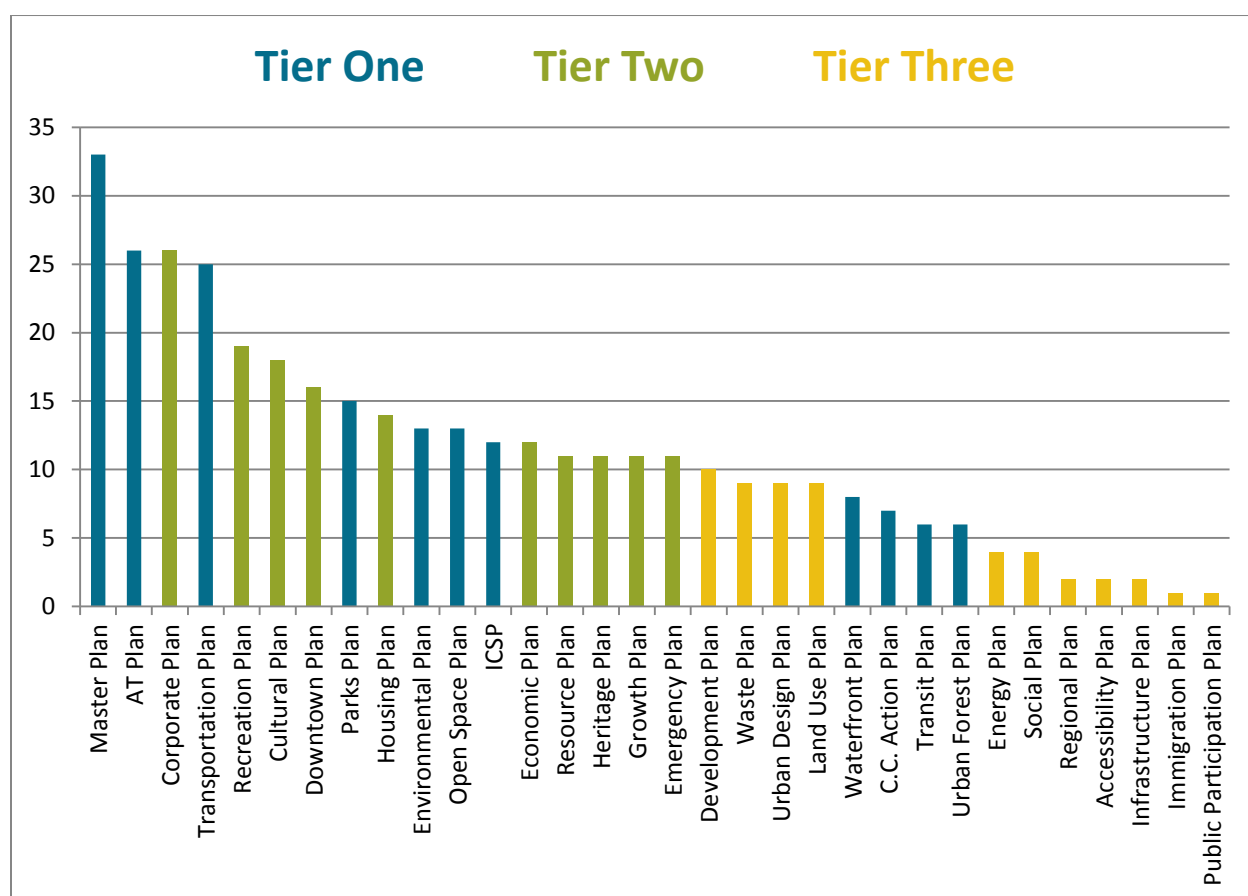


Figure 1: The number of each type of plan collected from the sample of cities. Tier one plans are in blue, tier two plans are in green, and tier three plans are in yellow.

The first tier of plans consists of master plans, transportation plans, environmental plans, and green space plans. The latter three general groups of plans include several specific types of plans each, as shown in Figure 1. These are the most common types of plans in the country, and are found in most communities.

Every municipality in the study sample possessed some form of master plan in early fall 2013. This document is often very extensive and covers many issues. It acts as a broad guiding document that governs planning actions. Examples of master plans included Official Plans,

Official Community Plans, Municipal Planning Strategies, and Municipal Development Plans. Such plans are often mandated by provincial legislation and required in most communities. Master plans are often accompanied by a set of zoning or land use by-laws and, in some cases, a set of maps that further clarify the objectives of the plan. In addition to being the most common type of plan in Canada, master plans are usually the most prominently featured plan on the websites of municipalities. Whether a city possesses many or few plans, the master plan is likely to be the first plan a visitor will come across, and its goals are emphasized most clearly on planning department websites.

After master plans, transportation plans are the most common across Canadian communities. Transportation plans include transportation master plans (TMPs), active transportation plans (AT), transit plans, and other plans such as road and salt management plans. AT plans are very common across the country, and may be more common than TMPs. Some cities, such as Ottawa, have more than one AT plan: one for cycling and one for walking. AT plans are found in many communities in most provinces. Transportation plans are not completely ubiquitous. Some communities, including St. John's, Regina, and Whitehorse, are currently developing transportation plans: these plans were not included in the data set. Not only are TMPs common, they are often prominent on municipal websites. These plans are featured on department webpages rather than buried under multiple links and appear to be key documents guiding planning. For example, in Ottawa and Vancouver, the TMP is one of the first plans a visitor to the website comes across. Public transit plans are far less common than AT plans. Transportation planning is a fundamental part of Canadian planning and is inextricably intertwined with land use. This area of planning will undoubtedly remain within the first tier of Canadian plans.

The next most common group of plans I have grouped as environmental plans. This broad collection includes Integrated Community Sustainability Plans (ICSPs), climate change action plans, ecological plans, some energy plans, and general environmental and sustainability plans. It is unsurprising that environmental plans are common as green issues continue to dominate local discourse. Environmental plans varied in their content and scope. Some plans are lengthy, detailed action plans that thoroughly explain how the city can attain its goals, while other plans are short documents that state general recommendations or objectives. Thunder Bay's EarthWise Community Environmental Action Plan is a comprehensive plan designed to promote a sustainable community through addressing multiple issues including energy, food, green buildings, waste, active transportation, and others (City of Thunder Bay, 2008). In contrast, Victoria's Sustainability Action Plan is a short document that is part of a larger scheme of initiatives including Victoria's Sustainability Framework and Official Community Plan (City of Victoria, 2012). It briefly summarizes key focus areas and related initiatives. Sustainability is a primary concern for municipalities across the country, and the number of environmental plans reflects the importance and efforts afforded the issue.

Green space plans are the final group in tier one of Canadian plans. This includes parks plans, open space plans, and urban forest plans. Parks plans were only included in this study if they were parks master plans. Plans for individual parks were collected and noted in the data set, but they were not counted in the graph in Figure 1. Some cities, such as Kelowna and Prince George, have individual plans for many of their parks. Similar to the secondary plans, including all these plans would have skewed the numbers of types of plans. However, keeping this point in mind reinforces the notion that planning for green spaces is a primary concern for cities. Several parks plans doubled as recreation plans due to some of their similar objectives. This is the case in

St. John's, Mount Pearl, Saint John, London, Thunder Bay, and Whitehorse. In these cases, the plan was counted as both a parks plan and a recreation plan. Most such plans were prepared separately. Open space plans are less common than parks plans, though some open space plans also function as parks plans. Urban forest plans were the least common type of green space plan found.

Master plans, transportation plans, environmental plans, and green space plans are the most common types of plans in Canada. Together, these four groups of plans form the core of Canadian planning documents. It is clear from the commonality and prominence of these plans that these issues are the greatest concern for municipalities and planning departments across the country.

'Tier two' plans – the next most common category – include corporate plans, recreation plans, cultural plans, downtown plans, housing plans, economic plans, resource plans, heritage plans, growth plans, and emergency plans. These plans are not as common as the tier one plans, but there are more than ten of each of this kind of plan. These plans are not ubiquitous across the nation like transportation or environmental plans. Some have regional importance as they are more common in some parts of the country than in others.

Corporate plans are most common of tier two plans. These plans are generally short-term strategic plans prepared by city councils or the mayor's office. A corporate plan outlines the goals for council's time in office. They cover a brief period and are updated and replaced frequently. The date of adoption of these plans is not always explicitly stated, but they always clearly address a set period of time, usually the next two to three years.

Recreation plans are quite common across the country. This type of plan often contains elements of AT plans, parks plans, and sometimes cultural plans. Many recreation plans are about recreational facilities. Recreation plans in the data set also include some trails plans, which are numerous. Some trails plans were counted as recreation plans, and some were counted as AT plans if they were explicitly about developing bikeways.

Cultural plans vary to include arts policies and cultural facilities plans. Most cultural plans tend to be shorter documents with broad goals, such as the Culture Plan for Vancouver 2008–2018 (City of Vancouver, 2008). Some longer cultural plans flesh out intentions and implementation. Wood Buffalo and Saskatoon provide good examples of detailed cultural plans (Regional Municipality of Wood Buffalo, 2011; City of Saskatoon, 2011).

Downtown plans are the only secondary plans included in the study due to their prominence in addressing city wide objectives. The downtown core is a fundamental region of most Canadian municipalities. Approximately half of the cities in the sample had prepared a plan to guide development in the downtown area. These plans are often quite detailed and provide comprehensive methods to revitalize and invigorate the hearts of cities. Downtown plans often contain elements of several other types of plans. Downtown plans showed the influence of economic planning, heritage planning, land use planning, development planning, and urban design.

Most housing-related plans collected from the sample of cities dealt with homelessness or affordable housing. Although cities had many additional reports and studies about housing because they were not plans with clear goals and strategies, we did not collect them. While housing is an important issue for Canadian cities, it appears that preparing plans for housing development is not a top priority.

Resource plans are mostly about water, but I also collected some plans about food and agriculture that I categorized as resource plans. Waste and wastewater plans were quite

numerous, thus were counted separately from other resource plans. Resource plans often contained environmental or sustainable elements about how best to manage a resource. While the topic of these plans was clearly resource management, the frequent appearance of sustainability objectives reinforces the notion that environmental plans are part of the core of Canadian planning.

The count of heritage plans collected from the sample of cities would be higher if it included the numerous reports and informal guidelines that cities have prepared. For the sake of the study, I counted and collected only heritage management plans. Some heritage plans went into detail about appropriate urban design around historic properties. Most heritage plans located were about the management of specific historic neighbourhoods rather than general plans about managing all the heritage properties across a city.

Growth plans tend to be slightly more common in larger cities, but some smaller cities, such as Saint John and Yellowknife, have also prepared plans outlining their growth strategy. Sometimes growth plans act as regional plans as they manage development across large areas. Some growth plans are undertaken by higher levels of government such as a regional municipality, in the case of Metro Vancouver's Regional Growth Strategy 2040: Shaping our Future, or the provincial government, in the case of Ontario's Growth Plan for the Greater Golden Horseshoe (Metro Vancouver, 2011c; Ontario Ministry of Infrastructure, 2006). An important part of the Greater Golden Horseshoe Growth Plan is the Greenbelt Plan, prepared by the Ontario government (Ontario Ministry of Municipal Affairs and Housing, 2005).

Emergency plans provide cities with specific procedures and arrangements to be followed in the event of an emergency. The plans strive to save lives, protect infrastructure, protect public health and the health of responders, and enable a co-ordinated response to emergencies. Hazards and risks vary from city to city, but some examples include winter storms, power outages, floods, fires, and earthquakes. These plans are activated when a particular event in a city is large enough in scope to require an extensive and co-ordinated response. The definition of an emergency and the criteria for what activates emergency plans vary from city to city. Some cities, such as Airdrie and Yellowknife, opt to have emergency by-laws rather than develop plans. Other cities, such as Thunder Bay and Winnipeg, refer to an emergency plan that cannot be found in full. In general, while not all cities develop an official plan for emergencies, almost all cities encourage citizens to make their own plans for their family and homes in the event of an emergency.

'Tier three' plans are the least common types of plans in Canada. They include waste plans, waterfront plans, urban design plans, social plans, accessibility plans, immigration plans, and public participation plans. Some plans were difficult to categorize as they dealt with several issues. Such plans were counted as development plans, land use plans, regional plans, or infrastructure plans depending on which type seemed most appropriate. These catch-all terms describe types of plans that are general, not necessarily uncommon. Clearly land use plans and development plans are not uncommon in Canada, but the plans counted as these types could not easily be categorized in a more specific fashion. These general plans discuss general land use policies or promote development in key areas.

While all municipalities must deal with the issues of solid and liquid waste, including garbage and recycling, not all municipalities choose to develop a plan to address waste management. Some cities simply elect to discuss their waste management strategy informally on their website. Many waste plans contain opportunities and strategies to reach sustainability objectives.

Urban design guidelines are sometimes formally described in a plan. As with heritage plans and waste plans, some municipalities describe general guidelines for urban design on their website without adopting a formal plan. I did not count online guidelines as plans. Urban design may be an included element in other plans such as master plans, heritage plans, and secondary plans, but only dedicated urban design plans were counted as such for this study. Urban design is a growing practice in Canada and is included to varying extents in other plans, but for now these plans remain in the third tier of Canadian plans.

The least common types of plans collected from the sample of cities are social plans, accessibility plans, immigration plans, and public participation plans. I found only a few of these plans. Though they are uncommon, they remain specific in scope and content, thus could not be categorized as any of the more common types of plans. These plans are less prominently profiled by municipalities compared to the issues covered in plans in the categories of plans discussed above.

Timing of Plans

Identifying trends in the timing of the preparation of different types of plans was a key part of the analysis of the data set. In general, most plans tend to be recently produced. This could be partly attributed to the proliferation of plans as municipalities prepare more individual plans to address different issues. For example, many ICSPs were created as new plans that supplemented rather than replaced existing planning initiatives. Some cities have been preparing types of plans that they have not previously had, such as Thunder Bay preparing its first ever cultural plan in 2011 (City of Thunder Bay, 2011). New plans may also replace older plans, thus constantly skewing the timing of plans to be more recent. Most plans were prepared recently, with about half of the collected plans prepared in 2010 or later. As some of the types of plans are not numerous, it is only possible to speak about general trends in the timing of plans rather than definitively state which types of plans are being prepared recently.

Master plans reflect a typical trend in the timing of plans. As seen in Figure 2, most plans were prepared in the last few years with a notable spike of plans prepared in 2011. There are a few older master plans from the 2000s, but plans more than five years old are uncommon. The oldest master plan collected from the sample of cities is Charlottetown's Official Plan from 1999, though it was most recently amended in May of 2013 (City of Charlottetown, 1999).

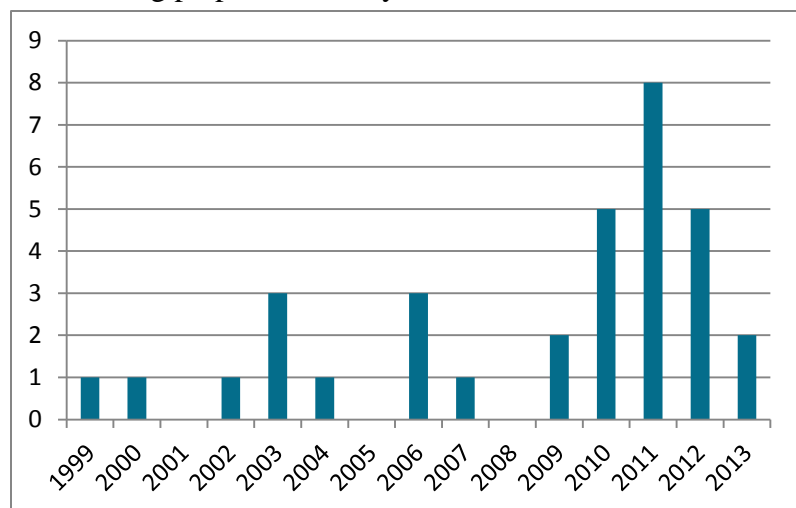


Figure 2: The number of master plans collected from each year.

The preparation of transportation plans is fairly evenly spread over the past ten years with a small bias towards being more recent. There is also a notable spike of plans prepared in 2007 and 2008. There appears to be less of a tendency for transportation plans to be from recent years

compared with other types of plans. TMPs stay in effect for a longer period of time once they are prepared, adopted, and implemented. AT plans have a similar distribution pattern as transportation plans with another noticeable spike in plans produced in 2007 and 2008, seen in Figure 3. Most AT plans were prepared either during this two-year period or the last two years with a small decline in plans prepared in 2010. Transit plans also follow a similar pattern as other transportation plans. These plans tend to be recently prepared with most transit plans prepared between 2007 and 2009.

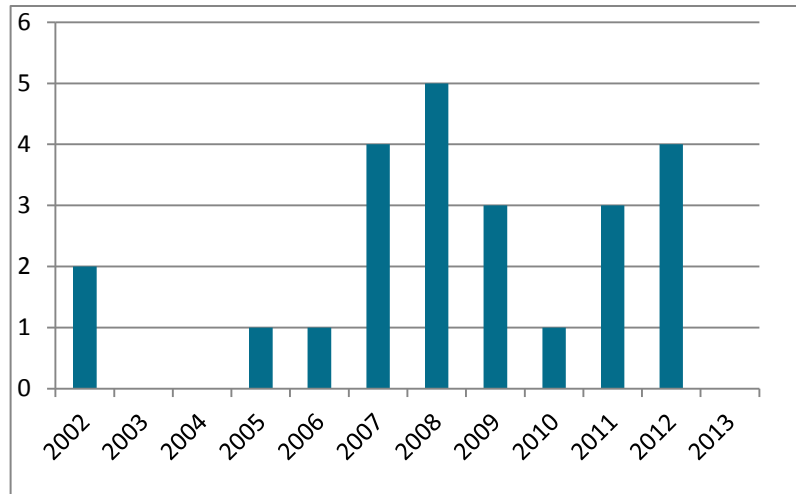


Figure 3: Number of Active Transportation plans collected from each year.

General environmental plans tend to be more recent with four plans collected from 2011. Almost all of these plans were prepared in 2006 or later. Climate Change Action Plans follow a similar pattern as environmental plans. They are generally quite recent with most plans adopted in the last three years. ICSPs have a unique pattern as more than half of the collected plans were from 2010. There is a large spike in plans from that year with only a few other plans, all of which were prepared recently. The timing can be attributed to the federal Gas Tax Fund Agreement. This agreement provides federal funding to municipalities in order to “help them build and revitalize public infrastructure that achieves positive environmental results” (Infrastructure Canada, 2013). In Nova Scotia, Section 3.2.6 of the Gas Tax Fund Agreement requires the development of ICSPs by municipalities or regional entities (Infrastructure Canada, 2006). The agreement was made in September of 2005, but it took time for municipalities to prepare and adopt their ICSPs.

Corporate plans show one of the clearest temporal trends in plans. Almost all of the collected corporate plans were prepared in the last few years with a large spike in plans prepared in 2011. Going back further than 2011, there is a sharp decline in plans produced with only a few corporate plans prepared in the 2000s. Corporate strategic plans are short-term plans that are replaced frequently.

Cultural plans also have a small tendency to be prepared recently. Most were prepared in 2010 or later. St. John’s, Summerside, London, Thunder Bay, Saskatoon, and Kelowna all produced cultural plans in the last few years. Housing plans follow a similar pattern. More than half of the collected housing plans were prepared in the last three years with a small spike of plans prepared in 2011.

In contrast, recreation plans and parks plans are relatively older compared to other types of plans. Recreation plans have a fairly even distribution over the past seven years with a slight tendency to be a little older. There is an equal number of recreation plans collected from the sample of cities from 2009 or earlier as from 2010 or later. Parks master plans tend to be notably older than other plans. Only a few plans were collected from 2010 or later. Almost all the parks plans from the sample of cities were prepared from 2005 to 2009. (This does not include parks

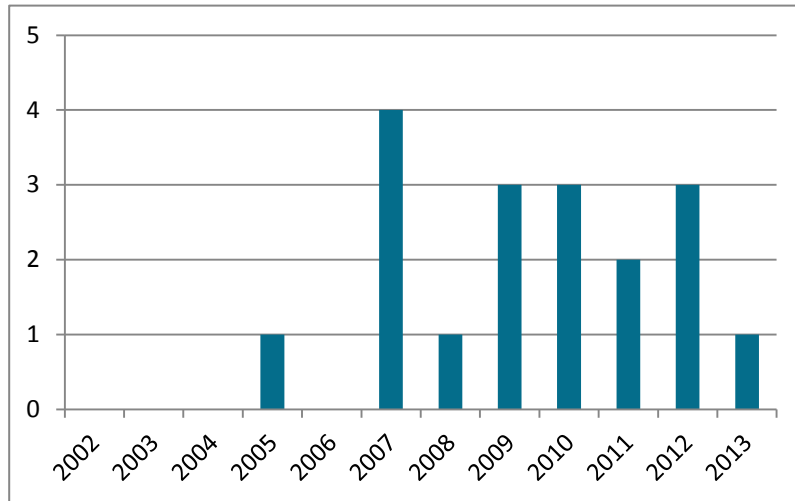


Figure 4: The number of recreation plans collected from each year.

plans for individual parks, which had a greater variety in being produced both recently and in the last decade.)

Downtown plans have a fairly even distribution over the last ten years. The collected downtown plans stretch out over a longer time scale than other types of plans with several plans prepared in the early 2000s. The timing of downtown plans still does skew slightly towards being more recently produced as three were adopted in 2012 in Brandon, Wood Buffalo, and

Kelowna. Resource plans follow a similar pattern as they span a long period of time with a small increase in recent years. Almost half of the collected resource plans were prepared in the last three years, but some plans were prepared in the early 2000s and earlier, such as Toronto's Water Efficiency Plan from 2003 and the Greater Moncton Water Action Plan from 1999 (City of Toronto, 2003; City of Moncton, 1999).

Only eleven heritage plans were collected: these plans show a noticeable trend of being older than most other types of plans. There is a fairly even distribution of plans going back ten years with two points of interest. More than half of the plans were prepared in 2007 or earlier and no plans were prepared in 2010 or 2011. Heritage plans may last longer than other plans as they are revised less often. Perhaps once heritage guidelines are in place, there is little need to revisit policies and objectives.

Urban Design plans stand out as being one of the most recently produced types of plans with almost all collected plans being prepared in 2009 or later. Though not many urban design plans were found, urban design may be growing in popularity as municipalities are choosing to prepare dedicated urban design plans to guide the appearance of development in the city.

The commonality of a type of plan does not always clearly correlate to how recently it tends to be prepared. These two trends in plans may seem to be indicators of importance, but they are not always in agreement. The three tier model of Canadian plans is based more on the commonality of plans because the numbers of types of plans clearly indicate prominence and it can be difficult to identify trends in the timing of plans. Also, important plans, such as TMPs, tend to be long, detailed documents that take years to prepare. Once such a plan is finally approved and in place, a municipality is unlikely to replace it quickly. Consequently some tier one plans appeared slightly older than other types of plans. While it is informative to study the timing of plans, but such trends may be less indicative of a plan's prominence.

Almost all of the collected plans were prepared in the last ten years. A few outliers of old plans prepared in the 1990s or early 2000s were still available online. Though it appears these plans were approved and are still in effect, such as Prince George's City Wide Trail System Master Plan (City of Prince George, 1998), the difficulty in finding some of these older plans might suggest that they are less important to current municipal decision making. In the case of Prince George's trail plan, the plan is still in place, although a survey was conducted in 2004 to

assess public opinion of the trail system (City of Prince George, 2011). More than half of the collected plans were prepared in the last five years. This could be partially attributed to searching for plans that were available online, but following up with planning departments to confirm the collection of plans reaffirmed the recent nature of most plans. Not all recently prepared plans are replacing older plans, thus it is likely that municipalities are now preparing more plans than they have in the past.

Since there is a limited number of each type of plan in the tier three category, it is difficult to draw solid conclusions about the timing of specific types of plans. This is why I have not discussed the timing of most tier three plans, as there are too few of them to identify temporal trends. Rather, I have illustrated some broad trends within different types of plans using a sample of cities. These trends offer relevant information about the state of Canadian planning and can lead to future studies that focus on a larger sample of individual types of plans from more cities.

Geography of Plans

With the sample of cities I noted definite trends and differences between plans prepared in various parts of the country. For instance, I found more plans in Western Canada than in Eastern Canada. Many plans were collected from Alberta and British Columbia compared to relatively few from the Maritimes. This can be partially attributed to the smaller cities in the sample from Atlantic Canada, but smaller cities in Western Canada still produced many plans. Different types of plans are more or less prevalent in different parts of the country. In general, ICSPs and cultural plans tend to be more common in the east while downtown plans and housing plans are a little more common in the west. Observations of trends on a province by province basis clearly illustrate differences in plans from different parts of the country.

I did not find transportation master plans in Newfoundland and Labrador. St. John's currently has one in development and also has a transit plan. I did not find any waste plans or resource plans in Newfoundland. Recreation plans are common and appear important to the municipalities. All three Newfoundland cities in the sample have Recreation Master Plans, which double as Parks Master Plans in St. John's and Mount Pearl. ICSPs are very prominent in Newfoundland. All three cities have ICSPs, which function as foundational plans. Corner Brook's ICSP is also its master plan, replacing the Municipal Plan that was approved in 1995 (City of Corner Brook, 2013). The ICSPs in St. John's and Mount Pearl act as supplementary plans to the master plan and are key planning documents. Most plans in Newfoundland are prepared recently. Only a small minority of plans from the province were more than five years old. Most plans were prepared from 2009 to 2011.

Halifax dominates the number of plans collected from the sample of cities in Nova Scotia. More than twenty plans were collected from Halifax, which is among the most for a single city in the country. The number will likely increase in the near future: functional plans are currently underway, including Stormwater and Wastewater Management Plans and a Housing Affordability Plan (Halifax Regional Municipality, 2012). Due to the high number of plans, Halifax has covered most types of plans. Truro and Cape Breton Regional Municipality (CBRM) have relatively few plans in comparison. Heritage plans are prominent in Nova Scotia and were found in all three cities. I did not find any current recreation plans, but Halifax does have an AT plan. Plans prepared in Nova Scotia have a tendency to be a little older than plans in the rest of the country. Most plans were prepared in the mid to late 2000s. Only approximately a quarter of plans in Halifax, one plan in CBRM, and three in Truro were prepared in 2010 or later. This accounts for less than a third of the plans collected from the province. This is quite different from the plans collected in most other cities and provinces in the country that are generally prepared more recently.

Only a small number of plans were collected from the two cities in the sample from PEI, so it is hard to identify clear geographical trends about plans in the province. Neither of the two cities have a transportation plan, but Charlottetown does have a Regional Active Transportation Plan and appears to be developing a Transit Strategic Plan (City of Charlottetown, 2012). Both cities have parks master plans. Green space planning seems to be important in PEI. Most plans were prepared recently, generally within with last three years, but Charlottetown has the oldest master plan from the sample of cities (City of Charlottetown, 1999).

All three cities in the sample from New Brunswick have AT plans and cultural plans. However, none of the three cities had TMPs or heritage plans. Fewer environmental plans were

collected from this province, but both Moncton and Saint John have prepared ICSPs. As in Newfoundland, ICSPs are an important part of planning in New Brunswick. Most plans were prepared recently in the last few years with a minority of plans, especially plans from Fredericton, prepared earlier in the 2000s.

Some general trends can be highlighted about plans prepared in Atlantic Canada. Most notable is the commonality and importance of ICSPs. Approximately two-thirds of the sample cities in the region have prepared an ICSP. These plans often function either as a master plan or as a key supporting plan. ICSPs, at least titled as such, are less common in other parts of the country. Transportation plans, especially TMPs, are uncommon in Atlantic Canada. Only Halifax has a TMP and only Halifax, St. John's, and Fredericton have transit plans. In comparison, AT plans remain quite common throughout the region. Cultural plans also appear to be common in the eastern provinces. Very few downtown plans or urban design plans were collected from this area, with the Downtown Halifax Secondary Municipal Planning Strategy, or HRMbyDesign, a notable exception (Halifax Regional Municipality, 2009). These types of plans do not yet seem to be as important in Atlantic Canada. Plans prepared in the region tend to be slightly older when compared to plans from the rest of the country. It is possible that Atlantic Canada plans are updated less frequently.

Ontario produces a large number of plans, especially Toronto where I located more than 20 plans. Corporate plans are common: they were collected from all five cities in the sample. Transportation plans, including TMPs, AT plans, and a transit plan, are more common in Ontario than in Atlantic Canada. Most of the sample cities in Ontario have cultural plans, housing plans, and waterfront plans. Waterfront plans are quite common. The Growth Plan for the Greater Golden Horseshoe is a critical document for planning in Ontario. It covers a large area and attempts to establish a consistent growth management strategy (Ontario Ministry of Infrastructure, 2006). Hamilton has its own growth plan, suggesting growth is important to Ontarian municipalities. Hamilton is the only city in the sample of Ontario cities to have a dedicated downtown plan. Master plans in Ontario tend to be a little older with Toronto, Ottawa, and Thunder Bay all adopting their Official Plans in the early 2000s. Most Ontario plans were prepared before 2010, but there are still a large number of plans prepared in the last three years. Plans collected from the province span all years since 2000. This trend in timing of all types of plans is representative of the entire country in general. There are progressively fewer plans prepared in years before 2010, and the total number of plans in the 2000s and earlier is similar to the number of plans prepared since 2010.

It is difficult to identify clear trends about plans produced in Manitoba with only two cities in the sample. Both cities have resource plans regarding water management. Green space plans are notably absent despite being quite common and important throughout the rest of the country. Heritage plans may not be a priority in the province as Winnipeg only has a draft plan and Brandon had one that expired in December 2012. Though Manitoba may not prepare a lot of plans, most plans collected from the sample cities are very recent. This can be partly attributed to Winnipeg preparing and adopting a suite of five plans together in June of 2011. Even apart from that set of plans, many other plans in both Winnipeg and Brandon were prepared in the last three years. Both cities have recently prepared master plans.

Identifying trends in Saskatchewan is similarly difficult due to the smaller number of plans in the province – only three plans were collected from Moose Jaw. The two larger cities of Saskatoon and Regina both have waste management plans. I did not find heritage plans in the three sample cities. Saskatoon and Regina have quite different sets of plans, so it is hard to

characterize the types of plans prepared in this province. As in Manitoba, there are a lot of recent planning initiatives in Saskatchewan. All three plans collected from Moose Jaw were dated from 2011. Overall, the plans prepared in this province tend to be slightly more recent than the average for the country.

The Prairie region has the smallest set of plans of all regions in the study. This is partly because of the small sample of cities in the region included in the project. Resource management plans and waste management plans are common in the region. In contrast, I could not find dedicated heritage plans or urban design plans. Such issues, or at least these types of plans, may not be as prominent in this part of the country. Environmental and green space plans, though present, are also not quite as dominant in the Prairies. This is anomalous for tier one plans. Most notable about the region is that it contains the most recent set of plans in the sample. The majority of the plans collected from these two provinces were prepared after 2010.

A lot of plans were collected from the sample of Alberta cities. All five cities included in the study, especially Calgary, Edmonton, and Lethbridge, produced many plans. Transportation plans, environmental plans, corporate plans, and downtown plans are the most common. All of these types of plans are present in at least four of the five sample cities. Also notable is that more than half of the cities have a growth plan. Growth plans are not very common across the country, but are in Alberta. Only one heritage plan, one resource plan, and no waste plans could be found in the five cities. The planning initiatives are generally recent as almost all collected plans were prepared in the last five years. However, most of the more recent plans came from the larger cities of Calgary and Edmonton rather than the three smaller communities.

The four cities sampled in BC prepared a lot of plans. Even the smaller cities of Kelowna and Prince George produce many plans. All four cities in BC have transportation plans, environmental plans, parks plans, and corporate plans. None of the cities in the BC sample had dedicated urban design plans, waterfront plans, or recreation plans, though AT plans were common. The timing of plans in the province is similar to the trend in Ontario, but with slightly more recent plans. Also, similar to Alberta, the larger cities of Vancouver and Victoria tend to have more recent plans than the cities in the interior.

Based on the sample of cities included in the study, Western Canada appears to produce more plans than any other region of the country. A lot of plans were collected from BC and Alberta. Even smaller cities such as Lethbridge and Kelowna stood out for having a large number of plans considering their smaller size. The region also epitomises the three tier model of common Canadian plans. Transportation plans and environmental plans are very common. Almost every city in the sample from the region covers all the major issues associated with the core of Canadian plans. Plans collected from Western Canada are generally recent with most plans prepared in the last five years. Some older plans in some of the smaller cities bring the overall average of timing of plans close to the national average.

From the three major cities sampled from the Territories, AT plans, energy plans, parks plans, and waterfront plans are common. In contrast, I did not find any cultural plans, heritage plans, or TMPs. Despite being among the most common types of plans in Canada, transportation may not be as central an issue in northern Canada, with the exception of AT plans. Plans prepared in these cities tend to be a little older, with many plans prepared in the 2000s. Corporate plans, environmental plans, and waste plans are notable exceptions as they were produced more recently.

Other Trends in Plans

Some trends can be identified regarding the departments responsible for different types of plans. It was not always clear when collecting plans online which departments were responsible for each plan, but it is still possible to make some general observations about the preparation of plans. Unsurprisingly, not all plans are prepared by a municipality's planning and development department. While virtually all master plans are handled by planning departments, several other types of plans are commonly prepared by other departments.

Transportation departments or engineering departments are responsible for the development and implementation of many transportation plans. Similarly, many green space plans are not handled by planning departments. Parks departments or parks and recreation departments often prepare or administer parks plans, open space plans, and recreation plans. Two exceptions are Summerside and Prince George where these plans appear to be the responsibility of the planning departments. In smaller cities, planning departments may handle a wider variety of initiatives.

The different types of environmental plans are interesting as a variety of organizations and departments can be responsible for them. ICSPs are prominent documents. They are generally administered by the planning department, but many were prepared at least in part by advisory committees working with consultants. A dedicated environment or sustainability office may be responsible for energy plans or general environmental plans, such as in Halifax, Toronto, Edmonton, Victoria, Iqaluit, and Whitehorse. Environmental plans can vary in their focus and level of detail, and there is a similar variety in the departments that oversee these plans.

Corporate plans are rarely prepared by planning departments. One exception is Toronto's City Planning Strategic Plan 2013–2018, which is a corporate plan specifically about the planning department's city building agenda (City of Toronto, 2013). Almost all strategic plans are prepared by city councils or finance departments. Other departments such as arts, culture, economic, utilities, or public works departments are likely to handle cultural plans, heritage plans, economic plans, infrastructure plans, or resource plans.

The preparation and administration of plans across Canada is dispersed across different municipal departments. This issue should be investigated further in future studies that focus on plan coordination. As planning responsibilities are spread across different departments, communication and integration of policies may not be as strong as more centralized planning initiatives.

Private consultants feature prominently in the preparation of Canadian plans. From the sample of cities, almost one-third of plans were prepared to some extent by private companies. Virtually every type of plan has been prepared by private consultants somewhere in the country. Even some master plans, which are usually the main priority of planning departments, can be prepared by consultants. Transportation plans, environmental plans, and economic plans are among the types of plans commonly prepared by consultants. Some of the most common and important types of plans in Canada are not prepared by municipalities themselves.

Some of the most commonly used planning consultants producing plans include CBCL, Dillon Consulting, Stantec, Tract Consulting, and Boulevard Transportation Group. Some companies may be more common in certain regions, such as Donald Luxton & Associates in BC, while some work at the national scale, such as Stantec. Sometimes private companies draft entire plans and submit them to the city for approval. This is the case with many plans, including the Recreation and Parks Master Plan 2008–2018 for the City of St. John's and Wood Buffalo's

Transit Master Plan (City of St. John's, 2009; Regional Municipality of Wood Buffalo, 2007). In other cases, companies act as consultants while authorship of the plan goes to the city, such as Toronto's PATH Pedestrian Network Master Plan (City of Toronto, 2012). In the sample of collected plans, the plans prepared by private consultants were often in the form of reports with recommendations. It was sometimes difficult to ascertain whether or not these plans or reports had been officially adopted. Some of the plans prepared by companies do not receive the same focus or attention on websites as other plans prepared by the city.

Different regions tend to use consultants to varying degrees. Almost half of the plans collected from cities in Atlantic Canada were prepared in part or in full by private consultants. Ontario has a smaller proportion of consultant-prepared plans, and most of these plans are from the smaller cities. Toronto and Ottawa both have many plans, but most of them are prepared by the municipal departments. The Prairies has the smallest proportion of plans prepared by consultants relative to other regions. Less than a quarter of plans collected from the sample of cities in Manitoba and Saskatchewan were prepared by companies. Most of these plans are from Brandon and Saskatoon rather than Winnipeg and Regina. Private consultants even prepared Brandon's master plan (City of Brandon, 2013). Plans from Western Canada follow a similar pattern as Ontario. Very few plans collected from Calgary, Edmonton, Vancouver, or Victoria were prepared by consultants. Many more plans and a higher proportion of plans in Lethbridge, Airdrie, Kelowna, and Prince George were prepared by consultants. All three communities in the sample from the Territories tend to rely on companies for the preparation of plans. The three northern cities have a high proportion of plans prepared by consultants, including Iqaluit's master plan (City of Iqaluit, 2010).

The use of planning consultants tends to be more common in smaller cities. This is generally the case in Atlantic Canada, Ontario, and Western Canada, but is less true in the Prairies. Some small towns, such as Mount Pearl, have the planning department prepare the master plan then outsource other, less prominent plans to private planning companies. The common use of consultants in the preparation of Canadian plans is another issue that should be examined more closely, especially in relation to the coordination of plans. It could be investigated whether plans prepared by consultants integrate and coordinate with other policies to the same extent as plans prepared by municipal departments.

CASE STUDY OF PLAN COORDINATION

In order to study the issue of plan coordination, one case study was selected. Examining how Vancouver coordinates its various plans on the policy issues of emergency management and the preparation of natural hazards offers one example of how to study plan coordination. The city and its related policy issues were selected as they offer a clear example to study coordination. Vancouver is a large city with many plans, which is good for studying coordination between plans. Managing risks from emergencies is a clear issue that is important to the city, thus it is likely to appear in several plans. For the purposes of the study, natural hazards include most emergencies, such as earthquakes, and also climate change impacts, such as flooding, which are mentioned frequently in Vancouver plans. I analysed the language of more than 20 plans from the City of Vancouver and the regional entity Metro Vancouver looking for examples addressing the policy issue.

Vancouver staff presented an Earthquake Preparedness Strategy to City Council on December 3, 2013. Unfortunately, I researched and wrote this paper in the fall of 2013 with a due date of early December. I was unable to include and analyze this strategy, which is not yet released or adopted and may become Vancouver's main emergency plan. At the time of my research, Vancouver did not have a dedicated emergency management plan, so I started by examining the Regional Context Statement Official Development Plan.

Unlike other municipalities in BC, Vancouver lacks a single Official Community Plan that guides all policies in the city. Instead, the city opts to have a set of plans and policies that together function as the planning framework for the city. Coordination between plans is especially important when using such a decentralized planning approach. The purpose of the Regional Context Statement is to show how the City of Vancouver's policies and plans work to achieve the goals of Metro Vancouver's Regional Growth Strategy (City of Vancouver, 2013b). The Regional Context Statement is explicitly about coordinating with the regional district's growth strategy. The content of the Regional Context Statement is simply a summary of the key points of other City of Vancouver plans and policies that support the objectives of the Regional Growth Strategy. It is useful for clearly showing where municipal policies overlap with and support regional strategies. I will discuss the relevant aspects of each plan individually, including the Regional Growth Strategy itself. Despite its lack of coordinating policies, the Regional Context Statement's summary of other policies provides a framework for the kinds of natural hazards that are considered by the city and how they are addressed. The city is primarily concerned with climate change impacts, but also recognizes the importance of earthquakes, flooding, erosion, and other risks. The city addresses these issues with both prevention and adaptation measures. With a foundation of key policies, I will discuss how City of Vancouver plans address emergencies, hazards, and risks, and consider how the policies coordinate with each other.

Vancouver's Greenest City 2020 Action Plan functions as a key environmental plan for achieving the city's sustainability goals. It is one of the most prominent plans in the city. Surprisingly, it offers no mention of emergencies, hazards, or earthquakes. Rather, the plan discusses the risks of not adapting to climate change impacts. For example, the plan states that access to water will be affected by climate change and population growth. While conservation efforts are highlighted the plan calls for increasing water rates in order to cover new water-quality initiatives. The policy responds to the needs of a growing population and complements the city's plans to increase density. The plan briefly and generally mentions increasing density to

moderate levels in different neighbourhoods. Associated increased stress on water usage is partly accounted for in the plan (City of Vancouver, 2011b). Increasing density is a running theme throughout Vancouver's plans, but the plans deal with the associated risks of increasing density, including potentially increased vulnerability to hazards, to various extents.

The Climate Change Adaptation Strategy is part of the 2020 Action Plan framework. It is the closest plan the city has to an emergency management plan, but it deals more with adapting to climate change impacts rather than responding to natural hazard risks. The plan strives to ensure that Vancouver will remain liveable through climate change impacts (City of Vancouver, 2012a). The plan identifies general objectives and recommends nine main actions for climate change adaptation. One of the main goals of the plan is to enhance coordination with other local municipalities. The goal will be achieved with efforts on flood management measures, which requires a regional approach due to the nature of the Fraser River. Climate change adaptation measures will also be required in the next Vancouver Building Bylaw. The strategy does not mention the seismic risk of older, heritage properties, but it does acknowledge the increased vulnerability of the urban poor and homeless. The plan has minimal connections to issues of transportation and emergency services regarding natural hazards. The Sustainability Group, a municipal department, is responsible for evaluating the progress of the strategy and for working with regional and provincial partners to increase the effectiveness of adaptation. The Climate Change Adaptation Strategy is the main plan for the City of Vancouver that both sets strong policies regarding the risks of natural hazards (in this case climate change), and also works to coordinate these policies with other initiatives in the city. Other plans do not address the issues of risk management and coordination to the same extent.

The Transportation 2040 Plan deals with emergency management explicitly. While the plan declares the goals of calming traffic and increasing safety, it also notes the need to maintain timely and accessible emergency services access. The moderately contradictory nature of these objectives is accounted for. The plan considers emergency vehicle access in street design and promotes a program to provide readily accessible information on traffic to emergency services. The plan encourages focusing density in proximity to transit in order to allow for increased transit service. The policy does not mention specific neighbourhoods or how increased density in some areas may increase the impacts of natural hazards (City of Vancouver, 2012c).

The Gastown Heritage Management Plan explicitly notes that a number of Gastown buildings are "seismically weak" (City of Vancouver, 2001, 12). The response to the problem is to simplify and streamline the regulatory process and find conservation incentives. These measures allow heritage objectives to be achieved while maintaining risk management. The Cambie Corridor Plan explicitly coordinates with the goals of both the Greenest City 2020 Action Plan and Metro Vancouver's Regional Growth Strategy (City of Vancouver, 2011a). Specifically with regards to the latter, one of the relevant strategies of the growth plan is to "[e]ncourage land use and transportation infrastructure that improve the ability to withstand climate change impacts and natural hazard risks" (City of Vancouver, 2011a, 12). The Cambie Corridor Plan calls for increased density in the area due to its proximity to transit. It appears that the risks of developing in this area with regard to natural hazards are accounted for and that the policies coordinate with each other.

Other plans do not deal with the issues of emergency management and natural hazards to a great extent. The Economic Action Strategy also supports greater density in Transit Oriented Development areas, but does not discuss the associated risks of growth (City of Vancouver, 2011c). It also does not discuss any risks of increasing economic activity and infrastructure in

certain areas, such as the port. The Stanley Park Cycling Plan promotes emergency vehicle access within the park. It intends to install special speed cushions designed to slow traffic while still allowing easy emergency vehicle access (City of Vancouver, 2012b). The Housing and Homelessness Strategy supports increasing density in order to increase the amount of affordable housing (City of Vancouver, 2011d). While it does not specifically mention the risks of natural hazards, it does acknowledge the need to provide increased emergency shelters during the winter months. The initiative of providing emergency shelters has been undertaken and completed by the Homeless Emergency Action Team (HEAT).

The rest of the city's plans, including Southeast False Creek Official Development Plan, Hastings Park/PNE Master Plan, Capital Plan 2012–2014, Vancouver Food Strategy, and Culture Plan for Vancouver 2008–2018 do not mention anything relevant to the coordination of risk management. The City of Vancouver has a website dedicated to emergency preparedness, but it is not prepared as a dedicated plan. The website encourages citizens to, among other things, make an emergency kit, take a workshop, and read a guide on preparing for emergencies (City of Vancouver, 2013a). The site has generalized blank emergency plans for individual families to fill out for themselves. Lastly, the website states that the city commits resources to upgrading buildings and bridges, but it does not relate the pledge to any other plans or policies.

While the City of Vancouver has a slightly inconsistent approach to planning for emergencies and natural hazards, Metro Vancouver does more to address the policy issue and coordinate among various plans. Beginning with Metro Vancouver 2040: Shaping Our Future, the Regional Growth Strategy mentioned above, the risks of natural hazards are explicitly discussed (Metro Vancouver, 2011c). The plan identifies the challenge of responding to climate change impacts and natural hazard risks. It addresses the issue as a key goal and sets strategies to protect the environment and respond to climate change impacts. Strategy 3.4.1 states that it is Metro Vancouver's role to, "[i]ncorporate climate change and natural hazard risk assessments into the planning and location of Metro Vancouver utilities, assets and operations" (Metro Vancouver, 2011c, 42). The plan highlights the need to work with the federal government, the province, TransLink, and municipalities to consider natural hazards when extending infrastructure that encourages land use development. These efforts at cooperation clearly show that Metro Vancouver is striving to directly address the issue of risk management in a manner consistent with the efforts and policies of other involved organizations. With the Regional Growth Strategy recently adopted in 2011, the region is planning to accommodate future growth while carefully considering risk management of natural hazards, especially climate change.

The Corporate Climate Action Plan focuses on the impacts of climate change and attaining carbon neutrality (Metro Vancouver, 2010a). Part of the stated purpose of the document is to adapt corporate infrastructure to the anticipated consequences of climate change. Like most Metro Vancouver plans, the plan contains a section dedicated to discussing its links to other

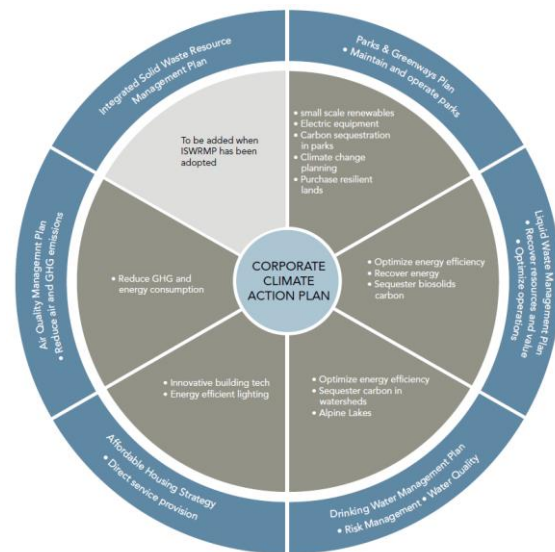


Figure 5: A graph from the Corporate Climate Action Plan showing links to other Metro Vancouver plans.

plans. Preparing infrastructure for climate change impacts is discussed in other plans, such as the Drinking Water Management Plan. The plan includes a graph illustrating the overlapping policies of different Metro Vancouver plans, shown in Figure 5. Strategies five and six of the plan are specifically about adapting and planning infrastructure for climate change hazards. The plan includes an appendix with a summary table of hazards associated with climate change. The Corporate Climate Action Plan clearly acknowledges the related policies of other plans, and demonstrates efforts at coordinating with these other policies.

The Drinking Water Management Plan discusses how it aligns with provincial initiatives, such as the Action Plan for Safe Drinking Water in BC and the BC Climate Action Plan (Metro Vancouver, 2011a). It discusses linkages to other Metro Vancouver plans. It describes itself as part of a “suite of interconnected management plans” designed to achieve sustainability objectives (Metro Vancouver, 2011a, 7). One example of a link between plans is the Regional Growth Strategy’s promotion of a compact urban area to use water more efficiently and the Drinking Water Management Plan’s protection of watersheds to ensure future supply. With regards to addressing the policy issue of risk management, goal 3.1.2 of the plan is to renew and replace old infrastructure based on risk analysis, including seismic risk. Goal 3.1.5 states the need to conduct hazard assessments regarding trespassing and implement programs to reduce risks. Again, the plan addresses the issue of planning for natural hazards in a way that accommodates and coordinates with the goals of other plans.

The Integrated Liquid Waste and Resource Management Plan and the Integrated Solid Waste and Resource Management Plan both provide sections about coordinating with other initiatives and other Metro Vancouver plans (Metro Vancouver, 2010b; Metro Vancouver, 2011b). The liquid waste plan addresses the issue of designing and adapting infrastructure to accommodate risks associated with climate change. It states the goal of ensuring that “liquid waste infrastructure and services are provided in accordance with the Regional Growth Strategy and coordinated with municipal Official Community Plans” (Metro Vancouver, 2010b, 27). The plan is dedicated to providing infrastructure that is resilient to the risks of natural hazards while coordinating with the other efforts of Metro Vancouver, other municipalities, and the Integrated Partnership for Regional Emergency Management (IPREM).

Neither the Regional Homelessness Plan nor the Affordable Housing Strategy mentions risks or hazards in siting new housing developments (Metro Vancouver, 2003; Metro Vancouver, 2007). Both plans set the goal of increasing the supply of housing, but neither plan addresses associated risks. The Affordable Housing Strategy briefly mentions the need to coordinate with the Regional Growth Strategy, but these plans do not clearly show the linkages with other Metro Vancouver plans. The plans do not address the issues of emergency management and natural hazards and are not as integrated into the regional planning framework as the other Metro Vancouver plans.

IPREM is an important organization addressing the policy issue of emergency management. It is an intergovernmental partnership between the province and Metro Vancouver (IPREM, 2013). It was formed specifically to coordinate regional emergency management planning activities. This initiative is a very good example of a local government attempting to coordinate its efforts and policies with other stakeholders to ensure the most efficient and effective results. The partnership strives to integrate operations and create a “disaster-resilient region” (IPREM, 2013).

This case study of plan coordination in Vancouver regarding emergency management offers an example of how cities do or do not coordinate their overlapping policies. Metro

Vancouver shows much greater efforts than the City of Vancouver in how it addresses and coordinates planning for natural hazards. By explicitly stating a plan's connection to other plans, overlapping policies are acknowledged and coordinated. Future studies can take the analysis further by examining plan coordination in more cities or by studying multiple policy issues and plans within a single city.

CONCLUSION

Canadian cities are preparing a lot of plans covering a wide variety of issues. Evidence indicates that the number of plans is increasing as new plans are developed that may not replace older plans. This research has illustrated trends regarding the types, timing, and geography of plans using a sample of cities from across English-speaking Canada. A three tier model has been proposed for considering the commonality and importance of different types of plans. It is clear that master plans, transportation plans, environmental plans, and green space plans are the most prominent planning activities in the country. Waste plans and waterfront plans appear to be less important issues to many municipalities. The timing of plans does not always correlate to the commonality of plans. While environmental plans tend to be recently prepared, parks plans tend to be older. Recently prepared urban design plans may suggest that this type of plan is becoming more common or trendy. I found strong differences between what plans are prepared in different provinces. Transportation plans are much less common in Atlantic Canada than in the rest of the country. Cities in Western Canada appear to prepare a lot of plans based on the sample of cities. The data set of plans from the sample of cities offers planning professionals and academics information on current planning trends across Canada.

The second part of the project analysed one case study of plan coordination in Vancouver. By studying how the city prepares for emergencies and natural hazards, I showed that policies can overlap and coordinate across multiple plans. Metro Vancouver makes strong efforts at coordinating its emergency planning initiatives while the City of Vancouver has a less comprehensive approach to the policy issue. Plans from the City of Vancouver deal with the issue of emergency management to varying extents but rarely make clear efforts at acknowledging or coordinating with other plans. Metro Vancouver plans include a section that explicitly deals with coordination with other plans and highlights where policies overlap and support each other. The case study is a good start to understanding how policies can be coordinated. The coordination of plans must be explored further to more fully determine how coordination manifests and what its effects are on the outcomes on planning endeavours.

The study provides a snapshot of Canadian plans available in autumn 2013. The broad scope of the sample of cities allows a national perspective on the nature of local planning activities. Future studies can use the trends identified in the data set as a foundation to focus more specifically on particular types of plans or certain provinces. My research directly contributes to the larger research project studying the coordination of land use planning in the context of multiple plans. The data set of plans provides several potential examples for further examination of coordination. For instance, the suite of plans prepared and adopted together in Winnipeg is a good candidate to explore the extent to which the policies of these interconnected plans coordinate with each other. The large number of plans in some smaller towns and the prevalence of private consultants are also worth studying with regards to their effects on plan coordination. Studying trends in plans and especially analysing plan coordination are novel topics in Canadian planning. Conflict between plans and policies must be avoided so that

municipalities have a cohesive voice in planning for the future. I hope that this report will begin to give these issues greater prominence in Canadian planning and ultimately promote more informed and effective plans across the country.

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APPENDIX

Plans collected (Fall 2013)

Province	City	Name of Plan	Type of Plan	Date Given
Newfoundland	St. John's	Municipal Plan	Master Plan	October 6, 2003 (approved)
		Integrated Community Sustainability Plan	ICSP	March 18, 2010 (prepared)
		Corporate Strategic Plan 2010-2013	Corporate Plan	June 2010 (prepared)
		Cycling Master Plan	AT Plan	February 10, 2009 (revised)
		Municipal Arts Plan	Cultural Plan	2010 (adopted)
		Recreation and Parks Master Plan	Recreation/Parks Plan	February 2009 (prepared)
		Salt Management Plan	Transportation Plan	November 7, 2005 (approved)
		Traffic Calming Policy	Transportation Plan	May 2011 (prepared)
		Urban Forest Management Master Plan	Urban Forest Plan	October 2006 (prepared)
		Affordable Housing Charter and Action Plan	Housing Plan	February 28, 2011 (adopted)
		Downtown Strategy for Economic Development & Heritage Preservation	Downtown Plan	June 2001 (prepared)
		Roadmap 2021: A Strategic Economic Plan for St. John's	Economic Plan	December 1, 2011 (published)
		Bowring Park Master Plan	Parks Plan	November 2005 (prepared)
		Bannerman Park Master Plan	Parks Plan	April 2003 (prepared)
		Quidi Vidi Village Development Plan	Development Plan	February 2006 (prepared)
		The Battery Development Guideline Study	Development Plan	June 2004 (prepared)
		Heritage Areas, Heritage Buildings and Public View	Heritage Plan	March 2003 (prepared)
		Metrobus Market Assessment and Strategic Directions Study	Transit Plan	2011 (prepared)
	Corner Brook	Municipal Plan 1994-2004	Master Plan	March 30, 1995 (approved)
		Future Corner Brook: Integrated Municipal Sustainability Plan	Master Plan/ICSP	February 25, 2013 (adopted)
		Leisure and Rereation Master Plan	Recreation Plan	June 2010 (prepared)

		Economic Strategy	Economic Plan	2011 (prepared)
		DRAFT Humber Valley Regional Land Use Plan	Regional Plan	January 2011 (prepared)
	Mount Pearl	City Plan 2010	Master Plan	April 19, 2011 (adopted)
		Integrated Community Sustainability Plan	ICSP	March 2010 (prepared)
		Strategic Plan 2011-2016	Corporate Plan	2010 (prepared)
		Parks and Recreation Master Plan	Parks/Recreation Plan	April 2005 (approved)
		DRAFT Community Plan on Homelessness	Housing Plan	2009 (prepared)
Nova Scotia	Halifax	Regional MPS	Master Plan	June 27, 2006 (passed)
		A Greater Halifax	Economic Plan	March 22, 2011 (endorsed)
		Immigration Action Plan	Immigration Plan	2005 (prepared)
		Halifax MPS	Secondary Plan	August 11, 1978 (approved)
		Corporate Local Action Plan to Reduce Greenhouse Gas Emissions	C.C. Action Plan	September 13, 2005 (adopted)
		Community Local Action Plan to Reduce Greenhouse Gas Emissions	C.C. Action Plan	May 2006 (prepared)
		Water Resource Management Study	Waste Plan	September 2003 (prepared)
		HRM Cultural Plan	Cultural Plan	March 28, 2006 (approved)
		Community Energy Plan	Energy Plan	November 2007 (prepared)
		Business Parks Functional Plan	Economic Plan	June 2008 (prepared)
		Downtown Halifax Secondary Municipal Planning Strategy	Downtown/Urban Design Plan	June 16, 2009 (approved)
		Barrington Street Heritage Conservation District Revitalization Plan	Heritage Plan	June 16, 2009 (approved)
		Community Engagement Strategy	Public Participation Plan	December 9, 2008 (approved)
		Wright's Cove Secondary Municipal Planning Strategy	Secondary Plan	April 2, 2009 (prepared)
		Active Transportation Plan	AT Plan	August 2006 (approved)
		Regional Parking Strategy	Transportation Plan	August 2008 (adopted)

		Metro Transit Five-Year Strategic Operations Plan	Transit Plan	October 7, 2009 (submitted)
		Halifax Transportation Demand Management Plan	Transportation Plan	June 17, 2010 (prepared)
		Community Facility Master Plan	Open Space Plan	May 27, 2008 (approved)
		Western Common Wilderness Common Master Plan	Open Space Plan	June 15, 2010 (approved)
		Dartmouth Common Master Plan	Parks Plan	June 30, 2010 (prepared)
		Urban Forest Master Plan	Urban Forest Plan	September 25, 2012 (adopted)
		Integrated Resource Plan	Resource Plan	October 2012 (prepared)
		Drainage - Private Property	Development Plan	December 16, 1997 (adopted)
	CBRM	Municipal Planning Strategy	Master Plan	August 25, 2004 (adopted)
		Secondary Planning Strategy	Secondary Plan	May 16, 2006 (adopted)
		CBRM ICSP	ICSP	March 2010 (approved)
		Heritage Conservation District Plan	Heritage Plan	February 19, 2008 (approved)
		Active Transportation Plan	AT Plan	June 17, 2008 (approved)
	Truro	Truro MPS	Master Plan	September 14, 2010 (approved)
		Truro Community Sustainability Plan	ICSP	September 2010 (prepared)
		Truro Heritage Strategy	Heritage Plan	November 2004 (submitted)
		Heritage Conservation District Plan and By-law	Heritage Plan	April 2000 (prepared)
		Recreation Facilities and Open Space Master Plan	Recreation/Open Space plan	January 2012 (prepared)
		Downtown Truro: Urban Design Strategy	Urban Design Plan	January 2006 (prepared)
PEI	Charlottetown	Official Plan	Master Plan	July 1999 (approved)
		Integrated Community Sustainability Plan	ICSP	February 2010 (adopted)
		Parks Master Plan	Parks Plan	May 2007 (prepared)
		Regional Active Transportation Plan	AT Plan	March 2012 (prepared)

		Heritage Squares Plan	Urban Design Plan	April 2012 (prepared)
		Eastern Gateway Waterfront Master Plan	Waterfront Plan	March 24, 2011 (prepared)
		Emergency Measures Plan	Emergency Plan	August 2009 (amended)
	Summerside	Official Plan	Master Plan	May 15, 2006 (approved)
		Parks and Green Space Plan	Parks Plan	January 21, 2013 (approved)
		Municipal Cultural Plan	Cultural Plan	May 2012 (prepared)
New Brunswick	Fredericton	Municipal Plan	Master Plan	January 2007 (adopted)
		Municipal Arts Policy	Cultural Plan	February 2003 (prepared)
		Trails/Bikeways Master Plan	AT Plan	October 15, 2007 (approved)
		Recreation Master Plan	Recreation Plan	February 9, 2009 (adopted)
		Strategic Plan for Transit Services	Transit Plan	August 2008 (prepared)
	Moncton	Municipal Development Plan	Master Plan	October 14, 2011 (consolidated)
		Sustainability Plan	ICSP	April 2011 (prepared)
		Active Transportation Plan	AT Plan	December 2002 (prepared)
		Cultural Plan	Cultural Plan	October 4, 2010 (adopted)
		Climate Change Adaptation and Flood Management Strategy	C.C. Action Plan	June 2013 (prepared)
		Leading the Way: Greater Moncton's Economic Development Strategy	Economic Plan	2010 (prepared)
		Water Action Plan	Resource Plan	1999 (prepared)
		Strategic Plan - Vision 2020	Corporate Plan	Unknown (prepared)
	Saint John	Municipal Plan	Master Plan	January 30, 2012 (adopted)
		Community Vision	Master Plan	November 2007 (presented)
		Integrated Community Sustainability Plan	ICSP	December 2008 (adopted)
		Growth Strategy	Growth Plan	March 2011 (prepared)

		Arts and Culture Policy	Cultural Plan	September 26, 2005 (adopted)
		Market Place West Master Plan	Secondary Plan	2010 (prepared)
		Inner Harbour Land Use Plan and Implementation Strategy	Waterfront Plan	November 2003 (prepared)
		Trails and Bikeways Strategic Plan	Recreation/AT Plan	May 2010 (prepared)
		Parks and Recreation Strategic Plan	Parks/Recreation Plan	December 2012 (prepared)
		True Growth 2.0	Economic Plan	2012 (prepared)
Ontario	Toronto	Official Plan	Master Plan	November 2002 (adopted)
		City-Wide Community Improvement Plan	Secondary Plan	May 27, 2008 (adopted)
		Etobicoke Centre Public Space and Streetscape Plan	Open Space Plan	November 29, 2011 (adopted)
		PATH Pedestrian Network Master Plan	AT Plan	January 2012 (prepared)
		Bikeway Trails Implementation Plan	AT Plan	June 6, 2012 (adopted)
		Toronto Walking Strategy	AT Plan	2009 (adopted)
		Salt Management Plan	Transportation Plan	September 2004 (prepared)
		Recreation Service Plan	Recreation Plan	November 29, 2012 (approved)
		Parks Plan	Parks Plan	May 7, 2013 (approved)
		Long Term Fiscal Plan	Corporate Plan	April 2005 (approved)
		Climate Change, Clean Air, and Sustainable Energy Plan	Environmental Plan	July 2007 (approved)
		Social Development Strategy	Social Plan	December 4, 2001 (approved)
		Culture Plan for the Creative City	Cultural Plan	2003 (adopted)
		Heritage Conservation Districts in Toronto	Heritage Plan	March 6, 2012 (adopted)
		Waterfront Culture and Heritage Infrastructure Plan	Waterfront Plan	November 19, 2001 (approved)
		Water Efficiency Plan	Resource Plan	2003 (approved)
		Green Fleet Plan 2008-2011	Environmental Plan	March 2008 (approved)
		Biosolids Master Plan	Waste Plan	September 2009

				(prepared)
		Scarborough Centre Public Space and Streetscape Master Plan	Urban Design Plan	July 2012 (endorsed)
		Archaeological Master Plan of the Central Waterfront	Waterfront Plan	June 2003 (adopted)
		Wet Weather Flow Master Plan	Resource Plan	2003 (adopted)
		Sustaining and Expanding the Urban Forest 2012-2022	Urban Forest Plan	February 2013 (adopted)
		A Strategic Plan for Accelerating Economic Growth and Job Creation	Economic Plan	January 2013 (prepared)
		Emergency Plan	Emergency Plan	February 2013 (prepared)
		City Planning Strategic Plan 2013-2018	Corporate Plan	2013 (prepared)
		Affordable Housing Action Plan	Housing Plan	August 5, 2009 (adopted)
		Greenbelt Plan	Growth Plan	February 28, 2005 (approved)
		Growth Plan for the Greater Golden Horseshoe	Growth Plan	June 16, 2006 (approved)
	Ottawa	Official Plan	Master Plan	2003 (adopted)
		Transportation Master Plan	Transportation Plan	November 2008 (adopted)
		Infrastructure Master Plan	Infrastructure Plan	June 2009 (adopted)
		Ottawa Cycling Plan	AT Plan	July 2008 (approved)
		Ottawa Pedestrian Plan	AT Plan	June 2009 (adopted)
		Greenspace Master Plan	Open Space Plan	August 23, 2006 (approved)
		Air Quality and Climate Change Management Plan	C.C. Action Plan	November 2004 (prepared)
		Human Services Plan	Corporate Plan	May 2003 (prepared)
		2011-2014 Strategic Plan	Corporate Plan	July 2013 (amended)
		Downtown Ottawa Urban Design Strategy 20/20	Urban Design Plan	March 10, 2004 (approved)
		Emergency Management Plan	Emergency Plan	November 29, 2013 (prepared)
	London	Official Plan	Master Plan	December 17, 2009 (approved)
		Transportation Master Plan	Transportation Plan	May 2004 (prepared)
		Bicycle Master Plan	AT Plan	March 2005

				(prepared)
		Parks and Recreation Strategic Master Plan	Parks/Recreation Plan	November 23, 2009 (adopted)
		Cultural Prosperity Plan	Cultural Plan	January 30, 2013 (presented)
		Heritage Conservation District Plan	Heritage Plan	April 10, 2012 (adopted)
		Strategic Plan 2011-2014	Corporate Plan	2010 (prepared)
		Thames Valley Corridor Plan	Land Use Plan	2012 (approved)
		Homeless Prevention & Housing Plan 2010-2024	Housing Plan	November 2013 (prepared)
		Emergency Response Plan	Emergency Plan	February 2012 (prepared)
	Thunder Bay	Official Plan	Master Plan	October 10, 2000 (adopted)
		Recreation and Parks Master Plan	Parks/Recreation Plan	June 2008 (prepared)
		Urban Design and Landscape Guidelines	Urban Design Plan	2012 (approved)
		Transit Master Plan	Transit Plan	March 2012 (prepared)
		Accessibility Plan	Accessibility Plan	March 12, 2012 (presented)
		Inspire Thunder Bay Culture Plan	Cultural Plan	May 9, 2011 (adopted)
		Strategic Plan	Corporate Plan	June 27, 2011 (prepared)
		Prince Arthur's Landing at Marina Park	Waterfront Plan	May 2007 (prepared)
		Community Environmental Action Plan	Environmental Plan	2008 (prepared)
		Beautification Strategy	Urban Design Plan	August 2001 (prepared)
	Hamilton	Rural Hamilton Official Plan	Master Plan	March 7, 2012 (approved)
		Urban Hamilton Official Plan	Master Plan	March 16, 2011 (approved)
		Growth Related Integrated Development Strategy	Growth Plan	May 2006 (prepared)
		Transportation Master Plan	Transportation Plan	May 2007 (prepared)
		Putting People First: Land Use Plan for Downtown Hamilton	Downtown Plan	2001 (approved)
		Stormwater Management Master Plan	Resource Plan	May 2007 (prepared)
		Downtown Mobility Streets Master Plan	Downtown Plan	October 2003 (adopted)

		West Harbour Waterfront Recreation Master Plan	Waterfront Plan	April 14, 2010 (prepared)
		Strategic Plan 2012-2015	Corporate Plan	April 25, 2012 (approved)
		Housing and Homelessness Action Plan	Housing Plan	June 2012 (endorsed)
		Emergency Plan	Emergency Plan	May 2013 (revised)
Manitoba	Winnipeg	OurWinnipeg	Master Plan	June 27, 2011 (approved)
		Complete Communities	Land Use Plan	June 27, 2011 (approved)
		Sustainable Transportation	Transportation Plan	June 27, 2011 (approved)
		Sustainable Water & Waste	Resource/Waste Plan	June 27, 2011 (approved)
		A Sustainable Winnipeg	Environmental Plan	June 27, 2011 (approved)
		Transportation Master Plan	Transportation Plan	November 2011 (approved)
		Building Permit Strategy and Action Plan	Development Plan	March 21, 2012 (endorsed)
		Downtown Residential Development Strategy	Housing Plan	2011 (prepared)
		Downtown Parking Strategy	Transportation Plan	November 2011 (prepared)
		Active Transportation Action Plan	AT Plan	2008 (prepared)
		Human Resource Strategic Plan	Corporate Plan	July 2001 (approved)
		Employment Lands Strategy	Land Use/Economic Plan	March 2008 (prepared)
		Ecologically Significant Natural Lands Strategy & Policy	Environmental Plan	February 21, 2007 (adopted)
		DRAFT Heritage Resource Management Plan	Heritage Plan	May 2010 (prepared)
	Brandon	Brandon & Area Planning District Development Plan	Master/Development Plan	March 2013 (prepared)
		Downtown Hub Secondary Plan	Downtown Plan	February 21, 2012 (passed)
		Water Conservation Plan	Resource Plan	May 2013 (prepared)
		Recreation Facilities Master Plan	Recreation Plan	February 16, 2007 (prepared)
		Road Network Development Plan	Transportation Plan	December 2007 (prepared)
		Brandon Emergency Plan	Emergency Plan	March 2008 (adopted)

Saskatchewan	Saskatoon	Official Community Plan	Master Plan	June 1, 2011 (approved)
		South Caswell Concept Plan	Land Use Plan	April 12, 2011 (adopted)
		Culture Plan	Cultural Plan	September 12, 2011 (approved)
		Energy and Greenhouse Gas Management Plan	Energy Plan	December 2007 (adopted)
		Waste and Recycling Plan	Waste Plan	November 5, 2007 (adopted)
		Comprehensive Bicycle Plan	AT Plan	November 2002 (prepared)
		Strategic Plan 2013-2023	Corporate Plan	August 14, 2013 (adopted)
		Broadway 360 Development Plan	Development Plan	June 2009 (prepared)
		South Downtown Concept Plan	Downtown Plan	June 2004 (prepared)
		Housing Business Plan 2013-2022	Housing Plan	May 2013 (prepared)
	Regina	Regina Development Plan	Master Plan	February 27, 2006 (approved)
		Regina Community Plan	Housing Plan	November 2007 (prepared)
		Road Network Plan	Transportation Plan	July 23, 2007 (approved)
		A New Waste Plan	Waste Plan	March 22, 2010 (approved)
		Recreation Facility Plan 2010-2020	Recreation Plan	April 2010 (prepared)
		Open Space Management Strategy	Open Space Plan	October 2007 (approved)
		Urban Forest Management Strategy	Urban Forest Plan	May 2000 (prepared)
		West Industrial Lands Secondary Plan	Secondary Plan	March 2011 (adopted)
		East Regina Industrial Lands Secondary Plan	Secondary Plan	January 7, 2011 (approved)
	Moose Jaw	Official Community Plan	Master Plan	June 8, 2011 (prepared)
		Strategic Plan	Corporate Plan	November 2011 (approved)
		Housing Business Plan 2011	Housing Plan	2011 (prepared)
Alberta	Calgary	Municipal Development Plan	Master Plan	September 2009 (adopted)

		Transportation Plan	Transportation Plan	September 2009 (adopted)
		Centre City Plan	Downtown Plan	May 7, 2007 (approved)
		Centre City Mobility Plan	Transportation Plan	December 2010 (prepared)
		Investing in Mobility	Transportation Plan	December 2012 (approved)
		Cycling Strategy	AT Plan	July 5, 2011 (approved)
		Council's Fiscal Plan for Calgary	Corporate Plan	June 28, 2011 (confirmed)
		2020 Sustainability Direction	Environmental Plan	2011 (adopted)
		Calgary Metropolitan Plan	Growth Plan	June 2012 (prepared)
		Calgary Heritage Strategy	Heritage Plan	February 4, 2008 (approved)
		Urban Design Framework	Urban Design Plan	July 4, 2011 (received)
		Open Space Plan	Open Space Plan	July 22, 2002 (adopted)
		Ending Homelessness in 10 Years	Housing Plan	October 2008 (prepared)
		Investing in Communities	Infrastructure Plan	November 2011 (prepared)
		Municipal Emergency Plan	Emergency Plan	September 2010 (amended)
		DRAFT Arts Plan	Cultural Plan	2013 (preparing)
	Edmonton	The Way We Grow (MDP)	Master Plan	May 26, 2010 (approved)
		The Way We Move (TMP)	Transportation Plan	September 2009 (approved)
		The Way We Green	Environmental Plan	July 2011 (approved)
		The Way We Live	Social Plan	July 7, 2010 (approved)
		The Way We Prosper	Economic Plan	March 20, 2013 (approved)
		The Way We Finance	Corporate Plan	In development
		The Way Ahead	Corporate Plan	2011 (updated)
		Capital City Downtown Plan	Downtown Plan	July 7, 2010 (approved)
		Growth Coordination Strategy	Growth Plan	November 2012 (approved)
		fresh: Food and Urban Agriculture	Resource Plan	November 14,

		Strategy		2012 (approved)
		Designing New Neighbourhoods	Urban Design Plan	May 22, 2013 (supported)
		Transit Oriented Development Guidelines	Development Plan	February 15, 2012 (approved)
		Residential Infill Guidelines	Development Plan	June 2009 (approved)
		Fire Rescue Master Plan	Emergency Plan	July 17, 2012 (adopted)
	Lethbridge	ICSP-MDP	Master Plan/ICSP	July 5, 2010 (adopted)
		Heart of Our City Master Plan	Downtown Plan	September 2007 (adopted)
		Transportation Master Plan	Transportation Plan	November 26, 2012 (approved)
		Intermunicipal Development Plan	Regional Plan	August 2004 (adopted)
		Parks Master Plan	Parks Plan	March 2007 (prepared)
		Bikeways and Pathways Master Plan	AT Plan	March 2007 (prepared)
		Henderson Lake Ecosystem Management Plan	Environmental Plan	October 2006 (prepared)
		Cemetery Master Plan	Open Space Plan	January 21, 2011 (prepared)
		Public Art Master Plan	Cultural Plan	June 2012 (prepared)
		Recreation and Culture Master Plan	Recreation/Cultural Plan	January 28, 2013 (prepared)
		Recreation and Cultural Facilities Master Plan	Recreation/Cultural Plan	April 2007 (prepared)
		Skatepark Master Plan	Recreation Plan	March 30, 2011 (prepared)
		Corporate Strategic Plan 2011-2017	Corporate Plan	2010 (prepared)
		Strategic Plan 2010-2013	Corporate Plan	2009 (prepared)
		Bringing Lethbridge Home: 5 Year Community Plan to End Homelessness	Housing Plan	June 15, 2009 (approved)
		Open Space Plan	Open Space Plan	1981 (prepared)
		Urban Parks Master Plan	Parks Plan	1983 (prepared)
		Urban Forestry Management Plan	Urban Forest Plan	1991 (prepared)

	Wood Buffalo	Municipal Development Plan	Master Plan	October 2011 (adopted)
		City Centre Area Redevelopment Plan	Downtown Plan	February, 2012 (adopted)
		Strategic Plan 2012-2016	Corporate Plan	2011 (prepared)
		Heading Home: The Right Thing To Do	Housing Plan	2010 (prepared)
		Wood Buffalo Recreation and Culture Plan	Recreation/Cultural Plan	2011 (prepared)
		Transit Master Plan	Transit Plan	October 2007 (prepared)
		Economic Development Strategy 2010-2014	Economic Plan	March 2010 (prepared)
	Airdrie	Municipal Development Plan	Master Plan	June 20, 2003 (adopted)
		AirdrieONE Sustainability Plan	ICSP	March 5, 2012 (adopted)
		Transportation Master Plan	Transportation Plan	November 2008 (prepared)
		Intermunicipal Development Plan	Regional Plan	August 2001 (approved)
		Great Places Master Plan	Parks/Open Space Plan	December 2006 (endorsed)
		Comprehensive Growth Strategy	Growth Plan	April 2011 (prepared)
		Strategy for Future Growth	Growth Plan	February 2013 (prepared)
BC	Vancouver	Regional Context Statement Development Plan	Master/Growth Plan	June 2013 (prepared)
		Greenest City 2020 Action Plan	Environmental Plan	July 2011 (adopted)
		Transportation 2040 Plan	Transportation Plan	October 31, 2012 (adopted)
		Stanley Park Cycling Plan	AT Plan	October 15, 2012 (adopted)
		Economic Action Strategy	Economic Plan	December 22, 2011 (presented)
		Vancouver Food Strategy	Resource Plan	January 30, 2013 (approved)
		Housing and Homelessness Strategy	Housing Plan	July 28, 2011 (approved)
		Culture Plan for Vancouver 2008-2018	Cultural Plan	2008 (adopted)
		Cultural Facilities Priorities Plan	Cultural Plan	2010 (prepared)
		Gastown Heritage Management Plan	Heritage Plan	November 2001 (prepared)

		Cambie Corridor Plan	Land Use Plan	May 9, 2011 (approved)
		Hastings Park/PNE Master Plan	Parks Plan	January 2011 (adopted)
		Southeast False Creek Official Development Plan	Development Plan	April 2007 (adopted)
		Capital Plan 2012-2014	Corporate Plan	September 2011 (approved)
		Corporate Business Plan 2012-2021	Corporate Plan	February 2012 (prepared)
		Metro Vancouver 2040: Shaping Our Future	Growth Plan	July 29, 2011 (adopted)
		Corporate Climate Action Plan	C.C. Action Plan	June 2010 (adopted)
		Integrated Air Quality and Greenhouse Gas Management Plan	Environmental Plan	October 2011 (adopted)
		Regional Homelessness Plan	Housing Plan	November 2003 (updated)
		Regional Food System Strategy	Resource Plan	February 25, 2011 (adopted)
		Metro Vancouver Affordable Housing Strategy	Housing Plan	November 30, 2007 (approved)
		Ecological Health Action Plan	Environmental Plan	October 2011 (prepared)
		Regional Parks Plan	Parks Plan	October 2011 (updated)
		Integrated Solid Waste and Resource Management Plan	Waste Plan	2011 (approved)
		Integrated Liquid Waste and Resource Management Plan	Waste Plan	May 2010 (prepared)
		Drinking Water Management Plan	Resource Plan	June 2011 (updated)
	Victoria	Official Community Plan	Master Plan	July 30, 2012 (adopted)
		Sustainability Action Plan	Environmental Plan	May 8, 2012 (submitted)
		Downtown Core Area Plan	Downtown Plan	September 15, 2011 (approval)
		Old Town Design Guidelines	Heritage Plan	December 14, 2006 (adopted)
		Victoria West Transportation Plan	Transportation Plan	August 5, 2008 (prepared)
		Pedestrian Master Plan	AT Plan	2008 (approved)
		Bicycle Master Plan	AT Plan	February 1995 (prepared)
		Greenways Plan	Open Space Plan	August 28, 2003 (adopted)
		Urban Forest Master Plan	Urban Forest Plan	February 2013 (approved)

		Summit Park Management Plan	Parks Plan	January 2011 (adopted)
		Our Bright Future: Victoria's Strategic Plan	Corporate Plan	2012 (prepared)
	Kelowna	Official Community Plan	Master Plan	May 30, 2011 (adopted)
		my Downtown!	Downtown Plan	February 2012 (adopted)
		20 Year Servicing Plan & Financing Strategy	Corporate Plan	June 13, 2011 (effective)
		Housing Strategy	Housing Plan	March 2012 (prepared)
		Heritage Strategy	Heritage Plan	May 2007 (adopted)
		Social Framework	Social Plan	December 2012 (prepared)
		Agriculture Plan	Resource Plan	December 1998 (prepared)
		Wetland Habitat Management Strategy	Environmental Plan	November 1998 (prepared)
		2012-2017 Cultural Plan	Cultural Plan	October 31, 2011 (reviewed)
		Water Sustainability Action Plan	Resource Plan	January 2007 (endorsed)
		Community Climate Action Plan	C.C. Action Plan	May 2012 (prepared)
		Downtown Parking Management Plan	Transportation Plan	July 2010 (prepared)
		Community Wildfire Protection Plan	Emergency Plan	May 2011 (prepared)
		Kelowna International Airport Master Plan 2025	Land Use Plan	March 2007 (approved)
		Lake Okanagan Shore Zone Plan	Environmental Plan	1997 (prepared)
		Central Okanagan Smart Transit Plan	Transit Plan	April 2005 (prepared)
		2011-2015 Financial Plan	Corporate Plan	2011 (prepared)
		2020 Capital Plan	Corporate Plan	May 13, 2013 (prepared)
		Linear Parks Master Plan	Parks Plan	November 2009 (approved)
		Knox Mountain Park Management Plan	Parks Plan	November 14, 2011 (endorsed)
		Bellvue Creek Greenway Master Plan	Parks Plan	Unknown (prepared)
		Guidelines for Accessibility in Outdoor Spaces	Accessibility Plan	April 2003 (endorsed)

		Review of Policies, Procedures, and Bylaws Relating to Wildland Fire	Emergency Plan	October 2006 (prepared)
		Hillside Development Guidelines	Development Plan	October 2009 (prepared)
	Prince George	Official Community Plan	Master Plan	June 25, 2012 (approved)
		myPG	ICSP	June 21, 2010 (approved)
		Downtown Prince George Concept Plan	Downtown Plan	September 14, 2009 (approved)
		Visitable Housing Project	Housing Plan	March 28, 2011 (approved)
		Downtown Transportation and Parking Strategy	Transportation Plan	December 2007 (prepared)
		Active Transportation Plan	AT Plan	October 17, 2011 (approved)
		Cycle Network Plan	AT Plan	2011 (adopted)
		Prince George Active Communities Project: Strategic Plan	AT Plan	August 2007 (prepared)
		Parks & Open Space Master Plan	Parks/Open Space Plan	September 8, 2008 (adopted)
		Trail System Master Plan	AT/Recreation Plan	September 14, 1998 (approved)
		Salt Management Plan	Transportation Plan	July 2006 (prepared)
		Solid Waste Management Plan	Waste Plan	September 2008 (prepared)
		Corporate Work Plan 2012-2013	Corporate Plan	2011 (prepared)
		Exhibition Park Master Plan	Parks Plan	December 2005 (approved)
		Duchess Community Park Concept Plan	Parks Plan	April 4, 2011 (approved)
		Carrie Jane Gray Park Master Plan	Parks Plan	March 2006 (prepared)
Nunavut	Iqaluit	General Plan	Master Plan	October 2010 (prepared)
		Core Area and Capital District Redevelopment Plan	Downtown Plan	July 2004 (prepared)
		Plateau Development Scheme	Development Plan	October 2004 (prepared)
		Climate Change Adaptation Plan	C.C. Action Plan	2010 (prepared)
		DRAFT Iqaluit Sustainable Community Plan	Environmental Plan	August 2013 (prepared)
NWT	Yellowknife	General Plan	Master Plan	March 12, 2012 (approved)

		Harbour Plan	Waterfront Plan	June 25, 2012 (adopted)
		Community Energy Plan	Energy Plan	July 2006 (prepared)
		Championing Well-Being in Yellowknife: Social Plan Report	Social Plan	June 2009 (prepared)
		City Hall/Somba K'e Civic Area Master Plan	Secondary Plan	June 30, 2006 (prepared)
		Integrated Parks, Trails and Open Space Development Study	Parks/Open Space Plan	September 2005 (prepared)
		Bicycle Routing Report	AT Plan	October 2008 (prepared)
		Natural Area Preservation Study	Growth Plan	July 7, 2010 (prepared)
		Smart Growth Development Plan Recommendations Report	Growth Plan	July 2010 (prepared)
Yukon	Whitehorse	2010 Official Community Plan	Master Plan	October 12, 2010 (adopted)
		Strategic Sustainability Plan	Environmental Plan	December 2008 (adopted)
		Integrated Community Sustainability Plan	ICSP	December 2007 (approved)
		Solid Waste Action Plan	Waste Plan	August 12, 2013 (approved)
		Energy Management Plan	Energy Plan	January 2013 (adopted)
		Trail Plan	AT/Recreation Plan	2007 (prepared)
		Parks and Recreation Master Plan	Parks/Recreation Plan	September 10, 2007 (approved)
		Strategic Plan 2013	Corporate Plan	2013 (prepared)
		Downtown South Master Plan	Downtown Plan	July 25, 2011 (adopted)
		Downtown Plan	Downtown Plan	May 2006 (adopted)
		Riverfront Plan	Waterfront Plan	2006 (adopted)
		Downtown Parking Management Plan	Transportation Plan	May 24, 2011 (adopted)
		Downtown Retail Strategy	Economic Plan	October 2006 (completed)
		Municipal Emergency Management Plan	Emergency Plan	November 2011 (updated)