

Case Study Analysis of Approaches to Comprehensive Planning

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Executive Summary

As part of the creation of a new *Official Community Plan* (OCP) in the City of Victoria, this background paper explores the approaches to comprehensive, citywide planning used in the City of North Vancouver, the City of Toronto and the City of Denver. The primary purpose of examining these three case studies is to develop a set of insights that can be used to inform the creation of Victoria's OCP. The case study communities were selected as they had relatively new plans, demographic attributes similar to Victoria, and a noteworthy plan element that warranted further exploration. The primary elements analyzed in each study were the plan's purpose, the process for creating the plan, the contents of the plan, how the plan is used, the plan's role in the overall planning system, and the implementation, tracking, and monitoring of plan directions.

The City of North Vancouver's primary citywide planning document is their OCP, which has a 20-30 year time horizon. The latest iteration of this plan, created in 2002, shifted from a primary focus on land use to a broader set of issues with an integrating theme of sustainability. The OCP includes a community vision, goals and objectives related to ten topic areas, and an implementation section. A sustainability focus is apparent throughout the plan and is reflected by the inclusion of social, economic, and environmental elements in every plan chapter. A major thrust of the plan involves policies that focus on intensifying existing areas and planning towards a balance of residents and jobs in the community. The creation of the OCP lasted approximately three years and involved a midstream re-working of the process, which centred on a more thorough integration of sustainability considerations into the plan. The OCP is to be complemented by two emerging elements in the planning system: a targets, indicators, and monitoring system, and a 100 year sustainability vision.

Citywide planning in Toronto is guided by the *Toronto Official Plan*, which was adopted in 2002. Its primary purpose is to look thirty years into the future and make sustainable choices about how to grow. The creation of the plan utilized a citywide forum on the future of city, a detailed discussion paper, a series of newsletters, and number of open houses and workshops. As a whole, the plan provides a framework for managing physical change and lays out a number of goals, objectives and policies related to the social, economic and natural environment. The overall organization of the plan is based on an "everything is connected to everything" philosophy, with areas of the city viewed as either stable, areas of incremental change, or areas of major change. The plan is comprised of a vision, an urban structure, topic-specific policies, and implementation actions. The urban structure section focuses on future land use patterns and the spatial elements that form the city, including blocks, streets, buildings, and open space. The implementation section identifies regulatory strategies, guidelines and other mechanisms that are appropriate to specific urban structure elements.

Citywide planning in Denver is guided by two documents, the *Denver Comprehensive Plan 2000 (Plan 2000)* and *Blueprint Denver. Plan 2000* is the higher level document

that provides a vision, guiding principles, and broad strategies that focuses on sustaining quality of life. *Blueprint Denver* is the first implementation item of the comprehensive plan and is an integrated land use and transportation plan. Creation of *Plan 2000* was guided by eleven topic-specific task forces, while *Blueprint Denver* used an advisory group and explored growth options through modeling of land use and transportation scenarios. While the comprehensive plan provides broad policy direction for a variety of topics, *Blueprint Denver* provides a framework of land use and transportation building blocks that shape and reinforce areas of stability and areas of change. A noteworthy feature of *Blueprint Denver* is the inclusion of direction for small area planning that provides a standardized process and structure for addressing localized issues within a citywide context. *Plan 2000* directions are integrated into the city governance structure through incorporating plan goals in the annual budgeting process and the use of annual reports to reflect on and react to comprehensive plan goals and objectives.

Overall, a number of common themes emerge from the case studies. Firstly, communities have been broadening the scope of their plans beyond land use and deliberately integrating social, economic, and environmental elements throughout the plans. Secondly, the creation of a citywide plan in the case study communities involved a three year process and utilized a variety of engagement strategies and some form of steering or advisory committee. Additionally, the Denver and Toronto plans contained a strong physical expression of future growth and direction for detailed planning of neighbourhoods, corridors, and centres. Finally, the case studies noted the importance of having a well integrated and well resourced plan creation process and a measurable implementation strategy to help achieve the plan goals.

1. Introduction

This paper examines the comprehensive plans in the cities of North Vancouver, Denver, and Toronto. The role and structure of a comprehensive plan varies depending upon the prevailing issues and legislative context of the community where it is created. However, they are generally seen as broad plans that integrate multiple elements and describe and illustrate the future physical, social, and economic characteristics of the community. Overall the comprehensive plan is primarily defined by three factors (Kelly & Becker 2000):

- The inclusion of all the land area subject to the planning or regulatory jurisdiction of the local government preparing the plan
- The inclusion of all subject matter related to the community's physical development
- A relatively long time horizon

The purpose of the exercise is to investigate and contrast various approaches to comprehensive, citywide planning. The overall intention is not to ascertain a specific planning approach that is suitable for Victoria, but rather to gain insights that will help inform the development of a new *Official Community Plan* (OCP) in Victoria. By comparing and contrasting the plans of the three cities, useful information can be extracted and related to the creation of Victoria's new OCP.

This paper first details the rationale for the selection of case study cities, providing some information on the socio-economic characteristics of each city. Next, the selected case studies of North Vancouver, Toronto and Denver are individually explored, then contrasted with each through the use of tables. The exploration of case study cities is structured into six sections:

- an overview of the plan
- a description of the process used to create the plan
- a detailing of major plan elements
- a description of a unique plan element
- a description of how the plan is applied to city operations
- a description of the final products and relationship to the planning system

2. Selection of Case Study Communities

A number of factors were considered in the assessment of what communities warranted exploration and had the potential to contribute lessons learned to the creation of Victoria's OCP. Victoria's characteristics as a built-out, relatively dense city that is the urban hub of a region limit the ability of similar size cities to provide useful comprehensive planning insights. Therefore, cities with larger populations were considered for comparison, as their plans address many of the "big city issues" that Victoria's OCP will need to address. Additionally, larger case study cities often employed unique approaches and incorporated sustainability considerations into their plans. In considering the insights gleaned from assessing other plans, it is important to acknowledge that approaches used by larger cities may not translate directly to Victoria, as there is considerable variability in the availability of staff and fiscal resources that can be devoted to planning projects.

The selection of case study communities was based on a three step process. Firstly, communities were selected with roughly comparable socio-economic conditions and urban form conditions to Victoria (including population density, housing stock, median income). Secondly, only those plans that were relatively recent (within the last 10 years) were considered. Thirdly, case studies were selected that had a unique element or approach that distinguished them from other plans and could have the potential to contribute lessons learned to the Victoria context. Despite the disparity in case study city populations, ranging in size from about 45,000 in North Vancouver, to 554,000 in Denver, to 2.4 million in Toronto, the similar urban characteristics of the cities combined with value of exploring unique plan features makes these cities suitable case study comparables for Victoria.

North Vancouver and Toronto were selected as case studies as they have similar socio-economic attributes to Victoria, recently produced plans and a unique and potentially useful plan focus. The City of North Vancouver *Official Community Plan* was selected for its focus on sustainability, and also because it is governed by the same provincial legislation as Victoria. The North Vancouver plan forms the basis of the City's sustainability agenda, which resulted in the City receiving a Green City Award for Innovation and Leadership in Sustainability from the Union of BC Municipalities. The *Toronto Official Plan* was selected for its unique approach of examining comprehensive planning through an urban structure lens, with an emphasis on future land use patterns. Denver was also selected as it had recent plans, roughly similar demographic attributes and a structure for neighbourhood planning integrated into its citywide plans. Collectively, *Plan 2000* and *Blueprint Denver* provide citywide guidance and a process and structure for neighbourhood planning activities. Table 1 illustrates the attributes that contributed to the selection of case study communities.

Table 1: Comparison of Case Study Communities

City	Population Density (people/sq.km.)	Median Income	Apartments - as a % of total building stock	Year Plan(s) Adopted	Unique Feature
Victoria	3,965	\$24,651	67.2%	1995	
North Vancouver	3,812	\$24,947	61.3%	2003	Sustainability Focus
Toronto	3,972	\$24,545	55.3%	2002	Urban Structure Focus
Denver	1,396	\$24,101	41.6%	2000/ 2002	Neighbourhood Planning Guidance

(Source: Statistics Canada 2006, US Census Bureau 2000)

3. North Vancouver Case Study

3.1. Plan Overview

The City of North Vancouver, like Victoria, has its comprehensive plan guided by the requirements and allowances provided in the BC Provincial *Local Government Act (LGA)* with respect to OCPs. North Vancouver's OCP has evolved in its focus over time, with the first version, created in 1980, having a strong emphasis on quality of life. The next iteration, created in 1992, incorporated new sections on transportation, green zones, and heritage. The current version, adopted in 2002, involved a complete rethinking of the plan. Instead of adding new chapters, the scope was significantly broadened and a central theme of sustainability was integrated throughout the plan.

Sustainability is the integrating theme of the plan, and is expressed in the community vision as the need to balance environmental, social, and economic needs. The plan fulfills the requirements of the LGA through addressing residential, commercial, industrial, institutional, recreational, and utility uses and integrating a *Regional Context Statement*. The plan also has a strong focus on social and environmental issues, which are classified as optional under the LGA. Overall, the OCP is strongly focused on intensification of existing areas, and balancing residential and employment growth.

3.2. Plan Process

North Vancouver initially intended to update their OCP through the addition of a few new chapters and some minor changes to existing chapters. However, midstream in the process, Council decided that a complete rewrite was necessary to develop an OCP that truly integrated sustainability. In total, the plan took approximately three years to create, including the time devoted to the initial update process.

An initial step of the OCP creation was the preparation of issue background papers that helped explore items that would be included in the OCP. These papers were circulated to advisory bodies and the public for comment and discussion. The first broad consultation, initiated in 2000, involved raising public awareness of the project through an open house and a number of surveys. In 2001, the City hosted a sustainability seminar to discuss ways of integrating sustainability into the OCP. A critical element of the engagement was helping citizens gain a firm understanding of sustainability and what it meant with respect to future change in the city.

The first draft of the plan was developed and circulated for public discussion at the end of 2001, including a summary version as a newspaper insert in the local paper. This was followed by a series of workshops, open houses, and other opportunities for public input that resulted in a second draft of the plan being released in March 2002. Public involvement related to the second draft included input from public advisory bodies, other levels of government, community service agencies, and resident groups. Resulting amendments were incorporated into a final draft that was brought forward at a public hearing in September 2002, where the plan was adopted by Council as a bylaw.

3.3. Plan Elements

North Vancouver’s OCP is structured into four sections: an introduction, a community vision, ten topic-specific chapters, and an implementation section. An appendix includes the City’s *Regional Context Statement* which explains how the OCP conforms to the Greater Vancouver *Livable Region Strategic Plan*. The introduction section outlines the purpose, legislative authority, scope, how to use the plan, the regional context and a historical overview of planning in North Vancouver. The community vision describes the City’s aspirations at the broadest level and advances sustainability as the central theme in the plan. The topic-specific chapters cover a range of issues and are structured to articulate background information, goals, and objectives for each topic area. Table 2 displays the different content-based plan sections and the topics they address.

Table 2: Plan Elements in North Vancouver OCP

Plan Section	Topics Addressed
Sense Of Place	Natural Features, Cultural Diversity, Heritage Conservation, Urban Design, Public Art, Safety
Land Use	Commercial Land Use, Industrial Land Use, Institutional Land Use, Residential Land Use, Building Heights, Density Factors, Special Study Areas, Development Permit Areas, Temporary Industrial and Commercial Uses
Transportation, Mobility, And Access	Pedestrians, Bicycles, Transit, Goods Movement, Rail, Road Network, Neighbourhood Preservation / Traffic Calming, Parking
Community Well-Being	Community Life, Youth, Seniors, Families with Children, People with Disabilities, Community Social Services, Safety & Security, Cultural Diversity, Arts, Culture & Heritage, Leisure Services, Emergency Services <i>(Reinforces existing goals contained in City’s existing Social Plan)</i>
Environment	Environment, Energy Planning, Environmental Protection, Built Environment, Bird & Urban Wildlife Value, Fish & Aquatic Ecosystems,
Parks, And Greenways	Trails & Recreational Greenway System, Fish & Wildlife Habitat in Parks, Purchase or Designation of Additional Parkland, Stormwater Management in Parks, Park Outdoor Facility Development, Streets, Rails & Boulevards in Parks & Greenway System
Recreation, Leisure And Culture	Library Services, Recreation, Cultural <i>(Supported by Cultural Plan and Recreation Plan)</i>
Economy & Economic Development	Industry & Commerce, Labour Force & Employment, Income
Financial Planning	Municipal Financial Planning
Community Assets And Utilities	Water System, Sanitary Sewerage, Drainage Systems, Streets

The implementation section of the North Vancouver OCP links the goals and objectives of each section to implementation mechanisms and policy paths. A subsequent targets, indicators, and monitoring system is being developed to support the OCP. This system is intended to develop indicators to correlate directly to OCP goals and objectives and reinforce the social, economic and environmental thrusts of the plan.

3.4. Unique Plan Elements

A unique feature of the North Vancouver OCP is the deliberate organization of the plan around a central theme of sustainability. The definition of sustainability used by the City of North Vancouver is: “Sustainability means managing our communities in a way that balances the social, economic and environmental implications of our activities in order to meet the needs of people today without compromising the ability of future generations to meet their own needs”. The social, economic and environmental dimensions of the vision are reflected in the plan contents, as all plan sections address triple bottom line considerations, as opposed to having separate economic, environmental and social sections.

The integration of sustainability into the plan is advanced by the identification of a population capacity for the City, the integration into the regional planning network, and the selection of indicators that further social, economic, and environmental outcomes. The plan recognizes the ecological limitations of the region by establishing an overall city capacity through objectives for a maximum population of 55,400 and a dwelling unit growth of not more than 3% annually. Regional sustainability goals are not only articulated through the OCP’s *Regional Context Statement*, but also in policies that integrate the City’s transportation networks, commercial developments, and green space into the regional context. The OCP’s sustainability emphasis is also present in the development of indicators that each have environmental, social, and economic rationales for their selection.

3.5. Plan Application

The North Vancouver OCP provides broad, strategic sustainability guidance for North Vancouver. The plan is applied to City operations through providing policy guidance, informing land use decisions, and establishing a framework for a targets, indicators and monitoring system. While the plan is a key reference point for all policy planning exercises, the implementation section identifies a number of policy paths that are targeted to advance the goals and objectives of each plan chapter. Some of the policy paths identified include secondary plans, bylaws, financial and capital plans, and grant programs. These policy paths are complemented by existing plans and strategies that help to supplement plan content and directions.

A number of the items identified as policy paths for each chapter require an interdepartmental effort to implement. This was acknowledged early on, and was reflected in the inclusion of various departments in the OCP creation process. Based on implementation experiences, a key lesson learned is the importance of having departments understand and agree to the resource and staff implications of

implementation actions. While there was a philosophical agreement on plan directions, a more detailed discussion on resource requirements and implementation details would have helped to further advance plan directions (Penway 2009).

A targets, indicators and monitoring system is being developed to help track the City's progress in achieving OCP goals. The indicators clearly articulate how they advance specific OCP and sustainability goals. Twenty indicators are being developed to track progress in each of the OCP sections. Most indicators correlate to multiple objectives across multiple topic areas. For example, the indicator of car ownership rates relates to both land use and transportation objectives. Every indicator includes the following information:

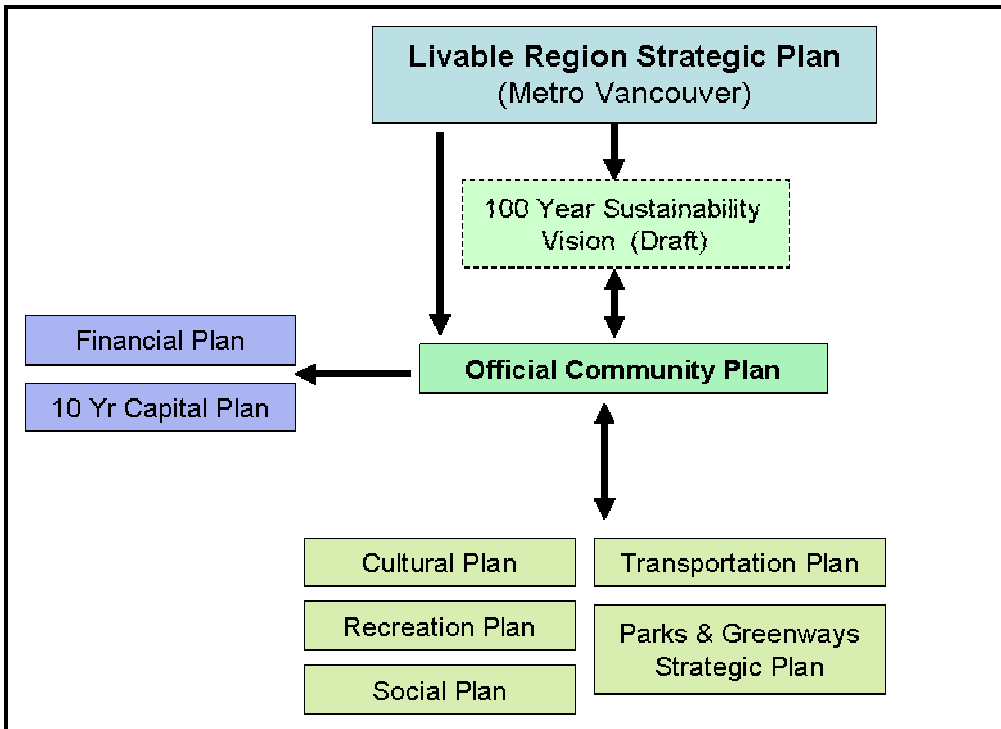
- A definition of the indicator
- Rationale for its selection
- List of related OCP goals and objectives
- Separate descriptions of its environmental, social and economic merits
- Details of data source

3.6. Product

The City of North Vancouver's OCP provides a clear sustainability vision for the city, as well as a set of goals and objectives for key topic areas that will help to guide future planning and spending activities. A recently initiated process to develop a 100 Year Sustainability Vision for the City is intended to work in tandem with the comprehensive 20 – 30 year focus of the OCP and serve as an input when the OCP is updated. The OCP directly advances regional priorities that are articulated in the *Livable Region Strategic Plan*, the guiding plan for Metro Vancouver.

The OCP serves as the principal planning document for the city, but works in concert with a number of other plans and programs. Pre-existing documents such as the Social Plan, Cultural Plan, and Recreation Plan provided goals and objectives that were used to form the basis of certain components of the OCP. Secondary plans and spending decisions receive guidance from and work towards OCP goals and objectives. By aligning with the objectives of existing plans and organizing citywide goals, the OCP helps to establish a more unified planning system. Figure 1 illustrates the overall planning system in the City of North Vancouver.

Figure 1: City of North Vancouver Planning System



4. Toronto Case Study

4.1. Plan Overview

The primary purpose of the *Toronto Official Plan* is to examine sustainable choices about how to manage growth, and explore the connections and consequences of these growth choices. The content of the *Official Plan* is regulated by the *Ontario Planning Act*, which requires Official Plans to “contain goals, objectives, and policies established primarily to manage and direct physical change and the effects on the social, economic, and natural environment”. The *Official Plan* has the express purpose of looking ahead 30 years through a sustainability lens and providing a framework for managing physical change. This framework is reflected in the plan as it:

- identifies where significant new jobs and housing will be encouraged;
- promotes growth that is less reliant on the private automobile;
- calls for a transit-based growth strategy by directing development to areas with good transit while improving transit in major growth areas;
- protects the physical character of Toronto's low-rise neighbourhoods;
- emphasizes environmentally sustainable development;
- contains design policies to guide the physical form of development and public realm improvements;
- seeks to ensure the social and environmental infrastructure is in place to serve Toronto's present and future residents;
- protects the city's important employment districts; and
- protects heritage buildings and resources and preserves natural areas and ravines.

The plan includes a number of key thrusts that are advanced through policy statements contained in the plan. Some of the key plan elements include:

- **Growth Projections** - A statement of the minimum population (3 million) and jobs (1.835 million) that Toronto will accommodate by 2031.
- **Regional Context** - A recognition of the need to relate Toronto's growth to the greater region and lay out a framework for dealing with the mutual challenges of growth.
- **Integrated Land Use, Transportation and Infrastructure Planning** - Clear policies to link growth, transportation, and infrastructure objectives.

4.2. Plan Process

The development of the *Toronto Official Plan* was preceded by the creation of the new City of Toronto through the amalgamation of six local municipalities. One of the new Council's first major decisions was to develop a new *Official Plan* to replace the plans inherited from the former municipalities. In March 1999 Council adopted a framework to guide the creation of the new *Official Plan*.

In April of 1999, the process was launched by sponsoring a major forum on the future of the City that brought together City Councillors, the public and local and international

experts. The major emphasis of the forum was exploring ways Toronto could respond to economic, social, and environmental challenges while improving on the quality of life for citizens. This forum catalyzed the development of the plan and served to direct future research and public consultation activities.

In the spring of 2000, a major discussion paper, entitled “Toronto at the Crossroads: Shaping our Future”, was drafted. The report set the stage for a public debate about the choices facing the City, emphasizing the connections with the surrounding region and three pillars of quality of life: community, economy and environment. It outlined a new approach to land use planning based on looking at the City through three "lenses": stable areas, incremental change areas and major change areas. The discussion paper also put forward implementation ideas and provided a platform for discussion on how to shape the City in future decades. The report was discussed at town hall meetings, ratepayer association meetings, in the media, at various stakeholder group meetings, and through feedback forms on the website. Two newsletters provided information about the key challenges facing Toronto and the recommended policy directions to address these challenges.

The *Official Plan* creation was guided by eight selected City Councillors, who formed the Official Plan Council Reference Group. Five public newsletters kept the public updated on the process, research findings, and emerging plan directions. A multilingual newsletter, produced in six languages, was also used to communicate to a broad range of stakeholders on the key findings of the background reports. The City’s website was used as a key consultation tool, logging over 133,000 visits during the plan process, and providing a key two-way point of contact at various points throughout the plan process. The *Official Plan* process concluded in November 2002, when the plan was officially approved by City Council.

4.3. Plan Elements

Toronto’s *Official Plan* is comprised of a broad vision, an urban structure, policies for the human, built, economic and natural environment, and implementation actions. The plan does not follow a conventional topic area organization, but rather is based on an “everything is connected to everything” philosophy that integrates all elements together. This is reflected in the plan’s urban structure organization that expresses a physical form for the City and seeks to manage change by establishing areas of stability and areas of change. These two areas are directly supported by eight citywide land use designations and a linkage to transportation and infrastructure policies which seek to maximize the value of existing and future infrastructure investments.

Overall, the *Toronto Official Plan* is formatted into seven chapters.

- Chapter one articulates a vision for the future and outlines principles for a successful city.
- Chapter two sets out the urban structure of the City, including strategies for directing growth, and policies for integrating land use and transportation.

- Chapter three establishes policies to guide decision making related to the public realm, built form, public art, heritage resources, housing, community services, parks and open spaces, neighbourhoods, protecting and enhancing the natural environment, and economic health.
- Chapter four identifies eight land use designations, which in conjunction with land use maps, help implement the strategy for managing change set out in chapters two and three.
- Chapter five focuses on implementation, identifying a number of means to achieve plan objectives. This includes identifying implementation tools, providing guidance for local planning, and establishing policy to guide municipal actions and strategic investment in infrastructure.
- Chapter six contains 29 secondary plans to guide growth and change in specific areas of the city. The existing plans of the former municipalities are included in these Secondary Plans. The old plans are brought into conformity with the *Official Plan* by modifying them to have a consistent format, language, proposed land use designations and overall approach.
- Chapter seven contains 228 area-specific and site-specific policies that vary from one or more of the plan provisions. These policies are intended to recognize and reflect either a historic condition or an additional layer of local policy direction.

4.4. Unique Plan Elements

The urban structure organization of the plan distinguishes it from conventional citywide plans, which typically are organized through topic areas. The plan sets out the urban structure of the City in the context of the broader Greater Toronto Area (GTA) region, and develops a strategy for directing growth within this structure. From an overall land use perspective, the plan effectively segments the City's land into three distinct categories:

- **Areas of Minimal Physical Change** – Three-quarters of the City's land is taken up by residential neighbourhoods, watercourses, ravines, and parks and has been planned to experience limited change.
- **Areas of Major Growth** – Centres, vacant lands, and port lands have been identified as areas of major growth and will require local plans to plan and realize this growth potential.
- **Areas of Incremental Change** – Areas of the City, including main shopping streets and industrial lands, that present opportunities for incremental change.

At a broad level, the plan assigns 75% of the city as areas of stability and 25% of the city as areas of growth. Using this lens, and integrating transportation and infrastructure considerations, the plan is framed around six urban structure elements (downtown, centres, avenues, districts, neighbourhoods, green space system and waterfront) which are distributed throughout the city. An explanation of what the plan provides direction on with respect to each urban structure element is included below:

- **Downtown** - Policies to enhance Downtown employment, residential, and transportation objectives.

- **Centres** - Identification of Centres with a framework for what will be included in secondary plans.
- **Avenues** - Identification of Avenues, and specific segments of the corridors which would be subject to Avenue Studies. Identification of the parameters and content of Avenue Studies.
- **Employment Districts** - Identification of Employment Districts and explanation of their role, function, and measures.
- **Neighbourhoods** - Preservation of neighbourhood shape and feel and initiation of revitalization strategies for priority neighbourhoods.
- **Green Space System and Waterfront** – Identification of ways in which land use designations, planning policies, public undertakings, and private development can protect and enhance these lands.

To implement this urban structure growth strategy, the plan uses eight simplified land use designations that set the land use pattern for the city. Designations are provided to both protect and reinforce the existing physical character of stable areas, and to allow an increase in jobs and population in growth areas. Complementing this, the plan describes a progressive agenda for transportation change to enhance and make more efficient use of the City's transportation infrastructure.

4.5. Plan Application

The plan identifies a number of implementation plans, strategies, and regulatory mechanisms to advance plan directions. Among the implementation items identified are policies regarding tools such as height/density incentives, holding by-laws, site plan control, property standards, temporary use by-laws, municipal land acquisition and development charges. Additionally, directions are provided to help guide the creation of secondary plans, avenue plans, and community improvement plans. The success of advancing plan directions is proposed to be tracked through a targets and indicators system.

The plan identifies eight land use designations, which provide the framework for directing and managing growth. Half of the designations focus on maintaining areas of stability, while the other half focus on growth areas. Those areas designated as neighbourhoods, apartment neighbourhoods, parks and open space areas, and utility corridors are subject to policy directions that reinforce and protect their physical character. Alternatively, mixed use areas, employment areas, regeneration areas, and institutional areas receive policy direction that seeks to accommodate the new jobs and residents anticipated by the plan.

The land use designations direct implementation primarily by identifying general uses and highlighting development criteria. The uses identified for each designation are provided at a general level, leaving precise numerical figures and land use permissions to the Zoning By-law. Development criteria associated with each land use designation identify critical considerations when development proposals are evaluated, including guidance on urban design, community character and the provision of amenities.

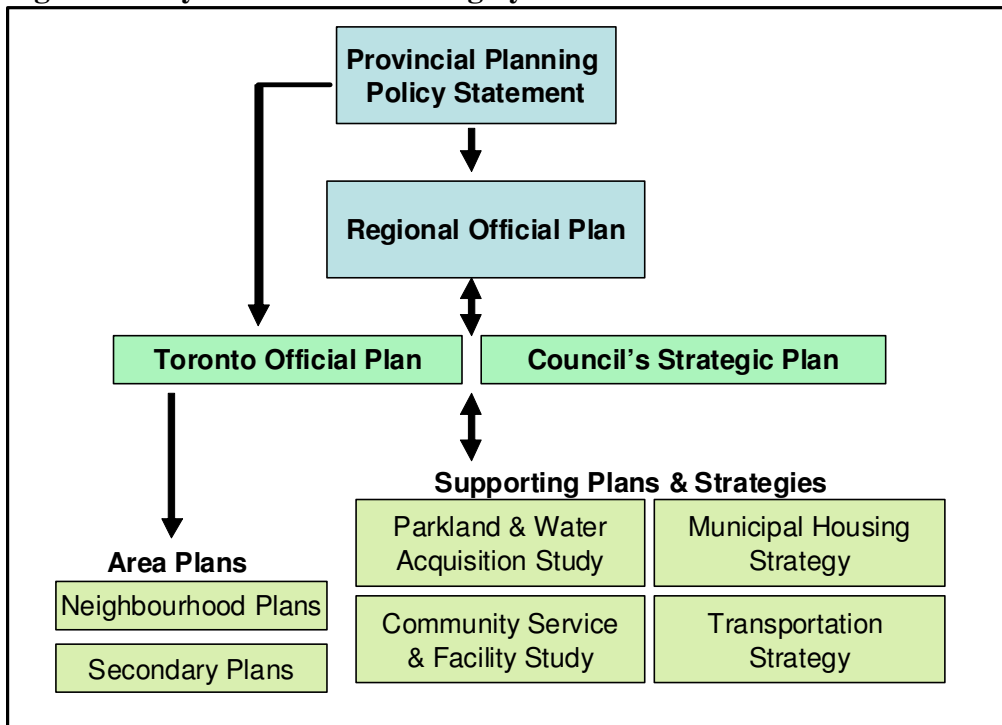
4.6. Product

The plan, which is adopted by by-law, provides a big picture roadmap for Toronto, building a consensus on how to manage future citywide change. While the vision and core principles of the plan will remain constant, the plan is generally intended to be a guide that is adaptable over time. The plan is supported by a number of existing and emerging plans and strategies that help to implement the broad vision of the *Official Plan*. Some of the plans and strategies include a Municipal Housing Strategy, a Transportation Strategy, Community Service and Facility Strategy, and Parkland and Water Acquisition Strategy.

The Ontario *Planning Act* requires municipalities to have *Official Plans*, and outlines minimum public consultation and approval process requirements. The *Official Plan* must not conflict with both the *Provincial Planning Policy Statement* and the *Growth Plan for the Greater Golden Horseshoe*. Before adoption, the plan is required to be approved by the Ontario Ministry of Municipal Affairs and Housing.

The *Toronto Official Plan* is intended to work in concert with *Council's Strategic Plan*, which is seen as the broadest expression of the type of City envisioned by Council. Many smaller, more specific plans, such as neighbourhood plans and secondary plans, will work to implement the visions articulated in both the *Strategic Plan* and *Official Plan*. Figure 2 illustrates how the overall planning system in the City of Toronto.

Figure 2: City of Toronto Planning System



5. Denver Case Study

5.1. Plan Overview

This case study examines the citywide planning approach used in Denver, Colorado. Denver's comprehensive planning system utilizes both the *Denver Comprehensive Plan 2000 (Plan 2000)*, which establishes a vision, guiding principles, and broad strategies, and *Blueprint Denver*, which is an integrated land use and transportation plan. Collectively, these two plans articulate a future for the City of Denver that furthers the direction asserted by the regional plan titled *Metro Vision 2020*.

Plan 2000 builds on the previous *Denver Comprehensive Plan*, last updated in 1989. While many of the core concepts of the 1989 plan are retained, the focus on quality of life is modified to examine the sustainability of quality of life over the long term. The primary purpose of the plan is to respond to population growth and economic change, while sustaining quality of life. The core values of the plan are economy opportunity and security, environmental stewardship, equity, and engagement. Many of the directions contained in the plan seek to address four key issues:

- Poverty, which has an impact on more than one in six Denver residents
- Rapidly accelerating housing costs
- A shortage of skilled labour
- Rapid population growth and associated impacts on traffic, congestion, schools, urban infrastructure and environment

Blueprint Denver serves as the first step in implementing and making concrete the vision outlined in *Plan 2000*. While *Plan 2000* develops a comprehensive approach to address all the components needed to achieve a livable city, *Blueprint Denver* primarily examines growth from an integrated land use and transportation perspective. *Blueprint Denver* serves to bridge the gap between the general policies of *Plan 2000* and the detailed implementation measures that need to be undertaken. Overall, *Blueprint Denver* provides land use and transportation building blocks that serve as a framework for managing growth and directing investment strategies.

5.2. Plan Process

The process for developing *Plan 2000* lasted approximately 18 months and was guided by a twelve member steering committee consisting of city staff, elected officials, and appointed officials. Eleven task forces were formed to deal with topics ranging from arts and culture to environmental sustainability. These task forces were focused on developing the content of the plan, with each topic area-specific task force correlating to an associated plan chapter.

The broadest form of engagement involved a phone survey that solicited input from a broad range of Denver citizens about public priorities. A televised community forum attended by over 150 people allowed public comment on the proposed goals and objectives of the plan. The first draft of the plan had extensive review from national

experts, City agencies, and task force members. Subsequent drafts were published on the City of Denver website and discussed at a Planning Board public briefing. Finally, a Planning Board public hearing was held in advance of plan approval.

Using the *Plan 2000* consultation as a basis, the *Blueprint Denver* planning process took 18 months and was guided by regular meetings of a 46-member advisory committee. A key element early on in the process was a planning workshop to design alternative future development scenarios for the city. The workshop was supported by research looking into the potential impacts of growth options based on zoning scenarios and transportation modeling. During the workshop citizens were asked to identify areas where growth was occurring and areas where change would be beneficial. The original scope of work called for the development of several alternative land-use scenarios; however, the maps generated in the planning workshop demonstrated one clear alternative for how the city should develop and what areas should change. This process resulted in a framework map that illustrated “Areas of Change” and “Areas of Stability” that formed the basis of the plan.

The areas of change were introduced to the public through a series of open houses in each of the Council districts plus a citywide open house. A series of planning and design workshops involving hundreds of citizens were held to explore areas of change and test the proposed plan concepts in key areas of the city such as corridors, transit stations and neighbourhoods. Workshops were also held that focused on areas of stability and examined ways to direct potential growth to areas where neighbourhood reinvestment or infrastructure investment is needed, while also examining ways to encourage growth that is complementary to neighbourhood character.

To determine the potential impacts of growth scenarios, the City undertook modeling with a focus on redirecting growth from areas of stability to areas of change. The modeling was facilitated by arranging land use and transportation building blocks in a number of configurations to assess which ones best achieve the goals of *Blueprint Denver*. The scenario that focused on maximizing growth in areas of change resulted in less new development and traffic in neighbourhoods and more redevelopment along corridors and around transit stations with little or no increase in traffic when contrasted against projections derived from existing transportation and zoning conditions.

Numerous changes resulted from public workshops and resulted in a draft plan after 14 months. A new round of public review and input was undertaken based on the draft plan, including six citywide forums and a summary of the plan in the newspaper. This round of consultation resulted in a refinement of key concepts and implementation strategies. The plan had a significant budget that allowed for broad engagement and extensive communication of plan concepts. A major tool to convey the plan was a comprehensive website that received the most hits of any City of Denver webpage during the planning process (Gordon 2009).

5.3. Plan Elements

5.3.1 Denver Comprehensive Plan 2000

Plan 2000 asserts a vision and guiding principles, which sets the context for the policy directions contained in the plan. Overall, the plan is framed around examining significant new conditions and influences and developing policies to respond to key issues and challenges. An inventory of key issues, collected from citizen surveys and task force discussions, was used to compile the list of significant new conditions and influences and to clarify the key issues and challenges. The key issues and challenges form the structure of the plan chapters (Table 4), and are organized under the headings of the long-term physical environment, the long-term human environment, and relations in the region and state.

Table 4: Structure of Denver Comprehensive Plan 2000 (Key Issues & Challenges)

Category	Plan Chapter
Long-Term Physical Environment	Environmental Sustainability Land Use Mobility Denver’s Legacies Housing
Long-Term Human Environment	Economic Activity Neighborhoods Education Human Services Arts and Culture
Relations in the Region & State	Metropolitan Cooperation

The plan chapters describe changes, challenges, and opportunities related to the topic area and a vision of success for that particular area. Each chapter also includes a set of objectives and a number of associated strategies that provide clear courses of action. An implementation section is included at the end of the plan that details implementation actions, responsibility, completion date, and whether or not recurring action is required. This section includes directions to ensure the plan is continuously updated, linked to the annual budgeting process, and has a mechanism to track and monitor progress towards plan objectives.

5.3.2 Blueprint Denver

Blueprint Denver is organized around a land use and transportation framework. The plan uses land use and transportation building blocks to spatially separate the City into “areas of stability” and “areas of change”. The land use and transportation building blocks shape the physical form of the city within this framework of stability and change. Detailed guidance is provided within the broader urban structure through the establishment of parameters for the creation of small area plans to help detail planning at the neighbourhood, corridor and district levels.

A main goal of the plan is to manage change by directing the vast majority of growth to areas of change, while limiting growth in areas of stability. Areas of change are primarily comprised of five categories of land: underutilized properties near Downtown, areas undergoing positive change, areas adjacent to transit stations, areas along corridors with frequent bus service, and areas where major public or private investment is planned. Areas of stability are comprised primarily of established neighbourhoods and are subject to policy directions that focus on character preservation and reinvestment. The transportation thrust of the plan centres on linking key areas together and reinforcing areas of growth through a focus on multimodal streets and innovative transit options.

A critical piece of the plan is the use of land use and transportation building blocks that are used to define the urban structure of the City. The plan describes the functional role of the building blocks within the City and appropriate design standards. The land use building blocks are detailed by defining suitable spatial locations, land use intensities (floor area ratio), residential densities (dwelling units/acre), mix of uses, and compatible transportation uses. A checklist is used to suggest appropriate design standards and development standards for each building block. Table 5 illustrates the land use building blocks and their component typologies, while Table 6 illustrates the transportation building blocks.

Table 5: Land Use Building Blocks in *Blueprint Denver*

Land Use Building Block	Typologies
Districts	Downtown Employment Industrial Campus Entertainment/cultural/civic Parks and open space
Centers	Regional center Town center Neighbourhood center Transit-oriented development
Residential Areas	Mixed-use Urban residential Single-family/duplex residential Single-family residential
Corridors	Pedestrian Shopping Commercial

Table 5: Transportation Building Blocks in *Blueprint Denver*

Transportation Building Block	Typologies
Regional Rapid Transit	Light rail Commuter rail HOV lanes Bus rapid transit Stations Park-and-ride facilities
Multi-modal Street System	Residential street Main street Mixed-use street Commercial street Industrial street

5.4. Unique Plan Elements

A unique element of citywide planning in Denver is the incorporation of a structure for a small area planning system within the *Blueprint Denver*. The intention of integrating this structure into the plan is to address localized issues within the context of citywide goals and issues. *Blueprint Denver* provides a standardized process, format, and set of planning tools to help guide small area planning in neighbourhoods, districts, and corridors.

A major reason for embedding this process in a citywide plan was to ensure that individual neighbourhoods did not develop their own zoning designations, design standards, and street types, thereby creating a complex and fragmented zoning and planning system. A standardized process and structure for small area planning is intended to allow for plans that are smoothly crafted, easily adopted, efficiently administered, and readily implemented. *Blueprint Denver* provides guidance for the neighbourhoods through:

- A standardized process for public participation
- An established level of analysis
- A planning process with defined phases
- Minimum necessary content to address citywide goals
- Standardized tools as prescribed by *Blueprint Denver* toolbox
- A standard structure and organization to allow easier implementation
- A set of criteria (derived from both *Plan 2000* and *Blueprint Denver*) to prioritize small area planning projects

By having a common planning process, structure, and implementation program a number of benefits are realized. Firstly, the planning system allows for better utilization of staff and citizen time, and also ensures defined levels of public participation, more timely completion, and a faster response to changing conditions. Content is also improved as time typically committed to designing a process is devoted to evaluating citizen input, conducting technical analysis, and articulating implementation strategies.

Implementation is also more efficient, as all plans are in a similar format, address similar issues and utilize common tools. Finally, the small area plans provide a more flexible tool to adjust and reinvigorate *Blueprint Denver* to ensure it remains current.

5.5. Plan Application

The comprehensive plan's goals and objectives provide broad guidance for the creation of all citywide and policy plans. Beyond broad policy guidance, the plan is also operationalized by incorporation into the budgeting process, the production of comprehensive plan annual reports, and the definition of amendment protocols. The creation of *Blueprint Denver* also serves as an important implementation vehicle for *Plan 2000*.

The comprehensive plan helps guide the annual budget process, as the policy directions and action priorities of *Plan 2000* are reviewed and incorporated into each year's budget planning. A key tracking mechanism of the plan is the production of an annual report documenting progress related to *Plan 2000* goals, objectives, and strategies. This allows the evaluation of city projects and priorities and enables adjustment to better align with plan goals. The Denver Planning Board uses annual report data to make recommendations regarding city budget priorities. *Plan 2000* also includes step by step protocols to expand or amend the plan. By providing allowances to refine and expand the scope of the plan it ensures that it remains a living, relevant document. Since the adoption of *Plan 2000*, a number of area plans have been adopted as supplements to the comprehensive plan.

Blueprint Denver is the main implementation vehicle for *Plan 2000* in the shaping of land use and transportation changes. The *Blueprint Denver* map succinctly illustrates the key concepts in the plan and provides a starting point for land use and transportation planning. The plan provides key plan directions on zoning code changes, land use tools, transportation tools, and a small area planning structure. *Blueprint Denver* directs changes to the zoning code that shift the current emphasis on use to a more balanced focus on land use, development standards and design aspects. Land use tools are detailed, highlighting land-use regulations, development standards, design standards, and street design standards as key tools. Transportation tools are identified as transit infrastructure, neighbourhood traffic management, pedestrian enhancements, bicycle enhancements, parking, access management, travel demand management (TDM), transportation system management, and roadways and other infrastructure. The small area planning structure provides the basis to conduct fine grained-planning of neighbourhoods, corridors and districts within the citywide framework.

5.6. Product

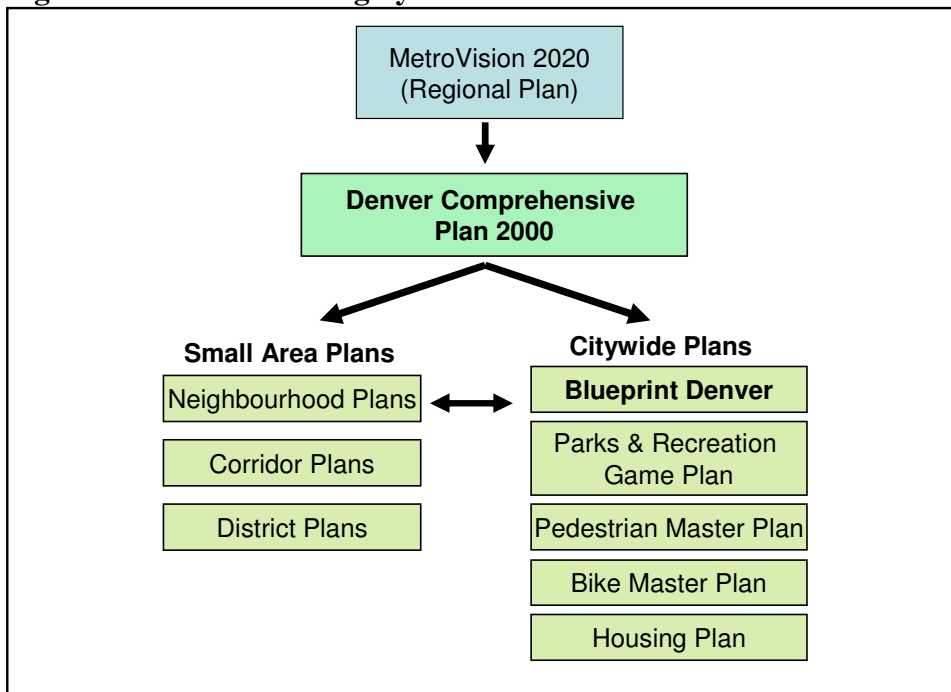
Land use regulation and planning have largely been delegated to local governments in the state of Colorado. Generally, the state land use legislation is enabling rather than mandatory, but does require local governments to adopt master plans. Regional planning is conducted by the Denver Regional Council of Governments, however, the regional government has limited jurisdiction and regional plan directions are not binding on local

governments (Murray 2002). The planning system in Denver is informed by the regional plan, MetroVision 2020, which establishes the regional land development framework.

The City of Denver’s master plan is the *Plan 2000*, which provides the broad-based goals, objectives, and strategies to guide more detailed planning. *Blueprint Denver* provides a citywide land use and transportation structure, while also providing detailed guidance for small area planning. Other citywide and small area plans are intended to advance the goals of *Plan 2000* and provide a responsive tool to ensure the citywide plans remain current.

Following the policy structure created by the two citywide plans, a Strategic Transportation Plan, a number of neighbourhood plans, and a Complete Streets Plan have been created in recent years. As directed by both plans, a zoning code overhaul is nearing completion, using the *Blueprint Denver* map as a key guide. Additionally, the small area planning structure and process has been put into action, with the majority of projects focused on rapid transit station area planning. This approach is in keeping with the *Blueprint Denver* direction to respond and adapt to public infrastructure investments. All of these plans are guided and influenced by regional plans and objectives. Figure 3 shows a graphic representation of the overall planning system in Denver.

Figure 3: Denver Planning System



6. Comparative Analysis

6.1. Introduction

The comprehensive plans of the three case study cities are compared and contrasted through the use of tables that examine specific planning elements by detailing the approach used in each community . Six separate elements of the plans and the planning process are detailed in the following six comparable tables, which are included as appendices at the end of this report:

- **Appendix A** compares the **Plan Purpose**, including overall rationale and primary goals of the plans
- **Appendix B** displays the **Planning Process** used to create the comprehensive plans in each city
- **Appendix C** illustrates the **Plan Elements**, both with respect to the topic areas covered and spatial elements of each plan
- **Appendix D** details the **Planning System** including the time horizon of the comprehensive plan and its relationship to regional and other city plans
- **Appendix E** shows how the comprehensive plans provide direction to **Neighbourhood Planning**
- **Appendix F** compares **Plan Administration and Monitoring**, examining approaches used to administer, implement, and monitor the plans

7. Conclusions

The case studies of North Vancouver, Denver and Toronto illustrate a range of approaches to comprehensive planning. Through examining each city's comprehensive plan a number of relevant patterns and messages emerge that have broad applicability to the development of comprehensive plans. Despite the differing contexts, many of the approaches, techniques, and structures utilized in these communities can provide useful insights for the City of Victoria. These insights will assist Victoria in its effort to develop an OCP process and product that responds to emerging issues and community aspirations.

Case study examinations provided the following general insights with respect to comprehensive, citywide plans:

- **Greater Focus on Sustainability:** Communities have shifted citywide planning from a focus on achieving a high quality of life to a greater emphasis on social, economic, and environmental sustainability.
- **Extensive, Multi-Year Planning Processes:** The development of citywide plans typically is a three year process that is multi-phased, well researched, and employs a broad range of consultation and engagement strategies.
- **Broader Scope and Better Integration:** Citywide planning is trending towards a broadening of plan scope and holistic integration of factors such as land use, transportation, infrastructure, parks, and social planning.
- **Strong Alignment with the Broader Planning and Implementation System:** Citywide plans should align with regional plans, direct implementation plans, and have a deliberate alignment with municipal operational plans and the budgeting process.
- **Strong Expression of the City's Physical Form:** Plans can have a strong spatial element which outlines the future physical form of the city and provide clear direction for land use changes and key infrastructure investments, particularly transportation.
- **Modeling of Growth Scenarios:** A key element of the planning process often involves assessing the implications of growth scenarios through land use and transportation modeling.
- **Neighbourhood Planning Direction:** Both Toronto and Denver provide direction to neighbourhood planning through identifying geographic areas subject to small area or secondary plans, and providing parameters around how the plans should be developed and structured.
- **Monitoring or Annual Reporting System:** Plans are supported by an indicator, monitoring and/or annual reporting system, either created as part of the plan or in a separate exercise.

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Appendix A: Plan Purposes

Plan	Governing Legislation	Plan Purpose	Plan Goals
North Vancouver OCP	<i>BC Local Government Act</i>	Establish a long-term vision with the integrating theme of sustainability	<p>Primary Goal: Balance social, economic and environmental needs</p> <ul style="list-style-type: none"> • Sense of Place Goals • Land Use Goals • Transportation, Mobility, & Access Goals • Community Well-being Goals • Environment, Parks & Greenways Goals • Leisure & Culture Goals • Community Infrastructure Goals • Economy & Economic Development Goals • Municipal Financial Planning Goals
Toronto Official Plan	<i>Ontario Planning Act</i>	Look ahead 30 years through a sustainability lens and provide a framework for managing physical change in the City	<ol style="list-style-type: none"> 1. Diversity & Opportunity: Interesting and cohesive city that offers a dynamic mixture of opportunities for everyone to live, work, learn and play 2. Beauty: Astonish with human-made and natural beauty 3. Connections: Recognize that all aspects of our daily lives are linked that we have to understand relationships and interdependencies to ensure future success 4. Leaders & Stewards: Participation from all segments and sectors of the City to take risks, develop proactive solutions, and follow through

Plan	Governing Legislation	Plan Purpose	Plan Goals
<p>Denver Comprehensive Plan 2000</p>	<p><i>Colorado Revised Statutes</i></p> <p>30-28-106 – Adoption of Master Plan - Contents</p> <p>31-23-206 – Master Plan</p>	<p>Respond to population growth and economic change, while sustaining quality of life.</p>	<p>Plan 2000 Goals:</p> <ol style="list-style-type: none"> 1. Preserve and enhance Denver's natural environment. 2. Manage growth and change through effective land use policies to sustain Denver's high quality of life. 3. Anticipate and meet the expanding mobility needs of residents, businesses, and visitors. 4. Use the best of Denver's architectural and landscape legacies to guide the future. 5. Expand housing options for Denver's changing population. 6. Create a sustainable economy that provides opportunities for all. 7. Build on the assets of every neighbourhood and foster a citywide sense of community. 8. Provide Denver residents with lifelong learning opportunities. 9. Enhance opportunities for people in need to work and participate fully in community life. 10. Integrate arts and culture into the social and economic fabric of the City. 11. Foster cooperation and share leadership on regional issues.
<p>Blueprint Denver</p>		<p>Plan change through integrating land use and transportation dynamics.</p>	<ol style="list-style-type: none"> 1. Direct growth to areas of change 2. Manage and limit change in areas of stability 3. Improving the functioning of streets 4. Enhance mixed use development

Appendix B: Planning Processes

City	Process Duration	Advisory Bodies	Public Engagement	Process Stages
North Vancouver	3 years (Revised process midstream to better integrate sustainability)	<p>Pre-existing Public Advisory Committees</p> <p>Internal Staff OCP Working Group</p> <ul style="list-style-type: none"> • Finance • Transportation • Engineering • Parks/Administration • Administration • Planning 	<ul style="list-style-type: none"> • Awareness-raising open houses and surveys • Issue-based background papers circulated to advisory bodies and general public for comment • Sustainability seminar to educate public and discuss ways to integrate into OCP • Workshops and open houses on draft plan • Newspaper insert of draft plan • Intergovernmental, service agency and neighbourhood group meetings on draft plan 	<p>1. Background Research</p> <ul style="list-style-type: none"> • Preparation of issue background papers • Advisory committee comment <p>2. Public Awareness-Raising</p> <ul style="list-style-type: none"> • Open houses, surveys, etc. <p>3. Sustainability Seminar</p> <ul style="list-style-type: none"> • Discuss ways to integrate sustainability into OCP <p>4. Draft Plan Creation & Review</p> <ul style="list-style-type: none"> • Newspaper insert, workshops, open houses <p>5. Second Draft Review</p> <ul style="list-style-type: none"> • Advisory committees, other levels of government, community groups <p>6. Public Hearing / Adoption</p>

City	Process Duration	Advisory Bodies	Public Engagement	Process Stages
Toronto	3 years	<p>8-Member Official Plan Council Reference Group (select City Councillors)</p> <ul style="list-style-type: none"> • Arts and Culture Reference Group • Heritage Reference Group • Transportation Reference Group 	<ul style="list-style-type: none"> • Future of the City discussion forum with expert speakers • Town hall meetings and Stakeholder / reference group meetings on “Toronto at the Crossroads” report • Building a Vision for Toronto: Key Themes and Directions Workshops • Website feedback forms • Five project newsletters <ul style="list-style-type: none"> • #1 – Launching Official Plan • #2 – Emerging views on City’s challenges opportunities • #3 – Summary of key background report • #4 – Summary of key consultation feedback • #5 – Toronto’s land use strategy • Multilingual newsletter (six languages) with major themes of background reports 	<ol style="list-style-type: none"> 1. Adoption of Project Framework by Council 2. Draft Background Discussion Papers 3. Forum on the Future of the City 4. Engagement Sessions <ul style="list-style-type: none"> • Neighbourhood meetings, town hall meeting, web outreach, media 5. Draft Plan 6. City Council Approval

City	Process Duration	Advisory Bodies	Public Engagement	Process Stages
Denver	<i>Denver Comprehensive Plan 2000</i> 18 months	12-Member Steering Committee: <ul style="list-style-type: none"> • City staff • Elected Officials • Appointed Officials Eleven Topic-Specific Task Forces	<ul style="list-style-type: none"> • 11 topic-specific task forces engaged in focused content development • Televised community forums on plan goals and objectives • Phone survey to identify public priorities • National expert review of draft plan • Website with draft content and feedback options • Planning Board briefings • Public hearing 	<ol style="list-style-type: none"> 1. Quality of Life Surveys 2. Community Forum on Plan's Goals & Objectives 3. Task Force Content Development <ul style="list-style-type: none"> • Eleven chapter-specific task forces 4. First Draft Review <ul style="list-style-type: none"> • Review by experts, city agencies, task forces 5. Secondary Review 6. Plan Approval
Denver	<i>Blueprint Denver</i> 18 months	46-Member Advisory Committee	<ul style="list-style-type: none"> • 46-member advisory committee with broad representation • Workshops to develop alternative growth scenarios • Citywide and area-specific workshops examining "areas of change" • Workshops examining "areas of stability" • Open Houses • Meetings with Neighbourhood Associations • Six Citywide forums on draft plan • Summary of draft plan as a newspaper insert 	<ol style="list-style-type: none"> 1. Formation of Advisory Committee 2. Planning Workshops - Create Development Scenarios 3. Development of Areas of Change & Areas of Stability Framework 4. Citywide and Neighbourhood Open Houses 5. Planning & Design Workshops <ul style="list-style-type: none"> • Explore detailed changes in areas of change/stability 6. Draft Plan 7. Public Review <ul style="list-style-type: none"> • Six citywide forums 8. Plan Approval

Appendix C: Plan Elements

City	Topic Area Elements	Spatial Elements	Unique Element
<i>North Vancouver OCP</i>	<ul style="list-style-type: none"> • Sense of Place • Land Use • Transportation, Mobility, & Access • Community Well-being • Environment, Parks & Greenways • Leisure & Culture • Community Infrastructure • Economy & Economic Development • Municipal Financial Planning • Implementation & Participation • Regional Context Statement 	<ul style="list-style-type: none"> • Urban Corridor • Commercial • Town Centre • Industrial • School & Institutional • Parks, Recreation & Open Space • Residential Land Use • Special Study Areas • Heritage Character Areas 	<p>Sustainability as an Integrating Theme – Social, economic and environmental elements in all plan chapters</p>
<i>Toronto Official Plan</i>	<ul style="list-style-type: none"> • Public Realm • Built Form • Public Art • Heritage • Housing • Community Services & Facilities • Parks & Open Spaces • New Neighbourhoods • Natural Environment • Economy • Cultural Capital • Retail • Implementation 	<ul style="list-style-type: none"> • Regional Connections • Downtown & Central Waterfront • Centres • Avenues • Employment Districts • Neighbourhoods • Green Space System 	<p>Urban Structure Focus – A focus on the physical form of the city</p>

City	Topic Area Elements	Spatial Elements	Unique Element
<i>Denver Comprehensive Plan 2000</i>	<ul style="list-style-type: none"> • Environmental Sustainability • Land Use • Mobility • Legacies • Housing • Economic Activity • Neighbourhoods • Education • Human Services • Arts & Culture • Metropolitan Cooperation 		
<i>Blueprint Denver</i>	<ul style="list-style-type: none"> • Land Use • Transportation • Areas of Stability • Areas of Change • Small Area Planning • Implementation • Public Participation Process 	<p>Districts</p> <ul style="list-style-type: none"> • Downtown; Employment, Industrial; Campus, Entertainment / cultural / civic, Parks and open space <p>Residential areas</p> <ul style="list-style-type: none"> • Mixed-use, Urban residential, Single-family/duplex residential, Single-family residential <p>Centers</p> <ul style="list-style-type: none"> • Regional center, Town center, Neighbourhood centre, Transit-oriented development <p>Corridors</p> <ul style="list-style-type: none"> • Pedestrian, Shopping, Commercial 	<p>Small Area Planning Integration – Standardized process, format, and set of planning tools to guide small area planning in neighbourhoods, districts and corridors</p>

Appendix D: Planning Systems

Community	City Master Plan & Time Horizon	Regional Link	Guidance for Other Plans
North Vancouver	<i>Official Community Plan</i> – 20-30 years;	<p><i>Regional Context Statement</i> describing conformity with regional strategies:</p> <ol style="list-style-type: none"> 1. Protect the Green Zone 2. Build Complete Communities 3. Achieve a Compact Metropolitan Region 4. Increase Transportation Choice <p>Plan’s land use structure conforms with regional land use designations</p>	<p>OCP incorporates existing plan directions</p> <p>Policy paths identified to implement OCP directions in:</p> <ul style="list-style-type: none"> • 10 Year Capital Plan • Financial Plans • Transportation Plans • Parks Plans • Bylaws & Guidelines
Toronto	<i>Toronto Official Plan</i> – 25 -30 years	<p>Receives direction from <i>Provincial Planning Policy Statement</i> and <i>Regional Official Plan</i></p> <p><i>Official Plan</i> has policy directions to:</p> <ul style="list-style-type: none"> • Work with other municipalities and the Province of Ontario • Develop a Greater Toronto Area growth framework 	<p>Numerous existing plans and strategies to implement plan directives;</p> <p>Detailed guidance provided for creation of secondary plans and area studies</p>
Denver	<i>Denver Comprehensive Plan 2000</i> – Approx. 20 years	<p>Plan section on Metropolitan Cooperation linking plan directions to MetroVision 2020 through six objective areas:</p> <ul style="list-style-type: none"> • Growth management • Access to jobs • Revenue sharing • Arts, culture & sports • Natural resources • Openness to cooperation 	<p><i>Plan 2000</i> provides broad direction to citywide and neighbourhood plans – intended to be a living document</p> <p><i>Blueprint Denver</i> is first implementation plan and provides further direction for:</p> <ul style="list-style-type: none"> • Updating of land use regulations • Creation of small area plans • Operational plans and strategies

Appendix E: Neighbourhood Planning Elements

City	Identification of Neighbourhoods	Neighbourhood Planning Goals	Citywide & Neighbourhood Responsibilities Detailed
North Vancouver	No neighbourhoods identified, but smaller special study areas identified	Very limited directions referring to neighbourhoods in general	No; Direction to conduct more detailed studies of special study areas
Toronto	<ul style="list-style-type: none"> • Centres, Avenues, and Neighbourhoods identified in urban structure map • Secondary plan areas identified 	<ul style="list-style-type: none"> • Goals established in the Secondary Plans are required to be within the context of citywide goals • Existing Secondary Plans modified to comply with the Official Plan’s format, language, land use designations and overall approach 	<ul style="list-style-type: none"> • Scope and initiation process detailed for Secondary Plans and Community Improvement Plans • Centres, Avenues, Employment Districts and Neighbourhoods receive policy guidance from <i>Official Plan</i>
Denver	<ul style="list-style-type: none"> • Broad segmentation of city into areas of stability and areas of change • Districts, corridors, and neighbourhoods identified as three types of small area plans 	Framework established for prioritizing, creating, and implementing standardized small area plans	<ul style="list-style-type: none"> • Clear identification of citywide goals to be addressed at the local level • Appropriate regulatory, public infrastructure and partnership tools detailed for areas of change and areas of stability in <i>Blueprint Denver</i> • Formal process established in adoption of small area plans to ensure they conform with <i>Plan 2000</i> and <i>Blueprint Denver</i>

Appendix F: Plan Administration and Implementation

City	Clear Implementation Actions	Monitoring Plan	Indicators
North Vancouver	Implementation section identifies a number of policy paths relevant to each chapter including: <ul style="list-style-type: none"> • Regulatory changes • Policy plans • Capital and financial plans 	Yes; annual evaluation and report card on indicators	Yes; Targets, Indicators and Monitoring System drafted – indicators are linked to OCP objectives and triple bottom line sustainability outcomes
Toronto	<ul style="list-style-type: none"> • Implementation Toolbox of regulatory items and clear policies for their use • Direction for development of Secondary Plans including when they should be undertaken and what items should be covered • Guidelines for initiation and execution of Community Improvement Plans 	No monitoring plan included	Direction in plan to establish targets and indicators
<i>Denver Comprehensive Plan 2000</i>	Numerous actions identified in implementation section with: <ul style="list-style-type: none"> • Implementation action • Responsibility • Completion date • Recurring action 	Annual monitoring reports, quantitative & qualitative information collected	<i>Plan 2000</i> Performance Indicator Reports

City	Clear Implementation Actions	Monitoring Plan	Indicators
<i>Blueprint Denver</i>	<p>Clear identification of implementation actions with action, responsible agencies and time frame included for each item. Broad implementation categories are:</p> <ul style="list-style-type: none"> • Land use regulation • Public infrastructure • Transportation • Partnerships 	Annual review of performance indicators	Land use and transportation indicators in <i>Plan 2000</i> Indicator Reports

