Implementing Regional Sustainable Development Strategies: Exploring Structure and Outcomes in Cross-Sector Collaborations

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Abstract

Social problems are often too large for any one organization to solve, so are increasingly addressed through multi-organizational, cross-sector collaborations which formulate and implement collaborative strategies. This PhD dissertation examines the implementation of collaborative regional sustainable development strategies (CRSDSs), which are bound by a local region and involve numerous partners, including businesses, universities, governments and NGOs. Formulating these strategies has become increasingly popular, so there is a real need for relevant theory. Generally, when multiple organizations formulate a CRSDS, a new interorganizational structure is created as part of the implementation. Structure can broadly be characterized in terms of partners, forms (e.g., committees, etc.) and processes (e.g., decision-making, monitoring, etc.). This study consists of two parts: a census of the structures being used for the 27 CRSDS in Canada; and in-depth case studies of four of these.

This research contributes to both theory and practice. Theoretically, it brings the literature on collaborative strategic management together with the practical challenge of regional sustainable development, illustrating three possible levels at which implementation can occur: a regional partnership; issue-based joint projects involving a sub-set of partner organizations and, possibly, additional organizations from outside the partnership; and individual partner organizations. The research identifies four archetypal structures for implementation of CRSDSs: 1) Implementing through Joint Projects; 2) Implementing through Partner Organizations; 3) Implementing through a Focal Organization; and 4) Informal Implementation. The study also proposes five types of outcomes against which the implementation of CRSDSs can be evaluated – plan, organizational, process, action and personal. Analysis of the case studies identifies seven organizational outcomes stemming from CRSDSs – gained knowledge, built relationships, accessed marketing opportunities, accessed business opportunities, experienced increased resource demands, made progress toward sustainability goals, and made internal structural changes – and explores the relationship between these and the four archetypes. Finally, a closer examination of plan outcomes for two substantive issues, greenhouse gas reductions and air quality improvements, suggests specific structural features which enable the achievement of these.

In terms of practical contributions, the advantages, disadvantages and tradeoffs of the archetypes are discussed, so this research helps those organizations undertaking CRSDSs to consider their implementation options.

Résumé

Les collaborations entre organisations et intersectorielles qui formulent et mettent en œuvre des stratégies permettent de plus en plus de faire face à un nombre de problèmes sociaux trop vastes pour être résolus par une seule organisation. Cette thèse doctorale examine la mise en œuvre des stratégies collaboratives de développement régional durable qui se concentrent sur une région locale et impliquent plusieurs partenaires, dont les entreprises, les universités, les gouvernements et les organisations non gouvernementales. La formulation de ces stratégies est devenue populaire, d'où la nécessité d'une théorie pertinente. En général, lorsque plusieurs organisations formulent une stratégie collaborative de développement régional durable, elles créent une nouvelle structure interorganisationnelle comme partie intégrante de la mise en œuvre. Une structure peut être définie au sens large en termes de partenaires, formes (par exemple, comités) et processus (par exemple, prise de décision et suivi, etc.). Cette étude comprend deux parties : une recension des structures utilisées, par les 27 stratégies collaboratives de développement régional durable au Canada, et des études approfondies de quatre de celles-ci.

Les apports de cette recherche sont de nature théorique et pratique. Sur le plan théorique, cette étude relie les recherches sur la gestion stratégique collaborative et les défis pratiques du développement régional durable, en mettant en évidence trois niveaux possibles de mise en œuvre des partenariats régionaux: un partenariat régional; des projets centrés sur des enjeux qui impliquent un sous-ensemble d'organisations partenaires et, le cas échéant, d'autres organisations extérieures au partenariat et, enfin, des organisations partenaires individuelles. Cette recherche identifie quatre archétypes structurels de mise en œuvre des collaborations: 1) la mise en œuvre à travers des projets conjoints; 2) la mise en œuvre à travers les organisations partenaires; 3) la mise en œuvre par une organisation centrale et 4) la mise en œuvre informelle. En outre, cette recherche propose cinq formes de résultats pour évaluer ces collaborations: le plan, les résultats organisationnels, le processus, en matière d'action et personnels. L'analyse de quatre cas identifie sept résultats pour les organisations : acquisition de connaissances, construction de relations, accès à des opportunités de marketing, accès à des opportunités d'affaires, modifications des pressions sur les ressources, progression vers l'atteinte des objectifs de durabilité, et changements structurels. Cette étude explore la relation entre ces résultats et ces quatre archétypes. Enfin, un examen détaillé des résultats du plan sur deux enjeux substantifs, la réduction des gaz à effet de serre et l'amélioration de la qualité de l'air, suggère que des caractéristiques structurelles spécifiques contribuent à la réalisation de celles-ci.

Sur le plan de la pratique, cette recherche identifie les avantages, les inconvénients et les dilemmes de ces archétypes. Elle aidera les organisations qui souhaitent participer à ces collaborations régionales à identifier leurs options de mise en œuvre.

Acknowledgements

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Glossary

Because this research draws on multiple bodies of literature (strategic management, collaboration, and sustainable development), and even within a given literature, authors can use multiple terms to refer to the same concept, a glossary is presented here.

Agenda 21: The action plan resulting from the United Nations Conference on Environment and Development, which was held in Rio de Janeiro in 1992. This conference is also called the Rio conference, and the Earth Summit. One of means Agenda 21 is being implemented is through Local Agenda 21s which are also described in this glossary.

Archetypes: "The concept of an *archetype* derives from the idea that organizations operate within a limited number of configurations" (Greenwood & Hinings, 1988: 294). A configuration is a "multi-dimensional constellation of conceptually distinct characteristics that commonly occur together" (Meyer, Tsui, & Hinings, 1993: 1175). This study focuses on archetypal structures; in other words, the limited set of structural configurations.

Collaboration: A voluntary "*process* of joint decision-making" (Gray, 1989: 11, emphasis added). In this study, the collaboration is among organizations. Collaboration distinguishes itself "from those interorganizational relationships that are cooperative, but where cooperation is either purchased, as in a firm's supplier relationships, or based on some form of legitimate authority" (Hardy, Phillips, & Lawrence, 2003: 323).

Collaboration approach: A strategic plan formulation *process* that enables organizational partners to be a part of the decision-making process. Generally this approach results in a collaborative strategic plan. This is in contrast to the consultation approach.

Collaborative goals: The deliberate *goals* as outlined in the collaborative strategic plan. Warren (1967) uses the term inclusive instead of collaborative to refer to this phenomenon. This study uses the term collaborative to avoid confusion.

Collaborative regional sustainable development strategy (CRSDS): A cross-sector collaborative *strategy* for addressing sustainable development of a region. See the definitions of collaborative strategy, regional, and sustainable development for further explanation.

Collaborative strategic management: The *management* of the collaborative strategy at the full partnership and/or joint project(s) levels. It involves: the

selection of partners; the determination of the form(s) for the formulation and implementation phases; the formulation process resulting in the collaborative strategic plan; and the implementation process which includes decision-making, communication and information, as well as monitoring and evaluation processes.

Collaborative strategic plan: A deliberately formulated *document* that details the jointly determined vision and the collaborative goals for addressing the social problem.

Collaborative strategy: The joint determination by the partnership of the vision and the long-term collaborative goals for addressing a given social problem, along with the adoption of both organizational and collective courses of action and allocation of resources to carry out these courses of action. The implementation of the collaborative strategy may be jointly or individually enacted and the realized outcomes may be the result of deliberate or emergent actions.

Collective strategy: Astley and Fombrun (1983: 526) introduce this concept as "the joint formulation of policy and implementation of action by members of interorganizational collectives". It is similar to the concept of collaborative strategy, but the purpose of collective strategy is, typically, to absorb variation in the environment (rather than to address a social problem); it focuses on the implications for the organization (not the partnership); and the study of collective strategies, for the most part, has been among organizations of a similar type (e.g., firms cooperating and pursuing mutual goals through an industry association). This dissertation uses the term collaborative strategy.

Components: A *cluster of subcomponents* of structure. For example, the three components which make up a structure are the partners, the forms, and the processes. Numerous subcomponents make up each of these components.

Consultation approach: a strategic plan formulation *process* that consults organizations but which leaves the decision-making to one focal organization. Generally, this approach results in an organizational strategic plan. This is in contrast with the collaboration approach.

Cross-sector: An adjective describing partnerships and collaborations involving organizations from more than one *sector* (civil society, private, and/or public sectors) (Selsky & Parker, 2005). It is synonymous with multi-sectoral, tri-sectoral, inter-sectoral, but this dissertation uses only the term cross-sector, which conveys a tri-sector situation.

Forms: The *framework* which orchestrates the ongoing involvement of the partners in the collaboration strategy. The forms may be at one or more levels: full partnership; joint project, and/or organizational. For example, the

forms at the joint project level might be a new organization, a committee, or informal interactions. Other authors term this concept approaches (Selsky, 1991) or structure (Hardy et al., 2003); this study uses the term forms, building on the use of the term by other authors (Huxham & Hibbert, 2004; Lowndes & Skelcher, 1998).

Full partnership level: The *level of analysis* for studying the full partnership (i.e., the new entity emerging from collaborative inter-organizational relations); and the collaboration (i.e., the process). It is in contrast to the individual partner(s) level and the joint project level.

Implementation: The phase following the adoption of the collaborative strategic plan. It is the putting into place and making *adjustments* to a CRSDS's structure to enable the taking of action towards collaborative goals, as well as the actual *actions* taken.

Individual partner(s) level: A *level of analysis* for studying activities taken individually by organizations in a collaboration, as part of the implementation of the collaborative regional sustainable development strategy. This is in contrast to the full partnership level and the joint project level.

Joint project: An activity undertaken by a *subset of partners* from the partnership to implement the collaborative strategic plan. It may include additional organizations that are not members of the partnership, but which are also working towards achieving the collaborative goals.

Joint project(s) level: The *level of analysis* for studying the joint projects. It is in contrast to the individual partner(s) level and the full partnership level.

Local Agenda 21: "A participatory, multi-stakeholder process to achieve the goals of *Agenda 21* at the local level through the preparation and implementation of a long-term, strategic plan that addresses priority local sustainable development concerns" (ICLEI, 2002a: 6). Local Agenda 21s are collaborative regional sustainable development strategies. Also see the definition of Agenda 21 in this glossary.

Outcomes: The *results* of the collaborative strategy implementation. Outcome types are a categorization of the different outcomes. Specifically, outcome types are: plan outcomes (addressing the collaborative goals concerning the social problem); action outcomes (responses taken by the partnership); process outcomes (modifications to the structures of partners, processes, and/or forms); organizational outcomes (learning or other effects for the individual partners); and personal outcomes (learning or other effects for the representative of the partner organization).

Partners: Organizations which are *involved in* the collaboration. Partners may be a sector-representative as well as an individual organization. This study uses the term partners over the term participants (Huxham & Vangen, 2000) to distinguish the formal membership, and also to imply that these members are involved in a collaboration approach and not a consultation approach. Other authors such as Waddell and Brown (1997) also use the term partner.

Partnership: The entity which is constituted by collaborating organizations (i.e. all the partners) and which can take a variety of forms, such as a committee, or a new formal organization. This is in contrast with a joint project which involves only some of the partners.

Processes: The formal and informal *procedures* that orchestrate the formulation and implementation of the collaborative strategic plan. For example, decision-making, communication, and monitoring are all processes.

Regional: An adjective describing a strategy for an area within a specific *geographic boundary*; it is generally coterminous with one or more local government(s)' boundaries. Local government might be a regional government, or it might be a municipality, city, town, etc. A collaborative regional sustainable development strategy's boundaries are determined locally, and the local government(s) involved may differ between regions.

Social partnerships: "The voluntary collaborative efforts of actors from organizations in two or more economic sectors in a forum in which they cooperatively attempt to solve a problem or issue of mutual concern that is in some way identified with a public policy agenda item" (Waddock, 1991: 482). Waddock's usage of the term "partnership" is different from usage in this dissertation; Waddock uses the term to refer to a process (termed "collaboration" in this study); whereas, this dissertation uses the term to refer to the new interorganizational entity created. All the partnerships (and collaborations) of interest in this dissertation are social partnerships.

Social problem: A *meta-problem* that deals with social injustice, ecological imbalance and/or economic inequity, and which is beyond the capacity of a single organization to solve, thereby requiring an interorganizational response.

Structure: The *design*. The structure is a particular *configuration* of the three components (partners, forms and processes). It takes into consideration the full partnership, joint project and individual partner(s) levels. See the definitions for partners, form and processes for further explanation. This study uses the broader definition, building off organizational theorists such as Chandler (1962) and Skivington and Daft (1991). Other authors use this term to mean form (Hardy et al., 2003; Huxham & Vangen, 2000).

Subcomponents: Elements of the components of structure. In this dissertation, these are clustered into three components of implementation structure: partners, forms, and processes. The subcomponents which make up the processes component, for example, are: decision-making; communication and information; and monitoring and evaluation. A specific configuration of subcomponents makes up the structure. The term subcomponents has been chosen for this study, although there are other terms in the literature, such as elements, properties, parameters, dimensions, and attributes.

Sustainable development: The World Commission on Environment and Development defines this concept as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (1987: 43). Encompassed in this concept are: an intergenerational timeframe; the recognition of ecological limits; and the integration of social, ecological and economic considerations. The World Summit on Sustainable Development, held in Johannesburg in 2002, promoted cross-sector partnerships as a means of implementing sustainable development.

1.0 Introduction

Social problems can be too large for any one organization in a single sector to tackle alone, so are increasingly being addressed through cross-sector interorganizational collaborations. These often involve the formation of a new cross-sector partnership, and the formulation and implementation of a collaborative strategy (Astley & Fombrun, 1983; Huxham & Macdonald, 1992). Sustainable development has emerged as a holistic solution to some complex social (including ecological and economic) problems, and one of its applications is at a regional level (Glasbergen, 2007a). As a result, regional sustainable development collaborations have emerged, each of which involves formulating and implementing a collaborative regional sustainable development strategy (CRSDS). In practice, there is significant variation in the structures being used within these collaborations during the implementation phase of their CRSDS; yet, to date, there has been little documentation and theorizing about these structures in the literature. Practitioners desire to know the advantages and disadvantages of different structures, yet little is known about the relationship between structure and outcomes in this increasingly important type of collaboration. (Chapter 2 provides more detail about the practical background and context motivating this dissertation.)

Despite the rising prevalence of collaborative strategies (ICLEI, 2002b), there is relatively little literature that addresses their implementation or outcomes. As concerns cross-sector social partnerships specifically, there is even less. A larger body of literature focusing on strategy implementation by individual organizations does exist but it is of limited utility for understanding collaborative strategy implementation. Hence, there is a need for more research to build theory as well as to inform practice. This dissertation addresses this gap, responding to Noble's (1999) call for more research on strategy implementation; Selsky and Parker's (2005) call for further research on cross-sector social partnerships; Gladwin, Kennelly and Krause's (1995) call for greater attention to the operationalization of

sustainable development; and Biermann, Mol and Glasbergen's (2007c) call for a better understanding of both the relevance and effectiveness of partnerships for sustainability.

1.1 Research Questions

As noted, there is a literature on implementing organizational strategies (Daft & Macintosh, 1984; Pinto & Prescott, 1990), including the structuring of organizations (Mintzberg, 1979), but to date there has been little discussion of appropriate structures for implementing collaborative strategies. This is a notable gap because it is known that structure influences the way in which collaborative strategies are implemented (Huxham & Vangen, 2000), and orchestrates the ongoing involvement of a partnership's member organizations (Hood, Logsdon, & Thompson, 1993). To date, no classification system (e.g., set of archetypes) of different structures for implementation has been proposed.

This study explores the implementation of a collaborative strategy which has been formulated by a cross-sector social partnership[1] or CSSP (Selsky & Parker, 2005), which is a voluntary partnership created to tackle a social problem (Gray, 1989; Waddock, 1991). Regional[2] sustainable development partnerships are one type of CSSP; they are bounded by a local region (such as a city boundary), and involve numerous partners including local businesses, universities, the municipal government, and NGOs (Geddes, 2008). These partnerships provide a good opportunity for studying implementation, as their collaborative strategies involve a distinct formulation phase followed by a distinct implementation phase. When multiple organizations formulate a collaborative regional sustainable development

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[1] Selsky and Parker (2005) use the term cross-sector social-oriented partnerships.
[2] Regional is an adjective to describe a strategy for an area within a specific geographic boundary; it is generally coterminous with one or more local government(s) boundaries. Local government might be a regional government, or it might be a municipality, city, town, etc. The local government(s) involved may vary between regions.

strategic plan[3], generally a new structure is created as part of the subsequent implementation. This dissertation's review of the literature (Chapter 3) highlights that structure can be conceptualized as a particular configuration of three components: partners, forms and processes, each of which is made up of a number of subcomponents. Different structures have different configurations of these subcomponents. This leads to the first research question of this study:

> *RQ1: What are the different structures being used to implement collaborative regional sustainable development strategies in Canada?*

In addition to there being little discussion on structures for implementation, there is even less on the relationship between structure and outcomes achieved through collaborative strategy. This leads to the second research question:

> *RQ2: What are the advantages, disadvantages and tradeoffs of different structures for implementing collaborative regional sustainable development strategies?*

There are two parts to the research design (which is described, along with the research methods used, in Chapter 4). Part I responds to research question one (RQ1), while Part II responds to research question two (RQ2). Part I (Chapter 5) encompasses a census of the 27 CRSDSs in Canada to document and analyze the structures being used to implement each. Using a pragmatic reduction methodology (Bailey, 1994), the structures were then clustered into four distinct archetypes (i.e. configurations), named according to their distinguishing features: 1) Implementation through Joint Projects; 2) Implementation through Partner Organizations; 3) Implementation through a Focal Organization; and 4) Informal Implementation. This dissertation identifies and illustrates how these archetypes differ in terms of how they combine particular structural subcomponents; and explores the implications of this.

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[3] The usage of the term 'strategic plan' is intentional. It is the deliberately formulated document that details the jointly determined vision, and the collaborative goals for addressing the social problem.

Specifically, the archetypes represent different configurations of seven structural subcomponents. The resulting archetypes differ from those structures discussed in most theorizing about partnerships to date in that they can involve a large number of partners (as many as 160 in one case); they begin with a formulation of a collaborative strategic plan, and therefore have distinct formulation and implementation stages; and their collaborative strategy content is very long-term (as long as 100 years in one case). As a result, additional considerations related to the number of partners involved, the potential for three levels of implementation (including specific subsets of partners working together through issue-based "joint projects"), and the long-term nature, become relevant for characterizing the structures in place.

Part II presents (Chapter 6) and explores (Chapters 7, 8 and 9) four CRSDSs in more detail, each representing one of the archetypal structures. The in-depth cases presented in Chapter 6 are Whistler2020, Montreal's First Strategic Plan for Sustainable Development, Hamilton's Vision 2020, and Greater Vancouver's cities^{PLUS}. In Chapter 7, inductive analysis and cross-case comparisons identifies seven types of "organizational outcomes" (i.e., specific results from participating in the implementation of the collaborative strategy) achieved by the individual organizations involved in the collaboration; and different patterns of these organizational outcomes for different archetypal structures. As a result, the organizational outcome(s) most often achieved through each archetype were determined.

In Chapter 8, analysis of "plan outcomes" for the four cases (i.e., the extent to which implementation was achieving the stated goals of the collaborative strategy) focuses on the specific issues of greenhouse gas reductions and air quality improvements. Inductive analysis and cross-case comparisons identifies five features of implementation structures which are key to the achievement of these plan outcomes.

In Chapter 9, subsequent analysis of interview data, combined with the results of the analyses of organizational and plan outcomes, identified a series of advantages and disadvantages of, as well as trade offs between, the four structural archetypes when considering the achievement of organizational outcomes, the achievement of plan outcomes, and the two practical considerations of cost, and commitment (ownership).

The findings of this study are of value to both collaboration researchers and sustainable development practitioners, especially those with an interest in collaborative strategic management, cross-sector partnerships, or sustainable development strategy implementation, as discussed in Chapter 10. Theoretically, the findings contribute to the literature on cross-sector collaboration by considering the role of structure in the implementation phase of a CRSDS, and more generally, in the implementation phase of a cross-sector collaboration. In addition to the contributions referenced already in this introduction - the four archetypal structures, the seven types of organizational outcomes, the relationship between archetypes and organizational outcomes, and the five features of implementation structures which are key for the achievement of plan outcomes - a new framework for considering implementation structures of cross-sector collaborations is developed. Also, the difference between an organization-focused and a domain-focused approach for implementing a collaborative strategic plan are discussed and a typology offered for cross-sector socially-oriented collaboration structures. The findings also contribute to theory by considering the types of outcomes which may be achieved by partners and by partnerships implementing a collaborative strategy.

Practically, this research provides a census of structures currently being used to implement collaborative regional sustainable development strategies across Canada[4]. This census is useful for the government of Canada, which has

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[4] Note, the term collaborative regional sustainable development strategy or CRSDS will be used throughout this study. It is always cross-sector.

undertaken to report on its implementation of CRSDS's in Canada to the United Nations[5]. Also, by identifying what is being done currently, and the advantages and disadvantages of different approaches, this research will help the large number of regional partnerships that are just beginning to undertake collaborative regional sustainable development strategies to consider their implementation options. In particular, this dissertation discusses the implications of different archetypal structures for interdependencies among partner organizations. Five criteria for evaluating CRSDS implementation structures are also offered. Thus, this dissertation is timely in providing decision-makers with information about different implementation approaches.

The organization of the rest of this dissertation is as follows. Chapter 2 presents background information on regional sustainable development and the practical motivations of this study; while Chapter 3 is a review of relevant literature which develops the study's theoretical motivations and research questions. Chapter 4 outlines the research design and presents the methods used. Chapter 5 details the analysis and results from Part I of the research: a set of four archetypal structures developed from a census of 27 Canadian regions. Chapters 6, 7, 8 and 9 present the case studies, analysis and results from Part II of the research, linking the four archetypal structures to organizational and plan outcomes as well as discussing advantages, disadvantages and tradeoffs. Chapter 10 brings the findings together and places them in context with the extant literature to build theory; and concludes the dissertation with a discussion of implications for theory and practice.

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[5] Local Agenda 21 are equivalent to CRSDS

2.0 Practical Background

Partnerships are increasingly used to address social problems such as unsustainable development (Dalal-Clayton & Bass, 2002). The 'problem' is that increased global human population and increased affluence, each, have impacts on ecosystems, social systems, and economic systems. There is considerable concern that humans are exceeding the Earth's ecological carrying capacity and depleting its natural capital (Millennium Ecosystem Assessment, 2005). There has also been a trend towards increased urbanization, with more than 50% of the world's population now living in urban centers (UN-Habitat, 2004), and this too has serious implications for the sustainability of human development.

> In industrialized countries, the consumption patterns of cities are severely stressing the global ecosystem, while settlements in the developing world need more raw material, energy, and economic development simply to overcome basic economic and social problems… (Chapter 7.1, Agenda 21, UNCED, 1992)

According to the United Nation's Sustainable Cities Programme, the problem of environmental deterioration is not necessarily due to urban population growth, but rather from poor planning within urban regions (Sustainable Cities Programme, 1999). A key challenge of managing complex social problems is orchestrating the involvement of not only cities and other levels of government, but also businesses, higher education institutions, and non-governmental organizations.

The concept of sustainable development (World Commission on Environment and Development, 1987) addresses this challenge by incorporating an intergenerational timeframe, recognizing ecological limits, and integrating ecological, social and economic considerations. Sustainable development is defined as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (World Commission on Environment and Development, 1987: 43). Its achievement requires that it be simultaneously tackled at multiple levels and in multiple contexts (Manderson, 2006). Non-government organizations, government institutions and businesses have roles to play in achieving sustainable

development, in part through making their own activities more ecologically sustainable (Jennings & Zandbergen, 1995; Starik & Rands, 1995) and in part by carrying out their role in society with reference to this societal goal (Gladwin et al., 1995).

Cross-sector partnerships have been promoted as a way of achieving sustainable development (Glasbergen, 2007a). Local governments have jurisdiction over numerous ecological and social considerations and, therefore, have the potential to play a leadership role in regional sustainable development (Gibbs, Longhurst, & Braithwaite, 1996), yet they are unable to resolve sustainable development issues alone, as the complexity of these issues necessitates interorganizational collaboration (Biermann et al., 2007c; Visser, 2009). This has lead to a rise in CRSDSs.

2.1 Regional Sustainable Development – An International Perspective

The concept of regional sustainable development emerged in the 1990s and is outlined in a series of United Nations agreements, including Agenda 21, the Habitat Agenda, and the Johannesburg Plan of Implementation (UNCED, 1992; UNCHS, 1996; WSSD, 2002). Topics in a typical collaborative regional sustainable development strategic plan can range from adequate shelter, natural resource use (including water, air, biodiversity, forests, energy, and land), infrastructure (including buildings, fleets, roads, bike paths, and water treatment), and waste management (including water, sanitation, drainage, and solid-waste), to healthy communities and green economy.

The Sustainable Cities Program (SCP) is a program of UN–Habitat and the United Nations Environment Programme (UNEP). These two organizations work to build capacity for urban environmental planning and sustainable development management in cities; while the SCP specifically addresses attitudinal change,

behavioural change, infrastructure change and organizational change in order to institutionalize sustainable development planning. The SCP recognizes the importance of collaborations (Sustainable Cities Programme, 1999).

> …The SCP does not view environmental deterioration as a necessary or inevitable consequence of rapid urban growth; equally, the SCP does not consider financial resource constraints to be the primary cause of environmental problems. Instead, the SCP considers environmental deterioration to be primarily caused by: 1) inappropriate urban development policies and policy implementation; 2) poorly planned and managed urban growth which does not adequately consider the constraints (and opportunities) of the natural environment; 3) inadequate and inappropriate urban infrastructure, both in terms of investment and especially in terms of operations, maintenance and management; and 4) lack of coordination and cooperation among key institutions and groups.
>
> (Sustainable Cities Programme, 1999: 76-77)

The Sustainable Cities Programme emphasizes the development of strategies that recognize ecological limits, ensure cooperation between organizations, integrate traditionally separate issues, and consider the long-term implications (Sustainable Cities Programme, 1999).

Another approach being taken to achieve sustainable development at the regional level is termed "Local Agenda 21" (LA21) – an approach which meets the definition of a collaborative regional sustainable development strategy (CRSDS). "Agenda 21" is a UN agreement which outlines a global action plan on environment and development. Local Agenda 21 is defined as:

> A participatory, multistakeholder process to achieve the goals of *Agenda 21* at the local level through the preparation and implementation of a long-term, strategic plan that addresses priority local sustainable development concerns.
>
> (ICLEI, 2002a: 6)

A Toronto-based international NGO which has over 1000 local governments as part of their membership, the International Council for Local Environmental Initiatives (ICLEI)[6], promotes and supports LA21s, i.e. the regional development and implementation of a long-term collaborative regional sustainable development strategic plan (ICLEI, 2009). A 2002 survey found that 6,416 local governments in 113 countries had undertaken LA21 activities over the previous

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[6] ICLEI is now going by the name ICLEI Local Governments for Sustainability

10-year period, of which 14 were in Canada (ICLEI, 2002b). In order to qualify in the survey as having undertaken LA21 activity, a region must have engaged in one or more of the following:

> **Multisectoral engagement** in the planning process through a local stakeholder group which serves as the coordination and policy body for moving toward long-term sustainable development;
> **Consultation with community partners** such as community groups, non-governmental organizations, businesses, churches, government agencies, professional groups, and unions in order to create a shared vision and to identify proposals for action;
> **Participatory assessment** of local social, environmental, and economic needs;
> **Participatory target setting** through negotiations among key stakeholders or community partners in order to achieve the vision and goals set out in a community action plan; and/or
> **Monitoring and reporting** procedures, such as local indicators, to track progress and to allow participants to hold each other accountable to a community action plan.   (ICLEI, 2002a: 6).

For a region to qualify as "having an LA21" (the expression used in practice), the collaboration, partnership and strategic plan must also meet the following criteria:

- Must include a participatory process with local citizens
- Must include a consensus on a vision for a sustainable future
- Must address economic, social, and ecological needs together
- Must establish a roundtable, stakeholder group, forum, or equivalent multi-sectoral community group to oversee the process
- Must prepare an action plan[7]
- Must prepare an action plan with concrete long-term targets
- Must establish indicators to monitor progress
- Must establish a monitoring and reporting framework (ICLEI, 2002a: 8)

These make it clear that the Local Agenda 21 approach inherently involves collaboration among organizations in both the planning and the implementation processes (ICLEI, 2002c). Guidance on the planning process is available for regions, as well as information about best practices for topic-specific initiatives (e.g., waste management) (ICLEI, 2009); but notably absent from LA21 documentation is guidance for regions on which structure to put in place during the implementation phase. This represents a notable gap in knowledge for practice.

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[7] Note, this seemingly repeated item is correct in the original

2.2 Regional Sustainable Development – A Canadian Perspective

Regional sustainable development strategic plans are still a relatively new concept with wide variations in strategic plan formulation approaches (Devuyst & Hens, 2000). In 1992, Canadian municipal administration was in a state of flux with departments being renamed, new advisory committees being created, new positions being established, and new networks being formed; and, in general, most sustainability initiatives (but not all) had a strictly ecological focus (Maclaren, 1992). By 2005, most Canadian sustainability initiatives, while still incorporating an ecological focus, also included social and economic topics (Clarke, 2006; Devuyst & Hens, 2000). Most are still limited to issues falling within the municipality's jurisdiction; and involve a consultation approach (participation) instead of a collaboration approach (partnership) (Clarke & Erfan, 2007)[8]. Hence, only a limited number of the Canadian regional sustainable development strategies are "collaborative" as this term is typically understood in the literature and used in this dissertation (i.e., involve partners), though this is more common in countries with national LA21 policies (Cartwright, 1997; Eckerberg & Forsberg, 1998; Mehta, 1996; Rotheroe, Keenlyside, & Coates, 2003; Sofroniciu, 2005). Indeed, the existence of national-level LA21 policies - as in some countries (but not Canada) - increases the probability of local governments pursuing a CRSDS (ICLEI, 2002b).

In Canada, there are a number of government, non-governmental and private organizations that focus on supporting regions becoming more sustainable, many of which promote collaborative regional sustainable development strategic plan

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[8] A consultation approach is a strategic plan formulation process that consults organizations, but which leaves the decision-making to one focal organization (i.e., the municipality), and generally it results in an organizational strategic plan Collaboration approach is a strategic plan process that enables organizational partners to be a part of the decision-making process and generally results in a collaborative strategic plan. Clarke and Erfan (2007) called these two approaches: participant approach (instead of consultation approach) and partnership approach (instead of collaboration approach). Collaboration approach is used here as it is consistent with the definitions used in this study.

formulation. Appendix I details a select list of these organizations and their programs, tools and websites, as of January 2008. Each organization has its own approach, which partly explains the wide variance of approaches to formulating CRSDSs taken in Canada (Clarke, 2006). Recently, there has been a Canada-wide wave of regional sustainable development strategic plans being formulated, in part due to new funding arrangements. In 2005, Infrastructure Canada, which is federal government department, brought in an initiative called The New Deal for Cities, through which Canadian provinces and territories can access federal 'gas tax' money for municipal water and transportation infrastructure development, so long as recipient local governments commit to developing a long-term integrated community sustainability plan (ICSP) (Infrastructure Canada, 2006). These ICSPs may be developed using either a collaboration or consultation approach. As of 2008, only some Yukon communities had started adopting ICSPs[9]; in all the other provinces and territories, communities were still in the formulation phase. Similarly, Indian and Northern Affairs Canada (INAC), which is also a federal government department, promotes the adoption of Comprehensive Community Plans (CCP) by First Nations; these also may be developed using either a collaboration or consultation approach (Infrastructure Canada, 2006). In the case of both ICSPs and CCPs, support organizations provide guidance for formulation but not implementation, which highlights again the need for knowledge to inform practice – a challenge taken up by the doctoral research reported on in this dissertation.

In summary, this Practical Background section has provided an introduction to regional sustainable development and its "real world" importance. Globally as well as in Canada there is a recognized need for regional sustainable development, and in response a series of initiatives at the international and national levels have been developed: unsustainable development is a serious problem that is being tackled in part through cross-sector collaborative regional sustainable development strategies (CRSDSs). While there are many possible structures for

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[9] For more information see: http://www.infrastructure.gov.yk.ca/gas_tax/html/icsp.html

implementing collaborative regional sustainable development strategies, different archetypal structures have not been catalogued or classified, nor have the relationships between different structures and various outcomes been documented. Questions also remain on the advantages and disadvantages of different structures.

To offer guidance to the numerous regions which are or will be implementing a CRSDS, the next step is to consider the management literature on cross-sector collaborations. However, it is important to note relevant differences between CRSDS and the partnerships theorized in existing management literature. Specifically, CRSDSs: 1) can involve a large number of partners from the private, public and non-profit sectors; 2) are very long-term in their vision; and 3) tend to begin with the formulation of a collaborative strategic plan, and therefore have distinct formulation and implementation stages.

3.0 Theoretical Considerations

This section discusses existing literature on structures and outcomes in collaborations. Gaps in the literature are identified, and research questions are presented. The study draws on three different bodies of management literature: it is anchored in the collaboration literature; it draws from the literature on strategy implementation to elucidate specific concepts; and it incorporates some content from the sustainable development literature in its discussion of relevant outcomes of the specific types of collaboration upon which this study focuses.

This literature review draws upon management literature. It is grounded in an interorganizational collaboration perspective as opposed to the perspectives of other disciplines such as public administration or urban planning. For example, in other disciplines there is potentially relevant work that focuses on the implementation of public policy (e.g., Bardach, 1977; Barrett & Fudge, 1981; Pressman & Wildavsky, 1973; Sabatier, 1986), on program implementation structures (e.g., Hjern & Porter, 1981), and on new public governance arrangements (e.g., Teisman & Klijn, 2002). However, it was decided not to include this material due to space limitations and a need to focus.

3.1 Theoretical Positioning

The chapter begins by introducing and defining key concepts: collaboration, collaborative strategy and structure.

3.1.1 Collaboration

Gray defines *collaboration* (1989: 5) as "a process through which parties who see different aspects of a problem can constructively explore their differences and search for solutions that go beyond their own limited vision of what is possible." It is a "process of joint decision-making among key stakeholders of a problem domain about the future of that domain" (Gray, 1989: 11). For a given

organization, collaboration involves pursuing a meta-mission, while also pursuing the organization's own mission (Huxham & Macdonald, 1992). Collaboration allows organizations to address problems which are too complex to be resolved by one organization alone (Gray & Wood, 1991). Collaboration distinguishes itself "from those interorganizational relationships that are cooperative, but where cooperation is either purchased, as in a firm's supplier relationships, or based on some form of legitimate authority" (Hardy et al., 2003: 323). In this study, as in others (Huxham & Vangen, 2000), the adjective 'collaborative' refers to organizations working cooperatively together outside of market or authority relations.

Whereas "collaboration" is a process, "partnership"[10] refers to the entity which is constituted by collaborating organizations (i.e., the partners). A given partnership takes on a specific "form"[11], i.e. the specific framework, often formalized, which orchestrates the ongoing involvement of member organizations.

There are many different types of collaborations (Gray & Wood, 1991; Oliver & Ebers, 1998; Selsky & Parker, 2005), some of which involve organizations from different sectors (private, civil society, and public), termed "cross-sector" collaborations[12] (Selsky & Parker, 2005). Increasingly, cross-sector collaborations are being formed to address social problems (Hood et al., 1993; Logsdon, 1991); and when this occurs, the new entity is referred to as a "social partnership" (Waddock, 1989). *Social partnerships,* in particular, are what arises from "the voluntary collaborative efforts of actors from organizations in two or more economic sectors in a forum in which they cooperatively attempt to solve a problem or issue of mutual concern that is in some way identified with a public

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[10] Gray and Wood (1991) use the term 'collaborative alliance', instead of the term partnership. The term partnership is also often used synonymously with the term collaboration, and the two are often used to mean either the process or the entity. In this dissertation "collaboration" refers to the process and "partnership" to the entity.

[11] Forms are the framework which orchestrates the ongoing involvement of the partners in the collaborative strategy. Other authors term this concept 'approaches' (Selsky, 1991) or 'structures' (Hardy et al., 2003); this study uses the term 'form' as has been used by others (Huxham & Hibbert, 2004; Lowndes & Skelcher, 1998).

[12] Waddell (2000) uses the term "inter-sectoral" rather than "cross-sector"

policy agenda item" (Waddock, 1991: 482). A body of literature specifically addressing social partnerships has emerged and is growing (Selsky & Parker, 2005).

Cross-sector social partnerships (CSSP) have been studied using three different theoretical lenses, which Selsky and Parker (2005) term: 1) resource dependence; 2) social issues; and 3) societal sector. The first refers to literature which assumes that collaborations exist, primarily, to compensate for a lack of critical competencies in the organizations involved; collaborations are pursued because the organizations' environments are highly uncertain, and/or because the organizations are seeking competitive advantage (e.g., Gray, 1985; Pfeffer & Salancik, 1978; Selsky, 1991). This lens does not tend to emphasize specific social issues or their resolution, as the emphasis is on a focal organization and its interactions with its environment (Selsky & Parker, 2005). With the second lens - social issues - organizations are viewed as stakeholders in a specific social issue (e.g., McCann, 1983; Waddock, 1991; Westley & Vredenburg, 1997); and the emphasis is on the social partnership itself rather than individual organizations (Selsky & Parker, 2005). With the final lens - societal sector - cross-sector partnerships (e.g. public-private partnerships) are viewed as necessary to compensate for the inability of traditional sectors (particularly government) to address certain issues (Googins & Rochlin, 2000); and the emphasis is on explaining the causes and consequences of the blurring of traditional sectoral roles rather than on the inter-organizational relations or organizations involved (Selsky & Parker, 2005). The first two lenses are based in organizational literature, while the third comes from public policy (Selsky & Parker, 2005). This dissertation draws on management literature from all three lenses but primarily adopts the second one: it focuses on the implementation of a collaborative strategy by organizations from multiple sectors to resolve a specific social problem – unsustainable development.

3.1.2 Collaborative Strategy

There are multiple levels of strategy, including the corporate, business and functional levels (Hofer & Schendel, 1978). Complementary to this is collective strategy, (Astley, 1984; Astley & Fombrun, 1983; Fombrun & Astley, 1983) or shared meta-strategy (Huxham, 1990, 1993; Huxham & Macdonald, 1992), involving an interorganizational collaboration which may or may not be cross-sectoral (Astley & Fombrun, 1983). *Collective strategy* is "the joint formulation of policy and implementation of action by members of interorganizational collectives" (Astley, 1984: 526), while *shared meta-strategy* (or *collaborative strategy*) is a statement of direction for the partnership, consisting of a meta-mission and meta-objectives (Huxham, 1993). This study uses the term *collaborative strategy*, defined similar to Astley's (1984) "collective strategy". Collaborative strategy is defined as *the joint determination of the vision and long-term collaborative goals for addressing a given social problem[13], along with the adoption of both organizational and collective courses of action and allocation of resources to carry out these courses of action.* This definition captures the efforts of organizations working both individually (i.e. "organizational") and jointly (i.e. "collective") towards their collaborative goals; in other words, implementation includes the aggregation of partners' efforts (Fombrun & Astley, 1983). Table 1 outlines these definitions.

While Huxham's (1993) concept of collaborative strategy and Astley and Fombrun's (1983) concept of collective strategy are similar, they have developed out of different streams of research which differ in terms of how they conceptualize the purpose or function of collective action. Huxham (1993) explains that collaborative strategy is utilized by organizations, which may be from different sectors, to solve a common meta-problem, while Astley and Fombrun (1983) explain that the organizations involve themselves in collective strategies, typically with other organizations of the same form and from the same sector, to absorb the variation presented by the interorganizational environment.

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[13] Collaborative goals are the deliberate goals outlined in the collaborative strategic plan.

From the perspective of the focal organization, a collective strategy describes the activities and exchanges initiated by the organization as it attempts to control, manipulate, or simply influence environmental outcomes through an awareness of the interorganizational environment created by the organizational network it is embedded in.   (Fombrun & Astley, 1983: 49)

Table 1 summarizes.

Table 1: Definitions of Collective Strategy, Collaborative Strategy and Shared Meta-Strategy

	Astley and Fombrun ~1983	**Huxham ~1993**	**This dissertation**
Terms Used	Collective Strategy	Shared Meta-Strategy or Collaborative Strategy (interchangeably)	Collaborative Strategy
Definition	"The joint formulation of policy and implementation of action by members of interorganizational collectives" (Astley, 1984: 526).	A statement of direction for the collaborative alliance consisting of a meta-mission and meta-objectives (Huxham 1993).	The joint determination of the vision, and long-term collaborative goals for addressing a given social problem, along with the adoption of both organizational and collective courses of action and allocation of resources to carry out these courses of action.
Purpose	The purpose of an organization involving itself in a collaborative response is to absorb the variation presented by its interorganizational environment.	The purpose of an organization involving itself is to solve a common meta-problem.	The purpose of an organization involving itself is to solve a common social problem.

For the purpose of this study, collaborative strategy includes the formation of a partnership, the formulation of a collaborative strategic plan, and subsequent implementation. The focus of this study is on implementation and realized outcomes.

Implementation has been defined as the "series of steps taken by responsible organizational agents in planned change processes to elicit compliance needed to install changes" (Nutt, 1986: 230). More recently, it has been defined as communication, interpretation, adoption, and enactment of strategic plans (Noble, 1999). For this study, implementation refers to those activities which follow the adoption of the collaborative strategic plan. Implementation is *the putting into place, and making adjustments to, a CRSDS's structure to enable the taking of*

action towards collaborative goals, as well as the actual actions taken. It occurs at three levels: implementation at the full partnership level includes the actions taken by the full partnership; implementation at the joint project level comprises of actions taken by any subset of partners working on joint project(s)[14]; while implementation at the individual partner(s) level consists of actions taken by individual organizations within the collaboration (i.e. partner organizations). Strategy *outcomes* are the results of collaborative strategy implementation at the partnership, joint project(s) and individual partner(s) levels[15]. Different types of strategy outcomes are discussed in Section 3.3.

3.1.3 Structure

Creating new and modifying existing structures are part of strategy implementation. There has been a debate in the literature about structuring organizations, with the following positions: 1) that there is a 'best way' for structure to be designed (the rational model) (starting from Weber, 1947); 2) that structure should fit the requirements of the organization's age, size, type of production, the environment, or some other feature (the contingency theory) (Woodward, 1958); 3) that structure should reflect an organization's constituents and their interactions (the coalitional model) (Meyer & Rowan, 1977; Pfeffer & Salancik, 1977); and 4) that there are recurring configurations of subcomponents of organizational structure giving rise to "ideal types", i.e. archetypal structures (the configuration approach) (Fiss, 2007; Meyer et al., 1993; Miller, 1996; Mintzberg, 1998; Mintzberg, 1979). Configurations can be broadly defined as "any multidimensional constellation of conceptually distinct characteristics that commonly occur together" (Meyer et al., 1993: 1175); "spans of control, types of formalization and decentralization, planning systems, and matrix structures should not be picked and chosen independently … rather, these and other subcomponents of organizational design should logically configure into internally consistent

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[14] Joint project(s) may include additional organizations that are not members of the partnership, but which are also working towards achieving the collaborative goals.
[15] The organizational, joint-project and partnership levels are levels of analysis.

groupings" (Mintzberg, 1998: 143). This study is theoretically positioned within the configuration approach, focusing on internally consistent groupings of structural components and subcomponents.

There is no consensus in the literature on what constitutes "structure". For Chandler (1962: 16), organizational level *structure* is "defined as the design of organization through which the enterprise is administered … It includes, first, the lines of authority and communication between the different administrative offices and officers and, second, the information and data that flow through these lines of communication and authority". Skivington and Daft (1991) term this the "framework" of the organization, which they posit to be just one of two dimensions of structure. Their second dimension of structure refers to patterns of interaction, or processes (Skivington & Daft, 1991). Together these make up the organizational structure "which is usually understood to imply an enduring configuration of tasks and activities" (Skivington & Daft, 1991: 46).

In this study, a collaborative implementation structure refers to *the particular configuration of partners, form(s), as well as informal and formal processes put in place to achieve its collaborative goals*. A *partner*[16] is an organization (or sector representative) which is a formally involved in the collaboration; *form* is the framework through which ongoing involvement of the partners is orchestrated; and *processes* are the formal and informal procedures guiding the formulation and implementation of the collaborative strategic plan.

Partners, form(s), and processes are the three *components* of structure; each of which are made up of *subcomponents*. These three components are essentially the same as that of Huxham and Vangen (2000), who characterize partnerships in

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[16] Partners is a term from the collaboration literature which has been used by authors such as Waddell and Brown (1997). It implies formal involvement of the organization in the collaboration. It is used instead of the term participants to signal that a collaboration approach was used for formulation (i.e., partners were part of the decision-making process) as opposed to a consultation approach (i.e., organizations were consulted, but decision-making was made by one focal organization).

terms of participants, structure, and processes, with minor differences in labels: "form" is used instead of "structure" because a broader definition of structure is used in this study; and "partners" is used instead of "participants", as the emphasis of this study is on partners and not participants, and these terms have different meanings in the CRSDS context.

This study focuses on the structures put in place during the implementation phase of CRSDSs. As McCann (1983: 181) notes about the structuring phase of collaborations for solving social problems, "a great variety of structural arrangements[17] may emerge – from the creation of a specialized, formal bureaucracy to a loosely coupled network of organizations". On the other hand, and consistent with the configurational approach to structure, it is likely that this "great variety" can nevertheless be characterized in terms of a smaller number of ideal types: "the concept of an *archetype* derives from the idea that organizations operate with a limited number of configurations" (Greenwood & Hinings, 1988: 294). Structure is an underexplored area in the partnership literature (Babiak & Thibault, 2009). Thus, this study seeks to document structures used for CRSDS implementation in Canada; characterize them along relevant dimensions; and, identify archetypal or 'ideal' types, as well as their advantages and disadvantages.

3.2 Structure – Components and Subcomponents

This section reviews the literature to identify subcomponents relevant to characterizing the structures put in place to implement a collaborative regional sustainable development strategy (CRSDS). Subcomponents were judged relevant if they had been empirically demonstrated, or theorized, to influence collaborative strategy outcomes. Section 3.2.1 presents the subcomponents individually; while section 3.2.2 discusses how the literature on cross-sector collaborations has addressed the ways that the subcomponents combine into structures. In both

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[17] While McCann uses the term structural arrangement, this study uses the term structure.

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sections, it is noted how the existing literature – which has been developed theoretically and empirically with reference to a range of types of collaborations, but not CRSDSs – may or may not apply to the specific type of collaboration of interest here, i.e. collaborative regional sustainable development strategies (CRSDSs); and thus where more research is needed.

Figure 1 shows a process model of cross-sector collaborative strategic management[18] developed from the literature review; and highlights the focus of this study. The phases preceding the implementation and outcomes provide context for the collaborative implementation structure.

Figure 1: Process Model of Cross-Sector Collaborative Strategic Management
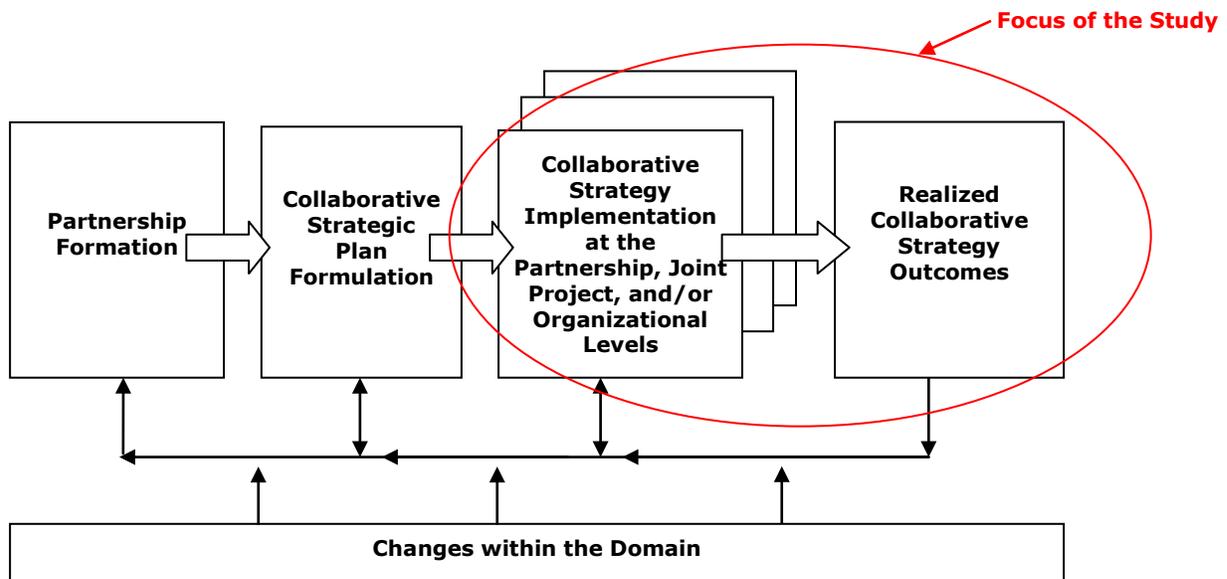
3.2.1 Components (and Subcomponents) Relevant to Collaborative Implementation Structures and Outcomes

This section develops an integrated conceptual framework capturing the structural components and subcomponents relevant to collaborative strategy

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[18] Collaborative strategic management is the management of the collaborative strategy at the full partnership level and/or joint project(s) level.

implementation, from a literature review which identified those structural components and subcomponents empirically demonstrated, or theorized, to influence collaborative strategy outcomes. Such a framework is lacking in the extant literature. The framework offered here builds upon, in particular, the work of Gray (1985) and Hardy et al. (2003); and is organized around three structural components – partners, forms and processes. It includes a consideration of context as well. Table 2 contains a summary of structural components and subcomponents discussed in the literature which are potentially relevant to characterizing CRSDS implementation structures, and notes why they might be relevant by describing the mechanism through which they have been theorized or shown to affect implementation outcomes.

Table 2: Summary of Structural Components and Subcomponents Potentially Relevant to Characterizing CRSDS Implementation Structures

Component	Subcomponent	Underlying mechanism and relationship to achieving outcomes (from the literature)
Partners	Key Partners	- Involvement of key partners, reflecting complexity of issue, increases likelihood of achieving collaborative goals (Gray, 1985; Huxham, 1993). - Fewer partners are better for achieving collaborative goals (Huxham, 1993).
	Engagement	- Depth of interactions between the partner and the partnership (shallow / deep) and the scope of involvement with collaborative strategic plan (narrow / broad) are underlying mechanisms. The deeper the interaction, the greater the achievement of collaborative strategic plan and organizational learning (Hardy et al., 2003).
	Roles	- Government, business and/or a non-profit organization can be the lead organization during formulation and/or implementation (Starik & Heuer, 2002) and changing the lead organization does not affect outcomes (Huxham & Vangen, 2000).
Forms	Full Partnership Level Form	- The appropriate form at the full partnership level depends on the purpose of the partnership; more formal arrangements suit partnerships which focus on implementing predetermined policies and programs (Brinkerhoff, 1999).
	Individual Partner Level Implementation Form	- Organizational-level initiatives to implement the collaborative strategic plan; the less detail in the strategic plan, the more this form is appropriate (Huxham, 1993). - Two types of individual partner implementation are through the organizational strategy and through the suppliers and/or customers (Huxham, 1993).

Processes	Decision-making	- Allocation of authority, allocation of resources, and corrective action are the underlying mechanisms. - Authority can be centralized or decentralized with decentralization leading to more innovation (Mintzberg, 1979). - Sharing resources to take advantage of the strengths of different partners will increase the achievement of collaborative goals (Huxham, 1993; Waddell & Brown, 1997). - Implementation improves when the individual partner organizations have the discretion to commit to and execute the collaborative strategic plan (Ring & Van De Ven, 1994).
	Communication and Information	- Positive / supportive communication between partners improves coordination and integration, and other process outcomes (Huxham, 1993). - Organizational learning improves organizational outcomes (Stead, Stead, & Starik, 2004).
	Monitoring and Evaluation	- Evaluation controls and the reinforcement initiatives are two underlying mechanisms (Daft & Macintosh, 1984). - Monitoring, which evaluates both the collaborative strategic plan implementation and the collaboration effectiveness, is positively related to achieving collaborative goals and process outcomes respectively (Huxham & Macdonald, 1992). - Expanding the collaborative agenda is positively related to keeping continuity of the group over time (Waddock,1989). - Conducting a strategy review and ongoing corrective actions will increase the achievement of collaborative goals (Brews & Hunt, 1999; Brinkerhoff, 1999; Daft & Macintosh, 1984; Waddell & Brown, 1997).
Context	Strategic Plan Formulation Process	- External organizations may influence the collaborative strategic plan content and partnership structure (Huxham & Vangen, 2000). - Time horizons of collaborative strategic plans differ (Clarke & Erfan, 2007) and this may influence the partnership structure.
	Situational Considerations	Legal framework and regulations, size of region and top industries are potential situational considerations (Brinkerhoff, 1999) which may influence structure.

Partners

Within the component "partners", the subcomponents of interest identified in the literature review have been labelled: 1) key partners; 2) engagement; and 3) roles.

Key Partners:

The literature on collaboration stresses that including "key" partners involved in the collaboration is important in order to facilitate effective collaboration, i.e., achievement of collaborative goals (Huxham, 1993). Gray (1985: 919) states that,

the partners should "reflect the complexity of the problem under consideration if collaboration is to occur". The selection of partners has an impact on the effectiveness of implementation (Gray & Hay, 1986) because the exclusion of a legitimate stakeholder during the partnership formation phase hinders implementation (Gray, 1985) (although it has been observed that, in practice, some partnerships add new partners during implementation (Waddell & Brown, 1997)). It has been argued that the range of partners included should reflect each of the different values and sectors relevant to the social problem, although potential membership may be limited due to the demographics of the region (Huxham, 1993). Also, according to the literature, it is better to have a small number of partners involved; "involvement of a large number of partners in strategy development is not helpful to achieve actionable outcomes" (Huxham, 1993: 608). Having a large number of partners can lead to complex partnership forms (Babiak & Thibault, 2009).

The applicability of these findings and claims to CRSDSs is not clear because CRSDS are substantively different from those empirical collaborations which have driven theorizing in the literature to date: they address a particularly complex topic (i.e., sustainable development); they involve highly multi-lateral partnerships (e.g., some partnerships implementing a CRSDS have up to 160 members); and the number and identity of partners engaged in formulation and implementation may differ (e.g., Hamilton's CRSDS was formulated by a multi-organizational task force but its implementation is being led and overseen by the local government, not an ongoing task force).

Engagement:
The nature and extent of interactions, or engagement, among organizations involved in a collaboration have consequences in terms of outcomes, according to the literature. Hardy et al. (2003) consider partner engagement[19] as key to

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[19] Hardy et al (2003) refer to partner "interactions". This study adopts the term "engagement" to refer to an organization's relation with the CRSDS because the term "interactions" is used elsewhere to mean the interactions between organizations. In

achieving certain kinds of outcomes. Engagement is theorized to increase when partners perceive value to themselves in being involved or when partners believe that their involvement can increase the effectiveness of problem-solving, each of which leads them to devote more time or resources to the initiative (Rotheroe et al., 2003). The commitment level of partners is said to increase with ease of participation, such as geographic proximity (Huxham, 1993). Previous networking experience among partners is also said to be helpful (Huxham, 1993). Hardy et al. (2003) characterize engagement in terms of depth (i.e. shallow or deep) and scope (i.e. narrow or broad). For a collaborative regional sustainable development strategy, depth refers to the level of engagement of a particular organization, i.e., ranging from one department being involved (shallow) to a whole organization or association being involved (deep); while scope refers to the nature of engagement, i.e. ranging from being involved with just one collaborative goal (narrow) to being involved with all goals (broad). Project planning within a partner organization - or the organization's strategy-making, if the engagement is very deep – aligns the collaborative strategic plan with the organization's mission, plans, budgets / personnel, procedures, policies, and programs (Brews & Hunt, 1999; Daft & Macintosh, 1984; Pinto & Prescott, 1990). Hardy et al. (2003) found that deep engagement was associated with creating strategic effects for the organizations involved, as well as organizational learning.

The applicability of these findings to CRSDSs is not clear because CRSDSs are different from those empirical collaborations which have driven theorizing in the literature to date, insomuch as they may involve a very large number of partners so can have high variety in the level and nature of engagement across different partners.

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bilateral collaborations only one term would suffice; but the large number of partners in a CRSDS necessitates distinct terms for clarity.

<u>Roles:</u>

Googins and Rochlin (2000: 136) outline the importance of role definition in cross-sector partnerships:

> Given the major differences between sectors and in particular between corporations and key community institutions, it is important in creating effective partnerships to design projects that both understand the strengths and weaknesses of the participating institutions . . . and find ways in which the strengths of one can be brought into the partnership to overcome the weakness of the other.

Formalized understandings and commitments are needed when the duration of the partnership exceeds the tenure of the people representing the organizations involved (Ring & Van De Ven, 1994). "During implementation the relationships between sectoral partners will shift" (Waddell & Brown, 1997: 18), so roles may not be the same as in the formulation phase.

One important role is that of the lead organization. During the partnership formation a "convenor's" role is "to identify and bring all the legitimate stakeholders to the table" (Gray, 1989: 71). Gray (1985) states that whoever "initiates collaborative problem solving has a critical impact on its success or failure" (Gray 1985: 923). It might be an existing central umbrella organization or network; it may be an authority such as a municipal government; or, it may be a relatively powerful partner or even a neutral third party (Gray, 1985). In formalized partnerships, the lead organization is not a dissimilar concept from a referent organization in a problem domain (Cropper, 1996), whose role it is to determine the criteria of membership, maintain the values, and set the ground rules (Trist, 1983). Huxham and Vangen (2000) suggest that a change in lead organizations does not affect outcomes.

Starik and Hueur (2002) looked at which sector(s) typically led in formulating and implementing environmental policy. Government, business, and/or nonprofits can play a lead role in policy formulation and/or policy implementation, leaving numerous combinations as to who formulates and who implements (Starik & Heuer, 2002). Typically, government is seen as the policy formulator, whereas

policy might be implemented by business, nonprofits, government, or a combination of these (Starik & Heuer, 2002). Increasingly common are business initiated efforts and non-profit initiated efforts, and again these might be implemented by business, nonprofits, governments, or a combination of these (Starik & Heuer, 2002). Starik and Heuer focused on the development of environmental policy to be adopted by government, and so did not address collaborative strategy as such. Globally, for the specific type of collaboration in which this study is interested, the lead organization tends to come from the public sector, followed by the non-profit sector; while the actual partners include all three sectors (private, public, and non-profit) (ICLEI, 2002b).

This study will explore whether the sector from which the lead organization comes, i.e. public, private or NGO, has an impact on the structuring of the CRSDS during implementation and/or achievement of outcomes.

Forms

The literature on cross-sector collaborations discusses different arrangements and mechanisms, often but not necessarily formalized, for coordinating the activity of organizations involved. Though a range of terms have been used, this study uses "forms" to refer to these orchestrating mechanisms. To date, the literature has addressed: 1) the form of the full partnership; and 2) the form through which individual partners implement the collaborative strategy, inside their own organization.

Form at the Full Partnership Level

The "form" at the full partnership level, or full partnership level form, is the specific interorganizational framework, often but not necessarily formalized, used to orchestrate the ongoing involvement of all the partners (Hood et al., 1993). For example, a given partnership may use a committee at the full partnership level. Forms at the full partnership level have been theorized in the literature (Huxham & Vangen, 2005; Selsky, 1991; Waddell & Brown, 1997; Waddock, 1991). Most

of the collaboration literature focuses on the partnership formation and formulation stages. By the time partners reach the implementation phase, they will already have created some form (Waddell & Brown, 1997). The appropriate form at the full partnership level depends on the purpose of the partnership; more formal arrangements suit partnerships which focus on implementing predetermined policies and programs (Brinkerhoff, 1999). When choosing a form, assigning responsibility is an important decision because "even when it appears simpler in the short term to have one partner take primary responsibility for implementation, that decision encourages other partners to drop out or become passive in the long run" (Waddell & Brown, 1997: 23).

CRSDSs are different from those empirical collaborations which have driven theorizing in the literature to date, insomuch as they may involve a very large number of partners, and partnerships with a large number of partners can put in place very complex forms (Huxham & Vangen, 2005). Also, the specific forms, (i.e., orchestrating frameworks), being used at the level of the full partnership during implementation are not well documented. This study documents them and explores their relationship with other components and subcomponents of structure, and with outcomes achieved.

Implementation Form at the Individual Partner(s) Level
Huxham (1993) argues that arrangements at the full partnership level do not exist in isolation, but must be considered in conjunction with the form(s), (i.e., arrangements), used by individual partners to implement the collaborative strategy as well. Similarly, recent literature also draws attention to two levels of analysis relevant to understanding inter-organizational relations: the full partnership level and the individual partner(s) level (Cropper, Ebers, Huxham, & Ring, 2008). Typically, the relationship between a partner organization and the partnership of which it is part is not hierarchical; instead, the organization generally retains autonomy. Some collaborative goals are reached through "internal" implementation within a given partner organization, through efforts that are not

interorganizational, though they may be assisted by the pooling or transferring of resources (Hardy et al., 2003), such as when funds are allocated to a partner organization for producing a collaborative report. In other words, during implementation, partner organizations often use their own respective capacities to contribute to the implementation of the collaborative strategic plan; "this means participating organizations may have to change policies, reallocate resources, or organize new ones" (Waddell & Brown, 1997: 17). The partner organization's (internal) implementation of the collaborative strategy may involve changes affecting the whole organization, a single or numerous ongoing projects, or shorter projects occurring at different points in time as the collaborative strategy is implemented. Huxham (1993) argues that reliance upon implementation through individual organizations is most appropriate when there is less detail in the strategic plan.

This study explores the extent to which the implementation of CRSDSs relies upon organizational-level implementation initiatives, and how this might vary along with other components and subcomponents of structure; as well as the implications of these for outcomes.

Processes

The literature contains discussions of three key processes for implementing collaborative strategies, which this study treats here as subcomponents of the component "processes". These are: 1) decision-making; 2) communication and information; and 3) monitoring and evaluation.

Decision-making

Decision-making at the organizational level involves five steps of: collecting information; processing that information with advice; making choices; authorizing what is to be done; and, executing what is to be done (Mintzberg, 1979). The last two steps are not quite the same at the full partnership level where commitment is voluntary.

In the literature on individual organizations, authority can be centralized or decentralized. In the latter case, formal power to authorize actions is dispersed lower in the hierarchy (Mintzberg, 1979). "When the power for decision making rests at a single point in the organization – ultimately in the hands of a single individual – we shall call the structure centralized; to the extent that the power is dispersed among many individuals, we shall call the structure decentralized" (Mintzberg, 1979: 181). Analogically, for collaborative strategy, the equivalent would be to consider that when decision-making authority to initiate actions resides with a single CRSDS entity (such as a single committee or organization), it is centralized, while when it is dispersed among many organizations each deciding on what actions they will undertake, it is decentralized. Centralization and decentralization are two ends of a continuum (Mintzberg, 1979).

Lowndes and Skelcher (1998) argue that the changes in the stage of the partnership (i.e., formation, formulation, implementation or termination) can lead to changes in decision-making processes. It has also been argued that implementation is improved, (i.e., more likely to meet collaborative goals), when individual partner organizations have the discretion to employ formal or informal procedures to commit to and execute the collaborative strategic plan (Ring & Van De Ven, 1994). The applicability of this finding to CRSDSs is unclear, however, given the unique nature of CRSDSs as compared to the collaborations represented in the management literature. So this study explores the issue of centralized versus decentralized decision-making during CRSDS implementation, documenting different approaches as well as implications they have for achieving outcomes.

Communication and Information

In cross-sector collaborative strategic management, there are potentially links between the collaborative strategic plans and the strategic and other plans of individual organizations involved. Communication and information processes help with coordination; Selsky and Parker (2005) explain that clear

communication is of utmost importance. Positive/supportive communication can improve interpersonal relationships, mutual trust, and create an awareness of each organization's goals, services and resources, all of which are essential to successful collaborations (Huxham, 1993). Communication can be concentrated in one centralized location or diffused by being decentralized into different organizations (Yamamoto, 1981). This study examines whether increased centralization of communication is a relevant feature of the implementation structure, and also whether it improves achievement of collaborative goals.

Another aspect of communication that has been linked causally to outcomes in the collaborative strategy literature is the direction of information flow. Hardy et al. (2003) characterize information flows, and relate them to outcomes in terms as learning, as unidirectional (one partner learns from the other), bi-directional (mutual learning), and multi-directional (mutual + third party learning). Drawing from the literature on implementation at the organizational level, for the specific issue of sustainable development, learning is an important organizational outcome and has been linked to structure, at least at the individual organization level:

> It is important that organizations pursuing sustainable strategic management develop effective learning structures that allow them to understand their interconnectedness with the environment, and allow them to regularly examine and question their underlying values and assumptions, and allow them, if necessary, to change their values and assumptions. Thus, one of the keys to successful implementation of sustainable strategic management is the creation of the generative learning structures, which are flat, flexible, dynamic, process oriented, and rely on informal, knowledge-based, idea-driven, decision-making processes (Stead et al., 2004: 173).

The applicability of these findings to CRSDSs remains unclear. This study documents the different communication and information processes used during CRSDS implementation; and explores their implications for outcomes, including organizational learning.

Monitoring and Evaluation

Drawing from the literature on implementation at the organizational level, monitoring and feedback is defined as "timely provision of comprehensive control information at each stage in the implementation process" (Pinto & Prescott, 1990: 308). Monitoring implementation is essential; "organizational control is a way of evaluating whether the strategy is implemented" (Daft & Macintosh, 1984: 47). At the full partnership level, monitoring is necessary to ensure that actions are taken in relation to the collaborative strategic plan (Huxham & Macdonald, 1992). Monitoring can be conducted by an external organization or by all organizations involved in the partnership. The former, for example, might include creating a whole new organization whose role it is to oversee the collaboration implementation (Huxham & Macdonald, 1992). Not all partnerships put in place monitoring mechanisms (Biermann, Chan, Mert, & Pattberg, 2007a; Rein & Stott, 2009), perhaps because partners' actions cannot be controlled by the 'partnership management' because of the partnership's non-hierarchical, voluntary nature (Geddes, 2008).

Monitoring and evaluation serve two important functions: reporting of progress against targets; and triggering of corrective actions, if required. One common method for reporting on voluntary collaborative initiatives, particularly CRSDSs, is producing public reports (Maclaren, 1996). It is said that reporting which evaluates the collaborative strategic plan implementation in terms of concrete goals, and which also assesses the collaboration's effectiveness in terms of its process is positively related to achieving collaborative goals (Huxham & Macdonald, 1992).

Corrective actions, including strategy reviews, are a part of the implementation phase (Daft & Macintosh, 1984). Again, what is relevant for individual organizations may also be relevant for partnerships; "… once formed, firms must be prepared to rework and amend plans incrementally as implementation proceeds. At times, even full-scale abandonment may be necessary" (Brews &

Hunt, 1999: 906). For partnerships, corrective action might include the exit of existing partners or the inclusion of new partners (Waddell & Brown, 1997); and flexibility has been linked to achieving collaborative goals (Brinkerhoff, 1999). Conversely, one of the challenges of ongoing collaborative strategic management is sustained involvement (or not) of individual partners. "Especially when individual composition of the group changes periodically, an ongoing institutional commitment is crucial to ensure sustainability" of the collaboration (Hood et al., 1993: 10). Over time, through the implementation phase, the objectives of individual organizations involved can shift, potentially resulting in a loss of convergence with the original agenda (Brinkerhoff, 1999). It has also been argued that expanding the collaboration agenda as time evolves is positively related to maintaining the continuity of the group (Waddock, 1989), through consideration of a new aspect of the problem or taking on a new endeavour (Hood et al., 1993; Waddell & Brown, 1997).

The applicability of these findings to CRSDSs remains unclear. This study documents the different monitoring and evaluation processes, including whether they support renewal of the CRSDS, used during CRSDS implementation; and explores their implications for outcomes.

Context

It is possible that contextual features influence the structures used to implement collaborative strategies generally and CRSDSs specifically (Rein & Stott, 2009). For example, aspects of the strategic plan formulation process, may pre-determine aspects of implementation. In addition, for CRSDSs in particular, site-specific factors (i.e., situational considerations) may also play a role, such as the legal framework and regulations in place relevant to a specific sustainable development issue; the size of the region, and the top industries (Brinkerhoff, 1999).

Strategic Plan Formulation Process

The process of formulating a collaborative strategy, while it is not the focus of this study, is important because it may be relevant to the implementation structure. "In this [formulation] stage the focus is on the formal bargaining processes and choice behaviour of parties as they select, approach, or avoid alternative parties, and as they persuade, argue, and haggle over possible terms and procedures of a potential relationship" (Ring & Van De Ven, 1994: 97). This is generally done through a formal process or informal sense-making processes which enable trust building, and understanding of each others' roles as well as the focal problem domain (Ring & Van De Ven, 1994). Part of formally developing the content of a collaborative strategic plan is collecting the information. In the specific case of CRSDSs, this can include: visioning future scenarios, backcasting, methods of outreach, sustainability forums, different means of public participation, partner initiatives, etc. (Holmberg, 1998; Holmberg & Robèrt, 2000; Selman, 1998).

Another consideration during strategic plan formulation is the involvement, or not, of an external organization which acts like a consultant and therefore can influence the agenda (Huxham & Vangen, 2000). These external organizations may have an influence on the partnership forming in the first place, but can also have a significant contribution to almost every aspect of the collaborative strategic management, while never actually being a member of the partnership (Huxham & Vangen, 2000). For example, if the partnership is modeled after a similar partnership which is addressing a similar social problem, and is advised by a national association that is not actually a member of the partnership, there is great potential for this external organization to influence everything from the types of organizations involved to the content coverage within the strategic plan. Not much is known about the role of these external organizations except that they can act as leaders in the collaboration despite not being formally in the partnership.

A third aspect of strategic plan formulation which relates to implementation structure is the time horizon of the content of the collaborative strategy. Time is an integral component of sustainable development with its intergenerational timeframe. The time horizon of collaborative regional sustainable development strategies might be: short-term (5 years or less), medium-term (20 - 30 years), long-term (60 – 100 years), or some combination of these (Clarke & Erfan, 2007).

This study explores the implications of these contextual features flowing from the formulation phase – i.e. how the plan content was developed, including the role of external organizations, and the time horizon incorporated into the plan – for the implementation of CRSDSs.

Situational Considerations

There are a number of situational factors that may influence collaborative strategy implementation. Brinkerhoff offers situational factors that influence the formation of partnerships (Brinkerhoff, 1999); specifically, the regime type of government which influences the nature of the state and the openness to partnerships; the legal framework and regulations within which the collaborative alliance must function; and the nature of the policy to be implemented (Brinkerhoff, 1999). In relation to sustainable development, the top industries within a region and the size of a region may also be relevant to which topic areas are priorities for implementation and which types of organizations are available to be a part of the implementation. This study considers the implications of these situational considerations for the implementation of CRSDSs.

3.2.2 Structures of Cross-Sector Collaborations

While the preceding sub-section focused on identifying individual subcomponents relevant to characterizing structures and which have been linked causally to the achievement of outcomes, this sub-section discusses how the literature on cross-sector collaborations has characterized – generally using typologies – the ways in

which various subcomponents combine into different "ideal types" of structures. Such "archetypal" structures have been distinguished one from another by emphasizing differences along one or more subcomponents: 1) organizational sectors and sector roles (Selsky & Parker, 2005; Starik & Heuer, 2002; Waddell, 2000); 2) number of partners (Waddell & Brown, 1997); 3) engagement and issue characteristics (Waddock, 1991); 4) forms (Selsky, 1991); and 5) decision-making processes (Warren, 1967). This section details the limitations of existing typologies when considering CRSDS.

Organizational Sectors and Sector Roles:
Selsky and Parker (2005) organize their literature review based on the sectors represented in the partnership (public-private; public-civil society; private-civil society; and tri-sector). Noting who is involved and how they are involved is a common approach to characterizing collaborations in the literature. Most studies however focus on cross-sector partnerships involving only two sectors; whereas this dissertation focuses on collaborative regional sustainable development strategies, all of which involve tri-sector partnerships. Within the studies in the literature looking at tri-sector partnerships, the roles of sectors have been used as distinguish and define structures. Waddell (2000) explores the roles of each of these three sectors as partners in cross-sector collaborations. He analyzes four cases with particular attention to formal arrangements used, what the participating organizations exchanged, the benefits they received, and the processes used for sharing. He found that in each of his four cases, new structures were created with two distinct types: bridging organizations[20], "where the [bridging] organization is clearly associated with one sector but reaches out to the other sectors to do something collaboratively" (Waddell, 2000: 119); and "trisector coproducers[21]",

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[20] Waddell (2000) explained that the term bridging organizations was coined by L. David Brown in his 1991 article "Bridging Organizations and Sustainable Development" in Human Relations 44 (8): 807-831. Westley & Vredenburg, H. also used it in 1991. Strategic Bridging: The Collaboration between Environmentalists and Business in the Marketing of Green Products. Journal of Applied Behavioral Science, 27(1): 65-90.
[21] This term was coined by Waddell in 1999 in an IDR discussion paper for the Institute for Development Research in Boston. The paper was called "Trisector Coproducers: A New Type of Development Organization".

where a new formal structure is created, supported and controlled by all sectors working as peers. In the latter case, each partner organization typically provides its own type of resources; the private sector provides funding and administrative expertise, the public sector provides support through grants and legislation, and civil society provides volunteer energy, community trust, and community knowledge. Waddell (2000: 118) also found that "the exact configuration of sectoral roles in terms of any specific industry or production activity will vary by location, historic trajectory and cultural traditions of the technology". This finding implies that structures can not be distinguished and characterized solely on sector roles, which is a finding echoed by Brinkerhoff (1999). It is not clear whether Waddell's (2000) typology is applicable to CRSDS due to the number of partners potentially involved.

Number of Partners

Waddell and Brown (1997) propose a typology stemming from a 2 x 2 table with "partner density" (low versus high number of partners) and "task specificity" (low versus high formalization of decision-making) as its relevant dimensions, as shown in Table 3. Given the potential for the number of partners to play a large role in structure, this typology may be relevant for CRSDS.

Table 3: Typology of Cross-Sector Partnerships

	Low Partner Numbers	High Partner Numbers
Low Task Specificity (Informal Decision-Making)	**Vision:** Agreement on general problems relevant to similar constituents **Organization:** Associations or ideological networks that allow loose coordination among similar organizations	**Vision:** Agreement on general problems relevant to diverse constituents **Organization:** Broad social movements and geographically-based networks that allow loose coordination among diverse organizations
High Task Specificity (Formal Decision-Making)	**Vision:** Agreement on specific problems and actions needed by similar constituents **Organization:** Issue-based networks, alliances or joint ventures that coordinate task and resource allocation among similar organizations	**Vision:** Agreement on specific problems and actions relevant to diverse constituents **Organization:** Coalitions and partnerships that coordinate task and resource allocation among diverse organizations

Adapted from: Waddell, S. & Brown, L. D. 1997. Fostering Intersectoral Partnering: A Guide to Promoting Cooperation Among Government, Business, and Civil Society Actors. IDR Reports. Boston, MA: Institute for Development Research. p.11.

Waddell & Brown's (1997) "partner density" is actually an indicator of not only the number of partners but also whether or not it is a cross-sector partnership; while "task specificity" is related to the degree of formalization of decision-making. Collaborative regional sustainable development strategies represent situations of high partner density and involve high task specificity in the strategy formulation stage, so this typology predicts that the structures put in place for implementation will involve partnerships that coordinate tasks and resource allocation among the diverse organizations involved. This typology, however, does not address the possibility of multiple forms co-existing at different levels, as in the structures offered by Warren (1967) or Selsky (1991).

Engagement and Issue Characteristics:
Rondinelli and London (2003) offer a typology of structures used in cross-sector collaborations involving one private sector organization and one NGO, according to the intensity of interactions, i.e. engagement: low-intensity "arm's length relationships" (such as voluntary participation of employees of private sector organizations in NGO activities, or corporate philanthropy); moderately intensive "interactive collaborations" (such as NGO certifications of the private organization's activities as ecologically sound); and highly intensive "formal environmental management alliances" (such as sustainable development partnerships), which is the only one of the three to include reporting jointly on processes and results. The article promotes temporary partnerships, suggesting that the scope of collaborative strategy not be broad and that solutions sought not be comprehensive, to avoid taking years to implement (Rondinelli & London, 2003). Whilst it is possible that noting different levels of engagement may be a useful way of characterizing CRSDSs, the recommendations of this article, (i.e., encouraging narrow scope and short time frames), appear to stand opposed to the typical content of a collaborative regional sustainable development strategy.

Another typology of social partnerships has been developed with reference to issue characteristics (technical, administrative, or institutional), formal

arrangements for orchestrating involvement (the cell contents), and engagement (low, moderate, or high) (Waddock, 1991). Waddock (1991) develops a typology of social partnerships to be recommended, based on a 3x3 table linking the degree of interdependence among organizations, and the organizational level at which the social problem (issue) is most salient; it is displayed in Table 4.

Table 4: "Ideal" Partnership Forms for Problems with Different Features

Level of Social Problem Salience	Degree of Interdependence among Organizations		
	Low (few organizations with direct interest)	Moderate (industry / region plus other sector actors)	High (cuts through a broad sweep of societal interests)
	Level at which problem is salient		
Technical	Programmatic (narrow scope, focused on meeting partner needs, but with broader social agenda)		
Administrative		Federational (one group of partners has common interest, e.g., industry or region-based group, policies, procedures focus on meeting "group" need	
Institutional			Systemic (broad, unfocused, attempt to meet a social need, long-term benefits to participants, focused on institutional/ strategic-level management, role of organizations in society)

Adapted from: Waddock, S. 1991. A Typology of Social Partnership Organizations. Administration & Society, 22(4): 492

Her three ideal types are: programmatic (where there is a narrow focus, and the problem is divisible between organizations; generally between two or three organizations); federational (where the issue is of medium scope, and organizations create an industry group or regional coalition to achieve some collaborative goal); and systemic (where the problem is broad in scope, and is societal in nature). Federational forms may function through the provision of staff support by member organizations; or through the creation of a separate entity

which hires its own staff (Waddock, 1991). Waddock's framework differs from others in that her forms are differentiated based on the scope of the issue. There are reasons to believe that these structures will, to a limited extent, apply to CRSDSs because of the diverse issues covered under the broad topic of sustainable development. On the other hand, CRSDS may have more complex structures during the implementation phase as Waddock's (1991) typology was not developed with reference to implementation.

Forms:

Another way to distinguish between implementation structures is according to the "approach" they represent Selsky (1991). (The "approaches" of Selsky (1991) map to "forms" as the latter term is used in this dissertation.) Selsky (1991) presents three forms[22] from an empirical study of local non-profit organizations working together, which can be used to characterize and distinguish between different implementation structures: individual (where each organization acts on its own, and only dyadic exchanges occur); segmental (where some organizations take joint actions, and multi-party collaborative activities by a subset of the total number of partners occur); and common (where organizations join together for collaborative activity). "These three approaches to mobilizing resources in pursuit of goals represent patterns – or overall configurations – of development" (Selsky, 1991: 98). Selsky (1991) found that all three forms may be put in place and used simultaneously to achieve collaborative goals. The utility of this framework for characterizing CRSDSs remains unclear, although preliminary evidence suggests that a wide range of formal arrangements can be put in place at the same time to achieve sustainable development because of the complexity of the problem and large number of potential partners (Clarke & Erfan, 2007). This dissertation explores the utility of applying this or a similar framework to CRSDSs.

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[22] Selsky (1991) uses the term approaches and not the term forms.

Decision-making Processes

Warren (1967) distinguishes four contexts for inter-organizational decision-making in three metropolitan communities: unitary, federative, coalitional, and social choice. He also explains six features of decision-making on which they differ: relation of units to a collaborative[23] goal; locus of collaborative decision-making; locus of authority; structural provision for division of labour; commitment to a leadership subsystem; and prescribed collaborative[24] orientation of units. Only the federative, coalitional and social choice contexts represent truly inter-organizational structures (Warren 1967). Table 5 outlines each of these in more detail.

Table 5: Types of Contexts

Features of Decision-making	Structural Context		
	Federative	**Coalitional**	**Social Choice**
Relation of organization to a collaborative goal	Individual organizations with disparate goals, but some formal partnership for collaborative goals	Individual organizations with disparate goals, but informal collaboration for collaborative goals	No collaborative goals
Locus of collaborative decision-making	At top of partnership, subject to partner ratification	Interaction of organizations without a formal partnership	Within individual organizations
Locus of authority	Primary at organizational partner level	Exclusively at the organizational level	Exclusively at the organizational level
Form for division of labor	Organizations are autonomous, may agree to a division of labour which may affect their form	Individual organizations are autonomous, may agree to ad hoc division of labour, without changing their form	No formal division of labour within a collaborative context
Commitment to a leadership subsystem	Norms of moderate commitment	Commit only to their own organization's leaders	Commitment only to their own organization's leaders
Prescribed collaborative orientation of organizations	Moderate	Minimal	Little or none

(Adapted from:Warren, 1967: 406)

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[23] Warren (1967) calls this inclusive instead of collaborative; for example, inclusive goal, and inclusive decision-making.
[24] Warren (1967) calls this collectivity orientation.

A federative structure is made up of member organizations (partners, each with its own individual goals), but also has a formal collaborative organization, i.e. a formal partnership, for the accomplishment of the collaborative goals, typically with a staff for this purpose. Decision-making occurs within the partnership, but is subject to ratification by the partners. Authority for decision-making remains with the individual partners, with the exception of some administrative duties which are delegated to the partnership's staff. The partners may agree to a division of labour between members (Warren, 1967). In contrast, a coalitional structure is made up of a group of organizations which works collaboratively on a desired objective (collaborative goals). Each organization has its own goals, but collaborates informally when goals overlap with other organizations in the group. There is no formal partnership, and decision-making occurs within the individual organizations themselves (Warren, 1967). A social choice structure is made up of organizations related to a particular issue but which do not necessarily share collaborative goals; in fact, their goals may be discordant. There is no formal system for decision-making (Warren, 1967).

The utility of this framework for characterizing different approaches to CRSDS implementation is unclear, but it is possible that it will not map easily to CRSDSs because, although collaborative goals feature prominently, Warren's (1967) archetypal structures refer to organizations from a single sector collaborating so do not explicitly address cross-sector roles. This study will explore the utility of these dimensions of decision-making for characterizing CRSDSs.

Summary and Gaps on Structures:

Table 6 displays the key subcomponents used to characterize different structures in the literature; this is denoted by the large letter Y (for yes). The other subcomponents, also included in the structures, are indicated with a *.

Table 6: Summary of Structural Subcomponents used to Characterize or Develop Typologies of Collaborative Structures

Component	Subcomponent	Waddock (1991)	Waddell & Brown (1997)	Waddell (2000)	Selsky (1991)	Rondinelli & London (2003)	Warren (1967)
Partners	Key Partners		Y			*	
	Engagement	Y		*	*	Y	
	Roles			Y		*	
Implementation Forms	Full Partnership Level	*	*	*	Y	Y	*
	Individual Partner(s) Level	*	*	*	Y	Y	*
Processes	Decision-making		Y	*	*	*	Y
	Communication and Information			*		*	
	Monitoring and Evaluation					*	
Context	Strategic Plan Formulation (Content / Issue)	Y					

Y = Subcomponent used to characterize structure   * = Other subcomponents in the structure

It is evident from Table 6 that the most frequently used structural subcomponent used to characterize or develop a typology of archetypal collaborative structures are: existence and nature of arrangements, i.e. form, to orchestrate involvement at the full partnership level; existence and nature of arrangements to orchestrate involvement at partner level; and features of collaborative decision-making. Only Rondinelli and London (2003) emphasize features of monitoring and evaluation in developing their typology. An important aspect of all these typologies is that they do not distinguish the formation / formulation phase from the implementation phase; there is an implicit assumption that the same structure that is in place for formulation continues during implementation – something that preliminary (Clarke, 2006) and anecdotal evidence indicates is not always the case for CRSDSs.

Table 7, below, summarizes the tentative conclusions drawn in this section as to the possible applicability of these typologies to characterizing CRSDSs. The features of a CRSDS were introduced earlier in this dissertation, in Chapter 2.

Table 7: Applicability of Findings about Structures to the Collaborative Regional Sustainable Development Strategy Context

Collaborative Regional Sustainable Development Strategy Features	Waddock (1991)	Waddell & Brown (1997)	Waddell (2000)	Selsky (1991)	Rondinelli & London (2003)	Warren (1967)
Address complex social problem with high level of uncertainty	√	√	√	√	X	√
Integrated social, ecological, and economic content which is broader than the jurisdiction of any one organization	√	√	√	√	√	√
Bounded by a geographic region	√	√	√	√	√	√
A strategic plan with an implementation phase	X	?	√	?	√	√
Long-term vision	√	√	√	√	X	√
Numerous cross-sector partners	√	√	?	?	√	?
Links to achieving outcomes	X	X	X	X	X	X

√ = yes   X = no   ? = unknown

In summary, no framework or typology from the existing literature is clearly or obviously applicable "as is" to characterizing collaborative structures for implementing CRSDSs; although several incorporate consideration of key features of CRSDS, none incorporates them all. This is not to say that these typologies are not useful for thinking about and categorizing different CRSDS approaches; rather, it is to say that the utility of a given typology, or elements of a typology, remains an empirical question. Similarly, as outlined in Section 3.2.1, there are outstanding questions about the nature and consequences of specific structural subcomponents in the context of CRSDS implementation. This leads to the first research question of this dissertation:

> *RQ1: What are the different structures being used to implement collaborative regional sustainable development strategies in Canada?*

3.3 Relationships between Structures and Outcomes

This sub-section introduces different types of outcomes from collaborative strategies which have been described in the literature; and discusses their relationships with various features of structure.

3.3.1 Types of Outcomes

Most studies of collaboration are limited to "the process of collaboration, its stages, or its success components. Few studies discuss the actual outcomes..." (Turcotte & Pasquero, 2001: 448). This sub-section explores the types of outcomes considered relevant to cross-sector collaborative strategic management. In general, the types of outcomes described in the literature can be categorized into five different groupings: 1) outcomes related to the achievement of goals articulated in the collaborative strategic plan (e.g., Gray, 1989; Hood et al., 1993; Logsdon, 1991; Westley & Vredenburg, 1997), referred to as "plan outcomes"; 2) outcomes related to the taking of action to achieve goals, referred to as "action outcomes" (e.g., Dalal-Clayton & Bass, 2002); 3) outcomes related to the collaboration process (e.g., Hood et al., 1993; Westley & Vredenburg, 1997) and the implementation process specifically (Pinto & Prescott, 1990), referred to as "process outcomes"; 4) outcomes for individual organizations involved in the partnership (e.g., learning outcomes as mentioned in Bryson & Bromiley, 1993; Hardy et al., 2003; Huxham & Hibbert, 2004), referred to as "organizational outcomes"; and 5) "personal outcomes" for individuals representing the organizations involved (e.g., Hood et al., 1993). These are presented in Table 8.

Table 8: Five Types of Outcomes

Types of Outcomes	Explanation	Relationship to other Authors' Terms
Plan outcomes	Outcomes that address the social problem and are measured through the achievement of the collaborative goals. For a CRSDS, annual progress reports are generally created, with progress on plan outcomes documented.	- Success of the project (Bryson & Bromiley, 1993) - Concrete problems being solved (Logsdon, 1991) - Substantive outcomes (Huxham et al., 2008) - Process indicators (Povan & Sydow, 2008) - Both pressure and state indicators (Dalal-Clayton & Bass, 2002) - Impacts (Dalal-Clayton & Bass, 2002)
Action outcomes	Outcomes that indicate the responses taken by the partnership as part of the implementation of the collaborative strategic plan. They are measured by the deliberate actions undertaken by the partnership in order to work towards the implementation of the collaborative strategic plan. For example, holding a conference on air quality is an action outcome. The related plan outcome would be about air quality improvements.	- Emergent milestones (Huxham, et al., 2008) - Process indicators (Povan & Sydow, 2008) - Response indicators (Dalal-Clayton & Bass, 2002) - Outputs (Dalal-Clayton & Bass, 2002)
Process outcomes	Outcomes as a result of modifications to the structure of partners, processes and/ or forms. For example, the implementation of a new monitoring system with an annual progress report. Another example of a process outcome would be increased information flow as a result of decentralizing decision-making.	- Success as indicated by adherence to budget and schedule (Pinto & Prescott, 1990) - Enduring links, shared understanding, etc (Westley & Vredenburg, 1991) - Structural indicators (Poven & Sydow, 2008) - Strategic effects (pooling resources) (Hardy et al., 2003) - Knowledge effects (shared) (Hardy et al., 2003) - Collaborative Process (Huxham et al., 2008) - Both input and outcomes (Dalal-Clayton & Bass, 2002)
Organizational outcomes	Outcomes specifically for the individual partner organizations. Learning, increased competitive advantage and increased reputation are examples of potential organizational outcomes.	- Learning for the organization (Bryson & Bromiley, 1993) - Strategic effects such as increasing an organization's distinctive capability (Hardy et al., 2003) - Knowledge effects of learning (Hardy et al., 2003) - Political effects of increased centrality (Hardy et al., 2003) - Performance measures (Ren et al., 2009) - Outcome indicators (Povan & Sydow, 2008) - Substantive outcomes, recognition, and pride (Huxham et al., 2008)
Personal outcomes	Outcomes specifically for the representative of the partner organization. For example, obtaining a new job, or increasing one's personal reputation.	- Personal outcomes (Hood et al., 1993) - Substantive outcomes, recognition, and pride (Huxham et al., 2008)

From the organizational strategy implementation literature, Bryson and Bromiley

(1993: 321) define outcomes as "the state of affairs – from the lead organization's

perspective – following completion or abandonment of the project." They developed outcome measures for 'success' in two categories: 1) success of the project; and 2) learning for the organization. They note that in many projects, financial criteria are not always available or relevant, so other indicators of success provide useful outcome measures (Bryson & Bromiley, 1993). Pinto and Prescott (1990), in comparison, consider success to be determined by the process itself; for example, they include measures of adherence to budget and schedule, as well as satisfaction with the process of implementation (Pinto & Prescott, 1990). Bryson and Bromiley (1993)'s two categories relate to plan outcomes and organizational outcomes; while Pinto and Prescott's (1990) work emphasizes process outcomes.

Outcomes in the collaboration literature range from concrete problems being solved (Logsdon, 1991) to enduring links between organizations, shared understanding, increased legitimacy, building constituencies, and even disbanding (Westley & Vredenburg, 1991); the first in this list is a plan outcome, while the rest represent process outcomes. Hood et al. (1993) also discuss personal outcomes for the individuals involved. Selsky et al. (2005), as part of their summary of other literature, mention that for some business organizations, one of the organizational outcomes of a successful partnership is community recognition. Another organizational outcome is learning (Huxham & Hibbert, 2004).In joint ventures, five types of organizational outcomes (i.e., performance measures) have been studied: survival, financial output, overall satisfaction, goal achievement, and learning (Ren, Gray, & Kim, 2009). Provan and Sydow (2008) call these "outcome indicators" though they focus on innovation, financial performance, non-financial performance and survival as their organizational outcomes of interest. Provan and Sydow (2008) separate "outcome indicators" from "structural indicators" and "process indicators". Structural indicators refer to relations between organizations and are considered process outcomes here, while process indicators focus on the action and activities that result, so are considered action and plan outcomes here.

Hardy et al. (2003) consider three kinds of organizational outcomes: strategic effects, knowledge effects, and political effects. Strategic effects are when "organizations acquire resources and skills that cannot be produced internally" (Hardy et al., 2003: 323) or they pool resources; strategic effects occur when an organization increases its distinctive capabilities and therefore competitive advantage. Knowledge effects occur when new knowledge is created; and if the new knowledge represents learning for an individual organization. Political effects occur because "collaboration can affect the structure of interorganizational relationships, making some organizations more central" (Hardy et al., 2003: 324), or increasing their influence. Hardy et al. (2003) do not address what is termed here as plan outcomes or, in other words, results in terms of solution of the social problem itself, although they do suggest that strategic effects, such as pooling of resources, can help solve problems.

Additionally, the motivations of organizations involved is relevant to assessing outcomes (Wood & Gray, 1991). For example, some partnerships might have a purpose of creating social change, while others might have a purpose of achieving a broader understanding of a problem (Wood & Gray, 1991). Also, some organizational outcomes might be achieved for some partners but not for others in the same partnership (Huxham & Hibbert, 2004). So evaluating "success" is less straightforward than might be initially assumed.

Huxham, Hibbert, and Hearne (2008) offer five overlapping perspectives on the nature of success in collaboration; these perspectives are cross-cutting through the different outcome types offered in this dissertation. These are: the substantive outcome perspective (depending on the individual or organization, these might be organizational, personal, or plan outcomes); the collaborative process perspective (process outcomes); emergent milestone perspective (action outcomes); the recognition perspective (organizational or personal outcomes) and the pride

perspective (also organizational or personal outcomes) (Huxham, Hibbert, & Hearne, 2008).

The literature on sustainable development makes a clear distinction between plan outcomes and action outcomes. This literature discusses outcomes in terms of types of indicators. Concrete indicators are a widely studied topic on their own and can indicate progress towards the objectives or outcomes. The most common framework for monitoring environment issues is called the *pressure-state-response* framework (Dalal-Clayton & Bass, 2002). *Pressure* indicators measure the stresses that cause a problem; in the case of the natural environment, a pressure indicator may be the demands on natural resources (which lead to resource depletion) (Dalal-Clayton & Bass, 2002). These indicators tend to be based on measurements or model-based estimates, and are useful when formulating policy targets (Dalal-Clayton & Bass, 2002). *State* indicators measure the resulting state of the environment compared to some desirable state; they cover indicators of nature, physical conditions, financial situations, social and human capital assets, etc. (Dalal-Clayton & Bass, 2002). They can be obtained through accounting, inventories, census, etc. (Dalal-Clayton & Bass, 2002). This is often the most desirable type of indicator, yet often the hardest in terms of measurement. Both pressure and state indicators are what this study calls plan outcomes. Finally, *response* indicators - termed action outcomes here - are the decisions, measures and policies taken to try to address the problem, although they do not actually measure the actual improvements (Dalal-Clayton & Bass, 2002). These are often the easiest to measure.

Yet another framework, which is a more recent variation on the above, is the *input-output-outcome-impact-context* model. Dalal-Clayton et al. (2002) explain that this covers: *inputs* (financial, physical and human resources applied to solving a problem; an example of an input indicator is "financial resources spent"); *outputs* (actions taken by organizations involved; an example of an output indicator is "number of networking events held"); *outcomes* (immediate results

from taking actions; examples of an outcome indicator are "changes in organizational structure" and "changes in knowledge"); *impacts* (changes in state indicators which signal improvements or progress towards the problem being solved, or lack thereof; an example of an impact indicator is "greenhouse gas emissions of a region"); and *context* (changes in the broader situation which may be relevant to the problem). Converting this language to that of management literature: inputs = process and/or organizational outcomes; outputs = action outcomes; outcomes = process and/or organizational outcomes; and impacts = plan outcomes; while context is not relevant as an outcome type. This study is particularly interested in plan outcomes and organizational outcomes.

3.3.2 Structures and Outcomes

Three articles in particular have presented findings on the relationship between the structures and the outcomes. The first article of relevance is Pinto et al.'s (1990), which quantitatively considers the links between organizational-level project subcomponents and success measures. For these authors, the success measures are: "(1) adherence to schedule; (2) adherence to budget; (3) fulfillment of performance expectations, and (4) client satisfaction with and use of the final project" (Pinto et al., 1990: 311). Their success measures group into two categories: project planning and tactical operationalization. They found that planning success measures are most important in the early stages of the project life cycle, and tactical success measures later in the life cycle. They also found that planning success measures alone are important throughout the entire project life cycle for the fulfillment of performance expectations (which is similar to this dissertation's plan outcome), as well as for the client satisfaction (similar to this dissertation's organizational outcomes). The main relevance of this article is that it emphasizes two points. It explains the life-cycle of the success measures, showing that some are more important in the planning, some in the implementation, and some throughout, thus empirically showing that the structures for formulation are not the same as those for implementation. The other

point this article emphasizes is that not all success measures are relevant for each outcome type. This study was limited to organizational-level projects.

The second article, which has been mentioned already in this dissertation, is that of Hardy et al. (2003). Their propositions offer insight into the relationship between structures (from the perspective of a focal organization) and two types of outcomes (organizational and process outcomes). Their propositions are:

> Collaborations that have high levels of involvement will be positively associated with the acquisition of distinctive resources (strategic effects).
> Collaborations that have high levels of involvement and high levels of embeddedness will be positively associated with the creation of knowledge (knowledge creation effects).
> Collaborations that are highly embedded will be positively associated with increases in influence (political effects). (Hardy, et al., 2003: 339-341)

As mentioned earlier, this dissertation adopts a slightly different terminology to accommodate the fact that CRSDSs may involve a large number of partners, unlike the collaborations studied by Hardy et al. (2003), and to categorize outcomes. So, translating, Hardy et al.'s (2003) strategic, knowledge creation and political effects map to organizational and process outcomes (as shown in Table 8). Strategic effects, such as pooling resources, and knowledge effects, such as shared learning, are process outcomes. Strategic effects, such as increases in distinctive capacity for the partner, knowledge effects, such as learning by the partner, and political effects, such as increased centrality for the partner, are organizational outcomes. This means that their first proposition predicts that CRSDS structures in which partner organizations are deeply engaged with an entity at the full partnership level will lead to increases in distinctive capacity as an organizational outcome and pooling of resources as a process outcome; while their second proposition predict that CRSDS structures in which partners are deeply engaged with an entity at the full partnership level, engage with external organizations, and have collaborative communication will lead to learning for the partner organizations and to a process with shared learning. The third proposition predicts that CRSDS structures in which partners engage with external organizations and have collaborative communication will lead to increased

centrality for the partner organization.

Hardy et al.'s (2003) research project was limited to comparing structures and resultant outcomes of eight joint (mostly bi-lateral) initiatives in which one focal organization was involved. Their study also considered external organizations, which this dissertation does not, so the findings are not entirely transferable. Also, the outcomes considered were specifically for a focal organization or the process. This dissertation extends the outcomes, the number of processes, and the forms investigated; and considers multi-organizational cross-sector partnerships which are in the process of implementing a collaborative regional sustainable development strategic plan.

The third article, by Huxham and Hibbert (2004), also considers five subcomponents that have bearing on the organizational outcome of learning. Their subcomponents are: partner complexity (diversity and culture); form[25] (network and/or partnership forms[26]); management style (participative or controlling); knowledge characteristics (explicit or tacit); and understanding and experience (learning, the field of inquiry, and collaboration). These subcomponents lead to three configurations. The first is 'selfish' learning, which is typically involving a full partnership level form with strong ties; it is designed for a project with a restricted diversity of partners, controlling management style, explicit knowledge and a limited depth engagement (Huxham & Hibbert, 2004). The second is 'sharing' learning, which is typically a partnering form (with openness to networking); it has some diversity of partners, a partnering management style, combination of experience, and either explicit or tacit knowledge. The last configuration is called 'sidelined' learning, and can be any combination of the subcomponents, but which results in emergent learning (Huxham & Hibbert, 2004). This last configuration is loosely defined. There are reasons to believe that these structures will not apply to CRSDSs because they do not address individual

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[25] Huxham and Hibbert (2004) call this structural characteristics
[26] Huxham and Hibbert (2004) do use the word forms to describe the network or partnership forms

partner level implementation form, or consider implementation of a collaborative strategic plan. What this typology does suggest, however, is that configurations of multiple subcomponents will be associated with learning, and that different configurations will lead to different types of learning for the organizational partners. In other words, it is expected that different structures of CRSDS will lead to different organizational outcomes.

Summary: Structures and Outcomes

In summary, some individual structural subcomponents and overall structures, i.e., combinations or configurations of specific subcomponents, are discussed in the literature (either explicitly or implicitly) as positively affecting the achievement of a particular type of outcome. Table 9 presents a summary.

Table 9: Summary of Literature Relating Structural Subcomponents to Outcomes

Component	Subcomponent	Process Outcomes	Action Outcomes	Plan Outcomes	Organizational Outcomes
Partners	Key Partners	Babiak & Thibault, 2009 Gray, 1985 Gray & Hay, 1986 Huxham, 1993	Gray, 1985 Huxham, 1993	Huxham, 1993	Huxham & Hibbert, 2004
	Engagement	Hardy et al., 2003 Huxham, 1993			Brews & Hunt, 1999 Daft & MacIntosh, 1984 Hardy et al., 2003 Huxham & Hibbert, 2004 Pinto & Prescott, 1990 Rotheroe et al., 2003
	Roles	Googins & Rochin, 2000 Gray, 1985 Gray, 1989 Huxham & Vangen, 2000 Ring & Van De Ven, 1994 Starik & Hueur, 2002			

Implementation Forms	Full Partnership Level	Brinkerhoff, 1999 Hood et al., 1993 Huxham, 1993 Huxham & Vangen, 2005 Waddell & Brown, 1997	Hardy et al., 2003		Hardy et al., 2003 Huxham & Hibbert, 2004 Waddell & Brown, 1997
	Individual Partner(s) Level	Huxham, 1993	Hardy et al., 2003 Waddell & Brown, 1997		Hardy et al., 2003
Processes	Decision-Making	Huxham, 1993 Lowdnes & Skelcher, 1998 Ring & Van De Ven, 1994 Waddell & Brown, 1997	Ring & Van De Ven, 1994		Huxham & Hibbert, 2004 Mintzberg, 1979 Ring & Van De Ven, 1994
	Communication and Information	Huxham, 1993 Selsky & Parker, 2005 Stead et al, 2004			Hardy et al., 2003 Huxham & Hibbert, 2004
	Monitoring and Evaluation	Biermann et al., 2007a Brews & Hunt, 1999 Brinkerhoff, 1999 Daft & MacIntosh, 1984 Geddes, 2008 Hood et al., 1993 Huxham & Macdonald, 1992 Pinto & Prescott, 1990 Rein & Stott, 2009 Waddell & Brown, 1997 Waddock, 1989		Huxham & Macdonald, 1992	
Context	Strategic Plan Formulation	Huxham & Vangen, 2000 Ring & Van De Ven, 1994 Clarke & Erfan, 2007			Ring & Van De Ven, 1994
	Situational Considerations	Brinkerhoff, 1999			

What is evident from Table 9 is that most structural subcomponents have been discussed in relation to process and organizational outcomes; while only a few have been linked to achieving plan outcomes, and in a small number of works.

Thus there are gaps in the literature. Further, the applicability of these findings to CRSDSs is not yet clear. This leads to the second research question:

> ***RQ2: What are the advantages, disadvantages and tradeoffs of different structures for implementing collaborative regional sustainable development strategies?***

The next section offers a research design for answering the two research questions.

4.0 Research Design

This dissertation uses a case study research design. The first step in case study research is to define the research questions (Eisenhardt, 1989), presented in Chapter 3. Individual partnerships implementing a CRSDS represent the unit of analysis. Specifically, this study documents and explores different empirical structures used during implementation of a CRSDS to determine archetypal structures, and then considers how each archetype is related to different outcome types to determine advantages, disadvantages and tradeoffs.

This study employed a deductive theory-driven approach to data collection and an inductive approach to data analysis and theory-building. Eisenhardt (1989) explains the iterative nature of this type of research:

> Although early identification of the research question and possible constructs is helpful, it is equally important to recognize that both are tentative in this type of research. No construct is guaranteed a place in the resultant theory, no matter how well it is measured. Also, the research question may shift during the research. (Eisenhardt, 1989: 536)

As the implementation of a CRSDS is a relatively unstudied phenomenon, inductive analysis is appropriate for building theory (Eisenhardt & Graebner, 2007).

Data collection and analysis was conducted in two parts. Part I consisted of a census of all Canadian collaborative regional sustainable development strategies, from which a set of archetypal structures in use empirically was determined (RQ1). A sub-set of four CRSDSs, each one representing a different archetypal structure, was then chosen for in-depth case studies, and cross-case comparisons were conducted to identify advantages, disadvantages and tradeoffs of different structures (RQ2) and to build theory about possible mechanisms underlying these.

This section begins with a brief overview of a pilot study that was conducted. This is followed by an explanation of the methods used for Part I – the census; and for Part II - the in-depth case studies. Another sub-section considers the validity and

reliability of the research design, followed by a sub-section on ethical considerations.

4.1 Pilot Study

The pilot study was conducted in the fall of 2005. Its purpose was to identify variations between approaches to CRSDSs taken by Canadian cities and, hence, possible subcomponents of structure of interest. The two main criteria for including regions were: they have a population greater than 300,000; and they have accessible, online documentation describing their approaches to sustainable development. From this, a list of 16 cities was generated. As the purpose of the pilot study was to study variation, in situations where multiple cities had similar approaches, those cities with longer histories were retained for detailed analysis. Regions that had a reputation among Canadian sustainability practitioners for "best practices" were also kept (in addition, the town of Whistler, with a population of approximately 10,000 permanent residents, i.e., less than 300,000, was added for this reason). The final list of nine municipalities studied was: Halifax, Montreal, Toronto, Hamilton, Kitchener, Calgary, Edmonton, Vancouver, and Whistler. As the study progressed, only five of the regions were found to have truly "collaborative" regional sustainable development strategies (the others did not use a collaboration approach; rather they used the consultation approach). The regions with CRSDSs were Calgary, Hamilton, Montreal, Vancouver and Whistler. Differences in these regions' formulation processes are outlined in Table 10.

Table 10: Variations in Collaborative Regional Sustainable Development Strategies

Concept	Variable	Calgary	Hamilton	Montreal	Vancouver	Whistler
Context	Province	AB	ON	PQ	BC	BC
Champion	Municipality (M), Consultants (C) and/ or NGOs (N) and/ or Local Businesses (B)	M N	M	M	C	M N B
Frame	Time Horizon for Collaborative SD Strategy (years)	100	28	5	100	15 + 55
	Modeling – Backcasting (B)	B			B	B

(Adapted from: Clarke & Erfan, 2007: 17)

The pilot study enabled an initial exploration of collaborative regional sustainable development strategies in Canada; and the research questions in this dissertation were partially informed by its findings. For example, a clear need for more information about *implementation* was discovered, as the vast majority of material focused on *formulation*. The pilot study's empirical results were developed into a report for the Commission for Environmental Cooperation (Clarke, 2006) and published in Plan Canada (Clarke & Erfan, 2007), a peer-reviewed journal of the Canadian Institute of Planners. These publications increased the exposure of the research project, thus enabling easier access to interviewees for this larger study.

4.2 Part I – Census

4.2.1 Identifying Regions with CRSDSs

A census of Canadian regions with collaborative regional sustainable development strategies was conducted. In order to identify these regions, first, all of the organizations that work with regions on sustainable development strategies were identified (these are listed in Appendix I). This list was initially developed based on a phone conversation with Paul Gregory, the Community Outreach Officer at the Centre for Sustainable Community Development of the Federation

of Canadian Municipalities. Mr. Gregory identified the NGOs (both national and provincial), municipal associations (provincial), large consulting firms and federal government departments supporting the development of Integrated Community Sustainability Plans (ICSPs) and/or other regional sustainable development strategies by local governments. To triangulate these findings, a Google search for "Integrated Community Sustainability Plans" was conducted. This produced nine pages of results. Each result was explored to identify support organizations. Then, the websites for each support organization were explored to see if they contained content about other organizations. For example, in two instances the presentations from workshops were posted online and each of these presentations was made by a relevant support organization. By looking through these presentations, additional support organizations were identified. In addition, because the search described above focused on sources documented in English, links from the Guide for Local Agenda 21 website[27] were explored in order to identify organizations working in French – Canada's other official language.

Once the list of national and provincial support organizations was completed, each website was explored to find: 1) the list of regions that they supported; and 2) the name of any tools that they used in their support of regional sustainable development strategies. Based on this online search, tools with which each organization is working are listed in Appendix I; and tools used specifically for planning are listed in Appendix II. These two appendices were reviewed by John Purkis from The Natural Step Canada, an NGO which is a leading support organization in CRSDS formulation, to confirm their comprehensiveness. A list of regions with which the support organizations worked (and mentioned on their websites as of January 18, 2008), was then compiled. The information on each support organization's website was supplemented as needed with the region's website information to confirm whether: the region had in fact developed a

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[27] http://www.a21l.qc.ca/9623_fr.html

sustainable development strategy; and the strategy had in fact been developed through a collaborative process[28].

When selecting appropriate cases, it is important to have criteria (Yin, 2003). In order to qualify as a regional sustainable development strategy for this study, the Canadian region must have, as of March 1, 2008, *finalized* a document that: 1) included the words vision / imagine / future / long-term, sustainability, sustainable development, Agenda 21, community or equivalent in the title; 2) included a vision for a sustainable future; 3) addressed economic, social and ecological needs together; and 4) was region-wide (i.e., not a neighbourhood). In order to further qualify as a *collaborative* regional sustainable development strategy (CRSDS), the region needed to have a document that: 1) met all the criteria for a regional sustainable development strategy; 2) described a cross-sector roundtable, multi-organizational group, multi-sectoral community group, multi-organizational planning committee, partnership team or equivalent that led, or participated as a decision-maker, in the planning process (in other words, the strategy was not developed by only local government staff and counsellors; or the committee was not only advisory)[29]; and 3) included sustainability goals that were relevant for the different organizations within the geographic region (not just the local government's jurisdiction). These criteria ensured that included in the study were multi-organizational partnerships implementing a CRSDS, thus enabling the study of collaborative strategies and their implementation structures. In addition, these criteria are consistent with prior research on Local Agenda 21s (see Chapter 2, section 2.2. for more details), which will facilitate international comparisons in follow-up projects.

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[28] Based on the Guide for Local Agenda 21 website, a number of communities in the larger region of Joliette have adopted Agenda 21s. As these documents were not available online, phone calls were placed to the region. Phone calls to Sainte-Mélanie and Notre-Dame-de-Lourdes determined that these two regions have not completed a CRSDS. In addition, Jean-François Lévis from the MRC Joliette confirmed that none of the communities in Joliette have adopted CRSDS; for this reason Crabtree, Notre-Dame-de-Lourdes, Saint-Ambroise-de-Kildare, Saint-Paul, Saint-Pierre, Saint-Thomas, and Sainte-Mélanie were all removed from the short list.
[29] Okotoks, and many other regions, were removed from the short list because their strategies are not collaborative.

The 27 regions included in this study, i.e. that had adopted collaborative regional sustainable development strategies as of March 1, 2008, is presented below in Table 11. Please see Appendix I for an explanation of acronyms.

Table 11: List of Regions with Collaborative Regional Sustainable Development Strategies Adopted

#	Region	Province	Population[30]	Support Organizations
1	Antigonish (Town)	N.S.	4,236	FCM mention; TNS (ASCI); Union NS Municipalities link
2	Baie-Saint-Paul (Ville)	Quebec	7,288	LA21 Quebec (UQAC); RQVVS
3	Banff (Town)	Alberta	6,700	FCM award; Sheltair
4	Calgary (City)	Alberta	988,193	ICLEI member; ICSC member; FCM award; Pembina; global community initiative; Earth Charter; Envision; Footprint Network partner
5	Canmore (Town)	Alberta	12,039	ICSC member; TNS; Sheltair; AUMA spotlight; UMA
6	Claresholm (Town)	Alberta	3,700	UMA; AUMA (With TNS)
7	Gravelbourg (Town)	Sask.	1,089	FCM; Jacques Whitford
8	Hamilton (City)	Ontario	504,559	ICLEI; FCM runner up; Envision
9	Kitchener (City)	Ontario	204,668	ICLEI member;
10	Lavaltrie (Ville)	Quebec	12,120	LA21 Quebec (UQAC)
11	Maple Ridge (District Mun.)	B.C.	68,949	Smart Growth on the Ground; UBC
12	Montreal (City)	Quebec	1,620,693	ICLEI member: FCM award; Earth Charter (Saint-Laurent)
13	Olds (Town)	Alberta	7,248	TNS (with AUMA)
14	Oliver (Town)	B.C.	4,370	Smart Growth on the Ground; UBC
15	Perth (Town)	Ontario	5,907	FCM winner; Tunnoc Consulting
16	Revelstoke (City)	B.C	7,230	Sheltair (Community Action Plan); Mountain Labrynths Inc.
17	Rossland (City)	B.C	3,278	Sheltair
18	Saint-Félicien (Ville)	Quebec	10,477	LA21 Quebec (UQAC); RQVVS
19	Sherbrooke (Ville)	Quebec	147,427	Université de Sherbrooke
20	Sorel-Tracy (Ville)	Quebec	34,076	LA21 Quebec (UQAC)
21	Sudbury (Greater)	Ontario	157,857	ICLEI member; FCM award
22	Teslin (Village + Reserve)	Yukon	297	Yukon website; mentions TNS and Local planning group; INAC Northern CCP
23	Ucluelet (District Mun.)	B.C.	1,487	FCM award
24	Vancouver (CMA[31]) = Metro	B.C.	2,116,581	ICLEI member and GVRD; ICSC member; North Van. FCM runner up; Sheltair; Holland-Barrs; Envision; Fraser Basin
25	Waterloo (City)	Ontario	97,475	FCM runner-up
26	Whistler (District Mun.)	B.C.	9,248	ICSC member; TNS; FCM award x2; Sheltair; Holland-Barrs
27	York (Regional Mun.)	Ontario	892,712	ICLEI member; FCM award

[30] Based on Statistics Canada 2006 Census – Community Profiles
[31] CMA stands for Census Municipal Area

Excluded from this list are regions with "in progress" collaborative regional sustainable development strategies, as of March 1, 2008. In addition, First Nations communities were also excluded as they have different structures than non-native communities, particularly in terms of ownership structures and key organizational partners[32]. For a visual presentation of the location of the regions within a particular province and their clustering across Canada, see Figure 2.

Figure 2: Map of Canada with Census Regions Displayed

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[32] Excluding First Nations communities from this census was a very difficult decision as they should be a part of any Canada-wide census. Many Comprehensive Community Plans and other regional sustainable development strategies adopted by these communities fit all the criteria, though information about their strategies is harder to obtain. Before deciding to exclude First Nations communities, 13 communities were identified as having an appropriate document, and the list kept growing. Due to the different ownership structures (such as the community itself often own the local businesses), and the different partners (such as Indian and Northern Affairs Canada) which are external to the region as opposed to within the community, it was decided that the structures within these regions would be comparable to other cases only with much difficulty, as the partners, forms, and processes are so specific to the First Nations context. As a result, this PhD research is intended for generalization to non-First Nation specific contexts. While I strongly believe that no true census is complete without these communities, for the purpose of answering the research questions in this PhD thesis, they were excluded from the study.

This list was validated by contacting organizations from Appendix I to confirm the regions with which they worked; as well as whether each region had completed a CRSDS. During these conversations, informants were also asked if they knew of additional regions not included in my list[33]; no additional regions were identified. In addition to validating the relevant regions, the planning tools (described in Appendix II) were collected to determine if they contained information on proscribed structures for the implementation of CRSDSs[34]. The telephone and email scripts, as well as the interview guide for conversations with support organizations, are provided in Appendix III.

4.2.2 Data Collection for a Census of CRSDS Implementation Structures in Canada

After the list of regions was finalized, data was collected on each one, from both primary and secondary sources in order to facilitate triangulation later (Yin, 2003). Data was collected in English and/or French, depending on the region. Secondary documents and archival records of interest included reports produced as part of strategic planning, such as annual summaries of indicators and performance measures addressing achievement of collaborative goals, renewal documents, strategic plan document(s), minutes of meetings, newspaper articles, journal articles and website content. Documentation and archival data have the advantage of being stable, exact and unobtrusive (Yin, 2003).

Data collection initially relied on online documents, as much of the needed information was available on websites. If the online documents did not provide sufficient information, an interview was conducted and/or additional documents

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[33] This was done to see if there were perhaps more regions in Canada which had a CRSDS, but were not currently working with a support organization. As the Federation of Canadian Municipalities was considered a support organization, and their list of past FCM – CH2M HILL Sustainable Community Awards was reviewed for potential regions, this helped ensure the list was comprehensive.
[34] As the planning tools which were collected did not contain information proscribing structures for implementation, these are not discussed again.

were requested. The key informant for these interviews was the staff person who was responsible for the collaborative regional sustainable development strategy; this person was generally located within the municipality and their contact information was listed on their website. Interview methodology was chosen for this research project because of its advantages; interviews are useful when informants cannot be directly observed (Creswell, 1994), as was the case with this study. The interviewees provided historical information and the researcher controlled the line of questioning (Creswell 1994). Creswell (1994: 148) explains that "the idea of qualitative research is to purposely select informants (or documents or visual material) that will best answer the research question. No attempt is made to randomly select informants". See Appendix IV for the introduction email scripts and Appendix V for the interview guide. (Note that an interview guide was used instead of structured questions to enable more emergent conversation (Patton, 2002)). There was no compensation for participation, though an electronic copy of the completed thesis was promised upon request.

4.2.3 Data Analysis for Census of Structures in Canada

Data analysis was done simultaneously with data collection, reduction and display (Eisenhardt, 1989). Essentially, data analysis was done by comparing cases (Patton, 2002) through iterative tables and matrices (Eisenhardt, 1989). The last step was determining the archetypes (Bailey, 1994).

First, a case study database (Yin, 2003) was developed with all relevant documents, presentations, websites and interview transcripts; its contents were used to triangulate the results. See Appendix VI for a complete list of items in the case study database. A coding procedure was used to reduce the information. For each region, a large table with rows representing relevant structural components and subcomponents identified in the literature review, was filled out with qualitative data, thus creating "word tables that display data from the individual cases according to some uniform framework" (Yin, 2003: 134). Appendix VII displays a simplified version of the initial table used for reduction. The content for

each region was reviewed in a specific order, starting with the strategic plan, then other documents, web content, presentations, and finally the interviews. There was no contradictory information in the census. Simultaneously, the tools relating to each region were examined for their promotion of certain structures, and it was noted if the region followed this tool closely when implementing their CRSDS.

One CRSDS – Hamilton's Vision 2020 – required temporal bracketing (Langley, 1999) or periodization due to notable changes in its structure over time. Temporal bracketing "permits the constitution of comparative units of analysis for the exploration and replication of theoretical ideas" (Langley, 1999: 703). Hamilton had three structures in place during three distinct periods of its 16 years total of CRSDS implementation.

Further coding was done on the tables to inductively determine a limited set of categories for characterizing each subcomponent. For example, for the subcomponent on decision-making processes, CRSDS's were characterized as either centralized-collaborative (if multiple organizations worked together to make decisions about CRSDS implementation actions to be taken), centralized-government only (if only the government makes decisions about CRSDS implementation actions to be taken), or decentralized (if each partner organization makes their own decisions about CRSDS implementation actions to be taken). In addition, minor revisions were made to the framework of subcomponents based on inductive findings (Patton, 2002). The tables for each case were then further reduced and compiled into one large table, with one column per region (with the exception of Hamilton, which had three columns due to periodization, as noted above) and one row per subcomponent.

 Once the synthesized content was compiled into the large table, a classification scheme (i.e. a set of archetypes) for structures was then developed by inductive analysis. Miller (1996: 506) explains that "good typologies are more than anything products of inspired synthesis and a strong sense of conceptual

aesthetics. So there are no cookbooks for generating them". Generally the methodology uses a "Min-Max Rule" in which "[t]he goal of typology[35] construction is to construct a minimum number of types, each of which displays maximum homogeneity" (Bailey, 1973: 291). This was done in this study using a pragmatic reduction approach resulting in polythetic archetypes (where the greatest number of shared subcomponents is achieved, but not all members of the group possess identical features) (Bailey, 1973; Bailey, 1994). Structural archetypes were developed through cross-case comparisons of structural subcomponents by noting commonalities, clustering subcomponents into configurations with maximum homogeneity within each group, and combining as appropriate to achieve the minimum number of archetypes. This resulted in four archetypes.

Figure 3 summarizes the data collection and analysis for Part I, showing the steps that were taken after the list of regions and tools was finalized.

Figure 3: Data Collection, Reduction and Analysis Methodologies for Part I

Data Collection	Data Reduction	Data Analysis

Documents / Case
- Collaborative strategic plan
- Annual progress reports
- Renewal documents
- Meeting minutes
- Newspaper articles
- Website content
- Presentation content
- Other documents about CRSDS
- Tools used planning guide

Interviews / Case (if needed)
- Interview key staff persons responsible for CRSDS

Word Tables / Case
- Code data
- Reduce data into tables based on pre-determined subcomponents (from the literature)
- Add extra subcomponents from inductive analysis

Matrix
- Further reduce and combine all cases into one large table (generally one case / column)
- Determine archetypes

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[35] In 1973 when Bailey wrote this article, the term typology was used for both empirically derived and conceptually derived archetypes. Since, it is has become more common to use the term taxonomy to distinguish the empirically derived methodology.

4.3 Part II – In-depth Cross-Case Comparisons

Following Part I of this study, a sub-set of regions representing different archetypes was selected for in-depth analysis and cross-case comparison. This section outlines the criteria for choosing research the in-depth sites and details the data collection and analysis methodology.

4.3.1 Choosing Research Sites

As noted in the introduction, collaborative regional sustainable development strategies provide an opportunity for studying the implementation of cross-sector, multi-organizational, socially-oriented, collaborative strategies. They also tend to be well documented and accessible. When selecting appropriate in-depth cases, it is important to have criteria (Yin, 2003). Therefore, for this study, the criteria used to select the in-depth cases were: 1) the different archetypal structures were represented by the cases; 2) the CRSDS was considered successful as indicated by winning an international or national award (i.e., the Federation of Canadian Municipalities / CH2M HILL Sustainable Community Award in Planning, the Dubai International Award for Best Practices, or the International Sustainable Urban Systems Design award); 3) the CRSDS was adopted long enough ago for there to be a history of implementation (in other words, they were adopted in 2005 or before); 4) progress on the collaborative strategic plan outcomes had been documented (as indicated by at least two implementation reports), and sufficient information existed and was accessible. These criteria were selected in order to ensure that each archetypal structure would be studied (criterion one), the research question on advantages, disadvantages and tradeoffs would be answered by drawing uniformly on "successful" cases (criterion two), and completing the study would be feasible and practical (criteria three to five). The actual analysis for the selection of in-depth cases is presented later in Chapter 5. The resulting in-depth cases are: Whistler 2020; Montreal's Collective Sustainable Development Strategy; Hamilton's Vision 2020; and Greater Vancouver's cities[PLUS].

4.3.2 Data Collection for In-Depth Cases

Data collection and analysis for the four cases were conducted using a table similar to that used in Part I (see Appendix VII for the simplified version), but with more details on the structures and additional information about outcomes. Data collection focused on implementation and outcomes, while noting elements of CRSDS formulation and other contextual features. Based on an initial interview with the person responsible for the CRSDS, and information in the documentation, an initial list of key organizations and potential interviewees was compiled for each case; these lists snowballed to include additional interviewees (Patton, 2002). Interviews were conducted with key informants ensuring coverage of the implementation over time. Interviewees included people representing partner organizations; they were drawn from a range of organizational types (such as large businesses, small businesses, business associations, NGOs, municipal departments, universities, etc). For a full list of interviewees who agreed to be identified as participants in the study, along with a list of their organizational affiliation, see Appendix VIII. There are 18 interviewees regarding Whistler, 12 regarding Montreal, 16 regarding Hamilton, and 17 regarding Vancouver, for a total of 63 interviewees who agreed to be listed. Again, an invitation email (Appendix IX) was used, or introductions were made from a previous interviewee. Interviews were conducted in-person where feasible, or on the telephone if not. The in-person interviews were conducted at the interviewee's office or a location of their choosing (such as a coffee shop). The interview guide is included as Appendix X. Again, there was no compensation and they have been offered an electronic copy of the completed thesis.

Inherent in using interviews is that there can be some drawbacks, though steps were taken to minimize these. Not all the key informants were available during the week of in-person interviews. If the person was not available during that window of time, then a phone interview was instead scheduled based on their schedule. Only one really key interviewee initially agreed to be interviewed, and then later declined. This limitation was addressed by adding other interviewees

with similar knowledge instead. Other drawbacks of interviews are that: they provide indirect information filtered through the interviewees' views; they provide information in a designated place as opposed to a field setting; the researcher's presence may bias responses; and not all people are equally articulate and perceptive (Creswell 1994). Social desirability bias was avoided through the wording of questions, and participants were offered anonymity in their responses if they so desired. Also, interviews used a guide instead of structured questions to enable emergent and deeper conversations.

Additional documents were collected throughout these interviews to complete the tables. These included internal documents (project plans, corporate sustainability strategy, job descriptions, etc.) and external sources of information (association newsletters and other publications focusing on these cases). All the documents, presentations, and websites collected for the in-depth cases were included in the case study database, and are listed in Appendix VI.

Depending on the type of secondary data, it could also be biased; this was considered while doing analysis. In some cases certain subcomponents were not well documented (which limited triangulation), documents were not available, or interviewees were not knowledgeable about that topic (which limited what could be learned). While this created minor gaps in the information desired, sufficient data was collected to complete the analysis.

Besides the data collected on the structural components and subcomponents for each in-depth case, additional information about the context, outcomes and perceived advantages and disadvantages was also collected. Context data was collected from Statistics Canada's 2006 census information, and from documents for each in-depth case.

Organizational and plan outcomes were selected for study due to their relevance to practitioners and potential to contribute to theory[36]. Information about organizational outcomes was collected as part of the interviews, along with perceived advantages and disadvantages of the structures. Information about plan outcomes and their relative improvement were based on reports produced by each region. Two specific issues – greenhouse gas (GHG) emissions and air quality – were emphasized. These two issues were chosen because they were regionally monitored in all four in-depth cases using a relatively standardized quantitative methodology. This made them comparable across cases. Other potential issues were not consistently included in all the CRSDSs, and there were no common indicators between regions. In addition, the issues chosen also have distinct features which could be drawn upon to improve theorizing on advantages and disadvantages of different structures: both topics require multiple organizations from different sectors to engage if plan outcomes are to be achieved.

4.3.3 Data Analysis for In-Depth Cases

Data analysis was done simultaneously with data collection, reduction, display and narrative report writing (Eisenhardt, 1989). As with Part I, data analysis was done by comparing cases (Patton, 2002) through iterative tables and matrices (Eisenhardt, 1989). A visualization of this cross-case comparison is presented in Figure 4. Note that Case 1 in this figure represents Hamilton's Vision 2020, which has three temporal brackets, each representing a different structure, while Cases 2, 3, and 4 have but one temporal bracket.

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[36] Information about action outcomes, process outcomes, and personal outcomes was not collected as such. It was determined that they are outside the boundaries of this study. Personal outcomes are the results for the individuals involved, and would have required a completely different approach. Action outcomes and process outcomes are documented to some extent in the case descriptions, but determining a means of evaluating them was beyond this study, so currently they are not in a form that is comparable. Also, as there was no means of evaluating them developed, there was also no assurance that the appropriate data was collected to allow for such an analysis

Figure 4: Temporal Brackets and Cross-Case Comparisons

Hamilton (1992-1998; 1999-2003; 2003-2009)   Whistler   Montreal   Greater Vancouver
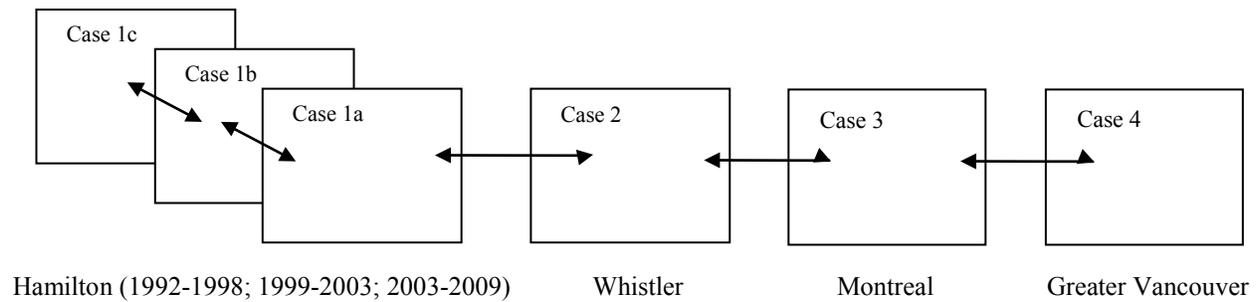
Data Reduction and Configurations

A coding procedure was used to reduce the information. For each in-depth case, the tables from the census were expanded with additional content; and subcomponents were added inductively when needed (Patton, 2002). A case summary was written for each of the in-depth cases, and is included in this dissertation. Quotations and interviewee attributions in the case summary were checked by the appropriate interviewee for accuracy and permission was given for their usage. Some interviewees preferred that a particular attribution or quotation remain anonymous, so a key was developed to hide identity but ensure traceability by the researcher; for example, one anonymous interviewee was referenced as "Whistler Interviewee 10". The tables from each case were then compiled into one larger table of the in-depth cases, with one column per case. Once the larger table was filled in with synthesized content, the various structures were re-examined and refined. The analysis was a highly iterative procedure (Patton, 2002), evolving as patterns emerged.

Plan Outcomes and Organizational Outcomes

Googins and Rochlin (2000) note the need for more research on how to measure the results of a partnership. Namely, they suggest research on the question: through what means are outcomes and impacts of partnerships evaluated for the participating organizations? When coding the raw data for each of the in-depth cases, data addressing plan outcomes on GHG emissions and air quality, as well

as data addressing organizational outcomes, were also explicitly coded. These were compiled separately for each case, based on outcome type, and, for organizational outcomes, also based on organizational type.

For organizational outcomes, responses were clustered into seven different categories. For each different type of organization (private sector, government, NGO, etc), the number of responses in each of the seven categories was noted for each case. These were then aggregated across organizational types. A cross case comparison was conducted based on which organizational outcomes had the most and least responses in each case, therefore controlling for the different number of responses in each case. Each structure was rated then as low, medium or high on each of the organizational outcomes, producing a process-outcomes matrix (Patton 2002).

For each of the plan outcomes (GHG emission reductions and air quality), a short summary was written highlighting the relevant content from the CRSDS, the related initiatives, the results, and the trend over time. Additional online data was collected if needed to fill in any gaps. Then a cross-case comparison was conducted between regions based on the quantitative results and trends. Following Hardy et al. (2003), each structure was rated as low, medium or high on each of the two plan outcomes, based on their progress towards their goal for that topic, i.e. less GHG emissions and improved air quality. Patton (2002) calls this a process/outcomes matrix.

Perceived Advantages, Disadvantages and Tradeoffs

When coding the raw data for each of the in-depth cases, the perceived advantages and disadvantages were also coded. These were compiled separately for each case, using the language of the interviewee. These were reduced by presenting them in relation to the structural subcomponents in each of the in-depth cases, using different symbols to distinguish when interviewees mentioned the structural

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subcomponent as an advantage as compared to a disadvantage. Tradeoffs were also indicated; and cross-case comparisons were conducted.

Theory Building, and Final Advantages, Disadvantages, and Tradeoffs

Following the data collection, reduction and analysis, theory building was done by iterating between the empirical material, the literature and the research questions. "An essential feature of theory building is the comparison of the emergent concepts, theory, or hypothesis with the extant literature. This involves asking what is this similar to, what does it contradict and why" (Eisenhardt, 1989: 544). This enfolding of the findings with the existing literature (Eisenhardt, 1989) occurred throughout the entire analysis, but particularly at this final stage. Creswell states that "in case studies once the patterns are found in data reduction, then 'explanation building' begins" (Creswell 1994: 157). This allows the researcher to 'elucidate meanings' (Patton, 2002). In this way, criteria for evaluating CRSDS implementation structures were developed; and the advantages, disadvantages and tradeoffs of each archetypal structure were determined in relation to organizational and plan outcomes, as well as to some practical considerations.

Figure 5 displays the data collection and analysis methodologies for Part II of the research project.

Figure 5: Data Collection, Reduction and Analysis Methodologies for Part II

Data Collection

Documents / Case
Additional documents not collected in Part I such as:
- Internal documents (project plans, corporate strategy / partner organization (if relevant), job descriptions)
- External documents (association newsletters and other publications about these cases)

Interviews / Case
Interview up to 20 partners, past and present, from different sectors

Data Reduction

Word Tables / Case (Structure)
- Code new primary and secondary data for structures
- Reduce data into word tables from Part I
- Add extra subcomponents from inductive analysis
- Re-examine and refine archetypes

Word Table / Case (Outcome Types)
- Code all data for plan and organizational outcomes
- Inductively determine types of organizational outcomes

Data Analysis

Larger Table
- Add in-depth cases to one table (1 archetype / column)
- Add plan outcomes to the appropriate column
- Rate each archetype as low, medium or high on each plan & organizational outcome

Process / Outcome Matrix
- Display findings in a figure
- Determine advantages, disadvantages, and tradeoffs of each archetype
- Build theory to explain the mechanisms underlying the advantages and disadvantages in relation to existing literature

4.4 Considerations of Validity and Reliability

Throughout the research, steps were taken to increase the validity and reliability of the study. Construct, internal and external validity, as well as reliability, are discussed in this sub-section.

To have *construct validity* means "establishing correct operational measures for the concepts being studied" (Yin, 2003, p. 34). For this study, an extensive literature review was conducted and structural components and subcomponents, as well as how these have been operationally measured in prior studies, were determined. This allowed for data to be collected on specific structural subcomponents consistently across all CRSDSs; and for coding to be done consistent with prior operationalizations of key concepts. Yin (2003) states that tactics to increase construct validity are: using multiple sources of evidence; and establishing a chain of evidence. Multiple sources of evidence during the data

collection were part of this research design and allowed for triangulation of information. By compiling a case study database (Yin, 2003) and conducting the analysis through iterative tables and matrices (Eisenhardt, 1989), the chain of evidence was maintained and made transparent. Extensive referencing was done in the case descriptions to ensure traceability of content.

To have *internal validity* means "establishing a causal relationship, whereby certain conditions are shown to lead to other conditions, as distinguished from spurious relationships" (Yin, 2003, p. 34). Yin (2003) explains that this is done in data analysis through pattern-matching and explanation-building. This research design uses iterative tables and matrices as part of the pattern-matching and explanation-building (Eisenhardt, 1989). The final stage of explanation-building on the relationships between structures and outcomes, and on the disadvantages and advantages of each structure, searched for evidence of "why" (Eisenhardt, 1989). Inferences are clearly indicated as such, with rationales offered along with evidence.

To have *external validity* means "establishing the domain to which a study's findings can be generalized" (Yin, 2003, p. 34). Yin (2003) explains that this can be achieved by using existing theory to guide data collection and analysis in single-case studies, and also by using replication logic through multiple-case studies. Both approaches were used in this research design. In addition, explanation-building, conducted at the end of the study, also involved comparison with existing literature (Eisenhardt, 1989). Nonetheless, case study research does have limitations, and these are discussed near the end of the dissertation. Also, care has been taken in making claims about the generalizability of findings.

Reliability means "demonstrating that the operations of a study – such as the data collection procedures – can be repeated, with the same results" (Yin, 2003: 34). Yin (2003) suggests using a case study protocol and having a case study database. This research used a case study database where a hard copy of all the raw data,

explicit notes about methods and specific analysis steps (the tables and matrices) were assembled and stored. Interviews were recorded, and transcripts were made and included in the data base. A list of documents and interviewees was also maintained and included in the dissertation as an appendix. In addition, as part of the report writing, each interviewee was requested to review and approve the quotations and attributions to ensure accuracy.

4.5 Ethical Considerations

McGill University has a Policy on the Ethical Conduct of Research Involving Human Subjects[37], which is complemented by a process for ethics approval. This research project was approved by the Research Ethics Board I. The explanation of ethical considerations is included in Appendix XI, the transcriber confidentiality agreement in Appendix XII, and the interviewee consent form in Appendix XIII.

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[37] For more information on the Ethics process at McGill University see:
http://www.mcgill.ca/researchoffice/compliance/human/

5.0 Part I Results - Census

This chapter presents the results of the census; it shows CRSDS implementation structures of 27 Canadian regions. Data from each region was organized according to the framework for characterizing collaborative implementation structures developed from the literature review, coded and reduced into a table with one column per region and one row per structural subcomponent. The table contents were then further analyzed to identify clusters of subcomponents that appeared to vary together. From this analysis, four archetypal structures, i.e. four recurring configurations of structural subcomponents, being used to implement collaborative regional sustainable development strategies in Canada were identified, thus addressing the first research question:

> *RQ1: What are the different structures being used to implement collaborative regional sustainable development strategies in Canada?*

The final section, 5.4, presents and justifies the logic for selecting regions for in-depth case studies used to address the second research question.

5.1 Categories for Data Reduction

As noted earlier, while data was collected using a pre-determined framework which resulted from a review of the literature, the data analysis methodology employed allowed for inductive revisions to the overall set of subcomponents as well as the possible categorizations of a region for a given subcomponent. Analysis of the empirical data did result in minor modifications to the framework for characterizing collaborative implementation structures (discussed below); the final framework is shown in Table 12.

Table 12: Framework for Characterizing Collaborative Implementation Structures: Components, Subcomponents and Possible Categories

Component	Subcomponent	Possible Categories	Criteria
Partners	**Lead Organization(s) (i.e., coordinating organizations)**	Government (local)	Town, city, or municipality
		Government (regional)	Regional government (made up of local governments)
		NGO	Non-governmental organization
		Mixed	Multiple organizations of different organizational types (government, NGO and/or private sector)
	Number of Partners (during implementation)	Small	1-15 partners
		Medium	16-50 partners
		Large	51+ partners
	Engagement with the Collaborative Strategy by Partners (during implementation)	Depth of Involvement – Deep	Whole organization is involved (for all partners)
		Depth of Involvement – Shallow	Part of the organization, such as one department, is involved (for all partners)
		Depth of Involvement – Various	Depends on which organization is considered if the depth of involvement is deep or shallow
		Scope of Involvement – Broad	All partners involved in most issue areas
		Scope of Involvement – Narrow	All partners involved in specific issue areas
		Scope of Involvement – Various	Depends on which organization is considered if the scope of involvement is broad or narrow
Forms of Implementation (Orchestrating arrangements used for Implementation)	**Full Partnership Level**	Organization	Formal organization is created for CRSDS and oversees implementation
		Committee(s)	Formal committee(s) with organizational partners under any name, such as alliance, task force, working group, etc.
		Informal interactions	Informal interactions between all the partners, such as at a networking event for the CRSDS
		None	No interactions between all partners on the CRSDS implementation
	Joint Project(s) Level	Organization	Formal organization is created for a CRSDS issue and oversees implementation relevant to that issue
		Committee(s)	Formal issue-based committee(s) with a sub-set of organizational partners under any name (such as working group, task force, etc)
		Informal interactions	Informal interactions between a sub-set of the partners, such as at a networking event on a specific CRSDS issue.
		None	No interactions between any partners on the CRSDS implementation
	Individual Partner(s) Level	Yes – Many partners	Partner organizations implement the CRSDS in and through their own organizations
		Government(s) only	The only organization(s) implementing the CRSDS is/are the government(s)

Processes	**Decision-making (for selecting implementation actions)[38]**	Centralized – collaborative	Collaborative implementation decisions
		Centralized – government only	Local or Regional government retains all decision-making
		Decentralized	Each partner conducts their own decision-making
	Communication and Information	Centralized – collaborative	Formal communication with partners on CRSDS and including partner's content
		Centralized – government only	Formal communication within only the government about the CRSDS
		Informal	No formal communication or information systems about the CRSDS
	Monitoring and Evaluation	Centralized - collaborative	Reports are developed from region wide content
		Centralized – government only	Reports are developed from only government content
		Decentralized	Each partner does their own reporting
		None (or planned for the future)	No reporting is done about the CRSDS implementation
		Renewal process / No renewal planned	Formal CRSDS renewal process exits or is planned; or no renewal process is planned
Context	**Partnership Formation & Form used for Collaborative Strategic Plan Formulation**	Organization	New organization is created to oversee formulation
		Committee(s)	Committee(s) made up of organizational partners with a role to oversee the whole CRSDS formulation
		Informal interactions	Informal interactions between partners
	Collaborative Strategic Plan Formulation Process	Formal	A formal process was followed to formulate the CRSDS
		Informal	No formal process was followed to formulate the CRSDS
		Local	Formulation was done by local organizations
		External	External consultant(s) or other non-local organizations formulated the strategic plan
		Local + external	Both local and external organizations formulated the strategic plan
		Short-term; Medium-term; or Long-term	Time horizon of CRSDS: short (1-10 years); medium (10-30 yrs); long (30+ yrs)
	Legal Framework and Regulations	Provincial mandated plan / ICSP / Provincial links/ None	The CRSDS is the provincially mandated official plan; the CRSDS is the federally required Integrated Community Sustainability Plan (ICSP); the CRSDS directly informed content for the provincially mandated official plan; or not related at all
	Support Organization(s)	Acronym of Organization(s)	The support organization (listed in Appendix I)
	Size of Region	Population	Population in 2006 census from Statistics Canada. Small = under 50,000; Medium = 50,000 to 600,000; and Large = 600,000+

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[38] For the purpose of this study, decision-making is not defined as the oversight of the implementation process, but rather as the determination of implementation actions to be implemented and by whom (i.e., by joint projects, by a focal organization, or by the organizations themselves).

		Other services; Business services; Retail trade; Health care & other services; etc.	Top two industries in 2006 census from Statistics Canada, using Statistics Canada's categories
	Top Industries		

Compared to the framework from the literature review in Chapter 3, only five minor modifications were made to better reflect the empirical reality. First, the subcomponent 'full partnership level' was split into two subcomponents; one for 'partnership formation & collaborative strategic plan formulation' and one for 'full partnership level implementation'. The reason is that in many cases the form put in place at the full partnership level during the collaborative strategic plan formulation stage differs from that put in place at the full partnership level during implementation. The 'partnership formation and collaborative strategic plan formulation form' subcomponent was then moved to the context section as the structure framework is focused on implementation only. Second and third, the subcomponents of 'key partners' and 'roles' in the component 'partners' have also been modified to 'number of partners' and 'lead organization' respectively. The reason is that the methodology for the census did not go deep enough to determine whether key partners were included; instead, the number of partners was identified as a subcomponent which varied between regions. Also, the roles of partners varies based on the number of partners and the rest of the structure, but what instead emerged as interesting was the type of organization(s) which led implementation of the CRSDS (i.e., the lead organization(s)). Fourth, a new level of analysis – " joint project(s)" – was added; these are initiatives by a subset of partners. Fifth, situational considerations of potential relevance were identified as legal framework and regulations, support organizations, size of region and top industries. These modifications to the subcomponents, and the final categorization of the subcomponents, are examined in more detail in the discussion (Chapter 10).

5.2 Regions and Subcomponents

Information about the collaborative implementation structures being used in the 27 Canadian regions is displayed in Table 13.

Table 13: Results of Part I: Regions and Subcomponents

Name of Region		Antigonish (Town)	Baie-Saint-Paul (Ville)	Banff (Town)	Calgary (City)	Canmore (Town)
Strategy		2020 Foresight & Framework	Agenda 21 – Stratégie de développement durable et Plan d'action	Community Plan	Imagine Calgary - Plan for Long Range Sustainability	Mining the Future
Year Adopted		2007	2006	1998, 2007	2006	2006
Tool Used		TNS; EcoFootprint; 5 Capitals	RAREE	-	EarthCAT	TNS
Component	Subcomponent					
Partners	Lead Organization(s)	NGO	Local gov.	Local gov.	Local gov.	NGO
	Number of Partners	Medium	Small	Small	Large	Small
	Engagement – Depth / Scope	Deep / various	Deep/ broad	Deep/ broad	Various/ various	Deep/ broad
Implementation Forms	Full partnership level	Organization	Committee	None	Committees	Committee
	Joint Project(s) Level	Informal interactions	None	Informal interactions	Informal interactions	Informal interactions
	Individual Partner(s) Level	Yes	Yes	Government only	Yes	Yes
Process & Systems	Decision- making	Decentralized	Centralized - collaborative	Centralized – government only	Decentralized	Decentralized
	Communication & Information	Centralized - collaborative	Centralized – government only?	Centralized – government only	Centralized - collaborative	Informal
	Monitoring & Evaluation	Decentralized / no renewal planned	Centralized – government only? (planned) / no renewal planned	Centralized – government only (planned) / renewed at 10 years (planned for 5 years)	Decentralized / renewal process is planned	Decentralized / renewal process is planned
Context	Formation & Formulation Form	Committee	Committees	Committee	Committees	Informal interactions
	Strategic Plan Formulation Process	Formal/ local/ medium-term	Formal/ local/ short-term	Formal/ local + external/ internal/ short-term?	Formal/ local / long-term	Formal/ local / medium-term
	Legal Framework & Regulations	ICSP linked	None	Provincial plan + ICSP	None	Provincial plan links + ICSP
	Support Organization(s)	TNS (ACSI)	CQDD; UQAC; RQVVS	None	Plus network; ICLEI; GCI; Envision	TNS;AUMA; Plus network; Sheltair
	Size of Region	4,236	7,288	6,700	988,193	12,039
	Top Industries	Other services / retail trade	Other services / health care & social services	Other services / retail trade	Business services / other services	Other services / business services

Name of Region		Claresholm (Town)	Gravelbourg (Town)	Hamilton (City) (1992 – 1998)	Hamilton (City) (1999 – 2003)	Hamilton (City) (2004 – 2009)
Strategy		Municipal Sustainability Plan	Development of Sustainable Development Strategy	Vision 2020	Vision 2020	Vision 2020
Year Adopted		2008	2003	1992	1992	1992
Tool Used		AUMA	-	-	-	-
Component	Subcomponent					
Partners	Lead Organization(s)	Local gov.	Local gov.	Local gov.	NGO	Local gov.
	Number of Partners	Small	Small	Small	Large	Small
	Engagement	Various/ narrow	Shallow/ various	Deep/ broad	Deep/ various	Deep / broad
Implementation Forms	Full Partnership Level	None	None	Informal interactions	Organization	None
	Joint Project(s) Level	None	None	Organizations	Organizations & Committees	Organizations
	Individual Partner(s) Level	Government only	Government only	Government only	Yes	Government only
Process & Systems	Decision-making	Centralized – government only	Centralized - government only	Centralized – government only	Centralized - collaborative	Centralized – government only
	Communication & Information	Centralized – government only	Informal	Centralized - collaborative	Centralized - collaborative	Centralized - government only
	Monitoring & Evaluation	None/ no renewal process	None/ No renewal process	Centralized – government only / renewal process	Centralized – government only / renewal process	Centralized – government only / renewal process
Context	Formation & Formulation Form	Committee	Committee	Committee	Committee	Committee
	Strategic Plan Formulation Process	Formal/ local + external/ medium-term	Formal / external / short-term	Formal / local/ medium-term	Formal / local/ medium-term	Formal / local/ medium-term
	Legal Framework & Regulations	ICSP	None	None	None	None
	Support Organization(s)	TNS; AUMA; UMA	Jacques Whitford; FCM	None	ICLEI	None
	Size of Region	3,700	1,089	504,559	504,559	504,559
	Top Industries	Health care & social services / other services	Other services / manufacturing	Other services/ manufacturing	Other services/ manufacturing	Other services/ manufacturing

Name of Region		Kitchener (City)	Lavaltrie (Ville)	Maple Ridge (District)	Montreal (Metro)	Olds (Town)
Strategy		Plan for a Healthy Kitchener	Projet de territoire	Community Concept Plan	Strategic Plan for Sustainable Development	Strategic Sustainability Plan
Year Adopted		2007	2006	2005	2005	2008
Tool Used		-	-	SGOG	-	TNS + AUMA
Component	Subcomponent					
Partners	Lead Organization(s)	Local gov.	Local. gov.	Local gov.	Mixed	Mixed
	Number of Partners	Small	Small	Medium	Large	Small
	Engagement	Shallow/narrow	Shallow/ various	Various/ various	Various/ narrow	Deep/ broad
Implementation Forms	Full Partnership Level	Committee	Committee	None	Committees	Committee
	Joint Project(s) Level	Committees	None?	None	Informal interactions	Committees (planned)
	Individual Partner(s) Level	Government only	Government only	Government only	Yes	Yes
Process & Systems	Decision-making	Centralized – government only	Centralized - collaborative	Centralized-government only	Decentralized	Centralized - collaborative
	Communication & Information	Centralized – government only	Centralized – government only	Centralized – government only	Centralized - collaborative	Centralized – collaborative (planned)
	Monitoring & Evaluation	Centralized – Government only / no renewal process?	Centralized – Government only / no renewal process?	None/ no renewal process	Centralized – collaborative / renewal process	Centralized – collaborative (planned)/ renewal process
Context	Formation & Formulation Form	Committees	Committees	Committee	Committees	Committee
	Strategic Plan Formulation Process	Formal/ local/ medium-term	Formal/ local/ short-term?	Formal/ local + external / medium-term	Formal/ local/ short-term	Formal/ local/ medium-term
	Legal Framework & Regulations	None	None	Provincial plan links	Provincial links	ICSP; Provincial plan links
	Support Organization(s)	ICLEI?	RQVVS; UQAC	Sheltair; SGOG; UBC	ICLEI	TNS; AUMA
	Size of Region	204,668	12,120	68,949	1,620,693	7,248
	Top Industries	Manufacturing / business services	Manufacturing / other services	Other services / business services	Business services / other services	Other services / agriculture & other resource industries

Name of Region		Oliver (Town)	Perth (Town)	Revelstoke (City)	Rossland (City)	Saint Félicien (Ville)
Strategy		Concept Plan	Strategic Plan	Community Development Action Plan	Visions to Action - Strategic Sustainability Plan	Agenda 21 local – Plan d'action
Year Adopted		2007	1995, 2004	1994, 2001, 2007	2008	2007
Tool Used		SGOG	-	-	-	Agenda 21 local
Component	Subcomponent					
Partners	Lead Organization(s)	Local gov. + regional gov.	Mixed	Local gov.	Local gov.	Local gov.
	Number of Partners	Small	Small	Medium - Large	Large	Medium
	Engagement	Various/ various	Shallow/ narrow	Various/ various	Various/ various	Various/ various
Implementation Forms	Full Partnership Level	None	None?	Informal interactions	Informal interactions	Committee
	Joint Project(s) Level	None	None	Committees	Committees (planned)	None
	Individual Partner Impl.	Government only	Government only	Yes	Yes	Yes
Process & Systems	Decision-making	Centralized-government only	Centralized–government only	Centralized - collaborative	Centralized - collaborative	Centralized - collaborative
	Communication & Information	Centralized–government only ?	Informal	Centralized - collaborative	Centralized - collaborative	Centralized - collaborative
	Monitoring & Evaluation	Centralized–government only ? (planned)/ no renewal process	None/ no renewal planned	Centralized – collaborative / renewal process	Centralized – collaborative (planned) / renewal process	Centralized – collaborative (planned) / renewal process
Context	Formation & Formulation Form	Committees	Committee	Committee	Committees	Committees
	Strategic Plan Formulation Process	Formal/ local + external/ long-term	Formal/ external/ short-term	Formal/ local/ short-term	Formal/ local + external/ medium-term	Formal/ local + external/ short-term
	Legal Framework	None	None	None	Provincial plan links	None
	Support Organization(s)	SGOG; UBC; RI	Tunnoc Consulting	Mountain Labrynths; Sheltair	Sheltair	UQAC; CQDD; UQAM; CREM
	Size of Region	4,370	5,907	7,230	3,278	10,477
	Top Industries	Other services / health care & social services	Other services / health care & social services	Other services / business services	Other services/ manufacturing	Other services/ manufacturing

Name of Region		Sherbrooke (Ville)	Sorel Tracey (Ville)	Sudbury (Greater)	Teslin (Village & Reserve)	Ucluelet (District)
Strategy		Politiques de développement durable	Agenda 21 local – Un plan d'action	EarthCare Sudbury – Local Action Plan	Our Bridge to the Future - ICSP	Official Community Plan
Year Adopted		2005	2006	2003	2007	2004
Tool Used		-	Agenda 21 local	-	TNS / Yukon gov. ICSP	
Component	Subcomponent					
Partners	Lead Organization(s)	Mixed	Local gov.	NGO	Local gov. + First Nation gov.	Local gov.
	Number of Partners	Small	Medium	Large	Small	Small
	Interactions	Deep/ broad	Various / various	Various/ various	Deep/ broad	Various/ broad
Implementation Forms	Full Partnership Level	None	Committees	Organization	None	None
	Joint Project(s) Level	Informal interactions	None?	Informal interactions	Informal interactions	Committee
	Individual Partner(s) Level	Yes	Yes	Yes	Yes	Government only
Process & Systems	Decision-making	Decentralized	Decentralized	Decentralized	Decentralized	Centralized– government only
	Communication & Information	Informal	Centralized-collaborative	Centralized - collaborative	Informal	Informal
	Monitoring & Evaluation	Decentralized/ no collaborative renewal process?	Centralized - collaborative / renewal process	Centralized – collaborative / renewal process	None? / no renewal process	None/ no renewal planned
Context	Formation & Formulation Form	Informal interactions	Committees	Organization	Committee	Committee
	Strategic Plan Formulation Process	Informal/ local/ medium-term?	Formal/ local + external/ medium-term	Formal/ local/ medium-term?	Formal /local/ short-term	Formal/ local + external/ med.-term?
	Legal Framework	Provincial links	Provincial links	Provincial plan links	ICSP	Provincial plan
	Support Organization(s)	None	UQAC; CQDD; UQAM; CREM	ICLEI	TNS; Yukon government	Malaspina University
	Size of Region	147,427	34,076	157,857	297	1,487
	Top Industries	Other services/ manufacturing	Manufacturing / other services	Other services / business services	Other services / educational services	Other services / business services

Name of Region		Vancouver (Metro)	Waterloo (City)	Whistler (District)	York (Region)
Strategy		A Sustainable Urban System: The Long-term Plan	Imagine Waterloo	Whistler2020	Sustainability Strategy
Year Adopted		2003	2001	2004	2007
Tool Used		cities^{PLUS}	-	TNS	-
Component	Subcomponent				
Partners	Lead Organization(s)	Mixed	Local gov.	Local gov.	Regional gov.
	Number of Partners	Small	Medium	Large	Small
	Engagement	Various/ various	Shallow/ various	Various/ various	Various/broad
Implementation Forms	Full Partnership Level	None	None	Informal interactions	None
	Joint Project(s) Level	Informal interactions	Informal interactions	Committees	Committees
	Individual Partner(s) Level	Yes	Government only	Yes	Governments only
Process & Systems	Decision-making	Decentralized	Centralized – government only	Centralized - collaborative	Centralized – government only
	Communication & Information	Informal	Informal	Centralized - collaborative	Centralized – government only
	Monitoring & Evaluation	Decentralized/ no renewal process	None/ no renewal process	Centralized – collaborative / renewal process	Centralized – government only/ renewal process?
Context	Formation & Formulation Form	Informal interactions	Informal interactions	Informal interactions	Committee
	Strategic Plan Formulation Process	Formal/ local + external/ long-term	Formal/ local/ medium-term	Formal/ local/ long-term	Formal/ local/ medium-term
	Legal Framework & Regulations	None	None	Provincial plan links	None
	Support Organization(s)	Sheltair; Plus Network; UBC	None	TNS; Plus Network; Sheltair; Holland-Barrs	ICLEI; TNS
	Size of Region	2,116,581	97,475	9,248	892,712
	Top Industries	Business services / other services	Business services / manufacturing	Other services / business services	Business services / other services

As noted earlier, Hamilton has three columns because three different time brackets are used to display the three different structures used at different periods during the implementation of Hamilton's CRSDS. The following table summarizes the frequency counts for each of the categories within each of the subcomponents. Each frequency count is based out of 29 (thus including 27 regions + two extra time frames for Hamilton), with the exception of the year first adopted, which is based out of 27 regions.

Table 14: Frequency Counts of Subcomponent Categories in Census

Component	Subcomponent	Possible Categories	Frequency (/29)
Year First Adopted		1992 (1/27); 1994 (1/27); 1995 (1/27); 1998 (1/27); 2001 (1/27); 2003 (3/27); 2004 (2/27); 2005 (3/27); 2006 (5/27); 2007 (6/27); 2008 (3/27)	
Tool Used		TNS (5/29); Agenda21 local (2/29); AUMA (2/29); SGOG (2/29); 5 Capitals (1/29); cities[PLUS] (1/29); EarthCAT (1/29); EcoFootprint (1/29); Yukon gov. (1/29)	
Partners	**Lead Organization(s)**	Government (local, regional or First Nation)	20
		NGO	4
		Mixed	5
	Number of Partners (during implementation)	Small	17
		Medium	5
		Large or Medium-Large	7
	Engagement with the Collaborative Strategy by Partners (during implementation)	Depth of Involvement – Deep	10
		Depth of Involvement – Shallow	6
		Depth of Involvement – Various	13
		Scope of Involvement – Broad	10
		Scope of Involvement – Narrow	3
		Scope of Involvement – Various	16
Implementation Forms	**Full Partnership Level**	Organization	3
		Committee(s) or Committees + Informal interactions	10
		Informal interactions	3
		None	13
	Joint Project(s) Level	Organization or Organizations + Committees	3
		Committee(s)	7
		Informal interactions	10
		None	9
	Individual Partner(s) Level	Yes	16
		No: Government(s) only	13
Processes	**Decision-making**	Centralized – collaborative	8
		Centralized – government only	12
		Decentralized	9

	Communication and Information	Centralized – collaborative	12
		Centralized – government only	9
		Informal	8
	Monitoring and Evaluation	Centralized - collaborative	8
		Centralized – government only	9
		Decentralized	5
		None (or planned for the future)	7
		Renewal process	15
		No renewal planned	14
Context	**Partnership Formation & Formulation Form**	Organization	1
		Committee(s)	23
		Informal interactions	5
	Strategic Plan Formulation Process	Formal	28
		Informal	1
		Local	18
		External	2
		Local + external	9
		Short-term	9
		Medium-term	16
		Long-term	4
	Legal Framework and Regulations	Provincial plan (1/29); Provincial links (7/29); ICSP, ICSP linked, or ICSP + Provincial plan links (6/29); None (15/29)	
	Support Organization(s)	TNS (7/29); ICLEI (6/29); Sheltair (6/29); None (5/29); Plus Network (4/29); UQAC (4/29); AUMA (3/29); CQDD (3/29); UBC (3/29); CREM (2/29); RQVVS (2/29); SGOG (2/29); UQAM (2/29); Envision (1/29); FCM (1/29); GCI (1/29); Holland-Barrs (1/29); Jacques Whitford (1/29); Malaspina U (1/29); Mountain Labrynths (1/29); Tunnoc Consulting (1/29); UMA (1/29); RI (1/29); Yukon gov (1/29)	
	Size of Region	Small (17/29); Medium (8/29); Large (4/29)	
	Top Industries	Other services (20/29); Business services (5/29); Manufacturing (3/29); Health care & social services (1/29)	

It can be seen from Table 14 that the collaborative implementation structures being used to implement CRSDSs in Canada vary significantly, with each structural subcomponent showing variation. The most common type of lead organization in Canadian CRSDS's is government (20/29). Most Canadian CRSDS's consist of a small (i.e. < 16) number of partners (17/29); and the depth and scope of a partner's engagement typically varies (13/29 and 16/29 respectively) among partners rather than being uniformly deep or shallow in depth or uniformly broad or narrow in scope. Collaborative strategic plan formulation is most often carried out by committees at the full partnership level (23/29), but the specific forms (i.e. arrangements) put in place at the full

partnership level during implementation are notably different: full partnership committees (i.e. those which include *all* partners) account for only about 1/3 (i.e. 10/29) of CRSDSs; the creation of new organizations to oversee implementation is very rare (3/29); and a surprising number of CRSDSs (13/29) have no formal or informal arrangements at the full partnership level to orchestrate the ongoing involvement of partners. Further, many CRSDSs (10/29) have put in place formal arrangements, such as new organizations (3/29) or committees (7/29), at the joint project level (i.e. issue-based projects which include a subset of partners) to orchestrate involvement of partners during implementation; others (10/29) rely on informal arrangements to accomplish joint projects; while others do not use joint projects at all (9/29). A narrow majority of CRSDSs (16/29) rely on numerous individual partners to implement the CRSDS.

In terms of strategic plan formulation processes, most collaborative strategic plans are formally developed (28/29) by local organizations (18/29), though some (9/29) also involve external organizations, and two regions' collaborative strategic plans are entirely written by external organizations. In terms of the time horizons of the collaborative strategic plans, most are between 10 to 30 years (medium-term = 16/29), and the rest are between 1 to 10 years (short-term = 9/29) or between 30 to 100 years (4/29).

During implementation, decision-making is most often centralized with only the government making decisions about CRSDS implementation actions (12/29). In other regions, the decision-making is decentralized so that each partner makes their own decisions about which actions to pursue (9/29). In the rest of the regions the selection of implementation actions and implementing organizations is decided through a centrally controlled collaborative system; for example, in Whistler, Implementing Organizations are determined by multi-organizational Task Forces.

Communication is most often collaborative, with information based on input by numerous organizations and formal systems centralized in one location (12/29). In other cases, formal communication is centralized with only the local (or regional) government (9/29), while in the rest of the cases there is no formal communication system, so information is shared informally between organizations (8/29). Monitoring and evaluation processes are organized in one of four different ways, the most common being that it is done by only the government (9/29). The other three ways are that: it is centralized and collaborative, with input from numerous organizations (8/29); it is decentralized, with each organization doing their own monitoring about the initiatives that they pursue, and with no centralized collection of this information (5/29); and that there is no monitoring (though it may be planned for the future) (7/29).

Most CRSDSs are not provincially mandated plans or federally mandated Integrated Community Sustainability Plans (ICSPs), rather they exist as additional initiatives by the region. In terms of support organizations, the most frequently listed are The Natural Step, ICLEI, and Sheltair; the first two are NGOs, while the last one is a consulting firm. Findings also show that most (17/29) regions with a CRSDS have small populations (under 50,000 people), and the majority (20/29) have a top industry of other services (based on Statistics Canada's categories). While this information about individual subcomponents is informative about trends in Canada, each subcomponent was found to be part of a larger configuration within each region.

5.3 Archetypal Structures

Using a pragmatic reduction methodology (Bailey, 1994), the regions were clustered into archetypal structures. A monothetic typology[39] was not possible, as no two regions had the exact same configuration of structural subcomponents. The first round of clustering resulted in five groups, each with three to six regions,

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[39] Monothetic means that all the members of the archetype must have identical features.

and each with seven or eight shared subcomponents. The first round also resulted in seven regions not placed in a group. Boundaries were drawn around each group identifying the common features within (Bailey, 1973). The second round of pragmatic reduction permitted heterogeneity on one additional subcomponent within each of the clusters[40], resulting in four groups with between four and twelve regions per group, but with three regions still not within any group[41]. Next the core theme of each grouping was identified inductively to understand which subcomponents were critical to the theme and therefore should be prioritized for homogeneity when "forcing" the remaining three regions into a cluster. As Miller (1996: 509) states, "configuration … can be defined by the degree to which an organization's elements[42] are orchestrated and connected by a single theme". After identifying a key theme for each group, the remaining regions were placed into the group where those subcomponents that were core to the theme matched[43]; pragmatic reduction requires that small groups (especially if it has only one or two regions) be collapsed into another similar group (Bailey, 1973). Ultimately, the pragmatic reduction resulted in four archetypes. As Bailey (1973: 304) notes, "the researcher must decide in each instance whether the gain in parsimony will be worth the sacrifice of monotheticism" (i.e., the archetypes having identical features in all subcomponents). The four resulting polythetic archetypes[44] were sufficiently different, so reduction stopped there.

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[40] For the group that became Archetype 1, Saint Félicien was added, even though it has informal interactions at the joint project(s) level. For the group that became Archetype 2, Antigonish was added, even though it has no renewal process. For the group that became Archetype 3, two groups were merged by allowing the joint project(s) level to be heterogeneous, and then Kitchener was added even though it has a committee at the full partnership level. For the group that became Archetype 4, Canmore was added, even though it has a committee at the full partnership implementation level.

[41] The three regions are Hamilton (1992-1998), Lavaltrie and Baie-Saint-Paul.

[42] Miller's (1996) use of the term elements, is the same as subcomponents in this study.

[43] Lavaltrie and Hamilton (1992 – 1998) have been placed in Archetype 3 (Implementation through a Focal Organization) because only the government implements and that is the key theme of this archetype. Baie-Saint-Paul has been placed in Archetype 1 (Implementation through Joint Projects) because it has centralized decision-making and the individual partner organizations implement.

[44] Polythetic means that the members of the archetype have the greatest number of shared features.

The resulting four archetypes were named based on the structural component of "form", i.e. based on distinguishing features of the arrangements put in place to orchestrate involvement of partners during implementation. The four archetypes of collaborative implementation structures being used in CRSDSs in Canada are: 1) Implementation through Joint Projects; 2) Implementation through Partner Organizations; 3) Implementation through a Focal Organization; and 4) Informal Implementation.

5.3.1 The Four Archetypes

The following table displays the homogenous (or predominant[45]) subcomponents of each of the four archetypes. The blank cells indicate that any category is possible for that subcomponent. Subcomponents without a homogenous category for at least one archetype are not included.

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[45] As a result of the second round of reduction, and the placement of some regions by theme, not all the included subcomponents are homogenous. For Archetype 1, the subcomponents which are represented by the predominant category (as opposed to being homogenous) are engagement, joint project(s) level, and size of region. For Archetype 2, the predominant subcomponents are engagement and monitoring, For Archetype 3, the predominant subcomponents listed are full partnership level, decision-making, monitoring, and strategy formulation. For Archetype 4, the predominant subcomponents listed are the lead organizations, and full partnership level.

Table 15: Part I Results: Archetypal Structures and the Recurring Configurations of Subcomponents which Characterize Them

Components	Subcomponents	Archetype 1: Joint Projects	Archetype 2: Partner Orgs.	Archetype 3: Focal Org.	Archetype 4: Informal
Partners	**Lead Organization(s)**			Local or Regional Government	Generally Mixed
	Number of Partners		Medium or Large	Small or Medium	Small
	Engagement	Various / Various	Various / Various		
Implementation Forms	**Full Partnership Level**		Committee(s) or Organization	None	None
	Joint Project(s) Level	Committee(s) or Organization(s)	Informal interactions		Informal interactions
	Individual Partner(s) Level	Yes	Yes	Government only	Yes
Processes	**Decision-making**	Centralized-collaborative	Decentralized	Centralized-Government only	Decentralized
	Communication & Information	Centralized-collaborative	Centralized-collaborative	Centralized-Government only or Informal	Informal
	Monitoring & Evaluation	Centralized-collaborative / Renewal process	Renewal process	Centralized-Government only or None	Decentralized or None
Context	**Strategic Plan Formulation**	Formal	Formal	Formal / short- or medium term	Formal or Informal / Local
	Size of Region	Small			
Total Number of Regions (including 3 Hamilton)		7 / 29 = 24%	5 / 29 = 17%	13 / 29 = 45%	4 / 29 = 14%

Table 16 describes the four archetypes, and displays which regions were clustered into each one. There are no geographical patterns in the distribution of regions within the four archetypes. In terms of temporal patterns, the majority of the older CRSDS fall within the third Implementation through a Focal Organization Archetype, but so do some of the recent ones; otherwise there are no temporal patterns either.

Table 16: Archetypal Structures and Regions

Archetype	Description	Regions
1 Implementation through Joint Projects Archetype	Collaborative strategic plan formulated; implementation by individual partners and through issue-based joint projects; ongoing formal entity at the full partnership level may exist, or there may only be informal interactions at this level; and ongoing centralized collaborative decision-making, communication, and monitoring. Mostly chosen by smaller regions.	Baie-Saint-Paul Hamilton (1999-2003) Olds Revelstoke Rossland Saint Félicien Whistler
2 Implementation through Partner Organizations Archetype	Collaborative strategic plan formulated; implementation by individual partners; ongoing formal form at the full partnership level and informal interactions at the joint project(s) level; centralized collaborative communication while decision-making rests with the individual partners; and monitoring, if it exists, is centralized collaborative.	Antigonish Calgary Montreal Sorel Tracey Sudbury
3 Implementation through a Focal Organization Archetype	Collaborative strategic plan formulated; decision-making and individual partner level implementation are centralized with the government (local or regional); there is no ongoing form at the full partnership level, though the government may initiate joint projects on issues; and communication and reporting, if they exist, are government-only. Generally the lead organization is the government, and generally there are a small or medium number of partners (if any).	Banff Claresholm Gravelbourg Hamilton (1992-1998) Hamilton (2003-2009) Kitchener Lavaltrie Maple Ridge Oliver Perth Ucuelet Waterloo York
4 Informal Implementation Archetype	Joint vision between a small number of partners; implementation by individual partners; ongoing informal interactions between partners; no formal form at either the full partnership or joint project(s) levels; and decentralized decision-making, informal communication, and decentralized monitoring (if it exists).	Canmore Sherbrooke Teslin Vancouver

These archetypes particularly differ on seven structural subcomponents: 1) their full partnership level implementation form; 2) their joint project level implementation form; 3) their individual partner level implementation form; 4) their decision-making; 5) their monitoring and evaluation; 6) their communication; and 7) the number of potential partners. Figure 6 provides a visual representation of the four structures based on the seven key subcomponents on which they differ most.

Figure 6: Visual Representation of the Four Archetypes[46]

Archetype 1: Implementation through Joint Projects

Archetype 2: Implementation through Partner Organizations

Full Partnership Level

Joint Projects Level

D C M

C M

Individual Partners Level

D*

Archetype 3: Implementation through a Focal Organization

Archetype 4: Informal Implementation

Full Partnership Level

Joint Projects Level

C^{In}

Individual Partners Level

DCM

D* M*

D = Centralized Decision-Making
D* = Decentralized Decision-Making
C = Formal Communication
C^{In} = Informal Communication
M = Centralized Monitoring
M* = Decentralized Monitoring

——————— = formal entity
- - - - - - - = informal interactions
·········· = formal, informal, or none (any form is possible)

size of the oval = number of potential partners at this level

The ovals represent the three levels at which implementation occurs; the size of the oval represents the number of potential partners at each level, with the larger ovals representing more partners. For example, Archetype 2 and Archetype 3 are quite different in terms of formal arrangements for implementing at the level of an individual partner; Montreal, which fits Archetype 2, has over 100 individual partners implementing, while Hamilton (2003-2009), which fits Archetype 3, has only the local government. An oval made with a solid line indicates that it is a

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[46] In Archetype 1, the D, C, and M are presented at the joint project level because this is predominantly where they occur. It is possible, for those collaborations where an entity exists at the full partnership level, that D, C, and/or M may also occur at this level. In both situations, they remain centralized and collaborative.

formal entity (organization or committee(s)) at this level of analysis; an oval made with a dashed line indicates that this level of analysis has informal interactions; no oval indicates that there is no implementation at the level of analysis; and an oval made with a dotted line indicates that the arrangements at the level of analysis vary within a given archetype (i.e. formal organization or committee, informal interactions, or no arrangements at all). For example, Archetype 1 has a dotted line at the full partnership level, meaning that formal arrangements, informal arrangements or no arrangements at all are found at the full partnership level in this archetype; while Archetype 2 has a solid line at the full partnership level, meaning that formal arrangements (e.g. committee) are always found at the full partnership level in this archetype.

The letter D inside an oval indicates that this is where the decision-making generally occurs; in other words, this is the level where the authority to determine which actions are to be taken and by whom resides. For example, in Whistler (which fits Archetype 1), decision-making about implementation actions is conducted by Task Forces (which are issue-based joint projects, made up of a sub-set of the total number of partner organizations). In contrast, in Sherbrooke and Vancouver (both of which fit Archetype 4), decision-making about implementation actions is made by the individual partners and is therefore decentralized (as indicated by the * after the letter D).

The letter C indicates that this is where communication occurs, while the letter M indicates that this is where monitoring occurs. If there is an ^{In} after the C, for example, C^{In}, then the communication is informal (this is the case only in Archetype 4, at the joint project level). For example, in Vancouver's CRSDS partners do not have an ongoing formal collaborative form (i.e., there is no formal entity at either the full partnership or joint project levels), but these organizations do continue to interact and communicate informally through issue-based networking events.

As can be seen from these visual representations of the archetypes, they differ significantly from one another, as discussed here.

5.3.2 Archetype 1: "Implementation through Joint Projects" Structure

Archetype 1 is very formal, and highly collaborative, with much of the collaborative activity happening through issue-based joint projects. The core theme of this structure is "implementation through joint projects". What characterizes this archetype and distinguishes it from the others is that joint projects are carried out by sub-sets of partners through formalized committees or even new organizations set up for this purpose, in addition to implementation by individual partner organizations on their own. Whistler's CRSDS, for example, has issue-based task forces and individual implementing organizations. Hamilton's CRSDS (1999-2003) also fit this archetype once the region created Action 2020 (an NGO) which existed at the full partnership level. Action 2020 developed multi-organizational thematic task forces as part of Seeing 2020, and each of these decided on action plans for implementing specific issues. In Hamilton during this time period, some of the thematic areas already had a broad-based organization, such as the Bay Area Implementation Team, which filled the role of the thematic task force.

This archetypal structure is also distinguished from the others by decision-making about implementation actions to be taken and by whom that is both centralized and collaborative[47] [48]. In Whistler, for example, the Task Forces

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[47] In Figure 7, the decision-making, communication and monitoring (D, C, and M) are all placed at the joint project(s) level. This represents Whistler's CRSDS where there is no formal entity at the full partnership level. In this archetype, it is possible for an entity to also exist at the full partnership level. In those cases, it is possible that the decision-making, communication and/or monitoring will also be at this level. Even if these processes are also at the full partnership level, they still remain centralized and collaborative.

[48] Two regions which did not fit this archetype in round one of pragmatic reduction (because they were not a perfect fit on all the key subcomponents), Saint Félicien and Baie-Saint-Paul, were added to this archetype because they have the core features of

decide on the implementation actions and identify preferred implementing organizations.

In terms of other processes, strategic plan formulation in this archetype is formal. During implementation, the communication & information, and the monitoring & evaluation are also centralized and collaborative, generally resulting in collaborative reports. There is also a renewal process in place for updating the collaborative strategic plan. In terms of partners, this archetype can be used with a small number of partners (as is the case in Olds, Alberta), but is generally associated with a large number of partners, each of which engages with the strategy in different ways (various scopes and various depths). Whistler, for example, has 140 members on Task Forces, and 75 implementing organizations. The lead organization of this archetype may be any combination of mixed, local government, or NGO. To date, this archetype has been found in mostly small sized regions.

5.3.3 Archetype 2: "Implementation through Partner Organizations" Structure

Archetype 2 is similar to Archetype 1 in that has a formal collaborative entity, though it is at the full partnership level and not at the joint project level. It also differs from Archetype 1 in that the decision-making is done by the individual partners (i.e. decentralized) instead of through joint projects. With this approach to structuring the implementation of a CRSDS, individual partners make their own decisions as to which collaborative goals to implement, but then may report on their activities to a centralized entity at the full partnership level which ensures that monitoring is done collaboratively. The theme of this structure is "the partner organizations implement" due to the decentralized decision-making where partners choose which topics they would like to implement from the collaborative strategic plan. An example of Archetype 2 is Montreal's CRSDS, which has a

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collaborative decision-making in combination with numerous individual organizations implementing.

partnership committee and liaison committee at the full partnership level, and also has160 individual partners choosing to work on some of the collaborative goals. While there are no formal entities at the joint project level in this archetype, informal interactions occur between sub-sets of partners for example, by working on issue-based awareness projects together.

Strategic plan formulation is formal in this archetype. During implementation, communication & information systems are centralized and collaborative. Monitoring & evaluation may be either centralized and collaborative, or decentralized, and generally a renewal process is planned. Montreal, for example, has a centralized monitoring process with annual collaborative progress reports, but Antigonish, which also fits this archetype, has decentralized monitoring with no collaborative reports. The archetype is designed for a medium or large number of partners who engage in to various depths (amount of the organization) and on various breadths (number of topics). It can be found in small, medium and large sized regions.

5.3.4 Archetype 3: "Implementation through a Focal Organization" Structure

Archetype 3 differs from the others because, despite formulation being conducted with a collaborative process, implementation is only the government's responsibility. The core theme to the structure is "implementation through a focal partner organization". In this archetype, there is no entity at the full partnership level, and only the local government at the individual partner level. Any inter-organizational interactions, committees or organizations (should they exist) will be joint projects related to implementing a portion (but not the whole) of the collaborative strategy. The processes which go along with this archetype are a formal strategic plan formulation, generally with a short- or medium-term time horizon. During implementation, decision-making is centralized with the government, formal communication & information systems, if they exist, are also centralized with the local government, and monitoring & evaluation systems, if

they exist, are also centralized with the local government. An example of this archetype is Hamilton (2003 – 2007), where the CRSDS is fully housed within the local government, along with the decision-making, monitoring and communication processes.

In terms of partners, generally the government is the lead organization, and generally there are a small or medium number of partners (ranging from no partners to having organizations involved in joint projects). Hamilton (1992 – 1998), during its first time period, did set up joint projects for some of the topic areas, for example Clean Air Hamilton, a multi-organizational entity, is a direct result of Hamilton's CRSDS. The majority of the regions in this archetype, such as Oliver or Claresholm, do not have any joint projects for implementing the CRSDS. This structure can be found in small, medium and large sized regions.

5.3.5 Archetype 4: "Informal Implementation" Structure

In Archetype 4, the individual partners implement and do their own decision-making and monitoring. Some may meet in sub-groups on specific issues and therefore interact informally through joint projects. Archetype 4 has no formal collaborative forms (i.e., no entity at the full partnership or joint project levels), and has no formal collaborative processes during implementation; resulting in everything being decentralized to the individual partner organization level. The core theme of this structure is the "informal implementation". Vancouver's CRSDS is an example of this archetype; the implementation is conducted by the individual partners with no collaborative entity conducting monitoring or communication.

In terms of processes, strategic plan formulation is locally developed through either a formal or informal process. During implementation, the decision-making is decentralized into the individual organizations, and any communication is informal. Monitoring & evaluation, if it exists, is done separately by the individual partner organizations about their own initiatives, and no renewal

process exists for the collaborative strategy. In terms of partners, there are a small number, and they are generally deeply engaged on a broad range of issues. Sherbrooke, for example, has a small number of partners, but these partners are the major employers in the region. The partners together committed to pursuing a vision of sustainable development for their region, and for the implementation, each organization is pursuing its own sustainable development policy, has its own action plan, and does its own monitoring. There is no compilation of the individual efforts, though the organizations may work together on initiatives through informal joint projects. The lead organization for this archetype may be government, or an NGO, but is generally mixed. This structure can be found in small, medium and large sized regions.

5.3.6 The Archetypes and Some Initial Thoughts Regarding Theory-Building

An examination of the four archetypes reveals two distinct approaches to implementation of CRSDSs, and for cross-sector collaborations more generally. The Implementation through Joint Projects and the Implementation through Partner Organizations Archetypes fit a "domain-focused approach", while the Implementing through a Focal Organization and Informal Implementation Archetypes fit an "organization-focused approach". The domain-focused approach aims to implement the collaborative strategic plan by setting social problem domain level goals (such as regional sustainability goals) and bringing in the needed organizations for implementation. Using climate change as an example, a regional target for greenhouse gas (GHG) reductions would be set, and key emitters would be engaged to help implement. If collaborative monitoring indicated that the regional targets were not being met, more organizational partners would be engaged to ensure more action was taken. The organization-focused approach aims to implement the collaborative strategy through already committed organizations working through their existing mandates towards achieving the collaborative goals. Again using climate change as the example, existing partner organizations would come up with their own actions to reduce

GHG emissions, and monitor their own emissions. In Archetype 3 (Implementing through a Focal Organization) implementation would be the responsibility of the local government. When the centralized versus decentralized decision-making systems are considered in light of these two strategies, the resulting 2 x 2 encompasses the four archetypes.

Figure 7: Different Approaches to Implementation of Cross-sector Socially-Oriented Collaborative Strategies

		Decision-Making System	
		Centralized	Decentralized
Implementation Approach	Domain-focused	Archetype 1: Implementation through Joint Projects	Archetype 2: Implementation through Partner Organizations
	Organization-focused	Archetype 3: Implementation through a Focal Organization	Archetype 4: Informal Implementation

Another, similar 2 x 2 can be seen by considering the decision-making system versus the reporting system:

Figure 8: Reporting versus the Decision-Making System

		Decision-Making System	
		Centralized	Decentralized
Monitoring - Reporting	Collaborative	Archetype 1: Implementation through Joint Projects	Archetype 2: Implementation through Partner Organizations
	Individual Organization(s)	Archetype 3: Implementation through Focal Organization	Archetype 4: Informal Implementation

In addition, the four archetypes fall along a continuum based on the degree of interdependence among partner organizations that each implies.

Figure 9: Degree of Interdependence among Partner Organizations
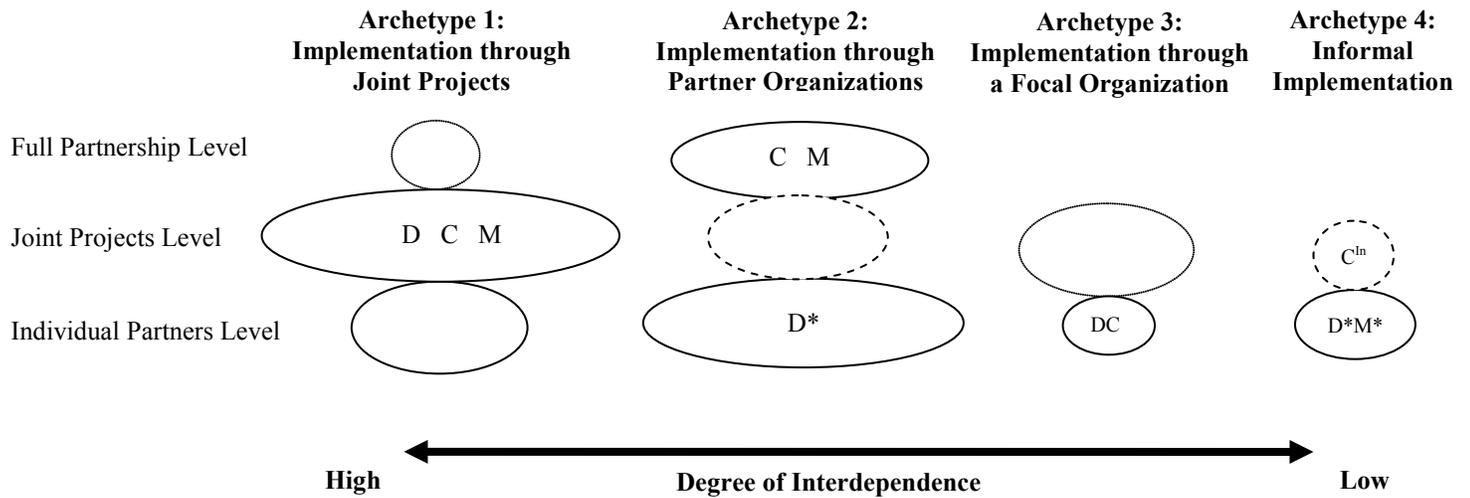
	Archetype 1: Implementation through Joint Projects	Archetype 2: Implementation through Partner Organizations	Archetype 3: Implementation through a Focal Organization	Archetype 4: Informal Implementation
Full Partnership Level		C M		
Joint Projects Level	D C M			C^{In}
Individual Partners Level		D*	DC	D*M*

High ←————— Degree of Interdependence —————→ Low

D = Centralized Decision-Making
D* = Decentralized Decision-Making
C = Formal Communication
C^{In} = Informal Communication
M = Centralized Monitoring
M* = Decentralized Monitoring

———— = formal entity
- - - - - - - = informal interactions
·················· = formal, informal, or none (any form is possible)

size of the oval = number of potential partners at this level

On the far left, with the most interdependence is the Implementation through Joint Projects Archetype. Organizations set implementation actions together, combine their information into one website (or other communication mechanism), and produce a collaborative report; thus decision-making, communication, and monitoring are all collaborative. The next most interdependent archetype is the Implementing through Partner Organizations (Archetype 2). In this archetype, organizations meet through a collaborative entity at the full partnership level. They also combine their information enabling a centralized collaborative communication system, such as a website, newsletter, and/or e-bulliten. In some case, they also produce a collaborative report. Organizations in this archetype are less interdependent than in Archetype 1 because they choose their own implementation actions. The Implementing through a Focal Organization Archetype (Archetype 3) has a lower level of interdependence with the processes all being centralized in the government. It has more interdependence than the

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Informal Implementation Archetype (Archetype 4), however, because the Implementing through a Focal Organization Archetype can include joint projects (i.e., there may be issue-based committees made up of multiple organizations); the Informal Implementation Archetype has no formal collaborative entities or processes.

These initial thoughts about theory-building are revisited and expanded upon in Chapter 10, the discussion.

5.4 The Selection of In-depth Cases

As noted earlier, once Part I of the study (the census) was completed, a set of in-depth cases was selected to address research question 2, which is:

> *RQ2: What are the advantages, disadvantages and tradeoffs of different structures for implementing collaborative regional sustainable development strategies?*

Regions were selected for in-depth case studies based on the criteria that: 1) each of the different archetypal structures was represented by one case; 2) the CRSDS was considered successful as indicated by the winning of an international or national award (i.e., the Federation of Canadian Municipalities / CH2M HILL Sustainable Community Award in Planning, the Dubai International Award for Best Practices, or the International Sustainable Urban Systems Design award); 3) the CRSDS was adopted long enough ago for there to be a history of implementation (in other words, they were adopted in 2005 or before); 4) progress on the collaborative strategic plan outcomes had been documented (as indicated by at least two implementation reports), and sufficient information existed and was accessible. Table 17 shows the analysis and resulting regions selected to for in-depth case studies.

Table 17: Regions versus Selection Criteria for In-depth Case Studies

Region	Selection Criteria				
	Archetypal Structure	Nat'l or Int'l Award specifically for the CRSDS	Adopted 2005 or before	Implementation Reports	All of the Four Criteria = In-depth Case
Baie-Saint-Paul	1				
Olds	1				
Revelstoke	1		√		
Rossland	1				
Saint-Félicien	1				
Whistler	1	FCM and CH2M HILL Sustainable Community Award	√	√	√
Antigonish	2				
Calgary	2	FCM and CH2M HILL Sustainable Community Award			
Montreal	2	FCM and CH2M HILL Sustainable Community Award	√	√	√
Sorel-Tracy	2				
Sudbury (Greater)	2	FCM and CH2M HILL Sustainable Community Award	√	One report	
Banff	3		√		
Claresholm	3				
Gravelbourg	3		√		
Hamilton[49]	3	Dubai International Award for Best Practices & others	√	√	√
Kitchener	3				
Lavaltrie	3				
Maple Ridge	3		√		
Oliver	3				
Perth	3		√		
Ucluelet	3	FCM and CH2M HILL Sustainable Community Award	√		
Waterloo	3		√		
York (Region)	3			√ (for previous initiative)	
Canmore	4				
Sherbrooke	4		√		
Teslin	4				
Vancouver (Region)	4	Sustainable Urban Systems Design Award	√	√ (Metro Vancouver)	√

√ = meets this criterion

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[49] The predominant structure in Hamilton was Archetype 3.

Based on these criteria, the four in-depth cases representing the four different archetypal structures are: 1) Greater Vancouver; 2) Hamilton; 3) Montreal; and 4) Whistler. The next chapter details the results of these in-depth studies.

6.0 Part II Results – In-depth Cases - Structures

This chapter presents the structures of the four in-depth cases: Whistler2020 (in section 6.1); Montreal's First Strategic Plan for Sustainable Development (in section 6.2); Hamilton's Vision 2020 (in section 6.3); and Greater Vancouver's cities[PLUS] (in section 6.4). A table showing the chronology of each collaborative regional sustainable development strategy is provided in each of these sections, as is a table summarizing the structure, characterized in terms of the framework developed through the literature review. Much longer case descriptions of each of the four CRSDSs are contained in Appendix XIV.

This chapter presents the structures, and the next three chapters present the analysis and results concerning organizational outcomes, plan outcomes, and perceived advantages, disadvantages and tradeoffs. Combined, the four chapters address the second research question:

> **RQ2: What are the advantages, disadvantages and tradeoffs of different structures for implementing collaborative regional sustainable development strategies?**

6.1 Archetype 1: Whistler2020

As a reminder, Whistler2020 fits the 'Implementation through Joint Projects' Archetype, as depicted in Figure 10:

Figure 10: Visual Representation of Whistler's CRSDS (Archetype 1)

Archetype 1:
Whistler2020's Structure
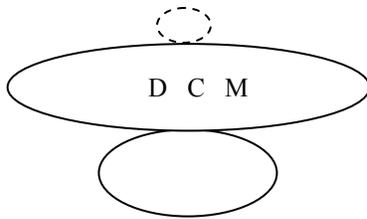
Full Partnership Level – Informal interactions between lead organizations

Joint Projects Level – 17 Task Forces (with 140 members) make decisions on implementation actions and monitor progress; staff support Task Forces, compile reports & manage communication

Individual Partners Level – 75 Implementing Organizations accept implementation actions and report on progress

D = Centralized Decision-Making	——————— = formal entity
C = Formal Communication	- - - - - - - - = informal interactions
M = Centralized Monitoring	size of the oval = number of potential partners at this level

Introduction to the Region

Whistler, located north of Vancouver in British Columbia, has a population that includes 9,248 permanent residents[50], 2,300 seasonal workers, 11,500 second home owners, and a daily average of 28,280 tourists[51]. According to the 2006 census, the two main industries are "other services" and "business services" [52]. The largest employer is Intrawest, which owns Whistler Blackcomb (the ski hills) as well as significant commercial real estate[53]. The local government is called the Resort Municipality of Whistler (RMOW). The following table summarizes the Whistler2020 structure. These are the same categories as are found in Chapter 5, although in greater detail.

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[50] Statistics Canada 2006 Census

[51] Whistler, British Columbia. Website access March 25, 2009: http://www.whistler.ca/index.php?option=com_content&task=view&id=635&Itemid=432

[52] Statistics Canada 2006 Census

[53] The Heart of Change: Analyzing the Community Engagement Process in the Development of Whistler's Comprehensive Sustainability Plan. MA thesis, Royal Roads University, by Victoria Smith, March 2007

Table 18: Archetype 1: Whistler2020

Name of Region		Whistler (District)
Strategy		Whistler2020
Year adopted		2004
Tool used		TNS
Component		
Partners	Lead Organization(s)	Local government - Resort Municipality of Whistler
	Number of Partners	Large - 140 members on task forces, 75 implementing organizations, and 43 'partner' organizations (this thesis considers all three types to be partner organizations in the CRSDS)
	Engagement	Various/ various - Depends on the organization as to its level of depth and scope.
Implementation Forms	Full Partnership Level	Informal interactions - There is no formal steering committee, but the seven large organizations meet twice yearly to discuss progress
	Joint Project(s) Level	Committees -15 task forces (Arts, Culture & Heritage; Built Environment; Economic; Energy; Health & Social; Learning; Materials & Solid Waste; Natural Areas; Recreation & Leisure; Resident Affordability; Resident Housing; Transportation; Visitor Experience; Water; and Food)
	Individual Partners Implement	Yes - Each organization implements actions that it commits to
Process & Systems	Decision-Making	Centralized – collaborative - Conducted by task forces and the six founding organizations
	Communication & Information	Centralized – collaborative - Whistler2020 Team establishes and facilitates Task Force meetings, dialogues with Partners, and coordinates with Implementing Organizations. Communication is centralized with the team, but involves many partners
	Monitoring & Evaluation	Centralized – collaborative / renewal process - Monitoring Program is centralized with tools for partners to input on progress. A renewal of the strategy is planned
Context	Formation & Formulation Form	Informal interactions - There is no formal steering committee, but the six founding organizations meet regularly to discuss progress
	Strategic Plan Formulation Process	Formal/ local/ long-term – Formal process, developed locally, was used to formulate a plan with a time horizon until 2060
	Legal framework & Regulations	Provincial plan links
	Support Organization(s)	TNS initially; Plus Network; Sheltair; Holland-Barrs involved in different ongoing pieces
	Size of Region	9,248
	Top Industries	Other services / business services
	Other Demographics	Ski town / tourism

Partnership Formation, Lead Organization and Collaborative Strategic Plan Formulation Process

From 2000-2002, the region conducted a region-wide pilot project in partnership with The Natural Step (TNS)[54]. The project began with six organizations in the region using the TNS Framework to learn about sustainability and to determine actions for their individual organizations. These "early adopters" were the Fairmount Chateau Whistler, WhistlerBlackcomb, Tourism Whistler, the Resort Municipality of Whistler, a Whistler Foto Source, a small business representing the Chamber of Commerce, and AWARE, the local citizens' environment group[55]. Then, the region developed a collaborative regional sustainable development strategy; the process for this was called, *Whistler: It's Our Future*[56].

This formal process resulted in the Whistler2020 Vision document, which was adopted by the RMOW in December 2004[57]. In August 2005, the RMOW adopted 16 more detailed strategies to complement the overarching vision, addressing the following issues: arts, culture & heritage; built environment; economic; energy; finance; health & social; learning; materials & solid waste; natural areas; partnerships; recreation & leisure; resident affordability; resident housing, transportation, visitor experience, and water.[58]. (In 2007, a 17th strategy addressing food issues was added.) These combined make up the CRSDS plan – *Whistler2020 – Moving Toward a Sustainable Future*[59], or "Whistler2020", for short. Ken Melamed, the Mayor, explained, "We don't know if we can be sustainable.

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[54] Dancing With the Tiger: Learning Sustainability Step by Natural Step. Whistler "It's Our Nature". Brian Nattrass and Amary Altomarie. (2002) – p. 148

[55] A Natural Step Case Study – The Whistler Story. By Magdalena Szpala (2008) for The Natural Step Canada

[56] Whistler2020: The Natural Step along Whistler's Journey. Website accessed on March 25, 2009 from http://whistler.credit360.com/whistler/site/genericPage.acds?context=1967914&instanceid=1967915

[57] Whistler2020: Our Process – Developing the Vision. Accessed May 17, 2008 from http://www.whistler2020.ca/whistler/site/genericPage.acds?instanceid=1959041&context=1959039

[58] Whistler2020: Our Process –Developing Strategies and Actions. Accessed May 17, 2008 from http://www.whistler2020.ca/whistler/site/genericPage.acds?context=1967858&instanceid=1967859

[59] Whistler2020: Moving Toward a Sustainable Future. Second Edition

We just know we've got to go in that direction, so we're on a journey and we're learning as we go.[60]"

In 2005, before the detailed strategies were completed, but after the vision had been adopted by the RMOW, 14 organizations signed a Whistler2020 Partnership Agreement, signalling their commitment to the vision, priorities and sustainability objectives[61]. "Having those 14 partners sign the original agreement was a huge win. It gave more credibility and political support to the process … it was more of an endorsement" [62]. Also in 2005, Whistler2020 won an award in the category Sustainable Community Planning from the Canada-wide Federation of Canadian Municipalities – CH2M Hill Sustainable Community Awards. Table 19 details Whistler2020's chronology through the formulation and implementation phases.

Table 19: Chronology of Whistler2020's Formulation and Implementation

Date	Activity
May 2000	Six organizations signed an Early Adopters Agreement to show their commitment to The Natural Step project. They were: the Fairmount Chateau Whistler, Whistler-Blackholm, Tourism Whistler, the RMOW, Whistler Foto Source (representing the Chamber of Commerce) and AWARE[63]
2001	Whistler: It's Our Nature awareness program began[64]
June 2002	Whistler: It's Our Future launched; this is the formulation process for the CRSDS[65]
Summer 2004	First task force meetings[66] – purpose was to develop the strategy; now each April the task forces meet to look at the past year and make recommended actions for future year. At first this was six to eight meetings, now it is down to once per year.

[60] Ken Melamed, Mayor of the RMOW, interview (February, 2008)
[61] Whistler2020: Our Process – Developing the Vision. Accessed May 17, 2008 from http://www.whistler2020.ca/whistler/site/genericPage.acds?instanceid=1959041&context=1959039
[62] Mike Vance, General Manager of Community Initiatives in the RMOW, interview
[63] Sustainability Partners – Whistler Report. Website accessed April 3, 2009 from http://www.sustainabilitypartners.com/html/ourclientswhistlerreport.html
[64] Sustainability Partners – Whistler Report. Website accessed April 3, 2009 from http://www.sustainabilitypartners.com/html/ourclientswhistlerreport.html
[65] Re-elect Hugh O'Reilly – Website accessed April 3, 2009 from http://www.informationdesigned.com/hugh/timeline.html
[66] Community Task Forces get Smarty – Website accessed April 3, 2009 from http://www.whistler.ca/index.php?option=com_content&task=view&id=447&Itemid=226

December 2004	Whistler2020 Vision document was adopted by the RMOW[67]
Spring 2005	14 organizations signed a Whistler2020 Partnership Agreement[68]; this has been an ongoing activity, and currently there are 47 signatories
August 2005	RMOW adopted 16 strategies to complement the visions. These two components combined make up the CRSDS which is called Whistler2020 – Moving Toward a Sustainable Future
2005	Whistler2020 won the FCM-CH2M Hill Sustainable Community Award in Planning
Fall 2005	Monitoring process began for Whistler2020
2007	Food Task Force is added as a 17th task force
2007	RMOW reorganized into four departments to match Whistler2020
April 2008	Task forces also determined Long Term Actions (multi-year actions) for the first time
Spring 2008	The Whistler Centre for Sustainability is launched and the first Board selected in July and the first Executive Director hired in September 2008[69]
Fall 2008	First meeting of the Partnership Agreement signatories is held
Fall 2008	First communication plan in development
2011	Scheduled review of Whistler2020

Implementation - Partners and Forms

The implementation involves a Whistler2020 team of five staff[70] which, while being housed in the Municipality's offices, coordinates the region-wide effort. The region and staff are guided by 15 task forces, almost one task force per strategy[71], each made up of between 10-20 people[72]. Each April, the task forces meet. As Laura MacKay, the Manager of Community Planning and Business Strategies for Whistler2020 explains, the task forces "look at the current reality, look at the indicators, look at the descriptions of success, and look at the actions recommended from the past year. Then, they set the actions for the coming year. Up to 5 actions are democratically voted on to go forward per task force. This

[67] Whistler2020: Our Process – Developing the Vision. Accessed May 17, 2008 from http://www.whistler2020.ca/whistler/site/genericPage.acds?instanceid=1959041&context=1959039

[68] Whistler2020: Our Process – Developing the Vision. Accessed May 17, 2008 from http://www.whistler2020.ca/whistler/site/genericPage.acds?instanceid=1959041&context=1959039

[69] Whistler Centre for Sustainability hires its first Executive Director. Website accessed: April 3, 2009: http://www.whistler.ca/index.php?option=com_content&task=view&id=513&Itemid=226

[70] Whistler2020 Team. Involvement. Accessed March 25, 2009 from http://www.whistler2020.ca/whistler/site/genericPage.acds?context=1967918&instanceid=1967919

[71] Whistler2020: Moving Toward a Sustainable Future. Second Edition. – p. 6

[72] Laura MacKay Manager, Community Planning and Business Strategies, Whistler2020, interview

year, a new process is being added to allow for longer-term actions of 2-4 years[73]". Not only do the task forces identify actions, they also identify which organization should take the lead in implementation. The core staff then approaches the potential 'Implementing Organization' to see if they are willing to adopt the recommended action[74]. About 80% of the actions are accepted, and the other 20% are declined with reasons[75]. In total, there are approximately 140 organizations and individuals that make up these task forces[76]. Of the organizations involved, there are approximately 75 Implementing Organizations[77].

The task forces also sometimes work together. For example, the Learning Task Force and the Energy Task Force have staged joint forums on greenhouse gas emissions[78]. Connections are also made between task forces because sometimes the same person is on more than one. Notably, not all the organizational participants on the task forces are local. Both the Ministry of Transportation and BC Hydro participate in related task forces. For Andrew Hind, Senior Transportation Planning Engineer with the provincial Ministry of Transportation, his involvement in the Transportation Task Force allows for bigger picture thinking, and an understanding of the local directions, but given the different scales, sometimes their objectives are different[79].

The municipality is the lead Implementing Organization for many of the recommended actions[80]. Two years ago, it reorganized the entire municipality –

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[73] Laura MacKay Manager, Community Planning and Business Strategies, Whistler2020, interview

[74] Ken Melamed, Mayor of Whistler, interview (November 2008)

[75] Laura MacKay Manager, Community Planning and Business Strategies, Whistler2020, interview

[76] Whistler2020: Moving Toward a Sustainable Future. Second Edition. – p. 6

[77] Whistler2020: Involvement. Accessed May 17, 2008 and March 25, 2009 from http://www.whistler2020.ca/whistler/site/genericPage.acds?context=1967918&instanceid=1967919

[78] William Roberts, Founder and President of the Whistler Forum, interview

[79] Andrew Hind, Senior Transportation Planning Engineer, Ministry of Transportation, interview

[80] Bob Deeks, Canadian Home Builders Association, interview

all departments – based on the CRSDS[81]. It also constituted an internal sustainability committee, and is trying to build sustainability into everything it does, including procurement practices[82].

Besides being engaged through a task force and/or as an Implementing Organization, an organization can support the regional vision as a 'Partner' by signing a Partnership Agreement[83]. This CRSDS currently has 47 organizations which have signed[84], though the engagement in Whistler2020 varies between these organizations depending on whether they want to be involved in the task forces, and/or involved as an Implementing Organization[85]. Not all the organizations involved in the task forces have signed the MOU to become 'Partners', and not all 'Partners' are involved in the task forces or as Implementing Organizations. These are two separate but integrated processes; the Partners grew out of the formulation process which started with six Early Adopter organizations, and then led to 14 organizations signing the Partnership Agreement in 2005. In terms of this dissertation, the term partner refers to the organizations involved in the task forces, as an Implementing Organization, or as a signatory to the Partnership Agreement.

In addition, the largest organizations in the region meet twice yearly – Tourism Whistler, Whistler Blackcomb, Whistler Arts Council, Chateau Fairmount, 2010, Whistler Chamber of Commerce, and the RMOW. "This is the de facto Board of the partners group"[86] although there is no formal arrangement at the full partnership level. One interviewee recalled, "We were there to discuss what the commitments are for 2009. The feedback from the task forces was listed, categorized into tasks. Over the course of

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81 Christine Kenny, Community Life, RMOW, interview
82 Christine Kenny, Community Life, RMOW, interview
83 Ken Melamed, Mayor of Whistler, interview (February 2008)
84 Whistler2020: Involvement. Accessed May 17, 2008 and March 25, 2009 from http://www.whistler2020.ca/whistler/site/genericPage.acds?context=1967918&instanceid=1967919
85 Marie Fortin, Board member of AWARE, interview
86 Kevin Damaskie, RMOW Sustainability Coordinator, interview

the meeting the organizations had to commit to, or not, to roll out the 2009 tasks"[87]. In other words, these large organizations agreed to be Implementing Organizations for the tasks assigned to them by the task forces.

Implementation - Processes

The Whistler2020 staff team organizes communication between task forces and coordinates information with the Implementing Organizations[88]. There is also a region-wide Whistler2020 Monitoring Program; this includes tools for engaged organizations, and requires two progress reports back from each Implementing Organization to the region each year via the Whistler2020 website[89]. Progress is monitored on four questions marking success at each of three levels: 1) core indicators (show progress at a glance), 2) strategy indicators (show progress relative to each of the topics in the strategic plan), and 3) context indicators (show additional information about the region without being linked to the strategic plan)[90]. In total, there are 90 indicators which are reported on annually[91]. Monitoring reports have already been produced, with the most recent being the 2007 score card[92]. There is also an extensive website which presents the results, and which also shows the progress on actions for each strategy[93].

Moving forward, it is hoped that Whistler2020 will continue to be successful to the point of becoming independent of government and, instead, housed in an NGO. In 2008 the region launched the Whistler Centre for Sustainability; the

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[87] Whistler Interviewee 12
[88] Whistler2020: Involvement. Accessed May 17, 2008 and March 25, 2009 from http://www.whistler2020.ca/whistler/site/genericPage.acds?context=1967918&instanceid=1967919
[89] Whistler2020: Actions. Accessed May 17, 2008 and March 25, 2009 from: http://www.whistler2020.ca/whistler/site/genericPage.acds?instanceid=1986148&context=1974406
[90] Whistler2020: Monitoring Program - What, Why and How. Accessed May 17, 2008 and March 25, 2009 from: http://www.whistler2020.ca/whistler/site/genericPage.acds?instanceid =1986170&context=1967970
[91] Laura MacKay Manager, Community Planning and Business Strategies, Whistler2020, interview
[92] Whistler2020 2007 Scorecard. How are we doing? (2007)
[93] See: http://www.whistler2020.ca/whistler/site/explorer.acds

centre will essentially become the home of the Whistler2020 process[94]. Mike Vance, the General Manager of Community Initiatives in the RMOW, explained, "We will hand over the management of the task forces, the 'Partners', and the monitoring and reporting functions to the newly created Whistler Sustainability Centre. It will also have the responsibility to create templates and tools, and will have a new Energy Manager position funded by BC Hydro"[95]. The seed funding from the RMOW is $120,000 a year, plus the RMOW is funding certain salaries, and BC Hydro is covering the costs of another position which brings the budget to more like $600,000 to $650,000 annually[96]. In particular, there is a hope that the Whistler2020 process will be able to shift to region-wide budgeting[97]. Finding ways to get multiple organizations to commit resources to the specific initiatives that relate to them and/or in which they are involved is thought to be more efficient[98].

In summary, the Whistler2020 structure is led by the local government in an informal partnership with other 'early adopter' organizations. The strategic plan formulation was formal, locally driven, and resulted in a strategic plan with a long time horizon (55 years). The main levels at which implementation is carried out is that of joint projects and individual organizations, with 15 issue-based task forces meeting annually to establish priorities; and Implementing Organizations agreeing to assigned actions. In terms of systems, the structure has centralized decision-making (i.e., action setting) through the task forces; and centralized communication and monitoring managed by a small staff. Whistler2020 is thus an example of the 'Implementation through Joint Projects' Archetype.

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[94] Ken Melamed, Mayor of Whistler, interview (November 2008)
[95] Mike Vance, General Manager of Community Initiatives in the RMOW, interview
[96] Mike Vance, General Manager of Community Initiatives in the RMOW, interview
[97] Mike Vance, General Manager of Community Initiatives in the RMOW, interview
[98] Mike Vance, General Manager of Community Initiatives in the RMOW, interview

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6.2 Archetype 2: Montreal's First Strategic Plan for Sustainable Development

As a reminder, Montreal's CRSDS is an example of the 'Implementing through Partner Organizations' Archetype as is depicted in Figure 11:

Figure 11: Visual Representation of Montreal's CRSDS (Archetype 2)

**Archetype 2:
Montreal's CRSDS**

C   M

D*

Full Partnership Level – a Partners Committee (made up of 160 partners) and a Liaison Committee (a much smaller steering committee); staff in the three lead organizations support collaborative communication and monitoring.

Joint Project Level – Informal interactions through joint campaigns on specific issues

Individual Partner Level – Each of the 160 partner organizations decides which collaborative goals it will implement and how it will implement them

D* = Decentralized Decision-Making
C = Formal Communication
M = Centralized Monitoring

————— = formal entity
- - - - - - - - = informal interactions
size of the oval = number of potential partners at this level

Introduction to the Region

Montreal, located in the province of Quebec, has a population of 1,620,693, according to Statistics Canada's 2006 census[99]. According to the same census, the two main industrial sectors are 'business services' and 'other services'. The City of Montreal adopted its 10-year Master Plan in 2004[100]. In 2005, it adopted its 5-year CRSDS which is called *Montreal's First Strategic Plan for Sustainable Development*[101], in English, and *Premier plan stratégique de développement durable de la collectivité montréalaise*[102], in French. The following table summarizes the Montreal CRSDS's structure, with greater detail than found in Chapter 5.

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[99]   Statistics Canada – 2006 Census
[100] Montreal Master Plan Summary. (November 2004)
[101] Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005)
[102] Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005)

Table 20: Archetype 2: Montreal

Name of Region		Montreal (Metro)
Strategy		Strategic Plan for Sustainable Development
Year Adopted		2005
Tool Used		-
Component		
Partners	**Lead Organization(s)**	Mixed – Three lead partners, two of which have a diverse member base
	Number of Partners	Large – 160 partners
	Engagement	Various / narrow – Depending on the partner if the whole organization is engaged or if one department is engaged. Also no partner is committed to every collaborative goal, so the engagement is narrow
Implementation Forms	**Full Partnership Level**	Committees – The Liaison Committee and the Partners Committee
	Joint Project(s) Level	Informal interactions – Projects such as Quartier 21 engage existing organizations in enacting joint initiatives together
	Individual Partner(s) Level	Yes – 160 partners each implementing the actions it commits to in its own organization
Process & Systems	**Decision-making**	Decentralized – Each organization decides which actions to commit to and how it will implement these actions
	Communication & Information	Centralized – collaborative – The coordinating team in the City of Montreal communicate with partners. Also a centralized Exchange Network exists and is led by the three lead organizations
	Monitoring & Evaluation	Centralized – collaborative / renewal process – Both the 'state of the environment' and the 'progress reports' are produced by the lead organizations, but with the content from many partners. There is also a renewal process planned
Context	**Formation & Formulation**	Committees – The Steering Committee, the Partners Committee and the City-Borough Committee
	Strategic Plan Formulation Process	Formal/ local/ short-term – The formulation followed a formal process, was locally led, and created a 5-year strategy
	Legal Framework & Regulations	Provincial links
	Support Organization(s)	ICLEI
	Size of Region	1,620,693
	Top industries	Business services / other services
	Other Demographics	Multicultural / universities / island

Partnership Formation, Lead Organizations and Collaborative Strategic Plan Formulation

The formulation process lasted from May 2003 until April 2005 and included a large number of organizational partners[103]. The City of Montreal teamed up with two other lead organizations that were committed to promoting sustainable development in the metropolitan region[104]. These were the Conférence régionale des élus, which is comprised of elected officials from the City of Montreal representing different neighbourhoods, provincial elected officials with their constituencies in Montreal, and other socio-economic organizations (a total of 146 members, including businesses)[105] and the Conseil régional de l'environnement de Montréal, a network of non-profit organizations, institutions and companies (130 member organizations) [106].

In 2003, three committees were created, the Partners Committee, the City-Borough Committee[107,108], and the Steering Committee[109]. The Steering Committee (*comité de directeurs*) was composed of "16 representatives from the public, private, and educational sectors and associations"[110], and its members participated in the plan formulation[111]. The Partners Committee had a much broader membership and was made up of organizations representing the principle

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[103] Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005) – p. 1

[104] Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005) – p. 1

[105] Guy Raynault, Développement urbain, Le Conférence régionale des élus de Montréal, interview

[106] André Porlier, Chargé du développement durable, Conseil régional de l'environnement de Montréal, interview

[107] Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005) – p. 1

[108] Montreal Interviewee 04 commented that this was not the case, that a City-Borough Committee never existed, and that the internal partners met together twice, but were a part of the Partner's Committee.

[109] Sustainable Community Awards – Montreal – Planning – 2006 – Website accessed on March 28, 2009 from: http://www.collectivitesviables.fcm.ca/FCM-CH2M-Awards/db/en%5C76.pdf;

[110] Sustainable Community Awards – Montreal – Planning – 2006 – Website accessed on March 28, 2009 from: http://www.collectivitesviables.fcm.ca/FCM-CH2M-Awards/db/en%5C76.pdf

[111] Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005) – p. 2

spheres of civil society [112], while the City-Borough Committee was an internal local government committee made up of representatives of the municipal services and the boroughs[113]; the role of these two committees was to provide input into the collaborative strategic plan.

In April 2005, *Montreal's First Strategic Plan for Sustainable Development*[114] was adopted. The five-year strategic plan was developed with the intention of two implementation phases; a start-up phase from 2005-2006 and a second-phase from 2007-2009[115]. The start-up phase of strategy had four key principles, and ten orientations which are associated with specific objectives and 24 actions. This strategy won the Canada-wide 2006 Sustainable Community Award in Planning from the Federation of Canadian Municipalities and CH2M Hill[116]. Table 21 details Montreal's First Strategic Plan for Sustainable Development's chronology through the formulation and implementation phases.

Table 21: Chronology of Montreal's CRSDS Formulation and Implementation

Date	Activity
September 2000	The Conférence régionale des élus had an Environment Committee which completed an environmental diagnostic of Montreal
April 2002	The Conférence régionale des élus had an Environment Committee which completed a *Plan d'action sur le développement durable — État de la situation en environnement, orientations et interventions proposées*[117]
June 2002	Montreal Summit
2003	Three committees were created – The Partners Committee, the City-Borough Committee and the Steering Committee. The three lead organizations were the Conférence régionale des élus, the City of Montreal, and the Conseil régional de l'environnement de Montréal
May 2003	CRSDS formulation process began and the Partners Committee had its first meeting with a purpose to provide feedback on a declaration statement content
October 2003	Declaration statement was completed and signed by the Mayor and 70 other organizational partners. It was called the *Déclaration de principe de la collectivité montréalaise en matière de développement durable.*

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112 Compte rendu de la réunion. Comités des Partenaires. Plan stratégique de développement durable. (October 30, 2003)
113 Montreal interviewee 04
114 Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005)
115 Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005) – p. 7
116 Sustainable Community Awards – Montreal – Planning – 2006 – Website accessed on March 28, 2009 from: http://www.collectivitesviables.fcm.ca/FCM-CH2M-Awards/db/en%5C76.pdf
117 Comité environnement et développement durable – Website accessed April 3, 2009 from http://www.credemontreal.qc.ca/cte-environnement.htm

June 2004	A meeting was held with both the Partners Committee and the City-Borough Committee together for the first time. These two committees were later merged into one and called the Partners Committee.
October 2004	Four theme-based meetings of a sub-set of partners were held for a half-day each. One on each of the four priority orientations.
April 2005	City of Montreal adopted its *First Strategic Plan for Sustainable Development*, which is a collaborative strategic plan. 49 partners committed to actions for the 2005-2006 phase.
June 2005	The first e-newsletter was released, which by November of the same year became called the Domino bulletin. In general a communication plan was put in place to obtain the commitments from the partners, to collect information about what was achieved, and to invite more organizations to participate. This expanded into the domino logo, and a website. The Exchange Network was also created in 2005 to allow partners to interact.
2005	The Steering Committee from the formulation phase evolved into the Liaison Committee
November 2005	The first 'state of the environment' indicators report was released for the period covering 1999-2003.
March 2006	The Exchange Network created a website inside the larger strategy website. In 2006 it also started holding lunch events on specific issues.[118]
April 2006	The first progress report was released. These reports were produced annually ever since.
2006	The CRSDS won the FCM-CH2M Hill Sustainable Community Award in planning
May 2006	The process began to create actions for the 2007-2009 phase.
Fall 2006	By the end of 2005-2006 phase, 67 partners had committed to actions.
March 2007	Partners made commitments on the 2007-2009 phase actions. By March 2009 there were over 160 partners engaged in the CRSDS.
March 2007	The first Gala was held. It has since become an annual event. In 2008 over 580 people attended.
May 2008	The second 'state of the environment' indicators report was released covering the period of 2003-2006
2008	The Liaison Committee was expanded and tasked with considering the 2010-2015 strategic plan development. A sub-committee called a Work Committee was created to work on the content.

Implementation – Partners, Forms, and Decision-Making Process

The City of Montreal took a leadership role in the implementation in three ways:
1) engaging on the 24 actions; 2) coordinating the ongoing work and monitoring
of actions taken; and 3) providing a budget for the initiative[119] of about
$800,000[120]. In addition to three people in the City of Montreal who coordinate
the implementation, there is at least one person in each of the other two lead

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[118] Le réseau d'échange – Bilan 2006-2007
[119] Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) – p. 107
[120] Sustainable Community Awards – Montreal – Planning – 2006 – Website accessed on March 28, 2009 from: http://www.collectivitesviables.fcm.ca/FCM-CH2M-Awards/db/en%5C76.pdf

organizations who helps with coordinating and monitoring implementation (for example, producing the 'state of the environment' report)[121].

The Steering Committee from the formulation phase changed its title and became a new committee called the Liaison Committee[122]. Its purpose was to liaise between the Partners Committee and the secretariat (*la direction responsable de la mise en œuvre du plan*) in order to monitor the implementation and to make recommendations if necessary. It was expected to meet three times a year[123]. The Partners Committee also continued, and by this stage expanded to be made up of representatives of the municipal services, the boroughs, and organizational partners[124]; it absorbed the former City-Borough Committee. The Partners Committee met annually to allow partners to exchange information about best practices and challenges encountered, and to propose adjustments to the implementation process[125].

During the 2007-2009 phase, an effort was made to create 'star actions' on which all partners could do something together[126]. In addition, sub-sets of partners informally worked together on joint projects. For example, one of the collaborative goals in the Strategy was the creation of "Quartier 21s"[127], building off the concepts of Local Agenda 21 plans but at the level of a neighbourhood rather than region. The City was the lead organization on this particular action item, along with the Section du milieu urbain et de l'environnement de la Direction de la santé publique de l'agence de la santé et des services sociaux de

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[121] Alan DeSousa, Executive Committee member of the City of Montreal and Mayor of the Saint-Laurent borough, interview
[122] Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) – p. 111
[123] Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) – p. 111
[124] Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) – p. 111
[125] Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) – p. 111
[126] Montreal interviewee 04
[127] Montreal interviewee 04

Montréal, and the federal Heath Canada[128]. This is the only initiative that the City's coordination team actually helps to fund; everything else is funded by the relevant partner, borough or municipal service department[129].

Most of the collaborative goals (called 'actions') are designed to be implemented by individual organizations. An initial idea was to have a lead organization for each 'action', but this did not manifest and instead partners made their own decisions, independent of others, as to which actions to pursue[130]. As Jim Nicell, Associate VP University Services at McGill University explained, the City "didn't ask the partners to share in every priority, it allowed partners to identify where they had the most control, the most opportunity for change"[131] and commit to those actions. Many of these organizations already had their own sustainability initiatives. As a result, decision-making about implementation actions is decentralized in the individual partner organizations.

In preparation for the next five year strategy, the Liaison Committee was expanded, and a Work Committee (*comité de travail*) was created as a sub-committee to work on the content of the next five-year collaborative strategic plan, from 2010-2015[132]. The intention is still to involve the Partners Committee in determining content for the next cycle. By March 2009, there were over 160 partners engaged in the CRSDS[133].

Implementation – Communication and Monitoring Processes
Right from the start, in 2005, a communication plan was put in place to obtain and make widely known the commitments of the partners towards specific goals, to collect and disseminate information about what was achieved, and to invite more

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[128] Montreal interviewee 04
[129] Montreal interviewee 04
[130] Montreal interviewee 04
[131] Jim Nicell, Associate Vice-Principal (University Services), McGill University, interview
[132] Montreal interviewee 04
[133] Alan DeSousa, Executive Committee member of the City of Montreal and Mayor of the Saint-Laurent borough, interview

organizations to engage[134]. By 2007, collaborative and centralized communication mechanisms were put in place as "communication activities are an important part of implementing the Plan"[135]. The purpose of the communication is to highlight the achievements of the City and partners, to encourage individuals to adopt sustainable development practices, and to encourage networking between partners[136].

Linked to communications, an Exchange Network on sustainable development was set up in the start-up phase by the Conseil régional de l'environnement de Montréal in collaboration with the City of Montreal and the Conférence régionale des élus[137] (i.e., the three lead organizations). It has resulted in a number of activities including nine issues of a newsletter called *Domino*, fact sheets for each action that could be implemented by partners, the luncheon talks on specific issues, express memos with reminders of related events, and a virtual forum[138]. In addition, an annual Gala is held, which includes awards[139]. In 2008, over 580 participants were involved[140].

A website is also maintained, and annual progress reports are produced[141]. In terms of reporting, two types of indicators were developed to monitor implementation, each with their own report: 'state of the environment' indicators, which show progress on issues, such as protected areas, the usage of active

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[134] Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) – p. 111

[135] Montreal's First Strategic Plan for Sustainable Development. 2007-2009 Abridged Version – p. 31

[136] Montreal's First Strategic Plan for Sustainable Development. 2007-2009 Abridged Version – p. 31

[137] Développement durable – un réseau de partenaires. L'engagement de toute une collectivité. Accessed June 2, 2008 from http://ville.montreal.qc.ca/portal/page?_pageid=736,4733337 &_dad=portal&_schema=PORTAL

[138] Montreal's First Strategic Plan for Sustainable Development. 2007-2009 Abridged Version – p. 31

[139] Jim Nicell, Associate Vice-Principal (University Services), McGill University, interview

[140] Rapport d'activités 2007-2008. Plan d'action 2008-2009. Conseil régional de l'environnement de Montréal. (2008)

[141] Montreal's First Strategic Plan for Sustainable Development. 2007-2009 Abridged Version – p. 32

transportation, the reduction in water consumption, and access by people to the Saint Lawrence River[142]; and 'action indicators', which show the progress on the actions outlined in the strategic plan[143]. Information is collected for the collaborative actions progress report by the City by contacting each partner and asking them to respond to a questionnaire, and also to commit to their actions for the coming year[144].

In summary, the strategic plan formulation used a formal process, was locally driven and resulted in a plan with a short time horizon (5 years). The implementation of Montreal's First Strategic Plan for Sustainable Development is led by three organizations (Conseil régional de l'environnement de Montréal, the City of Montreal and the Conférence régionale des élus). In terms of form, two formal committees are constituted at the full partnership level; individual organizations implement relevant aspects of the collaborative strategic plan; and there are informal interactions among organizations at the joint project level. In terms of processes, decision-making about which collaborative goals to implement and actions to take is left to each individual partner, but CRSDS communication and monitoring are centralized with the three lead organizations, with individual partner organizations providing information to these processes. As a consequence, the collaborative implementation structure for Montreal's CRSDS is a good example of the 'Implementation through Partner Organizations' Archetype.

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[142] André Porlier, Chargé du développement durable, Conseil régional de l'environnement de Montréal, interview

[143] Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) – p. 111

[144] Questionnaire destiné aux arrondissements et municipalités reconstituées. Bilan 2008; and Questionnaire destiné aux partenaires. Bilan 2008

6.3 Archetype 3: Hamilton's Vision 2020

As a reminder, the collaborative implementation structures in place in Hamilton during 1992-1998 and 2003-2009 fit Archetype 3, the 'Implementation through a Focal Organization' Archetype; while the structure during 1999-2003 fits Archetype 1, the 'Implementation through Joint Projects' Archetype.

Figure 12: Visual Representation of Hamilton's CRSDS during Three Time Periods (Archetypes 1 and 3)

**Archetype 3:
Hamilton's CRSDS 1992-1998**

Full Partnership Level – No entity; informal interactions on the full CRSDS implementation at an annual fair

Joint Projects Level – Numerous issue-based multi-organizational entities created, such as Clean Air Hamilton

Individual Partner Level – Only the government is responsible for implementation, decision-making, communication, and monitoring, though a Citizens Steering Committee helped with some pieces

**Archetype 1:
Hamilton's CRSDS 1999-2003**

Full Partnership Level – An NGO with multiple organizations on the Board, and with the specific mandate to help implement the CRSDS

Joint Projects Level – Issue-based Task Forces, some of which are represented by existing multi-organizational joint projects from the last time period, decide on action plans and identify implementing partners

Individual Partners Level – As this was a transition from the previous time period, government retains some decision-making, and all monitoring. Conversations begin about sharing monitoring with the NGO. Some individual organizations begin implementing their portion of the action plans

**Archetype 3:
Hamilton's CRSDS 2004-2009**

Full Partnership Level – No activity at this level

Joint Projects Level – Some joint projects (from the first time period) continue, and one new one is created with loose ties to the CRSDS

Individual Partner Level – Government alone implements, decides on implementation actions related to the CRSDS, communicates and monitors

D = Centralized Decision-Making   ————— = formal entity
C = Formal Communication   - - - - - - - = informal interactions
M = Centralized Monitoring   size of the oval = number of potential partners at this level

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Introduction to the Region

Hamilton is situated in southern Ontario, with a population of 504,559 people, according to the 2006 census[145]. The core of its economy is based on steel manufacturing and 'other services'[146]. The following table summarizes the collaborative implementation structures used to implement Hamilton's CRSDS, with more detail than found in Chapter 5.

Table 22: Archetype 3: Hamilton

Name of Region		Hamilton (City) (1992 – 1998)	Hamilton (City) (1999 – 2003)	Hamilton (City) (2004 – 2009)
Strategy		Vision 2020	Vision 2020	Vision 2020
Year adopted		1992	1992	1992
Tool used		-	-	-
Component				
Partners	Lead Organization(s)	Local government	NGO - Action 2020	Local government
	Number of Partners	Small – the Regional government and the Citizens Steering Committee (CSC)	Large – Numerous task force members + Board members	Small - Only the City
	Engagement	Deep (the whole organizations)/ broad (all issues)	Deep (the whole organizations)/ various (depending on the organization how many issues it was engaged in)	Deep / broad
Implementation Forms	Full Partnership Level	Informal interactions (at the annual fair)	Organization – Action 2020	None
	Joint Project(s) Level	Organizations – Numerous joint projects initiated	Organizations – Joint projects continued and linked into task forces	Organizations – Joint projects continued and JPC created (but disconnected)
	Individual Partners Implementation	Government only with internal committee (Staff Working Group) and the citizens group (CSC)	Yes – Each organization implements its portion of the thematic Action Plans	Government only
Process & Systems	Decision-Making	Centralized – Government only	Centralized – Collaborative – Action 2020 + Government	Centralized – Government only
	Communication & Information	Centralized - Collaborative	Centralized - Collaborative	Centralized - Government only

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[145] Statistics Canada - Census 2006.
[146] Hamilton Economic Development - Industry Sectors. Accessed March 13, 2009 from http://www.investinhamilton.ca/industrysectors.asp and Census 2006 - Statistics Canada

	Monitoring & Evaluation	Centralized – Government only (Reporting by only the government) / renewal process	Centralized – Government only (almost changed to collaborative as reporting was to be co-branded with new indicators) / renewal process	Centralized – Government only / renewal process
Context	**Formation & Formulation Form**	Committee – Regional Chairman's Task Force on Sustainable Development		
	Strategic Plan Formulation Process	Formal / local/ medium-term		
	Legal Framework & Regulations	None		
	Support Organization(s)	None	ICLEI	None
	Size of Region (in 2006)	504,559		
	Top Industries	Other services/ manufacturing		
	Other Demographics	Steel & university		

Partnership Formation and Collaborative Strategic Plan Formulation

Vision 2020 is Hamilton's long-term strategy for a vibrant, healthy, sustainable future shared by local government, citizens, business groups, and other organizations. It is an all-encompassing 30-year vision of what Hamilton and its citizens aspire to be in the year 2020. The Regional Council (Hamilton-Wentworth's local government) developed a multi-stakeholder sustainable region initiative in 1990, called the Regional Chairman's Task Force on Sustainable Development[147]. The Task Force worked for over two and a half years, with over 1000 people participating[148]. One result was the Vision statement, *Vision 2020 – The Sustainable Region,* which was adopted in 1992[149]. A second was a report called *Directions for Creating a Sustainable Region[150],* and the third was a report, called *Implementing Vision 2020 – Detailed Strategies and Actions Creating a*

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[147] Summary Report, March 1997. VISION 2020 Sustainable Community Initiative. p. 6

[148] Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada. UNESCO. Accessed April 24 2008 from http://www.unesco.org/most/usa4.htm

[149] The Sustainable Region. Vision 2020. (Adopted June 16, 1992)

[150] Chairman's Task Force on Sustainable Development. Public Participation Program, 1992. Summary Report No. 6 Community Workshop: Creating the Sustainable Region. Implementing Vision 2020. (October 15, 1992) and Hamiltonians for Progressive Development. Accessed April 24, 2008 from http://www.progressivedevelopment.ca/

Sustainable Region[151], containing 400 recommendations for actions for implementing the vision, each of which was linked to specific topics addressed in the first report[152]. The 400 recommendations in the Task Force's report were addressed at various organizations within the region[153]. The Task Force presented these reports to the Regional Council in 1993[154], though some of the Task Force members also promoted Vision 2020 inside their own organizations and to other organizations in their economic sectors; "By virtue of the people we worked with and the enthusiasm we exuded, being members of the Task Force, we thought that through osmosis we could affect real change throughout the city"[155]. The Task Force disbanded once its mandate was completed.

Vision 2020 was the first collaborative regional sustainable development strategy adopted in Canada, and therefore has the longest history of implementation. It was selected by the Federation of Canadian Municipalities in 1993 as the Canadian region to be used by ICLEI as a Model Community for demonstrating Local Agenda 21. It has since won national and international awards, including: the Canadian Environmental Achievement Award from Environment Canada in 1994; Dubai International Award for Best Practices in 2000; and United Nations – Local Initiatives Award for Governance in Sustainable Development in 2000[156]. Table 23 details Vision 2020's chronology through the formulation and implementation phases.

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[151] Implementing Vision 2020: Detailed Strategies and Actions Creating a Sustainable Region. (January 1993)
and Hamilton-Wentworth's Sustainable Community Initiative: Project Overview. (December 1996)
[152] Mark Bekkering, Vision 2020 Coordinator from 1991 – 1995, interview
[153] Devuyst, D. & Hens, L. 2000. Introducing and Measuring Sustainable Development Initiatives by Local Authorities in Canada and Flanders (Belgium): A Comparative Study. Environment, Development and Sustainability, 2(2): 81-105
[154] Mark Bekkering, Vision 2020 Coordinator from 1991 – 1995, interview
[155] Bob Korol, former Task Force member, and current Prof. Emeritus at McMaster University, interview
[156] Vision 2020 Designations and Awards. Website accessed March 22, 2009: http://www.myhamilton.ca/myhamilton/CityandGovernment/ProjectsInitiatives/V2020/Awards/DesignationsAwards.htm

Table 23: Chronology of Hamilton's Vision 2020's Formulation and Implementation

Date	Activity
1990	Regional Chairman's Task Force on Sustainable Development was created. The membership was comprised of representatives from different sectors. A formal formulation process was conducted involving over 1000 people and numerous organizations
1992	Vision statement was adopted by the regional government. It was called *Vision 2020 – The Sustainable Region*
	Themed working groups met to develop strategies and implementation actions.
	The Remedial Action Plan for harbour clean-up was created; a multi-organizational group with over 40 agencies. Though work began on this in 1985. Linked to this Plan are the Bay Area Implementation Team (BAIT) which implements the plan, and the Bay Area Restoration Council which oversees public participation.
1993	Two reports written by the Task Force were presented to the regional government. These were titled *Directions for Creating a Sustainable Region* and *Implementing Vision 2020 – Detailed Strategies and Actions Creating a Sustainable Region*. They included 400 recommendations for various actors within the region. The two documents, combined with the Vision, are what constitutes the CRSDS, called Vision 2020
	Some Task Force members also bring Vision 2020 back to their organizations
	Task Force disbanded as it had completed its mandate
	The Citizens for Sustainable Community was created by former Task Force members to act as a watch-dog on government progress on Vision 2020. Membership was open to anyone that wanted to get involved. It was supported by government staff and never had an incorporation or budget of its own. The same organization was also called the Citizens Steering Committee and helped organize the Sustainable Community Day (starting in 1994), helped with the youth education project (starting in 1994), helped with the Indicators Project (around 1995) and the awards (starting in 1997). The organization was also referred to as the Vision 2020 Citizen's Committee by 1999. It lasted until about 2003 when it dissolved
	Vision 2020 was selected by the Federation of Canadian Municipalities as the Canadian region to be used by ICLEI as a Local Agenda 21 Model Community
1994	Vision 2020 was used to update the Official Plan of the regional government – this plan was called *Towards a Sustainable Region*. This plan incorporated over 100 of the recommendations; these were related to government jurisdiction
	Vision 2020 won the Canadian Environmental Achievement Award from Environment Canada
	Staff Working Group on Sustainable Development was created. This group developed a Sustainable Community Decision Making Guide. This guide has been revised twice since, once in 1996 and again in 2001
	First annual Sustainable Communities Day was held. It was held annually for at least six years following, though it changed from a multi-organizational festival and forum to an awards ceremony as time went on
	The Greenlands Project was launched as a multi-organizational joint project on protected areas
	The Youth Citizens for a Sustainable Future Program was launched as a multi-organizational joint project.
1995	The Hamilton Air Quality Initiative began as a multi-organizational joint project. In 1998 this became Clean Air Hamilton, which still exists
	Green Venture was launched as an incorporated NGO with the initial intention was to be the nexus between environment and business, and currently works with homeowners on environmental behavior
1996	First annual report card on Vision 2020 was released. The indicators had been previously developed by McMaster University, the Health of the Public project, ICLEI and the regional government. This report was produced annually until 2004 and restarted again in 2008
1997	An awards program was launched

	The Progress Team (a multi-stakeholder committee) was formed with a mandate to review Vision 2020 and recommend further strategies for the next five years. The facilitated a formal consultation process with approximately 900 people and organizations
Second time period begins	
1998	The Progress Team produced a report called *Strategies for a Sustainable Community* which updated the 1993 recommendations to 212 renewed strategies. It recommended that follow-up planning be the responsibility of many implementing parties through an external organization
	A Transition Team was created to determine the new structure. It chose a non-profit organization with a multi-sector Board. The regional government gave the Transition Team the mandate to create a business plan for the non-profit
1999	Business plan for Action 2020 (the new non-profit) was completed
2000	Action 2020 was incorporated, with most of its funding from the regional government. The Transition Team selects a Board through a nomination process, and is then disbanded. Action 2020 took over the fairs and events
	The Vision 2020 annual reports are still produced by the regional government, and a Vision 2020 coordinator still exists as a government employee
	Vision 2020 won the Dubai International Award fro Best Practices and also the United Nations – Local Initiatives Award for Governance in Sustainable Development
2001	Action 2020 in partnership with the Social Planning Research Council, the Hamilton Community Foundation, and the newly amalgamated City of Hamilton hosted workshops considering the implementation of Vision 2020. This was called Seeing 2020, and involved thematic multi-organizational task forces for each issue area in Vision 2020
2002	Seeing 2020 report is completed. It includes recommendations for improving current indicators and short-term (12-24 months) action plans for each of the task forces which are linked to the longer-term goals identified in Vision 2020
	Action 2020 dissolved its incorporation after the City decided not to continue to fund them. There had been previous tensions between the City and Action 2020
	The City's Staff Working Group on Sustainable Development was disbanded. It worked through until the amalgamation was completed. The Vision 2020 Coordinator role was retained, the annual reports continued, and the community awards also proceeded
2003	The Vision 2020 Renewal Roundtable was created to oversee the Vision 2020 renewal. It was a multi-stakeholder group set up in an advisory role.
	Vision 2020 renewal was completed and a renewed Vision 2020 was adopted. The renewal was done in conjunction with the development of a Growth Related Integrated Development Strategy (GRIDS) and the Official Plan update. All the renewals together were called *Building a Strong Foundation Project*. In terms of Vision 2020 the renewal resulted in nine sustainability principles being created to complement the previous Vision 2020 content.
Third time period begins	
2004	A new corporate training program was launched for City staff called *Applying Sustainability Thinking in the Workplace – A training program for people who work for the City of Hamilton*
	The City of Hamilton worked with ICLEI to develop a triple-bottom line (TBL) tool. This tool is still used in municipal decision making.
	A Roadmap to Sustainability document was created which outlined objectives and actions for 2004-2009. It integrated the Council's strategic goals with the Vision 2020 goals. Considerable effort was made to integrate Vision 2020 with other initiatives within the government.
	The City launched a *City Initiatives Inventory* which detailed all the internal initiatives that furthered the goals of Vision 2020. This was a large report and also a searchable online database. In addition an online list of regional actions was posted. 30 organizations were listed, but these were not considered partners.
2007	A new Vision 2020 Coordinator is hired after the position was vacant for about a year and a half.
2008	The Jobs Prosperity Collaborative is launched. It is a multi-stakeholder initiative of approximately 65 members.
	A 2008 Vision 2020 report card was produced, the first since 2004.
	Planning began for the next 5-year Vision 2020 renewal cycle.

First Time Period – 1992 to 1998

Partners and Forms

The regional government began integrating Vision 2020 immediately into its programs. It used Vision 2020 in revising its Official Plan for land use; this updated plan was adopted in 1994 and is called *Towards a Sustainable Region*[157]. This document directly incorporates over 100 of the 400 Vision 2020 recommended actions[158]. The region created a Staff Working Group on Sustainable Development, which included one senior staff from each department[159]. This was a step towards integrating sustainability concerns into the regional government projects, policies and initiatives.

The first Sustainable Communities Day was held in 1994, and then held annually for at least six years[160]; it ensured ongoing informal interactions between local organizations and businesses The annual indicators report was first released in 1996 and each year thereafter was presented at the Sustainable Communities Day[161]. A Citizens Steering Committee existed to organize the Sustainable Community Day[162]. This committee was supported by government staff. At first, it was very active. The citizens' group, which is what Norman Ragetlie, the Vision 2020 coordinator (1996-1999), informally called them, was also involved with the Indicators Project[163]. In 1997, it also became involved in an awards program[164].

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[157] Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada. UNESCO. Accessed April 24, 2008 from http://www.unesco.org/most/usa4.htm

[158] Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada. UNESCO. Accessed April 24, 2008 from http://www.unesco.org/most/usa4.htm

[159] Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada. UNESCO. Accessed April 24, 2008 from http://www.unesco.org/most/usa4.htm

[160] Vision 2020. Promoting a Sustainable Community in Hamilton-Wentworth. Volume 2, Issue 3. (September 1999)

[161] Mark Bekkering, Vision 2020 Coordinator from 1991 – 1995, interview

[162] Mark Bekkering, Vision 2020 Coordinator from 1991 – 1995, interview

[163] Norman Ragetlie, Vision 2020 Coordinator from 1996 – 1999, interview

[164] Timeline & History. Vision 2020. Planning and Economic Development. City of Hamilton. Accessed April 24, 2008 from: http://www.myhamilton.ca/myhamilton/CityandGovernment/ProjectsInitiatives/V2020/ResourceLibrary/ Timeline+and+History.htm

While the only organization officially implementing Vision 2020 at the individual partner level was the regional government, a number of joint projects existed or were created related to implementing the Vision 2020 agenda. For example, Clean Air Hamilton emerged out of the Vision 2020 process and addressed air quality issues[165]. Another initiative that came out of Vision 2020 is Green Venture[166], an NGO which started in 1995 as a partnership to engage homeowners in energy, water, and waste issues[167]. "Green Venture was supposed to be the nexus between environment and business, but its funding got pulled by the provincial government, so it was just working to make ends meet"[168].

Processes

The regional government also developed a monitoring program to measure progress in relation to the goals of Vision 2020[169]. Indicators were developed with help from McMaster University, the Health of the Public project, and ICLEI[170]. The first annual report card was released in 1996, and was completed annually until 2004; the most recent was produced in 2008[171]. The indicators were designed to monitor progress in the region as defined by the overarching vision, and were not tied to any specific action recommendation[172]. For example, an indicator for the local economy theme is the rate of participation in the workforce[173].

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[165] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006)

[166] Heather Donison, former Executive Director of Green Venture, interview

[167] Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada. UNESCO. Accessed April 24, 2008 from http://www.unesco.org/most/usa4.htm

[168] Norman Ragetlie, Vision 2020 Coordinator from 1996 – 1999, interview

[169] Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada. UNESCO. Accessed April 24 2008 from http://www.unesco.org/most/usa4.htm

[170] Hamilton-Wentworth Region's Sustainable Community Initiatives. Bill Pearce. Plan Canada, Vol.35, No.5 - p. 1

[171] Vision 2020 Indicators Report Card (2008)

[172] Mark Bekkering, Vision 2020 Coordinator from 1991 – 1995, interview

[173] Annual Sustainability Indicators Report – Published December 2004. Accessed September 24 2009 from: http://www.myhamilton.ca/myhamilton/ CityandGovernment/ProjectsInitiatives/V2020/IndicatorsMeasuringProgress/Annual +Sustainability+Indicators+Report.htm

In 1997, a Progress Team was formed with a mandate of reviewing progress, receiving suggestions, and recommending further strategies for the next five years of Vision 2020[174]. Norman Ragetlie explained why this was not left to the CSC:

> There were major institutions – three hospitals, the school board – that wanted to join, but the CSC wasn't suitable … it was awkward at the time as the CSC made a submission to the Progress Team on what they thought had been working. There could have been a more integrated approach … The creation of the Progress Team sapped some of the energy from the Steering Committee because they were no longer the only external shepherd. There was some overlap.[175]

The Progress Team was a multi-stakeholder committee, and produced a report called *Strategies for a Sustainable Community*[176]. After a consultation process that involved approximately 900 individuals and organizations, the new report was released. It includes renewed strategies comprised of new theme areas for safety and security, arts and heritage, education, and community capacity building[177]. The action items from 1993 were updated into a list of 212 renewed strategies, and the term "strategy" was chosen to replace what had previously been termed an "action" in the 1998 report[178]. It determined that of the original 400 recommendations, one quarter had been fully implemented, i.e. completed, and almost half had been partially implemented[179].

Second Time Period – 1999 to 2003

Partners and Forms

In 1999, a new entity was envisioned, called Action 2020. Jen Heneberry, a former City of Hamilton employee, commented:

> I got the sense that [making Action 2020 external] was a natural evolution. The city was incubating it until it could move from vision to action … For it

[174] Achieving Sustainable Use Initiatives in a Major Population Centre. Anne Redish. (1999)
[175] Norman Ragetlie, Vision 2020 Coordinator from 1996 – 1999, interview
[176] Strategies for a Sustainable Community. (1998)
[177] Strategies for a Sustainable Community. (1998)
[178] Strategies for a Sustainable Community. (1998)
[179] Achieving Sustainable Use Initiatives in a Major Population Centre. Anne Redish. (1999)

not to be the city's sustainability plan but for it to be a true community initiative where everyone saw themselves as a partner; the city was still a partner, too.[180]

Action 2020 was formally incorporated as an NGO in 2000 with most of its funding from the regional government[181]. Action 2020 took over responsibility for staging the fairs and events promoting Vision 2020, though the major achievement of Action 2020 was the Seeing 2020 Workshop and related thematic task forces[182]. In November 2001, Action 2020, the Social Planning Research Council, the Hamilton Community Foundation and the newly amalgamated City of Hamilton hosted the Seeing 2020 Workshop to consider the implementation of Vision 2020[183]. Each Task Force was made up of key individuals, community organizations, and private and government sector representatives with a link to the theme (issue area) from Vision 2020[184]. For example, there was a Water Quality Task Force[185].

The resulting document included recommendations for improving indicators for measuring progress in each issue area, and for short-term (12 to 24 months) action plans for each of the task forces. "There was also a logical connection between the short-term goals sought in the Action Plan and the longer term (5- and 20-year) goals identified in Vision 2020"[186]. Depending on the task force, the action planning proceeded differently. For example, both the Water Quality and the Air Quality Task Forces had specific organizations with broadly based multi-organizational memberships that were the action-setting and implementing bodies – these were Clean Air Hamilton on air quality and the Bay Area Implementation

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[180] Jen Heneberry interview

[181] Timeline & History. Vision 2020. Planning and Economic Development. City of Hamilton. Accessed April 24, 2008 from: http://www.myhamilton.ca/myhamilton/CityandGovernment/ProjectsInitiatives/V2020/ResourceLibrary/ Timeline+and+History.htm

[182] Jack Santa-Barbara, Former Co-Chair of Action 2020, interview

[183] Seeing 2020, Final Report: Implementing Vision 2020. Prepared by Action 2020. (September 25, 2002)

[184] Seeing 2020, Final Report: Implementing Vision 2020. Prepared by Action 2020. (September 25, 2002)

[185] Pete Wobscall, Executive Director of Green Venture, interview

[186] Seeing 2020, Final Report: Implementing Vision 2020. Prepared by Action 2020. (September 25, 2002) – p. 17

Team (BART) on water quality. Most task forces drew up Action Plans, but without formal commitment from the organizations involved to implement. Other task forces identified that they did not include all the relevant organizations to accomplish their mandate or that they were not constituted properly[187]. Jack Santa-Barbara, the Co-Chair of Action 2020 reflected that if he were to do it again, he would scale the number of task forces down and make it more effective[188].

It was the intention of Action 2020 to provide ongoing logistical support to its task forces[189] and in 2002, Action 2020 and the City started to revisit, with the aim of revising, the relationship between these task forces and the City's own advisory groups[190]. The problem was that there were ongoing difficulties between Action 2020 and the City. It was a challenging time for the city because it was just after an amalgamation (the merger of smaller local governments into one larger government)[191]. Not all the Board members of Action 2020 – which included City Counsellors – agreed with the decisions being made by the Board and Executive Director. Heather Donison, the current Vision 2020 Coordinator, was also a past Action 2020 Board member. She recalled, "Action 2020 was confused from the outset about what the community, Board, and City expected from it"[192]. Jennifer Dawson, who was a Board member of Action 2020 and went on to become the Acting Executive Director when the previous one was determined not to be the right fit, speculated that the collapse was mostly due to a lack of political buy-in stemming, in particular, from Council's need to create a 'Hamilton' identity following municipal amalgamation. Near the end of 2002, Action 2020 lost its

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[187]   Seeing 2020, Final Report: Implementing Vision 2020. Prepared by Action 2020.
            (September 25, 2002)
[188]   Jack Santa-Barbara, Former Co-Chair of Action 2020, interview
[189]   Seeing 2020, Final Report: Implementing Vision 2020. Prepared by Action 2020.
            (September 25, 2002)
[190]   Seeing 2020, Final Report: Implementing Vision 2020. Prepared by Action 2020.
            (September 25, 2002)
[191]   Jen Heneberry, former staff of the Hamilton Community Foundation, interview
[192]   Heather Donison, Current Vision 2020 Coordinator interview

government funding and was dissolved[193]. The City's Staff Working Group also worked "through the amalgamation until 2002" and then it too was dissolved[194].

Processes

Vision 2020 did not end there though. The Vision 2020 Coordinator role continued and the five-year renewal of Vision 2020 proceeded. Former members of the Action 2020 Board and task forces met with staff and Council to discuss their involvement in the upcoming five-year review[195]. The annual indicator reports and the community awards also continued. A new Corporate Training Program was also launched in 2004 called Applying Sustainability Thinking in the Workplace – A Training Program for People Who Work for the City of Hamilton.

The 2003 Vision 2020 renewal was done in conjunction with a Growth Related Integrated Development Strategy (GRIDS) and an Official Plan update. A new multi-organizational cross-sector entity was created in January 2003 by the City of Hamilton to oversee the renewal, called the Vision 2020 Renewal Roundtable; this was described as a "non-arm's length community advisory group on sustainable development"[196]. Building a Strong Foundation Project – the name for the renewal - was launched and ultimately, nine Vision 2020 sustainability principles were officially established to be used as a basis for the 30-year *Growth Related Integrated Development Strategy* (GRIDS), integrating transportation, land use and economic development planning, and to guide the New Official Plan

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[193] Timeline & History. Vision 2020. Planning and Economic Development. City of Hamilton. Accessed April 24, 2008 from: http://www.myhamilton.ca/myhamilton/CityandGovernment/ProjectsInitiatives/V2020/ResourceLibrary/ Timeline+and+History.htm

[194] Heather Donison, Current Vision 2020 Coordinator interview

[195] Timeline & History. Vision 2020. Planning and Economic Development. City of Hamilton. Accessed April 24, 2008 from: http://www.myhamilton.ca/myhamilton/CityandGovernment/ProjectsInitiatives/V2020/ResourceLibrary/ Timeline+and+History.htm

[196] Terms of Reference for the Vision 2020 Renewal Roundtable from the Meeting held Feb 3, 2003. Document in Building a Strong Foundation Phase 1 Consultation Report. Linda Harvey, City of Hamilton Planning and Development Department. (2003)

(a consolidation of the seven former regional plans that existed before amalgamation)[197]. In September 2003 the Hamilton City Council adopted a renewed Vision 2020.

Third Time Period – 2004 to 2009

Partners, Forms and Processes

By 2004, Vision 2020 had become fully integrated into the local government's overall planning. The City of Hamilton, in 2004, worked with ICLEI: Local Governments for Sustainability to develop a triple-bottom line (TBL) tool, which is now used in municipal decision-making [198]. There was significant effort to ensure integration between annual budgets and planning, functional plans, five-year reviews, and longer-term plans and strategy. A Roadmap to Sustainability document, which outlined objectives and actions for 2004-2009, was developed in 2004 and it integrates the Council's strategic goals with the Vision 2020 goals[199].

While the complete management of Vision 2020 moved back from Action 2020 into a fully run City initiative, the need for other partners to help with achieving the Vision was still apparent[200]. In 2004, the City launched a City Initiatives Inventory "to introduce an inventory of the City initiatives that achieve the goals of Vision 2020"[201]. This inventory was also offered online as a searchable database[202]. The City also created an online list of regional actions (i.e., actions

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[197] Timeline & History. Vision 2020. Planning and Economic Development. City of Hamilton. Accessed April 24, 2008 from: http://www.myhamilton.ca/myhamilton/CityandGovernment/ProjectsInitiatives/V2020/ResourceLibrary/ Timeline+and+History.htm

[198] Timeline & History. Vision 2020. Planning and Economic Development. City of Hamilton. Accessed April 24, 2008 from: http://www.myhamilton.ca/myhamilton/CityandGovernment/ProjectsInitiatives/V2020/ResourceLibrary/ Timeline+and+History.htm

[199] City of Hamilton: Roadmap to Sustainability. (September 1, 2004)

[200] City Action Inventory: An Introductory List of City of Hamilton Initiatives that Achieve the Goals of Vision 2020. (January 2004)

[201] City Action Inventory: An Introductory List of City of Hamilton Initiatives that Achieve the Goals of Vision 2020. (January 2004) – p. i

[202] City Action Inventory: An Introductory List of City of Hamilton Initiatives that Achieve the Goals of Vision 2020. (January 2004)

that helped further the vision), and invited organizations to showcase their initiatives. As of 2009, the online City database is no longer active, and the outdated community action page lists 30 organizations[203]. Heather Donison, the current Vision 2020 Coordinator explains, "Honestly, there are not any partners… you can identify gaps that really is not the city's mandate to serve, but would make the city more sustainable. And, we need to identify those gaps and work with organizations that have the mandate to do it. We have not really done that"[204]. There are, however, ongoing joint projects which are no longer directly linked with Vision 2020, such as Clean Air Hamilton.

Hamilton is currently considering its next 5-year Vision 2020 renewal cycle[205]. After the last Vision 2020 Coordinator left, it took the City about a year and a half to find a new person. The new Vision 2020 Coordinator, Heather Donison, took up the role mid 2007. She recently completed a 2008 indicators report card, re-initiating the annual report cards that had not been produced since 2004[206]. The renewal process has not yet been determined and it is unclear how the region will continue from here[207].

In Summary, Hamilton's Vision 2020 has had three distinct structures at different periods in time. The strategic plan formulation was led by a multi-stakeholder committee and involved a formal process which was designed and led locally and which resulted in a 28-year CRSDS. In terms of implementation, during the 1992-1998 and 2003-2009 time periods, Vision 2020 implementation was led by the municipal government, while implementation during the 1999-2003 time period was led by an NGO created by the City and other organizations specifically for this purpose. The first time period saw the regional government leading the

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[203] Community Action Page. Planning and Economic Development. City of Hamilton. Accessed April 24, 2008 from: http://www.myhamilton.ca/myhamilton/cityandgovernment/projectsinitiatives/v2020/actionsimplementation/ communityaction/index.htm
[204] Heather Donison, Vision 2020 Coordinator, interview
[205] Brian McHattie interview
[206] Vision 2020 Indicators Report Card (2008)
[207] Brian McHattie interview

implementation, with help from the Citizens Steering Committee and informal interactions with a larger number of organizations at the annual Sustainable Community Day. During this time period, the regional government initiated a number of joint projects to complement its own internal activities. Decision-making about Vision 2020 implementation actions, communication about Vision 2020, and monitoring of regional sustainable development on Vision 2020 themes remained centralized with the government.

By the second time period, Action 2020 (the NGO) led the CRSDS implementation in close collaboration with the City (which also had more than one seat on the Board of Action 2020). Action 2020 initiated a process to engage a large number of partners in issue-based task forces, with the intention that each organization would implement its portion of the thematic Action Plans. During this time period, decision-making about actions to implement Vision 2020 and communication about Vision 2020 were centralized with Action 2020 (and its task forces) and could be termed "collaborative" in the sense that they were multi-organizational, although this led to tension with the City, and the monitoring (i.e. reporting) and renewal remained with the City. By the third time period, Action 2020 was disbanded, and processes were once again centralized with the government and the loosely affiliated joint projects in which the City was involved.

The structure in place during Hamilton's Vision 2020's third time period is therefore an example of the 'Implementation through a Focal Organization' Archetype; that in place during the second time-frame fits the 'Implementation through Joint Projects' Archetype; while the structure in place during the initial time-frame, although not a perfect fit, is closest to the 'Implementation through a Focal Organization' Archetype.

6.4 Archetype 4: Greater Vancouver's citiesPLUS

Greater Vancouver's cities[PLUS] fits the 'Informal Implementation' Archetype as
depicted by the following visual presentation:

Figure 13: Visual Representation of Greater Vancouver's CRSDS (Archetype 4)

Archetype 4:
Greater Vancouver's CRSDS

C[In]

D*M*
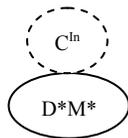
Partnership Level – No activity at this level

Joint Project Level – Informal interactions and informal
communication between partners through issue-based sessions
such as the networking breakfasts

Individual Partner Level – Partner organizations make their own
decisions on what implementation actions to take and they
monitor their own progress

D* = Decentralized Decision-Making   —————— = formal entity
C[In] = Informal Communication   - - - - - - - - = informal interactions
M* = Decentralized Monitoring   size of the oval = number of potential partners at this level

Introduction to the Region

The region of Greater Vancouver had a population of about 2.1 million in 2006[208],
and is located in the lower mainland of British Columbia. According to Statistics
Canada's 2006 census, the two main industries are 'business services', followed
by 'other services'. The regional government, which now goes by the name of
Metro Vancouver (and formerly went by the name Greater Vancouver Regional
District or GVRD), is a federation of 22 municipalities and one electoral area[209].

Greater Vancouver's collaborative regional sustainable development strategy,
which was initiated in January 2002 and completed in February 2003, is called *A
Sustainable Urban System: The Long-term Plan for Greater Vancouver.* The
collaborative initiative was coined cities[PLUS], which is an acronym for cities
Planning for Long-term Urban Sustainability. The public/private/civil sector

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[208] Statistics Canada – 2006 census
[209] About Metro Vancouver – Website accessed March 18, 2009:
http://www.metrovancouver.org/about/Pages/default.aspx

collaborative initiative was created in order to develop a Canadian entry to an international competition on Sustainable Urban Systems Design, which was sponsored by the International Gas Union[210]. From the perspective of the regional government, it was an

> ...opportunity to transfer the results into the real-time planning of the
> Greater Vancouver Regional District (GVRD), the regional government
> that administers many of the urban services for the metropolitan area.
> This was a tremendous opportunity to develop the GVRD's long-term
> plan, incorporating economic, social, and environmental priorities[211].

The result was that cities[PLUS] won the international competition. The table below outlines the structure of Greater Vancouver and the cities[PLUS] CSRDS. This is the same information as shown in Chapter 5, but with more detail.

Table 24: Archetype 4: Greater Vancouver

Name of Region		Vancouver (Metro)
Strategy		A Sustainable Urban System: The Long-term Plan
Year Adopted		2003
Tool Used		cities[PLUS]
Component		
Partners	Lead Organization(s)	Mixed – a consulting firm, a regional government, an NGO and a university
	Number of Partners	Small – four lead organizations
	Engagement	Various/ various – the involvement of different organizations implementing the strategies varied with some having deep involvement of the entire organization and others having shallow involvement; also some engaged on all the catalyst strategies, while others were narrowly focused on a couple.
Implementation Forms	Full Partnership Level	None – During the implementation, there was no formal entity
	Joint Project(s) Level	Informal interactions – Some of the organizations continued to interact at the sustainability breakfasts and other issue-based initiatives
	Individual Partner(s) Level	Yes
Process & Systems	Decision-making	Decentralized – Each organizations makes its own decisions on what ideas it will implement and how
	Communication & Information	Informal – All ongoing communication between the organizations was informal. There was no mechanism created to communicate about the implementation.

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[210] A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003) – p. 1

[211] A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003) – p. 1

	Monitoring & Evaluation	Decentralized/ no renewal process – Each organizations manages its own monitoring and evaluation process, and there is no plan to make revisions to the CRSDS.
Context	**Formation & Formulation Form**	Informal interactions – The four lead organizations interacted but did not formalize into an organization or committee. They also had an Advisory Board.
	Strategic Plan Formulation Process	Formal/ local + external/ long-term – The strategic plan formulation was formal, it involved organizations from across Canada as well as local , and the strategy has a 100-year time horizon.
	Legal Framework & Regulations	None
	Support Organization(s)	Sheltair; Plus Network; UBC
	Size of Region	2,116,581
	Top industries	Business services / other services
	Other Demographics	Multicultural / ocean / mountains/universities

Partnership Formation, Collaborative Strategic Plan Formulation, and Lead Organizations

Initiated by the Sheltair Group (a consulting firm)[212], the lead organizations were the Sheltair Group, Metro Vancouver (regional government which was then called GVRD), the Liu Institute for the Studies of Global Issues (at University of British Columbia), and the International Centre for Sustainable Cities (an NGO). Besides these core four partners, an Advisory Board representing all sectors was engaged, along with other funding partners (including Wastech, and BC Hydro)[213]. While the formation of the partnership involved informal interactions between the lead organizations, Advisory Board, and key funding organizations, rather than a formalized organization or committee, the formulation process was formal with over 500 individuals and organizations engaged in a systematic planned process[214]. The entire process is based on The Sheltair Group's Adaptive Management Framework, which was developed for the Cities^PLUS process[215]. The

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[212] Sebastian Moffatt, Former owner of the Sheltair Group, and National Team Leader in cities^PLUS, interview

[213] A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003) – p. 48

[214] A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003) – p. 1

[215] The Sheltair Group –Website accessed April 2, 2009: http://www.sheltair.com/content/Sebastian_Moffatt/42

Integrated Design Process included: writing background reports, conducting a large design charrette, facilitating sustainability breakfasts, and using predictive modeling software[216].

The CRSDS content falls into four overarching categories, each of which has sub topics. These are: 1) Place (natural habitat and climate); 2) People (health & well-being, social equity, culture and First Nations); 3) Infrastructure (buildings, materials, water, energy, mobility, communications, and agri-food); and 4) Governance (economic development, land use, governance, decision support, and human security). This led to eight 'catalyst strategies' [217] (i.e., strategic directions) to:

1) Protect and connect ribbons of blue and webs of green;
2) Design multi- use spaces and convertible structures;
3) Plan short loops and integrated infrastructure networks;
4) Become net contributors;
5) Experiment and learn as we go;
6) Enhance the diversity of choices;
7) Create shock resilient cells; and
8) Green and clean the import/export chains[218].

Implementation – Partners, Forms and Processes

The content of the CRSDS outlines that there are roles for different organizations in the implementation of the "catalyst strategies", ranging from the regional government and private sector associations to federal government departments[219]. Esther Speck, who was an independent consultant working with the Sheltair Group on cities[PLUS] at the time, emphasized that the strategy was intended for the entire regional community; "It really recognized the abilities of different players to influence and create change, and you need them all, but you need them all working towards a common vision"[220].

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[216] A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003) – p. 1
[217] A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003)
[218] A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003)
[219] A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003)
[220] Esther Speck, current Director of Sustainability at Mountain Equipment Coop, interview

Initially, it was intended that implementation would be carried out as various organizations moved forward with and acted upon the ideas from the cities[PLUS] plan. When the core team returned from winning the international competition, they gave hundreds of presentations to a wide range of local, regional, national and international audiences[221]. The Honorable Mike Harcourt, the former Premier of British Columbia, and the former Mayor of Vancouver, was a Senior Associate with UBC's Liu Centre at the time, and was also the Vice Chair of the cities[PLUS] process[222]. He made numerous presentations. Delia Laglagaron, the Deputy Chief Administrative Officer of Metro Vancouver recalled that, "The cities[PLUS] plan was presented to the Metro Vancouver Board and its Committees, as well as other institutions in the region, including the Board of Trade"[223]. There was a high level of excitement in having won the competition, which brought with it additional credibility to the region and the people involved[224]. It also brought a higher level of attention to the region's sustainability initiatives, from both external and internal parties[225].

As there was no ongoing funding for a collaborative initiative[226], and many of the partners viewed this plan as a parallel activity to their own organizational initiatives[227], there was no formal collaborative structure created for implementation. In addition to the lack of formalized structural arrangements, there was a difference of opinion on implementation approach between the key person at the Sheltair Group, and the key person at the ICSC, so this also led to separate follow-up activities[228]. Instead of a collaborative approach, as was intended the individual partners implemented the ideas they could easily integrate

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[221] Western Economic Diversification Canada – Cities PLUS Planning for Long Term Urban Sustainability – Website accessed March 18, 2009: http://www.wd.gc.ca/eng/10603.asp

[222] cities[PLUS] bio sheets – Vice Chair. Website accessed April 2, 2009 from: http://www.citiesplus.ca/mike.html

[223] Delia Laglagaron, Deputy Chief Administrative Officer of Metro Vancouver, interview

[224] Bruce Sampson, former VP Sustainability at BC Hydro, interview

[225] Bruce Sampson, former VP Sustainability at BC Hydro, interview

[226] Sebastian Moffatt, Former owner of the Sheltair Group, and National Team Leader in cities[PLUS], interview

[227] Bruce Sampson, former VP Sustainability at BC Hydro, interview

[228] Nola-Kate Seymoar, Sebastian Moffat, and Ken Cameron interviews

into their own internal programs; and monitored their own progress relevant to their internal sustainability goals (and not the collaborative goals). As a consequence, decision-making about implementation actions and monitoring of the collaborative strategy implementation is quite decentralized (i.e. it occurs inside individual organizations with no coordination or aggregation of results). It therefore depends on the specific partner whether its implementation of the content is "broad" (i.e., addressing a wide range of sustainable development issues across the entire document), or "narrow" (i.e., addressing a subset of the total number of issues). For example, Metro Vancouver continued to engage with broad interest[229], while BC Hydro had a more narrow interest on energy-related issues[230]. It also depends on the specific partner as to whether its ongoing involvement is "deep" (i.e., with an impact on the whole organization), as is the case of the International Centre for Sustainable Cities (ICSC)[231], or "shallow" (i.e., limited to a single department or organizational unit), as is the case of University of British Columbia[232].

Some of the original partners continued to interact on issue-based joint projects (e.g. The Sheltair Group and Metro Vancouver worked together on an integrated risk management plan for resiliency planning) as well as through other networking activities on sustainability issues. In particular, "sustainability breakfast meetings", which are monthly panel discussion and networking events, were initiated in January 2004, and these present the organizations involved with ongoing opportunities to communicate informally about a range of sustainability topics[233]. In the words of Nola-Kate Seymoar, the President and CEO of the International Centre for Sustainable Cities (ICSC),

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[229] Ken Cameron, Former Manager of Policy & Planning in Metro Vancouver, and Regional Team Leader in cities[PLUS], interview

[230] Bruce Sampson and Victoria Smith interviews

[231] Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

[232] Alison Aloisio, Green Building and Sustainable Community Planning Advisor, University of British Columbia, interview

[233] Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

Sheltair had done breakfast meetings with cities[PLUS], which turned out to be one of the most useful things in terms of gaining ideas, but also in terms of keeping the community of sustainability people informed about what was going on. So I expanded that model with BC Hydro, with Bruce Sampson, and the focus of the ongoing breakfast meetings was on what we were going to showcase for the World Urban Forum in 2006 as well as building the community of practitioners in Greater Vancouver… By about 2005, at the regional government level, you had the Sustainable Region Initiative in Metro Vancouver incorporating some of the ideas from cities[PLUS], and you had the breakfast meetings bringing the community along; almost using the excuse of the breakfast meetings to keep the momentum going at a community level for many of the cities[PLUS] ideas.[234]

The breakfast meetings are considered to be very successful, "they could be as big as 300 people at 7:30 am in rainy January weather – which gives an idea of how interesting and stimulating they were, and how much people in sustainability wanted to talk to each other"[235]. When the ICSC's funding for the project ended, Metro Vancouver took over responsibility for funding these meetings and for a period they were co-chaired by Metro Vancouver and the ICSC[236]. The sustainability community breakfasts continue as part of the work of Metro Vancouver's Sustainable Region Initiative and they still foster informal interactions between sustainability leaders and are perceived as important to the ongoing conversation[237], although they no longer have any direct link to cities [PLUS] [238].

"Since being awarded first prize in 2003, the original partners have instigated programs and projects that draw on the wealth of insight from the cities[PLUS] process and communicate its ideas to a wider audience"[239]. In retrospect, the

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[234] Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

[235] Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

[236] Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

[237] Sustainability Community Breakfasts. Outreach. Metro Vancouver. Accessed March 12 2009 from http://www.metrovancouver.org/region/breakfasts/Pages/default.aspx

[238] Esther Speck, current Director of Sustainability at Mountain Equipment Coop, interview

[239] Western Economic Diversification Canada – Cities PLUS Planning for Long Term Urban Sustainability – Website accessed March 18, 2009: http://www.wd.gc.ca/eng/10603.asp

implemented strategy has been highly emergent; much of the implementation outlined in the CRSDS has not occurred as planned, but there are many unplanned novel initiatives executed. Table 25 details the chronology of this CRSDS.

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Table 25: Chronology of Vancouver cities^{PLUS} Formulation and Informal Implementation

Date	Activity
January 2002	cities^{PLUS} was initiated by the Sheltair Group. Four lead organizations were: The Sheltair Group, Metro Vancouver, Liu Centre at UBC, and the ICSC
2002	GVRD developed its Sustainable Region Initiative (SRI), created the Partners Committee and released its first corporate Sustainability Report
February 2003	Submission to International Gas Union competition
June 2003	cities^{PLUS} won the competition
July 2003	Presentations on cities^{PLUS} to numerous organizations began
Fall 2003	The Sheltair Group prepared a report on how to move forward on a coordinated regional energy strategy and proposed a multi-organizational Council (this does not proceed)
Fall 2003	GVRD and the Sheltair Group move forward on an integrated risk management plan that furthered the disaster resiliency goal from the CRSDS
Spring 2004	cities^{PLUS} newsletter released – first since award is won
March 2004	GVRD had the ICSC do two workshops with its staff on implementing cities^{PLUS}
June 2004	Bridging the Future project began and ran until June 2006. This was by the Sheltair Group and the International Gas Union
September 2004	The 30+ Network is launched at the 2004 World Urban Forum in Spain – a formal partnership between the ICSC, ICLEI, UBC and Metro Vancouver. Later this became the PLUS Network and it is run by the ICSC.
January 2005	BC Hydro and the ICSC began the sustainability breakfasts again, which are later shifted to Metro Vancouver and are still an ongoing monthly activity
February 2005	Building in part on lesions from cities^{PLUS}, the federal government launched the New Deal for Communities as part of its 2005 budget – the gas tax requires municipalities to create Integrated Community Sustainability Plans
October 2005	Last cities^{PLUS} newsletter released and last time the website was updated. This newsletter provided a progress report on initiatives in and around Vancouver that further each of the eight catalyst strategies.
June 2006	United Nations Habitat's 2006 World Urban Forum occured in Vancouver. Sustainability initiatives throughout Vancouver were highlighted.
2006	Metro Vancouver began its sustainability dialogues in partnership with the Boards of Trade
2006	UBC created a new campus-wide sustainability strategy
2008	Metro Vancouver developed a Sustainability Framework
October 2008	Metro Vancouver held its first Sustainability Summit, which followed regional discussion forums
2009	Metro Vancouver published a Sustainability Report that is regional (not only corporate)
March 2009	QUEST was launched and involved BC Hydro and Terasan Gas

For much more information on the CRSDS, and the individual partner implementation initiatives, please see the longer case description in Appendix

XIV. For example, the Sustainable Region Initiative (SRI) of Metro Vancouver (the regional government) is presented, including workshops conducted by the ICSC for government employees on two of the 'catalyst strategies' in March 2004, work by The Sheltair Group to help integrate cities^{PLUS} into the government's SRI, and the current sustainability dialogues. In addition, also presented are individual partner level initiatives that helped move forward the cities^{PLUS} agenda; these are by the ICSC, The Sheltair Group, the University of British Columbia, Wastech Services Ltd., BC Hydro, Terasan Gas, and more recently QUEST. For example, the ICSC launched the PLUS Network, and The Sheltair Group produced two follow-up newsletters and maintained a related website for a while.

In summary, Greater Vancouver's cities^{PLUS} has a structure which is predominately informal. It was initiated by a small multi-sector group of organizations who launched a formal process but without a formally constituted entity at the full partnership level to formulate the strategy. It engaged numerous other organizations in the formulation process through formal consultation events and information gathering activities. No formalized implementation effort was ever planned; rather, it was intended that individual organizations would act upon the concepts in the CRSDS on their own accord and independently. So organizations make their own decisions about which actions to pursue, and if relevant, conducted their own organizational-level sustainability reporting. Some of the partners continued to informally interact and communicate about implementation through two newsletters, the sustainability breakfasts, the PLUS Network, Metro Vancouver's dialogues, QUEST, and the myriad of other sustainability initiatives in Vancouver. No monitoring system was created for cities^{PLUS}, and no renewal is planned. Many legacies have resulted from cities^{PLUS}, most of which were not deliberate. The informal structure discerned to be in place to implement cities^{PLUS} is therefore an example of the 'Informal Implementation' Archetype.

The next two chapters present the empirical results from analyses of the relationships between the collaborative implementation structure and two types of outcomes (organizational and plan) in each of the four cases.

7.0 Part II Results – In-depth Cases – Organizational Outcomes

Organizational outcomes are the results, both positive and negative, obtained by individual partner organizations as a consequence of participating in the CRSDS. This chapter presents organizational outcomes from the four cases in section 7.1, cross-case comparisons in section 7.2, and an analysis of the relationship between structure and organizational outcomes in section 7.3.

7.1 Organizational Outcomes in Four Cases

As part of the data collection for each case, interviewees were asked about the benefits and drawbacks of their organizations' involvement in the CRSDS implementation. Some made many comments in response to these questions, while others did not have any response. The results for each case are presented below.

7.1.1 Whistler2020

Individual organizations involved with Whistler2020 as Task Force members, Implementing Organizations and/or 'Partners' had outcomes specific to their organization. The following table presents organizational outcomes from the CRSDS which were identified from Whistler interviews, presented by organizational type.

Table 26: Organizational Outcomes in Whistler

Organization type	Outcomes
Private Sector	• Allowed for stakeholder engagement[240] • Increased Respect[241] • Furthered mutual goals[242] • Increased momentum towards own goals[243]

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[240] Arthur Dejong, Mountain Planning and Environmental Resource Manager at Whistler Blackcomb, interview
[241] Whistler Interviewee 01
[242] Whistler Interviewee 01
[243] Whistler Interviewee 01

	• Built relationships[244] • Provided a platform for communication[245] • Increased visibility & reputation[246] • Increased learning[247] • Improved internal decision-making[248] • Influenced policy and programs[249] • Created targeted sponsorship opportunities[250] • Increased pressure to try to implement action items and to research possibility[251] • Increased awareness of and engagement in new policy directions[252] • Increased time and resource commitments[253] • Led to additional business opportunities[254] (x2) • Increased ability to influence thinking of others[255] • Increased awareness of community's needs[256] • Increased need to manage expectations[257]
Regional Government/ Provincial Government	• Engaged the community[258] • Increased a sense of community[259] • Increased recognition[260] • Created publicity[261] • Facilitated networking[262] • Increased program funding[263] • Increased workload[264] • Increased taxes[265] • Promoted bigger picture thinking[266]

[244] Whistler Interviewee 01
[245] Astrid Cameron Kent, owner of Astrid Fine Foods and Food Task Force member, interview
[246] Whistler Interviewee 02
[247] Whistler Interviewee 03
[248] Wayne Kratz, owner of local food businesses, interview
[249] Whistler Interviewee 04
[250] Whistler Interviewee 05
[251] Whistler Interviewee 04
[252] Whistler Interviewee 01
[253] Whistler Interviewee 02
[254] Whistler Interviewee 02
[255] Victoria Smith, Manager of the Aboriginal and Sustainable Community Sector, BC Hydro, interview
[256] Victoria Smith, Manager of the Aboriginal and Sustainable Community Sector, BC Hydro, interview
[257] Victoria Smith, Manager of the Aboriginal and Sustainable Community Sector, BC Hydro, interview
[258] Whistler Interviewee 06
[259] Whistler Interviewee 06
[260] Whistler Interviewee 06
[261] Whistler Interviewee 07
[262] Whistler Interviewee 06
[263] Whistler Interviewee 06
[264] Whistler Interviewee 06
[265] Whistler Interviewee 06
[266] Whistler Interviewee 08

Non-Governmental Organization	• Created a planning opportunity for own programs[267] • Provided stronger voice and furthered mutual goals[268] • Built capacity[269] • Increased learning about different issues as well as connections between issues[270] • Increased employee satisfaction[271] • Provided an opportunity for creativity[272] • Provided feedback on community needs[273] • Increased funding opportunities[274] • Provided language for articulating organization's mission[275] • Increased volunteer time and unfunded commitments[276] • Increased opportunity to influence others thinking[277]
Business Association / Board of Trade	• Increased economic viability in region[278] • Provided direction about the future[279] • Created new challenges to communicate & implement with members[280] • Furthered their memberships needs[281] • Increased ability to benefit to the community[282] • Demanded resources or desire for more to be available[283]

(x2) = comment was mentioned twice   (3x) = comment was mentioned three times

Almost all interviewees addressed organizational outcomes of some kind. For example, Astrid Cameron Kent, who owns a small business and volunteers her time for the Food Task Force, commented on the value of the task forces. "It is really been an incredible journey. Some like me, enthusiastic, keen, and committed – Whistler2020 gave me a platform to go and be a part of it, and meet people … It's clearly focused my commitment into action, and I am able to make a difference"[284]. For Wayne Kratz, a business owner of restaurants and coffee

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[267] Greg McDonnell, Executive Director of Community Service Society, interview
[268] Whistler Interviewee 09
[269] Greg McDonnell, Executive Director of Community Service Society, interview
[270] Whistler Interviewee 09
[271] Whistler Interviewee 09
[272] Whistler Interviewee 09
[273] Whistler Interviewee 09
[274] Whistler Interviewee 09
[275] Greg McDonnell, Executive Director of Community Service Society, interview
[276] Whistler Interviewee 10
[277] Whistler Interviewee 11
[278] Whistler Interviewee 12
[279] Whistler Interviewee 12
[280] Whistler Interviewee 12
[281] Whistler Interviewee 13
[282] Whistler Interviewee 13
[283] Whistler Interviewee 12
[284] Astrid Cameron Kent, owner of Astrid Fine Foods and Food Task Force member, interview

shops who is a member of both the Water Task Force and the Food Task Force, "awareness is the biggest part of it, sharing of other people's perspectives helps me make my own decisions. And besides decision-making, it is a great way to gather information from other business people involved in the community"[285].

For an NGO such as the Community Services Society, which has 9 full-time and 12 part-time staff and a mandate that largely overlaps with that of Whistler2020, being involved as a Task Force member helped it to realize its mandate:

> Helped us build our capacity … it has given us ears and eyes and gave us some feedback on community needs, not only internal decisions on what needs are, but community-based feedback on what the social service needs are. One of our most important and successful programs is a result of a Task Force. The community garden, located in a sub-division where members can access a plot 4' by 8', is our busiest program with 72 plots, 350 local people, and a wait list of 80 more[286].

The Community Service Society also mentioned:

> There is a strong added value in being a partner … For our own branding, the word 'sustainability' is a buzz word; our Board chose to implement it in our mission - environment, business, economic and social sustainability. It's our opportunity to help convince. Everyone is really concerned about the economy, but our agency is concerned about social sustainability. It allowed us to get together with economists and environmentalists, become a partner, and it gave us the opportunity to raise our collective voice about social capital of our community. It's the concept of the stool: everyone works together.[287]

For Victoria Smith, Manager of the Aboriginal & Sustainable Communities Sector at BC Hydro, a private sector company, being involved is a great opportunity. BC Hydro has taken the lead as an Implementing Organization on some actions, and will be funding a pilot energy management program in Whistler[288]. "The process allows BC Hydro to be at the table with regional leaders and to help influence thinking regarding conservation of energy. It also gives BC Hydro a head's up on plans going forward so we can work together on energy

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[285] Wayne Kratz, owner of local food businesses, interview
[286] Greg McDonnell, Executive Director of Community Service Society, interview
[287] Greg McDonnell, Executive Director of Community Service Society, interview
[288] Victoria Smith, Manager of the Aboriginal and Sustainable Community Sector, BC Hydro, interview

efficiency of design for new developments and manage load requirements effectively" [289]. She went on to note, "the challenges are that we need to manage expectations and we are not located in the community so sometimes we are missing the local context" [290].

Whistler Blackcomb, an Intrawest business, found that being a partner and engaging in Whistler2020 in general, provided it with a stakeholder management mechanism. "Our greatest innovations in mountain development had been when we looked into the eyes of our critics and cut off our views for a while, and just listen to their point of view. Sometimes, something crawls out of that that could help us"[291]. It is also a means of gaining support for regulatory changes[292].

In summary, there were 45 comments made by 13 different interviewees from the private sector, government, NGOs, a business association and a Board of Trade. The majority were positive about the outcomes their organization had achieved by engaging in Whistler2020's implementation. These findings are compared with the other CRSDS's organizational outcomes later in this chapter.

7.1.2 Montreal's First Strategic Plan for Sustainable Development

In Montreal the organizational partners also had outcomes from their involvement in the CRSDS implementation, as can be seen in the following table.

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[289] Victoria Smith, Manager of the Aboriginal and Sustainable Community Sector, BC Hydro, interview
[290] Victoria Smith, Manager of the Aboriginal and Sustainable Community Sector, BC Hydro, interview
[291] Arthur Dejong, Mountain Planning and Environmental Resource Manager at Whistler Blackcomb, interview
[292] Arthur Dejong, Mountain Planning and Environmental Resource Manager at Whistler Blackcomb, interview

Table 27: Organizational Outcomes in Montreal

Organization Type	Outcomes
Private Sector Companies	- Achieved mutual goals[293] - Shared information (x2)[294] - Increased workload[295] - Learned about other organizations[296] - Provided visibility (x2) [297] - Stimulated ideas[298]
City Government	- Increased workload[299] - Incorporated into goals and internal mandate[300] - Required financial restructuring, which occurred[301] - Engaged community[302] - Furthered mutual goals[303] - Engaged political level on sustainable development[304]
Non-Governmental Organizations	- Increased networking (x2)[305] - Shared information (x2)[306] - Created new platform for communication[307] - Increased strength/influence/access[308] - Created new joint initiatives[309] - Created challenged of working together and reduced flexibility[310] - Resulted in adjustment of organizational actions[311]
Business Association / Board of Trade	- Increased ability to serve their membership[312] - Increased efficiency of achieving goals[313] - Provided opportunity for them to be a good corporate citizen[314] - Increased awareness of sustainable development[315] - Increased knowledge of community initiatives[316]

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[293] Montreal interviewee 01

[294] Montreal Interviewee 01 and Montreal Interviewee 02

[295] Montreal Interviewee 01

[296] Montreal Interviewee 01

[297] Montreal Interviewee 01 and Montreal Interviewee 02

[298] Montreal Interviewee 02

[299] Montreal Interviewee 03

[300] Montreal Interviewee 03

[301] Montreal Interviewee 03

[302] Montreal Interviewee 04

[303] Montreal Interviewee 04

[304] Montreal Interviewee 04

[305] Montreal Interviewee 05 and Pierre Fardeau, Director, Association québécoise pour la promotion de l'éducation relative à l'environnement, interview

[306] Montreal Interviewee 06 and Montreal Interviewee 07

[307] Montreal Interviewee 07

[308] Montreal Interviewee 07 and Montreal Interviewee 05

[309] Montreal Interviewee 07

[310] Montreal Interviewee 05

[311] Montreal Interviewee 06

[312] Montreal Interviewee 08

[313] Montreal Interviewee 08

[314] Montreal Interviewee 08

[315] Frédéric Dumais, Analyste senior, Chambre du commerce du Montréal métropolitain, interview

Universities	• Shared information[317] • Increased reporting slightly[318] • Increased networking[319] • Stimulated ideas[320] • Increased learning and ability to plan for future initiatives[321] • Engaged community & allowed for integration[322] • Provided access to funding opportunities[323]
Provincial Government	• Furthered mutual goals[324] • Increased incentive for internal implementation[325] • Provided additional leverage to access own sector[326]

(x2) = comment was mentioned twice

As an example, the NGO AQPERE finds the benefit of being involved is the networking; as Pierre Fardeau, the Director of AQPERE said, (English translation is in footnote[327]) "C'est une grande force d'avoir des représentants des groupes environnementaux, des ministères, des affaires, etc. qui se rencontrent dans la perspective de partager des informations sur leurs actions en développement durable"[328]. For the Montreal Metropolitan Chamber of Commerce, one of the outcomes of being involved in Montreal's CRSDS is that it allowed that organization to raise awareness on sustainability with its core staff and its members, and also to understand the larger regional initiative. As Frédéric Dumais, a Senior Analyst with the Chamber explained (English translation in footnote[329]), "Je suis convaincu que le fait de prendre part au Plan nous a permis

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[316] Frédéric Dumais, Analyste senior, Chambre du commerce du Montréal métropolitain, interview
[317] Montreal Interviewee 09
[318] Montreal Interviewee 09
[319] Montreal Interviewee 09
[320] Montreal Interviewee 09
[321] Montreal Interviewee 10
[322] Montreal Interviewee 10
[323] Montreal Interviewee 10
[324] Montreal Interviewee 11
[325] Montreal Interviewee 11
[326] Louis Drouin, Head of the Urban Environment and Health Department in Montreal, Santé Publique, interview
[327] Translation: It is a great advantage to have representatives from environmental groups, ministries, businesses, etc. meeting with each other in order to share information on their sustainable development initiatives.
[328] Pierre Fardeau, Director, Association québécoise pour la promotion de l'éducation relative à l'environnement, interview
[329] Translation: I am convinced of the fact that in taking part in the Plan, this has allowed us to speak more on sustainable urban development for the city, and not solely of urban development.

de parler davantage de l'importance du développement urbain durable pour la métropole, et non pas que de développement urbain"[330]. For the Santé Publique, a government department, being involved in the Montreal strategy allowed it to expand its programming[331]. In summary, 11 interviewees responded to the questions about organizational outcomes with 35 different comments. These responses are compared with the other regions later in this chapter.

7.1.3 Hamilton's Vision 2020

The following table presents the organizational outcomes from Hamilton's Vision 2020, by organizational type. It should be noted that, because there are no longer any partner organizations, only two interviewees (one from the private sector, and one from government) addressed the topic of outcomes, and their responses were specific to their involvement in joint projects.

Table 28: Organizational Outcomes in Hamilton

Organization type	Outcomes
Private Sector	• Furthered networking[332] • Provided a mechanism for stakeholder engagement[333] • Increased learning[334] • Built relationships[335] • Created opportunity for transparency and trust-building[336] • Provided feeling of contribution[337] • Gained credibility[338] • Shared information[339]
Regional Government/City	• Increased communication[340] • Provided access to external expertise[341]

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[330] Frédéric Dumais, Analyste senior, Chambre du commerce du Montréal métropolitain, interview
[331] Louis Drouin, Head of the Urban Environment and Health Department in Montreal, Santé Publique, interview
[332] Hamilton Interviewee 01
[333] Hamilton Interviewee 01
[334] Hamilton Interviewee 01
[335] Hamilton Interviewee 01
[336] Hamilton Interviewee 01
[337] Hamilton Interviewee 01
[338] Hamilton Interviewee 01
[339] Hamilton Interviewee 01
[340] Hamilton Interviewee 02

While only two interviewees responded to the questions about organizational outcomes, they made 10 comments between them. These comments are compared with the other regions later in this chapter.

7.1.4 Greater Vancouver's cities[PLUS]

The cities[PLUS] partners also had organizational outcomes they attributed to their participation in Vancouver's CRSDS. The following table presents these organizational outcomes, by organizational type.

Table 29: Organizational Outcomes in Vancouver

Organization type	Outcomes
Private Sector	• Furthered networking (x2)[342] • Furthered internal goals (x2)[343] • Furthered organizational beliefs[344] • Increased learning[345] • Created growth opportunity[346] • Created leadership opportunity[347] • Provided a chance to refine methods and enhance services[348] • Gained support[349] • Gained credibility[350]
Regional Government	• Furthered internal goals [351] • Increased leadership opportunity [352] • Increased learning [353] • Created a positive change in internal perspective [354] • Increased credibility and recognition [355] • Ensured government content and thinking were in cities[PLUS 356] • Avoided friction between municipalities and enabled all to be involved [357]

[341] Hamilton Interviewee 02
[342] Vancouver Interviewee 01
[343] Vancouver Interviewee 02 and Vancouver Interviewee 03
[344] Vancouver Interviewee 01
[345] Vancouver Interviewee 01
[346] Vancouver Interviewee 04 and Vancouver Interviewee 05
[347] Vancouver Interviewee 01
[348] Vancouver Interviewee 01
[349] Vancouver Interviewee 03
[350] Vancouver Interviewee 05
[351] Vancouver Interviewee 06
[352] Vancouver Interviewee 07
[353] Vancouver Interviewee 06
[354] Vancouver Interviewee 06
[355] Vancouver Interviewee 06
[356] Vancouver Interviewee 08

Non-Governmental Organization	• Built capacity [358] • Increased learning and transformed thinking (x2) [359] • Provided information and new tools for sharing (x2) [360] • Increased opportunities [361] • Increased reputation [362]
Business Association / Board of Trade	• Increased information sharing [363] • Increased learning [364] • Enabled influencing agenda [365] • Increased engagement [366] • Helped membership [367]

(x2) = comment was mentioned twice

In Greater Vancouver, 12 interviewees made 30 comments about their organizational outcomes. These are discussed in relation to the other regions in the next subsection.

7.2 Cross-Case Comparisons of Organizational Outcomes

Subsequent inductive coding and clustering of organizational outcomes across the four cases resulted in seven categories. The partner organization:

1. Built relationships – networked, engaged stakeholders, built community, engaged the community, etc.

2. Gained knowledge – communicated, shared information, learned, obtained new ideas, changed perspectives, built awareness, provided a vision, increased employee satisfaction, etc.

3. Accessed marketing opportunities – increased respect, increased visibility, created sponsorship opportunities, increased recognition, gained publicity, etc.

4. Made progress toward sustainability goals – influenced change, furthered organizational goals, furthered mutual goals, had more voice, etc.

5. Accessed business opportunities – increased program funding, provided a growth opportunity, etc.

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[357] Vancouver Interviewee 07
[358] Vancouver Interviewee 09
[359] Vancouver Interviewee 09 and Vancouver Interviewee 10
[360] Vancouver Interviewee 09 and Vancouver Interviewee 10
[361] Vancouver Interviewee 09
[362] Vancouver Interviewee 09
[363] Vancouver Interviewee 11
[364] Vancouver Interviewee 11
[365] Vancouver Interviewee 11
[366] Vancouver Interviewee 11
[367] Vancouver Interviewee 12

6. Experienced increased resource demands – increased taxes, increased workload, demanded staff or volunteer time, increased need for more money for programs, created new challenges, reduced flexibility, etc.

7. Made internal structural changes – built capacity, stimulated new departmental structure, created new programs, created new joint initiatives, added reporting, etc.

While the titles mention business and marketing opportunities, these are not limited to the private sector. These comments were also made by NGO, university, business association / Board of Trade and government respondents.

The next series of tables present organizational outcomes from each case, organized by type of organization (e.g. private sector companies, government, etc.). While the total number of times the same outcome is mentioned is useful information, it does not tell the whole story. Nor can it be directly compared across regions because in some cases, some interviewees had much to say, so made numerous comments, while others only had one point. And as noted already in Hamilton, only two interviewees responded to this question. Still, the tables show the most and least frequently mentioned outcomes for each organizational type in a particular case.

Table 30: Organizational Outcomes for Private Sector Organizations

Organizational Outcome	Whistler	Montreal	Hamilton (Joint Projects)	Greater Vancouver
Number of Interviewees Responding to Question	**5**	**2**	**1**	**5**
Number of Comments	**19**	**8**	**8**	**11**
Built relationships	2	0	4	2
Gained knowledge	5	3	2	1
Accessed marketing opportunities	3	2	1	3
Made progress toward sustainability goals	2	1	1	3
Accessed business opportunities	1	0	0	1
Experienced increased resource demands	3	1	0	0
Made internal structural changes	3	1	0	1

Table 31: Organizational Outcomes for Government Organizations

Organizational Outcome	Whistler	Montreal	Hamilton (Joint Projects)	Greater Vancouver
Number of Interviewees Responding to Question	**3**	**2**	**1**	**3**
Number of Comments	**9**	**6**	**2**	**8**
Built relationships	3	1	0	0
Gained knowledge	1	0	2	2
Accessed marketing opportunities	2	0	0	2
Made progress toward sustainability goals	0	1	0	2
Accessed business opportunities	0	0	0	0
Experienced increased resource demands	2	1	0	0
Made internal structural changes	1	3	0	2

Table 32: Organizational Outcomes for Non-Governmental Organizations

Organizational Outcome	Whistler	Montreal	Hamilton (Joint Projects)	Greater Vancouver
Number of Interviewees Responding to Question	**3**	**3**	**0**	**2**
Number of Comments	**11**	**9**	**0**	**6**
Built relationships	0	2	0	0
Gained knowledge	2	3	0	2
Accessed marketing opportunities	0	0	0	1
Made progress toward sustainability goals	3	1	0	0
Accessed business opportunities	1	0	0	2
Experienced increased resource demands	1	1	0	0
Made internal structural changes	4	2	0	1

Table 33: Organizational Outcomes for Business Associations / Boards of Trade

Organizational Outcome	Whistler	Montreal	Hamilton (Joint Projects)	Greater Vancouver
Number of Interviewees Responding to Question	**2**	**2**	**0**	**2**
Number of Comments	**6**	**6**	**0**	**5**
Built relationships	0	0	0	0
Gained knowledge	1	2	0	2
Accessed marketing opportunities	0	1	0	0
Made progress toward sustainability goals	3	1	0	2
Accessed business opportunities	0	0	0	0
Experienced increased resource demands	2	0	0	0
Made internal structural changes	0	2	0	1

Table 34: Organizational Outcomes for Universities

Organizational Outcome	Whistler	Montreal	Hamilton (Joint Projects)	Greater Vancouver
Number of Interviewees Responding to Question	**0**	**2**	**0**	**0**
Number of Comments	**0**	**7**	**0**	**0**
Built relationships	0	1	0	0
Gained knowledge	0	3	0	0
Accessed marketing opportunities	0	0	0	0
Made progress toward sustainability goals	0	1	0	0
Accessed business opportunities	0	1	0	0
Experienced increased resource demands	0	0	0	0
Made internal structural changes	0	1	0	0

No patterns across organizational types are identifiable; instead patterns can be found based on the region. The next table aggregates the information to indicate which organizational outcomes were most mentioned within a structure (i.e., the number of comments on each organizational outcome by region). The results are normalized into percentages to allow for comparison between regions.

Table 35: Organizational Outcomes for all Organizational Types

Organizational Outcome	Whistler	Montreal	Hamilton (Joint Projects)	Greater Vancouver
Number of Interviewees Responding to Question	13	11	2	12
Number of Comments	45	36	10	30
Built relationships	5 = 11%	4 = 11%	4 = 40%	2 = 7%
Gained knowledge	9 = 20%	11 = 31%	4 = 40%	7 = 23%
Accessed marketing opportunities	5 = 11%	3 = 8%	1 = 10%	6 = 20%
Made progress toward sustainability goals	8 = 18%	5 = 14%	1 = 10%	7 = 23%
Accessed business opportunities	2 = 4%	1 = 3%	0	3 = 10%
Experienced increased resource demands	8 = 18%	3 = 8%	0	0
Made internal structural changes	8 = 18%	9 = 25%	0	5 = 17%
TOTAL COMMENTS	100%	100%	100%	100%

The gaining of knowledge was the most frequently mentioned outcome in all four regions when all the organizational types were combined. For Whistler and Montreal, this was followed by changes to the internal structures within individual partners, such as the creation of new programs. Notably, this outcome was not mentioned at all by Hamilton interviewees, and was less frequently mentioned by interviewees from Greater Vancouver. Whistler interviewees also commented that their organizations benefited from furthering issue-based goals (i.e., sustainability in the region), but that there was a drawback of having increased demands on their time and/or money. For the two Hamilton interviewees, building relationships was also an important result for their organization.

Greater Vancouver interviewees had a different pattern of outcomes: while gained knowledge was most mentioned, so was furthering issue-based goals and accessing marketing opportunities. There was no mention of increased resource demands in either Hamilton or Greater Vancouver. These patterns suggest different advantages and disadvantages of each structure which, drawing also on interviewees' perceptions of advantages and disadvantages; these are interpreted in Chapter 9.

7.3 Preliminary Findings on Relationship between Structures and Organizational Outcomes

The following table further reduces the organizational outcomes by categorizing them as high, medium or low for each of the regions. High was chosen for 18% + of interviewee comments within a region, medium for 10 – 17% and low for 0 – 9%. The rationale is that approximately one third of the responses should be low, one third medium and one third high, but that at least two boxes should be rated 'high' in each region[368]. By standardizing the results, patterns can be compared (although it is important to recall that these results derive from the perceptions of only those interviewees who responded to the specific question about outcomes).

Table 36: Categorization of Organizational Outcomes for each Case

Organizational Outcome	Whistler	Montreal	Hamilton (Joint Projects)	Greater Vancouver
Built relationships	Medium	Medium	High	Low
Gained knowledge	High	High	High	High
Accessed marketing opportunities	Medium	Low	Medium	High
Made progress toward sustainability goals	High	Medium	Medium	High
Accessed business opportunities	Low	Low	Low	Medium
Experienced increased resource demands	High	Low	Low	Low
Made internal structural changes	High	High	Low	Medium

This table shows that Whistler interviewees mentioned most frequently that their organizations had gained knowledge, made progress toward sustainability goals, experienced increased resource demands, and made internal structural change. Montreal interviewees most frequently mentioned that their organizations had gained knowledge, and made internal structural changes, while Hamilton interviewees mentioned the built relationships and gained knowledge. Greater Vancouver organizations predominantly gained knowledge, accessed marketing

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[368] The results are that 11 boxes are rated 'high', that 8 are rated 'medium' and 9 are rated 'low'.

opportunities, and made progress toward sustainability goals. These patterns

suggest different advantages and disadvantages of each structure which, drawing

also on interviewees' perceptions of advantages and disadvantages, which are

interpreted in a Chapter 9.

Interpreting Table 36 in conjunction with the interview data, some preliminary

relationships between structure and organizational outcomes can be traced, as

summarized in the following table.

Table 37: Linking Organizational Outcomes to Structural Subcomponents

Organizational Outcome	Partners	Forms	Processes
Built relationships		Full partnership level implementation form; Joint project(s) level implementation form	
Gained knowledge		Full partnership level implementation form; Joint project(s) level implementation form	Communication & information; Monitoring & evaluation (renewal process)
Accessed marketing opportunities		Individual partner level implementation form	Communication & information
Made progress toward sustainability goals	Number of partners; Lead organization		Decision-making; Monitoring & evaluation
Accessed business opportunities		Individual partner level implementation form	
Experienced increased resource demands	Number of partners	Joint project(s) level implementation form Individual partner level implementation form	Decision-making; Monitoring & evaluation
Made internal structural changes		Individual partner level implementation form	Monitoring & evaluation

The main interactions between organizations where they build relationships is

during their participation in the entities, such as committees, thus the two

collaborative forms are important subcomponents in achieving this outcome (i.e.,

the implementation forms at the full partnership and the joint project(s) levels. As

built relations were 'high' in Hamilton, and the key form of involvement of the two interviewees in that region is joint projects, this collaborates this analysis.

The same two collaborative forms are also relevant for gaining knowledge, but in addition, the communication process is relevant for this organizational outcome to be obtained. Reflecting on interviewee comments, the main places they mentioned learning was when they had an opportunity to be together (through the collaborative forms), co-authoring updates to the collaborative strategic plan renewal (monitoring & evaluation process), and to a lesser extent, through reading the website, watching presentations, etc (communication & information processes).

The accessing of marketing opportunities was mentioned most in Greater Vancouver, which only has no collaborative forms, but has individual partners implementing within their own mandates. Being engaged in the follow-up presentations and initiatives for cities[PLUS] leveraged publicity for the organizations involved, and thus contributed to their ability to market their organizations. Communication and information processes were also necessary for this organizational outcome in some of the regions as websites and documents provided a means for organizations to gain visibility and show their sponsorship.

Furthering issue-based goals, or in other words, making progress on sustainability in the region is a reason many of the organizations engage. This was most mention as an outcome for interviewees in Whistler and Greater Vancouver. The number of partners is relevant for this, as a critical mass of relevant organizations is needed for some issues. Also, as was shown in both Greater Vancouver with the regional government's lack of ownership, and in Hamilton through their Action 2020 experience, the lead organization is also important. Decision-making is fundamental to how the implementation actions proceed. Monitoring & evaluation are also important to show progress and allow corrective actions.

Accessing business opportunities was not a predominant organizational outcome in any of the regions. The important structural feature for this was that individual organizations implement, as business opportunities when organizations pursued funding or contracts related to implementing the CRSDS.

Experiencing more demands for time and money was commented on most often in Whistler. It was particularly the time needed to participate in Joint Project meetings, and the resources needed to pursue actions as an Implementing Organization, thus the relevant structural subcomponents are the forms adopted at the joint project(s) and the individual partner levels. As joint projects are Whistler2020's decision-making mechanism, this was also added. Both Montreal and Whistler interviewees mentioned the costs of the monitoring, and the time taken to fill in progress reports, though in Montreal this organizational outcome accounted for only 8% of the comments, so was rated 'low'. Comparably, it was 0% of the comments in both Hamilton and Greater Vancouver. This cost also increases for the lead organizations as the number of partners increases.

The last organizational outcome, making changes in the partner organizations programs other internal structures as a result of implementing, is a result of the individual partner implements form. It is also a result of the monitoring program, as one of the changes mentioned was reporting.

Transposing and adding detail to the previous table results in Table 38. This is revisited in Chapter 10.

Table 38: Key Subcomponents for Achieving Organizational Outcomes

Component	Subcomponent	Organizational Outcomes
Partners	Number of Partners	Made progress toward sustainability goals; experienced increased resource demands
	Key Partners	
	Engagement	
	Lead Organization(s)	Made progress toward sustainability goals
Implementation Forms	Full Partnership Level	Built relationships; gained knowledge;
	Joint Project(s) Level	Built relationships; gained knowledge; experienced increase resource demands
	Individual Partner(s) Level	Accessed business opportunities; accessed marketing opportunities; experienced increased resource demands; made internal structural changes
Processes	Decision-making	Furthered issue-base goals; experienced increased resource demands
	Communication & Information	Gained knowledge; accessed marketing opportunities
	Monitoring & Evaluation	Made progress toward sustainability goals; experienced increased resource demands; made internal structural changes

8.0 Part II Results – In-depth Cases – Plan Outcomes

In this chapter details are provided on the CRSDS content, initiatives launched as a consequence, and outcomes achieved to date for each of the four cases, focusing on the issues of greenhouse gas (GHG) emissions (in section 8.1) and air quality (in section 8.2). Documents are used as the data source for this analysis and the actual GHG emissions and air quality are considered (instead of interviewee perceptions on progress). Cross-case comparisons are also presented for GHG emissions (in section 8.1.5) and air quality (in section 8.2.5), and for each case it is determined if the trend is moving towards their CRSDS goal (in which case they are rated 'high'), moving away from their CRSDS goal (rated 'low'), or if they are experiencing mixed results (rated 'medium'). The findings (see Table 39) show that there are no conclusive results for given archetypes; a region may be moving towards their goal on air quality emissions but away from their goal on GHG emissions, even though the same structure exists for both issues.

Table 39: Structure and Plan Outcomes of the Four Cases

Name of Region		Whistler	Montreal	Hamilton	Greater Vancouver
Plan Outcomes	GHG Emissions	High	Low	Low	High
	Air Quality	High	High	Medium	Medium

Given this finding, further analysis is conducted to identify the specific structural subcomponents that appear to be important for CRSDS implementation on GHG emissions (in section 8.1.6) and on air quality (in section 8.2.6), regardless of region.

8.1 Greenhouse Gas (GHG) Emissions

Greenhouse gases include carbon dioxide, methane, nitrous oxide and three groups of fluorinated gases (sulfur hexafluoride, hydrofluorocarbons, and

perfluorocarbons) which are the major greenhouse gases[369]. These greenhouse gas emissions are commonly measured in terms of carbon dioxide equivalents, or CO_2e. One tonne of methane gas, for example, traps as much heat as 21 tonnes of carbon dioxide; in other words, one tonne of methane is equivalent to 21 tonnes of carbon dioxide, or 21 tonnes of CO_2e [370]. This measurement system allows comparisons between total amounts of different greenhouse gas emissions.

Canadian municipalities have direct or indirect control over half of Canadian greenhouse gas emissions[371]. The Municipalities Option Table - which was an initiative by the Canadian government to consider options for Canada to meet its Kyoto Protocol[372] target - produced a report in 1999. The report explains the direct and indirect control of greenhouse gas emissions by local governments:

> **Direct Greenhouse Gas Emissions:** In the course of providing municipal services to citizens, municipal governments generate GHG emissions notably through the operation of their buildings and facilities and as a result of their management and provision of services, such as waste management, water treatment, public transit, etc. As a result, municipal governments can initiate projects which incrementally and directly affect internally generated GHG emissions, such as implementing energy efficiency retrofits of municipally owned buildings and facilities, or flaring and utilizing landfill gas.

> **Indirect Greenhouse Gas Emissions:** … municipal governments have control or influence over roughly half of the Canadian GHG inventory. The emission of GHGs in municipalities is shaped by land use practices, spatial distribution of the economy, transportation systems, the energy efficiency of community building stock and the actual sources of energy used (i.e., the fuel used to generate electricity or heat). In this respect, municipal governments, through mechanisms such as energy use standards in building codes, development charges, zoning requirements, and relationships with

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[369] May, E. & Caron, Z. 2009. *Global Warming for Dummies*. Mississauga: John Wiley & Sons Canada Ltd.

[370] May, E. & Caron, Z. 2009. *Global Warming for Dummies*. Mississauga: John Wiley & Sons Canada Ltd.

[371] Robinson, P. & Gore, C. 2005. Barriers to Canadian Municipal Response to Climate Change. *Canadian Journal of Urban Research*, 14(1): Supplement pages 102-120.

[372] The Kyoto Protocol is a United Nations protocol (i.e., international treaty) on climate change which was adopted in 1997 and came into force in 2005. It was ratified by Canada in 2002.

local utilities have both *Indirect Control and Influence* over how energy is consumed and GHGs are emitted within their community.[373]

Figure 14 demonstrates the proportion of Canadian GHG emissions that are directly or indirectly controlled by municipalities. It shows that only 37% of emissions are outside of municipal influence and also presents the breakdown of emissions by sector[374].

Figure 14: Canadian GHG Emissions Directly & Indirectly Controlled by Municipalities
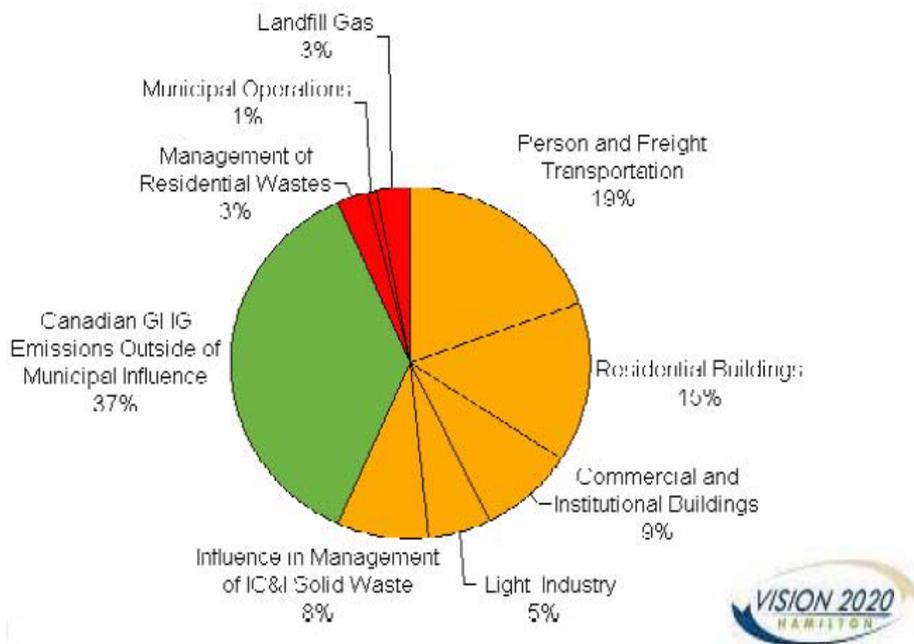
Red section (darkest – at top) = corporate emissions by the local government,
Orange section (on the right) = rest of the region's emissions
Green section (on the left) = the emissions outside of the region.

Source: Montgomery, B. 2008. Air Quality and Climate Change Partners - PowerPoint
   Presentation, Upwind Downwind 2008 Conference. Hamilton: Vision 2020
   Hamilton; p.2.

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[373] Municipalities Table. 1999. Final Report - Municipalities Table Options Paper,
   Canada's National Climate Change Implementation Process. Ottawa: Government
   of Canada – p. 18
[374] Montgomery, B. 2008. Air Quality and Climate Change Partners - PowerPoint
   Presentation, *Upwind Downwind 2008 Conference*. Hamilton: Vision 2020
   Hamilton.

Collaborative regional sustainable development strategic plans include collaborative goals for region-wide GHG reductions. For each of the four cases, both the total region-wide GHG emissions and the portion which is the government's corporate GHG emissions are considered. While the term 'corporate' may seem unusual for a public sector organization, this is the term used by Canadian municipalities to distinguish their government operated initiatives (such as buildings, landfills and waste management) from policy initiates.

8.1.1 Whistler2020

Whistler2020 was adopted in 2004 and the structure in place for implementation fits the 'Implementation through Joint Projects' Archetype (Structure 1). The "Energy Strategy" in Whistler2020 includes content (i.e., the collaborative goal) related to GHG emissions; it is to meet Whistler's energy needs in an affordable, reliable and sustainable way, while managing air quality and greenhouse gas emissions and contributing to economic development[375]. It focuses on energy supply and direct use related to the municipality's operations, the resort community, and to some degree, travel to and from Whistler[376]. There is no target specified.

As a reminder, Whistler2020's structure includes issue-based task forces which meet annually to monitor progress towards the Energy Strategy (and other issue-based Strategies) and to make decisions on implementation actions for the coming year. They designate Implementing Organizations which are then approached to get their agreement to move forward with the assigned action. So the implementation of this Energy Strategy occurs through the various

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[375] Energy. Our Strategies. About. Home. Whistler2020. Accessed March 15, 2009 from: http://www.whistler2020.ca/whistler/site/strategy.acds?context=1930595&instanceid=1930596

[376] Energy. Our Strategies. About. Home. Whistler2020. Accessed March 15, 2009 from: http://www.whistler2020.ca/whistler/site/strategy.acds?context=1930595&instanceid=1930596

implementation actions determined by the Energy Task Force. Specifically linked to indicators on GHG emission reduction[377], actions are suggested by the Energy, Transportation, and the Materials & Solid Waste Task Forces. In 2008, for example, actions included the Carbon Reduction Program, which aims to develop carbon reduction strategies and policies, and the GHG Education Program, which aims to run a local social marketing campaign advocating sustainable energy and GHG reductions. A previous action was to develop the Climate Change Plan, which is now complete. In 2007, the implementation actions for the Energy Strategy included projects such as identifying renewable energy use options for new developments, finding opportunities to make the Olympic Athlete Village energy efficient (including building a new District Energy System), and securing funding for the Regional Transit system. Whistler2020's monitoring of the Energy Strategy includes indicators with which to measure GHG reduction progress, particularly the commitment to complete an annual GHG emission inventory; there are various related indicators spanning renewable fuels, commuting mode, energy use, and vehicle occupancy[378].

The Resort Municipality of Whistler, one of the Implementing Organizations in Whistler2020, developed a GHG management plan in 2004, entitled Integrated Energy, Air Quality & Greenhouse Gas Management Plan[379]. In 2007, RMOW staff estimated that capturing and flaring the methane emissions from the landfill reduced total annual GHG releases from the landfill by 75% or 15,800 tonnes driving the overall reduction in regional emissions[380]. See Table 40 for further details on the results and trend.

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[377] Energy Strategy. 2020explorer. Whistler2020. Accessed March 18, 2009 from: http://www.whistler2020.ca/whistler/site/explorer.acds

[378] Energy Strategy. 2020explorer. Whistler2020. Accessed March 18, 2009 from: http://www.whistler2020.ca/whistler/site/explorer.acds

[379] Integrated Energy, Air Quality and Greenhouse Gas Management Plan. Resort Municipality of Whistler. (February 2004) - Cover

[380] Greenhouse Gas Emissions. Total GHG Emissions. Monitoring. Home. Whistler2020. Accessed March 17, 2009 from: http://www.whistler2020.ca/whistler/site/indicator2.acds?instanceid=4672219&context=4671746&nocache=1237311509308

Table 40: Greenhouse Gas Emissions Results and Trend for Whistler

Results	• Adding together all GHG emissions from energy sources input into the stationary energy system at the generation (thermal plant, gas stove etc.) phase and also adding emissions from fleet vehicles, transportation within Whistler and Whistler's solid waste, the totals are:

Year	Total tonnes CO_2e		
	Region	*Per person*	*Corporate (Municipal)*
2000	145,291	9.90	2,249
2001	152,032	10.28	
2002	140,524	11.18	
2003	142,202	12.89	
2004	142,231	11.88	
2005	140,909	12.22	
2006	144,110	11.09	2,331
2007	129,384	9.44 [381]	

Trend	• In 2007, the total annual GHG emissions decreased by 4% on a three-year average, and 11% on a one-year basis[382]. These trends represent the first significant decrease in overall regional GHG emissions due to local action. Past reductions were primarily due to BC Hydro fuel switching[383].

The results and trend is compared against the other regions and discussed later in this chapter.

8.1.2 Montreal's First Strategic Plan for Sustainable Development

Montreal's First Strategic Plan for Sustainable Development was adopted in 2005 and it is being implemented using a structure which fits the 'Implementation through Partner Organizations' Archetype (Structure 2). Climate change and GHG emission reductions are built into Montreal's collaborative strategy as one of its four priority orientations; specifically "to improve air quality and reduce of GHG emissions"[384]. There are no specific targets. Under this "orientation", in the 2007-2009 phase of the strategic plan, are a number of specific actions; one (called Action 2.7) is to develop a Montreal strategy on dealing with GHG

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[381] Greenhouse Gas Emissions. Total GHG Emissions. Monitoring. Home. Whistler2020. Accessed March 17, 2009 from: http://www.whistler2020.ca/whistler/site/indicator2 .acds?instanceid=4672219&context=4671746&nocache=1237311509308

[382] Whistler2020 2007 Scorecard. How are we doing? (2007)

[383] Greenhouse Gas Emissions. Total GHG Emissions. Monitoring. Home. Whistler2020. Accessed March 17, 2009 from: http://www.whistler2020.ca/whistler/site/indicator2 .acds? instanceid=4672219&context=4671746&nocache=1237311509308

[384] Bilan 2007 de la phase 2007-2009. Premier plan stratégique de développement durable de la collectivité montréalaise - p. 5

emissions[385]. Another action is to eliminate idling, and another for organizations to commit to the development of GHG reduction measures[386].

As a reminder, the Montreal CRSDS structure includes individual partners annually choosing which action items they will implement within their individual organizations, and then reporting on their progress. Many partners are engaged on these actions; for example, by April 2005, more than 29 partners were engaged in the anti-idling initiative[387], and in 2006, there were 39 partners engaged on this initiative of which 74% reported on actions[388]. In 2007, this had grown to 15 local governments and 52 other partners committed of which 77% of those other partners were actively reporting initiatives[389]. The Communauté métropolitaine de Montréal passed a bylaw (article 9.06) which states that unnecessary idling could lead to fines of at least $200[390]. In addition, different promotional material was created on anti-idling that all the partners used[391]. For example, a glossy booklet on climate change and responsible driving was produced by the City, and at the back of the booklet it lists all the enterprises, institutions and other organizations which are partners of the Strategy that endorse the content of the guide, and are helping in the promotion and distribution of the guide[392].

In terms of action 2.7 (mentioned above), the annual report showed that in 2007 there were 35 administrations and other partners engaged in specific measures to reduce GHG emissions (e.g., 14 partners did GHG inventories, 10 created action

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[385] Plan d'action de la phase de démarrage 2005 - 2006. Bilan 2005. Premier plan stratégique de développement durable de la collectivité montréalaise. (2005)

[386] Bilan 2007 de la phase 2007-2009. Premier plan stratégique de développement durable de la collectivité montréalaise - p. 13

[387] Des partenaires qui s'engagent. Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) - p. 6

[388] Plan d'action de la phase de démarrage 2005-2006. Bilan 2006. Premier plan stratégique de développement durable de la collectivité montréalaise. (2006) - p. 6

[389] Bilan 2007 de la phase 2007-2009. Premier plan stratégique de développement durable de la collectivité montréalaise - p. 7

[390] Friendly reminder – bookmark on anti-idling. City of Montreal

[391] Friendly reminder – bookmark on anti-idling. City of Montreal

[392] Changements climatiques et conduite responsable. Produced by the City of Montreal

plans, 13 initiated reduction measures, and 45 projects were implemented[393]).
The City of Montreal has taken actions to inventory its corporate GHG emissions
in 1990, 2002, 2003 and 2004, and has an action plan to address this. This action
plan, *Pour préserver le climat*[394], includes a target to reduce emissions by 20% by
2012 based on 2005 baseline[395]. Numerous actions have been taken by the City
since adopting its action plan, including installing solar walls, adopting green
purchasing policies, and improving the energy efficiency of its buildings[396]. The
City of Montreal is also in the process of working with industry to develop a
concrete strategy towards industrial GHG reduction actions[397].

In addition, a joint campaign (i.e., an informal joint project) called Défi Climat
was launched in 2008 by the Conseil régional de l'environnement de Montréal,
Équiterre, and the Conférence régionale de élus de Montréal. One of the
spokespeople for the initiative was Isabelle Hudon, the President of the Montreal
Chamber of Commerce. She said, (for an English translation see the footnote[398])
"Je suis particulièrement fière de la réponse enthousiaste et rapide du secteur
privé puisque près de la moitié des organisations qui se sont engagées à relever
notre défi sont des entreprises"[399]. The 2008 campaign was considered a success
with 130 institutions and companies and about 25,000 participants pledging to
take specific action to reduce their GHG emissions, which, if completed, would

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[393] Bilan 2007 de la phase 2007-2009. Premier plan stratégique de développement durable de la collectivité montréalaise - pp. 13-14

[394] Changements climatiques et conduite responsable. Produced by the City of Montreal. – p. 21

[395] Plan d'action de la phase de démarrage 2005 - 2006. Bilan 2005. Premier plan stratégique de développement durable de la collectivité montréalaise. (2005) - p. 7

[396] Changements climatiques et condiute responsable. Produced by the City of Montreal. – p. 21

[397] Montreal interviewee 04

[398] Translation: I am particularly proud of the enthusiastic and rapid response from the private sector as almost half the organizations who have committed to meet our challenge are companies

[399] La campagne Défi Climat : Des résultats plus que significatifs avec 130 entreprises membres et 25 000 personnes engagées. Conseil régional de l'environnement de Montréal. Communiqué de presse. (June 18, 2008)

lead to 26,000 tonnes of CO_2 reduced per year[400]. See Table 41 for further details on the actual results and trends in Montreal.

Table 41: Greenhouse Gas Emissions Results and Trend for Montreal

Results (t = tonnes and Mt = Megatonnes)	• 2001: Kerosene – 1,299,032 t CO_2e; Gas and diesel – 3,567,513 t CO_2e; and Natural gas – 4,100,847 t CO_2e • 2003: Kerosene – 1,289,721 t CO_2e; Gas and diesel – 3,687,046 t CO_2e; and Natural gas – 3,908,421 t CO_2e • Do not have heating oil statistics for 2001 and 2003 time periods, but Quebec-wide the statistics increased 33% between 1999 and 2003[401] • 2003-2006 (average): Kerosene: 1,510,000 t CO_2e; Heating oil: 2,836,030 t CO_2e; Natural gas: 4,040,000 t CO_2e; and Gas and diesel: 4,099,230 t CO_2e[402] • Transportation is responsible for 50% of the emissions, followed by industry at 28% and then buildings at 20%[403] • This provides an average of 7.2 t CO_2e / capita / year (low due to the use of hydro-electricity)[404] • In 2005, the City (corporate entity) was responsible for 184,458 t CO_2e in comparison to 2002 when the City was responsible for 196,000 t CO_2e [405] • Average for 1999-2002 = 11.88 Mt of CO_2e / year[406] • Average for 2003-2006 = 12.49 Mt of CO_2e / year[407]
Trend	• Between 2001 and 2003: -0.7% for kerosene; +3.3% for gas and diesel; and -4.9% for natural gas[408] • Increasing region-wide and reducing at the corporate-level

These results and trend are discussed in relation to the other regions later in this chapter; for a quick comparison, look forward to Table 44.

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[400] La campagne Défi Climat : Des résultats plus que significatifs avec 130 entreprises membres et 25 000 personnes engagées. Conseil régional de l'environnement de Montréal. Communiqué de presse. (June 18, 2008)

[401] Indicateurs de l'état de l'environnement. Bilan pour la période de référence 1999 – 2003. Premier plan stratégique de développement durable de la collectivité montréalaise. (November 2005) - p. 73

[402] Indicateurs de l'état de l'environnement. Bilan pour la période 1999 – 2003. Premier plan stratégique de développement durable de la collectivité montréalaise - p. 71

[403] Indicateurs de l'état de l'environnement. Bilan pour la période de référence 1999 – 2003. Premier plan stratégique de développement durable de la collectivité montréalaise. (November 2005) - p. 73

[404] Indicateurs de l'état de l'environnement. Bilan pour la période 1999 – 2003. Premier plan stratégique de développement durable de la collectivité montréalaise - p. 69

[405] Plan d'action de la phase de démarrage 2005 - 2006. Bilan 2005. Premier plan stratégique de développement durable de la collectivité montréalaise. (2005) - p. 7

[406] Indicateurs de l'état de l'environnement. Bilan pour la période 1999 – 2003. Premier plan stratégique de développement durable de la collectivité montréalaise - p. 69

[407] Indicateurs de l'état de l'environnement. Bilan pour la période 1999 – 2003. Premier plan stratégique de développement durable de la collectivité montréalaise - p. 69

[408] Indicateurs de l'état de l'environnement. Bilan pour la période de référence 1999 – 2003. Premier plan stratégique de développement durable de la collectivité montréalaise. (November 2005) - p. 73

8.1.3 Hamilton's Vision 2020

Hamilton's Vision 2020 was adopted in 1992, and its implementation structure during the first and third time frame fit the 'Implementation through a Focal Organization' Archetype (Structure 3). The Vision 2020 goals related to greenhouse gas emissions are: 1) to ensure that the city has the best air quality of any major urban centre in Ontario; 2) to have effective plans that identify, reduce and manage risks; and 3) to reduce greenhouse gas emissions[409]. As a reminder, the CRSDS structure in Hamilton has the local government responsible for implementation, though it can create issue-based joint projects as needed. Reporting, communication and decision-making are centralized with the government.

The City of Hamilton has been a member of the Federation of Canadian Municipalities' Partners for Climate Protection since 1995[410] and there is a long list of initiatives they have undertaken from anti-idling to green fleets policy[411]. In 2004, the City completed a Climate Change Vulnerability Background Study for its growth strategy and in 2006 it wrote a framework for the City entitled *Corporate Air Quality and Climate Change Action Plan*[412]. In addition, in 2006 it commissioned a report called *Hamilton: The Electric City* which considered the likelihood of future energy constraints and how the City might best address them[413]; this report has obvious climate change implications. A Corporate Air Quality and Climate Change Working Group was formed in 2007 and it plays a convening, coordinating, communicating, and decision-making role[414]. It co-ordinates air quality and climate change actions between Departments so as to maximize the outcome of each initiative and generate efficiencies within the

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[409] Annual Sustainability Indicators Report. Vision 2020. (December 2003) – p. 74

[410] Annual Sustainability Indicators Report. Vision 2020. (December 2003) – p. 74

[411] City Action Inventory: An Introductory List of City of Hamilton Initiatives that Achieve the Goals of Vision 2020. (January 2004) – p. 8

[412] Climate Change. Planning and Economic Development. City of Hamilton. Accessed March 16, 2009 from : http://www.myhamilton.ca/myhamilton/CityandGovernment/ProjectsInitiatives/V2020/ClimateChange/

[413] Hamilton: The Electric City. By: Richard Gilbert (April 13, 2006)

[414] Phase II. Corporate Air Quality and Climate Change Strategic Plan. Vision 2020. City of Hamilton – p. 46

City[415]. In addition to the internal Working Group, there are plans to form a Climate Change Roundtable, which would be a multi-stakeholder group to develop strategy recommendations for the Hamilton City Council pertaining to climate change issues regarding both mitigation of GHG emissions and adaptation to climate change effects[416].

Prior to the recent initiatives, baseline information for the region's GHG emissions was compiled in 1994 and 1998[417]. In 2008, the City released Phase 2 of the *Corporate Air Quality and Climate Change Strategic Plan* and is undertaking a new citywide emissions inventory of Hamilton[418]. City staff now also compiles an annual report assessing the Corporation's progress on reducing GHGs and improving air quality[419]. The regional government (before amalgamation) had set GHG reduction targets of 20 percent below 1994 levels in municipal operations, and 6 percent citywide, by 2005[420]. They did not meet these targets but continued to stay committed, and new targets were set to reduce corporate GHG emissions by 10 percent below 2005 levels by 2012, and 20 percent by 2020[421]. Hamilton recorded total city-wide GHG emissions of approximately 6.3, 6.6, and 7.7 megatonnes in 1994, 1998, and 2005, respectively[422].

The 'Implementation through a Focal Organization' Archetype also allows for joint projects initiated by the focal organization (i.e., the City) with partners.

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[415] Phase II. Corporate Air Quality and Climate Change Strategic Plan. Vision 2020. City of Hamilton – p. 46

[416] Phase II. Corporate Air Quality and Climate Change Strategic Plan. Vision 2020. City of Hamilton. Page 47

[417] Annual Sustainability Indicators Report. Vision 2020. (December 2003). Page 74.

[418] Climate Change. Planning and Economic Development, City of Hamilton. Accessed March 16, 2009 from: http://www.myhamilton.ca/myhamilton/CityandGovernment/ ProjectsInitiatives/V2020/ClimateChange/

[419] Phase II. Corporate Air Quality and Climate Change Strategic Plan. Vision 2020. City of Hamilton – p. 47

[420] Hamilton's Role and City Actions. Climate Change. City of Hamilton. Accessed March 16, 2009 from: http://www.myhamilton.ca/myhamilton/CityandGovernment/ ProjectsInitiatives/V2020/ClimateChange/Hamiltons+Role+and+City+Actions.htm

[421] Hamilton's Role and City Actions. Climate Change. City of Hamilton. Accessed March 16, 2009 from: http://www.myhamilton.ca/myhamilton/CityandGovernment/ ProjectsInitiatives/V2020/ClimateChange/Hamiltons+Role+and+City+Actions.htm

[422] Annual Sustainability Indicators Report. Vision 2020. (December 2003) – p. 74

Clean Air Hamilton, a joint project linked with Vision 2020 has greenhouse gas emission reduction within its mandate, though until very recently this has not been a focus of its action or reporting[423]. This shows that in essence, the government did not choose to prioritize this issue as a topic to be pursued collaboratively. See Table 42 for more details on Hamilton's GHG emissions results and trend.

Table 42: Greenhouse Gas Emissions Results and Trend for Hamilton

Results	• 1994 GHG emissions (in tonnes of CO_2e): municipal operations: 18,503; and city-wide: 6,259,628 • 1998 GHG emissions (in tonnes of CO_2e): municipal operations: 17,800; and city-wide: 6,599,162 [424] • Note the 2008 Vision 2020 report no longer includes climate change indicators. • By 2007, Hamilton companies had reduced their GHG emissions by 10% compared to 1997 levels, even with production increases. Total emissions are about 8.5 million tonnes/ year[425]. • Compared to 1990 levels, by 2004, the intensity-based GHG emissions per tonne of steel at Dofasco had reduced approx. 30%.
Trend	Trend predicted to 2005: (in tonnes of CO_2e): municipal operations: 16,569 (10.45% reduction since 1994), and city-wide: 7,697,280 (22.9% increase since 1994) [426]

These results and trend are compared with those from the other regions and discussed later in this chapter; for a quick comparison, look forward to Table 44.

8.1.4 Greater Vancouver's cities[PLUS]

Greater Vancouver's cities[PLUS] was completed in 2003 and its implementation structure fits the 'Informal Implementation' Archetype. One of the cities[PLUS] "catalyst strategies" is to "become net contributors" (i.e., to generate more energy than is used). The CRSDS outlines different implementation means:

- *Planning Initiatives* - The region can coordinate the development of a regional energy strategy focused on energy efficiency and renewable sources.
- *Research & Demonstration* - The Province can research how to transform the Agricultural Land Reserve into a multipurpose bio-reserve that both protects and enhances natural capital.
- *Education & Inspiration* - NGOs can lead initiatives and incentive programs designed to engage people in supporting neighbours and participating in their communities.

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[423] Clean Air Hamilton. (May 2006). 2004-2005 Progress Report.
[424] Annual Sustainability Indicators Report. Vision 2020. (December 2003) – p. 74
[425] Environmental Survey Report. Measuring our Success. Hamilton Industrial Environmental Assoc. (2007) – p. 74
[426] Annual Sustainability Indicators Report. Vision 2020. (December 2003) – p. 74

- *Legislation & Enforcement* - Municipalities can work with the region to enact energy-efficient performance standards for new buildings.
- *Financial Instruments* - The Province can increase taxes on energy inefficient vehicles and offer rebates for zero or ultra low emission vehicles[427].

The end state goal is that "energy systems are designed to avoid negative impacts on climate"[428]. In addition, cities[PLUS] developed a benchmark of per capita CO_2e emissions at 7.7 tonnes/capita/ year in 1999 and set the target of 1 tonne/capita/year by 2040[429]. As a reminder, the cities[PLUS] implementation structure includes no formalized entities such as committees, task forces, etc.; rather, implementation occurs when individual partner organizations take initiatives to pursue the collaborative strategy agenda through projects they themselves devise and decide upon. Implementation is also pursued through informal interactions between a sub-set of partners around specific issues. There are no formal collaborative processes; everything is decentralized within individual organizations.

In terms of what has occurred to date, Metro Vancouver, one of the lead organizations of cities[PLUS], is a member of Partners for Climate Protection (PCP), a Federation of Canadian Municipalities program that supports municipalities in implementing climate action plans[430]. The regional government committed to GHG reductions through developing its Climate Change Framework, which also focuses on adaptation to climate change[431]. Metro Vancouver is developing a climate change strategy for its corporate operations as well as the region as a whole[432]. In 2007, the regional government committed to make all corporate operations carbon neutral by the year 2012 via signing the B.C. Climate Action

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[427] Top 40 Implementation Measures by Catalyst Strategy. cities[PLUS]. (February 24, 2003) – p. 2

[428] cities[PLUS] End State Goals for Greater Vancouver – p. 7

[429] cities[PLUS] Indicators and Targets for Greater Vancouver – p. 3

[430] Climate Change. Planning. Metro Vancouver. Accessed March 18, 2009 from: http://www.metrovancouver.org/planning/ClimateChange/Pages/default.aspx

[431] Report: British Columbia, 2008. FCM Sustainable Communities Mission. (September 29, 2008) – p. 14

[432] Metro Vancouver Sustainability Report (January 2009) – p. 32

Charter[433]. Metro Vancouver's Air Quality Management Plan calls for the region to "minimize the region's contribution to climate change", and in February 2008, the Board of Metro Vancouver has adopted GHG reduction targets of 15 percent below 2007 levels by 2015, 33 percent by 2020[434], and 80 percent by 2050[435].

In addition, the GHG emission inventories were completed in 2002 for every community of the then Greater Vancouver Regional District[436]. The regional government also has in place an Environment and Energy Committee[437]. Metro Vancouver has programs that deal with reducing GHG emissions, such as the Green Buildings program, the Eco-Efficiency Partnership for Business, the Eco-Industrial Network initiatives, pilots of innovative technologies and the use of Eco-Smart Concrete[438]. Metro Vancouver's Waste-to-Energy Facility produces 90,000 tonnes of GHG emissions; however, the turbo-generator installed in 2003 supplies electricity which offsets 69,000 tonnes, and another 66,000 tonnes are offset through sale of steam to an adjacent paper mill. Also, in 2003, Metro Vancouver (then GVRD) purchased its first Hybrid vehicles[439]. Metro Vancouver achieved declining GHG emissions between 2000 and 2005, largely because of "reduced operations at the Burrard Thermal Plant"[440].

Besides the regional government, other cities[PLUS] organizations have launched their own initiatives on GHG reductions. For example, in 2003 a U-Pass was introduced for University of British Columbia (UBC) and Simon Fraser University students so they automatically have a bus pass as part of their student

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[433] Report: British Columbia, 2008. FCM Sustainable Communities Mission. (September 29, 2008) – p. 14

[434] Metro Vancouver Sustainability Report (January 2009) – p. 32

[435] Report: British Columbia, 2008. FCM Sustainable Communities Mission. (September 29, 2008) – p. 14

[436] Sustainability Report. Building a Sustainable Region. Greater Vancouver Regional District. (2002) - p. 31

[437] Boards and Committees. Boards. Metro Vancouver. Accessed March 18, 2009 from: http://www.metrovancouver.org/boards/Pages/BoardsCommittees.aspx

[438] Sustainability Report. Building a Sustainable Region. Greater Vancouver Regional District. (2002) - p. 31

[439] Sustainability Report. The Sustainable Region Initiative: Turning Ideas into Action. Greater Vancouver Regional District. (2003-2005)- p. 29

[440] Metro Vancouver Sustainability Report (January 2009) – p. 33

fees[441]. By 2005 this initiative had increased bus ridership and decreased car use enough to save 16,000 tonnes of GHG emissions / year [442]. UBC also has a target to reduce CO_2e from institutional and ancillary buildings by 25% from 2000 levels (adjusted for growth). This was reached already through infrastructure upgrades on energy and water[443].

BC Hydro, one of the core partners in cities[PLUS], has also been working on GHG reductions. It decided to reduce its usage of the Burrard thermal generating station, which was a major source of GHG emissions for the company and the region. BC Hydro has also been aggressively working towards energy conservation, and partners with other organizations to work on demand side reductions. For example, they fund a position at the University of British Columbia to focus on energy use reduction. Other cities[PLUS] partners, such as Terasan Gas, have also continued to pursue greenhouse reduction initiatives. In the last couple of years, the BC government has also approved climate change legislation requiring municipalities to adopt GHG reduction targets and action plans, creating a cap and trade system, requiring mandatory GHG emission reporting from major emitters, requiring landfill gas be captured, and introducing a carbon tax to influence consumer behaviour[444]. In addition, the provincial government has mandated all public institutions, including hospitals and universities, be carbon neutral by 2010[445]. The cities[PLUS] process was one conversation in amongst many which helped lead to the support for the recent government legislations[446].

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[441] Sustainability Report. The Sustainable Region Initiative: Turning Ideas into Action. Greater Vancouver Regional District. (2003-2005) – p. 45
[442] Sustainability Report. The Sustainable Region Initiative: Turning Ideas into Action. Greater Vancouver Regional District. (2003-2005) – p. 45
[443] The UBC [University of British Columbia] Sustainability Report (2006-2007) – p. 39
[444] British Columbia – Ministry of Environment – Climate Change – Legislation for Reducing Greenhouse Gases. Accessed April 12, 2009 from: http://www.env.gov.bc.ca/epd/climate/reduce-ghg/legislation.htm
[445] British Columbia – LiveSmart BC – A Carbon Neutral Public Sector. Accessed April 12, 2009 from: http://www.livesmartbc.ca/government/neutral.html
[446] Bruce Sampson, former VP Sustainability at BC Hydro, interview

Table 43 presents the information about the results of these efforts. Given the informal structure for implementing cities[PLUS], there is no direct link between these initiatives and the implementation of the CRSDS. That said, these initiatives have been taken by the lead organizations of the CRSDS and move towards accomplishing the collaborative goal.

Table 43: Greenhouse Gas Emissions - Results and Trend for Greater Vancouver

Results	• In 1997, the total corporate GHG emissions from Metro Vancouver were calculated to be 300,000 tonnes of CO_2e mainly from solid and liquid waste operations[447]
	• From 2000 to 2005 there was a reduction in total GHG emissions; this has been attributed to the reduced operations of the Burrard Thermal Plant[448]
	• In 2001, GHG emissions from automobile and truck transportation in Metro Vancouver were 2.08 tonnes per capita[449]
	• In 2005 the region produced 15.6 Mt of CO_2e. Heating buildings and operating motor vehicles accounts for 65% of these emissions[450]. This compares to the region producing approximately 17.5 Mt of CO_2e in the year 2000 [451]
	• In 2007 the region produced 11.466 Mt[452]
	• UBC GHG emissions (intensity):
	    1990: .070 tonnes CO^2/ m^2
	    2000/01: 0.063 tonnes CO^2/ m^2
	    2005/06: 0.049 tonnes CO^2/ m^2
	    2006/07: 0.048 tonnes CO^2/ m^2 [453]

Trend	• Decreasing region-wide (due to closed thermal plant) • Probably reducing corporate-level at Metro Vancouver • Reducing at UBC (when using intensity based indicators)

The next subsection discusses the results and trend in Greater Vancouver in relation to the other regions; for a quick comparison, look forward to Table 44.

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[447] Sustainability Report. The Sustainable Region Initiative: Turning Ideas into Action. Greater Vancouver Regional District. (2003-2005)- p. 29

[448] Metro Vancouver Sustainability Report (January 2009) – p. 33

[449] Environment, Key Areas, Key Findings. Vancouver Foundation's Vital Signs For Metro Vancouver Accessed March 15, 2009 from: http://2007.vancouverfoundationvitalsigns.ca/?q=node/14

[450] Metro Vancouver Sustainability Report (January 2009) – p. 33

[451] Metro Vancouver Sustainability Report (January 2009) – p. 33

[452] Metro Vancouver – Community Energy and Greenhouse Gas Emissions Inventory: 2007 (draft)

[453] The UBC [University of British Columbia] Sustainability Report (2006-2007) – p. 58

8.1.5 Cross Case Comparisons on GHG Emissions

The following table shows the total GHG emissions (region-wide), the total GHG emissions per capita, and the municipal government's corporate GHG emissions from each of the four cases.

Table 44: Comparison of Four Regions GHG Emissions and Trends

	Whistler	Montreal	Hamilton	Greater Vancouver
Year CRSDS was Adopted	2004	2005	1992	2003
CRSDS Collaborative Goal on GHG Emissions	To meet Whistler's energy needs in an affordable, reliable and sustainable way while managing air quality and greenhouse gas emissions and contributing to economic development	To reduce GHG emissions	To reduce GHG emissions	To become net contributors; Target on GHG emissions of 1 tonne/ capita/ year by 2040 (To achieve this, they must reduce GHG emissions)
Total Region-wide GHG Emissions	Year CO_2e 2001 0.15 Mt * 2007 0.13 Mt [454]	Year CO_2e 1999-2002 11.88 Mt 2003-2006 12.49 Mt [455] (Emissions average/ year)	Year CO_2e 1994 6.260 Mt 1998 6.599 Mt 2005 7.697 Mt [456]	Year CO_2e 2000 ~ 17.5 Mt 2005 15.6 Mt[457] 2007 11.466 Mt[458]
Total GHG Emissions / Capita	Year CO_2e 2007 9.44 t** [459]	Year CO_2e 2003-2006 7.2 t[460] (Emissions average / year)	Year CO_2e 2005 15.25 t [461]	Year CO_2e 1999 7.17 t [462] 2007 5.42 t [463]

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[454] Greenhouse Gas Emissions. Total GHG Emissions. Monitoring. Home. Whistler2020. Accessed March 15, 2009 from:http://www.whistler2020.ca/whistler/site/indicator2.acds?instanceid=4672219&context=4671746&nocache=1237311509308

[455] Indicateurs de l'état de l'environnement. Bilan pour la période 2003-2006. Premier plan stratégique de développement durable de la collectivité montréalaise – p. 69

[456] Annual Sustainability Indicators Report. Vision 2020. (December 2003) – p. 74. Note, the 2005 total was a prediction and not an actual measurement.

[457] Metro Vancouver Sustainability Report (January 2009) – p. 33

[458] Metro Vancouver – Community Energy and Greenhouse Gas Emissions Inventory: 2007 (draft)

[459] Greenhouse Gas Emissions. Total GHG Emissions. Monitoring. Home. Whistler2020. Accessed March 15, 2009 from: http://www.whistler2020.ca/whistler/site/indicator2.acds?instanceid=4672219&context=4671746&nocache= 1237311509308

[460] This is not my calculation, but based instead on p. 69 of the Indicators report.

[461] This is my calculation based on the Industry statistic and the 2006 census population

[462] cities^PLUS Indicators and Targets for Greater Vancouver – p. 3

[463] This is my calculation based on the 2006 census population

Corporate (Municipal or Regional) GHG Emissions	Year CO$_2$e 2000 2,249 t 2006 2,331 t 2007 expected reduction[464]	Year CO$_2$e 2002 196,000 t 2005 185,000 t [465]	Year CO$_2$e 1994 18,503 t 1998 17,800 t 2005 16,569 t [466]	Year CO$_2$e 1997 300,000 t[467]
Trend	Decreasing region-wide; was increasing corporate-level until 2006, and then started decreasing	Increasing region-wide; and decreasing corporate-level	Increasing region-wide; and decreasing corporate-level. (based on the 1999 inventory) In 2007 – companies reduced emissions by 10% since 1997[468]	Decreasing region-wide and probably decreasing corporate-level

* Mt   Megatonnes   t   Tonnes

Not all regions calculated their emissions in the same way, so the GHG emissions per capita (as presented) are not all comparable[469]. In essence, Whistler, Hamilton and Greater Vancouver measured the same things, and the calculations show that Greater Vancouver has the lowest per capita emissions. As solid waste emissions were 5% of Vancouver's total, if Montreal's total has an additional 5% added, it brings the per capita total to a roughly estimated 7.56 t, which is still lower than Whistler and much lower than Hamilton. Whistler, Greater Vancouver, and Montreal all have electricity providers that use predominantly hydro power, which partially explains why they are so much lower than Hamilton. Hamilton, however,

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[464] Greenhouse Gas (GHG) Update - FCM Milestone Five. Administrative Report to Council. Policy and Program Development Department and Environmental Services Department. (November 19, 2007) - p. 6

[465] Inventaire corporatif des émissions de gaz à effet de serre 2005. Synthèse. Ville de Montréal – p. 1

[466] Annual Sustainability Indicators Report. Vision 2020. Planning and Development Department. (December 2003) – p. 74

[467] Sustainability Report. The Sustainable Region Initiative: Turning Ideas into Action. Greater Vancouver Regional District. (2003-2005) – p. 29

[468] Environmental Survey Report. Measuring our Success. Hamilton Industrial Environmental Assoc. (2007).– p. 4. This information conflicts with the community-wide calculations, but might be explained by the fact that the earlier calculations were conducted before amalgamation.

[469] The Whistler region-wide calculation includes stationary energy systems at the generation (power and heat generation), emissions from the fleets and transportation within Whistler (gas and diesel), and solid waste. The Montreal region-wide calculation includes heat (kerosene, natural gas and heating oil), and transportation (gas and diesel bought on the island), but does not include the solid waste (landfill emissions). Hamilton used the Torrie-Smith software, which includes energy (power and heat), transportation and solid waste. Greater Vancouver calculated emissions from buildings (electricity and natural gas), transportation (gas, propane and diesel), and solid waste. They also calculated land conversion, but did not include it in the total above.

is an industrial town with two steel refineries and other manufacturing, so this is also a reason for which the greenhouse gas emissions are so much higher per capita.

For the purpose of analysing whether the region is moving towards its plan outcome, what is important is not the comparison, but rather the trend within each region. Greater Vancouver and Whistler have trends that show decreasing region-wide GHG emissions. Montreal and Hamilton both have trends that show increasing region-wide GHG emissions. Table 45 shows the structure in each region, the trend, the determination if it is high or low in terms of progress on meeting the plan outcome, and an explanation on the categorization of high or low. Essentially if the region's trend is moving towards meeting its collaborative goal then they were rated as high, while if its trend is moving away then they were rated low.

Table 45: Categorization of Progress towards Region-wide GHG Emissions - Plan Outcomes

Region	Structure	Trend	High / Medium / Low Outcome	Explanation of Categorization
Whistler	Joint Projects Archetype	Decreasing region-wide	High	GHG emissions region-wide are decreasing, and since 2007, they claim it is due to local organizations taking initiatives. The goal was to manage GHG emissions, which is being achieved.
Montreal	Partner Organizations Archetype	Increasing region-wide	Low	GHG emissions region-wide are increasing, though the goal was reduction.
Hamilton	Focal Organization Archetype	Conflicting information region-wide, but believed to be increasing	Low	GHG emissions are increasing region-wide, though the goal was reduction.
Vancouver	Informal Archetype	Decreasing region-wide	High	GHG emissions are decreasing region-wide thus putting the region on track for its goal.

As noted in the introduction to this chapter, when compared to the air quality results, these findings cannot be generalized to the entire archetype for all issue

areas. Instead, the next analysis considers which subcomponents are important for the achievement of GHG emissions reduction.

8.1.6 Key Subcomponents for CRSDS Implementation on the Issue of GHG Emission Reduction

In all the regions, corporate-level initiatives have been leading to a reduction in GHG emissions from the local or regional government's operations, but this alone does not ensure region-wide reductions in GHG emissions. The collaborative goals are to achieve region-wide reductions in GHG emissions (with the exception of Whistler2020 which aims to manage GHG emissions). Both Whistler and Greater Vancouver have been categorized as 'high' in moving towards their plan outcomes because their trends are leading towards their collaborative goals.

Whistler2020 specifically addresses greenhouse gas emissions and has a formal structure to oversee its management. Whistler's Energy Task Force (a joint project) meets annually to review progress made and to set actions for the coming year. The strength of this approach is that the Task Force identifies the key emitters and can allocate actions to them as potential Implementing Organizations. The annual monitoring allows for an annual review on progress and therefore enables revisions. The short-term timeframe also ensures an action focus to implementation. Initiatives in Whistler have reached a critical mass of emission sources (i.e., engaged the organizations which are responsible for the majority of the emissions) in order to enable a 15% reduction in region-wide GHG emissions from 2001 levels by 2007. At first, reductions in Whistler were attributed to fuel switching offered by a new service through BC Hydro. BC Hydro is a partner in Whistler2020. More recently, reductions have been attributed to local action[470], highlighting the positive achievements of Whistler2020's implementation structure.

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[470] Greenhouse Gas Emissions. Total GHG Emissions. Monitoring. Home. Whistler2020. Accessed March 17, 2009 from: http://www.whistler2020.ca/whistler/site/indicator2.acds? instanceid=4672219&context=4671746&nocache=1237311509308

Greater Vancouver's reductions are also partially linked to BC Hydro. BC Hydro was one of the key partners in the cities^{PLUS} process and has been actively pursuing energy conservation and other GHG reduction initiatives. In the cities^{PLUS} case, the partners were all previously committed to sustainability, and prioritized GHG reductions as an area in their own operations. Only recently has Metro Vancouver started reporting on region-wide emissions, though it started inventories of municipal emissions in 2002, and has a number of programs targeting regional emissions such as the Green Buildings program. Other cities^{PLUS} partners, such as Terasan Gas and University of British Columbia, have also continued to pursue greenhouse reduction initiatives. The strength of the Greater Vancouver approach is that it has enrolled the major emitters for this issue area, and there are considerable informal interactions between the key organizations to share success stories and influence provincial policy.

Both Montreal and Hamilton were categorized as 'low' in meeting their plan outcomes as both have a trend of increasing GHG emissions. While Montreal has selected this as a "priority orientation", and numerous partners have committed to taking actions, the structure does not ensure the participation of major emitters, nor does it ensure it reaches a majority of citizens. GHG reductions are still voluntary in Quebec, though there is a now a brand new regulation to make reporting of emissions mandatory[471]. The City of Montreal, as part of the implementation of the First Strategic Plan for Sustainable Development, has recently initiated a conversation with major emitters to develop a strategy, but this process has not yet concluded, so no results have been achieved.

Hamilton envisioned GHG emission reductions as part of Vision 2020, and joined the Federation of Canadian Municipalities' Climate Protection Program in 1995. It conducted region-wide GHG inventories long before any of the other regions.

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[471] Règlement sur la déclaration obligatoire de certaines émissions de contaminants dans l'atmosphère - Incluant la Gazette officielle du 1er avril 2009 – Accessed April 9, 2009 from: http://www2.publicationsduquebec.gouv.qc.ca/dynamicSearch/telecharge.php?type=3&file=/Q_2/Q2R3_3.htm

But while monitoring occurred, and the City undertook numerous corporate initiatives to reduce emissions, this did not lead to region-wide reductions. Momentum was lost, and the most recent indicators report does not report on GHG emissions, though recently the City has refocused on corporate GHG emissions. The strength of this model is that the local government is reducing emissions in its operations. The downside is that it not enough to reduce region-wide emissions as it does not include any of the major emitters. While greenhouse gas emissions reduction is within the Clean Air Hamilton's mandate[472] (a joint project), until recently it has not been a focus for action or reporting. Thus, it is possible that this structure might work if joint projects are actively working with major emitters. The following table summarizes these findings.

Table 46: Key Subcomponents for Achieving Plan Outcomes on GHG Emissions

Component	Subcomponent	Plan Outcomes
Partners	Number of Partners	For reaching a critical mass
	Key Partners	For inclusion of major emitters and researchers
	Engagement	
	Lead Organization(s)	
Implementation Forms	Full Partnership Level	For identifying missing implementing organizations and for enabling networking
	Joint Project(s) Level	Formal: for setting short-term actions and ensuring major emitters are involved Informal interactions: for sharing success stories and for coordinating initiatives
	Individual Partner(s) Level	For taking action, particularly major emitters and other relevant implementing organizations
Processes	Decision-making	For deciding to take and to continue actions
	Communication & Information	For ensuring networking and ensuring it reaches a critical mass
	Monitoring & Evaluation	For monitoring progress and allowing adjustments
Context	Formation & Formulation Form	
	Strategic Plan Formulation Process	For ensuring issues are included
	Situational Considerations	For considering top industries, access to research expertise, and legislation

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[472] Clean Air Hamilton is a joint project linked with Vision 2020

Emerging from this analysis of GHG emission plan outcomes, the key questions that a region needs to ask about its implementation structure are:

1. Is there a pre-existing commitment by the major emitters (as in Vancouver), or if not, is there a mechanism to engage uncommitted major emitters (as in Whistler)?;
2. Are there opportunities for networking between partners to share successes and challenges?;
3. Are there joint projects between partners to more efficiently further their mutual goals (as in BC Hydro and UBC)?;
4. Is there a way to reach a critical mass of citizens for behavioural changes (as in British Columbia)?; and
5. Does monitoring occur to allow for adjustments?

Of these, it seems the most important is that the major emitters are involved, as that is what was particularly missing in Montreal and Hamilton. None of the structures ensure that a majority of citizens are reached on energy efficiency and transportation choices; it took a provincial initiative in British Columbia to do so.

8.2 Air Quality

The second plan outcome considered in this study is air quality. There are a number of pollutants which can reduce the quality of air in a region. These pollutants have been shown to cause premature deaths, respiratory hospital admissions, and cardiovascular hospital admissions. For example, in 2005, in Hamilton alone, 290 premature deaths were associated with air pollution, while 810 hospital admissions and 2,840 emergency visits were attributed directly to air pollution[473]. The provincial governments are responsible for the monitoring and reporting of air quality and for enforcing point source permits[474]. This is sometimes delegated to larger municipalities, such as in Montreal and Vancouver. Regions may also address non-permit emissions from sources such as transportation and local activities (e.g., wood burning).

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[473] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 8
[474] Our Plan to Share the Air – A Sea to Sky Air Quality Management Plan

The Air Quality Index (AQI) provides a measure of the pollutants combined.

> The AQI is a communications tool. It is used to report on current and near-term air quality conditions. It provides a general idea of the level of air pollution at a particular place and time. A numerical value on a scale and a rating such as "good" "fair" or "poor" is used to inform the public of air quality conditions without reporting concentrations of individual pollutants. Some of the pollutants captured in currently reported Canadian AQIs are: sulphur dioxide, ozone, nitrogen dioxide, total reduced sulphur compounds, carbon monoxide and fine and coarse particulate matter.[475]

If the AQI is above 50, the air quality for that day is considered poor. The AQI is a good indicator of air quality in a region, and is standardized across Canada. The air quality collaborative goals and resulting AQI outcomes in each of the four cases are considered next.

8.2.1 Whistler2020

As a reminder, Whistler2020 was adopted in 2004 and its implementation structure fits the 'Implementing through Joint Projects' Archetype. Whistler2020's Energy Strategy includes efforts to address air quality[476]. In 2006, the Energy Task Force action recommended the Corridor Airshed Plan be developed in order to control air quality along the Sea to Sky highway area. Whistler2020 has Local and Regional Air Quality strategy indicators, both of which are measured annually, and the latter of which adheres to the provincial Air Quality Index[477]. Whistler2020 links these indicators, not only to its Energy Strategy, but also to the Health and Social Strategy, Visitor Experience[478], and Transport[479] .

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[475] Health Canada – Environment and Workplace Health – Canadian Air Quality Indices. Accessed April 11, 2009 from: http://www.hc-sc.gc.ca/ewh-semt/air/out-ext/air_quality-eng.php

[476] Energy Strategy. 2020explorer. Whistler2020. Accessed March 18, 2009 from: http://www.whistler2020.ca/whistler/site/explorer.acds

[477] Energy Strategy. 2020explorer. Whistler2020. Accessed March 18, 2009 from: http://www.whistler2020.ca/whistler/site/explorer.acds

[478] Local Air Quality. Whistler2020 Strategy: Energy. Accessed March 18, 2009 from: http://www.whistler2020.ca/whistler/site/indicator2.acds?instanceid=4672267&context=4671746&nocache=1237390887012

[479] Regional Air Quality. Whistler2020 Strategy: Energy. Accessed March 18, 2009 from: http://www.whistler2020.ca/whistler/site/indicator2.acds?instanceid=4672241&context=4671746&nocache=1237390532567

The RMOW's air quality plan, the Integrated Energy, Air Quality and Greenhouse Gas Management Plan, includes the region's commitment to clean air as being part of the 'Whistler Experience'; the recommendations in this plan attribute energy, GHG emission reductions, and air quality benefits, and range from changes in source fuel, strategies for transportation, energy and waste, and education programs[480]. In terms of results, the trend in the number of air advisory days in Whistler has been decreasing over both one-year and three-year average trends[481], accounting to approximately 5.6, 1.1, 5.1, and 4.5 days for the years 2004, 2005, 2006, and 2007 respectively[482]. The following table displays this information.

Table 47: Whistler's Air Quality Emissions and Trend

	Results
Estimated Total # of Days of Air Quality Above 26 (Fair)	Year # days 2004 5.6 2005 1.1 2006 5.1 2007 4.5 [483]
Trend	"Results for 2007 lead to a decrease from 2006 and decrease over the three-year rolling average[484]."

These results and trends are compared with the other regions later in this chapter.

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[480] Integrated Energy, Air Quality and Greenhouse Gas Management Plan. Resort Municipality of Whistler. (February 2004) - p. i

[481] Whistler2020 Strategy: Energy. Regional Air Quality. Latest Analysis. Accessed March 23, 2009 from: http://www.whistler2020.ca/whistler/site/indicator2.acds?instanceid=4672241&context=4671746&nocache=1237839434734

[482] Regional Air Quality. Whistler2020 Strategy: Energy. Monitoring. Home. Accessed March 19, 2009 from: http://www.whistler2020.ca/whistler/site/indicator2.acds?instanceid=4672241&context=4671746 *(Note: Calculated from the Hours Air Quality Index is below the 'Good' rating, divided by 24 hours to a day)*

[483] Regional Air Quality. Whistler2020 Strategy: Energy. Monitoring. Home. Accessed March 19, 2009 from: http://www.whistler2020.ca/whistler/site/indicator2.acds?instanceid=4672241&context=4671746 *(Note: Calculated from the Hours Air Quality Index is below the 'Good' rating, divided by 24 hours to a day).*

[484] Whistler2020 Strategy: Energy. Regional Air Quality. Latest Analysis. Accessed March 23, 2009 from: http://www.whistler2020.ca/whistler/site/indicator2.acds?instanceid=4672241&context=4671746&nocache=1237839434734

8.2.2 Montreal's First Strategic Plan for Sustainable Development

As a reminder, Montreal's collaborative strategy was adopted in 2005 and its implementation structure fits the 'Implementing through Partner Organizations' Archetype. As mentioned in the GHG reduction section, one of the priority orientations in Montreal's collaborative strategy was, specifically, to improve air quality and reduce GHG emissions[485]. A number of actions relate to air quality. In the 2005-2006 phase, action 1.3 on vehicle idling is equally relevant for air quality. Action 1.4 was on reducing parking spots in the Centre, action 1.5 on minimizing automobile traffic on Mount Royal, action 1.6 on bolstering cycling infrastructure, action 1.7 on promoting the development of car sharing, action 1.8 on encouraging sustainable transportation, and action 1.9 on increasing the use of energy efficient and/or clean fuel vehicles[486]. All of these were carried over into the 2007-2009 phase with slight updates and revisions[487]. By 2007, the anti-idling action had 15 local administrations and 52 other partners engaged, and one of the results was that 18 boroughs and 8 cities adopted new regulations on idling[488]. The cycling infrastructure had 13 local administrations and 28 partners engaged, and one of the results was 881 new bike racks installed by partners and another 1370 by local administrations. Regarding the action to encourage sustainable transportation, in 2007, 8 local administrations and 52 partners engaged[489].

Montreal has a sophisticated air quality monitoring network with 16 stations on the island of Montreal[490]. Based on their findings, the number of days identified as 'bad' (above 50) on the Air Quality Index were: 48 in 2002; 64 in 2003; 75 in

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[485] Bilan 2007 de la phase 2007-2009. Premier plan stratégique de développement durable de la collectivité montréalaise - p. 5

[486] Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005)

[487] Montreal's First Strategic Plan for Sustainable Development. 2007-2009 Phase – Abridged version

[488] Bilan 2007 de la phase 2007-2009. Premier plan stratégique de développement durable de la collectivité montréalaise

[489] Bilan 2007 de la phase 2007-2009. Premier plan stratégique de développement durable de la collectivité montréalaise

[490] L'environnement à Montréal. Air. Accueil. Ville de Montréal. Accessed March 18, 2009 from: http://applicatif.ville.montreal.qc.ca/framville.asp?url=http://services. ville.montreal.qc.ca/air-eau/fr/accuairf.htm - follow the link to Surveillance de la qualité de l'air – then the link to Réseau de serveillance de la qualité de l'air

2004; 66 in 2005; 47 in 2006; and 44 in 2007[491]. See Table 48 for a presentation of these results. These 'bad' air quality days occurred both in the winter and the summer[492]. The main source of pollution is fuelled by manufacturing industries, vehicles, the burning of combustibles for heat in winter (oil for heating buildings, wood in stoves, etc.), and long-distance pollution coming from Ontario and the USA[493]. The City of Montreal is responsible for monitoring industrial pollution and provides companies with 'emission permits'[494].

Table 48: Montreal's Air Quality Emissions and Trend

	Results	
Total # of Days of 'Poor' Air Quality	Year # days 2002 48 2003 64 2004 75 2005 66 2006 47 2007 44 [495]	
Trend	It peaked in 2004 and has been decreasing since.	

These results and trend are compared with the other regions later in the chapter.

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[491] L'environnement à Montréal. Air. Accueil. Ville de Montréal. Accessed March 18, 2009 from: http://applicatif.ville.montreal.qc.ca/framville.asp?url=http://services.ville.montreal.qc.ca/air-eau/fr/accuairf.htm - follow the link to Surveillance de la qualité de l'air – then the link to Réseau de serveillance de la qualité de l'air – then the link to documents – each statistic comes from the appropriate annual report

[492] L'environnement à Montréal. Air. Accueil. Ville de Montréal. Accessed March 18, 2009 from: http://applicatif.ville.montreal.qc.ca/framville.asp?url=http://services.ville.montreal.qc.ca/air-eau/fr/accuairf.htm - Follow the link to Dossiers spéciaux – then the link to Urban smog

[493] L'environnement à Montréal. Air. Accueil. Ville de Montréal. Accessed March 18, 2009 from: http://applicatif.ville.montreal.qc.ca/framville.asp?url=http://services.ville.montreal.qc.ca/air-eau/fr/accuairf.htm

[494] L'environnement à Montréal. Air. Accueil. Ville de Montréal. Accessed March 18, 2009 from: http://applicatif.ville.montreal.qc.ca/framville.asp?url=http://services.ville.montreal.qc.ca/air-eau/fr/accuairf.htm - follow link to Contrôle des émissions industrielles

[495] L'environnement à Montréal. Air. Accueil. Ville de Montréal. Accessed March 18, 2009 from: http://applicatif.ville.montreal.qc.ca/framville.asp?url=http://services.ville.montreal.qc.ca/air-eau/fr/accuairf.htm - follow the links the Réseau de serveillance de la qualité de l'air - documents

8.2.3 Hamilton's Vision 2020

Vision 2020 was adopted in 1992 and during most of its implementation has fit the 'Implementing through a Focal Organization' Archetype. Clean Air Hamilton is a multi-stakeholder organization, launched in 1998[496], that reports annually to Council on its work to improve air quality[497]. Clean Air Hamilton is a joint project which was a result of Vision 2020[498] and a series of recommendation reports produced in 1997 by the Hamilton Air Quality Initiative (founded in 1995)[499]. Clean Air Hamilton's core mandate is to develop clean air strategies and policy recommendations for various levels of government, promote emission reductions and behavioral change related to improving air quality[500]. The organization is funded by the City of Hamilton and various partner organizations[501], and is a partner to Vision 2020 in issue various areas, including Personal Health and Well-being, Consuming Less Energy, and Changing our Modes of Transportation[502]. The City of Hamilton and Clean Air Hamilton have partnered on various programs and regional initiatives, including transportation strategies, tree planting, and educational initiatives[503]. The City and Clean Air Hamilton have also been members of the Greater Toronto Area Clean Air Council since 2005[504].

The Hamilton Industrial Environmental Association, a non-profit of local private sector industry, also works on various environmental issues including air emissions[505]. The Association has successfully committed itself to reducing GHG emission and air pollutants over the past decade, with reductions of 10 and 38

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[496] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 3
[497] Phase II. Corporate Air Quality and Climate Change Strategic Plan. Vision 2020. City of Hamilton. - p. 47
[498] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 3
[499] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 5
[500] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 3
[501] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 5
[502] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 3
[503] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 5
[504] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 19
[505] Environmental Survey Report. Measuring our Success. Hamilton Industrial Environmental Assoc. (2007) - p. 1

percent of GHG emissions and particulate matter respectively[506]. The Hamilton Air Monitoring Network is another key player in addressing air quality, which consists of 22 local companies and operates and publicly reports on 19 air quality monitoring stations, in addition to the three stations run by the Ontario Government[507].

Three areas are monitored by the Ontario Government: Hamilton Downtown, Hamilton Mountain and Hamilton West. Air quality in the region has improved over the past 10 years; though, on average, Hamilton still has air pollution levels higher than or equal to other southern Ontario communities[508].

> Examination of the trends in ambient air quality in Hamilton over the last decade shows that there have been significant reductions in the air levels of some pollutants such as benzene, total reduced sulphur and benzo[a]pyrene. The ambient levels of other pollutants, such as particulate material (PM10 and PM2.5), nitrogen oxides (NOx) and sulphur dioxide (SO2) have decreased slowly over this period. These reductions have resulted from actions taken to reduce emissions by the industrial sector in Hamilton. On the other hand, those pollutants whose levels have reduced only modestly over the last decade are due primarily to transportation sources (i.e., cars and trucks), the roadway system due to road dust re-suspension and various other sources of fugitive dusts. Some progress has been made on reducing the air levels of oxides of nitrogen (NOx); on the other hand, the levels of ground level ozone have been steadily increasing over the past decade, primarily due to long-range transport of pollutants into southern Ontario.[509]

The explanation indicates that the modest reductions in some pollutants are due to transportation, both from private and industrial vehicles. Clean Air Hamilton, through its mobile unit, was able to identify exactly where emissions were highest, and found that this was near the major road intersections, and heavily used roads with dirt track-out from industrial centers. Clean Air Hamilton works with various stakeholders to reduce road dusts and other sources of air pollution, including a number of initiatives aimed at citizen transportation behavior. "Education activities, monitoring programs and partnerships with various agencies and industries to reduce road dusts at source are the approaches Clean

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[506] Environmental Survey Report. Measuring our Success. Hamilton Industrial Environmental Assoc. (2007) - p. 1

[507] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 18

[508] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 3

[509] Clean Air Hamilton 2007 Progress Report (June 2008) - p. 11

Air Hamilton has used to reduce the burden of road dust impacts on the citizens of Hamilton" [510].

The provincial government in 2005 brought in stronger local air quality regulation, which is being implemented now[511]. Much of the pollution is due to emissions from both transportation and industry in the area[512]. Conversely, approximately 50 percent of pollutants in the Hamilton airshed were from non-local sources in 1997, as were 50 percent of air contaminants in 2005[513]. The following table presents the Air Quality Index results and the trend in Hamilton.

Table 49: Hamilton's Air Quality Results and Trend

	Results
Total # of Days of Air Quality Advisories Issued	Year # days 2001 12 2002 13 [514] 2003 15 2004 15 2005 45 2006 11 2007 31 2008 13 [515]
Trend	"While air quality in Hamilton has improved substantially over the last decade, the levels of air pollution remain higher than, or equal to, those in other communities in southern Ontario[516]."

These results and trend are compared with the other regions later in the chapter.

8.2.4 Greater Vancouver's cities^PLUS

cities^PLUS was completed in 2003 and its implementation structure fits the 'Informal Implementation' Archetype. It does not have a specific strategy that relates to air quality, except perhaps catalyst strategy #8 of "green and clean the

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[510] Clean Air Hamilton 2007 Progress Report (June 2008) - p. 22
[511] Hamilton Interviewee 07
[512] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 4
[513] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 37
[514] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 20
[515] Ontario Smog Advisories – Accessed April 11, 2009 from:
        http://www.airqualityontario.com/press/smog_advisories.cfm
[516] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 3

import/export chains"[517]. The CRSDS does have end state goals that do. Specifically, one goal is "respect for regional carrying capacity: any emissions, by-products, or releases from the extraction, processing, use, and other lifecycle movements of materials are readily and easily assimilated by the environment"[518]. Another goal is "healthy environment, healthy population: human health is enhanced by a diverse and sustainable physical environment with clean, healthy, and safe air, water, and land"[519]. The lead organization on air quality in Greater Vancouver is the regional government; for this issue area a focus is on the region and not just the corporate emissions.

Metro Vancouver adopted its first Air Quality Management Plan (AQMP) in 1994[520]. The second AQMP was adopted in 2005[521], has a timeframe of 10 years for implementation, and was developed through multi-stakeholder consultations[522]. Central to the AQMP is minimizing risk to public health, improving visibility, and reducing emissions attributed to climate change[523]. The regional government and its partners developed local emission reduction programs for within the region, while permits and regulations are used to reduce emissions from industry and commercial operations. Metro Vancouver's three major air quality partnerships; these are the Lower Fraser Valley Airshed, the Georgia Basin/Puget Sound International Airshed Strategy, and the Georgia Basin Futures Project[524]. Air emissions such as nitrogen dioxide and sulfur dioxide have been decreasing in the region; nitrogen oxides as well have been reduced 40 percent between 1990 and 2005[525]. Ozone levels, however, have been rising since

[517] A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003) – p. 43
[518] cities[PLUS] End State Goals for Greater Vancouver – p. 15
[519] cities[PLUS] End State Goals for Greater Vancouver – p. 11
[520] Air Quality. Services. Metro Vancouver. Accessed March 18, 2009 from: http://www.metrovancouver.org/services/air/Pages/default.aspx
[521] Metro Vancouver Sustainability Report (January 2009) – p. 24
[522] Air Quality. Services. Metro Vancouver. Accessed March 18, 2009 from: http://www.metrovancouver.org/services/air/Pages/default.aspx
[523] Metro Vancouver Sustainability Report (January 2009) – p. 24
[524] Air Quality. Services. Metro Vancouver. Accessed March 18, 2009 from: http://www.metrovancouver.org/services/air/Pages/default.aspx
[525] Metro Vancouver Sustainability Report (January 2009) – p. 25

the early 1990s[526]. Metro Vancouver currently monitors the air using the Air

Quality Health Index and reports this information on a public website[527]. Prior to

2008, it used the Air Quality Index, which is a national standard. See Table 50 for

the results. The advisories are issued when the air quality index is above (or

expected to be above) 50 and therefore indicates 'poor'.

Table 50: Greater Vancouver's Air Quality Emissions and Trend

	Results	
Total # of Days of Air Quality Advisories Issued	Year 2001 2002 2003 2004 2005 2006 2007	# days 1[528] 0[529] 0[530] 1[531] 4[532] 8[533] 0[534]
Trend	NOx emissions reduced by 40% between 1990 and 2005; sulfur dioxides and nitrogen dioxides have reduced; particulate matter has declined; and ozone has increased. [535] It is hard to tell based on the air advisories, but 2006 was a bad year due to the increase in ozone,	

These results and trend are compared with the other regions in the next

subsection.

8.2.5 Cross Case Comparisons on Air Quality

Table 51 details the number of poor air quality days of the four regions.

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[526] Metro Vancouver Sustainability Report (January 2009) – p. 25
[527] Metro Vancouver Sustainability Report (January 2009) – p. 25
[528] Lower Fraser Valley Ambient Air Quality Report 2001. (2002) - p. 3
[529] Lower Fraser Valley Ambient Air Quality Report 2002. (2003) - p. 4
[530] Lower Fraser Valley Ambient Air Quality Report 2003. Policy and Planning Department. Greater Vancouver Regional District and FVRD. (August 2004) - p. 4
[531] Lower Fraser Valley Ambient Air Quality Report 2004. Policy and Planning Department. Greater Vancouver Regional District and FVRD. (October 2005) - p. 3
[532] Lower Fraser Valley Ambient Air Quality Report 2005. Policy and Planning Department. Greater Vancouver Regional District and FVRD. (October 2006) – p. S-2
[533] Lower Fraser Valley Air Quality Report 2006. Sustainable Region Initiative. Policy and Planning Department. Metro Vancouver and FVRD – p. 3
[534] 2007 Lower Fraser Valley Air Quality Report. Sustainable Region Initiative. Metro Vancouver. (October 2008) – p. S-2
[535] Metro Vancouver Sustainability Report (January 2009) – p. 25

Table 51: Comparison of Four Regions' Air Quality Emissions and Trends

	Whistler	Montreal	Hamilton	Greater Vancouver
Year CRSDS was Adopted	2004	2005	1992	2003
CRSDS Collaborative Goal on Air Quality	To meet Whistler's energy needs in an affordable, reliable and sustainable way while managing air quality ...	To improve air quality	To ensure that the city has the best air quality of any major urban centre in Ontario	Any emissions ... are readily and easily assimilated by the environment; and ...clean, healthy and safe air.
Total # of Days of Air Quality Above 50	Year # days 2001 0 2002 0 2003 0 2004 0[536] Above 26 (Fair) 2004 134 hours 2005 27 hrs 2006 122 hrs 2007 109 hrs[537]	Year # days 2002 48 2003 64 2004 75 2005 66 2006 47 2007 44 [538]	Year # days 2001 12 2002 13 [539] 2003 15 2004 15 2005 45 2006 11 2007 31 2008 13[540]	Year # days 2001 1[541] 2002 0[542] 2003 0[543] 2004 1[544] 2005 4[545] 2006 8[546] 2007 0[547]

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[536] Workshop on Indicators Targets and Actions for Sea to Sky Corridor. PowerPoint Presentation October 6, 2005. By The Sheltair Group and the BC Government.

[537] Regional Air Quality. Whistler2020 Strategy: Energy. Monitoring. Home. Accessed March 19, 2009 from: http://www.whistler2020.ca/whistler/site/indicator2.acds?instanceid=4672241&context=4671746

[538] L'environnement à Montréal. Air. Accueil. Ville de Montréal. Accessed March 18, 2009 from: http://applicatif.ville.montreal.qc.ca/framville.asp?url=http://services.ville.montreal.qc.ca/air-eau/fr/accuairf.htm - follow the links the Réseau de serveillance de la qualité de l'air - documents

[539] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 20

[540] Ontario Smog Advisories – Accessed April 11, 2009 from: http://www.airqualityontario.com/press/smog_advisories.cfm

[541] Lower Fraser Valley Ambient Air Quality Report 2001. (2002) - p. 3

[542] Lower Fraser Valley Ambient Air Quality Report 2002. (2003) - p. 4

[543] Lower Fraser Valley Ambient Air Quality Report 2003. Policy and Planning Department. Greater Vancouver Regional District and FVRD. (August 2004) - p. 4

[544] Lower Fraser Valley Ambient Air Quality Report 2004. Policy and Planning Department. Greater Vancouver Regional District and FVRD. (October 2005) - p. S-2

[545] Lower Fraser Valley Ambient Air Quality Report 2005. Policy and Planning Department. Greater Vancouver Regional District and FVRD. (October 2006) – p. S-2

[546] Lower Fraser Valley Air Quality Report 2006. Sustainable Region Initiative. Policy and Planning Department. Metro Vancouver and FVRD – p. 3

[547] 2007 Lower Fraser Valley Air Quality Report. Sustainable Region Initiative. Metro Vancouver. (October 2008) – p. S-2

Trend	"Results for 2007 lead to a decrease from 2006 and a decrease over the three-year rolling average." [548]	It peaked in 2004 and has been decreasing since.	Some pollutants have decreased (such as sulphur dioxide), some have remained constant, and ozone has increased. Variation is due to weather (hot days). [549] Results seem to have peaked in 2005 and are decreasing since.	NOx emissions reduced by 40% between 1990 and 2005; sulphur dioxides and nitrogen dioxides have reduced; particulate matter has declined; and ozone has increased. [550] The 2005 spike is due to a fire[551], and the 2006 spike due to ozone and hot weather[552]. The trend seems to be increasing pollution.

In all four regions, the AQI was used, yet there were still some differences in how the information was presented in each region's documents. For Montreal, the reports showed the number of days with an AQI above 50. For Whistler, starting in 2004, this was calculated as the number of hours that the AQI was above 26. Between 2001 and 2004, Whistler had no days above 50. Greater Vancouver's and Hamilton's reports showed the number of days with a SMOG advisory. As these advisories are issued when the AQI is expected to be above 50, it is a good proxy for the number of days. With this in mind, the regions can be compared. Whistler has the best air quality, while Montreal has the worst. Both Montreal and Hamilton are affected by air pollution created outside the region from the USA and southern Ontario, but they both also have numerous local sources from industrial, transportation and burning combustibles for heat (oil for buildings, wood in stoves, etc). Both Montreal and Hamilton have manufacturing industries, though Hamilton estimates that 50% of the pollution is not local. Vancouver, in

[548] Whistler2020 Strategy: Energy. Regional Air Quality. Latest Analysis. Accessed March 23, 2009 from: http://www.whistler2020.ca/whistler/site/indicator2.acds?instanceid=4672241&context=4671746&nocache=1237839434734

[549] Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) - p. 10

[550] Metro Vancouver Sustainability Report (January 2009) – p. 25

[551] Lower Fraser Valley Ambient Air Quality Report 2005. Policy and Planning Department. Greater Vancouver Regional District and FVRD. (October 2006) – p. S-2

[552] Lower Fraser Valley Air Quality Report 2006. Sustainable Region Initiative. Policy and Planning Department. Metro Vancouver and FVRD – p. 3

comparison, found that motor vehicle emissions are its largest source of pollutants.

As with GHG emissions, for the purpose of this study it is not the comparisons which are relevant, but rather the trends towards achieving the collaborative goal. In all regions, some pollutants are declining, though in most cases the overall AQI trend is not clear. Only in Montreal is there a clear indication of reduction. Table 52 shows the structure in each region as it relates to the air quality outcome, the trend, the determination if it is high, medium, or low in terms of progress on meeting the plan outcome, and an explanation on the categorization. A region was rated high if it is on track to meet its collaborative goal, was rated medium if there were mixed results and low if there was no progress being made.

Table 52: Categorization of Progress towards Region-wide Air Quality - Plan Outcomes

Region	Structure	Trend	High / Medium / Low Outcome	Explanation on Categorization
Whistler	Joint Projects Archetype	It peaked in 2004 and seems to be decreasing since.	High	The trend is decreasing, though the trend is not conclusive.
Montreal	Partner Organizations Archetype	It peaked in 2004 and has been decreasing since.	High	There is a clear indication of reduction.
Hamilton	Focal Organization Archetype	Some pollutants have decreased (such as sulphur dioxide), some have remained constant, and ozone has increased. Results seem to have peaked in 2005 and have been decreasing since.	Medium	The trend is decreasing, though the trend is not conclusive and ozone has increased (due in part to long range pollutants from outside the region). Hamilton has air pollution higher or equal to other urban Ontario communities, so has not yet achieved its goal after 17 years of implementation.
Greater Vancouver	Informal Archetype	NOx emissions reduced by 40% between 1990 and 2005; sulphur dioxides and nitrogen dioxides have reduced; particulate matter has declined; and ozone has increased. The trend seems to be increasing AQI.	Medium	Some pollutions have been reduced, but due to the ozone increase, the trend seems to have increased. Greater Vancouver is making progress, but is not on track to meet its goal.

As noted in the introduction to this chapter, after being compared to the GHG emission results, it was determined that these findings cannot be generalized to the entire archetype for all issue areas. Instead, the next analysis considers which subcomponents are important for the achievement of GHG emissions reduction.

8.2.6 Key Subcomponents for CRSDS Implementation on the Issue of Air Quality

While considerable isomorphism exists between local (and regional) government regulatory (and programmatic) approaches to air quality, there are differences in the structures that regions use to implement the CRSDS and achieve their collaborative goals. Montreal and Whistler are the only regions to show 'high' progress towards their plan outcomes on air quality; while the other two regions showed 'medium' progress, with inconclusive trends and mixed results (depending on pollutant) and indications that they are not on track to meet their goals. As point-source pollution is regulated, the major emitters in each region are already targeted through emission permits. The challenge for further reductions is to create behavioural changes by individuals, such as stopping idling or switching to non-wood burning heat sources. Further reductions can also be made through voluntary initiatives by industry.

Montreal, which had the worst air pollution, has the most potential to improve. Air quality is a priority orientation within the First Strategic Plan for Sustainable Development, and there are related action items. Many of these are associated with transportation, such as the anti-idling initiative. Montreal's 'car free day', which it calls 'La journée en ville sans ma voiture', is an informal joint project with proven success; the air pollution on that day is measurably less. Upon reflection, the strengths of Montreal's approach to air quality is that it engages numerous partners, it creates efficiencies through joint projects, it allows for sharing of information between partners, and the knowledge of collective action on items which in themselves may not seem worth undertaking.

Whistler's goal is to manage its air quality, as it has not been degraded; they have achieved this goal. While in most cities, actions which benefit both air quality and greenhouse gas emissions are promoted for air quality purposes (such as anti-idling or purchasing green vehicles); in Whistler, the main driver is climate change. Whistler's ski industry, and therefore the entire resort, is directly impacted by a warming climate. That said, the region does consider air quality as part of the Whistler2020 Energy Strategy, and the Energy Task Force does set annual actions for this area. For example, they initiated a joint project to develop a Sea to Sky Air Quality Management Plan, and the RMOW also has its own management plan.

The other two regions were rated 'medium'. Hamilton's Vision 2020 includes air quality, and Clean Air Hamilton was created as a joint organization as a result. While significant progress had been made on some pollutants, the overall number of days with poor air quality was highest in 2005 and 2007. The local pollution is now mostly due to transportation emissions, road dust, and fugitive dusts (which comes from industrial sites), and to a lesser extent the industrial point sources. Clean Air Hamilton continues to work with its partners and other agencies to reduce the dust and work on other initiatives. The region blames long-range pollutants as well, which is beyond its control, though they do participate in conferences and other events to influence the long-range pollution[553]. Clean Air Hamilton produces a bi-annual report, feeds into the Vision 2020 report, and updates its strategies on an ongoing basis. The strength of this structure is that it involves numerous partners in a joint project that specifically targets air pollution. It is not just the major emitters, but also includes researchers at McMaster University, and policy makers. The structure includes reporting and renewal. It is less effective at reaching individuals and influencing their transportation choices, though there are a number of initiatives underway, such as idling control, commuter challenge, and transit education in schools.

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[553] As the region's goal is to have the best air quality of any major urban area in Ontario, the goal accounts for the long range pollution (as other Ontario regions also experience the same pollution).

Greater Vancouver's cities^{PLUS} has end state goals regarding emissions and regarding clean air. Of the cities^{PLUS} partners, the only organization working on air quality is the regional government. Metro Vancouver has had an Air Quality Management Plan (AQMP) since 1994, and is responsible for emission permits. A key goal of the 1994 plan was to reduce harmful emissions from vehicle, industrial and commercial sources by 38 per cent of 1985 levels by 2000. This was achieved and exceeded by 2000. Metro Vancouver also has (or promotes) numerous government initiatives targeted at specific pollution sources like old cars. Like Hamilton, some pollutants have decreased, but the number of smog days increased in 2005 and 2006. The 2005 increase was due to a fire, but the 2006 increase was due to ozone (which coupled with hot weather is a major source of smog). The strength on Greater Vancouver's approach is that Metro Vancouver has been working on this since 1994, and has an ongoing strategy to use its regulatory levers and other programs to do what they can. There is ongoing monitoring and bi-annual progress reports on the AQMP, which feed into the sustainability report. Its programs are targeted at residences, businesses, employers (for transportation options for employees), and researchers (with funding for air quality management research). The limitation of the approach is that there are no cross-sector collaborative initiatives linked to cities^{PLUS} and the more time passes the less institutional memory that exists in Metro Vancouver about the cities^{PLUS} collaborative goals. Networking events do allow for informal sharing of stories and for proposing new initiatives. The following table summarizes these findings about important subcomponents for achieving the plan outcomes on air quality.

Table 53: Key Subcomponents for Achieving Plan Outcomes on Air Quality

Component	Subcomponent	Plan Outcomes
Partners	Number of Partners	For reaching a critical mass
	Key Partners	For inclusion of major emitters, government and researchers
	Engagement	For involvement of organizations on this issue through the voluntary approach
	Lead Organization(s)	
Implementation Forms	Full Partnership Level	For networking
	Joint Project(s) Level	For setting and taking short-term actions; for sharing resources and creating efficiencies between partners; and for sharing success stories and coordinate initiates
	Individual Partner(s) Level	For taking actions
Processes	Decision-making	
	Communication & Information	For inspiring partners to engage even if they are a 'minor' emitter
	Monitoring & Evaluation	For monitoring progress and allowing adjustments
Context	Formation & Formulation Form	
	Strategic Plan Formulation Process	For ensuring issues are included
	Situational Considerations	For considering top industries, access to research expertise, and legislation

Emerging from this analysis of air quality plan outcomes, the key questions that regions need to ask about their collaborative implementation structure are:

1. Do regulatory approaches exist, as these can make significant differences in regions?;
2. Is there research on specific sources of pollution, and does the CRSDS encourage voluntary implementation of actions by key organizations (such as in Montreal and Hamilton)?;
3. Is there a way to reach a critical mass of citizens for behavioural changes (such as Montreal's anti-idling efforts or Hamilton's Commuter Challenge)?;
4. Are there opportunities for networking between partners to share successes and influence future programs (such as Hamilton's Upwind-Downwind conference or Whistler's task forces)?;
5. Does monitoring occur to allow for adjustments?; and
6. Are joint projects used to create efficiencies and to best leverage different organizational strengths, expertise and jurisdictions (such as Clean Air Hamilton)?

Of these, it seems the most important is that the major sources of pollution are identified and solutions found to reduce emissions of pollutants from them.

8.3 Relationship between the Case's Structure and Plan Outcomes

The following table brings together the collaborative regional sustainable development strategies' structure from each of the cases with the plan outcomes, as determined through this exploratory study.

Table 54: Structure and Plan Outcomes of the Four In-depth Cases

Name of Region		Whistler	Montreal	Hamilton	Greater Vancouver
Plan Outcomes	GHG Emissions	High	Low	Low	High
	Air Quality	High	High	Medium	Medium

Whistler was rated high on both, given that its goal was managing GHG and air quality. Montreal was rated high on air quality, particularly because as a regulated issue the major emitters are already being targeted through another means, as opposed to GHG emission reductions which are still voluntary. The structure Montreal does not ensure all the 'important' partners are involved, yet it is shown to work for engaging a large number of partners in implementation. Hamilton was rated low on GHG emissions; even though the City is reducing its impact, the structure does not engage the other key emitters (as there was no joint project focusing on GHG reductions). Having an active joint project on air quality, however, did make a difference. Greater Vancouver was rated high on GHG emissions as its informal structure happened to capture all the major emitters, although there is no mechanism to guarantee that this happens. Greater Vancouver was rated medium on air quality, as Metro Vancouver was able to achieve some results by working through its existing mandate.

As part of the analysis of the plan outcomes for both GHG emissions and air quality goals, the key subcomponents for successful CRSDS implementation were considered (see sections 8.1.6 and 8.2.6). Table 55 presents the results of both

Table 55: Key Subcomponents for Achieving Plan Outcomes on GHG Emissions and Air Quality

Component	Subcomponent	GHG Emissions	Air Quality
Partners	Number of Partners	For reaching a critical mass	For reaching a critical mass
	Key Partners	For inclusion of major emitters and researchers	For inclusion of major emitters, government and researchers
	Engagement		For involvement of organizations on this issue through the voluntary approach
	Lead Organization(s)		
Implementation Forms	Full Partnership Level	For identifying missing implementing organizations and enable networking	For networking
	Joint Project(s) Level	Formal - for setting short-term actions and ensuring major emitters are involved; and Informal interactions - for sharing success stories and coordinate initiates	For setting and taking short-term actions; for sharing resources and creating efficiencies between partners; and for sharing success stories and coordinate initiates
	Individual Partner(s) Level	For taking action – particularly major emitters and other relevant implementing organizations	For taking actions
Processes	Decision-making	For deciding to take and continue taking actions	
	Communication & Information	For ensuring networking and ensuring it reaches a critical mass	For inspiring partners to engage even if they are a 'minor' emitter
	Monitoring & Evaluation	For monitoring progress and allowing adjustments	For monitoring progress and allowing adjustments
Context	Formation & Formulation Form		
	Strategic Plan Formulation Process	For ensuring issues are included	For ensuring issues are included
	Situational Considerations	For considering top industries, access to research expertise, and legislation	For considering top industries, access to research expertise, and legislation

The structural subcomponents which are most relevant for the specific plan outcomes analyzed here are: the number of partners; the key partners; engagement, the partner implementation form; the implementation forms at the joint project and/or the full partnership levels; the decision-making system, the

communication & information system; and the monitoring & evaluation systems. Contextual questions are relevant to the subcomponents but not the overall structure, for example, the type of economy changes the pollution levels and therefore priority issues. Other demographic factors, such as universities in the region, make a difference to the types of partners and the extent of research expertise available locally as part of implementation at the joint project or full partnership levels. In addition, provincial legislation can help a region reach its plan outcomes (as in with BC's efforts for GHG reduction), or hinder it (as with Metro Vancouver's declined request to issue air quality emission permits at higher standards).

Further building on these findings and assuming the main intention of the CRSDS is to achieve plan outcomes, and not other organizational outcomes, potential criteria for evaluating a CRSDS's implementation structure would be that it:

1. Engages key organizations from different sectors, and/or has a mechanism to identify them and add them;
2. Has collaborative form(s), i.e. arrangements, to oversee the implementation and identify issue-based short-term actions, and also allows for networking between organizations;
3. Has individual organizations implementing within their own organizations;
4. Has a communication system that exists to further networking; and
5. Has a monitoring system that exists, including both state and action indicators, which also allows for adjustments to be made to the implementation actions, and renewal to be made to the collaborative strategic plan.

The advantages, disadvantages and tradeoffs of each of the four structures will be further discussed in Chapter 9. The key subcomponents for achieving GHG emission and air quality plan outcomes, and the potential criteria for evaluating a CRSDS implementation structure are discussed in Chapter 10.

9.0 Part II Results – In-depth Cases – Perceived Advantages, Disadvantages and Tradeoffs

This chapter presents a compilation of the coded data from the interviews in each case on the perceived advantages, disadvantages, and tradeoffs of the region's structure (in section 9.1). This is followed by a cross case comparison (in section 9.2). The final section (9.3) builds on these findings, plus those in Chapters 6, 7 and 8, and discusses the advantages, disadvantages, and tradeoffs of the four archetypes for achieving organizational outcomes, for achieving plan outcomes and for two practical considerations, thus addressing the second research question:

> ***RQ2: What are the advantages, disadvantages and tradeoffs of different structures for implementing collaborative regional sustainable development strategies?***

9.1 Perceived Advantages, Disadvantages and Tradeoffs in Four Cases

9.1.1 Whistler2020

The following table presents the perceived advantages, disadvantages, and tradeoffs that were identified from all the Whistler interviewees. This is not an analysis, but rather a presentation of the raw data compiled from the interviews and using the terminology of the interviewees.

Table 56: Perceived Advantages, Disadvantages, and Tradeoffs of Whistler's Archetype

Advantages	Disadvantages	Tradeoffs
• Bringing together of stakeholders on a regular basis[554] • Promotion of peer information sharing and resource accessing[555] • Alignment of strategies, approaches, and work[556] • Promotion of and requirement of continual collaboration[557] • Facilitating of focus and vision (x2)[558] • Community lead (x3)[559] • Visible annual outcomes (x2)[560] • Proven greatest chance of success (re: TNS framework)[561] • All-inclusive common language[562] • Inclusion of monitoring tool (x2)[563] • Transparent reporting[564] • Annual community feedback[565] • High community engagement (x4)[566] • Replicable model (x2)[567] • Simple, clear-cut plan (visions, priorities, strategies, actions)[568] • Providing of direction – have a plan[569] • International recognition[570] • Local political communications/ media/ government department structure modified to match[571] • Relevance to the individual[572] • Forcing of back-casting from end-state goals (re: TNS)[573]	• Too much money spent on community engagement strategy[583] • Challenge of maintaining citizen's engagement[584] • Lack of presence in political focus (re: execution)[585] • Process slightly slower than hoped for[586] • Lack of recognition of allocated resources[587] • Workload increase[588] • Challenges to pro-development[589] • Effective use of resources lower than desired[590] • Feeling of being a municipal project (x2)[591] • Challenges of linking strategy to organizational implementation[592] • Lack of ownership (x2)[593] • Limited resources to fund implementation (x2)[594] • Reliability/pressure on volunteers[595] • Lack of full understanding from community[596] • Engagement of only those that can afford to participate (i.e., putting staff or volunteer time into the task forces)[597]	• High turnover of involved people as a transient community; fresh ideas and perspectives[605] • Small community; formalized and intimate process; heavy reliability on personal relationships[606]

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554 Whistler Interviewee 11
555 Whistler Interviewee 11
556 Whistler Interviewee 11
557 Whistler Interviewee 14
558 Whistler Interviewee 04 and Whistler Interviewee 15
559 Whistler Interviewee 10, Whistler Interviewee 15 and Whistler Interviewee 02
560 Whistler Interviewee 15 and Whistler Interviewee 14
561 Whistler Interviewee 07
562 Whistler Interviewee 07
563 Whistler Interviewee 14 and Whistler Interviewee 07
564 Whistler Interviewee 14
565 Whistler Interviewee 14
566 Whistler Interviewee 09, Whistler Interviewee 14, Whistler Interviewee 16 and Whistler Interviewee 15
567 Whistler Interviewee 02 and Whistler Interviewee 07
568 Whistler Interviewee 16
569 Whistler Interviewee 12
570 Whistler Interviewee 06
571 Whistler Interviewee 14
572 Whistler Interviewee 14

• True community representation[574] • Quality of recommendations [575] • Fulfillment rate[576] • Enabling youth involvement[577] • Enabling of new organizations to join and different types of organizations to be involved (x2)[578] • Flexibility and non-static nature[579] • Involvement of a large number of people[580] • Staff people have right personalities and leadership skills (x2) [581] • Builds quality relationships[582]	• Challenges of ownership by partners (x2)[598] • Bureaucracy increase[599] • Insufficient exchange between partners[600] • Staffing and capacity by core group – capacity issues as number of partners grows[601] • Challenge of keeping it fresh over time[602] • Clear definition lacking of Whistler Centre [603] • Does not ensure that everyone in the organization is involved (x2)[604]	

x2 = mentioned twice   x3 = mentioned three times   x4 = mentioned four times

Many comments were made during the Whistler interviews that related to
perceived advantages, disadvantages, and tradeoffs of their CRSDS's structure.

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[573] Whistler Interviewee 07
[583] Whistler Interviewee 11 and Whistler Interviewee 03
[584] Whistler Interviewee 11 and Whistler Interviewee 14
[585] Whistler Interviewee 11
[586] Whistler Interviewee 04
[587] Whistler Interviewee 10
[588] Whistler Interviewee 09 Whistler Interviewee
[589] Whistler Interviewee 09
[590] Whistler Interviewee 16
[591] Whistler Interviewee 16 and 12
[592] Whistler Interviewee 12
[593] Whistler Interviewee 16 and Whistler Interviewee 12
[594] Whistler Interviewee 12 and Whistler Interviewee 13
[595] Whistler Interviewee 13
[596] Whistler Interviewee 13
[597] Whistler Interviewee 11
[605] Whistler Interviewee 13
[606] Whistler Interviewee 13
[574] Whistler Interviewee 14
[575] Whistler Interviewee 14
[576] Whistler Interviewee 14
[577] Whistler Interviewee 14
[578] Whistler Interviewee 07 and Whistler Interviewee 04
[579] Whistler Interviewee 15
[580] Whistler Interviewee 17
[581] Whistler Interviewee 14 and Whistler Interviewee 02
[582] Whistler Interviewee 14
[598] Whistler Interviewee 16 and Whistler Interviewee 12
[599] Whistler Interviewee 09
[600] Whistler Interviewee 16
[601] Whistler Interviewee 14
[602] Whistler Interviewee 14
[603] Whistler Interviewee 14
[604] Whistler Interviewee 16; and Christine Kenny, Community Life, RMOW, interview

As an example of these comments, an anonymous interviewee expressed that a limitation of the task forces is that these do not ensure that the relevant members of an organization are involved. He commented about another Task Force participant:

> When he's at the table, he's framing his organization's needs, opportunities, and advantages in the Whistler2020 framework. But it is not coming back the other way. When he is sitting down with his executives in his own organization, he is not saying they might want to revise the way they look or reframe some activities.[607]

Christine Kenny, who works for the RMOW provided another example of the same disadvantage using Whistler Blackcomb. "You may have buy-in up at the top, but getting it at the upper level doesn't mean that your middle management has any idea of this community plan"[608]. Another (anonymous) interviewee suggested an improvement, "The requirements should be that partners are required to weave the requirements of the plan into their own organizational planning, so that the vision of Whistler2020 is implemented by default"[609]. This person explained that one of the challenges is that the plan is often viewed as a municipal plan and not a community plan (i.e., regional plan), so there are challenges of ownership and buy-in by the partners.

9.1.2 Montreal's First Strategic Plan for Sustainable Development

The following table presents the perceived advantages, disadvantages, and tradeoffs that were identified from the Montreal interviewees. Again, this is not an analysis, but rather a presentation of the raw data compiled from the interviews.

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[607] Whistler Interviewee 16
[608] Christine Kenny, Community Life, RMOW, interview
[609] Whistler Interviewee 12

Table 57: Perceived Advantages, Disadvantages, and Tradeoffs of Montreal's Archetype

Advantages	Disadvantages	Tradeoffs
• Concession for power within individual partner mandates (x2) [610] • Multi-stakeholder involvement (x3) [611] • Community mobilization (x2) [612] • Promotion of collaborative work relationships (x3) [613] • Sense of empowerment[614] • Ability to cope and excel on very little financial resources[615] • Promotion of networking (x3) [616] • Communication through Domino (newsletter) [617] • Priority increase of sustainability for partners and for City [618] • City commitment (even with changes in political leadership)[619]	• Evaluation difficult to do [620] • Political involvement[621] • Absence of mayor; lack of important municipal role[622] • Lack of local admin involvement (Part 1) [623] • Ecological footprint still increasing despite action[624] • Difficulty in managing large mandate (x3) [625] • Municipal ownership[626] • Agreement growing amongst partners[627] • Time needed to elaborate the plan[628] • Leading by only one department in the city[629]	• Large number of partners means more collaboration and agreement, but longer timelines to achieve goals and raise understanding[630] • More partners may require easier commitments[631] • More partners require more capacity[632] • Focuses on partners and not on citizens[633]

x2 = mentioned twice   x3 = mentioned three times

A comment that provides an example of an advantage is from Jim Nicell from McGill University. He commented: "…it gets people talking and sharing ideas,

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[610] Montreal Interviewee 10 and Montreal Interviewee 04
[611] Montreal Interviewee 11, Montreal Interviewee 08 and Montreal Interviewee 05
[612] Montreal Interviewee 07 and Montreal Interviewee 03
[613] Montreal Interviewee 05, Montreal Interviewee 03 and Montreal Interviewee 01
[614] Montreal Interviewee 04
[615] Montreal Interviewee 03
[616] Montreal Interviewee 01, Montreal Interviewee 06 and Jim Nicell, Associate Vice-Principal (University Services), McGill University, interview
[617] Montreal Interviewee 01
[618] Montreal Interviewee 07
[619] André Porlier, Chargé du développement durable, Conseil régional de l'environnement de Montréal, interview
[620] Montreal Interviewee 09
[621] Montreal Interviewee 11
[622] Montreal Interviewee 11
[623] Montreal Interviewee 11
[624] Montreal Interviewee 09
[625] Montreal Interviewee 10, Montreal Interviewee 03 and Montreal Interviewee 08
[626] Montreal Interviewee 05
[627] Montreal Interviewee 07
[628] Montreal Interviewee 07
[629] Montreal Interviewee 05
[630] Montreal Interviewee 04
[631] Montreal Interviewee 05
[632] Montreal Interviewee 04
[633] Paul-Antoine Troxler, Coordinator of the Eco-Cartier Peter-McGill, interview

success stories, and experiences. A lot of us are reinventing the wheel on a regular basis; our HR people who went to completely electronic T4s and pay stubs – why isn't everyone in the business community doing that?"[634] André Porlier from the Conseil régionale de l'environnement de Montréal also commented on an advantage, (English translation in footnote[635]) "On le sait. Après des élections municipales, le changement de responsable politique d'un dossier fait en sorte que certaines politiques ou démarches sont abandonnées par le nouveau responsable. Or, se sera très difficile d'abandonner le Plan stratégique de développement durable de Montréal puisqu'il y a plus de 80 partenaires engagés dans cette démarche"[636].

An example of a trade off was provided by Paul-Antoine Troxler, the Coordinator of the Eco-Quartier Peter-McGill. He stated that,

> The sustainable development plan is more partnership oriented, rather than citizen oriented. That is part of the conversation I am having with the City about how to improve the plan. Like a conveyor belt, we should be able to communicate the goals and vision of the plan to the citizens, but also see what the response is to see how the plan will evolve.[637]

9.1.3 Hamilton's Vision 2020

The following three tables present the perceived advantages, disadvantages, and tradeoffs that were identified from the Hamilton interviewees for the three different time periods. This is not an analysis, but rather a presentation of the raw data compiled from the interviews.

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[634] Jim Nicell, Associate Vice-Principal (University Services), McGill University, interview
[635] Translation: We know it. After municipal elections, the change of the political person who is responsible on a file is done such that some policies or approaches are abandoned by the new person. And yet, it will be very difficult to abandon the Montreal Strategic Plan for Sustainable Development since there are 80 engaged partners in that approach.
[636] André Porlier, Chargé du développement durable, Conseil régional de l'environnement de Montréal, interview
[637] Paul-Antoine Troxler, Coordinator of the Eco-Quartier Peter-McGill, interview

Table 58: Perceived Advantages, Disadvantages, and Tradeoffs of Hamilton's Archetype – 1992 to 1998

Advantages	Disadvantages	Tradeoffs
• Subcommittee interaction with staff to create recommendations[638] • Longevity of interdepartmental staff working group[639] • Working group promotion of inter-departmental working relationships[640] • Many embedded recommendations in Official Plan (x2)[641] • Capital budgeting includes Vision 2020 considerations[642] • Driving force by City[643] • Joint projects such as the Clean Air Hamilton (x2)[644] • Collaboration[645] • High level of community engagement (x2)[646] • Citizens Steering Committee provided continuity from Task Force[647] • Model easy to understand[648] • Replicable model[649] • Catalyst for community empowerment[650] • Indicators developed by scientific team[651] • Renewal kept it going[652]	• Lack of full communication with all appropriate departments in city[653] • Lack of success in realm of economic development[654] • Lack of business community involvement[655] • Green Venture and other initiatives affected by lack of resources and capacity so unable to perform function over time[656] • Hampering of implementation - it is a vision and not actions[657] • Operationalizing of sustainable development hard to do[658] • Power structures not substantially changed[659] • Joint projects not really linked to Vision 2020[660]	• None mentioned

x2 = mentioned twice

[638] Hamilton Interviewee 03
[639] Hamilton Interviewee 04
[640] Hamilton Interviewee 04
[641] Hamilton Interviewee 03 and Hamilton Interviewee 05
[642] Hamilton Interviewee 04
[643] Hamilton Interviewee 03
[644] Hamilton Interviewee 02; and Hamilton Interviewee 01
[645] Hamilton Interviewee 06
[646] Hamilton Interviewee 07 and Hamilton Interviewee 08
[647] Hamilton Interviewee 04
[648] Hamilton Interviewee 09
[649] Hamilton Interviewee 07
[650] Hamilton Interviewee 08
[651] Hamilton Interviewee 04
[652] Hamilton Interviewee 04
[653] Hamilton Interviewee 03
[654] Hamilton Interviewee 04
[655] Hamilton Interviewee 04
[656] Hamilton Interviewee 04
[657] Hamilton Interviewee 10
[658] Hamilton Interviewee 05
[659] Hamilton Interviewee 05
[660] Hamilton Interviewee 01

Table 59: Perceived Advantages, Disadvantages, and Tradeoffs of Hamilton's Archetype – 1999 to 2003

Advantages	Disadvantages	Tradeoffs
• Sense of core community ownership and ongoing community enthusiasm[661] • Facilitation of non-bias and neutrality[662] • Hamilton Community Foundation involvement[663] • Broad cross-section of organizations in the Working Groups[664] • City staff in each Working Group[665]	• Vulnerability to internal community controversy & relationship rifts (i.e., highway issue) [666] • Lack of full community ownership[667] • Lack of shared vision [668] • Municipal-centered decision-making tensions[669] • Need for the right people in staff roles in the City and in the NGO for it to work[670] • Vision not as supported after amalgamation of local governments[671] • Requirement of a few core organizations to champion external organization and requirement of time from these organizations[672] • Too many Board members of NGO (x2)[673]	• Balance between what the funders want and how controversial the NGO can be

x2 = mentioned twice

Table 60: Perceived Advantages, Disadvantages, and Tradeoffs of Hamilton's Archetype – 2004 to 2009

Advantages	Disadvantages	Tradeoffs
• Long history (x2)[674] • High level of municipal institutionalization[675] • TBL provides unifying vision and approach (x2) [676] • Jobs Prosperity Collaboration includes TBL and furthers Vision 2002 (x2)[677] • Hired consultant to look at principles and GRIDS[678] • Current focus on energy/ climate/ peak oil[679]	• Vulnerable to shifts in the economy [684] • Lack of consistency of vision overtime[685] • Complicated model (x2) [686] • Unrealistic model[687] • Joint projects no longer linked to Vision 2020[688] • Rifts remain between environmental groups and economic groups[689] • No current lead to changes on the ground[690] • TBL not taken seriously by decision-makers (x3) [691] • Challenge to sustain Vision 2020 over time / need	

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[661] Hamilton Interviewee 11
[662] Hamilton Interviewee 10
[663] Hamilton Interviewee 11
[664] Hamilton Interviewee 11
[665] Hamilton Interviewee 11
[666] Hamilton Interviewee 12
[667] Hamilton Interviewee 11
[668] Hamilton Interviewee 11
[669] Hamilton Interviewee 13
[670] Hamilton Interviewee 13
[671] Hamilton Interviewee 11
[672] Hamilton Interviewee 10
[673] Hamilton Interviewee 10
[674] Hamilton Interviewee 06 and Hamilton Interviewee 09
[675] Hamilton Interviewee 08
[676] Hamilton Interviewee 12 and Hamilton Interviewee 07
[677] Hamilton Interviewee 12 and Hamilton Interviewee 06
[678] Hamilton Interviewee 06
[679] Hamilton Interviewee 06

Advantages	Disadvantages	Tradeoffs
• Ongoing indicators and reporting[680] • Ongoing joint projects (x2)[681] • Ability to function without coordinator for 20 months[682] • Community empowerment in a world of special interest groups[683]	for rejuvenation (x3) [692] • Collaboration no longer existent[693] • Municipality has financial challenges which may impact on Vision 2020 renewal[694] • Limited base of support to fund social things (beyond municipality) and many companies that used to give are no longer able[695]	

x2 = mentioned twice   x3 = mentioned three times

These comments are compared against those from the other regions later in this chapter.

9.1.4 Greater Vancouver's cities[PLUS]

Greater Vancouver interviewees were also asked to comment on their perception of the advantages, disadvantages, and tradeoffs of their CRSDS's archetype. The following table presents the results. As a reminder, this is not an analysis, but rather a presentation of the raw data compiled from the interviews.

Table 61: Perceived Advantages, Disadvantages, and Tradeoffs of Vancouver's Archetype

Advantages	Disadvantages	Tradeoffs
• 100-year timeframe allows for long-term thinking and creativity (x5)[696] • Promotion of multi-stakeholder engagement, including academics [697]	• Leadership by an organization other than government means there is less ownership and it was not adopted (x2)[708]	• Large region, so overwhelming strategy;

[684] Hamilton Interviewee 01
[685] Hamilton Interviewee 12
[686] Hamilton Interviewee 09 and Hamilton Interviewee 08
[687] Hamilton Interviewee 08
[688] Hamilton Interviewee 01
[689] Hamilton Interviewee 12
[690] Hamilton Interviewee 07
[691] Hamilton Interviewee 07, Hamilton Interviewee 09 and Hamilton Interviewee 06
[680] Hamilton Interviewee 09
[681] Hamilton Interviewee 08 and Hamilton Interviewee 02
[682] Hamilton Interviewee 08
[683] Hamilton Interviewee 08
[692] Hamilton Interviewee 07, Hamilton Interviewee 09 and Hamilton Interviewee 06
[693] Hamilton Interviewee 06
[694] Hamilton Interviewee 06
[695] Hamilton Interviewee 01
[696] Vancouver Interviewee 09 and Ken Cameron, Former Manager of Policy & Planning in Metro Vancouver, interview; Sebastian Moffatt, Former owner of the Sheltair Group, interview; Lourette Swanepoel, The Sheltair Group, interview; and Vancouver Interviewee 13

• Senior statesmen involvement [698] • Involvement of other cities and inclusion in the formulation phase of Vancouver stakeholders [699] • Focus of lead organizations on sustainability and on furthering their existing initiatives (x3) [700] • Result of The PLUS Network and other legacy projects [701] • Facilitation of networking and of building new relationships (x3) [702] • Sustainable development: A common theme bringing together a diverse group of organizations [703] • Promotion of volunteerism and goodwill [704] • Pragmatism – issue of the day kind of approach [705] • Concession for each organization to work within its mandate and maintain control over that mandate [706] • Planting of seeds and changing thinking of individuals involved [707]	• Regional implementation intended for government only, which limits issues (jurisdiction) (x2) [709] • No formal implementation structure [710] • Unclear results [711] • Model designed for a competition and not for implementation (x2) [712] • Long timeframe not conducive to implementation (x2) [713] • Lack of representation of all key stakeholders within community and lack of operational people (x3) [714] • Vulnerability to local politics (x2) [715] • Lack of control over implementation [716] • Some strategies did not have the full endorsement of the potential implementing organizations [717] • Tensions between some of the key people involved [718]	allows partners to have ownership over their own projects [719] • Balance between political control by regional government and collaboration [720]

x2 = mentioned twice   x3 = mentioned three times   x5 = mentioned five times

As a number of the Vancouver interviewees now work with other regions on developing CRSDSs, their reflections on the advantages and disadvantages have additional insights. In the words of Sebastian Moffatt, who owned and managed

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[697] Sebastian Moffatt, Former owner of the Sheltair Group, interview
[708] Vancouver Interviewee 09 and Vancouver Interviewee 01
[698] Sebastian Moffatt, Former owner of the Sheltair Group, interview
[699] Vancouver Interviewee 05
[700] Vancouver Interviewee 13 and Vancouver Interviewee 01
[701] Vancouver Interviewee 09
[702] Vancouver Interviewee 02, Vancouver Interviewee 09 and Vancouver Interviewee03
[703] Vancouver Interviewee 03
[704] Vancouver Interviewee 03
[705] Vancouver Interviewee 08
[706] Vancouver Interviewee 14
[707] Vancouver Interviewee 01
[709] Vancouver Interviewee 02 and Vancouver Interviewee 13
[710] Vancouver Interviewee 02
[711] Vancouver Interviewee 13
[712] Vancouver Interviewee 02 and Vancouver Interviewee 15
[713] Vancouver Interviewee 02 and Vancouver Interviewee 15
[714] Vancouver Interviewee 02, Vancouver Interviewee 14 and Vancouver Interviewee 15
[715] Vancouver Interviewee 08 and Vancouver Interviewee 05
[716] Vancouver Interviewee 07
[717] Vancouver Interviewee 15
[718] Vancouver Interviewee 15
[719] Vancouver Interviewee 13
[720] Vancouver Interviewee 08

the Sheltair Group at the time of cities[PLUS] formulation, "What we did here began ad hoc and then formalized. Now when I go about similar initiatives, I emphasize the importance of formalizing the collaborative from the outset"[721]. Besides a formalized initiative, Sebastian Moffatt also emphasized the importance of having all four sectors, including academics, as part of the process. He emphasized that academia should be kept separate from the civil society; the former's involvement "was part of the reason why we were so successful on substantive issues … if you need to import your academics, then do so"[722]. He also emphasized the importance of having senior statesmen in the process; "I now recommend it as part of any collaborative process" [723].

As the 100-year timeframe of the CRSDS is unusual, more than one interviewee commented on its value. Sebastian Moffatt, from the Sheltair Group, commented:

> It is really important to have a timeline that goes past 30 years because there is a completely different kind of decision-making that you make in conditions of high uncertainty; you build resiliency into all aspects. Less than a 30 year time-horizon and you use a managed approach; Beyond that, you are doing resiliency planning, which is a whole other thing that happens in parallel[724].

Ken Cameron, who was the Regional Team Leader in the cities[PLUS] process, and was the Manager of Policy & Planning in Metro Vancouver at the time, noted that:

> The timeframe allowed people - especially elected people - to break out of the usual kind of preoccupation with the next 3 or even 20 years. To be able to think outside the box, think very long-term, and in so doing you could come to a consensus around ideas. With that kind of timeframe, you can then bring it back – the crucial part – to the decisions you are making today and tomorrow. There's a bungee effect of going way out, together, and then backcasting to today to see how that should influence the decisions you are making now[725].

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[721] Sebastian Moffatt, Former owner of the Sheltair Group, and National Team Leader in cities[PLUS], interview

[722] Sebastian Moffatt, Former owner of the Sheltair Group, and National Team Leader in cities[PLUS], interview

[723] Sebastian Moffatt, Former owner of the Sheltair Group, and National Team Leader in cities[PLUS], interview

[724] Sebastian Moffatt, Former owner of the Sheltair Group, and National Team Leader in cities[PLUS], interview

[725] Ken Cameron, Former Manager of Policy & Planning in Metro Vancouver, and Regional Team Leader in cities[PLUS], interview

Lourette Swanepoel, also of the Sheltair Group, made this observation:

> When you plan with a 100 year timeframe, you are not constrained by the current physical and political limitations. You are dealing with the fundamental values and beliefs that we share as a society and reflecting on the impacts the built environment has on those fundamentals. You build consensus around that long-term destination and it makes your 50, 20, 10 or 5-year plans more meaningful when you have that long-term reference point[726].

Delia Laglagaron, the Deputy Chief Administrative Officer of Metro Vancouver made this comment on the challenge of implementing such a long-term strategy; "It's very difficult for people to think about the future without some practical implications to the here and now, and this is what we learned"[727]. Vanessa Timmer, former ICSC consultant, and former Metro Vancouver staff, further explained, "It was powerful as an exercise that led to out of the box thinking and to a useful questioning of assumptions – but it isn't being implemented partly because some of the participants felt that the 100 year timeframe did not resonate with the players who would be involved in implementing the ideas"[728].

Other than timeframes, Nola-Kate Seymoar, the President and CEO of the ICSC provided her opinion on the archetypes:

> The structure of the collaborative models, where you begin and continue the collaborative process through to the end, and reporting out in a transparent manner and getting feedback on an annual basis – that, structurally, is most elegant and seems to have the best results … The models where you start with a multi-stakeholder collaborative and end up implementing through existing departmental mandates and structure are ones I find far less effective[729].

On a completely different note, one interviewee commented on the limitations of what this person calls the "talking class" of urban sustainability. They are well educated people who move from job to job and they are the power brokers.

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[726] Lourette Swanepoel, The Sheltair Group, interview
[727] Delia Laglagaron, Deputy Chief Administrative Officer of Metro Vancouver, interview
[728] Vanessa Timmer, Former staff at Metro Vancouver, and former staff at ICSC, interview
[729] Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

The disadvantage is that they really over sell themselves, what they actually know and where Vancouver is really at. Vancouver is nowhere near a sustainable city; we are not really that far ahead and the sustainability community really thinks that they are, and they really like to talk about it. It seems to me, it gets stuck at the implementation level … there are a lot of people who can read the literature, pull in ideas from around the world, mush around those ideas to come up with a concept which is kind of Vancouver-based, but then when they get to implementation they come up with the same answers. These answers are not appropriate for this diverse cultural community … the sustainability class, by whom it represents, doesn't really get it. It's mostly made up of white upper-middle class academics. Wonderful people, but their political analysis – from a social perspective - is pretty bad[730].

While this section presents the results of the data collection, the next section details the analyses of the cross case comparisons.

9.2 Cross Case Comparisons of Perceived Advantages, Disadvantages, and Tradeoffs

Cross case comparisons of the perceived advantages, disadvantages and tradeoffs of the CRSDS are presented in three different subsections (9.2.1, 9.2.2, and 9.2.3 respectively). They are discussed together in subsection 9.2.4.

9.2.1 Perceived Advantages

Clustering the perceived advantages, 15 different categories emerged. These are related to specific implementation structure components (partners, forms and processes), context, and/or practical considerations. These perceived advantages are:

Partners (and Individuals):
1. A diversity of organizations involved
2. A government in the leadership role
3. An opportunity for individuals

Implementation Forms:
4. An opportunity for organizations to network & share of resources
5. An alignment of organizational, joint projects and collaborative strategies

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[730]   Vancouver interviewee 10

6. An achievement of organizational-level progress on sustainability

Processes:
7. An ongoing autonomy of organizational decision-making
8. A collaborative communication mechanism
9. A region with an ability to monitor progress on sustainability
10. A flexible process
11. A replicable and ongoing structure

Context (Strategic Plan Formulation / Reformulation) and Two Practical Considerations
12. A broad coverage of sustainability topics
13. A long-term time horizon
14. A cost effective structure
15. An ownership of the CRSDS by the organizational partners

The following table displays the number of comments in each of the 15 categories of advantages for each of the four regions. The number of comments for each advantage cannot be directly compared because there are a different total number of comments in each region, so they are standardized with percentages (rounded to a full number).

Table 62: Perceived Advantages of the CRSDS in each Region

| Perceived Advantages | Whistler | Montreal | Hamilton | | | Greater Vancouver |
			1992-1998	1999-2003	2004-2009	
A diversity of organizations involved	8 = 20%	3 = 17%	4 = 23%	3 = 60%	2 = 14%	3 = 15%
A government in the leadership role			1 = 6%			
An opportunity for individuals	1 = 2%	1 = 6%	1 = 6%			2 = 10%
An ongoing autonomy of organizational decision-making		2 = 11%				1 = 5%
A collaborative communication mechanism		1 = 6%				
A region with an ability to monitor progress on sustainability	8 = 20%		1 = 6%		1 = 7%	
A flexible process	3 = 8%					
A replicable and ongoing structure	4 = 10%		4 = 23%		3 = 21%	
An opportunity for organizations to network & share of resources	3 = 8%	6 = 33%	2 = 12%		1 = 7%	3 = 15%
An alignment of organizational, joint projects and collaborative strategies	7 = 18%	2 = 11%	4 = 23%		6 = 42%	1 = 5%
An achievement of organizational-level progress on sustainability						3 = 15%

A broad coverage of sustainability topics					1 = 7%	1 = 5%
A long-term time horizon						5 = 25%
A cost effective structure	2 = 5%	1 = 6%				1 = 5%
An ownership of the CRSDS by the organizational partners	4 = 10%	2 = 11%		2 = 40%		
Total number of comments	40	18	17	6	14	20

These findings are discussed in combination with the perceived disadvantages and tradeoffs in subsection 9.2.4.

9.2.2 Perceived Disadvantages

Clustering the perceived disadvantages, 15 different categories emerged. Again these can be related to the implementation structure, and practical considerations. The perceived disadvantages are:

Partners (and Citizens):
1. An inadequacy of involvement of economic organizations in implementation
2. A perception that it is only a municipal project (not multi-organizational)
3. A lack of focus by some government departments & politicians
4. A lack of understanding by citizens

Implementation Forms:
5. A lack of sufficient ongoing engagement, networking & sharing of resources
6. A lack of alignment of organizational , joint project and collaborative strategies
7. Roles are not clearly defined or no collaborative structure

Processes:
8. An evaluation process which is difficult
9. A lack of sufficient impact / progress on sustainability
10. A lack of continuity / freshness
11. A lack of a mechanism to engage new organizations

Context (Implications of Strategy Formulation) and Practical Considerations:
12. A broad coverage of topics so lack of consensus & vulnerable to shifts in opinion
13. A timeframe too long for implementation / vision not action / pace too slow
14. An increase of costs & workload / A lack of resources
15. A lack of ownership by organizations

The following table displays the number of comments in each of the 15 categories of disadvantages for each of the four regions. The number of comments for each advantage cannot be directly compared because there are a different total number

of comments in each region. Also, recall that interviewees were commenting on their perceived advantages of their own CRSDS, and not in comparison to others.

Table 63: Perceived Disadvantages of the CRSDS in each Region

Perceived Disadvantages	Whistler	Montreal	Hamilton			Greater Vancouver
			1992-1998	1999-2003	2004-2009	
An inadequacy of involvement of economic organizations in implementation	1 = 4%		1 = 12%			
A perception that it is only a municipal project (not multi-organizational)	2 = 8%			1 = 11%		2 = 11%
A lack of focus by some government departments & politicians	1 = 4%	5 = 42%	1 = 12%		1 = 7%	2 = 11%
A lack of understanding by citizens	1 = 4%					
A lack of sufficient ongoing engagement, networking & sharing of resources	2 = 8%			1 = 11%	2 = 14%	1 = 6%
A lack of alignment of organizational , joint project and collaborative strategies	3 = 12%		1 = 12%		1 = 7%	
Roles are not clearly defined or no collaborative structure	1 = 4%			2 = 22%		4 = 22%
An evaluation process which is difficult		1 = 8%				1 = 6%
A lack of sufficient impact / progress on sustainability		1 = 8%	2 = 25%			
A lack of continuity / freshness	1 = 4%				3 = 21%	
A lack of a mechanism to engage new organizations						3 = 17%
A broad coverage of topics so lack of consensus & vulnerable to shifts in opinion		4 = 33%	1 = 12%	2 = 22%	4 = 29%	2 = 11%
A timeframe too long for implementation / vision not action / pace too slow	1 = 4%	1 = 8%	1 = 12%		1 = 7%	2 = 11%
An increase of costs & workload / A lack of resources	11 = 46%		1 = 12%	1 = 11%	2 = 14%	
A lack of ownership by organizations	4 = 17%			2 = 22%		1 = 6%
Total number of comments	24	12	8	9	14	18

These findings are discussed in combination with the perceived advantages and tradeoffs in subsection 9.2.4.

9.2.3 Perceived Tradeoffs

Not many tradeoffs were explicitly mentioned by the interviewees. The following table displays them all.

Table 64: Perceived Tradeoffs of the CRSDS in each Region

Perceived Tradeoffs	Whistler	Montreal	Hamilton 1992-1998	Hamilton 1999-2003	Hamilton 2004-2009	Greater Vancouver
High turnover of engaged people loses capacity but gains fresh ideas	1					
Small community enables intimate process and relies on personal relationships to succeed	1					
A large number of partners means more activity but longer timelines to achieve goals and raise understanding		1				
More partners may require easier commitments		1				
More partners requires more capacity		1				
Focus on partners means it is not on citizens		1				
Balance between funder expectations and NGO mandate				1		
Balance between political control and collaboration						1
Large region with broad strategy allows partners to have control of their own projects						1

These findings are discussed in combination with the perceived advantages and disadvantages in the next subsection.

9.2.4 Structure and Perceived Advantages, Disadvantages and Tradeoffs

Combining the findings for perceived advantages, and disadvantages the following table displays the results. As part of creating this table, all boxes with only one comment are not included, and then only the boxes which represent 10% or more of the comments are included. Also, in reading this table, be sure to recall

that interviewees were commenting on their perceived advantages of their own
CRSDS, and not in comparison to others.

Table 65: Perceived Advantages, and Disadvantages of the CRSDS in each Region

CRSDS	Archetype	Perceived Advantages (From highest to 10% of the comments, not including those with one comment)	Perceived Disadvantages (From highest to 10% of the comments, not including those with one comment)
Whistler2020	Archetype 1: Implementation through Joint Projects	- A diversity of organizations involved - A region with an ability to monitor progress on sustainability - An alignment of organizational, joint project, and collaborative strategies - A replicable and ongoing process - An ownership of the CRSDS by the organizational partners	- An increase of costs & workload / A lack of resources - A lack of ownership by organizations - A lack of alignment of organizational, joint project, and collaborative strategies
Montreal's First Strategic Plan for Sustainable Development	Archetype 2: Implementation through Partner Organizations	- An opportunity for organizations to network & share resources - A diversity of organizations involved - An ongoing autonomy of organizational decision-making - An alignment of organizational, joint project, and collaborative strategies - An ownership of the CRSDS by the organizational partners	- A lack of focus by some government departments & politicians - A broad coverage of topics so lack of consensus & vulnerable to shifts in opinion
Hamilton's Vision 2020 (1992-1998)	Archetype 3: Implementation through a Focal Organization	- A diversity of organizations involved - A replicable and ongoing structure - An alignment of organizational, joint project, and collaborative strategies - An opportunity for organizations to network & share resources	A lack of sufficient impact / progress on sustainability
Hamilton's Vision 2020 (1999-2003)	Archetype 1: Implementation through Joint Projects	- A diversity of organizations involved - An ownership of the CRSDS by the organizational partners	- Roles not clearly defined - A broad coverage of topics so lack of consensus & vulnerable to shifts in opinion - A lack of ownership by organizations
Hamilton's Vision 2020 (2004-2009)	Archetype 3: Implementation through a Focal Organization	- An alignment of organizational, joint project, and collaborative strategies - A replicable and ongoing process - A diversity of organizations involved	- A broad coverage of topics so lack of consensus & vulnerable to shifts in opinion - A lack of continuity / freshness - A lack of sufficient ongoing engagement, networking & sharing of resources - A lack of resources
Greater Vancouver's cities[PLUS]	Archetype 4: Informal Implementation	- A long-term time horizon - A diversity of organizations involved - An opportunity for organizations to network & share resources - An achievement of organizational-level progress on sustainability - An opportunity for individuals	- Roles not clearly defined and no collaborative structure - A lack of mechanism to engage new organizations - A perception that it is only a municipal project (not multi-organizational) - A lack of focus by some government departments & politicians

				• A broad coverage of topics so lack of consensus & vulnerable to shifts in opinion • A timeframe too long for implementation / Vision not action

Whistler2020

Remembering that interviewees commented on the advantages and disadvantages of their own structure, and not in comparison to the others, comparisons can be made. Whistler interviewees identified the main advantages of their implementation structure to be: the diversity of organizations involved; the monitoring process; and the alignment of the collaborative strategy with the joint projects, and also with the government's own organizational strategy. To a lesser extent, the ability to replicate of the approach, and the ownership of Whister2020 by different organizational partners were also identified as advantages. The main disadvantage of the structure was the increase in costs (both money and time) for the organizations involved. Other disadvantages were identified to be: a lack of alignment of organizational strategies with the collaborative strategy, and a lack of ownership by many organizations.

It is interesting to note that the alignment of the government's organizational strategy with the collaborative was noted as a real strength (an advantage), but the alignment of the other partner organizations' strategies was considered to be inadequately addressed through the CRSDS implementation structure. This is also intimately tied to ownership being considered an advantage by some and a disadvantage by others. In terms of addressing the lack of ownership by non-municipal organizations, Whistler2020 employees have identified that there is a perception in the region that this is a municipal plan. The solution has been to create a new NGO to coordinate Whistler2020 task forces, partners, and processes. The trade-off with this decision is the potential loss of control by the local government, but the gain in ownership and funding from other partners. The move to an NGO will also potentially address the cost concern as other partners will contribute and other sources of funding can be leveraged. Whistler2020 is

also addressing the lack of implementation by some partners (those which signed the MOU to become official 'Partners') by creating a new mechanism for partners to meet (i.e. distinct from the task forces) and to share progress on their individual implementation efforts. The first meeting was in the fall of 2008.

Some tradeoffs of Whistler2020's implementation structure are that the more partners that are engaged, the more core costs rise, and also by engaging organizations, Whistler2020 is not engaging individual citizens. The result of this is that citizens do not necessarily know about Whistler2020, and thus question the costs (i.e., rise in taxes). Interviewees also commented on the implications of Whistler being a smaller region; one person thought that the process relies on personal relationships which create a 'peer pressure' for businesses to engage. Others thought it is a scalable approach.

Montreal's First Strategic Plan for Sustainable Development
Montreal interviewees identified the main advantages of their implementation structure as: the opportunity for organizations to network and share resources; the diversity of organizations involved; the decision-making process which enables organizations to retain autonomy; the alignment of the organizational strategies with the collaborative strategy; and the ownership by a wide range of partner organizations. . The main disadvantages were identified to be: the lack of ownership by all municipal departments and services (it is housed in one department and not under the mayor), and the broad coverage of topics   (in particular, the large mandate and the challenge of integrating different partners' perspectives). The main trade-off identified was in relation to the number of partners: as the number of partners increases, the quality of interactions decreases; also the need arises to make commitments required of partners easier, and the cost increases due to a need for more capacity.

Whistler's CRSDS versus Montreal's CRSDS

The CRSDS implementation structures in both Montreal and Whistler have many similarities; both are pursuing a region-focused implementation approach. They both have a larger number of partners, have individual organizations implementing, and have centralized, collaborative communication and monitoring. A fundamental difference is that Whistler2020 has issue-based task forces (joint projects, such as the Food Task Force), while Montreal's CRSDS's implementation structure has formal arrangements at the full partnership level, i.e. which include all partners. In Montreal individual partners choose which actions from the collaborative strategy they will commit to, while in Whistler the task forces annually decide on implementation actions and identify implementing organizations, thus another fundamental difference is their decision-making systems: Whistler's CRSDS's implementation structure has centralized and collaborative decision-making while Montreal's has decision-making that is decentralized in the individual partners.

Whistler interviewees see their monitoring and evaluation as a main advantage, but interviewees in Montreal, which have a similar monitoring system, did not identify this as an advantage. The informal interactions were highly regarded in Montreal for their networking, but in Whistler the networking was mostly satisfied through the task forces. In both cases, gained knowledge emerged as the top organizational outcome, so learning is an important outcome of both structures. In both cases, the internal structural changes by individual organizations also emerged as a main organizational outcome, so an advantage of these two structures is the implementation by individual partners, even if Whistler interviewees believe that this is an area for improvement in their structure.

In terms of the two interconnected ways in which Whistler and Montreal's CRSDS's implementation structures fundamentally differ, the decision-making structure and the forms adopted for implementation (i.e., joint projects in Whistler in combination with implementing organizations, and the partnership committee

in Montreal in combination with individual organizations implementing self-selected actions), the advantages of Whistler's structure is that partner organizations determined to be most important for implementation are identified and requested to participate, and progress is checked annually and revised as needed. Some disadvantages for Whistler2020's decision-making process are that it is time and resource intensive, it removes some control from the individual organizations, and it does not have a mechanism for any organization to join on implementing a particular issue (and therefore get recognition). To some extent, this is what the parallel 'Partner' structure is aiming to achieve, though it is not yet fully developed or worked into the monitoring process. Montreal's CRSDS's decision-making process, in comparison, enables organizations to commit to the action items that are appropriate for them. Monitoring occurs on an annual basis for commitments, every two years for 'state of the environment' indicator reports, and revisions have been every two-three years. The current reformulation exercise is considering revisions every five years. The advantage of this is that decision-making (and control) remains with the individual organizations, and they embed the actions within existing mandates. For example, 14 partner organizations which completed GHG inventories undertook this voluntary initiative as part of their organizational operations. A tradeoff is that not all the key emitters or 'important' organizations choose to be involved, or involved to the extent required to achieve sustainability in the region. Both regions have short-term action planning as part of their CRSDS, which enables changes every one (in Whistler's case) or two--three (in Montreal's case) years. If Montreal moves to a five year action-plan, this will reduce the ability to make revisions, but also reduce the time and resource costs involved in that activity.

Hamilton's Vision 2020

Hamilton interviewees identified the main advantages of their 1992-1998 implementation structure as: the diversity of organizations involved; its ability to be replicated and also to continue for many years (currently its 18 years old); the alignment of the collaborative strategy with the local government's official plan

and related programs and with new joint projects' strategies; and the opportunity for organizations to network and share resources (particularly through the Sustainable Community Day). These were the main reasons that Hamilton won so many awards for their CRSDS in the 1990s. The indicators, which were mentioned in only one comment, in particular were very innovative for the time. The creation of joint projects, such as Clean Air Hamilton, was identified as an advantage, though years later (in the 2004-2009 time period) their lack of direct connection to the Vision 2020 was identified as a disadvantage.

In Hamilton, the time period of 1999-2003, included the creation and dissolution of the NGO Action 2020. The interviewees commented that the main advantage of the structure during that timeframe was Action 2020's task forces – in particular because they enabled a diversity of organizations to be involved and they provided the opportunity for the CRSDS to be owned by many organizational partners. This was not fully implemented before the NGO was dissolved, so the lack of continuity also appears as a disadvantage (in that organizations could not have ongoing ownership of the CRSDS). It is interesting to note that the two advantages indentified for Hamilton's Action 2020 time period are also reflected in Whistler interviewees' comments; thus this is likely attributable to the Archetype itself. A disadvantage during this time period was that roles were not clearly defined between the NGO and the local government; specifically the decision-making process created unresolved tensions. In addition, a problem which perhaps existed from the start emerged during this time period; the broad coverage of topics in Vision 2020 meant that there was a lack of consensus as to what sustainable development really meant, and so implementation was vulnerable to conflicting opinions. The key trade-off identified was the balance between the funders' wishes for the NGO, and the NGO's desire to play a watchdog role.

For the 2004- 2009 time period, the main advantages were: the ongoing and newly created joint projects that furthered Vision 2020 and the ongoing local

government programs which were also aligned with Vision 2020; the long history of implementation; and the diversity of organizations involved (in the joint projects). The main disadvantages were: the ongoing broad coverage of topics by Vision 2020; the lack of freshness (a tradeoff of having such a long history); a lack of sufficient ongoing engagement, networking and sharing of resources (in particular after the region experienced the Sustainable Community Day in the first time period and Action 2020 in the second time period); and a lack of resources (in the municipality generally). The ongoing implementation by the government was identified as having both strengths and weaknesses; the triple bottom line decision-making has been institutionalized, but it is not taken as seriously as some would like. Other comments were also made about the fact that joint projects are now completely decoupled from Vision 2020, and the process is no longer collaborative; the trade-off in these comments is that while the municipality has maintained control of Vision 2020 and ensured the continuity of the initiative, other institutions, organizations and companies in the region no longer have ownership of the Vision or its implementation, which results in some issues not being implemented.

Greater Vancouver cities*PLUS*

Greater Vancouver's cities [PLUS]'s implementation structure also had its advantages and disadvantages. Interviewees focused the majority of their comments on the formulation phase as that was the only formal component. In particular, the 100-year timeframe was identified as an advantage for visioning and creativity, but comments were also made that the long time frame was not ideal for facilitating implementation. For the implementation phase, the main advantages were: the diversity of organizations involved, the opportunity for organizations to network and share resources (in particular the informal interactions through joint projects such as the networking breakfasts), the achievement of organizational-level progress on sustainability, and the opportunity for individuals to learn (through their involvement in organizations implementing cities[PLUS]). . The main disadvantage was that roles were not clearly defined and there was no ongoing

collaborative structure. Other disadvantages, some of which are related to the lack of formal collaborative processes or forms, were: that there was no mechanism to engage new organizations; there was a perception by some that it was the municipalities responsibility to implement, yet the mixed convenor approach meant that the local government did not have ownership over the plan, and the implementation by government was vulnerable to shifts in local political will. Without the local government leading implementation, the consulting firm and the NGO lead organizations were unable to maintain this role as they are both limited by project-based funding. The individual partner implementation and the complementary decentralized decision-making (i.e., decisions made within each organization on what and how they will continue working towards the collaborative strategy's vision) were seen as being a trade-off; while control remained in the individual organizations enabling them to implement within their mandate, this also limited the issues implemented and the oversight of implementation efforts.

Hamilton's CRSDS versus Greater Vancouver's CRSDS

Hamilton's and Greater Vancouver's CRSDS implementation structures have many similarities; they both involve a small number of organizations, have no formal entity at the full partnership level, allow for joint projects, and leave decision-making within the mandates of individual organization(s). The main differences are that the Hamilton's CRSDS's structure ensures that the government implements, while the Greater Vancouver's CRSDS's structure allows all of the formulation partners to be part of carrying forward the vision. The advantages of these structures are that they do not require financial resources to maintain a formal collaborative arrangement of an NGO, committee(s) or task forces, they retain the decision-making within the existing organizations, and they still provide opportunity for joint projects to allow for collaborative implementation. The disadvantages are that there is no monitoring of the implementation of the collaborative vision, no formal impetus for organizations to engage (or stay engaged), and difficulty for issues outside of one organization's

jurisdiction (such as green economy) to be implemented. Nor is there any opportunity for new organizations to become formally involved as a partner.

9.3 The Advantages, Disadvantages and Tradeoffs of the Archetypes

The perceived advantages, disadvantages and trade-offs of each of the four cases were discussed in section 9.2. Building on those empirical findings, as well as the analysis in sections 7.3 and 8.3, this section considers the four archetypes in comparison to each other in terms of achieving organizational outcomes, realizing plan outcomes, and on two practical considerations of cost, and partner commitment (ownership) .

9.3.1 Comparison of the Archetypes for Achieving Organizational Outcomes

As there is more than one type of outcome, there is also more than one way to consider the advantages, disadvantages and tradeoffs of the archetypes. It is possible that implementing the collaborative strategic plan is not the primary purpose of the lead organizations, as was the case with cities[PLUS]. Organizational outcomes are one of the results of the CRSDS, and each archetype is more or less advantageous at achieving different types organizational outcomes. In section 7.3, each of the cases was evaluated for each of the organizational outcomes on a high, medium, and low scale (see Table 36 for the visual presentation). Generalizing these findings in relation to the archetypes, the following table presents the main organizational outcomes attained through each archetypal structure. The contents of this table build upon the findings in section 7.3, with an additional analysis to both relate the findings in the cases to the overall archetypes, and to present the information in a way that appropriately compares the archetypes.

Table 66: Main Organizational Outcomes for each Archetype

Organizational Outcome	Archetype 1 – Joint Projects (e.g., Whistler)	Archetype 2 – Partner Organizations (e.g., Montreal)	Archetype 3 – Focal Organization (e.g., Hamilton)	Archetype 4 - Informal (e.g., Greater Vancouver)
Built relationships	Y		Y	
Gained knowledge	Y	Y	Y	Y
Accessed marketing opportunities	Y			Y
Made progress toward sustainability goals	Y	Y	Y (when joint projects exist for the issue)	Y (for issues which match partner mandates)
Accessed business opportunities				Y
Experienced increased resource demands	Y			
Made internal structural changes	Y	Y		

Y = Yes, this organizational outcome is attained through this archetype

Archetype 1 has the most opportunity for interorganizational interaction of any of the archetypes due to the joint projects so provides an opportunity for partner organizations to build relationships, gain knowledge, and access marketing opportunities. Both Archetypes 1 and 2 feature implementation by individual organizations of actions, and are monitored on their implementation, so are likely to result in more internal structural changes within those organizations. It was only in the Whistler case that partners complained about increased demand on their scarce resources, and this likely reflects the situation that Archetype 1 requires partners to commit the time and effort of human resources to participate in joint project meetings. All the Archetypes enable partners to gain knowledge from their involvement in the CRSDS and all also enable partners to make progress on issues related to sustainability (i.e., their sustainability goals). This does not mean they are all equally effective at realizing all collaborative goals, quite the contrary. For Archetypes 3 and 4, progress is only made on the issues that the partners are engaged in, and there are generally a smaller number of partners in these archetypes; this is discussed in more detail in the next subsection on achieving plan outcomes.

Like Archetype 1, Archetype 3 has the potential for joint projects so also provides an opportunity for those involved to build relationships. As the joint projects are initiated by the focal organization (e.g., the government) in Archetype 3, there is less opportunity to access marketing opportunities, i.e. less opportunity to promote their organization, gain visibility and get recognition for their initiatives. Based on interviewee comments, Archetype 4 is the only one which emphasizes business opportunities as an organizational outcome. Partners are informally involved in the implementation in ways that match their mandates, and make progress towards their organizational goals, so it appears they engage in the CRSDS implementation when it is also an opportunity to promote their programming or company; thus accessing business and marketing opportunities are a key part of this archetype.

9.3.2 Comparison of the Archetypes on Achieving GHG Emission and Air Quality Plan Outcomes

Based on the five criteria developed in section 8.3, Table 67 demonstrates the comparison of each of the four archetypes.

Table 67: Comparison of the Archetypes on the CRSDS Implementation Structure Criteria for Achieving GHG Emission and Air Quality Plan Outcomes

Criteria	Archetype 1 – Joint Projects (e.g., Whistler)	Archetype 2 – Partner Organizations (e.g., Montreal)	Archetype 3 – Focal Organization (e.g., Hamilton)	Archetype 4 - Informal (e.g., Greater Vancouver)
Engages key organizations from different sectors, and/or has a mechanism to identify them and to add them.	Engages key organizations and has a mechanism identify and add more.	Organizations can self-engage, invitations can be sent, and new partners can be added. There is no collaborative process to identify missing key partners.	Joint Projects can engage key organizations, but do not exist for all issues.	The lead organizations are cross-sector, but there is no mechanism to identify or engage more.

Has collaborative form(s) to oversee the implementation, to identify issue-based short-term actions, and to allow for networking between organizations.	The issue-based joint projects (task forces) serve this purpose.	The form at the full partnership level and also the joint project(s) oversee the process and allow networking, but do not identify short-term actions. It depends on the timeframe of the strategy itself.	Joint projects allow for networking, action identification and issue-based oversight where they exist.	The informal interactions allow for networking, but not oversight nor action identification.
Individual organizations implement within their own organizations.	Yes.	Yes.	No, except for the government and perhaps also partners engaged in a joint project.	Yes.
A communication system exists to further networking.	Yes.	Yes.	Generally only reporting on municipal initiatives and perhaps joint projects, where they exist.	No communication system exists.
A monitoring system exists, including both state and action indicators, and which also allows for adjustments to be made to the implementation actions, and renewal to be made to the collaborative strategic plan.	Yes, there is a monitoring system on both indicator types, a mechanism to adjust actions annually, and a renewal process.	Yes, there is a monitoring system on both indicator types and a renewal process that also adjusts actions. There are less frequent adjustments than Archetype1.	Yes, a monitoring system exists that monitors state indicators, particularly in relation to municipal government jurisdiction. No actions are set, so no adjustment is possible. There may be a renewal process.	Monitoring is conducted by individual partners about their own implementation. Emergent solutions are possible, but no adjustments or renewal of the formal CRSDS is possible.

As can be seen from the above table, for the first criteria of engaging key organizations, only Archetype 1 guarantees this. For example, Whistler's CRSDS's task forces identified implementing organizations. Archetype 2 is the only one that allows organizations to self-engage, even if they are not key organizations, and invitations can be sent to key organizations. Archetype 3 has joint projects initiated by the focal organization for some issues, but does not engage key organizations for all issues in the CRSDS. For example, the City of Hamilton has a joint project on clean air, but up until recently was not seriously

tackling greenhouse gas emissions. Archetype 4 may include some key organizations but has no mechanism to identify and engage more.

On the second criteria, having collaborative arrangements at the full or joint project(s) level to oversee the implementation, identify issue-based short-term actions and allow networking between organizations, both Archetypes 1 and 2[731] have this. Archetypes 3 and 4 have no ongoing collaborative entity to oversee the process, though there may be networking opportunities to a lesser extent. Greater Vancouver, for example, does not have an ongoing collaborative entity. On the third criteria, individual organizations implement, Archetypes 1, 2, and 4 have this, while Archetype 3 is limited to government only and potentially also joint projects. For Archetype 3, this limits what issues can be addressed. On the fourth criteria, a communication exists to further networking, only Archetypes 1 and 2 have this. The final criteria, that a monitoring system exists, Archetypes 1 and 2 have a collaborative system for both action and state indicators, and they both have renewal processes. Archetype 3 has this for municipal jurisdiction topics, while Archetype 4 has this for individual partner mandates, but no renewal is process. Whistler's and Montreal's CRSDSs, for example, both include the production of collaborative websites and collaborative reports.

In terms of impact, Whistler, Montreal and Greater Vancouver interviewees identified 'made progress toward sustainability goals' as a top organizational outcome, thus indicating that a perceived advantage of these structures is that they resulted in progress on plan outcomes. In terms of actual plan outcomes of GHG emission reduction and air quality, the exploratory analysis of this study (as presented in section 8.3, Table 54) indicates that Whistler's CRSDS was rated high for their progress towards their goals for both GHG emissions and air quality. This indicates that Whistler's implementation structure is effective at identifying the key implementing organizations. Montreal's CRSDS was rated

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[731] Assuming the collaborative strategic plan in Archetype 2 has a short time horizon (as was Montreal's case). The short time horizon makes the content of the strategic plan the actual short term actions.

high on air quality, but low on GHG emissions; this was attributed to the voluntary nature of GHG emission reductions and that the current structure has not yet reached major emitters (though this is now in progress through a joint project). Hamilton's CRSDS was rated low on GHG emission reductions and medium on air quality. The joint project of the Clean Air Hamilton, coupled with regulatory emission controls, has succeeded in improving air quality. GHG emissions reduction did not get the same attention in Hamilton, nor did it have a joint project addressing implementation, thus showing the value of the joint project (or some collaborative implementation structure). Vancouver's CRSDS showed high results on GHG emission reductions and medium on air quality. This structure captured the key GHG emitters as part of the partners, so resulted in successful reductions, while the air quality initiatives remained centered in the municipality.

More research is needed to further understand and verify these initial findings on achieving plan outcomes; and to explore whether and how they might be related to the achievement of plan outcomes for other sustainable development issues. Even so, the five criteria, which were inductively developed through this study, clearly show in Table 67 (above) the potential of each structure for achieving CRSDS plan outcomes on GHG emissions and air quality, thereby highlighting the advantages, disadvantages and tradeoffs.

9.3.3 Comparison of the Archetypes on Practical Considerations

Besides the plan outcomes and the organizational outcomes, two other practical considerations were raised during the interviews as particularly important. These were: 1) cost to the lead organization(s) of implementing the CRSDS in relation to the number of partners; and 2) commitment of partner organizations to the CRSDS (i.e., ownership).

Costs

In terms of cost, based on the Whistler (Archetype 1) and Montreal (Archetype 2) cases, these archetypal structures have similar costs for their collaborative forms and processes[732], and have the potential to engage a large number of partners. The new Whistler Centre for Sustainability, when it assumes the core staff and responsibilities of Whistler2020, will have a budget of about $600,000 to $650,000 per year[733] and has 140 members on task forces, 75 implementing organizations, and 43 partners (without removing the organizations which are engaged in multiple ways). Montreal's CRSDS, in comparison, has budget of $800,000[734] and has 160 partners (as of March 2009). The fundamental difference is that Archetype 2 (e.g., Montreal) can add more partners without much additional central cost[735], while Archetype 1's (e.g., Whistler) costs increase with each additional partner[736]. This is because Whistler2020 engages partners in task forces and/or as implementing organizations; the secretariat coordinates all the task force meetings and subsequent approaching organizations to confirm their agreement to assigned actions. Each action set by the task forces is tracked and posted on the website. Montreal's CRSDS, in comparison has one large partnership meeting a year (the Gala) so it is relatively low cost to add another invitee. Montreal's CRSDS's monitoring aggregates commitments into a total number of partners on each, so the tracking is less detailed.

Despite the cost per additional partner, in Whistler's case, they have reached a critical mass of organizations, while Montreal is a much larger region, and would need to reach 1000s of organizations to be of a comparable critical mass. This

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[732] Data was collected on the overall budget of coordinating Whistler and Montreal's CRSDS. The budget lines were not included, but likely include salaries, website and electronic communication costs, marketing / promotion materials and report printing costs, event / meeting costs (such as hall rentals or food), program sponsorship (such as Quartier 21 in Montreal), and other administrative costs of running an office.

[733] Mike Vance, General Manager of Community Initiatives in the RMOW, interview – note this budget also includes the BC Hyrdo funded position.

[734] Sustainable Community Awards – Montreal – Planning – 2006 – Website accessed on March 28, 2009 from: http://www.collectivitesviables.fcm.ca/FCM-CH2M-Awards/db/en%5C76.pdf

[735] Montreal Interviewee 04

[736] Whistler Interviewee 14

indicates that, for cost reasons, Archetype 1 is better suited for smaller regions or would need to be adapted for larger regions so that the cost did not increase with each additional partner. Also, Whistler is moving toward having a multi-organizational NGO take over coordination so that will allow for costs of the collaborative forms and processes to be shared between partners, while Montreal already shares those costs between three lead organizations. This is not specific to the archetype, as Archetype 1 could be designed with shared costs.

In comparison, Hamilton's CRSDS implementation structure has one dedicated staff person for Vision 2020 and others in relation to the joint projects; this is representative of Archetype 3, so this archetype costs less than Archetypes 1 or 2 if a limited number of joint projects are initiated. It would cost more for the local government if the same number of issues is addressed as in Archetypes 1 and 2 as the costs are centralized with the government. Archetype 4 (e.g., Greater Vancouver) does not have any collaborative costs specifically for implementing its CRSDS as it is within the individual organizations budgets. For example, Metro Vancouver has ongoing costs to produce their sustainability report (one person), and costs related to their ongoing dialogues, networking breakfasts, etc.

Ownership

In terms of "ownership" (i.e., the commitment of organizations to the CRSDS), this was an underlying theme throughout the interviews in all four regions. Whistler struggles with a perception by some that their CRSDS is a municipal plan; this was one of the motivations for creating the Whistler Centre for Sustainability as the new home. While costs could be shared within Archetype 1, if the structure has only informal interactions at the full partnership level, there is a risk that the partners will lack ownership (and therefore the desire to share costs). Hamilton also struggled with ownership issues near the end of the time period 1992-1998, which was one of the reasons Action 2020 was created; in order to attempt to share ownership. Archetype 3 (e.g., Hamilton in the time periods 1992-1999 and 2003-2009) places ownership with only the government;

the disadvantage of this being that without commitment to the CRSDS the other potential partners have no implementation responsibility. Greater Vancouver (Archetype 4) had the opposite challenge from Hamilton in terms of the government's role; with the CRSDS not being viewed as a municipal plan, and with no ongoing formal arrangements at the full partnership level, some felt there was not enough ownership by the regional government (or any of the other partners). In Montreal (Archetype 2), having placed the CRSDS within one department, there were challenges of ownership by the other parts of government, though due to the shared leadership by three lead organizations, there was ownership by these three organizations. Archetype 2 could have the whole municipality engaged; it does not need to be one department, as is the case in Montreal. In Montreal, those partners more removed from the steering committee still viewed the CRSDS as a municipal plan as much of the communication and monitoring is centered there; again this is not necessary for this archetype. Ultimately, from a government perspective, Archetypes 1, 2 and 3 provide the most ownership, but from the other partners' perspective, Archetypes 1, followed by 2, allow for the most ownership. Archetype 4 also allows for ownership by partners, but does not ensure ownership by any organization.

Related to ownership, was the desire for organizations to retain authority over decisions they believed to be under their jurisdiction. For example, Metro Vancouver's Board was challenged by the partnership committee, and the purpose of that entity, given that decision-making on the regional government's sustainability programs was the responsibility of the Board. This ultimately led to the creation of dialogues instead of a cross-sector decision-making entity.

The next chapter discusses the archetypal structures, their outcomes, and the relationship between structure and outcomes in relation to this empirical analysis and the existing literature.

10.0 Discussion, Contributions and Conclusion

As noted earlier, CRSDSs differ from most collaborations theorized in existing management literature in that: 1) they can involve a large number of partners; 2) they are long term in their vision; and 3) they begin with the formulation of a collaborative strategic plan, and therefore have distinct formulation and implementation stages. In addition, despite the growing popularity of CRSDSs, there is a dearth of theoretical and empirical knowledge on which practitioners can draw when establishing appropriate structures for implementation. So this dissertation posed a research question about the different structures being used to implement CRSDSs in Canada (RQ1). Additionally, because little is known about the relationship between collaborative implementation structures and collaborative outcomes, this study posed a second research question about the advantages, disadvantages and tradeoffs of the different structures for implementing a CRSDS (RQ2). Implicit in this second question is a concern for building theory about the role of structure in the implementation phase of CRSDSs, and in the implementation phase of cross-sector collaborations more generally. In other words, "what are the implications of this dissertation's empirical findings for theorizing about CRSDSs and, more generally, cross-sector collaborations?" While RQ1 was directly answered in Chapter 5 and RQ2 was directly answered in Chapter 9, this chapter considers these findings in relation to this implicit research question and extant literature to build theory.

This discussion directly builds on the literature discussed in Chapter 3. The chapter considers archetypal implementation structures (section 10.1), then discusses the relationship between structures and outcomes (section 10.2). Next, the chapter presents limitations and directions for future research (section 10.3), followed by practical contributions (section 10.4) and the conclusion (section 10.5).

10.1 Structures

For ease of reference, the four resulting archetypes found through the census of Canadian CRSDSs implementation structures are presented again in Figure 15. They respond to the first research question:

> **RQ1: What are the different structures being used to implement collaborative regional sustainable development strategies in Canada?**

Figure 15: Visual Representation of the Four Archetypes[737]
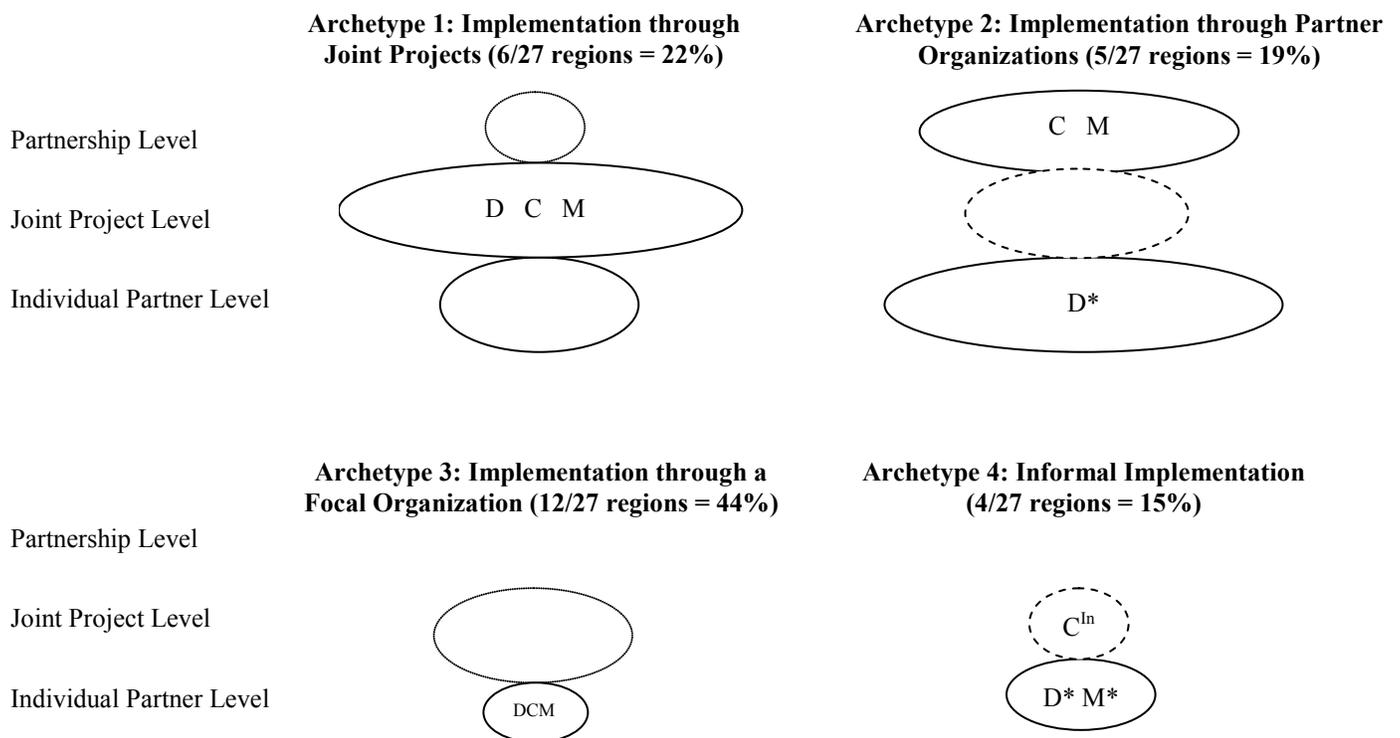
Archetype 1: Implementation through Joint Projects (6/27 regions = 22%)

Partnership Level

Joint Project Level — D C M

Individual Partner Level

Archetype 2: Implementation through Partner Organizations (5/27 regions = 19%)

C M

D*

Archetype 3: Implementation through a Focal Organization (12/27 regions = 44%)

Partnership Level

Joint Project Level

Individual Partner Level — DCM

Archetype 4: Informal Implementation (4/27 regions = 15%)

C^{In}

D* M*

D = Centralized Decision-Making
D* = Decentralized Decision-Making
C = Formal Communication
C^{In} = Informal Communication
M = Centralized Monitoring
M* = Decentralized Monitoring

——————— = formal entity
- - - - - - - = informal interactions
················· = formal, informal, or none (any form is possible)

size of the oval = number of potential partners at this level

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[737] The number of regions from the census with this archetype is also listed for each archetype. This number is based out of 27, thus Hamilton is only counted once, and is counted as Archetype 3.

These archetypes were derived, in part, by applying a framework for characterizing collaborative implementation structures. The next subsection discusses the inductive revisions made to framework based on the empirical findings, and the resulting theoretical contributions. Subsection 10.1.2 then discusses the archetypes in relation to different implementation approaches.

10.1.1 Components (and Subcomponents) Relevant to Collaborative Implementation Structures and Outcomes - Revisited

As there was no overarching framework available in the literature for characterizing CRSDS implementation structures, an initial framework was developed through a literature review which assembled conceptual work as well as empirical findings linking structural components and subcomponents to the achievement of outcomes. This framework guided data collection for the census; but was revised during the analysis of empirical census data to accommodate important aspects of structure identified during fieldwork. The following table compares the initial and final frameworks. (See Table 2 in Chapter 3, Section 3.2.1, for the initial framework)

Table 68: Implementation Structure Framework as Derived from the Existing Literature and as Refined through the Empirical Analysis

Component	Subcomponent As Derived from the Literature Review (and Key References)	Subcomponents As Revised through Empirical Inductive Analysis
Partners	Key Partners (Gray, 1985; Huxham, 1993)	Number of Partners (during implementation)
		Key Partners (Key Emitters, Key Regulators, etc.)
	Engagement (Hardy et al., 2003)	Engagement with Collaborative Strategy by Partners (during implementation)
	Roles (Googins & Rochlin, 2000; Gray, 1985, 1989; Huxham & Vangen, 2000; Starik & Heuer, 2002; Trist, 1983; Waddell & Brown, 1997)	Lead Organization(s) (i.e., coordinating organizations)
Forms	Full Partnership Level Form (Cropper et al., 2008; Selsky, 1991; Waddell & Brown, 1997; Waddock, 1991)	Full Partnership Level Implementation
		Joint Project(s) Level Implementation
	Individual Partner(s) Level Implementation Form (Hardy et al., 2003; Huxham, 1993; Waddell & Brown, 1997)	Individual Partner(s) Level Implementation

Processes	Decision-making (Lowndes & Skelcher, 1998; Mintzberg, 1979; Ring & Van De Ven, 1994)	Decision-making
	Communication and Information (Huxham, 1993; Yamamoto, 1981)	Communication and Information
	Monitoring and Evaluation (Geddes, 2008; Huxham & Macdonald, 1992; Rein & Stott, 2009; Waddell & Brown, 1997)	Monitoring and Evaluation
Context		Partnership Formation & Formulation Form
	Strategic Plan Formulation Process (Clarke & Erfan, 2007; Huxham & Vangen, 2000; Ring & Van De Ven, 1994)	Strategic Plan Formulation Process
	Situational Considerations (Brinkerhoff, 1999)	Top Industries
		Size of Region
		Regulatory Framework

As a synthesis of extant theorizing and empirical findings, the initial framework for characterizing collaborative implementation structures in cross-sector collaborations represents a contribution to the literature in itself. By drawing from the strategic management literature in addition to the collaboration literature, the subcomponents "decision-making" and "monitoring & evaluation" were identified as relevant and elaborated upon. Also, the clear distinction drawn in the strategic management literature between formulation and implementation pointed to a notable gap in the collaboration literature: much of the existing collaboration literature is preoccupied with issues surrounding the building and maintaining of partnerships, but does not consider the possible structures for implementing a collaborative strategy and achieving desired strategic outcomes. The framework developed and elaborated in this dissertation therefore provides researchers with a set of structural subcomponents to consider when studying collaborative implementation structures.

Compared to the original framework, the following modifications were made to better reflect empirical CRSDSs: 1) "number of partners" was added as an important aspect of "Partners"; 2) rather than document the role of each partner, only the "lead organization" was specified; 3) an important distinction was drawn between the specific form (arrangements put in place) at the full partnership level during the formulation stage, and the specific form (arrangements put in place)

during implementation, with formulation becoming the "context" for implementation; 4) a new level of analysis, "joint projects", residing between the full partnership and individual partner levels was identified as well as the specific form put in place to coordinate activity at this level; and 5) additional detailed situational considerations relevant to CRSDSs were identified. The resulting framework is a useful tool for characterizing structures being used to implement CRSDSs; and, subject to specific situational differences, is likely to be a useful tool for characterizing cross-sector collaborations more generally – especially those where formulation and implementation of a collaborative strategy represent two distinct and separate stages. Indeed, this feature of CRSDSs is an important one; as they transition from formulation to implementation, the partnership is in effect reconstituted and, in two archetypes, collaboration at the full partnership level is actually de-emphasized. The implications of this are discussed below.

As these modifications indicate that the extant literature did not address these specific subcomponents, each is discussed as part of the three key components of structure, with the theoretical implications of this study highlighted.

Partners

Two themes emerge from a comparison of this dissertation's findings with the literature for the component 'partners': the number of partners has implications for diversity of roles, varying levels of engagement and achieving outcomes; and different types of lead organizations are associated with different implementation structures.

While most of the existing collaboration literature focuses on partnerships with a small number of partners (for example, Hardy et al., 2003; Raufflet, Levine, & Perras, 2005; Rondinelli & London, 2003), the 29 CRSDSs[738] considered in this study varied from two partners (e.g., Teslin) to over a hundred (e.g., Montreal). Most (17/29) had less than 16 partners, but 5/29 had between 16 and 50 partners,

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[738] 29 CRSDS includes three Hamilton time brackets as three different collaborations.

and 7/29 had more than 51 partners. The findings during the census showed that the number of partners in a region's structure was not related to the size of the region; Whistler (a region of 9,248 permanent residents) had a large number of partners, while Greater Vancouver (a region of over 2 million citizens) had a small number. In some regions the structure allowed for increases in the number of partners during implementation (e.g., Whistler and Montreal), while in other regions the number remained constant because the structure did not allow new organizations to join. Because partnerships with a small number of partners are qualitatively different entities as compared to those with a large number of partners, this aspect of structure is important to note.

Recently, more literature on tri-sector collaborations involving a large number of partners has appeared (For example, Babiak & Thibault, 2009; Biermann et al., 2007a; Geddes, 2008; Huxham & Vangen, 2005). The diversity of empirical cases - from sports partnerships (Babiak & Thibault, 2009), to the Global Compact and type 2 partnerships from the World Summit on Sustainable Development (Biermann et al., 2007a), to local and regional development, i.e., economic development or poverty reduction partnerships (Geddes, 2008) to an empowering communities partnership (Huxham & Vangen, 2005) - show that collaborations with a large number of partners are not unique to CRSDS. Thus the findings here may well be relevant for these kinds of cross-sector collaborations generally.

Huxham (1993) argues that involving fewer partners in strategy development (of CSSPs) is better for formulating strategic plans that are actionable. On the other hand, Gray (1985) and Huxham (1993) both emphasize that the involvement of key partners, i.e. those reflecting the complexity of the issues, increases the likelihood of achieving collaborative goals. This dissertation study suggests that, in the context of collaborative regional sustainable development strategies, having more key partners involved does facilitate the achievement of collaborative goals. All four CRSDSs studied as in-depth cases involved a large number of organizations during the formulation phase – not necessarily as decision-makers

(e.g., Vancouver) but, at a minimum, their input was collected and considered. The large number of organizations reflects the complexity of the issue of sustainable development. In addition, this study illustrates that what is more important than the precise number, i.e. many v. few, during implementation is that key partners are included. For achieving some plan outcomes, this requires larger numbers of organizations to be involved, either at the full partnership level, through a joint project, or as an implementing organization at the individual partner level.

Both Archetype 1 (Implementation through Joint Projects) and Archetype 2 (Implementation through Partner Organizations) can accommodate a large number of partners, while Archetype 3 (Implementation through a Focal Organization) and Archetype 4 (Informal Implementation) are better suited to a small number of partners. Consideration of collaborations with large numbers of partners draws attention to different structural features than consideration of bi-lateral collaborations. For example, the decision-making, communication, and monitoring systems are more complex as they need to involve more entities. The orchestrating arrangements, i.e., forms, are also potentially more complex, as there may be arrangements at the partnership, joint project(s) and organizational levels all at once. Babiak and Thibault (2009) found in their study on cross-sector partnerships in Canada's sport system that a large number of partners presents challenges in terms of governance, roles and responsibilities (when not formalized), resulting in a more complex set of arrangements . Similar to this study, they also found that with a large number of partners the level of engagement may vary by organization. As a consequence, Hardy et al.'s (2003) findings about levels of involvement shaping outcomes are not easily transferable to large partnerships where some partners are deeply involved and others less so. More important than depth of involvement is inclusion of the most relevant departments or organizational units for implementation; in Montreal's case Concordia University's sustainability office was successfully involved in implementation of the CRSDS, while in Greater Vancouver's case the University

of British Columbia was linked to the CRSDS by an academic institute but not by its sustainability office. This relationship was well suited to formulation, but ill suited to implementation, according to interviewees.

The convener's role is well documented in the literature (Gray, 1985, 1989), and it is often implied that this entity remains the lead organization throughout, though it is known that relationships will shift (Waddell & Brown, 1997). In more formalized partnerships, a lead partner holds the responsibilities to determine the criteria of membership, maintain the values, and set the ground rules (Cropper, 1996). The findings of this dissertation study show that the lead organization(s) may change, and so "lead organization" is a better term than "convener" for the implementation phase. Hamilton, for example, created Action 2020 as a new lead organization, and Whistler's RMOW is creating a new NGO to play the role of lead organization called the Whistler Centre for Sustainability. The lead organizations for the formulation stage of Greater Vancouver did not all remain lead organizations in the implementation stage, even informally (e.g., the Liu Centre at the University of British Columbia is no longer involved). Montreal's Steering Committee from the formulation phase evolved into its Liaison Committee and revised its membership (though the core three organizations remain the same). Whereas Huxham and Vangen (2000) suggest that a change in lead organizations does not affect outcomes, the Hamilton case clearly shows that a transition in lead organizations, and in this case, also in archetypes, can be problematic and affect outcomes. Ultimately the experiment in Hamilton with Action 2020 failed. More research is thus required to ascertain the contexts in which changes in lead organizations do or do not affect the success of cross-sector collaborations.

While the type of lead organization was not a key feature on which all the archetypes varied, it was important for two of the archetypes. As Starik and Hueur (2002) found, government, business and/or non-profits can play a lead role in formulation and/or implementation. While this study confirms this finding, it also

adds a nuance related to structure: in no CRSDSs fitting Archetype 4 (Informal Implementation) did government play the sole role of lead organization; while all CRSDSs fitting Archetype 3 (Implementation through a Focal Organization) had government as the sole lead organization. Empirically, Archetypes 1 and 2 (Implementation through Joint Projects and Implementation through Partner Organizations) could be NGO-led, government-led, or a led by a mix of NGO, government and/or private sector organizations.

Forms

Two themes emerge from a comparison of this dissertation's findings with the literature for the component 'forms' (i.e., the orchestrating arrangements at the full partnership, joint project(s) and individual partner levels): there can be dramatic differences in arrangements used to formulate CRSDSs and those used to implement CRSDSs; and consideration of a new level of analysis, the joint project(s) level, is very important.

Partnership forms are well documented in the literature (for example, Huxham & Vangen, 2005; Selsky, 1991; Waddell & Brown, 1997; Waddock, 1991). The extant literature, however, does not distinguish arrangements in place during the strategic plan formulation from those in place during implementation. For the most part, this is because the extant literature does not focus on strategy implementation. The findings of this dissertation study show that orchestrating arrangements during the implementation stage can be quite different from those during the formulation stage. Hamilton, for example, involved numerous organizations in their initial Task Force which created Vision 2020, and on each of the subsequent renewal committees (the Progress Team in 1998 and the Renewal Roundtable in 2003), yet the implementation structure for both the first and last time brackets fits Archetype 3 (Implementation through a Focal Organization). Indeed, this situation recurs in all four of the in-depth cases; the formulation structure was not the same as the implementation structure. This study makes a contribution to collaboration theory by offering four archetypal

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implementation structures used in CRSDSs. Although the findings stem from a study of CRSDS implementation, they shed light on all partnerships implementing a collaborative strategy.

Recent literature (Cropper et al., 2008) has begun to differentiate between two levels within inter-organizational relations (IOR) research; the full partnership level and the individual partner(s) level. Huxham (1993) has long argued that knowledge of the form, i.e. arrangements, at the full partnership level does not capture all that is relevant in and of itself, as understanding a collaboration requires an appreciation of what is happening with respect to the collaboration at the individual partner level as well. This study inductively found a third level in some implementation archetypes; structural arrangements were put in place at the joint project(s) level.

A joint project is an activity, undertaken by a subset of partners from the partnership, to implement some portion of the collaborative strategic plan. Huxham and Vangen (2005), using the example of the Empowering Communities Partnership, explain that some partnerships with a large number of partners can be very complex and involve "working groups", which could be considered joint projects in the terminology of this dissertation. Joint projects may vary in their degree of formalization; and may also include additional organizations that are not members of the partnership, but who are also working toward implementing a goal specified in the collaborative strategic plan. The existing literature on collaborations does not adequately consider that formal joint projects may be used during implementation, that these may take on different forms, and that the partners involved can differ from and extend beyond those involved at the full partnership level. This is in part due to most of the collaboration literature being focused on partnerships with a small number of cross-sector partners, giving rise to only one or two levels relevant to analysis. In contrast, CRSDSs, and some other cross-sector collaborations, may involve numerous partners and consequently more levels.

Processes

Comparison of the findings from this dissertation with those in extant literature also surfaces two themes related to "processes": much of the extant literature is applicable, although it needs to be reinterpreted from a configurational perspective since decision-making, communication and monitoring are interrelated in a given structure; and monitoring processes (and, related, accountability) are especially important for partners to be able to see their progress towards their collaborative goals.

In terms of decision-making, communication, and monitoring processes, much of the existing literature is applicable, though it does not consider the larger configuration in which these processes are intertwined. For example, sharing resources to take advantage of the strengths of different partners (Huxham, 1993; Waddell & Brown, 1997) was an important aspect of decision-making structures, though on its own will not ensure the achievement of collaborative goals. Communication systems were also found to improve coordination and integration, as was suggested by Huxham (1993), but they were not the only means of improving learning in organizational outcomes. The 'gained knowledge' organizational outcome was high across all the archetypes, regardless of whether there was a formal communication system or not, and regardless of whether it was collaborative or not.

Like this dissertation study, others have also found that not all partnerships put monitoring mechanisms in place, implying diversity in implementation structures in terms of this subcomponent. For example "In the 250 partnerships that Hale and Mauzerall (2004) studied, merely 69 percent had a reporting system and less than 50 percent had a monitoring mechanism in place" (Biermann et al., 2007a: 248); while Rein and Stott (2009), in a study of six cross-sector partnerships in South Africa and Zambia, found that few partnerships had regular evaluation procedures, which they identify as a significant problem for evaluating

effectiveness and impact. Geddes (2008), citing an example much like Archetype 3 (Implementation through a Focal Organization), describes a trend toward increased use – and subsequent monitoring – of joint projects, but also describes how this brings with it challenges because relevant partner actions are not fully controlled by the 'partnership management' which gives rise to more complex decision-making and accountability issues. This study's findings underline the importance of monitoring (and reporting) for evaluating progress towards the collaborative goals. Archetype 1 (Implementation through Joint Projects) and Archetype 2 (Implementation through Partner Organizations) both have collaborative monitoring built into their structures. Archetype 3 (Implementation through a Focal Organization) may include monitoring, but the Hamilton example shows that joint projects can easily become decoupled from the larger collaborative strategy unless specific attention is paid to avoiding this. Archetype 4 incorporates monitoring only at the partner organization level, and this dissertation study's findings indicate that this is insufficient to monitor progress towards all collaborative goals. Because monitoring processes are intricately linked with other processes, as well as with subcomponents related to partners and forms, the structural configuration in its entirety needs to be considered when deciding the appropriateness of collaborative monitoring.

Context

The importance of context is well known (e.g., Brinkerhoff, 1999; Rein & Stott, 2009). The inductive findings during this study found that industry types, size of region, and regulatory framework were all particularly relevant when considering the achievement of plan outcomes: the number and types of organizations in a region affect which issues are most pressing; the size of the region affects the number of organizations needed to achieve a critical mass, and has implications for costs as well; while the regulatory framework in place determines whether addressing an issue by a particular organization is mandatory or voluntary. Yet, while these contextual consideration are relevant for the achievement of outcomes, they did not show up as a 'shared feature' when developing the

structural archetypes through pragmatic reduction (Bailey, 1994) to generate a taxonomy. Thus, it appears that these contextual features do not determine the adoption of specific implementation structure archetypes. The exception is that of Archetype 1 (Implementation through Joint Projects), which was found mostly in small regions.

On the other hand, features of the CRSDS formulation process did correspond to particular structural archetypes: one contextual feature that was 'shared' in all four archetypes was the formality (or not) of the strategic plan formulation, which was always formal in the first three archetypes, but could be formal or informal in Archetype 4 (Informal Implementation). This suggests that the existence of formally developed collaborative strategic plan is likely a precondition to the adoption of structures corresponding to Archetypes 1, 2 or 3 in a cross-sector collaboration.

10.1.2 Different Approaches to Cross-Sector Social-Oriented Collaborative Strategy Implementation

As noted in Chapter 5 (Section 5.3.6) two distinct implementation approaches can be observed which are applicable to cross-sector social-oriented collaborations. A domain-focused approach aims to implement the collaborative strategic plan by setting domain-level goals (such as regional sustainability goals) and bringing in the needed organizations. The organization-focused approach aims to implement the collaborative strategic plan through already committed organizations working through their existing mandates towards achieving the collaborative goals.

The typology developed in this study thus represents a contribution to the collaboration literature by building upon the work of Huxham and Vangen (2005). These authors offer two relevant perspectives for understanding structure of collaborations – collaboration centred and organization centred – and these map, respectively, to the domain-focused (as with Archetypes 1 and 2) and organization-focused (as with Archetypes 3 and 4) implementation approaches

developed and discussed in this thesis. When different decision-making processes (i.e. centralized versus decentralized) are considered in light of these two approaches, the resulting 2 x 2 encompasses the four archetypes.

Figure 16: Different Approaches to Implementation of Cross-sector Socially-Oriented Collaborative Strategies

		Decision-Making System	
		Centralized	Decentralized
Implementation Approach	Domain-focused	Archetype 1: Implementation through Joint Projects	Archetype 2: Implementation through Partner Organizations
	Organization-focused	Archetype 3: Implementation through a Focal Organization	Archetype 4: Informal Implementation

When considered in light of decision-making systems, Archetype 1 enables collaborative decision-making, which ensures all issues are addressed and new organizations are brought in as needed. The joint projects enable creativity and they provide an opportunity for organizations to interact and to brainstorm solutions together. The trade-off with this archetype is that it reduces an individual organization's autonomy (in relation to choosing implementation actions).

Archetype 2 allows for decentralized (autonomous) decision-making by each organization while also pursuing a domain-focused approach. This archetype speeds up organizational-level decision-making by providing a menu of choices. It is likely to lead to overlapping activities and commitment by individual organizations to only a portion of the collaborative goals (by design). This archetype has tradeoffs, as it does not guarantee that the key organizations will become engaged on the relevant topics.

Archetype 3 represents an organization-focused approach, while centralizing the decision-making in one focal organization – typically a municipal government. This archetype eliminates the involvement of other organizations in the decision-

making about actions to take, thereby allowing the focal organization to retain autonomy and control. It also ensures that responsibility for implementation is held by the focal organization. The trade-off is that it reduces the information that flows to other organizations, as well as their commitment to implement (and fund the implementation of) the collaborative strategic plan. With the addition of joint project(s), however, it is possible to work towards some goals collaboratively. There remains a risk that organizations enrolled into joint project(s) will not work towards the collaborative goals, and therefore either drift from the collaborative vision and/or not engage in collaborative strategy renewals. There is also a risk that only portions of the collaborative strategy will be implemented.

Archetype 4, with decentralized decision-making and an organization-focused approach is generally problematic for collaboration; this is especially true for collaborative strategies with long time frames. The advantage of this approach is that multiple organizations are implementing, they retain autonomy over decisions, and the implementation cost is part of their existing budgets. While having decentralized decision-making allows for more organizations to engage than in Archetype 3, there is no centralized mechanism to invite more organizations to officially become involved in implementing the collaborative strategy, so it is limited to the organizations involved from the start. There is also a risk that only some topics of the collaborative strategy will be implemented, those topics which fall within the partner organization mandates.

There are advantages and disadvantages to these approaches. Adoption of an organization-focused rather than a domain-focused approach is likely linked to cost and budget considerations: while ultimately it is likely less expensive for a focal organization to follow a domain-focused approach and share costs of some processes (such as monitoring) collaboratively, this longer-term commitment and loss of complete ownership does not always fit current organizational budgeting procedures. Adoption of a decentralized rather than centralized approach is likely

linked to autonomy considerations: opting for decentralized decision-making allows for more organizational autonomy.

While section 9.3 of this thesis provides a deeper discussion on the advantages, disadvantages and trade-offs of the different archetypes in more detail, this discussion highlights the two broad approaches to implementation (domain-focused and organization-focused). When these are combined with two different approaches to decision-making, four basic options regarding implementation approaches result, and these map neatly to the empirically-derived typology of implementation structures developed in this dissertation. Findings from this dissertation therefore indicate that choices made regarding implementation approach and decision-making affect the ability to achieve specific organizational outcomes, and the potential to achieve plan outcomes.

The next section considers the relationship between structure and outcomes.

10.2 Structures and Outcomes

The second research question was:

> *RQ2: What are the advantages, disadvantages and tradeoffs of different structures for implementing collaborative regional sustainable development strategies?*

A detailed response to this second research question is presented in Section 9.3 of Chapter 9. This section considers the implicit theoretical research question regarding the role of structure for achieving outcomes in CRSDS and more generally, in cross-sector collaborations. Section 10.2.1 discusses the outcome types determined from both the literature and the empirical analysis. Section 10.2.2 then presents the relationship between the archetypes and the organizational outcomes, followed by section 10.2.3 on key features of CRSDS structures for achieving both plan and organizational outcomes. Section 10.2.4 provides a summary of theoretical contributions.

10.2.1 Outcome Types Revisited

Until recently, there was little focus on outcomes in the collaboration literature, other than process outcomes (Turcotte & Pasquero, 2001) – "Despite the prevalence of inter-organizational relationships, or IORs, in organizational life and despite the vast amount of research that has been conducted on the topic ... there is considerable confusion over exactly what outcomes are actually achieved" (Provan & Sydow, 2008: 691) – yet multiple outcome types are emphasized in the sustainable development literature (Dalal-Clayton & Bass, 2002). Section 3.3.1 of this dissertation presented five distinct types of outcomes which can be expected and assessed in cross-sector collaborations, drawing from three different bodies of literature: 1) plan outcomes; 2) action outcomes; 3) process outcomes; 4) organizational outcomes; and 5) personal outcomes. This conceptual synthesis represents a contribution on its own, by combining insights from the collaboration literature with those from the strategic management and sustainable development literatures. Bringing these literatures together allows for a better understanding of the results of a CRSDS or any social partnership. It also provides a framework for researchers to distinguish between different types of outcome(s) they may be studying and drawing conclusions about. These findings thus respond to the call from Starik and Heuer (2002) for more research on strategic evaluation; and Googins et al.'s (2000) call for more research on how to measure the results of collaboration.

Success of a partnership can be evaluated against expectations for any number of these five types of outcomes, depending on the perspective of the evaluator. Thus organizations involved in a collaboration may choose to develop indicators based on more than one type of outcome both for themselves and for the partnership. Plan outcomes tend to refer to collaborative results; action and process outcomes can refer to collaborative and/or organizational results; while organizational and personal outcomes are relevant to specific organizations and individual members therein respectively. As was found during this study, it is easier to empirically evaluate organizational outcomes, followed by some plan outcomes, and then

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process outcomes. Personal and action outcomes have the potential to vary significantly between cases, though research designs could be developed to study these as well. The ease of measuring certain outcomes as compared to others might explain why a recent article on international joint ventures found that much of the existing research has focused on exploring relationships between individual organizations (and thus emphasizing organizational outcomes) rather than on exploring relationships between individual organizations and the partnership as a distinct entity (Ren et al., 2009). .

Another contribution stems from the empirical study – the identification through inductive analysis of seven key organizational outcomes, which are re-presented in Table 69.

Table 69: Seven Categories of Organizational Outcomes

Organizational Outcome	Explanation
Built Relationships	Networked, engaged stakeholders, built community, engaged the community, etc.
Gained Knowledge	Communicated, shared information, learned, obtained new ideas, changed perspectives, built awareness, provided a vision, increased employee satisfaction, etc.
Accessed Marketing Opportunities	Increased respect, increased visibility, created sponsorship opportunities, increased recognition, gained publicity, etc.
Made Progress Toward Sustainability Goals	Influenced change, furthered organizational goals, furthered mutual goals, had more voice, etc.
Accessed Business Opportunities	Increased program funding, provided growth opportunity, etc.
Experienced Increased Resource Demands	Increased taxes, increased workload, demanded staff or volunteer time, increased need for more money for programs, created new challenges, reduced flexibility, etc.
Made Internal Structural Changes	Built capacity, stimulated new departmental structure, created new programs, created new joint initiatives, added reporting, etc.

This empirical contribution clarifies what an individual organization can hope to achieve by engaging in collaborative regional sustainable development strategies specifically; and with the exception of the organizational outcome "Made Progress Toward Sustainability Goals" is likely generalizable to what partners can expect from cross-sector collaborations more generally. Those collaborations addressing a social problem other than unsustainable development could,

however, easily alter this particular organizational outcome to reflect making progress towards some other collaborative goal.

Of these seven organizational outcomes, gained knowledge (or learning) has had considerable attention in the collaboration literature (Hardy et al., 2003; Huxham & Hibbert, 2004, 2007). It was the most commented organizational outcome in all four in-depth cases, so it would appear that it deserves this attention. While the different attitudes of the interviewees who gained or shared knowledge were not specifically analyzed in this study, the comments suggest that this knowledge was not the same for all partners, but also depends on which issue is considered, as is suggested by Huxham and Hibbert (2004, 2007). Likely structures facilitate one type of learning over another, for example Archetype 3 has little opportunity for sharing for most of the partners, and this was mentioned as a disadvantage of the archetype by some interviewees. Each of the archetypes has different communication systems and opportunities for the partner organizations to network, so it depends on the archetype whether partners can easily receive information aggregated across the collaboration or not (as is the case in only Archetypes 1 and 2), and whether partners can easily share information on sustainability issues.

These empirical findings on organizational outcomes can also be considered in relation to the literature on organizational drivers for engaging in cross-sector collaborations. Unlike Austin (2007), whose conceptual work theorized that the motivators for business are different than those for NGOs, this study did not find significant differences between organization types (business, NGO, government, academia, and trade associations) on their actual organizational outcomes, when considered across archetypes. This study found that there were organizational outcomes related to Austin`s (2007) categories of values, business-opportunity (including funding)[739], capabilities, and mission. What is missing from Austin's

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[739] This dissertation combines business-opportunity and funding into one category, as funding is an NGO's or university's business opportunity.

framework, yet which was apparent in the in-depth cases as one of the organizational outcomes, was a driver related to building relationships. Perhaps because this is a means to building capabilities or accessing business opportunities, and also is linked to reducing risk; from the perspectives of the interviewees in this study, it was certainly a driver on its own. The implication of this finding is that subsequent literature on motivations for cross-sector collaborations, especially if it is for practitioners, should include 'building relationships' as a motivating factor.

The organizational outcomes can be grouped into two categories; one related to gaining (or losing) resources (i.e., resource-centric), and the other related to the social problem (i.e., sustainability-centric). Four of the organizational outcomes - built relationships, gained knowledge, accessed marketing opportunities and accessed business opportunities – focus on gaining resources for the individual partner organizations. One of them – experienced increased resource demands – is about resource losses or expenditures by a partner organization.

> Taking a rather cynical view, one might assume that businesses always try to protect their own market, NGOs are constantly scouting for funding, and governments – if they have joined partnerships – see their participation as an opportunity to shift some of the responsibilities onto other shoulders. Yet this is definitely not the angle taken in the partnership literature. The different rationalities of the partners are amply recognized, though not as obstacles. In fact, they are seen as opportunities. (Glasbergen, 2007b: 6)

The cynical view presented in above quotation was not observed during this study. Instead, as was also noted in the above quotation, the cross-sector nature of the collaboration was seen by interviewees as an advantage. While interviewees critiqued their structure, and sometimes also the engagement of others, they did not critique the motives of others in these voluntary initiatives.

The last two organizational outcomes – made progress toward sustainability goals, and made internal structural changes – are linked to the social problem itself; the former for furthering the issue-based goals at the domain level, and the latter for furthering the issue-based goals through organizational structural changes. These

last two organizational outcomes corroborate the literature which suggests that social change will be achieved through organizations making internal changes (Jennings & Zandbergen, 1995; Starik & Rands, 1995) and also by carrying out their role in society with reference to this social goal (Gladwin et al., 1995).

10.2.2 Structures and Outcomes Revisited

In Chapters 7 and 8, the organizational outcomes and the plan outcomes, were considered in relation to the four in-depth cases, each representing one archetype. Tentative conclusions were drawn as to the relationship between the archetypes and the seven organizational outcomes; but the data did not permit conclusions about the relationship between the archetypes and the two plan outcomes considered (GHG emissions and air quality). For convenience, the following table re-presents the analysis from Chapter 9, Section 9.3.1 regarding the organizational outcomes.

Table 70: Main Organizational Outcomes for each Archetype

Organizational Outcome	Archetype 1 – Implementation through Joint Projects	Archetype 2 – Implementation through Partner Organizations	Archetype 3 – Implementation through Focal Organization	Archetype 4 – Informal Implementation
Built relationships	Y		Y	
Gained knowledge	Y	Y	Y	Y
Accessed marketing opportunities	Y			Y
Made progress toward sustainability goals	Y	Y	Y (when joint projects exist for the issue)	Y (for issues which match partner mandates)
Accessed business opportunities				Y
Experienced increased resource demands	Y			
Made internal structural changes	Y	Y		

Y = Yes, this organizational outcome was achieved through this archetype

While this is an exploratory study with four in-depth cases, and therefore has limits to generalizability, the relationship between archetypal structures and

organizational outcomes (as shown in the table above) nonetheless suggests a series of implications which could be further developed and explored in subsequent research. This table was discussed in Chapter 9, but more can be stated here in relation to the two types of organizational outcomes; the resource-centric versus sustainability-centric types. Archetype 1 allows partners to both gain (and lose) organizational resources, and make progress toward sustainability goals (both at the domain level and through their own organization). Archetype 2, is instead focused on furthering sustainability (both at the domain level and through their own organization), and does not provide much incentive for gaining resources other than knowledge. Archetype 3, when joint projects exist, allows for two types of resources to be gained (relationships and knowledge), and for domain level sustainability to be furthered. Archetype 4 enables three resources to be gained (knowledge, marketing opportunities, and business opportunities) with no losses, and enables furthering of issue-based goals on the issues which match the partner mandates (at the domain level). These findings are likely transferable to any cross-sector social partnership which fits one of the archetypes.

A collaboration article which considers the relationship between structure and outcomes is that of Hardy et al. (2003) (see Section 3.3.2 of Chapter 3 for more details). What was found in this dissertation, compared to the study by Hardy et al. (2003), is that communication can be formal or informal and still lead to gained knowledge, though this study supports their findings that external communication is necessary for increasing the organizations' influence on their domain. While all the archetypes can potentially make progress towards issue-based goals, Archetypes 3 must meet the condition of having joint projects and for Archetype 4, partners only work on issues which match their mandates. In terms of Hardy et al.'s (2003) proposition regarding acquiring distinctive resources for individual partner organizations (specific organizational outcomes such as learning), this study found that depending on the resource to be acquired which archetypes are best suited for this purpose.

The main contribution is illustrating that the archetypal structures do differ in terms of leading to specific organizational outcomes. So, those who design collaborative implementation structures need to consider what are the driving motivations of partners and which are the outcomes they desire to achieve; while those who research organizational outcomes from collaboration need to pay more attention to the role of structure and to do so using a configurational approach because it is not just one structural subcomponent which contributes to an outcome, but rather a whole configuration.

10.2.3 Key Features of CRSDS Implementation Structures for Achieving Organizational and Plan Outcomes

While this study is interested in the relationship between archetypal structures and outcomes, the literature review (Chapter 3, Section 3.3.2) provides some insights into whether and how specific structural subcomponents might influence plan and organizational outcomes. In addition, Chapter 7, Section 7.3, presents an analysis of key subcomponents for achieving organizational outcomes; while Chapter 8, Section 8.3, presents an analysis of key subcomponents for achieving plan outcomes with respect to the specific issues of GHG emissions and air quality. Table 71 summarizes the findings in the literature and from this study's empirical analyses.

Table 71: Summary of Literature on the Relationship of Subcomponents to Outcome Types

Component	Subcomponent	Organizational Outcomes (from the literature - Chapter 3)	Organizational Outcomes (from the study - Chapter 7)	Plan Outcomes (from the literature - Chapter 3)	GHG Emissions Plan Outcomes (from the study - Chapter 8)	Air Quality Plan Outcomes (from the study – Chapter 8
Partners	Number of Partners		Made progress toward sustainability goals; experienced increased resource demands		For reaching a critical mass	For reaching a critical mass
	Key Partners	Huxham & Hibbert, 2004		Huxham, 1993	For inclusion of major emitters and researchers	For inclusion of major emitters, government and researchers
	Engagement	Brews & Hunt, 1999 Daft & MacIntosh, 1984 Hardy et al., 2003 Huxham & Hibbert, 2004 Pinto & Prescott, 1990 Rotheroe et al., 2003				For involvement of organizations on this issue through the voluntary approach
	Lead Organization(s)		Made progress toward sustainability goals			
Implementation Forms	Full Partnership Level	Hardy et al., 2003 Huxham & Hibbert, 2004 Waddell & Brown, 1997	Built relationships; gained knowledge		For identifying missing implementing organizations and enable networking	For networking

	Joint Project(s) Level		Built relationships; gained knowledge; experienced increase resource demands		Formal - for setting short-term actions and ensuring major emitters are involved; and Informal interactions - for sharing success stories and coordinate initiates	For setting and taking short-term actions; for sharing resources and creating efficiencies between partners; and for sharing success stories and coordinate initiates
	Individual Partner(s) Level	Hardy et al., 2003	Accessed business opportunities; accessed marketing opportunities; experienced increased resource demands; made internal structural changes		For taking action – particularly major emitters and other relevant implementing organizations	For taking actions
Processes	Decision-making	Huxham & Hibbert, 2004 Mintzberg, 1979 Ring & Van De Ven, 1994	Furthered issue-base goals; experienced increased resource demands		For deciding to take and continue taking actions	
	Communication & Information	Hardy et al., 2003 Huxham & Hibbert, 2004	Gained knowledge; accessed marketing opportunities		For ensuring networking and ensuring it reaches a critical mass	For inspiring partners to engage even if they are a 'minor' emitter
	Monitoring & Evaluation		Made progress toward sustainability goals; experienced increased resource demands; made internal structural changes	Huxham & Macdonald, 1992	For monitoring progress and allowing adjustments	For monitoring progress and allowing adjustments

In terms of organizational outcomes, the empirical findings echo the literature for the most part. The literature also focuses on the depth and scope of the engagement of the organization with the collaborative strategy implementation as being relevant, while this study did not analyze for that. The empirical findings for this study did, however, also indicate that the number of partners, the lead organization, the form at the joint project(s) level, and monitoring & evaluation are also related to one or more organizational outcome.

This study also identifies, for CRSDSs, the key structural subcomponents which determine effectiveness of the partnership for achieving plan outcomes, a topic which Biermann, Mol and Glasbergen (2007) identified as understudied. As can be seen from the table, the inclusion of key partners and the presence and nature of monitoring & evaluation processes were identified as affecting plan outcomes in both the literature and this study (for both GHG emissions and air quality). The empirical findings from this study also show that the number of partners, the forms at the full partnership, joint project(s), and individual partner levels, and presence and nature of communication & information processes are all also relevant for both GHG emissions and air quality plan outcomes. In addition, engagement was identified as relevant for achieving air quality plan outcomes, and decision-making for GHG emission plan outcomes.

For collaboration researchers, one contribution of this study is that it highlights that those features which are 'success factors' for the formation and formulation stages are not necessarily the same as for the implementation stage. While Gray (1985) considers different facilitating conditions at different stages, she does not explicitly articulate the relevant outcome types for the success factors identified. Most collaboration articles consider success factors of collaborations with an implicit focus on the formation stage and on process outcomes yet, while these are important, for some partners organizational outcomes and/or plan outcomes are equally important.

As there is a wide diversity of partnership types, and they have been created for different purposes (from disseminating information to capacity building to strategy implementation), it is difficult to generalize about outcomes (Biermann, Mol, & Glasbergen, 2007b). Still, this study furthers understanding of the cross-sector partnership implementation and outcomes by showing that the structure does matter for achieving outcomes, and that choices regarding some subcomponents are more important for plan outcomes than for organizational outcomes.

10.2.4 Summary of Theoretical Contributions

An implicit research question of this study concerns building theory about the role of structure in shaping outcomes during the implementation phase of a CRSDS, and, more generally, of cross-sector collaborations. By bringing a strategic management lens to collaboration theory, the gap in existing literature about implementing collaborative strategies became evident. This dissertation addresses that gap, in particular by considering the implementation of collaborative regional sustainable development strategies.

By focusing on CRSDS, this study furthers understandings about collaborations which have a distinct formulation and implementation phase, typically beginning with the formulation of a collaborative strategic plan. The findings of this empirical study show that the structure put in place during implementation can differ significantly from the structure put in place during formulation, and therefore should be considered separately. Analysis of the census findings indicate that the various subcomponents of these implementation structures actually cohere around seven different subcomponents into four archetypal structures, thus demonstrating the importance of considering subcomponents of structure from a configurational perspective. The archetypes are: 1) Implementation through Joint Projects; 2) Implementation through Partner Organizations; 3) Implementation through a Focal Organization, and 4) Informal Implementation. The archetypes

themselves, while developed through a study on CRSDS, are likely applicable to any cross-sector collaboration which is ongoing (i.e., not temporary), has a large number of partners, and in its implementation phase (in particular, following the formulation of a collaborative strategy).

By focusing on CRSDS, this dissertation also furthers our understanding of collaborations with a large number of partners and with a long-term vision in their collaborative strategic plans. In particular, structures involving a large number of partners are more complex than those theorized in most of the literature, and may include an additional level at which implementation can occur (joint project(s) in which a sub-set of partners work to implement a portion of the collaborative strategic plan). Important processes (decision-making, communication, and monitoring) may be put in place at any of the three levels (full partnership, joint project(s), or individual partner), depending on the archetypal structure. This dissertation study's findings also indicate that the long-term nature of the collaborative strategy implies that more formalized systems are needed to ensure monitoring, to ensure renewal, and to enable new partners to engage; and that monitoring, in particular, requires more attention within cross-sector collaborations as it is critical for evaluating outcomes and for making necessary adjustments.

As part of this study, a novel framework was developed for characterizing collaborative implementation structures in terms of three components: partners, forms and processes. This framework represents a contribution to the collaboration literature, developed with insights from the strategic management literature; and provides researchers with a comprehensive set of subcomponents to consider when they study collaborative implementation structures.

In addition, two broad approaches to implementation of a cross-sector social-oriented collaboration were proposed (domain-focused v. organization-focused). These were combined with two different approaches to decision-making

(centralized v. decentralized) to yield four "ideal types" of implementation approaches; and these mapped neatly to the four structural archetypes empirically derived by considering a larger set of structural subcomponents, i.e., using a configurational approach.

The archetypes developed through this study were also considered for their relationship to outcomes. In order to do this, first different types of outcomes were identified; these are: 1) plan outcomes, 2) action outcomes, 3) process outcomes, 4) organizational outcomes, and 5) personal outcomes. By providing researchers with different types of outcomes to consider, it allows for clarification in subsequent studies as regards the specific outcomes being theorized and in terms of which success factors; simply put, the relevant factors which lead to "success" depend on the type of outcome being considered, i.e., how success is defined. This is not, nor likely will it ever be, an easy question.

As part of this study, the organizational outcomes were further considered, and seven types of organizational outcomes were determined. Five of these are resource-centric outcomes (i.e., relate to gaining or losing resources for the partner organization): 1) built relationships; 2) gained knowledge; 3) accessed marketing opportunities; 4) accessed business opportunities; and 5) experienced increased resource demands. These are likely applicable to cross-sector collaborations in general, and can be invoked when considering what motivates an organization to engage in a cross-sector partnership. The other two organizational outcomes are sustainability-centric ones (i.e., they are directly related to the social problem being addressed through the collaborative strategic plan): 6) made progress towards sustainability goals; and 7) made internal structural changes. These are also applicable to cross-sector social partnerships (or collaborations) in general. This study found that different archetypal structures shaped which organizational outcomes are achieved by organizations involved in a partnership. In other words, there are advantages, disadvantages and trade-offs embedded in each archetype when considering the achievement of organizational outcomes.

In terms of plan outcomes, the findings of this study did not show a relationship between archetypal structures and plan outcomes, when considered for both greenhouse gas emissions and air quality plan outcomes. Instead, the findings show that specific features of the CRSDS implementation structure are key to achieving plan outcomes regardless of archetype, but that certain structures more easily include these specific features.

A number of practical contributions - which suggest additional theoretical contributions to the sustainable development literature (as opposed to the collaboration literature) - are discussed later in this chapter, in section 10.4.

10.3 Limitations and Directions for Future Research

As with any study, there are limitations built into the research design; these provide guidance as to possible directions for future research. For example, the design focused on the partnership and its partners. While this analysis went further than previous studies, it still excluded organizations within the domain yet outside the partnership which may have also influenced the achievement of plan outcomes. A study at the domain level, including the partners, partnership, and non-partners, might show additional key features for achieving plan outcomes. Complementary to this, a study of implementation at the organizational, joint project(s) and full partnership levels, which goes much deeper into the organizational-level implementation, would allow for a much better understanding of the linkages between these three levels of implementation in relation to achieving outcomes.

Another limitation of this study is that all of the cases are from Canada. This may limit their applicability to First Nations communities within Canada, to regions outside of Canada (especially to regions with nationally mandated LA21s), to

regions embedded in different political contexts (such as China), or to regions embedded in different economic contexts (such as most developing world regions). While generalizability of any study using cases is limited, these Canadian cases offer a wealth of information about different structures. Future research involving cross-country comparisons of CRSDSs would enable further generalizations. An international survey of CRSDSs using the framework for characterizing structure developed in this dissertation research could validate or nuance the findings of this study; and confirm or repudiate its generalizability to other contexts.

This study was limited to multi-organizational, cross-sector, social-oriented collaborations with a CRSDS. The framework and findings regarding archetypes and their relationship to outcome types could be tested for other multi-organizational, cross-sector, social-oriented partnerships. For example, a comparative study of another domain which also has multi-organizational, cross-sector, social-oriented partnerships (such as health, education, or poverty reduction) would confirm, repudiate or nuance the findings across domains. Because cross-sector partnerships in the developing world are increasingly common (Lund-Thomsen & Reed, 2009), and many of these focus on sustainable development (Glasbergen, 2007b), the findings from this study could be compared with those from studies of other countries. In addition, as has been mentioned by others recently (Dorado, Giles Jr., & Welvh, 2008; Provan & Sydow, 2008), much more research is needed on outcomes and – related - on the monitoring systems put in place when implementing collaborative strategies.

In addition, this study considered archetypes, but not their change over time (including failure). Conceptions of time, time horizons, and longevity of cross-sector partnerships is an area with recent attention, and numerous calls for more research (Clarke & Erfan, 2007; Cropper & Palmer, 2008).

More could also be learned about outcome type by organization type. Now that seven general categories of organizational outcomes have been induced through this research, and more information about plan outcomes exists, a quantitative survey could be used to learn more about different types of partners, their motivations for engagement and their results. In particular the engagement of different size and types of business partners could be considered much more in depth as large companies have been seen as having their own sustainability agenda which becomes renegotiated as it is implemented at the local level (Turcotte, Clegg, & Marin, 2007). On the whole, there is much more to learn about collaborative strategy implementation.

10.4 Practical Contributions

Besides the structures and the relationship between structures and outcomes, there have been a number of other practical contributions developed through this study. This section discusses the degree of interdependence with which organizations must cope in different archetypes in section 10.4.1, criteria for evaluating CRSDS implementation structures for achieving plan outcomes in 10.4.2, and provides a summary of practical contributions in section 10.4.3.

10.4.1 Degree of Interdependence among Organizations in Different Archetypal Structures

As was shown in Chapter 5 (Section 5.3.6), the four archetypes do fall along a continuum based on the degree if interdependence between the partner organizations. As a reminder, the figure is represented below.

Figure 17: Degree of Interdependence of the Four Archetypes
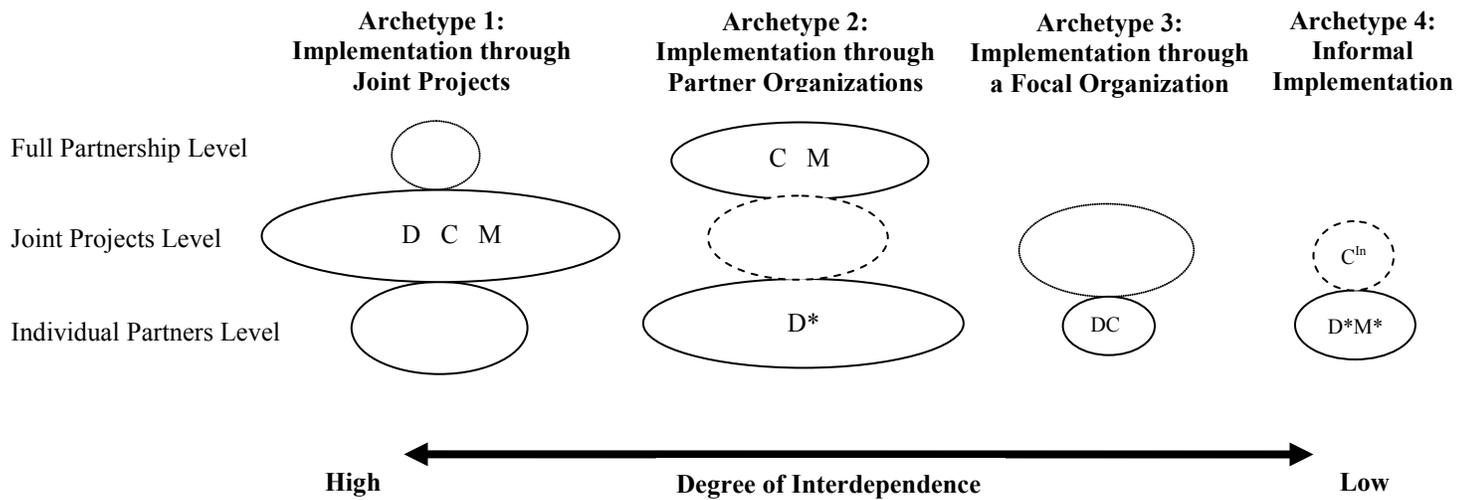
| | Archetype 1: Implementation through Joint Projects | Archetype 2: Implementation through Partner Organizations | Archetype 3: Implementation through a Focal Organization | Archetype 4: Informal Implementation |

D = Centralized Decision-Making
D* = Decentralized Decision-Making
C = Formal Communication
C^{In} = Informal Communication
M = Centralized Monitoring
M* = Decentralized Monitoring

———— = formal entity
- - - - - - - = informal interactions
·················· = formal, informal, or none (any form is possible)

size of the oval = number of potential partners at this level

During the formulation, most of the cases in the census had a formal partnership and/or joint project form (25 / 29), and the remaining four had informal interactions at the full partnership level. For the implementation phase however, only 12 / 29 fit into Archetypes 1 or 2, and generally with a different structure than they used during formulation. This raises the question as to why the change occurs.

In essence, the reasons partner organizations engage in formulation and implementation within cross-sector collaborations are not always the same, and so their commitment level may change from one stage to the next, as may their desire to make decisions autonomously. It is one thing to voluntarily collaboratively create a vision and goals together, but quite another to be subjected to collaborative decisions on implementation actions to be pursued by your organization; for many organizations they desire to retain control over

decision-making for implementation, which is why three of the archetypes have decentralized decision-making. The tension – indeed, dilemma – between autonomy and accountability is inherent in collaborations (Huxham, 1996). In addition, the role of communication and monitoring systems changes notably between stages, which has implications for the obligations of partner organizations. Archetypes 1 and 2 retain collaborative communication and monitoring processes, while Archetypes 3 and 4 do not. The fundamental difference in interdependence between Archetypes 3 and 4 is the sharing of responsibility. For Archetype 3, one focal organization takes responsibility, and becomes interdependent with other organizations on an 'as needed' basis through issue-based joint projects. For Archetype 4, more organizations may be involved in implementing, but at the same time have no interdependence with each other; they implement within their own mandates as it suits them. So it is not unsurprising that some organizations may re-think their involvement as the collaboration moves from the formulation to implementation stage; different organizations may have different preferences regarding the tolerability of interdependencies related to their activities depending on which sustainable development issue is being addressed.

There are a number of continuums of community engagement which consider the interdependence from the perspective of a partner organization (Bowen, Newenham-Kahindi, & Herremans, 2008), though these do not separate out the implementation structure or the length of its expected continuity (i.e., temporary versus ongoing). As with this continuum, the categories in the literature range from least to most involved.

> "Despite the wide variety of perspectives from which community engagement
> is approached … there are striking commonalities across different versions of
> the continuum. All note increasing levels of community engagement from
> one-way information sharing, through two-way dialogue and collaboration to
> community leadership or empowerment" (Bowen et al., 2008: 12).

Bowen et al. (2008) offer their own continuum as a synthesis of the literature; they show increasing community engagement as relations move from transactional engagement to transitional engagement to transformational

engagement. Archetypes 3 and 4 would be examples of transactional engagement, as the focal organization(s) retain control over the engagement process, and benefits are separately accrued by each partner. Archetype 1 more or less corresponds to transformational engagement, in that control over the engagement process is shared, and all partners benefit jointly from being involved. Bowen et al, (2008) state that transformational engagement is only possible with a small number of partners, but the Whistler2020 example of Archetype 1 clearly shows that it is also possible with a large number if the structure allows for more intimate interactions (as happens in the joint projects). One of the indicators of transformational engagement is the creation of a shared organizational language, a point which was emphasized by interviewees in the Whistler2020 case. While it is perhaps the nature of a smaller region, and not the frequency of interactions that results in trust in the Whistler 2020 case, the learning in this archetype is definitely jointly created, and the implementation shared. Archetype 2 is what Bowen et al. (2008) would call transitional. The frequency of interaction (for most of the partners) is repeated and communication is two-way. The individual partners retain control over their own implementation decisions. For the lead organizations and those involved in the steering committee, their experience is transformational engagement, but for the others involved in the partnership, they are more transitionally engaged.

The findings of this study show that it is possible for the same collaboration to have more than one type of engagement built into its structure at different levels; this is especially true for larger collaborations with more complicated structures. Also, it is the structure that enables the type of engagement. This study also shows that interdependencies can be created through different forms and processes, i.e., are not limited to interaction through meetings or communication. Finally, this study also adds - as was called for by Bowen et al. (2008) in their recognition of a shortcoming in the existing literature - a clarification of the relationship between different structural archetypes and outcomes.

10.4.2 Building Practical Criteria for Evaluating CRSDS Implementation Structures for Achieving Plan Outcomes

All of the 27 cases from the census (Chapter 5) met the collaborative regional sustainable development strategy criteria for their formulation structures, but differences between structures used for formulation and implementation uncovered by this dissertation research raise questions regarding what constitute appropriate criteria for evaluating implementation structures. The Local Agenda 21 criteria provide some guidance. As described in Chapter 2, in order to qualify as Local Agenda 21, a CRSDS must have a roundtable, stakeholder group, or equivalent multi-sectoral community group to oversee the process; it must have indicators to monitor the process; and it must establish a monitoring and reporting framework (ICLEI, 2002a). The findings of this study show four different archetypes that all resulted from regions which met the formulation criteria; yet, they do not all necessarily continue to involve the partners in the implementation, nor do they necessarily implement a formal monitoring process. Only Archetypes 1 and 2 continue to meet the criteria of a Local Agenda 21 during their implementation phases.

The plan outcome findings from this study show that moving towards collaborative goals requires more than just collaborative oversight, indicators and monitoring. Additionally, sufficient and appropriate partners must be engaged to reach the critical mass necessary for implementing actions relating to particular issue areas (e.g. these must include the major emitters for the voluntary GHG issue). Arrangements at the full partnership level are needed to provide an opportunity to organizations to network with one another and to identify missing partners. Implementation at the level of individual partners is also needed. It was also found that the communication and information systems help - they further networking - and that monitoring was indeed necessary to allow for adjustments.

Assuming the main intention of the CRSDS is to achieve plan outcomes, and not other organizational outcomes, potential criteria for evaluating CRSDS implementation (as developed in Chapter 8) would be that the implementation structure:

1. Engages key organizations from different sectors, and/or has a mechanism to identify them and add them;
2. Has collaborative form(s) to oversee the process, and also allows for networking between organizations;
3. Has individual organizations implementing within their own organizations;
4. Has a communication system that exists to further networking; and
5. Has a monitoring system that exists, including both state and action indicators, which also allows for adjustments to be made to the implementation actions, and renewal to be made to the collaborative strategic plan.

These are similar to the three criteria for the Local Agenda 21 (ICLEI, 2002a), but are slightly more inclusive as they allow for informal oversight. They also highlight the importance of networking for achieving plan outcomes, and the importance of many organizations engaging in the implementation. There already exist detailed guides for practitioners on developing cross-sector collaborations; and these typically recognize the need to engage new members as the collaboration evolves, to encourage changes in the organizational-level policies and practices, and to put in place decision-making and monitoring processes (see, Himmelman, 1996, for example). These guides often place less emphasis on networking (and therefore the importance of the structure creating networking opportunities) but this emerged in this study as of fundamental importance.

10.4.3 Summary of Practical Contributions

For organizations considering undertaking a CRSDS, there is an interest in knowing which structure is appropriate for achieving their desired implementation outcomes. Though there is a definite challenge in creating an effective and replicable approach to collaborative regional sustainable development strategies because context is so important (Selman, 1998), the findings from this dissertation as to the advantages, disadvantages and tradeoffs of different structures for achieving different outcome types (in Chapter 9) provide important considerations

for practitioners deliberating about how to implement their CRSDS. Indeed, it is likely that the findings in Chapter 9 are more generally applicable to cross-sector collaborations with a social purpose which are implementing a collaborative strategy and engaging multiple partners.

While some partners may be most interested in achieving specific plan outcomes, others may be equally interested in certain organizational outcomes. A structure that facilitates the achievement of desired outcomes for a range of partners can provide incentives for organizations to participate. For example, if the main outcomes of interest are the implementation outcomes, then Archetype 1 meets all the criteria (as outlined in Table 67). Archetypes 2 and 3, if designed with these criteria in mind, may also be used to achieve collaborative goals (i.e., plan outcomes). While Archetype 1 is the obvious choice if the only consideration was plan outcomes, there are other practical considerations which may influence a practitioners decisions. For example, the autonomy of decision-making may be very desirable, leading a practitioner to prefer the other three archetypes. Or, there may be challenges in getting permission to put financial resources towards a domain-focused approach, which would lead a practitioner to choose Archetype 3 or 4. These two practical considerations were also discussed in Chapter 9. If the main outcome of interest to the partners is networking, then any of the archetypes would work to achieve this organizational outcome.

In Chapter 10, the degree of interdependence among organizations in different archetypal structures was discussed. Different structures lead to different organizational outcomes, and to different possibilities in achieving plan outcomes. As Bowen et al. (2008) note, the more interdependence, the more opportunity for transformational engagement and shared benefits. This study shows that archetypal structures vary on interdependence of a number of different subcomponents, from decision-making, to monitoring, to communication, to the forms (i.e., arrangements).

In addition, specifically for CRSDS, this dissertation develops a list of five criteria which can be used to evaluate CRSDS implementation structures. In particular, these evaluation can be used to evaluate Local Agenda 21s internationally or Integrated Community Sustainability Plans (in Canada). While there are many more potential features of an implementation structure which might be considered, these five criteria are especially important for achieving plan outcomes.

In terms of the four in-depth cases, this research provides them with information on their structure in comparison to others. While no recommendations are explicitly included, the findings could easily be used as the basis for self-reflection. In addition, this study includes findings that could be useful to the support organizations when considering the content of their support tools. For example, a number of the support organizations (such as The Natural Step, or the International Centre for Sustainable Cities) work with regions on formulating their collaborative strategies. This research suggests that they should consider the implementation approach and structure during the formulation phase. The findings here include options which the support organizations can share with the regions they are working with. It could even be possible to create a collaborative implementation structure for a non-collaborative strategic plan, although it would be better if the content of such a plan was regional (i.e., community-wide) and not limited to the focal organization's jurisdiction. In such circumstances, a renewal of the plan would need to be designed relatively soon into the implementation process to enable the partner organizations to participate in generating content. These implementation structures are also applicable to issue-specific collaborative strategic plans, such as 'community-wide' greenhouse gas strategies.

Another practical consideration of this research is that the results are a potential Canadian contribution to the international arena. For example, the census provides a snapshot of CRSDS in Canada; this information is relevant for the federal government's reporting to U.N. meetings, such as the World Urban Forum and the

Commission for Sustainable Development, on the implementation of Local Agenda 21s.

These practical considerations point to potential theoretical insights for scholars of sustainable development, urban planning, and corporate social & environmental responsibility; but exploring these is beyond the scope of this dissertation.

10.5 Conclusion

In summary, social problems can be too large for any one organization, and are increasingly being addressed through cross-sector collaborations. One of the approaches being taken is formulating and implementing a collaborative strategy; however, there is almost no literature on this approach, particularly when considering the implementation of the strategy. This dissertation addresses that gap and contributes to theory on collaborative strategic management, cross-sector social partnerships, interorganizational relations, corporate social and environmental responsibility, and sustainable development. This research may be of interest to three different groupings of people: firstly, strategists, planners, managers and other practitioners who are considering corporate sustainability and/or regional sustainable development; secondly, those facilitating the efforts of regions, such as governments, U.N. agencies, municipal associations, consulting firms, academics and NGOs; and thirdly, academics generally interested in partnerships, sustainable development, and/or collaborative strategy.

This dissertation heeds Noble's (1999) call for more research on strategy implementation; Selsky and Parker's (2005) call for further research on cross-sector social partnerships; Gladwin et al.'s (1995) call for greater attention to the operationalization of sustainable development; Biermann, Mol and Glasbergen's (2007) call for better understanding of both the relevance and effectiveness of

partnerships for sustainability; and urban planning scholars' call for more research on regional sustainable development strategy implementation (Counsell, 1998, 1999; Owens, 1994; Selman, 1998).

In conclusion, this dissertation makes both theoretical and practical contributions, and points to promising areas for future research. This study provides further insights into collaborative regional sustainable development strategies, collaborative strategic management, a collaborative implementation structure framework, four archetypal structures for implementation, two implementation approaches, five outcome types, the relationship between archetypes and organizational outcomes, key subcomponents for achieving plan outcomes, and the advantages, disadvantages and tradeoffs of the archetypes. Cross-sector social partnerships have the potential to help address complex problems; but realizing this potential requires a richer understanding of the implementation of the collaborative strategies they formulate. This dissertation contributes to this important ongoing conversation.

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Appendices

Appendix I – Canadian Sustainable Cities Programs and Tools

Org. Type	Name	Programs	Website	Tools
Municipal Associations	Alberta Association of Municipal Districts & Counties	Resources	http://www.aamdc.com/index.php?option=com_content&task=view&id=507&Itemid=455	ICSP Toolkit (note, optional partnerships in the implementation design only)
	Alberta Urban of Municipalities Association (AUMA)	Sustainability Planning	http://msp.munilink.net/	Municipal Sustainability Planning Guide (optional Community Advisory Group, which most have)
	Association of Municipalities of Ontario	ICSP	http://www.amo.on.ca/	ICSP Backgrounder (no mention of partnerships)
	Association of Yukon Communities	ICSP	http://www.ayc.yk.ca/completed-icsps.htm	ICSP Samples and Progress Reports. No specific tool. Promoting The Natural Step.
	Municipalities of NF and Labrador: Community Cooperation Resource Centre (NL)	Sustainable Communities	http://ccrc-mnl.blogspot.com/2007/12/merry-cooperationi-mean-christmas.html	Municipal Sustainability Self-Assessment Kit (SSAK) to be piloted in 2008. ICSPs due in 2009.
	Federation of Canadian Municipalities (FCM)	Sustainable Communities (including conference); InfraGuide; Green Municipal Funds	http://www.sustainablecommunities.ca/Home/	No specific ICSP tool; Best practices sharing through awards, database and conference.
	Union of British Columbia Municipalities	ICSP	http://www.civicnet.bc.ca/siteengine/activepage.asp?PageID=294&bhcp=1	Same tools as BC Government – ICSP backgrounder and program guide. (Allows for participation or collaboration approach.)
	Union des municipalités du Québec	Environnement (et développement durable)	http://www.umq.qc.ca/index.asp	Formations; Communiques; Mémoires; etc. (no specific tools)
	Union of Nova Scotia Municipalities	Municipal Sustainability Office	www.unsm.ca	No specific tool; best practice sharing.

Other NGOs	Bathurst Sustainable Development	Solar Programs; Energy Efficiency; Urban Transportation	http://www.bathurstsustainabledevelopment.com/	No sustainability planning tool.
	Built Green Society of Canada	Built Green Communities	http://www.builtgreencanada.ca/	Certification for community with all homes meeting standard
	Canada Green Building Council	LEED (Leadership in Energy & Enviro. Design) Certifications	http://www.cagbc.org/index.php	LEED for Neighbourhood Development (pilot)
	Centre for Indigenous Environmental Resources (CIER)	Building Sustainable Communities	http://www.cier.ca/building-sustainable-communities/current-initiatives.aspx?id=236	Comprehensive Community Planning Training Program (involves a community planning team)
	Centre québécois de développement durable (CQDD)	Planification en développement durable;	http://www.cqdd.qc.ca	Agenda 21 local
	Earth Charter	Community Sustainability Planning	http://www.earthcat.org/	Earth Charter Action Tool (EarthCAT)
	Fraser Basin Council	Sustainability Charter	http://www.fraserbasin.bc.ca/	Sustainability snapshot indicators
	Global Footprint Network	Ecological Footprint	http://www.footprintnetwork.org/	Footprint for Local Government
	International Centre for Sustainable Cities (ICSC)	Sustainable Cities: PLUS Network	http://www.icsc.ca/ and http://www.plusnetwork.icsc.ca/	Frameworks & Tools summary (2004); PLUS Planning Cycle (2007); Best practice sharing; Sustainable Planning and Design Essentials (SPADE); Adaptive Management Framework
	International Council for Local Environmental Initiatives (ICLEI) Canada	Local Agenda 21; Local Action 21; Cities for Climate Protection; Sustainable Procurement; Sustainability Management	http://www.iclei.org/index.php?id=611	Best practice sharing; Triple Bottom Line (TBL) Evaluation Tool; Operationalizing the Melbourne Principles; LA 21 Planning Guide (EU)
	International Institute for Sustainable Development (IISD)	Sustainable Communities	http://www.iisd.org/communities	The Community Sustainable Development Action and Knowledge Inventory (2005) tool
	International Organization for Standardization	ISO 14000 series	http://www.iso.org/	Environmental Management System

	Congress for the New Urbanism	Charter	http://www.cnu.org/	No specific tools; principles
	Pembina Institute (Consulting)	Sustainable Communities	http://communities.pembina.org/work/sustainability-planning	ICSP facilitating (no specific tool)
	Réseau québécois des villes et villages en santé (RQVVS)	Une stratégie de développement durable	http://www.rqvvs.qc.ca	L'Agenda 21 local; Atelier de vision stratégique
	Smart Growth Canada Network	Smart Growth	http://www.smartgrowth.ca/home_e.html	Smart Growth Principles; in BC – Smart Growth on the Ground
	The Natural Step (TNS)	TNS for Communities; Atlantic Canada Sustainability Initiative (with other partners)	http://www.naturalstep.ca/ and http://www.atlanticsustainability.ca/index.htm	Planning for Sustainability using The Natural Step Framework
Selected Consultants	Global Community Initiatives	Community Planning	http://www.global-community.org/	Taking Action for Sustainability; The Key to Sustainable Cities
	Holland Barrs Planning Group	Sustainable Development Policy, Advising, and Strategy	http://www.hollandbarrs.com/	Sustainability advising (no specific tool)
	Jacques Whitford	Community Sustainability Planning	http://www.jacqueswhitford.com/en/home/default.aspx	Promotes tools of others: The Natural Step Framework, Triple Bottom Line, Melbourne Principles on Sustainable Cities, Smart Growth, New Urbanism, and LEED standards.
	Loop Initiatives	Integrated Community Sustainability Planning; Zero-Carbon Communities	http://www.loopinitiatives.com	No specific tools
	McKenzie-Mohr & Associates	Fostering Sustainable Behaviour	http://www.cbsm.com	Guide to Community-Based Social Marketing
	The Sheltair Group	Urban Sustainability; Resource Management	http://www.sheltair.com/home.html and http://www.citiesplus.ca	Integrated Community Sustainability Planning (tool); and uses Visible Strategies
	UMA	Community Infrastructure	http://www.uma.aecom.com/index.html	No specific tools
Selected Academic Institutions	Dalhousie University	Cities and Environment Unit	http://ceu.architectureandplanning.dal.ca/fncp.html	First Nations Community Planning Model
	Royal Roads University	Sustainable Community Development	http://www.crcresearch.org/	Integrated Community Sustainability Planning (ICSP) Tool (2007)

	Simon Fraser University	Sustainable Community Development;	http://www.sfu.ca/cscd/ and	Book on Towards Sustainable Communities (not specific to SD strategies)
	University of British Columbia (UBC)	Center for Human Settlements; Community and Regional Planning; Interdisciplinary Studies; UBC Design Centre for Sustainability	and http://www.chs.ubc.ca/ and http://www.scarp.ubc.ca/ And http://www.cfis.ubc.ca/	MetroQUEST (now through Envision); Sustainability by Design; Smart Growth on the Ground
	University of Calgary	Environmental Design	http://www.ucalgary.ca/evds/index.htm ; and http://www.ucalgary.ca/cities/place.htm	Cities, Policies and Planning Lab (online book focused on suburbs)
	Université Laval	Aménagement du territoire et de développement régional	http://www.adt.chaire.ulaval.ca/4_ressources/manuel_introduction.php	Aide à la Décision Territoriale (online resources)
	Université Québec à Chicoutimi	Guide des Agendas 21e siècle locaux: Applications territoriales de développement durable viable	http://www.a21l.qc.ca/	Guide for Local Agenda 21 (LA21) tool
Canadian and Provincial, Territorial Governments	BC Government	Intergovernmental Relations and Planning	http://www.cserv.gov.bc.ca/lgd/intergov_relations/icsp.htm	Capacity Building and ICSP (guide) and ICSP Backgrounder
	Canadian Mortgage and Housing Corp. (CMHC)	Sustainability	http://www.cmhc-schl.gc.ca/en/inpr/su/	FUSED Grid for Smart Growth; Sustainable Planning and Development for Small Communities (workbook)
	Indian and Northern Affairs Canada (INAC)	Sustainable Development	http://ainc-inac.gc.ca/	Comprehensive Community Planning Handbook (CCP)
	Infrastructure Canada	The New Deal for Cities	http://www.infrastructure.gc.ca/	Integrated Community Sustainability Plans (ICSP) are a result of the New Deal.
	Yukon Government	ICSPs	http://www.infrastructure.gov.yk.ca	Yukon Integrated Community Sustainability Plan Template

Appendix II – Planning Guides

Tool type	Tool title	Organization(s)
General	Comprehensive Community Planning Handbook (CCP)	Indian and Northern Affairs Canada; Centre for Indigenous Environmental Resources
	Development of a Sustainability Charter	City of Surrey
	Earth Charter Action Tool (EarthCAT) = Taking Action for Sustainability	Earth Charter; Global Community Initiatives
	First Nations Community Planning Model	Dalhousie University
	First Nations Community Planning Workbook	
	Guidelines for the Development of Sustainability Indicators	Sustainable Community Indicators Program, Environment Canada
	Local Action for Sustainable Economic Renewal: Guide to Community Development	Natural Capitalism Solutions; Global Community Initiatives; America's Development Foundation
	Municipal Sustainability Planning Guide	Alberta Union of Municipal Association (AUMA)
	Fast-track guide to Sustainable Planning for all Alberta Communities	
	Planning for Sustainability using The Natural Step Framework	The Natural Step Canada (TNS)
	Smart Growth on the Ground	Smart Growth BC; UBC Design Centre for Sustainability; Real Estate Institute of BC
	Sustainable Planning and Development for Small Communities Workbook	Canadian Mortgage and Housing Corporation (CMHC)
	The Community Sustainable Development Action and Knowledge Inventory	International Institute for Sustainable Development (IISD)
	The Sustainable Cities: PLUS Planning Cycle	International Centre for Sustainable Cities
Integrated Community Sustainability Plan (ICSP) Toolkits (Note, almost all the planning guides also meet the ICSP criteria.)	Capacity Building and Integrated Community Sustainability Planning	Union of British Columbia Municipalities; Government of BC; Government of Canada
	Green Municipal Fund Grants for Sustainable Community Plans: Application Guidelines	Federation of Canadian Municipalities
	ICSP Template	Yukon Government
	Integrated Community Sustainability Plan Backgrounder	Association of Municipalities in Ontario
	Integrated Community Sustainability Plan for County of Sustainability	Alberta Association of Municipal Districts & Countries
	Integrated Community Sustainability Planning - A Background Paper	Planning for Sustainable Canadian Communities Roundtable, Prime Minister's External Advisory on Cities & Communities
	Integrated Community Sustainability Planning - A Background Paper	Infrastructure Canada
	Integrated Community Sustainability Planning: Municipal Funding Agreement for Nova Scotia	Canada-Nova Scotia Infrastructure Secretariat
	Integrated Community Sustainability Planning Tool	Royal Roads University
LA 21 Planning Guides	European Local Agenda 21 Planning Guide	International Council for Local Environmental Cooperation (ICLEI)
	Volume 1: Model Communities Programme (LA21)	
	The Local Agenda 21 Planning Guide: An Introduction to Sustainable Development Planning	
	Le processus Agenda 21 Local (Pack of numerous issue-specific guides)	Centre québécois de développement durable (CQDD) – Université Québec à Chicoutimi
	Our Community Our Future: A Guide to Local Agenda 21	Environs Australia: the Local Government Environment Network
	Une straégie de développement durable pour le Québec; Atelier de vision stratégique	Réseau Québécois de villes et villages en santé

Appendix III – Scripts and Interview Guide for Identifying Regions and Tools

For conversations with the federal and provincial NGOs, government departments and municipal associations which work to support regional sustainable development strategies

<u>Email script:</u>
Dear _____,

Please allow me to introduce myself. My name is Amelia Clarke, and I am a PhD student at McGill University in the Desautels Faculty of Management. For my thesis, I am looking at the implementation of Canadian regional sustainable development strategies that have been developed using partnerships. In particular, I am looking at the variation in structures used by different regions.

I am writing to you in the hopes of arranging a time for a phone conversation about the work you do in supporting Canadian regions in developing their sustainable development strategies. This conversation might be with you, or someone else that you recommend. If you are willing, please provide me with a specific time and date that would be convenient for me to call and the number that I should call.

Thank you for considering this request,

All the best,
Amelia Clarke
PhD Candidate, Desautels Faculty of Management
Home office phone: 902-425-8612
Email: Amelia.Clarke@mail.mcgill.ca
Supervisors: Dr. Steve Maguire and Dr. Jan Jörgensen

<u>Phone script:</u>
Hello, my name is Amelia Clarke. I am a PhD student at McGill University, and I study strategic management. For my thesis, I am looking at the implementation of Canadian regional sustainable development strategies that have been developed using partnerships. I am hoping to talk with your organization about the work that you do in supporting Canadian regions in developing their sustainable development strategies. Are you the person I should speak with about this?
(If yes) – Would you have time to talk now, or should we arrange another time?
(If no) – Who would be the best person?

<u>Interview guide:</u>
1. Introduce the research project in more detail.
2. Learn more about the role of the person I am speaking with, and the organization itself.
3. Determine if I can obtain a copy of the tool they promote or determine if the online version is the complete tool.
4. Ask them which regions they work with, or know about that are using a collaborative sustainable development strategy.
5. Ask them if there is any other organization they think I should be talking with.
6. Determine if I can follow-up if I have further questions about their organization or tool.
7. Ask if they have any questions for me.
Ask them if they would like to be put on my distribution list for when the research is finished, though that will be more than a year from now.

Appendix IV – Introduction Email for Census (English version)

Once the regions have been identified, a telephone interview will be conducted (as needed) with each region. The key informant will be the person who is responsible for the strategy; this person is generally located within the municipality and their contact information is listed on their web site. This is the invitation email.

Dear _____,

Please allow me to introduce myself. My name is Amelia Clarke, and I am a PhD student at McGill University in the Desautels Faculty of Management. For my thesis, I am looking at the implementation of Canadian regional sustainable development strategies that have been developed using partnerships. In particular, I am looking at the variation in structures used by different regions. After speaking with _____*name*_____ at __*organization*__, they suggested that I should learn more about _*the region*_.

I have examined your web site, which has provided me with a great deal of information about your _*name of the sustainable development strategic plan*_ and related process. I am wondering it if would be possible have a phone conversation with you to discuss your implementation process in more detail. Would it be possible to arrange a specific time and date that we could talk? It should take between 30 minutes and 1 hour.

Thank you for considering this request,

All the best,
Amelia Clarke
PhD Candidate, Desautels Faculty of Management
Home office phone: 902-425-8612
Email: Amelia.Clarke@mail.mcgill.ca
Supervisors: Dr. Steve Maguire and Dr. Jan Jörgensen

Once a date and time have been set, I will send a second email with the following content:

Dear _____,

Thank you for agreeing to talk with me. As this is an academic study, it is essential that I follow a specific consent process. This process ensures that you are informed about the purpose of the research and requires that you formally consent to allow this interview. Attached please find the consent form.

When you have a minute, please either fax me back a signed copy of this form to 902-423-5500 or email me a formal confirmation that you have agreed to the interview. If you choose the email option, please fill out the information provided below.

Thanks for understanding. I look forward to our conversation.

Best wishes,
Amelia

RESEARCH CONSENT FORM – EMAIL VERSION
I have read the information on the consent form and agree to participate in the study
     Yes ☐ No ☐
I agree that my name may be included in any written document as an interviewee
     Yes ☐ No ☐
I agree to be tape recorded
     Yes ☐ No ☐
I would like a copy of the thesis once it has been completed
     Yes ☐ No ☐

Name:
Organization:
Email address:
Date:

Appendix V – Interview Guide for Census (English version)

If the online documents do not provide sufficient information, an interview will be conducted with the key person responsible for the region's sustainable development strategy and additional documents will be requested by mail. This is the interview guide. It will vary depending on what information is available online.

Interview Guide
1. Introduce the research project in more detail.
2. Learn more about the role of the person I am speaking with; their role and how long they have been involved.
3. Ask specific details about their regional sustainable development strategy that are not clear from the online information, and probe as needed. Potential topic areas include:
4. Partners in the development and ongoing implementation
5. Organizational forms (committees, joint projects, individual organizational projects, etc).
6. Processes (for communication, decision-making, public reporting, etc)
7. Timeframes for each
8. The outcomes achieved
9. Determine if there is any additional documentation that is not available online that would help me better understand their region's initiative.
10. If I still do not have the information I need, ask them if there is any other person that I should speak with to further my understanding in _____ area.
11. Determine if I can follow-up if I have further questions.
12. Ask if they have any questions for me.
13. Promise again to follow-up if I intend to quote them directly, to ensure that they like the quote.
14. Ask them if they would like to be put on my distribution list for when the research is finished, though that will be more than a year from now.

Appendix VI – Case Study Database for the Census and In-Depth Regions

<u>**Antigonish**</u>

Documents:
- Antigonish Sustainable Development Project. (no date). Early Adopters Kit. Antigonish as a Leading Sustainable Community.
- Antigonish Sustainable Development Project. (2008). Early Minority Champion Kit. Antigonish as a Leading Sustainable Community.
- Antigonish Sustainable Development Project. (2008). General Information. Antigonish as a Leading Sustainable Community.
- Malhotra, K. Antigonish Sustainable Development Project. (July 25, 2007). Framework for Antigonish as a Leading Sustainable Community.
- Malhotra, K. Antigonish Sustainable Development Project. (May 18, 2007). Sustainable Performance Indicators for Baseline Measurement.
- Town and County of Antigonish. (June 2008). Invitation to community members.
- Town of Antigonish. (Spring 2008). Top 11 Things Antigonish is doing for Sustainability. *Talk of the Town.*

Letters of Support:
- Antigonish Regional Development Authority. (July 24, 2007). Re: Antigonish Sustainable Development Project.
- House of Assembly, Nova Scotia. (August 1, 2007). Re: Framework for Antigonish as a Leading Sustainable Community.
- Nova Scotia Department of Environment and Labour (July 18, 2007). Re: Framework for Antigonish as a Leading Sustainable Community
- Service Nova Scotia and Municipal Relations. (July 9, 2007). Re: Framework for Antigonish as a Leading Sustainable Community.
- The Natural Step. (July 5, 2007). Re: Framework for Antigonish as a Leading Sustainable Community.
- Town of Antigonish. (July 12, 2007). Confirmation of acceptance of sustainability framework.
- Union of Nova Scotia Municipalities - Municipal Sustainability Office. (July 13, 2007). Re: Framework for Antigonish as a Leading Sustainable Community.

PowerPoint Presentations:
- Malhotra, K. (April 17, 2008). Progress Report. Antigonish as a Leading Sustainable Community. Atlantic Canada Sustainability Initiative Sustainability Summit.

Websites:
- Atlantic Canada Sustainability Initiative. Sustainability Partners. Antigonish Sustainable Development. Accessed June 19, 2008, from http://www.atlanticsustainability.ca/partners/antigonish.htm .
- Town Government. Antigonish Sustainable Development Project. Accessed March 2, 2008, from http://www.townofantigonish.ca/ASDP.html .

Interview:
- Kuli Malhotra, Executive Director, Antigonish Sustainable Development. (June 24, 2008)

Baie-Saint-Paul

Documents:
- Agenda 21 de Baie-Saint-Paul. (June 2006). Strategie de developpement durable et Plan d'action.
- Agenda 21 de Baie-Saint-Paul. (June 27, 2006). Plan d'action 2006-2009.
- L'Organisation des Nations Unies pour l'éducation, la science et la culture. (no date). Reserve Mondiale de la biosphere de Charlevoix. Strategie de developpement durable. L'Agenda 21e.
- Ville de Baie-Saint-Paul. (November 2005). Diagnostic du territoire de Baie-Saint-Paul dans une perspective de developpement durable.

Websites:
- Politique de Developpement Durable. Texte politique culturelle. Ville de Baie-Saint Paul. Accessed June 2, 2008 from http://www.baiestpaul.com/polidev.php .
- Siècle local de Baie-Saint-Paul. L'Agenda 21e. Accessed June 2, 2008 from http://www.a211.qc.ca/9552_fr.html .

Banff

Documents:
- Town of Banff. (September 1998). Banff Community Plan.
- Town of Banff. (2007). Banff Community Plan - Draft
- Town of Banff. (January 14, 2002). Environmental Stewardship Policy.
- No Net Negative Environmental Impact Philosophy (author unknown, no date).

Websites:
- Banff Community Plan Review. The Banff Community Plan. Planning and Development. Doing Business. Town of Banff. Accessed October 17, 2007 from http://www.banff.ca/business/planning-development/banff-community-plan/community-plan-review.htm .

Calgary

Documents:
- imagineCalgary. (January 27, 2005). Project Steps.
- imagineCalgary. (June 2006). Long Range Urban Sustainability Plan for Calgary.
- imagineCalgary. (no date). Project Timeline – draft.
- Sustainable Calgary. (2004). State of Our City Report.
- The City of Calgary (July 20, 1998). Calgary Plan. Municipal Development Plan.
- The City of Calgary. (December 2001). The City of Calgary's Environmental Policy.
- The City of Calgary. (2002). State of the Environment Report.
- The City of Calgary. (June 2004). Triple Bottom Line Policy Framework. A Review of the Economic, Environmental and Social Policies of The City of Calgary.
- The Systems Thinking Approach and Imagine Calgary. (author unknown, no date).

Websites:
- imagineCalgary. Long Range Urban Sustainability Plan for Calgary. Accesed October 18, 2007, from http://www.imaginecalgary.ca/imagineCALGARY_plan.php
- Melbourne Principles in Calgary. Accessed January 5, 2006, from http://content.calgary.ca/CCA/City+Hall/Business+Units/Environmental+Management/Strategic+Environmental+Initiatives/Triple+Bottom+Line/Melbourne+Principles.htm

- The City of Calgary. Environmental Management. Accessed January 5, 2006, from http://www.calgary.ca/cweb/gateway/gateway.asp?GID=394&CID=200&URL=http%3A%2F%2Fcontent%2Ecalgary%2Eca%2FCCA%2FCity%2BHall%2FBusiness%2BUnits%2FEnvironmental%2BManagement%2Findex%2Ehtm.
- The City of Calgary. Triple Bottom Line and Sustainability. Accessed April 3, 2006, from http://content.calgary.ca/CCA/City+Hall/Business+Units/Environmental+Management/Strategic+Environmental+Initiatives/Triple+Bottom+Line/Sustainability.htm
- Policy vs. Framework. Triple Bottom Line. Accessed January 20, 2006, from http://content.calgary.ca/CCA/City+Hall/Business+Units/Environmental+Management/Strategic+Environmental+Initiatives/Triple+Bottom+Line/Policy+vs+Framework.htm

PowerPoint Presentations:
- imagineCalgary. (2006). Long Term Planning for Sustainability.
- imagineCalgary. (no date). The City of Calgary's Role in the Long Range Urban Sustainability Plan.
- Lewis, John. (February 2008). imagineCalgary. Sustainable Communities Conference. Federation of Canadian Municipalities.

Interviews:
- John Lewis. Interviewed by Amelia Clarke. Sustainable Communities Conference. Federation of Canadian Municipalities. (February 2008)
- Question and Answer session. Sustainable Communities Conference. Federation of Canadian Municipalities. (February 2008)

Canmore

Documents:
- Biosphere Institute of the Bow Valley. (no date). Case Study 1: The Town of Canmore, Modeling Sustainability.
- Canmore Community Sustainability Project. (no date). Mining the Future II. Hosting a Neighbourhood, Community or Workplace Group Conversation. Canmore Community Sustainability Plan.
- Canmore Economic Development Authority and the Biosphere Institute of the Bow Valley. (June 21, 2006). The Natural Step to a Sustainable Canmore. Final Report to the Federation of Canadian Municipalities. Study No. 3962.
- Mining the Future team. (no date). Mining the Future: A Vision for Canmore. Municipal Development Plan.
- Ovsey, Dan. (November 25, 2004). Canmore taking Natural Step towards Sustainability. *Rocky Mountain Outlook*.
- Ovsey, Dan. (December 2, 2004). Canmore businesses take Natural Step. *Rocky Mountain Outlook*.
- Panoramic Feedback. (January 7, 2008). Survey Report. Topic: Canmore Community Sustainability Project (CCSP) – Phase 1. Interim Report.
- Policy Summary. Growth Management Policies. (author unknown, no date).
- Questions for Council Staff Reports Based on A Vision For Canmore. (author unknown, no date). Three Foundational Values: Sustainability- Diversity- Connectedness.
- The Natural Step Canada. (no date). Canmore Takes the Natural Step Towards Sustainability.
- Town of Canmore. (June 19, 2007). Canmore – Our Community Sustainability Plan. Terms of Reference, 2007-2008 Municipal Development Plan Review.

- Town of Canmore (July 3, 2007). Schedule "A": Sustainability Screening Matrix, Schedule "B": Examples of Enhanced Public Consultation, and Schedule "C": Possible Procedure for SSR Public Meetings.
- Town of Canmore. (July 3, 2007). Sustainability Screening Process. Resolution 334-2007
- Town of Canmore. (no date). Municipal Development Plan.
- Town of Canmore. (no date). The Natural Step Action Plan.
- Town of Canmore. (no date). Sustainability Screening Report –Submittal Form.
- Vision Keepers Group. (no date). Code of Conduct. Principles of Governance.
- Vision Keepers Group. (January 2, 2007). Terms of Reference.

Websites:
- Canmore Community Sustainability Project. Accessed June 2, 2008 from http://www.canmoresustainabilityproject.ca/ :
  - Canmore's Community Sustainability Planning Process
  - Contact information
  - Project Dates
  - Project Process Schematic
  - Ways to Participate in "Mining the Future II"

- Town of Canmore. Accessed June 2, 2008 from http://www.canmore.ca/ :
  - Canmore Community Sustainability Plan (CSP) Mining the Future 2
  - Canmore Sustainability Screening Process
  - Civic Centre
  - Environmental Advisory Review Committee (EARC) Overview
  - History of the Vision
  - How to become a Vision Keeper
  - Natural Step
  - Sustainability Purchase Guidelines
  - Values and Principles
  - Vision Keepers Group
  - Vision Keepers Group Members

PowerPoint Presentations:
- Mining the Future: A Vision for Canmore.

Claresholm

Documents:
- Town of Claresholm. (2007-2008). Committees and Commissions.
- Town of Claresholm. (February 2008). Municipal Sustainability Plan.

Presentation:
- Town of Claresholm. (February 15, 2008). Municipal Sustainability Plan. UMA|AECOM (Architecture, Engineering, Consulting, Operations and Maintenance).

Website:
- Alberta Urban Municipalities Association. Municipalities Chart a Course for Achieving Sustainability - press release. Accessed May 30, 2008 from http://www.auma.ca/live/MuniLink/Communications/Media+Releases?contentId=3384

Gravelbourg

Documents:
- Jacques Whitford Environmental Limited. (July 9, 2003). Climate Change Action Plan. Town of Gravelbourg.
- Jacques Whitford Environmental Limited. (July 21, 2003). Development of a Sustainable Development Strategy for the Town of Gravelbourg, Saskatchewan.
- Sustainable development strategy steers Gravelbourg toward green future. Green Municipal Fund Case Study. (author unknown, no date)

Hamilton

Documents:
- Action 2020. (September 25, 2002). Seeing 2020, Final Report: Implementing Vision 2020.
- Action 2020. (no date) Leadership Opportunities – Volunteer for Nomination Committee form.
- Chairman's Task Force on Sustainable Development. Public Participation Program, 1992. Summary Report No. 6. Community Workshop: Creating the Sustainable Region. Implementing Vision 2020. (October 15, 1992)
- City of Hamilton / Region of Hamilton-Wentworth. (August 2000). Sustainable Community Decision Making Guide. Version Three. Balancing Economic, Environmental, and Social/Health Factors for a Sustainable Community.
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- City of Hamilton Planning and Development Department. (December 2003). Annual Sustainability Indicators Report. Vision 2020.
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- City of Hamilton. (September 1, 2004). Roadmap to Sustainability. A white paper for discussion on objectives and actions 2004-2009.
- City of Hamilton. (2004). The Sustainability Indicators Report.
- City of Hamilton. (August 2006). Air Quality and Climate Change Plan. Phase I. Vision 2020.
- City of Hamilton. (August 2006). Air Quality and Climate Change Corporate Strategic Plan. Phase 1.
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York

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Appendix VII – Data Reduction Table (Simplified version)

Name of Region:
Date of Data Reduction:
Name of the strategy and year adopted:
Tool Used (if any):

Component	Subcomponent	Measure	Data			Source	Comments
			Org. Type	Sector	Role	Document and page	Any comments
Partners	**Key Partners**	**Partner Names**					
		Sector Representation					
	Engagement	**Depth of Involvement**					
		Scope of Involvement					
Forms	**Partnership Formation Form**	**Mechanism**					
		Transactions					
		Size					
	Partnership Implementation	**Mechanism**					
		Transactions					
	Joint Project Implementation (for each Project)	**Mechanism**					
		Transactions					
		Size					
		Goal(s)					
	Individual Partner Implementation (for each relevant partner)	**Type of Project**					
		Goal(s)					
		Size					
Processes	**Strategy Formulation**	**Negotiation type**					
		Content					
		Information collection methods					
	Decision-Making	**Centralization of project planning**					
		Centralization of evaluation					
		Corrective Action and Renewal					
	Communication and Information	**Collaborative procedures**					
		Communication with joint projects					
		Communication with individual projects					
		Formal instruments					
		Coordination mechanism					
	Monitoring and Evaluation	**Evaluation controls**					
		Frame					
		What is monitored					
		Who					
		Reinforcement mechanisms					
Context	**Legal framework and regulations**						
	Support Organization						
	Size of region						
	Top industries						
	Ecosystem						
	Other demographics						

Appendix VIII – List of Interviewees for In-depth Cases

List of the Interviewees from the four in-depth cases who have agreed to be identified as participating in this study:

WHISTLER	POSITION	ORGANIZATION NAME
Jack Crompton	Owner / General Manager	Whistler Transportation Services
Kevin Damaskie	Sustainability Coordinator	Resort Municipality of Whistler
Bob Deeks	1st Vice President	RDC Fine Homes Inc.
Arthur De Jong	Mountain Planning and Environmental Resource Manager	Whistler Blackcomb
Fiona Famulak	President	Whistler Camber of Commerce
Marie Fortin	Social Marketing Specialist	Hilltrip, and also Board member of AWARE
Andrew Hind	Senior Transportation Planning Engineer	Ministry of Transportation and Infrastructure
Wayne Katz	Owner / Operator	Floway
Christine Kenny	Program Services Supervisor	Resort Municipality of Whistler - Recreation
Astrid Cameron Kent	Owner / Operator	Astrid's Fine Foods
Paul Kindree	Assistant General Manager	Carney's Waste Systems
Laura Mackay	Whistler2020 Community Initiatives Manager	Resort Municipality of Whistler, Whistler Centre for Sustainability
Greg McDonnell	Executive Director	Whistler Community Services Society
Ken Melamed	Mayor	Resort Municipality of Whistler
Frank Savage	Planner, Resort Experience	Resort Municipality of Whistler
Victoria Smith	Manager, Aboriginal & Sustainable Communities Sector	BC Hydro
William Roberts	President	The Whistler Forum
Mike Vance	General Manager, Policy and Special Projects	Resort Municipality of Whistler

MONTREAL	POSITION	ORGANIZATION NAME
Jenn Davis	Coordinator	Sustainable Concordia
Alan DeSousa	Executive Committee member and Mayor of Saint-Laurent	Ville de Montréal
Louis Drouin	Head of the Urban Environment and Health Department in Montreal	Santé Publique/ quartier 21
Frédéric Dumais	Analyste senior, Analyse et politiques, et lien avec la ville pour DD, urbanisme, transport	Chambre du commerce du Montréal métropolitain
Pierre Fardeau	Coordinator	AQPERE
Danielle Lussier	Chef d'équipe. Équipe de coordination – développement durable, Direction de l'environnement et developpement	Ville de Montréal
Jim Nicell	Associate Vice-Principal (University Services)	McGill University
André Porlier	Chargé du développement durable	Conseil régional de l'environnement de Montréal

Guy Raynault	Développement urbain	Le Conférence régionale des élus de Montréal
Melissa St-Pierre	Coordonnatrice Communications	Département de l'environnement et développement durable, Alcoa Canada
Marie-Joëlle Tremblay	Conseillère en gestion environnementale	Cirque du Soleil
Paul-Antoine Troxler	Coordonnatuer	Éco-quartier Peter-McGill

HAMILTON	POSITION	ORGANIZATION NAME
Mark Bekkering	Former Senior Policy Analyst, and Former Vision 2020 Coordinator (89-95?)	Planning and Development Department, City of Hamilton-Wentworth
Jennifer Dawson	Former Acting ED	Action 2020 and Former member of the Vision 2020 Progress Team (1997-1998)
Michael J. Desnoyers	Co-Chair	Hamiltonians for Progressive Development
John Dolbec	Chief Executive Officer	Hamilton Chamber of Commerce
Heather Donison	Senior Project Manager -- Sustainability (Current Vision 2020 coordinator)	Strategic Services/Special Projects Division, City Of Hamilton Planning & Economic Development,
Jen Heneberry	Program Officer - Environment	Hamilton Community Foundation
Robert M. Korol	Prof. Emeritus	McMaster University; founding member of the Task Force for Vision 2020; and former co-chair of the Citizens for a Sustainable Community (Committee)
Lynda Lukasik	Executive Director	Environment Hamilton
Brian McHattie	Counsellor	City of Hamilton
Brian Montgomery	Air Quality Coordinator	Clean Air Hamilton, City of Hamilton
Jack Santa-Barbara	Former Co-Chair	Action 2020 and Co-Chair Hamiltonians for Progressive Development (also former Assistant Professor at McMaster, and Founder, Former President and CEO of Corporate Health Consultants ltd (1981-1999))
Vasudha Seth	Former General Manager of Environment and Energy,	Arcelor Mittal Dofasco Inc.
Jim Stirling	General Manager, Environment	Arcelor Mittal Dofasco Inc.
Norman Ragetlie	Former staff support to Vision 2020 (1990-1997) and Former Vision 2020 Program Coordinator (1997-1999)	City of Hamilton
Kate Whalen	Manager for University Sustainability	McMaster University
Pete Wobschall	Executive Director	Green Venture

VANCOUVER	POSITION	ORGANIZATION NAME
Alison Aloisio	Green Building and Sustainable Community Planning Advisor	University of British Columbia
Russ Black	General Manager	Wastech Services Ltd.
Ken Cameron	Former Staff	GVRD (now Metro Vancouver)
Marvin Hunt	Councillor on the Board of Metro Vancouver	Surrey
Delia Laglagaron	Deputy CAO	Metro Vancouver

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Bernie Magnan	Assisting Managing Director and Chief Economist	Vancouver Board of Trade
Sebastian Moffatt	Former Director of Research and Development	The Sheltair Group
Jennie Moore	Former Staff	Metro Vancouver and current Director of Sustainable Development & Environmental Stewardship at the BC Institute of Technology
Ken Peacock	Metro Vancouver Partnership Committee member and Director of Economic Research	BC Business Council
Doug Ragan	Former Senior Advisor	Environmental Youth Alliance, and current PhD Student, University of Colorado
Ann Rowan	Senior Policy Analyst	Sustainable Region Initiative, Metro Vancouver
Bruce Sampson	Former VP	BC Hydro
Nola-Kate Seymoar	President & CEO	International Centre for Sustainable Cities & Sustainable Cities Foundation
Esther Speck	Director of Sustainability	Mountain Equipment Coop
Victoria Smith	Manager, Aboriginal & Sustainable Communities Sector	BC Hydro
Lourette Swanepoel	Vice President & Senior Sustainability Consultant	The Sheltair Group
Vanessa Timmer	Former Staff	Metro Vancouver, Former staff at ICSC, and current Co-founder & Director of the One Earth Initiative

Appendix IX – Introduction Email for In-Depth Cases

For the in-depth cases, data collection, telephone or in-person interviews will be conducted with a broader spectrum of stakeholders. This is the invitation email for those interviews.

Dear _____,

Please allow me to introduce myself. My name is Amelia Clarke, and I am a PhD student at McGill University in the Desautels Faculty of Management. For my thesis, I am looking at the implementation of Canadian regional sustainable development strategies that have been developed using partnerships. In particular, I am looking at the variation in structures used by different regions. After speaking with _____*name*_____ at __*office where person responsible for sustainable development strategy works*__, *she / he* suggested that I should learn more about _*partner organization's name*_ involvement.

I am wondering it if would be possible have a phone conversation with you to discuss your organization's involvement in the implementation of the _*name of the strategy*_. Would it be possible to arrange a specific time, and date that we could talk? It should take about 1 hour. This interview can take place in-person or on the phone, which-ever you prefer. If it is to be in-person, I will be in _*region*_ between *the dates*.

Thank you for considering this request,

All the best,
Amelia Clarke
PhD Candidate, Desautels Faculty of Management
Home office phone: 902-425-8612
Email: Amelia.Clarke@mail.mcgill.ca
Supervisors: Dr. Steve Maguire and Dr. Jan Jörgensen

Once a location, date and time have been set, I will send a second email with the following content:

Dear _____,

Thank you for agreeing to talk with me. As this is an academic study, it is essential that I follow a specific consent process. This process ensures that you are informed about the purpose of the research and requires that you formally consent to allow this interview. Attached please find the consent form.

If we are meeting in person, I will collect this from you just before the interview. If we are meeting on the phone, please either fax me back a signed copy of this form to 902-423-5500 or email me a formal confirmation that you have agreed to the interview. If you choose the email option, please fill out the information provided below.

Thanks for understanding. I look forward to our conversation.
Best wishes,
Amelia

RESEARCH CONSENT FORM – EMAIL VERSION
I have read the information on the consent form and agree to participate in the study
    Yes ☐ No ☐
I agree that my name may be included in any written document as an interviewee
    Yes ☐ No ☐
I agree to be tape recorded
    Yes ☐ No ☐
I would like a copy of the thesis once it has been completed
    Yes ☐ No ☐

Name:
Organization:
Email address:
Date:

Appendix X – Interview Guide for In-Depth Cases (English version)

For the in-depth case studies, interviewees will be the person who represents (or represented) the partner organization, and include a range of organizational types (such as NGOs, businesses, consulting firms, municipal departments, universities, etc). This is the interview guide. It will vary depending on the stakeholder.

<u>Interview Guide</u>
1. Introduce the research project in more detail.
2. Learn more about the role of the person I am speaking with; their role and how long they have been involved.
3. Learn about the role of the organization in the larger process.
4. Ask specific details about their regional sustainable development strategy that are not clear from the online information, and probe as needed. Potential topic areas include:
    a. Organizational forms they were involved in (committees, joint projects, individual organizational projects, etc).
    b. Processes (for communication, decision-making, public reporting, etc)
    c. The outcomes achieved
5. Ask about the strengths of their structure
6. Ask about the challenges of their structure
7. Ask if they have any other comments on the advantages or disadvantages of the approach taken by their organization and region.
8. Determine if there is any additional documentation that is not available online that would help me better understand their region's initiative.
9. If I still do not have the information I need, ask them if there is any other person that I should speak with to further my understanding in _____ area.
10. Determine if I can follow-up if I have further questions.
11. Ask if they have any questions for me.
12. Promise again to follow-up if I intend to quote them directly, to ensure that they like the quote.
13. Ask them if they would like to be put on my distribution list for when the research is finished, though that will be more than a year from now.

Appendix XI – Ethical Considerations

McGill University has a Policy on the Ethical Conduct of Research Involving Human Subjects[740]. This is complemented by a process for ethics approval from the Research Ethics Board I, which is responsible for the Faculty of Management. This research project was approved by the Research Ethics Board I. The application form requested information on: 1) the purpose of the research; 2) the recruitment of subjects; 3) other approvals; 4) methodology / procedures; 5) potential harm and risk; 6) privacy and confidentiality; 7) informed consent process; and 8) other concerns. Most of this information has been presented in other parts of this dissertation. This appendix fills in those gaps with information on potential harm and risk, privacy and confidentiality, and informed consent.

There was minimal risk of harm to the subjects, their organizations, or the collaboration of which they are part. One possible risk to the collaboration was that the results of this study may imply that the region has not selected the most advantageous implementation structure for their desired outcomes, and people involved may feel or be attributed some responsibility for this. It is the belief of the researcher that these risks are acceptable. First, the risks are relatively minor. Second, the risks are compensated by at least two kinds of benefits to the key individuals and organizations involved: results that indicate that selected arrangements, even if they have disadvantages, also confer advantages; and insights into how arrangements can be changed to overcome their disadvantages. It is common for individuals and organizations to learn from their setbacks, and the feedback from this study is not unlike feedback they would receive from consultants or auditors. Mitigation measures were taken to ensure confidentiality of any information deemed confidential by the participants. Results were disseminated to participants prior to their dissemination via publications, and any quotations were anonymously attributed unless the interviewee granted permission to be identified. No deception was used.

In regards to privacy and confidentiality, each interviewee had the option to set his/her own boundaries. This is not a controversial topic. As interviewees were asked about information related to their professional roles, with their agreement, their name was identified. As collaborative regional sustainable development strategies involve municipalities, much of this information is already public. The type of information needed was not of a confidential nature; still, interviewees were invited to indicate any confidential content and, where occurring, confidentiality was assured. This was done by making note on the raw data that this is confidential and, while the information was used to inform analysis, it was not reproduced as part of the analysis or report. All raw data is stored in the home office of the researcher, and the only persons beside the researcher who may have seen some of this raw information are the transcribers, who were asked to sign an agreement (see Appendix XII) confirming their willingness to respect confidentiality. Additionally, all quotations were checked with the interviewee for accuracy and for whether anonymity was requested before being used.

This research design involved an informed consent process. A consent form (Appendix XIII) was sent via email to each interviewee in advance of the interview. For in-person

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[740] For more information on the Ethics process at McGill University see: http://www.mcgill.ca/researchoffice/compliance/human/

interviews, written consent was obtained at the start of the interview. For phone interviews, an email or fax from the interviewee was sufficient. This email indicated that they had read and agreed to the consent form, and indicated what they had selected in terms of being recorded (See parts of Appendices V and VII)

Appendix XII – Research Confidentiality Agreement for Transcribers

For the transcriber if the interview recording contains confidential information.
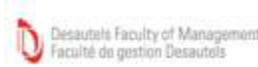
RESEARCH CONFIDENTIALITY AGREEMENT

Title of Research:	Implementing Regional Sustainable Development Strategies: Exploring the Relationship between Structure and Outcomes in Cross-Sector Collaborations
Researcher:	Amelia Clarke, PhD Candidate, Desautels Faculty of Management
Contact information:	Tel: 902-425-8612 and Email: Amelia.Clarke@mail.mcgill.ca
Supervisors:	Dr. Steve Maguire and Dr. Jan Jörgensen; Email: Steve.Maguire@mcgill.ca

This form is provided to you, the transcriber, to ensure that you agree to keep the content of the interview recordings confidential.

Consent:
As a transcriber of interviews for this research project, I agree to ensure the confidentiality of the content from the interview recordings.

Yes ☐ No ☐

Name: _____

Email address: _____

Signature: _____
Date:_____

Appendix XIII – Research Consent Forms

McGill **DESAUTELS**
FACULTY OF MANAGEMENT · FACULTÉ DE GESTION

RESEARCH CONSENT FORM

Title of Research:	Implementing Regional Sustainable Development Strategies: Exploring the Relationship between Structure and Outcomes in Cross-Sector Collaborations
Researcher:	Amelia Clarke, PhD Candidate, Desautels Faculty of Management
Contact information:	Tel: 902-425-8612 and Email: Amelia.Clarke@mail.mcgill.ca
Supervisors:	Dr. Steve Maguire and Dr. Jan Jörgensen; Email: Steve.Maguire@mcgill.ca

This form is provided to you, the interviewee, to inform you of why you are being interviewed and the purpose to which the interview will be put. It thus ensures and serves as evidence that your consent to be interviewed is informed.

Purpose of the research: The aim of this research is to improve our understanding of the structural dynamics between organizations implementing collaborative regional sustainable development strategies; and to determine the advantages and disadvantages of different structures for achieving different types of outcomes. This research will be the basis of a PhD thesis. Like all such works, the finished text will be available to the public, and the information may be used in subsequent publications and presentations.

What is involved in participating: The interview should last between 30 minutes and one hour. Questions will be about the implementation of your regional sustainable development strategy with a particular focus on the structures (such as implementation projects, committees, communication processes, or annual reporting processes). Your signature below signifies that you agree to participate in this study. Your participation is entirely voluntary. Anything you say will only be included as a quotation with your permission; otherwise information will be reported more generally. In other words, all quotations will be checked with you first and your permission requested. Also, with your permission (below), your name will be included in the report. You may choose to identify specific content that should remain confidential; in which case this information will be used to inform analysis, but will not be included in any way in the report. You may also decline to respond to any question. With your permission (below), the interview will be tape recorded and then transcribed; this is in order to ensure the researcher's notes are accurate.

Consent:
I have read the above information and agree to participate in the study   Yes ☐ No ☐
I agree that my name may be included in any written document as an interviewee Yes ☐ No ☐
I agree to be tape recorded   Yes ☐ No ☐
I would like a copy of the thesis once it has been completed   Yes ☐ No ☐

Name: _____

Organization: _____

Email address: _____

Signature: _____ Date:_____

McGill · DESAUTELS

FACULTY OF MANAGEMENT · FACULTÉ DE GESTION

FORMULAIRE DE CONSENTEMENT À LA RECHERCHE

Titre de la recherche : La mise en oeuvre régionale des stratégies en développement durable : Une exploration de la relation entre la structure et les résultats dans une collaboration intersectorielle

Chercheuse : Amelia Clarke, aspirante au doctorat, Faculté de gestion Desautels

Coordonnées : Tél.: 902.425.8612 et Email : Amelia.Clarke@mail.mcgill.ca

Superviseurs : Dr Steve Maguire et Dr Jan Jörgensen; Email : Steve.Maguire@mcgill.ca

Ce formulaire est pour vous, l'interviewé, afin de vous informer de la raison pour laquelle vous êtes interrogé et le but dans lequel l'entrevue sera utilisée. Cela servira de preuve de votre consentement.

Le but de la recherche :
Cette recherche vise à améliorer la compréhension de la dynamique structurelle entre des organismes mettant en oeuvre des stratégies collaboratrices dans le développement durable régional afin de déterminer les avantages et désavantages de différents arrangements structurels pour arriver à différents types de résultats. Cette recherche sera la base d'une thèse doctorale. Le texte final sera disponible au public et il se peut que les renseignements soient utilisés dans autres publications et présentations.

À quoi s'attendre :
L'entrevue durera entre 30 minutes et une heure. Les questions porteront sur la mise en oeuvre de votre stratégie régionale de développement durable mettant l'accent sur les arrangements structurels tels que des projets de mises en oeuvre, comités, processus de communications ou processus de rapports annuels. Votre signature ci-dessous signifiera que vous acceptez de participer à cette étude. Votre participation est volontaire. Ce que vous dites sera inclus comme citation seulement avec votre permission, autrement, vos renseignements seront rapportés généralement. C'est-à-dire que toutes vos citations seront vérifiées avec vous et que votre permission sera obligatoire. De plus, avec votre autorisation (ci-dessous), votre nom sera inclus dans le rapport. Toutefois, vous serez en mesure d'identifier le contenu spécifique que vous désiriez rester confidentiel. En ce cas, celui sera utilisé dans l'analyse, cependant ne sera pas inclus dans le rapport comme tel. Vous ne serez pas obligé de répondre à toutes les questions. Avec votre permission ci-dessous, l'entrevue sera enregistrée et par la suite transcrite pour but d'assurer à ce que le compte rendu de la chercheuse soit juste.

Consentement :
J'ai lu les renseignements ci-dessus et j'accepte de participer à l'étude   Oui ☐ Non ☐
J'accepte l'inclusion de mon nom en tant qu'interviewé dans les documents écrits Oui ☐ Non ☐
J'accepte l'enregistrement de cette entrevue   Oui ☐ Non ☐
J'aimerais avoir une copie de la thèse lorsqu'elle sera complétée   Oui ☐ Non ☐

Nom : _____

Organisme : _____

Email : _____

Signature : _____   **Date :** _____

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Appendix XIV – In-Depth Case Descriptions

This appendix presents the structures of the four in-depth cases: Whistler2020; Montreal's First Strategic Plan for Sustainable Development; Hamilton's Vision 2020; and Greater Vancouver's cities[PLUS]. The content is a more detailed version of Chapter 6. Data from each region is organized in chronological order to explain the structures in place during both the formulation and implementation stages. A table showing the chronology of each collaborative regional sustainable development strategy is provided in each of these sections, as is a table summarizing the structure in terms of the framework developed through the literature review.

Archetype 1: Whistler2020

Introduction to the Region

Whistler, located north of Vancouver in British Columbia, has a population that includes 9,248 permanent residents[741], 2,300 seasonal workers, 11,500 second home owners, and a daily average of 28,280 tourists[742]. The town has grown from a backcountry recreational destination to a four-season destination resort in a matter of 25 years, while still holding mountain culture at its core[743]. In 2006 the population density was 57 people per square km (based on the permanent residents) and the geographic region was 161 square km[744]. According to the 2006 census, its two main industries are "other services" and "business services" [745]. The largest employer is Intrawest, which owns Whistler Blackcomb (the ski hills)

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[741] Statistics Canada 2006 Census

[742] Whistler, British Columbia. Website access March 25, 2009: http://www.whistler.ca/index.php?option=com_content&task=view&id=635&Itemid=432

[743] Dancing With the Tiger: Learning Sustainability Step by Natural Step. Whistler "It's Our Nature". Brian Nattrass and Amary Altomarie. (2002) – p. 147

[744] Statistics Canada – 2006 Census – from: http://www12.statcan.gc.ca/census-recensement/2006/dp-pd/prof/92591/details/Page.cfm?Lang=E&Geo1=CSD&Code1=5931020&Geo2=PR&Code2=24&Data=Count&SearchText=whistler&SearchType=Begins&SearchPR=01&B1=All&Custom=

[745] Statistics Canada 2006 Census

as well as significant commercial real estate.[746] The local government is called the Resort Municipality of Whistler (RMOW). Figure 18 shows a map of the Whistler region.

Figure 18: Map of Whistler

Source: Map of Whistler. Website accessed May 2009:
http://geodepot.statcan.ca/Diss/GeoSearch/index.cfm?lang=E. Statistics Canada.

The following table summarizes the Whistler2020 structure. These are the same categories as are found in Chapter 5, although in greater detail.

Table72: Archetype 1: Whistler2020

Name of Region		Whistler (District)
Strategy		Whistler2020
Year adopted		2004
Tool used		TNS
Component		
Partners	Lead Organization(s)	Local government - Resort Municipality of Whistler
	Number of Partners	Large - 140 members on task forces from 75 implementing organizations (partners), and 43 partner organizations (through a parallel mechanism for organizations to engage)
	Engagement	Various/ various - Depends on the organization as to its level of involvement and breadth of topics
Implementation Forms	Full Partnership Level	Informal interactions - There is no formal steering committee, but the seven large organizations meet regularly to discuss progress

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[746] The Heart of Change: Analyzing the Community Engagement Process in the Development of Whistler's Comprehensive Sustainability Plan. MA thesis, Royal Roads University, by Victoria Smith, March 2007

	Joint Project(s) Level	Committees -15Task Forces
	Individual Partners Implement	Yes - Each organization implements actions it is willing to commit to
Process & Systems	**Decision-Making**	Centralized – collaborative - Conducted by task forces and the six founding organizations
	Communication & Information	Centralized – collaborative - Whistler2020 Team establishes and facilitates task force meetings, dialogues with Partners, and coordinates with Implementing Organizations. Communication is centralized with the team, but involves many partners
	Monitoring & Evaluation	Centralized – collaborative / renewal process - Monitoring Program is centralized with tools for partners to input on progress. A renewal of the strategy is planned
Context	**Formation & Formulation Form**	Informal interactions - There is no formal steering committee, but the founding organizations meet regularly to discuss progress
	Strategic Plan Formulation Process	Formal/ local/ long-term – Formal process, developed locally, was used to formulate a plan with a time horizon until 2060
	Legal framework & Regulations	Provincial plan links
	Support Organization(s)	TNS initially; Plus Network; Sheltair; Holland-Barrs involved in different ongoing pieces
	Size of Region	9,248
	Top Industries	Other services / business services
	Other Demographics	Ski town / tourism

Partnership Formation, and Collaborative Strategic Plan Formulation Process

From 2000-2002, the region conducted a region-wide pilot project in partnership with The Natural Step (TNS)[747]. The Program began with six organizations in the region using the TNS Framework to learn about sustainability and to determine actions for their individual organizations. These "Early Adopters" were the Fairmount Chateau Whistler, WhistlerBlackcomb, Tourism Whistler, the Resort Municipality of Whistler, a Whistler Foto Source, a small business representing the Chamber of Commerce, and AWARE, the local citizens' environment group[748]. All of this was followed by an education and awareness program called *Whistler: It's our Nature* which distributed documentation to other organizations in the region through presentations, media, workshops, and print material[749].

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[747] Dancing With the Tiger: Learning Sustainability Step by Natural Step. Whistler "It's Our Nature". Brian Nattrass and Amary Altomarie. (2002) – p. 148

[748] A Natural Step Case Study – The Whistler Story. By Magdalena Szpala (2008) for The Natural Step Canada

[749] Dancing With the Tiger: Learning Sustainability Step by Natural Step. Whistler "It's Our Nature". Brian Nattrass and Amary Altomarie. (2002) – pp. 154-159

Then, the region developed a collaborative regional sustainable development strategy; the process for this was called, *Whistler: It's Our Future*[750].

This formal process, through the involvement of approximately 700 citizens, resulted in the Whistler2020 Vision document, which was adopted by the RMOW in December 2004[751]. This document "presents Whistler's shared vision and outlines five priority areas to achieve the vision, and formalizes long-term sustainability objectives"[752].

> Whistler2020 was developed in four phases. During Phase One, success factors were developed. In Phase Two, five alternative futures were explored and assessed with respect to sustainability. Guided by Whistler's values and sustainability objectives, Phase Three involved crafting a blended future and developing the draft strategic plan. In Phase Four, the blended future was articulated as Whistler's vision.[753]

In August 2005, after involving 140 people in smaller thematic groups (task forces) representing 16 topics (strategies), the RMOW adopted 16 strategies to complement the vision[754]. The vision and 16 strategies combined make up the CRSDS; a document called, *Whistler2020 – Moving Toward a Sustainable Future*[755], or Whistler2020, for short. The 16 initial strategies address: arts, culture & heritage, built environment, economic, energy, finance, health & social, learning, materials & solid waste, natural areas, partnership, recreation & leisure, resident affordability, resident housing, transportation, visitor experience, and water. More recently, a 17th strategy was added for food. Whistler2020 outlines the vision and action plan for the region to the year 2020, but also the longer

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[750] Whistler2020: The Natural Step along Whistler's Journey. Website accessed on March 25, 2009 from http://whistler.credit360.com/whistler/site/genericPage.acds?context=1967914&instanceid=1967915

[751] Whistler2020: Our Process – Developing the Vision. Accessed May 17, 2008 from http://www.whistler2020.ca/whistler/site/genericPage.acds?instanceid=1959041&context=1959039

[752] Whistler2020: Our Process – Developing the Vision. Accessed May 17, 2008 from http://www.whistler2020.ca/whistler/site/genericPage.acds?instanceid=1959041&context=1959039

[753] Whistler2020: Moving Toward a Sustainable Future. Second Edition. – p. 5

[754] Whistler2020: Our Process –Developing Strategies and Actions. Accessed May 17, 2008 from http://www.whistler2020.ca/whistler/site/genericPage.acds?context=1967858&instanceid=1967859

[755] Whistler2020: Moving Toward a Sustainable Future. Second Edition

journey to 2060, at which point Whistler hopes to achieve sustainability[756]. Ken Melamed, the Mayor, explained, "We don't know if we can be sustainable. We just know we've got to go in that direction, so we're on a journey and we're learning as we go.[757]"

> This Report has suggested how the integration of sustainability into practice is a long-term process. Although we seek and can usually find significant early wins, it takes time to integrate this new approach of thinking and doing business. It takes time to educate, experiment, communicate, build partnerships, seek and test solutions, measure progress, and confirm or change directions. It takes time to enroll, inspire, and involve people. It takes time to learn and master a new way of doing things with skill and confidence. Patience is the key to success.[758]

Mike Vance, the General Manager of Community Initiatives in the RMOW recalled the formulation process:

> We had an unfortunate experience with our consultants. The Municipality made a choice to hire a consultant team that was a selection of consultants from the groups competing under the RFP; it was not the team that was preferred by a voting process of community members. We then shifted to using expertise in the community. After looking for the common themes from the success factors identified in one of the studies from the consultant team, how they might bundle and come into themes, we came up with the strategies to engage the community. Skills based task forces, selected from the community, were created. We initiated an advertising process - asked who out there had the expertise and could sit on the task forces. For the process of selecting actions, we used The Natural Step process of backcasting, turning the normal process of forecasting from the current situation, to envisioning success as a guide to strategic actions.[759]

In 2005, before the strategies were completed, but after the vision had been adopted by the RMOW, 14 organizations signed a Whistler2020 Partnership Agreement showing their commitment to the vision, priorities and sustainability objectives[760]. "Having those 14 partners sign the original agreement was a huge

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[756] Whistler2020: Moving Toward a Sustainable Future. Second Edition
[757] Ken Melamed, Mayor of the RMOW, interview (February, 2008)
[758] Whistler, It's Our Future: AchieveIt. Characteristics of Sustainable Destination Resort Communities. Background Report. Design Workshop, Inc., BBC Research & Consulting, et al. (May, 2002)
[759] Mike Vance, General Manager of Community Initiatives in the RMOW, interview
[760] Whistler2020: Our Process – Developing the Vision. Accessed May 17, 2008 from http://www.whistler2020.ca/whistler/site/genericPage.acds?instanceid=1959041&context=1959039

win. It gave more credibility and political support to the process … it was more of an endorsement" [761]. Also in 2005, Whistler2020 won the award in the category Sustainable Community Planning from the Canada-wide Federation of Canadian Municipalities – CH2M Hill Sustainable Community Awards. Table 73 details Whistler2020's chronology through the formulation and implementation phases.

Table 73: Chronology of Whistler2020's Formulation and Implementation

Date	Activity
May 2000	Six organizations signed an Early Adopters Agreement to show their commitment to The Natural Step project. They were: the Fairmount Chateau Whistler, Whistler-Blackholm, Tourism Whistler, the RMOW, Whistler Foto Source (representing the Chamber of Commerce) and AWARE[762]
2001	Whistler: It's Our Nature awareness program began[763]
June 2002	Whistler: It's Our Future launched; this is the formulation process for the CRSDS[764]
Summer 2004	First task force meetings[765] – purpose was to develop the strategy; now each April the task forces meet to look at the past year and make recommended actions for future year. At first this was six to eight meetings, now it is down to once per year.
December 2004	Whistler2020 Vision document was adopted by the RMOW[766]
Spring 2005	14 organizations signed a Whistler2020 Partnership Agreement[767]; this has been an ongoing activity, and currently there are 47 signatories
August 2005	RMOW adopted 16 strategies to complement the visions. These two components combined make up the CRSDS which is called Whistler2020 – Moving Toward a Sustainable Future
2005	Whistler2020 won the FCM-CH2M Hill Sustainable Community Award in Planning
Fall 2005	Monitoring process began for Whistler2020
2007	Food Task Force is added as a 17th task force
2007	RMOW reorganized into four departments to match Whistler2020
April 2008	Task forces also determined Long Term Actions (multi-year actions) for the first time
Spring 2008	The Whistler Centre for Sustainability is launched and the first Board selected in July and the first Executive Director hired in September 2008[768]

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[761] Mike Vance, General Manager of Community Initiatives in the RMOW, interview
[762] Sustainability Partners – Whistler Report. Website accessed April 3, 2009 from http://www.sustainabilitypartners.com/html/ourclientswhistlerreport.html
[763] Sustainability Partners – Whistler Report. Website accessed April 3, 2009 from http://www.sustainabilitypartners.com/html/ourclientswhistlerreport.html
[764] Re-elect Hugh O'Reilly – Website accessed April 3, 2009 from http://www.informationdesigned.com/hugh/timeline.html
[765] Community Task Forces get Smarty – Website accessed April 3, 2009 from http://www.whistler.ca/index.php?option=com_content&task=view&id=447&Itemid=226
[766] Whistler2020: Our Process – Developing the Vision. Accessed May 17, 2008 from http://www.whistler2020.ca/whistler/site/genericPage.acds?instanceid=1959041&context=1959039
[767] Whistler2020: Our Process – Developing the Vision. Accessed May 17, 2008 from http://www.whistler2020.ca/whistler/site/genericPage.acds?instanceid=1959041&context=1959039

Fall 2008	First meeting of the Partnership Agreement signatories is held
Fall 2008	First communication plan in development
2011	Scheduled review of Whistler2020

Implementation – Partners

The implementation involves a Whistler2020 team of five staff[769] which, while being housed in the Municipality's offices, coordinates the region-wide effort. As the Mayor explained, "There's quite a tight-knit group called the Sustainability Initiatives Department. They're always brainstorming, and there's a continuous feedback loop amongst them"[770]. These are the people that hold the ongoing Whistler2020 process together; they are the facilitators. "There's the need to have skilled facilitators – not a condition of success, but a precursor to greater success"[771].

Implementation – Joint Project Implementation Form, and Decision-Making System

The region and staff are guided by 15 task forces, essentially one task force per strategy[772], each made up of between 10-20 people[773].

> Whistler's Vision for 2020 was developed by the community and it is being implemented by the community. Ongoing action planning is driven by a wide group of interested community members each holding expertise, experience and/or representative perspectives in specific strategy areas... Whistler2020 task forces not only developed the strategies to implement the Vision, but also meet on an annual basis to assess progress and prioritize recommended actions for moving forward.[774]

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[768] Whistler Centre for Sustainability hires its first Executive Director. Website accessed: April 3, 2009: http://www.whistler.ca/index.php?option=com_content&task=view&id=513&Itemid=226

[769] Whistler2020 Team. Involvement. Accessed March 25, 2009 from http://www.whistler2020.ca/whistler/site/genericPage.acds?context=1967918&instanceid=1967919

[770] Ken Melamed, Mayor of Whistler, interview (February 2008)

[771] Ken Melamed, Mayor of Whistler, interview (February 2008)

[772] Whistler2020: Moving Toward a Sustainable Future. Second Edition. – p. 6

[773] Laura MacKay Manager, Community Planning and Business Strategies, Whistler2020, interview

[774] Whister 2020 - Moving Toward a Sustainable Future: Our Task Forces. Accessed in October 2007 from http://www.whistler2020.ca/whistler/site/genericPage.acds?context=1967930& instanceid=1967931

Each April, the task forces meet, "look at the current reality, look at the indicators, look at the descriptions of success, and look at the actions recommended from the past year. Then, they set the actions for the coming year. Up to 5 actions are democratically voted on to go forward per task force. This year, a new process is being added to allow for longer-term actions of 2-4 years[775]". Not only do the task forces identify actions, they also identify which organization should be the lead in implementation. The core staff then approaches the potential 'Implementing Organization' to see if it is willing to adopt the recommended action[776]. About 80% of the actions are accepted, and the other 20% are declined with reasons[777]. In total, there are approximately 140 organizations and individuals that make up these task forces[778]. Councillors are involved on the task forces by choice; it is not required for them to be on a task force[779]. Of the organizations involved, there are approximately 75 Implementing Organizations[780]. Whistler2020 Implementing Organizations review task force recommended actions, implement those they are willing to commit to and then report their progress to the region[781]. An organization decides whether to be engaged in the implementation or not[782]. It is through this function that task forces are able to assess their actions, the accountability of Implementing Organizations, and more effective ways forward[783].

The core of Whistler2020 is that different organizations of the region develop, implement and review the plan and the actions; there is whole region ownership.

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[775] Laura MacKay Manager, Community Planning and Business Strategies, Whistler2020, interview
[776] Ken Melamed, Mayor of Whistler, interview (November 2008)
[777] Laura MacKay Manager, Community Planning and Business Strategies, Whistler2020, interview
[778] Whistler2020: Moving Toward a Sustainable Future. Second Edition. – p. 6
[779] Ken Melamed, Mayor of Whistler, interview (February 2008)
[780] Whistler2020: Involvement. Accessed May 17, 2008 and March 25, 2009 from http://www.whistler2020.ca/whistler/site/genericPage.acds?context=1967918&instanceid=1967919
[781] Implementing Organizations. Involvement. Whistler2020. Accessed March 25, 2009 from: http://www.whistler2020.ca/whistler/site/genericPage.acds?context=1967934&instanceid=1967935
[782] Ken Melamed, Mayor of Whistler, interview (February 2008)
[783] Ken Melamed, Mayor of Whistler, interview (February 2008)

The breadth of expertise and annual meetings of the task forces allow for effective progress on action items[784]. The culture of the task forces is that planning is done in an open and transparent manner, with opportunities for public input and engagement:

> Whistler2020 helps us to use community-wide resources in a more coordinated and strategic way, to work toward our shared vision. It also helps organizations prioritize actions to better use their internal resources. Rather than requiring *new* resources, it requires alignment of existing budgets and resources to ensure that all are dedicated to moving toward a shared goal, rather than working inefficiently or at cross-purposes.[785]

Initially, task forces identified actions to be taken in the first year "to gain momentum … We can focus on community engagement and on results from actions at the outset instead of just planning"[786]. Later, the task forces realized that some actions take longer so requested multi-year planning. Astrid Cameron Kent, owner of Astrid Fine Foods, is very active with the new Food Task Force. She commented that it is only two years old and not yet ready for multi-year planning as the members are just learning the process of a task force. "For us, it is important to have short-term things that we are creating. As we are only starting, it is new for everyone, and we do not know the solutions yet"[787].

There are definite differences between the small NGO and small business participants, who are volunteering their time to participate on a task force, and the larger organizations[788]. One interviewee commented that if AWARE (an NGO) is tasked with an action, "it is up to a volunteer Board member to achieve the action by finding funding through writing a proposal for one of the grants out there, and then implementing it"[789]. Jack Crompton, owner of Whistler Transportation Services and member of the Transportation Task Force, noted that they have not

[784] Whistler2020: Involvement. Accessed May 17, 2008 and March 25, 2009 from http://www.whistler2020.ca/whistler/site/genericPage.acds?context=1967918&instanceid=1967919

[785] Frequently Asked Questions. Whistler2020

[786] Mike Vance, General Manager of Community Initiatives in the RMOW, interview

[787] Astrid Cameron Kent, owner of Astrid Fine Foods and Food Task Force member, interview

[788] William Roberts, Founder and President of the Whistler Forum, interview

[789] Whistler Interviewee 10

been able to engage companies as much as he hoped. "Transportation is such a time consuming business - 24/7 - especially for the taxis. Taxi owners are busy, and haven't seen this as a viable process, not because of Whistler2020, but because of the nature of their companies"[790]. Bob Deeks, who runs a company called RDC Fine Homes, and volunteers for a 60-member local chapter of the Canadian Home Builders Association that sits on the Water Task Force, commented that the task force process allows partners to provide input;

> This year, we were tasked to bring ideas or initiatives to the meetings, where in the past the brainstorm was within the meetings. I think it is a good evolution, as the quality of ideas was beginning to dry out when people were only given one hour to think. This year, great ideas were brought forward. Also, I could submit them even without attending the meeting, as I had a scheduling conflict this year[791].

The Canadian Home Builders Association, for example, previously committed to an action to run educational courses on green building techniques with its members[792]. A change in the process over time has been to the frequency of meetings. Paul Kindree, Assistant General Manager at Carney Waste System, said about the Solid Waste Task Force, "At first there were maybe six or eight meetings in a year and a half period, then a couple of meetings a year, and now down to one a year. They vary in length, but generally a half a day"[793].

The task forces also sometimes work together. For example, the Learning Task Force and the Energy Task Force have staged joint forums on greenhouse gas emissions[794]. Or, sometimes the same person is on more than one task force. For example, Wayne Kratz, business owner of restaurants and coffee shops, is on both the Water Task Force and the Food Task Force[795]. In addition, not all the organizational participants on the task forces are local. Both the Ministry of Transportation and BC Hydro participate in related task forces. For Andrew Hind, Senior Transportation Planning Engineer with the provincial Ministry of

[790] Jack Crompton, owner of Whistler Transportation Services, interview
[791] Bob Deeks, Canadian Home Builders Association, interview
[792] Bob Deeks, Canadian Home Builders Association, interview
[793] Paul Kindree, Assistant General Manager at Carney Waste System, interview
[794] William Roberts, Founder and President of the Whistler Forum, interview
[795] Wayne Kratz, owner of local food businesses, interview

Transportation, his involvement in the Transportation Task Force allows for bigger picture thinking, and an understanding of the local directions, but given the different scales, sometimes their objectives are different[796]. When it comes to implementation projects, the Ministry works with the RMOW one-on-one[797].

Implementation – Individual Partners Implementation Form
The municipality is the lead organization on many of the recommendations[798]. Two years ago, RMOW reorganized the whole municipality – all departments – based on the CRSDS[799]. Christine Kenny, who works for the RMOW explained, "They created four departments: economic development, community life, resort experience, and environmental sustainability, and the umbrella is partnering for success. The whole idea is that we, as a municipality, partner with other organizations to achieve success in those areas" [800]. The municipality has developed a form to be used by staff for capital budgeting that incorporates Whistler2020 thinking[801]. The RMOW constituted an internal sustainability committee, and are trying to build sustainability it into everything it does, including procurement practices[802]. Whistler2020 is also being incorporated into planning for the 2010 Winter Olympics. "Everything is framed in the context of Whistler2020. We're trying to be as sustainable as possible when we look at how the games will be rolled out and how the businesses will be impacted"[803]. Still, sometimes it is the municipality that is the blocking force which halts or stalls sustainability initiatives. Paul Kindree of Carney Waste Systems believes the next step for composting is to implement a ban on organic waste going to the landfill, which the municipality has been reluctant to do[804].

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[796] Andrew Hind, Senior Transportation Planning Engineer, Ministry of Transportation, interview
[797] Andrew Hind, Senior Transportation Planning Engineer, Ministry of Transportation, interview
[798] Bob Deeks, Canadian Home Builders Association, interview
[799] Christine Kenny, Community Life, RMOW, interview
[800] Christine Kenny, Community Life, RMOW, interview
[801] Ken Melamed, Mayor of Whistler, interview (February 2008)
[802] Christine Kenny, Community Life, RMOW, interview
[803] Whistler Interviewee 12
[804] Paul Kindree, Assistant General Manager at Carney Waste System, interview

When an organization decides to support the regional vision as a 'Partner', a Partnership Agreement is signed[805]. This CRSDS currently has 47 'partner' organizations[806], though the depth of involvement varies between the partners of Whistler2020 depending on whether the organization wants to be involved in the task forces, and/or involved as an Implementing Organization[807]. Not all the organizations involved in the task forces have signed the MOU to become partners, and not all partners are involved in the task forces or as Implementing Organizations. These are two separate but integrated processes; the partners grew out of the formulation process which started with six Early Adopter organizations, and then led to 14 organizations signing the Partnership Agreement in 2005. As described in the Partnerships Package:

> Partnership Agreements are expressions of an organization's public commitment to working towards the Whistler2020 Vision, Priorities and Descriptions of Success. The agreements demonstrate that an organization is actively contributing to Whistler's ongoing success and sustainability[808].

William Roberts, President of the Whistler Forum, an organization which is a partner, explained that "even after several years there is still an evolving use of terms. Partners, for example, can refer to other local governments or to corporate sponsors and funders or to Whistler groups who have been asked to become partners. But in the latter case it is not a partnership in any two-way sense. There haven't been any criteria or any penalty if the partnership is not fulfilled"[809]. Another (anonymous) partner delivers on its Whister2020 action commitments through their existing service strategy, but thinks that organizations should go further in making Whistler2020 a part of their organizational goals.

> That's the ideal world: seeing the partners embedding [Whistler2020] into their strategic plan, and encouraging their membership to do the same. We're not there ... The main challenge is really communicating it and making it

[805] Ken Melamed, Mayor of Whistler, interview (February 2008)
[806] Whistler2020: Involvement. Accessed May 17, 2008 and March 25, 2009 from http://www.whistler2020.ca/whistler/site/genericPage.acds?context=1967918&instanceid=1967919
[807] Marie Fortin, Board member of AWARE, interview
[808] Partnership Package. Whistler2020. (2007) - p. 3
[809] William Roberts, Founder and President of the Whistler Forum, interview

tangible for our membership; stop our members from perceiving it does not affect them. It does. [810]

Arthur Dejong, the Mountain Planning and Environmental Resource Manager at Whistler Blackcomb, outlined the many initiatives his company has undertaken. Its mission is to be the most sustainable mountain in the world, and it has an environmental policy which identifies five areas for attention: 1) climate change; 2) the mountain ecosystem; 3) waste streams; 4) education; and 5) social programs[811]. According to a 2007 scorecard that rates ski areas' environmental initiatives, "Whistler Blackcomb is the most proactive ski area in Canada when it comes to environmental planning"[812]. It received an 'A' for multiple initiatives, including on-site production of renewable energy, monitoring programs for water quality, and a comprehensive recycling program[813]. On climate change alone, it has developed a seven-step strategy[814]. Whistler Blackcomb was an Early Adopter, and it still uses The Natural Step to train staff about "the big picture" of sustainability. He noted that, as his company builds sustainability programs, it is able to market other Whistler2020 partners' programs too. Internally though, he's found "the best environmental positions I have made was when I did not use the word environment, but instead linked it to the market directly" [815].

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[810] Whistler Interviewee 12

[811] Arthur Dejong, Mountain Planning and Environmental Resource Manager at Whistler Blackcomb, interview

[812] Ski Area Environmental Grades Released. Press Release from Under the Sleeping Buffalo Research. Dated Dec 11, 2007

[813] Ski Area Environmental Grades Released. Press Release from Under the Sleeping Buffalo Research. Dated Dec 11, 2007

[814] Arthur Dejong, Mountain Planning and Environmental Resource Manager at Whistler Blackcomb, interview

[815] Arthur Dejong, Mountain Planning and Environmental Resource Manager at Whistler Blackcomb, interview

Implementation – Full Partnership Level Implementation Form

Whistler2020 convened partners in the Fall of 2008[816]. The purpose was to review the business case for sustainability and the advantages of being a partner. Currently, a template for these partners to report is being developed[817]. The intention is for the Whistler2020 team to work with partners to make presentations on sustainability to their Boards, and help them on finding tools relevant for their sector[818]. One anonymous interviewee recalled the meeting:

> It was not well attended. That afternoon, there were 12 or 15 in the group. It was raised that if we are serious to roll Whistler2020 out, why are all the partners in the room … but it was a very useful meeting for those who attended. We were able to share how our organizations have rolled out Whistler2020 in the last 12 months, the challenges we faced, and the wins we were able to secure. [819]

In addition, the key large partners meet twice yearly – Tourism Whistler, Whistler Blackcomb, Whistler Arts Council, Chateau Fairmount, 2010, Whistler Chamber of Commerce, and the RMOW. "This is the de facto Board of the partners group"[820]. One interviewee recalled, "We were there to discuss what the commitments are for 2009. The feedback from the task forces was listed, categorized into tasks over the course of the meeting the organizations had to commit to, or not, to roll out the 2009 tasks"[821].

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[816] Laura MacKay Manager, Community Planning and Business Strategies, Whistler2020, interview

[817] Laura MacKay Manager, Community Planning and Business Strategies, Whistler2020, interview

[818] Laura MacKay Manager, Community Planning and Business Strategies, Whistler2020, interview

[819] Whistler Interviewee 12

[820] Kevin Damaskie, RMOW Sustainability Coordinator, interview

[821] Whistler Interviewee 12

Implementation – Communication & Information and Monitoring &
Evaluation Systems

The Whistler2020 staff team organizes communication between task forces and partners and coordinates information with the Implementing Organizations[822]. Kevin Damaskie, the Whistler2020 Sustainability Coordinator, commented that "now is the fifth year of implementation, and plan development, and we are doing the first communication plan per say. It takes the vision, priorities and strategy descriptions from Whistler2020 and attaches three key messages and five key audiences, between now and 2011"[823]. There is also a region-wide Whistler2020 Monitoring Program; this includes tools for partners, and requires two progress reports back from each partner to the region per year via the Whistler2020 website[824]. Progress is monitored on four questions marking success at each of three levels: 1) core indicators show a snapshot of overall progress at a glance, 2) strategy indicators are related to showing progress on each of the strategies and 3) context indicators are not specific to Whistler2020, but are relevant to regional sustainability[825]. In total, there are 90 indicators which are reported on annually[826].

> Data comes from a variety of sources, both within Whistler (e.g., Regional Municipality of Whistler and Tourism Whistler) and external to Whistler (e.g., Statistics Canada, BC Hydro). In addition to sources that already exist, the Whistler2020 Monitoring Program requires the development of new forms of data gathering in areas that were either not measured previously, or where the current data sources are not sufficiently timely or valid for use in decision-making. In 2005 and 2006, two additional data

[822] Whistler2020: Involvement. Accessed May 17, 2008 and March 25, 2009 from http://www.whistler2020.ca/whistler/site/genericPage.acds?context=1967918&instanceid=1967919

[823] Kevin Damaskie, RMOW Sustainability Coordinator, interview

[824] Whistler2020: Actions. Accessed May 17, 2008 and March 25, 2009 from: http://www.whistler2020.ca/whistler/site/genericPage.acds?instanceid=1986148&context=1974406

[825] Whistler2020: Monitoring Program - What, Why and How. Accessed May 17, 2008 and March 25, 2009 from: http://www.whistler2020.ca/whistler/site/genericPage.acds?instanceid =1986170&context=1967970

[826] Laura MacKay Manager, Community Planning and Business Strategies, Whistler2020, interview

gathering tools were developed and executed: an annual Whistler community survey; and a Whistler affordability report.[827]

Monitoring reports have already been produced, with the most recent being the 2007 score card[828]. There is also an extensive website which presents the results, and which also shows the progress on actions for each strategy[829]. For example, 60 percent of recommended actions were accepted in 2007, and 95 percent of accepted actions from 2005 through 2007 are either in progress or complete[830].

> Whistler2020's Monitoring and Reporting Program tracks and reports our status and progress toward the Whistler2020 vision and sustainability objectives through core indicators, strategy indicators, as well as other contextual community indicators … The monitoring program is used to assess progress, inform decision-making, and ensure accountability while educating and engaging community members and stakeholders.[831]

Implementation –Planned Renewal

Moving forward with Whistler2020, it is hoped that it will continue to be successful to the point of becoming independent of government and instead becoming housed in an NGO. The model of having a separate NGO is similar to the Whistler Housing Authority that the RMOW created [832]. In 2008 the region launched the Whistler Centre for Sustainability: "A centre for learning, inspiration and collaboration for both residents and visitors.[833]" The centre will essentially become the home of the Whistler2020 process[834].

> The concept now is that we've got seed funding for it, and the Whistler Centre for Sustainability is intended to become a standalone organization. We're giving it four years, and we hope it'll have reached its own financial success; it'll be self funded, so we won't have to support it financially from the municipality.[835]

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[827] Whistler2020: Monitoring Program - What, Why and How. Accessed May 17, 2008 from http://www.whistler2020.ca/whistler/site/genericPage.acds?instanceid=1986170&context=1967970

[828] Whistler2020 2007 Scorecard. How are we doing? (2007)

[829] See: http://www.whistler2020.ca/whistler/site/explorer.acds

[830] Whistler2020 2007 Scorecard. How are we doing? (2007) – pp. 1-2

[831] Whistler2020: Moving Toward a Sustainable Future. Second Edition. – p. 7

[832] Mike Vance, General Manager of Community Initiatives in the RMOW, interview

[833] Whistler2020 & The Natural Step. Integrating Sustainability Across Our Community. August 20th, 2007. By Ted Battiston. (PowerPoint Presentation)

[834] Ken Melamed, Mayor of Whistler, interview (November 2008)

[835] Ken Melamed, Mayor of Whistler, interview (February 2008)

The centre will function as a not-for-profit body that will rely on income via grants, sponsorship, membership and consulting fees. The core objective of the centre is to focus on sustainability for communities, tourism and events. The "Centre will deliver consulting services and learning opportunities, and become the focal point for sustainability in Whistler and a centre of excellence within and beyond the region"[836]. Mike Vance, the General Manager of Community Initiatives in the RMOW, explained, "We will hand over the management of the task forces, the partners, and the monitoring and reporting functions to the newly created Whistler Sustainability Centre. It will also have the responsibility to create templates and tools, and will have a new Energy Manager position funded by BC Hydro"[837]. The seed funding from the RMOW is $120,000 a year, plus the RMOW are covering certain salaries, and BC Hydro is covering a position which brings the budget to more like $600,000 to $650,000 annually[838].

In particular, there is a hope that the Whistler2020 process will be able to shift to region-wide budgeting[839]. Having multiple organizations bring resources to the initiatives that relate to them is thought to be more efficient[840]. Already, this has been tried to some extent with the implementation of recommended actions. "Our one struggle was to try and coordinate the budget process, so that when accepting an action, the Implementing Organizations can put resources into it. It was frustrating when, if two organizations had agreed to work together on an action, one, such as Whistler Blackcomb, was well into its cycle while another, such as Tourism Whistler, hadn't started. So, we are trying to coordinate our Implementing Organizations budget cycles" [841]. William Roberts of the Whistler Forum said he raised the idea of shared funding responsibilities at the partners meeting; "How about we go back to our boards and suggest we take x% each year to fund the ongoing implementation plan. For the RMOW to fund all of the

[836] Whistler Centre for Sustainability. Website accessed March 26, 2009 from http://www.whistlercentre.ca/
[837] Mike Vance, General Manager of Community Initiatives in the RMOW, interview
[838] Mike Vance, General Manager of Community Initiatives in the RMOW, interview
[839] Mike Vance, General Manager of Community Initiatives in the RMOW, interview
[840] Mike Vance, General Manager of Community Initiatives in the RMOW, interview
[841] Mike Vance, General Manager of Community Initiatives in the RMOW, interview

"partnership" planning is not a partnership. Some said it is a good idea, others thought I was crazy"[842].

Laura MacKay, the Manager of Community Planning and Business Strategies for the Whistler Centre for Sustainability explained that the Centre's Board was chosen based on the Centre's goals; "It is a good mix of locally based and other organizations. Those interested were interviewed after a letter of intention went out"[843]. For Whistler-Blackcomb, it is the Senior VP Operations that sits on the Board of the Whistler Centre for Sustainability[844]. The seven-person board is made up of at least three people who do not live in the region; one from Mountain Equipment Coop, one from the University of British Columbia, and one from the University of Victoria[845]. Arthur Dejong expressed some concerns:

> Most people participating are consultants, academics, policy makers. We don't have the doers, the business leaders, the operations managers, the ones sweating on the floor. Whatever we do in policy processes has to get to the guy flipping the switch or writing the cheque. When I look at the sustainability centre, will it be a coffee shop or will it be a strategic group that will hit the areas on the ground that need to drive the change?"

Whistler has found that the regional ownership and engagement has been the greatest benefit to its planning[846]. A challenge has been in "maintaining the completion rate" of actions[847]. AWARE, for example, is not as involved now as it used to be, though it was very involved at the initial building stages[848]. The scheduled review of Whistler2020 is to happen in 2011, approximately five years

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[842] William Roberts, Founder and President of the Whistler Forum, interview
[843] Laura MacKay Manager, Community Planning and Business Strategies, Whistler2020, interview
[844] Arthur Dejong, Mountain Planning and Environmental Resource Manager at Whistler Blackcomb, interview
[845] Whistler Centre for Sustainability – Board of Directors – Website accessed March 26, 2009 from: http://www.whistlercentre.ca/about-us/board-of-directors.html
[846] The Heart of Change: Analyzing the Community Engagement Process in the Development of Whistler's Comprehensive Sustainability Plan. MA thesis, Royal Roads University, by Victoria Smith, March 2007
[847] Ken Melamed, Mayor of Whistler, interview (February 2008)
[848] Ken Melamed, Mayor of Whistler, interview (February 2008)

after the monitoring process was adopted in 2006[849]. Ken Melamed ended with this advice:

> Be patient. You cannot move faster than the community is willing to go. There is a balance of push and pull. Be bold. It needs creative leadership; people demand for it. If I had a word to politicians, don't be afraid of taking that strong position and to take that role, and moving away from business as usual. In Sweden, I heard Jamie Cloud of the Cloud Institute say that when she walks into a room she asks: Is anyone not prepared to have their paradigm shifted?[850]

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[849] Ken Melamed, Mayor of Whistler, interview (February 2008)
[850] Ken Melamed, Mayor of Whistler, interview (November 2008)

Archetype 2: Montreal's First Strategic Plan for Sustainable Development

Introduction to the Region

Montreal, located in the province Quebec, has a population of 1,620,693, according to Statistics Canada's 2006 census[851]. The population density was 4,439 people per square km and the geographic size was about 365 square km in 2006[852]. According to the same census, the two main industrial sectors are 'business services' and 'other services'. The City of Montreal adopted its 10-year Master Plan in 2004[853]. In 2005, it adopted a 5-year CRSDS which is called *Montreal's First Strategic Plan for Sustainable Development*[854], in English, and *Premier plan stratégique de développement durable de la collectivité montréalaise*[855], in French. The strategy is for the entire island of Montreal which, at one time, was a single municipality; although some communities have since demerged from the City of Montreal, they are still involved as partners in the collaborative strategy.

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[851] Statistics Canada – 2006 Census
[852] Statistics Canada – 2006 Census – from: http://www12.statcan.ca/census-recensement/2006/dp-pd/prof/92-591/details/Page.cfm?Lang=E&Geo1=CSD&Code1=2466023&Geo2=PR&Code2=24&Data=Count&SearchText=montreal&SearchType=Begins&SearchPR=01&B1=All&Custom=
[853] Montreal Master Plan Summary. (November 2004)
[854] Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005)
[855] Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005)

Figure 19: Map of Montreal Island
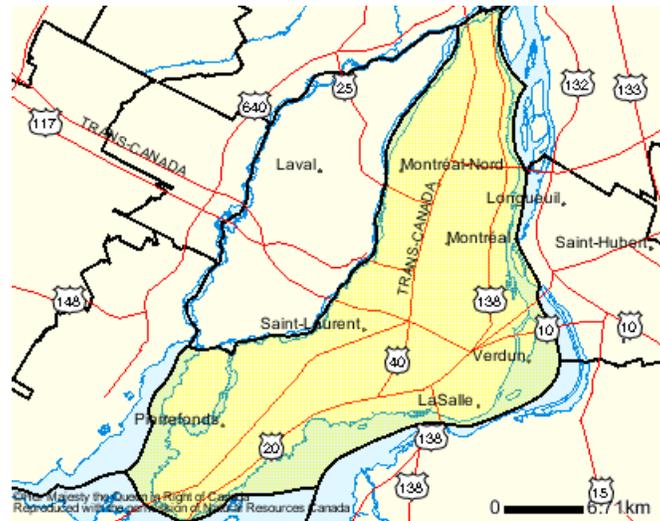
Source: Map of Montreal Island. Website accessed May 2009:
http://geodepot.statcan.ca/Diss/GeoSearch/index.cfm?lang=E. Statistics Canada.

The following table summarizes the Montreal CRSDS's structure. These are the same categories as are found in Chapter 5, although in greater detail.

Table 74: Archetype 2: Montreal

Name of Region		Montreal (Metro)
Strategy		Strategic Plan for Sustainable Development
Year Adopted		2005
Tool Used		-
Component		
Partners	**Lead Organization(s)**	Mixed – Three lead partners, two of which have a diverse member base
	Number of Partners	Large – 160 partners
	Engagement	Various / narrow – Depending on the partner if the whole organization is engaged or if one department is engaged. Also no partner is committed to every action, so the engagement is narrow
Implementation Forms	**Full Partnership Level**	Committees – The Liaison Committee and the Partners Committee
	Joint Project(s) Level	Informal interactions – Projects such as Quartier 21 engage existing organizations in enacting joint initiatives together
	Individual Partner(s) Level	Yes – 160 partners each implementing the actions they commit to in their own organization
Process & Systems	**Decision-making**	Decentralized – Each organization decides which actions to commit to and how it will implement these actions
	Communication & Information	Centralized – collaborative – The coordinating team in the City of Montreal communicate with partners. Also a centralized Exchange Network led by the three lead organizations

	Monitoring & Evaluation	Centralized – collaborative / renewal process – Both the 'state of the environment' and the 'progress reports' are produced by the key partners, but with the content from many partners. There is also a renewal process planned
Context	**Formation & Formulation**	Committees – The Steering Committee, the Partners Committee and the City-Borough Committee
	Strategic Plan Formulation Process	Formal/ local/ short-term – The formulation followed a formal process, was locally led, and created a 5-year strategy
	Legal Framework & Regulations	Provincial links
	Support Organization(s)	ICLEI
	Size of Region	1,620,693
	Top industries	Business services / other services
	Other Demographics	Multicultural / universities / island

Partnership Formation, Lead Organizations and Collaborative Strategic Plan Formulation

Developing this collaborative strategy was a follow-up activity from the Montreal Summit which was held in June 2002[856]. The formulation process lasted from May 2003 until April 2005 and included a number of organizational partners[857]. As noted in this quotation from the 2005 summary, "To formulate Montreal's first strategic plan for sustainable development, the City of Montreal teamed up with several organizations that are committed to promoting sustainable development in the metropolitan region"[858]. One of the lead partners, now called the Conférence régionale des élus, had an Environment Committee which completed an environmental diagnostic of Montreal prior in 2000[859]. To do this, it worked with different organizational partners, including the City[860]. When the City decided to initiate a CRSDS, it requested to work in partnership with this organization, which is comprised of elected officials from the City of Montreal, from de-merged towns on the island of Montreal, and provincial elected officials with their

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[856] Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005) – p. 1

[857] Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005) – p. 1

[858] Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005) – p. 1

[859] Guy Raynault, Développement urbain, Le Conférence régionale des élus de Montréal, interview

[860] Guy Raynault, Développement urbain, Le Conférence régionale des élus de Montréal, interview

constituencies in Montreal, and other socio-economic organizations (a total of 146 members)[861]. It also requested to work with the Conseil régional de l'environnement de Montréal as the other lead partner; this organization is a network of non-profit organizations, institutions and companies (130 member organizations)[862]. The leadership remained with the municipal government due to its existing responsibilities on sustainable development, but the government worked in partnership with these other organizations to elaborate and implement an action plan; (for an English translation see footnote[863]) "Dans le cadre de ce processus, les responsables de la Ville de Montréal et de la société civile travaillent ensemble vers un objectif commun"[864].

In 2003, three committees were created, the Partners Committee, the City-Borough Committee[865,866], and the Steering Committee[867]. The Steering Committee (*comité de directeurs*) was composed of "16 representatives from the public, private, and educational sectors and associations"[868], and its members participated in the plan formulation[869]. As Louis Drouin from the Montreal Public

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[861] Guy Raynault, Développement urbain, Le Conférence régionale des élus de Montréal, interview

[862] André Porlier, Chargé du développement durable, Conseil régional de l'environnement de Montréal, interview

[863] Translation: This process is framed so that those responsible at the City of Montreal and in civil society work together toward a common objective

[864] Plan de développement durable de la collectivité montréalaise. Dossiers actifs du CRE. Conseil régional de l'environnement de Montréal. Accessed March 12, 2009 from http://www.cremtl.qc.ca/index.php?id=206

[865] Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005) – p. 1

[866] Montreal Interviewee 04 commented that this was not the case, that a City-Borough Committee never existed, and that the internal partners met together twice, but were a part of the Partner's Committee.

[867] Sustainable Community Awards – Montreal – Planning – 2006 – Website accessed on March 28, 2009 from: http://www.collectivitesviables.fcm.ca/FCM-CH2M-Awards/db/en%5C76.pdf;

[868] Sustainable Community Awards – Montreal – Planning – 2006 – Website accessed on March 28, 2009 from: http://www.collectivitesviables.fcm.ca/FCM-CH2M-Awards/db/en%5C76.pdf

[869] Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005) – p. 2

Health Department of the provincial government recalled, "Everyone was there with their own agendas, but we had a consensus and it was a great experience"[870].

The Partners Committee had a much broader membership and was made up of organizations representing the principle spheres of civil society [871], while the City-Borough Committee was an internal government committee made up of representatives of the municipal services and the boroughs[872]. The minutes from the first Partners Committee meeting, from May 2003, showed that 63 people were present, not including the technical team or the facilitators[873]. The Technical Team was made up of the three lead organizations: the City of Montreal, the Conseil régional de l'environnement de Montréal (the NGO network), and the Conseil régional de développement de I'Île de Montréal (now called the Conférence régionale des élus (CRÉ) de Montréal). The main agenda items were to engage the organizations in the larger initiative and to provide feedback on the content of a declaration statement. Organizations had until August to indicate their interest in signing the declaration. In October of 2003, a declaration statement was completed which was signed by the Mayor[874] and 70 other organizational partners[875]. This statement was called the *Déclaration de principe de la collectivité montréalaise en matière de développement durable[876]*.

The second meeting of the Partners Committee was held in October 2003 and included a mix of representatives from provincial government departments, federal government departments, the City, businesses, universities, school boards,

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[870] Louis Drouin, Head of the Urban Environment and Health Department in Montreal, Santé Publique, interview
[871] Compte rendu de la réunion. Comités des Partenaires. Plan stratégique de développement durable. (October 30, 2003)
[872] Montreal interviewee 04
[873] Compte rendu de la réunion. Comités des partenaires. Plan stratégique de développement durable. (May 29, 2003)
[874] Déclaration de principe de la collectivité montréalaise en matière de développement durable. Ville de Montréal. (October 2, 2003)
[875] Sustainable Community Awards – Montreal – Planning – 2006 – Website accessed on March 28, 2009 from: http://www.collectivitesviables.fcm.ca/FCM-CH2M-Awards/db/en%5C76.pdf
[876] Déclaration de principe de la collectivité montréalaise en matière de développement durable. Ville de Montréal. (October 2, 2003)

NGOs, and associations[877]. The main purpose of the meeting was to gather feedback on the 11 proposed themes. Participants raised concerns over the focus on environmental topics in a sustainable development initiative[878]. The third meeting of the Partners Committee was held in February 2004 with the main goal of gaining feedback on the actions for each of the areas of governance, social, environmental, and economic[879]. In June 2004, a meeting was held with both the Partners Committee and the City-Borough Committee together. Until now the committees had only met separately, though they had both been involved in the signing of the Declaration. At this stage, a first version of the strategy had already been drafted, so the objectives of this meeting were to create demonstration projects that addressed multiple objectives and actions in one initiative and which could be delivered in partnership[880].

Separately from the Partners Committee meetings, four theme-based meetings of a sub-set of partners were held; a half-day for each of the priority orientations[881]. The purpose was to consider how partners could engage, who would be the lead partners, and who else should be involved. An example of one of these meetings was during October 2004, when a meeting of 22 participants was held to discuss the improvement of air quality and the reduction of GHG[882]. The results of each

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[877] Compte rendu de la réunion. Comités des Partenaires. Plan stratégique de développement durable. (October 30, 2003)

[878] Compte rendu de la réunion. Comités des Partenaires. Plan stratégique de développement durable. (October 30, 2003)

[879] Extraits du rapport-synthèse de la rencontre tenue le 19 février 2004. Plan stratégique de développement durable. Mosaïque, conseils en communication et marketing. (February 19, 2004)

[880] Réunion conjointe du Comité des partenaires et du Comité Ville-Arrondissements. Plan stratégique de développement durable. Bureau de recherche d'animation de consultation. (June 3, 2004)

[881] Améliorer la qualité de l'air et réduire les émissions de GES. Rapport de la rencontre thématique. Tenue dans le cadre de Plan stratégique de développement durable sur l'orientation 3. (October 29, 2004)

[882] Améliorer la qualité de l'air et réduire les émissions de GES. Rapport de la rencontre thématique. Tenue dans le cadre de Plan stratégique de développement durable sur l'orientation 3. (October 29, 2004)

of these thematic meetings were reported to the next Partners Committee meeting[883].

In January 2005, the Partners Committee met again. The main objective of this meeting was for the partners to provide feedback on the draft strategy, and in particular what role their organization could play in implementation. As the minutes say, the partners seemed satisfied; no organization disassociated itself from the work done[884]. Also, by this stage the Conseil régional de l'environnement de Montréal had developed indicators for determining the environmental performance[885]. In April 2005, *Montreal's First Strategic Plan for Sustainable Development*[886] was adopted. The member of the City's Executive Committee Responsible for sustainable development is Mr. Alan DeSousa; in an interview he stated:

> In the plan itself we put together action items in a very detailed fashion, with specific action items, timelines, deliverables, and the person responsible. We put this information in the public domain so the population is aware of the administration's commitments. [887]

The strategy has four key principles, and ten orientations which are associated with specific objectives and actions. Of these, the partners identified four priority orientations of: 1) improve air quality and reduce greenhouse gas emissions; 2) ensure the quality of residential environments; 3) practice responsible resource management; and 4) encourage industries, businesses and institutions to adopt good sustainable development practices[888]. This strategy won the Canada-wide

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[883] Améliorer la qualité de l'air et réduire les émissions de GES. Rapport de la rencontre thématique. Tenue dans le cadre de Plan stratégique de développement durable sur l'orientation 3. (October 29, 2004)

[884] Réunion d'information du Comité des partenaires. Plan stratégique de développement durable de la collectivité montréalaise. Bureau de recherche d'animation de consultation. (January 28, 2005)

[885] Réunion d'information du Comité des partenaires. Plan stratégique de développement durable de la collectivité montréalaise. Bureau de recherche d'animation de consultation. (January 28, 2005)

[886] Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005)

[887] Alan DeSousa, Executive Committee member of the City of Montreal and Mayor of the Saint-Laurent borough, interview

[888] Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005) – p. 5-6

2006 Sustainable Community Award in Planning from the Federation of Canadian Municipalities and CH2M Hill[889]. Here is the summary from the award website:

> Stemming from an impressive community engagement process that brought together more than 70 organizations in partnership with the City, Montréal has identified two dozen projects to tackle in the first year of its five-year sustainability plan. Since air quality is a top priority for the City, several of the initiatives focus on sustainable transportation, including an anti-idling bylaw, improvements to cycling infrastructure and the purchase of energy-efficient vehicles for the municipal fleet. The plan also includes programs to reduce waste and water use, increase energy efficiency, and implement an environmental management system. Twenty environmental indicators have been identified that will help Montréal monitor its progress. The City will also publish results in an annual environmental status report. [890]

The five-year strategic plan was developed with the intention of two implementation phases; a start-up phase from 2005-2006 and a second-phase from 2007-2009[891]. The first phase included only 24 actions which would be implemented by the City or by a combination of municipal services, boroughs, and partners[892]. Table 75 details Montreal's First Strategic Plan for Sustainable Development's chronology through the formulation and implementation phases.

Table 75: Chronology of Montreal's CRSDS Formulation and Implementation

Date	Activity
September 2000	The Conférence régionale des élus had an Environment Committee which completed an environmental diagnostic of Montreal
April 2002	The Conférence régionale des élus had an Environment Committee which completed a *Plan d'action sur le développement durable — État de la situation en environnement, orientations et interventions proposées*[893]
June 2002	Montreal Summit
2003	Three committees were created – The Partners Committee, the City-Borough Committee and the Steering Committee[894]. The three lead organizations were the Conférence

[889] Sustainable Community Awards – Montreal – Planning – 2006 – Website accessed on March 28, 2009 from: http://www.collectivitesviables.fcm.ca/FCM-CH2M-Awards/db/en%5C76.pdf

[890] Sustainable Community Awards – Montreal – Planning – 2006 – Website accessed on March 28, 2009 from: http://www.collectivitesviables.fcm.ca/FCM-CH2M-Awards/db/en%5C76.pdf

[891] Montreal's First Strategic Plan for Sustainable Development. In Brief. (April 2005) – p. 7

[892] Montreal's First Strategic Plan for Sustainable Development: From concerted effort to action. PowerPoint Presentation (February 4, 2006)

[893] Comité environnement et développement durable – Website accessed April 3, 2009 from http://www.credemontreal.qc.ca/cte-environnement.htm

	régionale des élus, the City of Montreal, and the Conseil régional de l'environnement de Montréal
May 2003	CRSDS formulation process began and the Partners Committee had its first meeting with a purpose to provide feedback on a declaration statement content
October 2003	Declaration statement was completed and signed by the Mayor and 70 other organizational partners. It was called the *Déclaration de principe de la collectivité montréalaise en matière de développement durable.*
June 2004	A meeting was held with both the Partners Committee and the City-Borough Committee together for the first time. These two committees were later merged into one and called the Partners Committee.
October 2004	Four theme-based meetings of a sub-set of partners were held for a half-day each. One on each of the four priority orientations.
April 2005	City of Montreal adopted its *First Strategic Plan for Sustainable Development*, which is a collaborative strategic plan. 49 partners committed to actions for the 2005-2006 phase.
June 2005	The first e-newsletter was released, which by November of the same year became called the Domino bulletin. In general a communication plan was put in place to obtain the commitments from the partners, to collect information about what was achieved, and to invite more organizations to participate. This expanded into the domino logo, and a website. The Exchange Network was also created in 2005 to allow partners to interact.
2005	The Steering Committee from the formulation phase evolved into the Liaison Committee
November 2005	The first 'state of the environment' indicators report was released for the period covering 1999-2003.
March 2006	The Exchange Network created a website inside the larger strategy website. In 2006 it also started holding lunch events on specific issues.[895]
April 2006	The first progress report was released. These reports were produced annually ever since.
2006	The CRSDS won the FCM-CH2M Hill Sustainable Community Award in planning
May 2006	The process began to create actions for the 2007-2009 phase.
Fall 2006	By the end of 2005-2006 phase, 67 partners had committed to actions.
March 2007	Partners made commitments on the 2007-2009 phase actions. By March 2009 there were over 160 partners engaged in the CRSDS.
March 2007	The first Gala was held. It has since become an annual event. In 2008 over 580 people attended.
May 2008	The second 'state of the environment' indicators report was released covering the period of 2003-2006
2008	The Liaison Committee was expanded and tasked with considering the 2010-2015 strategic plan development. A sub-committee called a Work Committee was created to work on the content.

Implementation – Partners

The City of Montreal took a leadership role in the implementation in three ways:

1) engaging on the 24 actions; 2) coordinating the ongoing work and monitoring

of actions taken; and 3) providing a budget for the initiative[896] of about

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[894] Montreal Interviewee 04 commented that this was not the case, that a City-Borough Committee never existed, and that the internal partners met together twice, but were a part of the Partner's Committee.

[895] Le réseau d'échange – Bilan 2006-2007

[896] Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) – p. 107

$800,000[897]. As Danielle Lussier, Team Leader for the coordination of sustainable development in the City of Montreal, explained, (English translation in footnote[898]):

> Le rôle de l'équipe de coordination de développement durable est principalement de coordonner la mise en œuvre du plan et d'en assurer le suivi. Plusieurs directions, arrondissements, villes liées, partenaires réalisent les actions du Plan. Peu d'actions sont de la responsabilité de l'équipe de coordination développement durable. [899]

In addition to the three people in the City of Montreal who coordinate the implementation, there is at least one person in each of the other two lead organizations who help with coordinating and monitoring implementation[900]. For the actions that the City commits to, there are specific municipal services or departments which are responsible for the implementation[901]. While all of the actions are related to the City, a subset of them also related to other organizations, depending on the type of organization; for example, action 1.3 (anti-idling) related to a wide diversity of partners, while action 1.9 (buying eco-efficient vehicles) was only relevant for some larger organizations. Partners were asked to commit to at least three actions for the first phase[902]. By April 15 2005, 49 partners had made commitments for the first phase; for example, on action 1.6 (bolster cycling infrastructure), the City and boroughs committed to adding bike lanes and bike racks, and 17 partners also committed to adding bike racks[903]. As an example, McGill University, which was a signatory to this action, committed to adding 20

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[897] Sustainable Community Awards – Montreal – Planning – 2006 – Website accessed on March 28, 2009 from: http://www.collectivitesviables.fcm.ca/FCM-CH2M-Awards/db/en%5C76.pdf

[898] The role of the Sustainable Development Coordination Team is principally to coordinate the implementation of the plan and ensure it is followed. Many Departments, Burroughs, local governments, and partners fulfill the actions of the Plan. Few actions are the responsibility of the Sustainable Development Coordination Team.

[899] Danielle Lussier, Chef d'équipe, Coordination développement durable, Ville de Montréal – interview (Feb 2008)

[900] Alan DeSousa, Executive Committee member of the City of Montreal and Mayor of the Saint-Laurent borough, interview

[901] Montreal interviewee 04

[902] Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) – p. 110

[903] Des partenaires qui s'engagent. Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005)

new bike racks[904]. By the end of the 2005-2006 phase, 67 partners had engaged in the CRSDS[905].

Implementation – Full Partnership Level Implementation Form

The Steering Committee, from the formulation phase, changed titles and became a new committee called the Liaison Committee[906]. Its purpose was to liaise between the Partners Committee and the secretariat (*la direction responsable de la mise en œuvre du plan*) in order to monitor the implementation and to make recommendations if necessary. It was expected to meet three times a year[907]. The Partners Committee also continued, and by this stage had expanded to be made up of representatives of the municipal services, the boroughs, and organizational partners[908]; it absorbed the former City-Borough Committee, and thus there is no longer an internal government sustainable development committee. The Partners Committee met annually to allow partners to exchange best practices and challenges encountered and to propose adjustments to the process[909].

In May 2006, the creation of actions for the 2007-2009 phase began[910]. In June 2006, the Liaison Committee met to set guidelines for the process, and in June 2006 the Partners Committee met to propose actions and orientations. In August-September 2006, experts met to develop a new featured action for each of the four priority orientations[911]. In September 2006, thematic-meetings were held with the partners for each of the four priority orientations with the purpose of reviewing

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904 Des partenaires qui s'engagent. Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005)

905 Rencontre des partenaires. Premier plan stratégique de développement durable de la collectivité montréalaise. Phase 2007 - 2009. (February 9, 2007)

906 Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) – p. 111

907 Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) – p. 111

908 Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) – p. 111

909 Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) – p. 111

910 Montreal's First Strategic Plan for Sustainable Development. 2007-2009 Abridged Version

911 Montreal's First Strategic Plan for Sustainable Development. 2007-2009 Abridged Version

progress to date, and with the purpose of providing feedback on the proposed actions for the next phase[912]. Also in September, the Liaison Committee met again to validate the preliminary document, and in October, the Partners Committee met to review the document[913]. The working document detailed the actions from the first phase, which were ongoing, and potential new actions for this next phase[914]. In November 2006, public studies were done on environment, transportation and infrastructure, and recommendations were made for revisions[915]. The 2007-2009 phase action plan included: 10 orientations; the same four priority orientations as the last phase, plus three new ones; and 17 actions carried over from the start-up phase and 19 new ones[916]. "The implementation of 22 actions involves the cities and boroughs on the island of Montreal as well as its partners; 14 additional actions are the sole responsibility of the municipal administration, depending on jurisdiction" [917]. In addition, this plan ensures coherence and consistency with the other City of Montreal strategies[918].

In February 2007, the Partners Committee meeting was held with 116 participants (not including the nine representatives from the City)[919]. The purpose was to present the actions for the 2007-2009 phase, to present the City's contribution for

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[912] Comptes redu de: 1) Orientation: Adopter de bonnes pratiques de développement durable dans les enterprises, institutions et commerces. Plan d'action 2007 - 2009. (September 20, 2006); 2) Orientation : Améliorer la qualité de l'air et réduire les émissions de GES. Plan d'action 2007 - 2009. (September 15, 2006); 3) Orientation : Assurer la qualité des milieux de vie résidentiels. Plan d'action 2007 - 2009. (September 20, 2006); and 4) Orientation : Practiquer une gestion responsable des ressources. Plan d'action 2007 - 2009. (September 15, 2006)

[913] Montreal's First Strategic Plan for Sustainable Development. 2007-2009 Abridged Version

[914] Proposition de plan d'action 2007-2009 : Document de travail en vue de la rencontre de l'assemblée des partenaires du 6 octobre 2006. Projet - Document de travail. Premier plan stratégique de développement durable de la collectivité montréalaise. (October 4, 2006)

[915] Montreal's First Strategic Plan for Sustainable Development. 2007-2009 Abridged Version

[916] Montreal's First Strategic Plan for Sustainable Development. 2007-2009 Abridged Version – p. 4

[917] Alan DeSousa, Executive Committee member of the City of Montreal and Mayor of the Saint-Laurent borough, interview

[918] Alan DeSousa, Executive Committee member of the City of Montreal and Mayor of the Saint-Laurent borough, interview

[919] Rencontre des partenaires. Premier plan stratégique de développement durable de la collectivité montréalaise. Phase 2007 - 2009. (February 9, 2007)

this next phase, and to mobilize other partners to commit to actions in the next phase. The meeting also presented the main results from the 2005-2006 phase. Also at this meeting, partners were invited to attend a Gala in March 2007[920]. The Gala was organized by the Conseil régional de l'environnement de Montréal, in collaboration with the City of Montreal, and the Conférence régionale des élus (CRÉ) de Montréal. The following quotation from the press release explains (for an English translation see footnote[921]).

> Ce premier Gala de reconnaissance en environnement et développement durable de Montréal veut saluer la contribution des partenaires aux avancées du *Premier plan stratégique de développement durable de la collectivité montréalaise* … S'il s'addresse d'abord aux members du réseau des partenaires, le Gala est également ouvert aux organisations, institutions, et enterprises de l'agglomération montréalaise intéressées par le développement durable et désireuses de se joindre au dynamique réseau des partenaires du Plan stratégique. [922]

The Gala also includes awards[923]. It has become an annual event, with the second one being held in April 2008[924], and the most recent one in Spring 2009. In 2008, over 580 participants were involved[925].

In June 2008, another Partners Committee meeting was held. By this stage there were 125 partners committed to the strategy[926]. At the meeting, the second

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[920] Rencontre des partenaires. Premier plan stratégique de développement durable de la collectivité montréalaise. Phase 2007 - 2009. (February 9, 2007)

[921] Translation: This first Gala, for the recognition of environment and sustainable development in Montreal, salutes the contribution of partners in advancing Montreal's First Strategic Plan for Sustainable Development … While it is aimed at members of the Partners Network, the Gala is also open to other organizations, institutions, and companies in Montreal who are interested in sustainable development and wish to join the dynamic Partners Network of the Strategic plan

[922] Un premier gala pour souligner l'excellence des réalisations montréalaises en environnement et en développement durable. Conseil régional de l'environnement de Montréal. Communiqué. (February 25, 2007).

[923] Jim Nicell, Associate Vice-Principal (University Services), McGill University, interview

[924] Modifiez votre agenda! C'est le 3 avril que se déroulera le deuxième Gala de reconnaissance en environnement de développement durable de Montréal. (2008) Accessed June 2, 2008 from http://ville.montreal.qc.ca/portal/page?_pageid=2762,3101597&_dad=portal&_schema=PORTAL

[925] Rapport d'activités 2007-2008. Plan d'action 2008-2009. Conseil régional de l'environnement de Montréal. (2008)

[926] 4e rencontre. Comités des Partenaires. Premier plan stratégique de développement durable pour la Ville de Montréal. Phase 2007-2009. (June 11, 2008)

indicators report on the state of the environment, covering the period of 2003-2006, was presented[927], as was progress on each of the priority orientations. There was also a presentation on the Exchange Network (Réseau d'échanges), an initiative led by the Conseil régional de l'environnement de Montréal in collaboration with the City of Montreal and the Conférence régionale des élus[928]. Their focus during the presentation was on the urban heat islands, and their collective solution was for partners to plant more greenery[929]. The Exchange Network held five issue-based lunch sessions in 2007-2008, one on heat islands, one on eco-responsible events, two on waste management, and one on energy efficiency. The participation ranged from 26 to 77 people attending[930]. By March 2009, there are over 160 partners engaged in the CRSDS[931].

Implementation – Joint Project(s) Level Implementation Form

During the 2007-2009 phase, an effort was made to create 'star actions' on which all partners could do something together[932]. In addition, sub-sets of partners worked together on joint projects. For example, one of the action items in the Strategic Plan was the creation of "Quartier 21s"[933] (these build on the concept of Local Agenda 21, but are at the neighbourhood level). The City was the lead on this in partnership with the Section du milieu urbain et de l'environnement de la Direction de la santé publique de l'agence de la santé et des services sociaux de Montréal, and the federal Heath Canada[934]. This is the only initiative that the City's coordination team actually helps fund; everything else is funded by the

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[927] Indicateurs de l'état de l'environnement. Bilan pour la période 2003-2006. Premier plan stratégique de développement durable de la collectivité montréalaise

[928] Développement durable – un réseau de partenaires. L'engagement de toute une collectivité. Accessed June 2, 2008 from http://ville.montreal.qc.ca/portal/page?_pageid=736,4733337 &_dad=portal&_schema=PORTAL

[929] 4e rencontre. Comités des Partenaires. Premier plan stratégique de développement durable pour la Ville de Montréal. Phase 2007-2009. (June 11, 2008)

[930] Rapport d'activités 2007-2008. Plan d'action 2008-2009. Conseil régional de l'environnement de Montréal. (2008)

[931] Alan DeSousa, Executive Committee member of the City of Montreal and Mayor of the Saint-Laurent borough, interview

[932] Montreal interviewee 04

[933] Montreal interviewee 04

[934] Montreal interviewee 04

relevant partner, borough or municipal service department[935]. The goal of Quartier 21 (a play on the United Nations document Agenda 21) was to allow for local application of the Strategy by citizens. Local boroughs or NGOs submitted funding proposals to initiative local projects that were in line with the orientations of the CRSDS and currently there are nine ongoing projects and three completed projects[936]; "people are very happy about that, are very proud"[937]. Another joint initiative, which was directly linked to an action in the Strategy, was conducted by the Conseil régional de l'environnement de Montréal in partnership with the Regroupement de services Eco-quartier (RESEQ) – an umbrella group for the Éco-quartier organizations throughout Montreal[938]. The project involved 60 students circulating around neighbourhoods and explaining environmental behaviours to people. The joint project included the collaboration of the City of Montreal, 19 boroughs, the City of Mont-Royal, 28 éco-quartiers, and a number of other youth-oriented organizations[939].

Implementation - Individual Partner Level Implementation Form, and Decision-Making System

In addition, many of the actions are designed to be implemented by individual organizations. An initial idea was to have a lead organization for each action, but this did not manifest and instead partners make their own decisions as to which actions to pursue[940]. As Jim Nicell, Associate VP University Services at McGill University explained, the City "didn't ask the partners to share in every priority, it allowed partners to identify where they had the most control, the most opportunity for change"[941] and commit to those actions. Many of these organizations already

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[935]   Montreal interviewee 04
[936]   Montreal interviewee 04
[937] Louis Drouin, Head of the Urban Environment and Health Department in Montreal, Santé Publique, interview
[938] La patrouille de sensibilisation environnementale : La force de la jeunesse au service de l'environnement montréalais ! Conseil régional de l'environnement de Montréal. Communiqué de presse. (June 27, 2006)
[939] La patrouille de sensibilisation environnementale : La force de la jeunesse au service de l'environnement montréalais ! Conseil régional de l'environnement de Montréal. Communiqué de presse. (June 27, 2006)
[940] Montreal interviewee 04
[941] Jim Nicell, Associate Vice-Principal (University Services), McGill University, interview

had their own sustainability initiatives. McGill University, for example, has a sustainability office and is in the process of developing a sustainability policy[942]. The University committed to 14 actions in the 2007-2009 phase of Montreal's CRSDS[943]. It created its own spreadsheet to monitor what has been done on each of the 14 actions, what can be done, resources implicated (including financial resources and who the internal action leader is) and recommendations[944]. An example of what has been done, in response to Action 2.7 to put in place GHG reduction measures, a civil engineering student at McGill University completed a GHG emissions inventory. Based on the results, a Senate Committee on the Environment workgroup is developing a GHG reduction strategy. Jim Nicell also commented that "there are some things we can't handle right now, but if we know that it's an objective of the greater region, we can plan for it. For example, composting"[945]. Concordia University is also a partner in Montreal's CRSDS, and has committed to five actions[946]. It too has an existing initiative called Sustainable Concordia, which has now grown to 15 paid and volunteer staff, and eight working groups, each with a multi-stakeholder group and its own volunteer base of between five and 30 people. The university is also developing a university-wide sustainability strategy[947]. By participating as a partner in the Montreal strategy, "we've been able to get small amounts of money to support other projects by doing consulting work or writing technical guides, and we've been able to bring down costs by purchasing together, or for example, share the cost of a software program"[948].

For other smaller organizations, almost everything they do furthers the larger sustainable development agenda. The Association québécoise pour la promotion de l'éducation relative à l'environnement (AQPERE), an NGO which promotes

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[942] Jim Nicell, Associate Vice-Principal (University Services), McGill University, interview
[943] Proposition de plan d'action 2007-2009 : Analyse des actions potentielles présélectionnées par McGill comme partenaire de la Ville
[944] Proposition de plan d'action 2007-2009 : Analyse des actions potentielles présélectionnées par McGill comme partenaire de la Ville
[945] Jim Nicell, Associate Vice-Principal (University Services), McGill University, interview
[946] Jenn Davis, Coordinator, Sustainable Concordia, interview
[947] Jenn Davis, Coordinator, Sustainable Concordia, interview
[948] Jenn Davis, Coordinator, Sustainable Concordia, interview

environmental education, all its Montreal projects further a CRSDS action[949].
Alcoa, on the other hand, a large aluminum company with its Canadian
headquarters in Montreal, only engages with the Strategy in a more peripheral
manner[950]. It only heard about the CRSDS when the City sent it a letter inviting it
to be a partner last year[951]. In 2008, it committed to five actions; these resulted in
activities which ranged from participating in Earth Day, planting a living wall (of
plants), giving money or business to Centraide and other social enterprises, having
fair trade coffee in its coffee machines[952] to hosting eco-responsible events[953]. As
Melissa St-Pierre, the Communication Coordinator in the Department of
Environment and Sustainable Development at Alcoa explained, they had a desire
to implement eco-responsible events prior to becoming a partner, but (English
translation in footnote[954]) "lorsque nous avons reçu le plan de ville de Montréal,
nous nous sommes dit que le temps était venu de pousser ce concept là, à
interne"[955]. Alcoa does have internal sustainability initiatives that are not linked to
Montreal specifically; in its 2007 Outlook on Sustainability report, it details that
Alcoa formed a Sustainability Advisory Committee in 2006, and have undertaken
numerous company-wide sustainability initiatives[956]. For example, from 2001-
2007, Alcoa reduced GHG emissions by 15% in absolute terms, and reduced
landfill waste by between 4% and 50% compared to 2000 levels, depending on
the smelter[957]. Alcoa also has a foundation, and between the Alcoa Foundation
and Alcoa Canada Primary Metals, they donated $2.3 million in 2007 to

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[949] Grille de projets d'écocitoyenneté menés par les partenaires du CER-Montréal -
2003-2008. Association québécoise pour la promotion de l'éducation relative à
l'environnement

[950] Melissa St-Pierre, Coordonnatrice Communications, Département de l'environnement
et développement durable, Alcoa, interview

[951] Melissa St-Pierre, Coordonnatrice Communications, Département de l'environnement
et développement durable, Alcoa, interview

[952] Questionnaire destiné aux partenaires. Organisme partenaire : Alcoa. Bilan 2008.
Premier plan stratégique de développement durable de la collectivité montréalaise
- Phase 2007-2009

[953] Melissa St-Pierre, Coordonnatrice Communications, Département de l'environnement
et développement durable, Alcoa, interview

[954] Translation: When we received the City of Montreal's plan, we told ourselves that the
time had come to push this concept internally.

[955] Melissa St-Pierre, Coordonnatrice Communications, Département de l'environnement
et développement durable, Alcoa, interview

[956] Alcoa. Outlook on Sustainability 2007

[957] Alcoa. Outlook on Sustainability 2007

education, health, culture and sustainable development, mostly in the communities where their facilitates are located[958].

Melissa St-Pierre raised a need for more time for partners to exchange stories[959]. Marie-Joëlle Tremblay, the Environmental Management Counsellor at Cirque du Soleil brought up the same point[960]. While Cirque du Soleil has been a partner since the beginning, its story is very similar to that of Alcoa. It has its own environmental policy, and in 2008 also adopted a responsible purchasing policy. These initiatives are not linked to the Montreal CRSDS. Even so, sometimes it has been given ideas by being a partner; (English translation in footnote[961]) "Parfois, nous avions déjà prévu certaines actions, et à d'autres moments cela nous donnes des idées. Dans le cas d'une action prévue, nous la mettons en place dans le cadre du plan"[962].

The Board of Trade of Metropolitan Montreal also has its own sustainable development policy, a 12-person internal committee to conduct the implementation of the policy among the staff of 70 people, and a separate sustainable development strategic analysis committee made up of members. This latter committee helps the Board of Trade to increase the awareness of sustainable development among its members and accompany them in these members' shift to adopt the best business practices.[963]. The Board of Trade is involved in the Selection Committee for choosing award winners for Montreal's CRSDS Gala. Last year it asked to give its own award to companies who had environmental achievements, even if the company was not a partner. This allowed it to

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[958] Alcoa. Outlook on Sustainability 2007

[959] Melissa St-Pierre, Coordonnatrice Communications, Département de l'environnement et développement durable, Alcoa, interview

[960] Marie-Joëlle Tremblay, Conseillère en gestion environnementale, Cirque du Soleil, interview

[961] Translation: Sometimes, we had already foreseen certain actions, and at other times it would give us ideas. In the case of a foreseen action, we would put it into place in the frame of the plan.

[962] Marie-Joëlle Tremblay, Conseillère en gestion environnementale, Cirque du Soleil, interview

[963] Frédéric Dumais, Analyste senior, Chambre du commerce du Montréal métropolitain, interview

communicate with its own membership about the Montreal Strategic Plan for Sustainable Development.

For the Santé Publique, a provincial department with a Montreal region office, being involved in the Montreal strategy allowed them to do more[964]. As Louis Drouin explained:

> It gave incentive to my own organization to integrate sustainable development into our organization. I presented it at the Board of the agency and we adopted a green policy in our organization to implement different things: recycling, composting, program Allégo, and so on. In addition, because we are one of the original organizations, I sold this project to all the hospitals. Montreal's health sector is 125,000 people; it's a major employer, with the hospitals. And we provided the sustainable development plan, and what you can do with these actions and mobilized the health sector on some specific actions and succeeded with it. I created a sustainable development group to work on specific initiatives locally, and it started three years ago, and I provide financing for specific actions on the local level. Like the program Allégo, we decided it was a priority and had to be implemented in all these health organizations, and it started and now it is formally implemented. In summary, I used that important committee to mobilize the health sector in Montreal on the plan's action items[965].

The Santé Publique was also involved in indicators reporting and helping design the 'state of the environment' indicators[966].

Implementation - Communication and Information

Right from the start, in 2005, a communication plan was put in place to obtain and make widely known the commitments of the partners towards specific goals, to collect information about what was achieved, and to invite more organizations to engage[967]. By 2007, a communication mechanism existed as "communication activities are an important part of implementing the Plan"[968]. The purpose of the

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[964] Louis Drouin, Head of the Urban Environment and Health Department in Montreal, Santé Publique, interview

[965] Louis Drouin, Head of the Urban Environment and Health Department in Montreal, Santé Publique, interview

[966] Louis Drouin, Head of the Urban Environment and Health Department in Montreal, Santé Publique, interview

[967] Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) – p. 111

[968] Montreal's First Strategic Plan for Sustainable Development. 2007-2009 Abridged Version – p. 31

communication was to highlight the achievements of the City and partners, to encourage individuals to adopt sustainable development practices, and to encourage networking between partners[969]. A logo using dominos was adopted to indicate that each action will lead to more actions:

The Exchange Network on sustainable development set up in the start-up phase resulted in a number of activities during that phase. These included nine issues of a newsletter called *Domino*, fact sheets for each action that could be implemented by partners, the aforementioned luncheon talks on specific issues, express memos with reminders of related events, and a virtual forum[970]. It is facilitated by the City of Montreal, the Conseil régional de l'environnement de Montréal and the Conférence régionale des élus (CRÉ)

> Based on the experience acquired in the Start-up Phase, the exchange network ... will pursue the following activities over the 2007-2009 period:
> - Sharing experiences, challenges overcome and achievements by partners ,through meetings on different themes;
> - Making information and expertise on good practices easily available through the virtual forum;
> - Promoting sustainable development initiatives in Montréal by publicizing them through electronic media.[971]

In addition, the website was maintained, and annual progress reports produced[972]. One of the challenges for the coordination team is maintaining a database of

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[969] Montreal's First Strategic Plan for Sustainable Development. 2007-2009 Abridged Version – p. 31
[970] Montreal's First Strategic Plan for Sustainable Development. 2007-2009 Abridged Version – p. 31
[971] Montreal's First Strategic Plan for Sustainable Development. 2007-2009 Abridged Version – p. 31
[972] Montreal's First Strategic Plan for Sustainable Development. 2007-2009 Abridged Version – p. 32

contacts as the key person sometimes changes[973]. In terms of the reporting, two types of indicators were developed to monitor the implementation, each with its own report. The aforementioned 'state of the environment' indicators and 'action indicators', which showed the progress on the actions outlined in the strategic plan[974]. The City did not want to do its own 'state of the environment' report card as there would be a perception of a conflict of interest[975]. The City does produce the progress reports using the action indicators; these have been produced annually for each year since 2005[976]. Information is collected for this progress report by contacting each partner and asking them to fill in a questionnaire, and also to commit to actions for the coming year[977]. Enough time has passed that the Exchange Network now has an annual cycle with 4 thematic meetings per year, 5 newsletters, 1 gala, the questionnaire to partners, the annual progress report, etc. It has formalized to the extent that this year there are even fixed dates[978].

Implementation – Monitoring and Evaluation

The 'state of the environment' reports show progress on protected areas, the usage of active transportation, the reduction in water consumption, and access by people to the Saint Lawrence River[979], but not all areas are improving[980]. Jenn Davis from Concordia University commented, "The last gala was disheartening because

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[973] Montreal interviewee 04

[974] Premier plan stratégique de développement durable de la collectivité montréalaise. (April 2005) – p. 111

[975] Alan DeSousa, Executive Committee member of the City of Montreal and Mayor of the Saint-Laurent borough, interview

[976] Plan d'action de la phase de démarrage 2005 - 2006. Bilan 2005. Premier plan stratégique de développement durable de la collectivité montréalaise. (2005); Plan d'action de la phase de démarrage 2005-2006. Bilan 2006. Premier plan stratégique de développement durable de la collectivité montréalaise. (2006) ; and Bilan 2007 de la phase 2007-2009. Premier plan stratégique de développement durable de la collectivité montréalaise

[977] Questionnaire destiné aux arrondissements et municipalités reconstituées. Bilan 2008; and Questionnaire destiné aux partenaires. Bilan 2008

[978] Montreal interviewee 04

[979] André Porlier, Chargé du développement durable, Conseil régional de l'environnement de Montréal, interview

[980] Indicateurs de l'état de l'environnement. Bilan pour la période de référence 1999 – 2003. Premier plan stratégique de développement durable de la collectivité montréalaise. (November 2005); and Indicateurs de l'état de l'environnement. Bilan pour la période 2003-2006. Premier plan stratégique de développement durable de la collectivité montréalaise. (2008)

despite all of this activity we found that our ecological footprint is getting bigger"[981]. She questioned if reporting on actions is enough or if they should be targeting specific goals that are bound by ecological limits[982]. These are the same types of questions that the Work Committee (Comité de travail), a new entity recently created as a subset of the Liaison Committee, is questioning as it considers the development of the next five-year strategy for 2010-2015[983]. In preparation for the next strategy development, the Liaison Committee was expanded to capture more perspectives, and this mini Work Committee was created to work on the content of the 2010-2015 CRSDS[984]. As Guy Raynault, from the Conférence régionale des élus de Montréal, explained (English translation in footnote[985]) :

> Actuellement les trois organismes qui étaient à l'origine du premier plan ainsi que leurs représentants sont toujours présents au sein des comités d'orientation et de travail. Après toutes ces années nous avons appris à travailler de concert et les consensus arrivent plus rapidement. Toutefois, pour le bien du prochain plan, d'autres organisations et d'autres personnes devront mettre également l'épaule à la roue.[986]

The intention is still to engage the Partners Committee in determining the next cycle. Already a consultant has been speaking with the partners one-on-one to solicit feedback[987]. The intention is to write one five-year strategy, and not have two phases. Many other changes are being considered, though no consensus has been reached yet. For example, they are reflecting on: the value of putting more emphasis on the social and economic aspects of sustainability in the plan[988];

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[981] Jenn Davis, Coordinator, Sustainable Concordia, interview
[982] Jenn Davis, Coordinator, Sustainable Concordia, interview
[983] Montreal interviewee 04
[984] Montreal interviewee 04
[985] Translation: Presently, the three original organizations from the first plan, as well as their representatives, are still present on the Liaison and Work Committees. After all these years we have learned to work together and we arrive at a consensus more quickly. Nevertheless, for the good of the next phase, other organizations and other people will equally have to pitch in.
[986] Guy Raynault, Développement urbain, Le Conférence régionale des élus de Montréal, interview
[987] Paul-Antoine Troxler, Coordinator of the Eco-Quartier Peter-McGill, interview
[988] Louis Drouin, Head of the Urban Environment and Health Department in Montreal, Santé Publique, interview

which orientations should be priority in the next cycle[989]; the value of having objectives instead of or in addition to targets[990]; how to scale the initiative to be able to engage many more partners[991], all the boroughs, and other municipal services such as the police[992]; how often the reports should be produced and if both types of indicators should be combined into one report[993]; the value of working by theme (i.e., by issue)[994]; the value of having a longer time horizon[995]; and the value of shifting from being under one elected official in one department to being under the Mayor[996] and higher up in the structure[997].

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[989] Montreal interviewee 04
[990] Montreal interviewee 04
[991] Guy Raynault, Développement urbain, Le Conférence régionale des élus de Montréal, interview
[992] Alan DeSousa, Executive Committee member of the City of Montreal and Mayor of the Saint-Laurent borough, interview
[993] Montreal interviewee 04
[994] Montreal interviewee 04
[995] Guy Raynault, Développement urbain, Le Conférence régionale des élus de Montréal, interview
[996] André Porlier, Chargé du développement durable, Conseil régional de l'environnement de Montréal, interview
[997] Louis Drouin, Head of the Urban Environment and Health Department in Montreal, Santé Publique, interview

Archetype 3: Hamilton's Vision 2020

Introduction to the Region

Hamilton is situated in southern Ontario, with a population of 504,559 people, according to the 2006 census[998]. The population density in 2006 was 451 people per square km, and the geographic size was 1,117 square km[999]. According to Statistics Canada's 2006 census, the core of the economy is based on steel manufacturing and 'other services'[1000]. Hamilton is also the location of McMaster University. In terms of other significant features:

> Approximately 50 percent of the region's land area is prime agricultural, with 10 percent designated as environmentally sensitive. The Niagara Escarpment, which runs through the center of the region's urban area, has been designated by the United Nations as an internationally significant biosphere[1001].

Figure 20 shows a map of the region.

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[998] Statistics Canada - Census 2006.

[999] Statistics Canada – Census 2006 – from: http://www12.statcan.gc.ca/census-recensement/2006/dp-pd/prof/92-591/details/page.cfm?Lang=E&Geo1=CSD&Code1=3525005&Geo2=PR&Code2=24&Data=Count&SearchText=hamilton&SearchType=Begins&SearchPR=01&B1=All&Custom=

[1000] Hamilton Economic Development - Industry Sectors. Accessed March 13, 2009 from http://www.investinhamilton.ca and Census 2006 - Statistics Canada

[1001] ICLEI (International Council for Local Environmental Initiatives) Local Governments for Sustainability. LA21 Model Communities Programme: Hamilton-Wentworth, Canada. Accessed April 24, 2008 from http://www.iclei.org/index.php?id=1216

Figure 20: Map of Hamilton
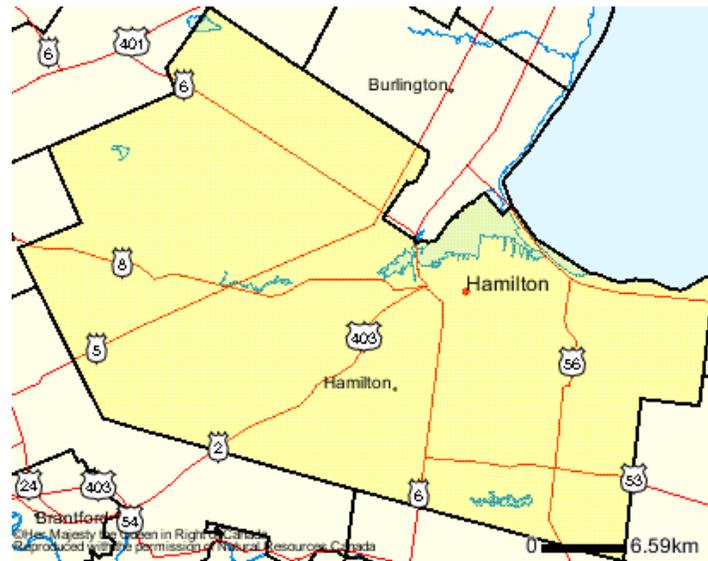
Source: Map of Hamilton. Website accessed May 2009:
http://geodepot.statcan.ca/Diss/GeoSearch/index.cfm?lang=E. Statistics Canada.

The following table summarizes the structures in Hamilton through the three time
periods during implementation. It is the same content that was also presented as
part of the census in Chapter 5, but with more detail.

Table 76: Archetype 3: Hamilton

Name of Region		Hamilton (City) (1992 – 1998)	Hamilton (City) (1999 – 2003)	Hamilton (City) (2003 – 2009)
Strategy		Vision 2020	Vision 2020	Vision 2020
Year adopted		1992	1992	1992
Tool used		-	-	-
Component				
Partners	Lead Organization(s)	Local government	NGO - Action 2020	Local government
	Number of Partners	Small – the Regional government and the Citizens Steering Committee (CSC)	Large – Numerous task force members + Board members	Small - Only the City
	Engagement	Deep (the whole organizations)/ broad (all issues)	Deep (the whole organizations)/ various (depending on the organization how many issues it was engaged in)	Deep / broad
Implementation Forms	Full Partnership Level	Informal interactions (at the annual fair)	Organization – Action 2020	None

	Joint Project(s) Level	Organizations – Numerous joint projects initiated	Organizations – Joint projects continued and linked into task forces	Organizations – Joint projects continued and JPC created
	Individual Partners Implementation	Government only with internal committee (Staff Working Group) and the citizens group (CSC)	Yes – Each organization implements its portion of the thematic Action Plans	Government only
Process & Systems	**Decision-Making**	Centralized – Government only	Centralized – Collaborative – Action 2020 + Government	Centralized – Government only
	Communication & Information	Centralized - Collaborative	Centralized - Collaborative	Centralized - Government only
	Monitoring & Evaluation	Centralized – Government only (Reporting by only the government) / renewal process	Centralized – Government only (almost changed to collaborative as reporting was to be co-branded with new indicators) / renewal process	Centralized – Government only / renewal process
Context	**Formation & Formulation Form**	Committee – Regional Chairman's Task Force on Sustainable Development		
	Strategic Plan Formulation Process	Formal / local/ medium-term		
	Legal Framework & Regulations	None		
	Support Organization(s)	None	ICLEI	None
	Size of Region (in 2006)	504,559		
	Top Industries	Other services/ manufacturing		
	Other Demographics	Steel & university		

Partnership Formation and Collaborative Strategic Plan Formulation

Vision 2020 is Hamilton's long-term strategy of a vibrant, healthy, sustainable future shared by local government, citizens, business groups, and other organizations. The vision is an all-encompassing 30-year vision of what citizens aspire for Hamilton to be in the year 2020. "The plan, when it was formulated, was a source of hope. Some people argue that it was too motherhood – but hey, set the bar high and force us to strive for good things to happen"[1002]. As this 1992 newspaper article articulates:

> Imagine this: Hamilton-Wentworth without pollution, crime, unemployment or blight. Racial harmony, full health and cultural fulfillment are all realized.

[1002] Hamilton Interviewee 07

> Agriculture is strong, tourism's booming and neighbourhoods are safe and friendly. Unlikely as that sounds, it is how a blue-chip panel of politicians and citizens envisions the region less than three decades down the road[1003].

The process began in the late 1980s when the Regional Council (Hamilton-Wentworth's local government) was inspired by the effectiveness of the multi-stakeholder approach used for two planning projects: the Hamilton Harbour Remedial Action Plan and the Chairman's Task Force on Affordable Housing[1004]. This led to the development of a multi-stakeholder sustainable region initiative in 1990, called the Regional Chairman's Task Force on Sustainable Development[1005]. This group included a diverse selection of community members - representing sectors such as small business, agriculture, industry, and neighbourhood associations - in order to best represent the entire region at hand[1006]. The two-year mandate of the 18-member Task Force was to:

1) To develop a precise definition of sustainable development for Hamilton-Wentworth that will be used by the Task Force in developing a vision for the Region;
2) To develop a vision to guide development in Hamilton-Wentworth based on the principles of sustainable development;
3) To establish a public outreach program to increase awareness and to gather feedback on potential goals, objectives, and policies for the region;
4) To provide input on how the concept can be turned into practical applications through Regional initiatives;
5) To demonstrate and articulate in detail the usefulness of the sustainable development concept, in the review of the Regional Official Plan, the Region's Economic Strategy and possibly other Regional strategies; and
6) To provide direction to staff and the Economic Development and Planning Committee who will be using the concept in the region of the Economic Strategy and Official Plan. [1007]

It was set up as advisory to the local government, but had arm's length authority to articulate its own work agenda[1008]. As time went on, this mandate evolved to be

[1003] Future plan steers clear of 'hard choices'. The Spectator. January 1992
[1004] ICLEI (International Council for Local Environmental Initiatives) Local Governments for Sustainability. LA21 Model Communities Programme: Hamilton-Wentworth, Canada. Accessed April 24, 2008 from http://www.iclei.org/index.php?id=1216+ Norman Regetlie interview
[1005] Summary Report, March 1997. VISION 2020 Sustainable Community Initiative. p. 6
[1006] Hamilton-Wentworth's Sustainable Community Initiative: Project Overview. (December 1996)
[1007] The Sustainable Region. Vision 2020. Report. (Adopted June 16, 1992)

more region-focused; "it went far beyond what municipal government could do. That was to the credit of the stakeholders that they took that kind of leadership"[1009].

The Task Force worked for over two and a half years, with over 1000 people participating[1010]. This locally determined formal process involved town hall meetings, focus group discussions, vision working groups, implementation teams made up of citizen groups, and two community forums. The media campaign used outlets such as regional mail-out newsletters, television programs, staff seminars and shopping mall exhibits[1011]. One result was the Vision statement, *Vision 2020 – The Sustainable Region,* was adopted in 1992[1012]. The term Vision 2020 was determined by the Task Force[1013]. As Bob Korol, a former Task Force member explained,

> The three-legged stool, which was used to symbolize the need for balance and inter-connectivity in decision-making, worked quite well despite members of the Task Force coming to the table with widely diverging backgrounds and value systems. We learned to listen to the views of others and to adopt a greater appreciation of their perspectives on the issues that were discussed. Of course, the aim ultimately was to influence those in leadership positions, to adhere to a pursuit of considering the three main subcomponents in the life of a community that need to be given equal consideration - social/health, economic and environmental[1014].

A second result was a report called *Directions for Creating a Sustainable Region*[1015].

1008   Norman Ragetlie, former Hamilton-Wentworth government contract employee at the time, interview

1009   Norman Ragetlie, former Hamilton-Wentworth government contract employee at the time, interview

1010   Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada. UNESCO. Accessed April 24 2008 from http://www.unesco.org/most/usa4.htm

1011   Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada. UNESCO. Accessed April 24 2008 from http://www.unesco.org/most/usa4.htm   .

1012   The Sustainable Region. Vision 2020. (Adopted June 16, 1992)

1013   Brian McHattie, former Task Force member, and current municipal Counsellor, interview

1014   Bob Korol, former Task Force member, and current Prof. Emeritus at McMaster University, interview

1015   Chairman's Task Force on Sustainable Development. Public Participation Program, 1992. Summary Report No. 6 Community Workshop: Creating the Sustainable Region. Implementing Vision 2020. (October 15, 1992) and

A third result was a report, called *Implementing Vision 2020 – Detailed Strategies and Actions Creating a Sustainable Region*[1016], containing 400 recommendations for actions for implementing the vision which were linked to the topics from the first report[1017]. The topics were: land use planning; education & awareness, community well being, a new economy, remedial action plan for Hamilton harbour, energy & waste, transportation & air quality, natural areas, agriculture, culture & historic resources, and monitoring[1018]. These implementation actions were developed through themed working groups made up of people who had expressed an interest in being involved in the Vision 2020 process[1019]. These working groups met every three months or so, and their results fed back into the monthly Task Force meetings[1020]. Mark Bekkering, the Vision 2020 Coordinator from 1991 – 1995 explained:

> We tried to design the groups so they wouldn't be making recommendations to council, but would be a forum in which various key stakeholders would engage with one another; and, ideally, it would create recommendations that they too would implement.

The 400 recommendations in the Task Force's report were for various actors within the region[1021]. The Task Force presented these reports to the Regional Council in 1993[1022], though some of the Task Force members also promoted Vision 2020 in their organizations and sectors; "By virtue of the people we worked with and the enthusiasm we exuded, being members of the Task Force,

Hamiltonians for Progressive Development. Accessed April 24, 2008 from http://www.progressivedevelopment.ca/

[1016] Implementing Vision 2020: Detailed Strategies and Actions Creating a Sustainable Region. (January 1993) and Hamilton-Wentworth's Sustainable Community Initiative: Project Overview. (December 1996)

[1017] Mark Bekkering, Vision 2020 Coordinator from 1991 – 1995, interview

[1018] The Sustainable Community. Regional Municipality of Hamilton-Wentworth. Poster

[1019] Bob Korol, former Task Force member, and current Prof. Emeritus at McMaster University, interview

[1020] Bob Korol, former Task Force member, and current Prof. Emeritus at McMaster University, interview

[1021] Devuyst, D. & Hens, L. 2000. Introducing and Measuring Sustainable Development Initiatives by Local Authorities in Canada and Flanders (Belgium): A Comparative Study. Environment, Development and Sustainability, 2(2): 81-105

[1022] Mark Bekkering, Vision 2020 Coordinator from 1991 – 1995, interview

we thought that through osmosis we could affect real change throughout the city"[1023].

The Task Force disbanded once its mandate was completed. Mark Bekkering further explained:

> There was discussion on whether the Task Force should continue after the report was presented, and I thought it was a good idea, but the political will was no longer there. It required a lot of time and energy, and we had just changed Chairmen. So, politically, the decision was made by senior management to not continue the Task Force, but to initiative implementation without a formal structure for community engagement. It wasn't an assessment of the pros and cons of the idea; it was a lack of finances and time commitment to engage the former members of the Task Force or some other structure[1024].

Vision 2020 was the first collaborative regional sustainable development strategy adopted in Canada, and therefore has the longest history of implementation. It was selected by the Federation of Canadian Municipalities in 1993 as the Canadian region to be used by ICLEI as a Local Agenda 21 Model Community. It has since won national and international awards, including: the Canadian Environmental Achievement Award from Environment Canada in 1994; Dubai International Award for Best Practices in 2000; and United Nations - Local Initiatives Award for Governance in Sustainable Development in 2000[1025]. **"**For a while, Vision 2020 was getting all the sustainable community awards. It was an interesting time. The senior and junior policy analysts were travelling all over the world to talk about Vision 2020"[1026]. It was commonly stated by the interviewees who were involved in the strategic plan formulation that this was really well done, and not just because it won awards. For example, Mark Bekkering commented, "It built momentum that kept the initiative going even when there wasn't political will

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[1023] Bob Korol, former Task Force member, and current Prof. Emeritus at McMaster University, interview

[1024] Mark Bekkering, Vision 2020 Coordinator from 1991 – 1995, interview

[1025] Vision 2020 Designations and Awards. Website accessed March 22, 2009: http://www.myhamilton.ca/myhamilton/CityandGovernment/ProjectsInitiatives/V2020/Awards/DesignationsAwards.htm

[1026] Jen Heneberry interview

initially after it was adopted"[1027]. Other interviewees commented that the awards are probably why it is still around now. Table 77 details Vision 2020's chronology through the formulation and implementation phases.

Table 77: Chronology of Hamilton's Vision 2020's Formulation and Implementation

Date	Activity
1990	Regional Chairman's Task Force on Sustainable Development was created. The membership was comprised of representatives from different sectors. A formal formulation process was conducted involving over 1000 people and numerous organizations
1992	Vision statement was adopted by the regional government. It was called *Vision 2020 – The Sustainable Region*
	Themed working groups met to develop strategies and implementation actions.
	The Remedial Action Plan for harbour clean-up was created; a mutli-organizational group with over 40 agencies. Though work began on this in 1985. Linked to this Plan are the Bay Area Implementation Team (BAIT) which implements the plan, and the Bay Area Restoration Council which oversees public participation.
1993	Two reports written by the Task Force were presented to the regional government. These were titled *Directions for Creating a Sustainable Region* and *Implementing Vision 2020 – Detailed Strategies and Actions Creating a Sustainable Region*. They included 400 recommendations for various actors within the region. The two documents, combined with the Vision, are what constitutes the CRSDS, called Vision 2020
	Some Task Force members also bring Vision 2020 back to their organizations
	Task Force disbanded as it had completed its mandate
	The Citizens for Sustainable Community was created by former Task Force members to watch-dog government progress on Vision 2020. Membership was open to anyone that wanted to get involved. It was supported by government staff and never had an incorporation or budget of its own. The same organization was also called the Citizens Steering Committee and helped organize the Sustainable Community Day (starting in 1994), helped with the youth education project (starting in 1994), helped with the Indicators Project (around 1995) and the awards (starting in 1997). The organization was also referred to as the Vision 2020 Citizen's Committee by 1999. It lasted until about 2003 when it dissolved
	Vision 2020 was selected by the Federation of Canadian Municipalities as the Canadian region to be used by ICLEI as a Local Agenda 21 Model Community
1994	Vision 2020 was used to update the Official Plan of the regional government – this plan was called *Towards a Sustainable Region*. This plan incorporated over 100 of the recommendations; these were related to government jurisdiction
	Vision 2020 won the Canadian Environmental Achievement Award from Environment Canada
	Staff Working Group on Sustainable Development was created. This group developed a Sustainable Community Decision Making Guide. This guide has been revised twice since, once in 1996 and again in 2001
	First annual Sustainable Communities Day was held. It was held annually for at least six years following, though it changed from a multi-organizational festival and forum to an awards ceremony as time went on
	The Greenlands Project was launched as a multi-organizational joint project on protected areas
	The Youth Citizens for a Sustainable Future Program was launched as a multi-organizational joint project.
1995	The Hamilton Air Quality Initiative began as a multi-organizational joint project. In 1998 this became Clean Air Hamilton, which still exists

[1027]   Mark Bekkering, Vision 2020 Coordinator from 1991 – 1995, interview

	Green Venture was launched as an incorporated NGO with the initial intention was to be the nexus between environment and business, and currently works with homeowners on environmental behavior
1996	First annual report card on Vision 2020 was released. The indicators had been previously developed by McMaster University, the Health of the Public project, ICLEI and the regional government. This report was produced annually until 2004 and restarted again in 2008
1997	An awards program was launched
	The Progress Team (a multi-stakeholder committee) was formed with a mandate to review Vision 2020 and recommend further strategies for the next five years. The facilitated a formal consultation process with approximately 900 people and organizations
1998	The Progress produced a report called *Strategies for a Sustainable Community* which updated the 1993 recommendations to 212 renewed strategies. It recommended that follow-up planning be the responsibility of many implementing parties through an external organization
	A Transition Team was created to determine the new structure. It chose a non-profit organization with a multi-sector Board. The regional government gave the Transition Team the mandate to create a business plan for the non-profit
1999	Business plan for Action 2020 (the new non-profit) was completed
2000	Action 2020 was incorporated, with most of its funding from the regional government. The Transition Team selects a Board through a nomination process, and is then disbanded. Action 2020 took over the fairs and events
	The Vision 2020 annual reports are still produced by the regional government, and a Vision 2020 coordinator still exists as a government employee
	Vision 2020 won the Dubai International Award fro Best Practices and also the United Nations – Local Initiatives Award for Governance in Sustainable Development
2001	Action 2020 in partnership with the Social Planning Research Council, the Hamilton Community Foundation, and the newly amalgamated City of Hamilton hosted workshops considering the implementation of Vision 2020. This was called Seeing 2020, and involved thematic multi-organizational task forces for each issue area in Vision 2020
2002	Seeing 2020 report is completed. It includes recommendations for improving current indicators and short-term (12-24 months) action plans for each of the task forces which are linked to the longer-term goals identified in Vision 2020
	Action 2020 dissolved its incorporation after the City decided not to continue to fund them. There had been previous tensions between the City and Action 2020
	The City's Staff Working Group on Sustainable Development was disbanded. It worked through until the amalgamation was completed. The Vision 2020 Coordinator role was retained, the annual reports continued, and the community awards also proceeded
2003	The Vision 2020 Renewal Roundtable was created to oversee the Vision 2020 renewal. It was a multi-stakeholder group set up in an advisory role.
	Vision 2020 renewal was completed and a renewed Vision 2020 was adopted. The renewal was done in conjunction with the development of a Growth Related Integrated Development Strategy (GRIDS) and the Official Plan update. All the renewals together were called *Building a Strong Foundation Project.* In terms of Vision 2020 the renewal resulted in nine sustainability principles being created to complement the previous Vision 2020 content.
2004	A new corporate training program was launched for City staff called *Applying Sustainability Thinking in the Workplace – A training program for people who work for the City of Hamilton*
	The City of Hamilton worked with ICLEI to develop a triple-bottom line (TBL) tool. This tool is still used in municipal decision making.
	A Roadmap to Sustainability document was created which outlined objectives and actions for 2004-2009. It integrated the Council's strategic goals with the Vision 2020 goals. Considerable effort was made to integrate Vision 2020 with other initiatives within the government.
	The City launched a *City Initiatives Inventory* which detailed all the internal initiatives that furthered the goals of Vision 2020. This was a large report and also a searchable online database. In addition an online list of regional actions was posted. 30 organizations were listed, but these were not considered partners.

2007	A new Vision 2020 Coordinator is hired after the position was vacant for about a year and a half.
2008	The Jobs Prosperity Collaborative is launched. It is a multi-stakeholder initiative of approximately 65 members.
	A 2008 Vision 2020 report card was produced, the first since 2004.
	Planning began for the next 5-year Vision 2020 renewal cycle.

Time Period One (Archetype 3) from 1992 to 1998:

Government Implementation

The regional government began integrating Vision 2020 into their programs
immediately. It used Vision 2020 to help with the revisions of the Official Plan
for land use; this updated plan was adopted in 1994 and is called *Towards a
Sustainable Region*[1028]. This document directly incorporated over 100 of the 400
Vision 2020 recommended actions[1029]. In addition, the region implemented a new
economic development strategy, called the Renaissance Report, bringing in
sustainable development as a core goal[1030].

The region built a Staff Working Group on Sustainable Development, which
included one senior staff from each department[1031]. This was a step towards
integrating sustainability throughout the regional government projects, policies
and initiatives. This internal working group developed a document called the
Sustainable Community Decision Making Guide in 1994, which over time has
been revised twice, with version two in 1996 and version three in 2001[1032]. The
Guide is for evaluating new and existing policies, programs and project decisions
in relation to Vision 2020, and for ensuring all social, economic and

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[1028]   Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada.
UNESCO. Accessed April 24, 2008 from http://www.unesco.org/most/usa4.htm
[1029]   Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada.
UNESCO. Accessed April 24, 2008 from http://www.unesco.org/most/usa4.htm
[1030]   Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada.
UNESCO. Accessed April 24, 2008 from http://www.unesco.org/most/usa4.htm
[1031]   Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada.
UNESCO. Accessed April 24, 2008 from http://www.unesco.org/most/usa4.htm
[1032]   Sustainable Community Decision Making Guide. Version Three. Balancing
Economic, Environmental, and Social/Health Factors for a Sustainable Community.
(Update January 2001)

environmental impacts are identified and considered in decision-making[1033].

Norman Ragetlie, who became the Vision 2020 coordinator in 1996, commented, "All the stuff that happened around capital budget was really attached to the Staff Working Group that was creating policy documents and making sure the operational plans of the different departments reflected the Vision 2020 strategic directions"[1034]. Vision 2020 was taken into account for all decision-making purposes; every report to Council included a sustainable development section from that point on[1035]. The 1996 version of the Sustainable Community Decision Making Guide was expanded to cover decisions concerning grant applications, candidate selection, purchasing policies, and internal auditing procedures.

> I think that was one of the wisest things we ever did. Part of the challenge was to demonstrate that current things going on should continue and they were in fact helping the community achieve its sustainable vision. It was the whole budget - the whole region - that is what's going to achieve this, not a one-line item in the budget.[1036]

Processes and Initiatives at the Full Partnership Level

The regional government also developed a monitoring program to measure progress in relation to the goals of Vision 2020[1037]. "Two major actions are the Sustainable Community Indicator's Project and the Annual Sustainable Communities Day"[1038]. Indicators were developed with help from McMaster University, the Health of the Public project, and ICLEI[1039]. The first annual report card was released in 1996, and was completed annually until 2004; the most recent was produced in 2008[1040]. The indicators were designed to monitor

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[1033]   Sustainable Community Decision-Making Guide. Version Three. Balancing Economic, Environmental, and Social/Health Factors for a Sustainable Community. (Update January 2001)

[1034]   Norman Ragetlie, Vision 2020 Coordinator from 1996 – 1999, interview

[1035]   Hamilton-Wentworth Region's Sustainable Community Initiatives. Bill Pearce. Plan Canada, Vol.35, No.5 - p. 1

[1036]   Norman Ragetlie, Vision 2020 Coordinator from 1996 – 1999, interview

[1037]   Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada. UNESCO. Accessed April 24 2008 from http://www.unesco.org/most/usa4.htm

[1038]   Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada. UNESCO. Accessed April 24 2008 from http://www.unesco.org/most/usa4.htm

[1039]   Hamilton-Wentworth Region's Sustainable Community Initiatives. Bill Pearce. Plan Canada, Vol.35, No.5 - p. 1

[1040]   Vision 2020 Indicators Report Card (2008)

progress in the region as defined by the overarching vision, and not tied to any specific action recommendation[1041]; "the data was only one small sliver of looking at how sustainable we really were. It was a useful tool in saying, 'Are we getting better or worse?', 'Do we need to improve?' without getting too complex"[1042].

The first Sustainable Communities Day was held in 1994, and then held annually for at least six years[1043]. The annual indicators report was presented there[1044] and ensured ongoing informal interactions between local organizations and businesses. The following is a description of the second one:

> On November 2, 3, and 4, 1995 the community held its second annual Vision 2020 Sustainable Community Day. Attended by over 2,000 people, the three days involved the participation of 120 local community groups and businesses, over 300 volunteers, seminars and tours, over 40 hands-on learning activities, live theatre, and other events. The event cost nearly $40,000 (Can) of which 75% was paid by local industry and grants. The Sustainable Community Day is organized by a 35-member volunteer Citizens Steering Committee. The purpose of the Day is [to] provide a forum for the community to examine its progress against the goals of Vision 2020 and set priorities for the coming year.[1045]

With the Citizens Steering Committee (CSC), the region continued its annual community day, developed a young citizens' program and an annual children's sustainability fair, in order to update the region on the implementation progress. Due to a downtown revitalization agenda by the government, the event was shifted downtown. Mark Bekkering explained, "The whole idea of engaging people in discussion about what progress had been made, where we were going to go next, got lost in that political direction"[1046].

[1041]   Mark Bekkering, Vision 2020 Coordinator from 1991 – 1995, interview
[1042]   Jen Heneberry interview
[1043]   Vision 2020. Promoting a Sustainable Community in Hamilton-Wentworth. Volume 2, Issue 3. (September 1999)
[1044]   Mark Bekkering, Vision 2020 Coordinator from 1991 – 1995, interview
[1045]   Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada. UNESCO. Accessed April 24 2008 from http://www.unesco.org/most/usa4.htm
[1046]   Mark Bekkering, Vision 2020 Coordinator from 1991 – 1995, interview

From the perspective of Mark Bekkering, the Vision 2020 coordinator (1991 –

1995), the Citizens Steering Committee existed to organize the Sustainable

Community Day[1047]. This committee was supported by government staff. At first,

it was very active. The committee met on a monthly-basis, and was engaged in

organizing the Day; the members were the ones who knocked on doors of

potential sponsors, for example[1048]. The citizens' group, which is what Norman

Ragetlie, the Vision 2020 coordinator (1996-1999), informally called them, was

also involved with the Indicators Project[1049]. In 1997, it also became involved in

an awards program[1050]. By 1999, Jen Heneberry, who worked under Norman

Ragetlie, explained:

> I'm not sure about the early days, but when it was six years old, they would
> come together to discuss the state of Vision 2020. They would do that through
> tools that the city/region had. How are the indicators, what are the awards – so,
> there were always activities driving it. But in terms of developing new
> direction, I don't think they made those sorts of decisions[1051].

She also explained that it was never a core group, anyone could join, it was quite

fluid, and the meeting schedule was not regular[1052].

From the citizen's perspective, this entity was not a government committee,

though it was supported by government staff. When the Task Force ended, several

of the original members decided to form a group known as Citizens for a

Sustainable Community. Its purpose was to maintain pressure on the City to

fulfill its commitment to pursue sustainability principles in planning future

projects and activities [1053]. Brian McHattie, who had been a Task Force member,

explained that "a citizen group popped up, Professor Korol from McMaster

University was leading. It was called Citizens for a Sustainable Community

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[1047]   Mark Bekkering, Vision 2020 Coordinator from 1991 – 1995, interview

[1048]   Mark Bekkering, Vision 2020 Coordinator from 1991 – 1995, interview

[1049]   Norman Ragetlie, Vision 2020 Coordinator from 1996 – 1999, interview

[1050]   Timeline & History. Vision 2020. Planning and Economic Development. City of
         Hamilton. Accessed April 24, 2008 from:
         http://www.myhamilton.ca/myhamilton/CityandGovernment/ProjectsInitiatives/V202
         0/ResourceLibrary/ Timeline+and+History.htm

[1051]   Jen Heneberry interview

[1052]   Jen Heneberry interview

[1053]   Bob Korol, former Task Force member, and current Prof. Emeritus at McMaster
         University, interview

(CSC) and met with the intention of watch-dogging what would happen with Vision 2020"[1054]. Note that the acronym – CSC – is the same. The early literature on Vision 2020 also mentions the parallel community organization which complemented the Staff Working Group. According to a 1997 ICLEI report, this was the name, and "its major achievement has been a leadership training programme for youth"[1055]. By 1999, documents referred to a Vision 2020 Citizen's Committee[1056]. Bob Korol estimated that the group lasted from about 1993 to 2003[1057].

Joint Projects

While the only organization officially implementing Vision 2020 at the individual partner level was the regional government, a number of joint projects existed or were created relating to implementing the Vision 2020 agenda. Clean Air Hamilton emerged out of the Vision 2020 process and addressed air quality issues[1058]. The Hamilton Air Quality Initiative began in 1995 "as a cooperative initiative between all levels of government, the community at large, non-governmental organizations, and academia to assess the social, environmental, human health and economic aspects of air pollution in the City"[1059]. In 1998, this initiative became Clean Air Hamilton[1060]. At some point in the history, utilities and industry also joined[1061]. The initial initiative did not have formal terms of reference, though now it is more formalized, but is not an incorporated NGO even if it acts like one[1062]. The budget comes from the planning department, but

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[1054]   Brian McHattie, former Task Force member and current Counsellor, interview
[1055]   ICLEI (International Council for Local Environmental Initiatives) Local Governments for Sustainability. LA21 Model Communities Programme: Hamilton-Wentworth, Canada. Accessed April 24, 2008 from http://www.iclei.org/index.php?id=1216
[1056]   Vision 2020. Promoting a Sustainable Community in Hamilton-Wentworth. Volume 2, Issue 3. (September 1999)
[1057]   Bob Korol, former Task Force member, and current Prof. Emeritus at McMaster University, interview
[1058]   Clean Air Hamilton: 2004-2005 Progress Report. (May 2006)
[1059]   Clean Air Hamilton: 2004-2005 Progress Report. (May 2006) – p. 5
[1060]   Clean Air Hamilton: 2004-2005 Progress Report. (May 2006)
[1061]   Hamilton Interviewee 02
[1062]   Hamilton Interviewee 02

decision-making rests with Clean Air Hamilton[1063]. Another initiative that came out of Vision 2020 is Green Venture[1064], an NGO which started in 1995 as a partnership to engage homeowners in energy, water, and waste issues[1065]. "Green Venture was supposed to be the nexus between environment and business, but its funding got pulled by the provincial government, so they were just working to make ends meet"[1066].

The Greenlands Project, which was launched in 1994, is another, and was a very successful partnership in developing a system of protected areas and connected natural areas. Unlike Clean Air Hamilton and Green Venture, the Greenlands Project wrapped up its work and no longer exists. "All recommendations we prepared were almost pre-approved; all agencies were part of the process. I think it is a fascinating study on how an NGO can drive a process"[1067]. Another joint project was the Young Citizens for a Sustainable Future Program, which started in 1994 and which was a partnership project between the Region, community groups, the School Boards, and McMaster University to do leadership training on sustainability with secondary school students[1068]. And there are many more, some which were created after Vision 2020 was adopted, and some which were pre-existing but carried forward the ideas in the Vision. A pre-existing partnership, which is ongoing today, is the Remedial Action Plan for the harbour clean-up. The Remedial Action Plan was created in 1992, though the work began in 1985. The current structure is:

> A stakeholder group, representing over 40 agencies from industry,
> environment and government, developed the RAP Stage 1 and 2 reports.
> Implementation is mandated to the Bay Area Implementation Team (BAIT)
> representing 18 key government and industrial stakeholders, co-chaired by
> Environment Canada and the Ontario Ministry of the Environment.
> Overseeing public participation to both scrutinize and encourage remedial

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[1063] Hamilton Interviewee 02
[1064]   Heather Donison, former Executive Director of Green Venture, interview
[1065] Creating a Sustainable Community. Hamilton-Wentworth's Vision 2020 Canada. UNESCO. Accessed April 24, 2008 from http://www.unesco.org/most/usa4.htm
[1066] Norman Ragetlie, Vision 2020 Coordinator from 1996 – 1999, interview
[1067] Brian McHattie, former participant in the Greenlands Project, interview
[1068] Education & Sustainable Development: Suggestions and Ideas from the Participants in "*The Young Citizens for a Sustainable Future Program*". (April 10, 1995)

actions is the Bay Area Restoration Council (BARC) with its own elected president and board. A "who does what best approach" to implementation is used by the various RAP stakeholders.[1069]

Thus, a series of joint projects are (or were) involved in the implementation of Vision 2020.

Renewal Process

In 1997, a Progress Team was formed with a mandate of reviewing progress, receiving suggestions, and recommending further strategies for the next five years of Vision 2020[1070]. Norman Ragetlie explained why this was not left to the CSC:

> There were major institutions – three hospitals, the school board – that wanted to join, but the CSC wasn't suitable … it was awkward at the time as the CSC made a submission to the Progress Team on what they thought had been working. There could have been a more integrated approach … The creation of the Progress Team sapped some of the energy from the Steering Committee because they were no longer the only external shepherd. There was some overlap.[1071]

The Progress Team was a multi-stakeholder committee, and produced a report called *Strategies for a Sustainable Community*[1072]. After a consultation process that involved approximately 900 individuals and organizations, the new report includes renewed strategies comprised of new theme areas for safety and security, arts and heritage, education, and community capacity building[1073]. The action items from 1993 were updated into 212 renewed strategies, and the term strategy was chosen to replace the word action in the 1998 report[1074]. The Progress Team determined that of the original 400 recommendations, one quarter had been completed, and almost half had been partially implemented[1075].

[1069]   Remedial Action Plan for Hamilton Harbour – Website accessed March 23, 2009: http://www.hamiltonharbour.ca/RAP/about.htm

[1070]   Achieving Sustainable Use Initiatives in a Major Population Centre. Anne Redish. (1999)

[1071]   Norman Ragetlie, Vision 2020 Coordinator from 1996 – 1999, interview

[1072]   Strategies for a Sustainable Community. (1998)

[1073]   Strategies for a Sustainable Community. (1998)

[1074]   Strategies for a Sustainable Community. (1998)

[1075]   Achieving Sustainable Use Initiatives in a Major Population Centre. Anne Redish. (1999)

Of significant note is the following, "The Team is recommending that follow-up planning and reporting be the responsibility of many implementing parties … the wording of many strategies was changed from the original emphasis on regional government so that strategies could be acted on directly by other parties" [1076]. In addition, "people who cared about the vision wanted a stronger external organization to protect the vision, an incorporated entity that wasn't just regional staff; that had its own stronger independence"[1077]. A Transition Team was created to discuss possibilities as a stakeholder committee, a coalition, or an independent non-profit organization[1078].

Time Period Two (Archetype 1) from 1999 to 2003:

Creation of an NGO at the Full Partnership Level

With the advice of ICLEI, the Transition Team considered different models. "They ended up choosing a non-profit with a multi-sector Board; essentially a partnership of public, volunteer and private sectors, with membership open to individuals"[1079]. The new entity was called Action 2020. Jen Henebery commented:

> I got the sense that [making Action 2020 external] was a natural evolution. The city was incubating it until it could move from vision to action … For it not to be the city's sustainability plan but for it to be a true community initiative where everyone saw themselves as a partner; the city was still a partner, too.[1080]

The Regional Council approved the exploration, and the Transition Team was tasked with creating a business plan for the non-profit[1081]. After bi-weekly

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[1076]   Strategies for a Sustainable Community. (1998) – p. 6
[1077]   Norman Ragetlie, Vision 2020 Coordinator from 1996 – 1999, interview
[1078]   Achieving Sustainable Use Initiatives in a Major Population Centre. Anne Redish. (1999)
[1079]   Norman Ragetlie, Vision 2020 Coordinator from 1996 – 1999, interview
[1080]   Jen Heneberry interview
[1081]   Achieving Sustainable Use Initiatives in a Major Population Centre. Anne Redish. (1999)

meetings[1082], this business plan was completed by October 1999, and Action 2020 was incorporated in 2000 with most of its funding from the regional government[1083]. The Transition Team selected the Board members through a nomination process[1084]. The objectives from the Action 2020 Charter were:

1. To promote action toward Vision 2020, which is Hamilton Wentworth's blueprint for a sustainable community based upon a balance between economic, social/health and environmental factors;
2. To broaden community participation in activities that achieve Vision 2020;
3. To educate citizens, communities and organizations, in all sectors, about values, principles and strategies of Vision 2020;
4. To monitor, evaluate, and publicize progress on the implementation of Vision 2020 and stimulate action where needed;
5. To gather and make information available on sustainable communities; and
6. To be readily accessible and responsive to citizens, communities and organizations seeking to take action towards a sustainable community.[1085]

Joint Projects

Action 2020 took over the fairs and events promoting Vision 2020, though the major achievement of Action 2020 was the Seeing 2020 Workshop and related thematic task forces[1086]. In November 2001, Action 2020, the Social Planning Research Council, the Hamilton Community Foundation and the newly amalgamated City of Hamilton hosted the Seeing 2020 Workshop to consider the implementation of Vision 2020[1087]. Each task force was made up of key individuals, community organizations, and private and government sector

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[1082]   Vision 2020. Promoting a Sustainable Community in Hamilton-Wentworth. Volume 2, Issue 3. (September 1999)

[1083]   Timeline & History. Vision 2020. Planning and Economic Development. City of Hamilton. Accessed April 24, 2008 from: http://www.myhamilton.ca/myhamilton/CityandGovernment/ProjectsInitiatives/V2020/ResourceLibrary/ Timeline+and+History.htm

[1084]   Vision 2020. Promoting a Sustainable Community in Hamilton-Wentworth. Volume 2, Issue 3. (September 1999)

[1085]   Seeing 2020, Final Report: Implementing Vision 2020. Prepared by Action 2020. (September 25, 2002) – p. 8

[1086]   Jack Santa-Barbara, Former Co-Chair of Action 2020, interview

[1087]   Seeing 2020, Final Report: Implementing Vision 2020. Prepared by Action 2020. (September 25, 2002)

representatives with a link to that issue area[1088]. As Pete Wobscall, the current

Executive Director of Green Venture recalls:

> I sat on the water use task force; I was one of 25 people who attended 4-6
> meetings over the course of about a year, with work in between. And this
> happened in every one of the 16 major strategy areas. It was amazing, we had
> City Health, Ministry of the Environment, Centre for Inland Waters, water
> conservation folks, conservation authority; the who's who of water for the
> region.[1089]

The resulting document included recommendations for improving current

indicators in each issue area, and short-term (12 to 24 months) action plans for

each of the task forces. "There was also a logical connection between the short-

term goals sought in the Action Plan and the longer term (5- and 20-year) goals

identified in Vision 2020"[1090]. Depending on which task force how well the

actions would proceed; for example, both the water quality and the air quality task

forces had specific entities with broadly based memberships that were the

implementing bodies – these were Clean Air Hamilton on air quality and the Bay

Area Implementation Team (BART) on water quality. Most task forces drew up

Action Plans, but with less formal commitment by each organization to its

component of the implementation. Other task forces identified that they did not

include all the right entities to proceed or that they were not constituted

properly[1091]. Jack Santa-Barbara, the Co-Chair of Action 2020 reflected that if he

were to do it again, he would scale down the number of task forces and make it

more effective[1092].

Dissolution of NGO at the Full Partnership Level

It was the intention of Action 2020 to further logistical support to the task forces,

and it submitted an application for funding to the Ontario Trillium Foundation[1093].

[1088] Seeing 2020, Final Report: Implementing Vision 2020. Prepared by Action 2020.
(September 25, 2002)

[1089]   Pete Wobscall, Executive Director of Green Venture, interview

[1090]   Seeing 2020, Final Report: Implementing Vision 2020. Prepared by Action 2020.
(September 25, 2002) – p. 17

[1091]   Seeing 2020, Final Report: Implementing Vision 2020. Prepared by Action 2020.
(September 25, 2002)

[1092] Jack Santa-Barbara, Former Co-Chair of Action 2020, interview

The plan was also for Action 2020 to co-sponsor the 2001 Indicators Report with the City of Hamilton. In 2002, Action 2020 and the City started to determine the relationship between these task forces and the City's own advisory groups[1094]. The problem was that there were ongoing difficulties between Action 2020 and the City:

> In our opinion some of the current difficulties being confronted by Action 2020 and the City of Hamilton in the implementation arise from the normal tensions involved in birthing new organizations: Action 2020; and the New City of Hamilton. But speak to anyone you meet within the City of Hamilton and you will experience surprise and frustration that we cannot co-ordinate our collective activities to implement Vision 2020. History will not judge us kindly if we do not make our best efforts to make Vision 2020 a successful program. We need to address these difficulties quickly and effectively resolve them or the Vision 2020 implementation will experience severe setbacks.[1095]

While coordination issues may have been a problem, interviewees identified additional difficulties. It was a challenging time for the City because it was just after an amalgamation (i.e., the merger of a number of smaller local governments into one larger City)[1096]. Brian McHattie, now a City Counsellor recalled, "There were a crazy number of people on the Action 2020 Board, and then there was this urban boundary extension which Action 2020 appealed to the Ontario Municipal Board. It was certainly not a City's vision of what that group would do. Funded by the city, but even with City dollars, they started to fight. I think it was the beginning of the end for Action 2020"[1097]. This appeal was commonly referred to by some interviewees as Action 2020 suing the city. One anonymous interviewee articulated the public view of what happened; "The first action the Executive Director took was to sue the city for not fulfilling its obligations under Vision 2020. It was brutal – one of the worst things I've ever seen an ED do in an NGO"[1098]. In the end, Jack Santa-Barbara, the Co-Chair of Action 2020 – who

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[1093]   Seeing 2020, Final Report: Implementing Vision 2020. Prepared by Action 2020. (September 25, 2002)

[1094]   Seeing 2020, Final Report: Implementing Vision 2020. Prepared by Action 2020. (September 25, 2002)

[1095]   Seeing 2020, Final Report: Implementing Vision 2020. Prepared by Action 2020. (September 25, 2002) – p. 37

[1096]   Jen Heneberry, former staff of the Hamilton Community Foundation, interview

[1097]   Brian McHattie, City of Hamilton Counsellor, interview

[1098]   Hamilton Interviewee 10

joined the Board after the appeal was launched – met with the developers and worked out a solution that included some green design subcomponents; "that led to an agreement between the parties and the end of the OMB appeal"[1099].

Not all the Board members of Action 2020 – which included City Counsellors – agreed with the decisions being made. Heather Donison, the current Vision 2020 Coordinator, was also a past Action 2020 Board member. She recalled, "Action 2020 was confused from the outset about what the community, Board, and City expected from it"[1100]. Jennifer Dawson, who was a Board member of Action 2020 and went on to be the Acting ED when the previous ED was determined to not be the right fit, commented, "It was complicated because there was an ongoing struggle between what the Board members wanted to be doing and what the City was willing to let us do. There were ownership issues"[1101]. Jack Santa-Barbara had a similar reflection, "The role of Action 2020 was confusing; some Counsellors saw it as a mouthpiece for the municipality and others saw it at arm's length, and there was tension there, though it took a while to emerge"[1102]. Jennifer Dawson provided an example of the Seeing 2020 Workshop having mixed mandates. The city wanted a narrow mandate to update the indicators, while the Board Co-Chair Jack Santa-Barbara also set up the task forces to engage the thought leaders who could actually implement change within that theme area[1103].

In addition, Norman Ragetlie, who had been the Vision 2020 Coordinator during the incubation of the Action 2020 idea, left the region, and a new Vision 2020 Coordinator was hired[1104]. There were also questions about the accounting and filing of reports;

> There was a sense that the ship was going down, and there was not the will on the part of anyone on the Board or staff to keep it going. We weren't

1099   Jack Santa- Barbara, Former Co-Chair of Action 2020, interview
1100   Heather Donison, Current Vision 2020 Coordinator interview
1101   Jennifer Dawson, Former Action 2020 Acting Executive Director, interview
1102   Jack Santa- Barbara, Former Co-Chair of Action 2020, interview
1103   Jennifer Dawson, Former Action 2020 Acting Executive Director, interview
1104   Norman Ragetlie, Vision 2020 Coordinator from 1996 – 1999, interview

seeing progress, our energies were going into fighting… and it didn't seem worth it.[1105]

Jennifer Dawson speculated that the collapse was mostly due to a lack of political buy-in; particularly given council's need to create a 'Hamilton' identity following municipal amalgamation.

> The community had a vision, and it was put together with a large amount of input. It seemed like the amalgamated council was constantly looking for their own vision for the future, though the community felt like we already had one. That's been a fundamental issue.[1106]

Jennifer Dawson concluded by saying that the City wanted them to engage with individuals and not organizations, at least not in the way they were. "But we accomplished a lot, even in terms of what the City was looking for us to do" [1107]. She also emphasized the importance of having the right person in the roles of liaison on the staff side; both in the NGO and in government [1108].

Near the end of 2002, Action 2020 dissolved its incorporation[1109]. Jack Santa-Barbara recalled that after the City cut their funding "there was a debate had at the time of if we should continue, and I thought we could if we scaled it down. I was prepared to work on a volunteer basis, as were others, but many thought it would not work without the city"[1110]. The City's Staff Working Group also worked "through the amalgamation until 2002" and then dissolved[1111].

Government Implementation, and Ongoing Processes
Vision 2020 did not end there though. The Vision 2020 Coordinator role continued and the five-year renewal of Vision 2020 proceeded. Former members of the Action 2020 Board and task forces met with staff and Council to discuss

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[1105] Hamilton Interviewee 13

[1106] Jennifer Dawson, Former Action 2020 Acting Executive Director, interview

[1107] Jennifer Dawson, Former Action 2020 Acting Executive Director, interview

[1108] Jennifer Dawson, Former Action 2020 Acting Executive Director, interview

[1109] Timeline & History. Vision 2020. Planning and Economic Development. City of Hamilton. Accessed April 24, 2008 from: http://www.myhamilton.ca/myhamilton/CityandGovernment/ProjectsInitiatives/V2020/ResourceLibrary/ Timeline+and+History.htm

[1110] Jack Santa- Barbara, Former Co-Chair of Action 2020, interview

[1111] Heather Donison, Current Vision 2020 Coordinator interview

their involvement in the upcoming five-year review[1112]. The annual indicator reports and the community awards also continued. A new Corporate Training Program was also launched in 2004 called Applying Sustainability Thinking in the Workplace – A Training Program for People Who Work for the City of Hamilton.

The 2003 Vision 2020 renewal was done in conjunction with a Growth Related Integrated Development Strategy (GRIDS) and an Official Plan update. A new entity was created in January 2003 to oversee the renewal, called the Vision 2020 Renewal Roundtable; this was described as a "non-arm's length community advisory group on sustainable development"[1113]. The Renewal Roundtable was a multi-sectoral group created to provide advice and guidance to City staff and Councillors. Its objectives were: to strengthen the Vision 2020 process through ongoing review; identify components affecting progress toward a sustainable community; provide Council and staff with recommendations on how to apply the principles of sustainability to activities within the municipal jurisdiction (including GRIDS and the Official Plan); to develop a list of potential stakeholder partnerships; and to provide recommendations for an ongoing community advisory group on sustainable development[1114].

[1112]   Timeline & History. Vision 2020. Planning and Economic Development. City of Hamilton. Accessed April 24, 2008 from: http://www.myhamilton.ca/myhamilton/CityandGovernment/ProjectsInitiatives/V2020/ResourceLibrary/ Timeline+and+History.htm

[1113]   Terms of Reference for the Vision 2020 Renewal Roundtable from the Meeting held Feb 3, 2003. Document in Building a Strong Foundation Phase 1 Consultation Report. Linda Harvey, City of Hamilton Planning and Development Department. (2003)

[1114]   Terms of Reference for the Vision 2020 Renewal Roundtable from the Meeting held Feb 3, 2003. Document in Building a Strong Foundation Phase 1 Consultation Report. Linda Harvey, City of Hamilton Planning and Development Department. (2003)

Building a Strong Foundation Project – the name for the renewal - was launched at a symposium put forward as an interdepartmental strategic planning initiative to "break down silos" between Vision 2020, GRIDS, and the New Official Plan[1115].

> The clash of visions began to manifest itself last Monday at a city-hosted stakeholder symposium called Building a Strong Foundation. The event brought together a diverse mix of community stakeholders to begin to discuss long range planning for our city. This involved contemplating how to feed into one cohesive process the renewal of Vision 2020, the formulation of a GRIDS to guide Hamilton's development 30 years into the future, and the creation of a new Official Plan.[1116]

Ultimately, nine Vision 2020 sustainability principles were officially established to be used as a basis for the 30-year *Growth Related Integrated Development Strategy* (GRIDS), integrating transportation, land use and economic development planning, and to guide the New Official Plan (a consolidation of the seven former regional plans that existed before amalgamation)[1117]. In September 2003 the Hamilton City Council adopted a renewed Vision 2020.

Time Period Three (Archetype 3) from 2004 to 2009:

Government Implementation

By 2004, Vision 2020 had become fully integrated into the local government's overall planning. The City of Hamilton, in 2004, worked with ICLEI: Local Governments for Sustainability to develop a triple-bottom line (TBL) tool, which is now used in municipal decision-making [1118]. Linda Harvey, the Vision 2020 Coordinator at the time, worked hard to help the bureaucrats understand the

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[1115] Sustainability: A Model for Effective Local Government. Presented by Linda Harvey. (February 5, 2004)

[1116] Getting Citizens Involved in the Environment. Lessons Learned & Emerging Opportunities in the Hamilton Area. Lynda M. Lukasik. The Hamilton Spectator. (June 2003)

[1117] Timeline & History. Vision 2020. Planning and Economic Development. City of Hamilton. Accessed April 24, 2008 from: http://www.myhamilton.ca/myhamilton/CityandGovernment/ProjectsInitiatives/V2020/ResourceLibrary/ Timeline+and+History.htm

[1118] Timeline & History. Vision 2020. Planning and Economic Development. City of Hamilton. Accessed April 24, 2008 from: http://www.myhamilton.ca/myhamilton/CityandGovernment/ProjectsInitiatives/V2020/ResourceLibrary/ Timeline+and+History.htm

implications of the vision for the work they do[1119]. "She ended up introducing the concept of triple bottom line. She said it was because you can talk to bureaucrats and Counsellors about sustainability, but a lot of them are still struggling to understand and establish a comfort level with it. She felt the TBL approach was a good one because it put the issue in accounting terms, and balanced all three" [1120]. The TBL concept has caught on, as John Dolbec, CEO of the Hamilton Chamber of Commerce, commented, "It has been a helpful and useful approach. We now have at least every responsible person paying lip service to the concept of a triple bottom line approach, and therefore the broader underpinnings of Vision 2020. No one would think of questioning the importance of having a triple bottom line approach to decision-making. So in a sense it has been unifying"[1121]. To this day, there are now checklists on decisions that go forward, though the process is seen by some external players "as kind of a joke. They have no qualms submitting a report saying no to the question, 'Does the environment benefit from this?'" [1122]

Within the city at that time, there was significant effort to ensure integration between annual budgets and planning, functional plans, five-year reviews, and longer-term plans and strategy. A Roadmap to Sustainability document, which outlined objectives and actions for 2004-2009, was developed in 2004 and integrated the Council's strategic goals, with the Vision 2020 goals[1123]. The following image displays their thinking (Vision 2020 is in the second row from the bottom).

[1119]   Hamilton Interviewee 07
[1120]   Hamilton Interviewee 07
[1121]   John Dolbec, CEO of the Hamilton Chamber of Commerce, interview
[1122]   Hamilton Interviewee 07
[1123]   City of Hamilton: Roadmap to Sustainability. (September 1, 2004)

Figure 21: Integrated Planning by the City of Hamilton
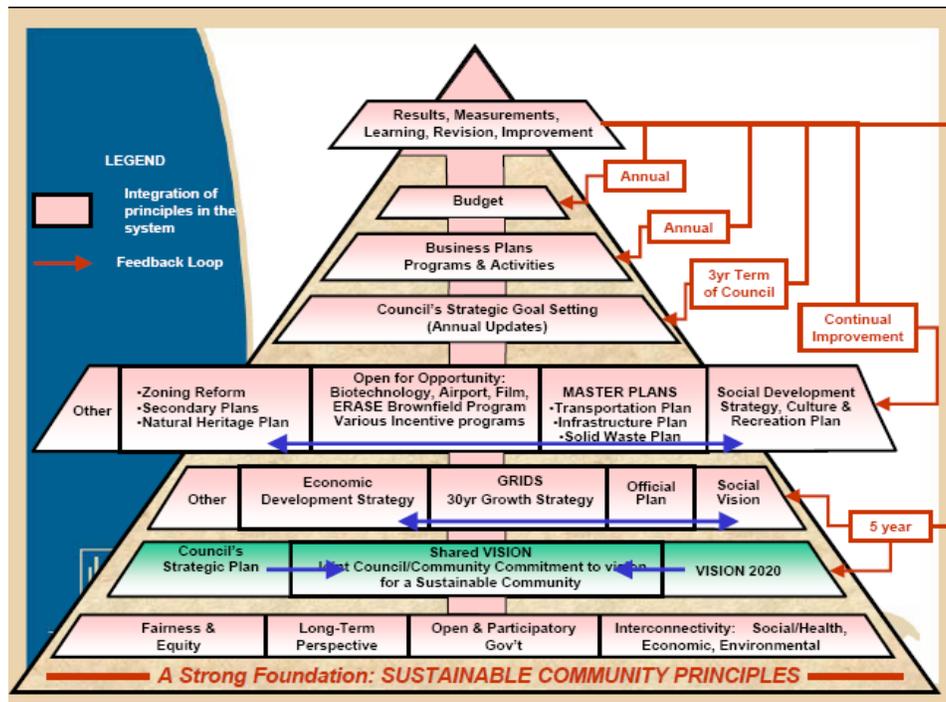
Source: Harvey, Linda. (February 5, 2004). Sustainability: A Model for Effective Local
  Government.

As mentioned already, the 2003 renewal of Vision 2020 occurred at the same time
as the GRIDS process, and resulted in nine principles for guiding regional
development into the future[1124]. The NGO interviewees were not convinced that
these principles were actually used for decision-making[1125]. "They had a
consultant come in and assess how the Aerotropolis stood up on the nine
principles and it failed on seven, so they did the assessment. So you'd think that if
there was a commitment to those principles, they would have changed the
direction, but they didn't"[1126]. One interviewee mentioned that every growth
option presented at the public meeting included the Aerotropolis. Another
development, the Red Hill Valley Expressway, which was ultimately built, was
also a flashpoint for disagreement between the environmental community and

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[1124]   Hamilton Interviewee 07
[1125]   Michael Desnoyers, Co-Founder of Hamiltonians for Progressive Development,
         interview
[1126]   Hamilton Interviewee 07

developers[1127]. The following quotation represents an environmental activist's perspective: "I think – pointing to the Red Hill and the Aerotroplis – decisions were not made that respected Vision 2020 or the GRIDS principles. They are so counter to sustainability that it feels like they cancel out anything good that's come of Vision 2020"[1128]. From the Chamber of Commerce's perspective:

> The Red Hill Valley project, building an expressway, became a cause for environmental activists to counter economic development advocates. The road got built, but environmental activities have remained divided from the core of the City since … the scars of that division can be still seen today, even though the road was built in the most sustainable way a road can be – it has now received international recognition for the environmentally sustainable way it was built. It created a very public divisive debate in the community, and has a lot to do with the current division of views on Vision 2020, because neither side felt they could embrace all the principles of Vision 2020 because it would be providing ammunition to the other side … It got acrimonious and downright dirty at times, and very much weakened the potential cohesion on Vision 2020. [1129]

Individual 'Partner' Implementation

While the complete management of Vision 2020 moved back from Action 2020 into a fully run City initiative, the need for other partners to help with achieving the Vision was still apparent[1130]. In 2004, the City launched a City Initiatives Inventory "to introduce an inventory of the City initiatives that achieve the goals of Vision 2020"[1131]. This inventory was also offered online as a searchable database[1132]. It also created an online list of regional actions (actions that helped further the vision), and invited organizations to showcase their initiatives. As of 2009, the online City database is no longer active, and the outdated community action page lists 30 organizations[1133]. Heather Donison, the current Vision 2020

[1127]   Jack Santa-Barbara, Action 2020, interview
[1128]   Hamilton Interviewee 07
[1129]   John Dolbec, CEO of the Hamilton Chamber of Commerce, interview
[1130]   City Action Inventory: An Introductory List of City of Hamilton Initiatives that Achieve the Goals of Vision 2020. (January 2004)
[1131]   City Action Inventory: An Introductory List of City of Hamilton Initiatives that Achieve the Goals of Vision 2020. (January 2004) – p. i
[1132]   City Action Inventory: An Introductory List of City of Hamilton Initiatives that Achieve the Goals of Vision 2020. (January 2004)
[1133]   Community Action Page. Planning and Economic Development. City of Hamilton. Accessed April 24, 2008 from:

Coordinator explains, "Honestly, there are not any partners… you can identify gaps that really is not the city's mandate to serve, but would make the city more sustainable. And, we need to identify those gaps and work with organizations that have the mandate to do it. We have not really done that"[1134].

Some of the other large organizations and companies in Hamilton - many of them do have their own sustainability initiatives - have no connection to Vision 2020. McMaster University, for example, has a multi-stakeholder university-wide Sustainability Steering Committee[1135]. It has produced an annual Environmental Report Card every year since 2004[1136], and in 2008 it also conducted a campus sustainability assessment[1137]. Dofasco Inc. (now Arcelor Mittal Dofasco Inc.) also produced a 2004 sustainability report[1138]. Currently, it works through the Hamilton Industrial Environmental Association, which is a non-profit association of local private sector industries. HIEA's mandate is: "to improve the local environment – air, land and water – through joint and individual activities, and by partnering with the community to enhance future understanding of environmental issues and help establish priorities for action"[1139]. Dofasco is also on the Board of Clean Air Hamilton, and is involved in BARC, the group that looks at water quality in the harbour[1140]. Vasudha Seth, the former General Manager Environment at Dofasco Inc, recalls being involved in Action 2020, but nothing since[1141]. The Hamilton Chamber of Commerce has as one of its ten 'basic values and beliefs' in its 2007 Strategic Plan: to maximize "economic prosperity within

http://www.myhamilton.ca/myhamilton/cityandgovernment/projectsinitiatives/v2020/actionsimplementation/ communityaction/index.htm

[1134]   Heather Donison, Vision 2020 Coordinator, interview
[1135]   McMaster University Terms of Reference. Sustainability Steering Committee
[1136]   McMaster University Environmental Report Card 2008 and McMaster University Environmental Steering Committee. Accessed Feb. 18, 2009 from http://www.mcmaster.ca/sustainability
[1137]   The 2008 McMaster Sustainability Assessment
[1138]   Dofasco Inc. 2004 Annual Report. The World Needs Solutions
[1139]   Environmental Survey Report. Measuring our Success. Hamilton Industrial Environmental Assoc. (2007) – p. 1
[1140]   Jim Stirling, General Manager of Environment at Arcelor Mittal Dofasco Inc., interview
[1141]   Vasudha Seth, Former General Manager of Environment at Arcelor Mittal Dofasco Inc., interview

the Triple Bottom Line context"[1142]. For John Dolbec, CEO of the Hamilton Chamber of Commerce, "The triple bottom line, the three-legged stool, and Vision 2020's basic principles are synonymous"[1143]. Also, many of the joint projects initiated in the mid 1990s still exist, though their current leaders do not consider them officially linked to Vision 2020[1144].

Joint Projects

There is a new joint project, that has emerged more recently, that could be linked to implementing the Vision. The Jobs Prosperity Collaborative "is a group of approximately 65 members who are committed to promoting Hamilton's prosperity through job creation and retention. Members of the JCP include leaders from all sectors including government, business, labour, education, environment, social services, not-for-profit organizations, healthcare, and others"[1145]. Its focus is on jobs and training, but "at the same time, we recognize that larger issues (quality of life, environment, inclusiveness, etc.) are integral to all we do on the jobs front" and one of the JCP's principles is to "adopt a Triple Bottom Line approach to build a strong foundation of sustainability"[1146]. As John Dolbec explained, "The JCP is a genuine attempt to represent all three legs, even to its very composition. So that in itself would be a lasting impact of Vision 2020"[1147]. While the concepts are represented, the word 'Vision 2020' does not appear in the draft document outlining the JCP[1148]. Michael Desnoyers, a successful businessman (his company manufactures electronics), is also the co-founder of an NGO that focuses on progressive development; he commented that at the Poverty Roundtable, another pre-curser to the JPC, he brought up Vision 2020 and it was

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[1142] The Hamilton Chamber of Commerce Strategic Plan 2007: The Complete Version. Facilitated and Prepared by Len Falco. LCM Associates. (September 11, 2007) – p. 10

[1143] John Dolbec, CEO of the Hamilton Chamber of Commerce, interview

[1144] Pete Wobscall, Executive Director of Green Venture, interview

[1145] JPC. Jobs Prosperity Collaborative: Creating a Framework for Action on Jobs (Draft). Johnson Assoc/Dobbie Consulting – p. 21

[1146] JPC. Jobs Prosperity Collaborative: Creating a Framework for Action on Jobs (Draft). Johnson Assoc/Dobbie Consulting – p. 4 and then p. 3

[1147] John Dolbec, CEO of the Hamilton Chamber of Commerce, interview

[1148] JPC. Jobs Prosperity Collaborative: Creating a Framework for Action on Jobs (Draft). Johnson Assoc/Dobbie Consulting – p. 4 and then p. 3

not well received. "It's not easy to hand it off to the next generation; there's a lot of positive, but it's almost like we lose steam and we come up with something else that supplants the strategic directives"[1149]. He went on to explain that Jimmy West, a local talk show host on CHML, said that, "Vision 2020, that's 15 years ago, we need something new"[1150].

Ongoing Processes

Hamilton is currently considering its next 5-year Vision 2020 renewal cycle[1151]. After the last Vision 2020 Coordinator left, it took the City about a year and a half to find a new person. The new Vision 2020 Coordinator, Heather Donison, stepped in mid 2007. She recently completed a 2008 indicators report card, re-initiating the annual report cards that had not been produced since 2004[1152]. The renewal process has not yet been determined, so it is unclear how the region will continue from here[1153]. In Heather Donison's words:

> Vision 2020 and sustainability have truly engaged the community, maybe not right now, but the fact that it still has resonance is fairly powerful. And because it was community-based, it had power to drive the Council because it represented political strength. In addition, it has been institutionalized in the municipal operations very well, so it's not going away. Even when there was no Coordinator for 20-odd months, it continued to chug along.[1154]

Additional Comments:

As there have been over 16 years of implementation, this CRSDS is somewhat unique. Respondents had differing views on what they initially expected would happen. Norman Ragetlie, who was involved in different roles from the start to 1999, had this comment:

[1149]   Michael Desnoyers, Co-Founder of Hamiltonians for Progressive Development, interview
[1150]   Michael Desnoyers, Co-Founder of Hamiltonians for Progressive Development, interview
[1151]   Brian McHattie interview
[1152]   Vision 2020 Indicators Report Card (2008)
[1153]   Brian McHattie interview
[1154]   Heather Donison, Current Vision 2020 Coordinator interview

> You put the vision out there, one generation away so people can dream and say you can change for the better and get there, but as it gets closer, more doubt about a transformative agenda creeps in. I don't think that in 1990 people thought in 2008 people would still be using the same framework … I think any strategic process that lasts more than 10 years must have some qualities … I think that the renewals kept it going. People don't have the stomach for one thing for 12 years. That balance between continuity and renewal is important.[1155]

Another person who has been involved since the start, Bob Korol, commented:

> I thought that Vision 2020 would go on for 30 years; I have always been an optimist. I thought we would have improvements continually – I don't think I was an idealist in terms of having a footprint in 2020 confined to the urban boundary - but I think we were on the right track to developing a local agricultural economy flourishing more than it is now. I thought we'd have improved public transition and less car reliance. And brown fields would be developed as well, thus providing the potential for quality urban living without having to destroy green space and the supply of food from local farmers.[1156]

Jen Heneberry, whose involvement was with the regional government during the Action 2020 stage, reflected that she was "actually surprised Vision 2020 is still around, because it would have been fairly easy to dump after Action 2020; its survival speaks to the benefit of all the recognition and praise it got"[1157].

Many interviewees reflected on the process over time and how effective it was at implementation. Heather Donison commented that it was most effective "where there are engaged people doing specific tasks, specific goals"[1158]. John Dolbec commented:

> There are some significant variances between Vision 2020 in theory and in practice. The theory of it is fantastic, and we buy into in whole heartedly, but in terms of its effectiveness and overall implementation, it has not been as effective as it could be. In summary, if we follow the tenets of Vision 2020, it is something we should all do. It's really fundamental basic stuff that in the laments of good planning, we should all follow. But, since it came into being in the early 90s, we are not as far ahead as we should be; not as a fault of Vision 2020 but as a fault of implementation.[1159]

[1155]   Norman Ragetlie, Vision 2020 Coordinator from 1996 – 1999, interview
[1156]   Bob Korol, former Task Force member, and current Prof. Emeritus at McMaster University, interview
[1157]   Jen Heneberry, Hamilton Community Foundation, interview
[1158]   Heather Donison, Vision 2020 Coordinator, interview
[1159]   John Dolbec, CEO of the Hamilton Chamber of Commerce, interview

There were a number of comments on the need for different organizations in the region to be involved in the implementation. Jen Heneberry reflected that, "everybody realizes it's a collective responsibility, and there are enough champions in this town that it's possible"[1160]. John Dolbec agreed:

> We have always taken the view that Vision 2020 is a document the whole community should own that should help guide decisions for all aspects of the community. That's hard to enforce, so from a practical viewpoint when the wheel hits the roads, its primary directive is to municipal decision-making. However, it needs to be something that the whole community adopts if it's really to be effective. [1161]

A particular complaint was the number of goals and objectives, as it "allowed people to cherry pick things that were important to their own agenda". [1162] Heather Donison echoed this thought; she said that there are many goals and targets, some of which are in conflict or trade-off with each other[1163]. John Dolbec offered this analogy:

> To use a religious analogy, the bible is a great document but it's used by different sects, emphasizing different parts of the book without keeping in mind the bigger picture. There were some people who took parts of Vision 2020 out of context and advocated strongly for certain things without recognizing Vision 2020 was always meant to take a balanced approach, not a document where one thing, like environment, automatically overruled the other subcomponents of the triple bottom line approach. [1164]

As for the actual outcomes related to the Vision itself, a number of examples of programs have been mentioned earlier. Heather Donison commented on its overall uptake; "there is a fairly good awareness of what Vision 2020 is, and what sustainability is; it's truly part of the culture"[1165]. Brian McHattie is more cynical, he commented, "I don't think Vision 2020 changed the power structure and the way people make decisions, and I would say that City Council and the Home

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[1160] Jen Heneberry, Hamilton Community Foundation, interview
[1161] John Dolbec, CEO of the Hamilton Chamber of Commerce, interview
[1162] John Dolbec, CEO of the Hamilton Chamber of Commerce, interview
[1163] Heather Donison, Vision 2020 Coordinator, interview
[1164] John Dolbec, CEO of the Hamilton Chamber of Commerce, interview
[1165] Heather Donison, Vision 2020 Coordinator, interview

Builders Association, the guys who own all the land, and the Chamber of Commerce … I don't think it changed their view of the world"[1166].

Implementation of Vision 2020 is still ongoing. Mark Bekkering, the Vision 2020 Coordinator from 1991 – 1995 offered these words of wisdom:

> Community priorities come and go, and one thing that we faced is that the 'issue of the day' would distract or deflect attention from the long-term, but they would become the priority … Keeping your eyes on the long-term while still addressing the short-term and immediate is always a challenge.[1167]

[1166]   Brian McHattie, City Counsellor, interview
[1167]   Mark Bekkering, Vision 2020 Coordinator from 1991 – 1995, interview

Archetype 4: Greater Vancouver's cities[PLUS]

Introduction to the Region

The region of Greater Vancouver had a population of about 2.1 million in 2006[1168], and is located in the lower mainland of British Columbia. The population density in 2006 was 735 people per square km and the geographic size was 2,877 square km[1169]. According to Statistics Canada's 2006 census, the two main industries are 'business services', followed by 'other services'. The regional government, which now goes by the name of Metro Vancouver (and formerly went by the name Greater Vancouver Regional District or GVRD), is a federation of 22 municipalities and one electoral area[1170]. For a map of the area see Figure 22. Metro Vancouver's official sustainable development plan is called *Livable Region Strategic Plan* and was adopted in 1996[1171]. This plan won the U.N. Habitat's Dubai International Award for Best Practices in 2002[1172].

[1168]   Statistics Canada – 2006 census
[1169]   Statistics Canada – 2006 census – from: http://www12.statcan.ca/census-recensement/2006/dp-pd/prof/92-591/details/page.cfm?Lang=E&Geo1=CMA&Code1=933__&Geo2=PR&Code2=24&Data=Count&SearchText=vancouver&SearchType=Begins&SearchPR=01&B1=All&Custom=
[1170]   About Metro Vancouver – Website accessed March 18, 2009: http://www.metrovancouver.org/about/Pages/default.aspx
[1171]   Livable Region Strategic Plan. (January 26, 1996)
[1172]   Dubai International Award for Best Practices – 2002 – Website accessed March 18, 2009: http://www.dubaiaward.ae/web/WinnersDetails.aspx?s=32&c=2

Figure 22: Map of Metro Vancouver
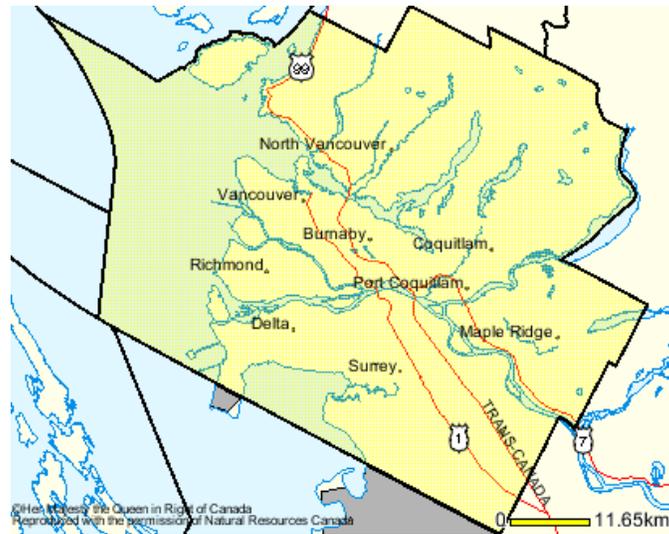
Source: Map of Greater Vancouver. Website accessed May 2009:
    http://geodepot.statcan.ca/Diss/GeoSearch/index.cfm?lang=E. Statistics Canada.

Greater Vancouver's collaborative regional sustainable development strategy,
which was initiated in January 2002 and completed in February 2003, is called *A
Sustainable Urban System: The Long-term Plan for Greater Vancouver.* The
collaborative initiative was coined cities[PLUS], which is an acronym for cities
Planning for Long-term Urban Sustainability. The public/private/civil sector
collaborative initiative was created in order to develop a Canadian entry to an
international competition on Sustainable Urban Systems Design, which was
sponsored by the International Gas Union[1173]. From the perspective of the
regional government, it was an

> ...opportunity to transfer the results into the real-time planning of the
> Greater Vancouver Regional District (GVRD), the regional government
> that administers many of the urban services for the metropolitan area.
> This was a tremendous opportunity to develop the GVRD's long-term
> plan, incorporating economic, social, and environmental priorities[1174].

[1173] A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003)
– p. 1
[1174] A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003)
– p. 1

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The table below outlines the structure of Greater Vancouver and the cities[PLUS] CSRDS. This is the same information as in the table as from Chapter 5, but with more detail.

Table 78: Archetype 4: Greater Vancouver

Name of Region		Vancouver (Metro)
Strategy		A Sustainable Urban System: The Long-term Plan
Year Adopted		2003
Tool Used		cities[PLUS]
Component		
Partners	**Lead Organization(s)**	Mixed – a consulting firm, a regional government, an NGO and a university
	Number of Partners	Small – four lead organizations
	Engagement	Various/ various – the involvement of different organizations implementing the strategies varied with some having deep involvement of their entire organization and others having shallow involvement; also some engaged on all the catalyst strategies, while others were narrowly focused on a couple.
Implementation Forms	**Full Partnership Level**	None – During the implementation, there was no formal Collaborative entity
	Joint Project(s) Level	Informal interactions – Some of the organizations continued to interact at the sustainability breakfasts and other issue-based initiatives
	Individual Partner(s) Level	Yes
Process & Systems	**Decision-making**	Decentralized – Each organizations makes its own decisions on what ideas it will implement and how
	Communication & Information	Informal – All ongoing communication between the organizations was informal. There was no mechanism created to communicate about the implementation.
	Monitoring & Evaluation	Decentralized/ no renewal process – Each organizations manages its own monitoring and evaluation process, and there is no plan to make revisions to the CRSDS.
Context	**Formation & Formulation Form**	Informal interactions – The four lead organizations interacted but did not formalize into an organization or committee. They also had an Advisory Board.
	Strategic Plan Formulation Process	Formal/ local + external/ long-term – The strategic plan formulation was formal, it involved organizations from across Canada as well as local , and the strategy has a 100-year time horizon.
	Legal Framework & Regulations	None
	Support Organization(s)	Sheltair; Plus Network; UBC
	Size of Region	2,116,581
	Top industries	Business services / other services
	Other Demographics	Multicultural / ocean / mountains/universities

Partnership Formation, Collaborative Strategic Plan Formulation, and Lead Organizations

Initiated by the Sheltair Group (a consulting firm)[1175], the lead organizations were the Sheltair Group, Metro Vancouver (regional government which was then called GVRD), the Liu Institute for the Studies of Global Issues (at University of British Columbia), and the International Centre for Sustainable Cities (an NGO). Besides these core four partners, an Advisory Board representing all sectors was engaged, along with other funding partners (including Wastech, and BC Hydro)[1176]. In the words of Sebastian Moffatt, who owned and managed the Sheltair Group at that time and was the National Team Leader in the cities^{PLUS} process, "What we did here began as ad hoc and then formalized" [1177]. Table 79 details the key partners and their roles.

Table 79: Key Partners in the cities^{PLUS} process

Type of Partner	Organization
Lead Organizations	The Sheltair Group (a consulting firm)
	Metro Vancouver (the regional government) which was formally called the Greater Vancouver Regional District (GVRD)
	Liu Centre for the Study of Global Issues at the University of British Columbia (research institute at a university)
	International Centre For Sustainable Cities (an NGO)
Funding Organizations	ATCO Gas
	BC Gas
	BC Hydro
	Canadian Gas Association
	Duke Energy
	Federation of Canadian Municipalities
	Gaz Métropolitan
	Montenay Inc
	Natural Resources Canada
	SaskEnergy
	Vancouver Foundation
	Wastech Services Ltd.
	Western Diversification Canada[1178]

[1175] Sebastian Moffatt, Former owner of the Sheltair Group, and National Team Leader in cities^{PLUS}, interview

[1176] A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003) – p. 48

[1177] Sebastian Moffatt, Former owner of the Sheltair Group, and National Team Leader in cities^{PLUS}, interview

[1178] citiesPLUS – FAQ – Website accessed April 2, 2009 from: http://www.citiesplus.ca/faq.html

While the partnership formation was initially informal interactions between the lead organizations, Advisory Board, and key funding organizations, rather than a formalized organization or committee, the formulation process was formal. Their Integrated Design Process included: writing background reports, conducting a large design charrette, facilitating sustainability breakfasts, using predictive modeling software, and the involvement of over 500 individuals and organizations[1179]. The CRSDS content falls into four overarching categories, each of which has sub topics. These are: 1) Place (natural habitat and climate); 2) People (health & well-being, social equity, culture and First Nations); 3) Infrastructure (buildings, materials, water, energy, mobility, communications, and agri-food); and 4) Governance (economic development, land use, governance, decision support, and human security). This led to eight "catalyst strategies" [1180] to:

1) Protect and connect ribbons of blue and webs of green;
2) Design multi- use spaces and convertible structures;
3) Plan short loops and integrated infrastructure networks;
4) Become net contributors;
5) Experiment and learn as we go;
6) Enhance the diversity of choices;
7) Create shock resilient cells; and
8) Green and clean the import/export chains[1181].

The entire process is based on The Sheltair Group's Adaptive Management Framework, which was developed for the Cities[PLUS] process[1182] and is depicted in Figure 23. While the process was locally led, it did involve participants from across Canada, providing them with external support as well[1183].

[1179]   A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003) – p. 1
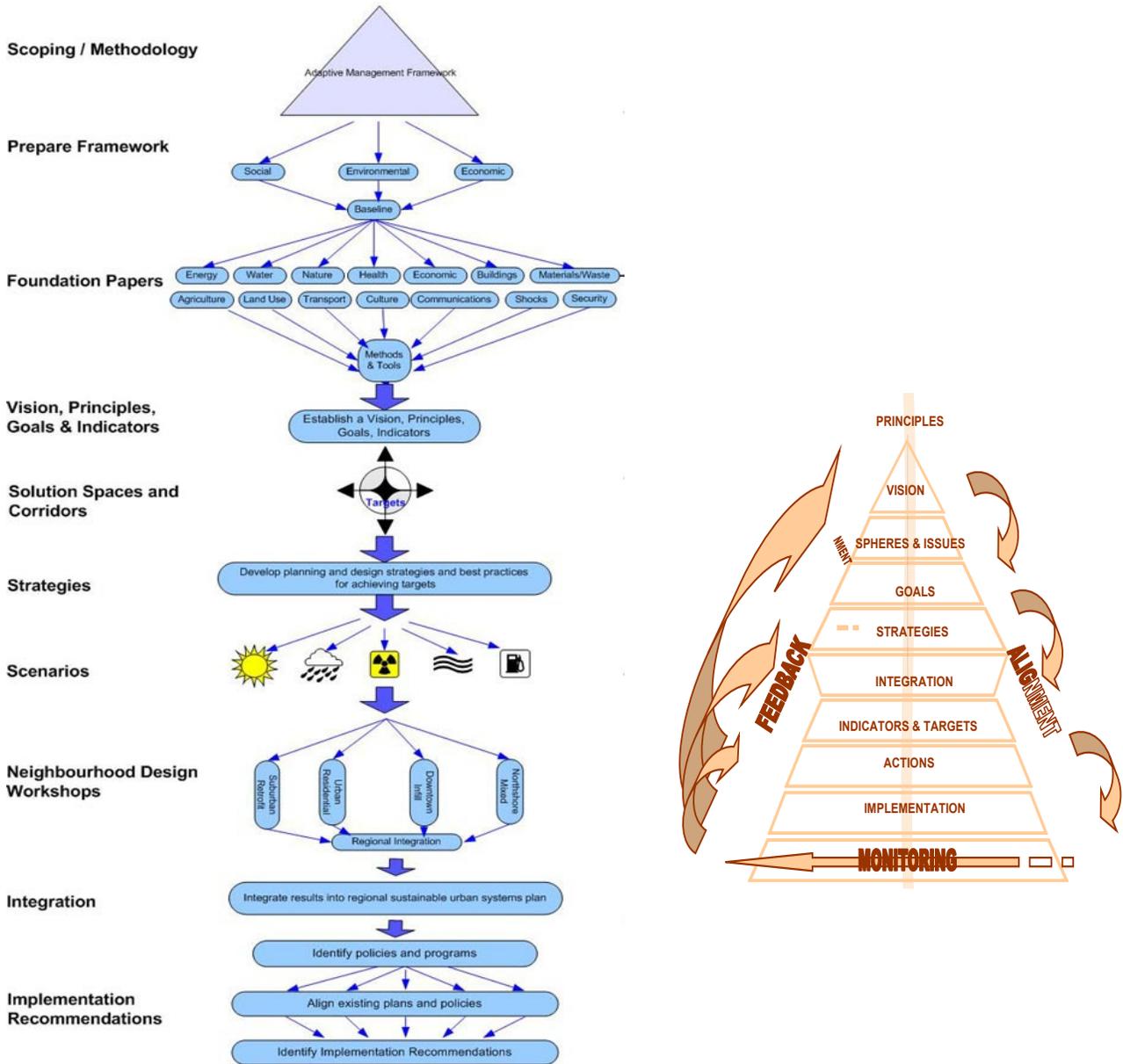[1180]   A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003)
[1181]   A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003)
[1182]   The Sheltair Group –Website accessed April 2, 2009: http://www.sheltair.com/content/Sebastian_Moffatt/42
[1183]   A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003)

Figure 23: The Sheltair Group's citiesPLUS process and Adaptive Management Framework

Scoping / Methodology

Prepare Framework

Foundation Papers

Vision, Principles, Goals & Indicators

Solution Spaces and Corridors

Strategies

Scenarios

Neighbourhood Design Workshops

Integration

Implementation Recommendations

(sources: [1184])

[1184] A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003) – Background CD – Section on Making the Plan; and Western Economic Diversification Canada – Cities PLUS Planning for Long Term Urban Sustainability – Website accessed March 18, 2009: http://www.wd.gc.ca/eng/10603.asp

Implementation – Partners, Forms and Processes

The content of the CRSDS outlines that there are roles for different organizations in the implementation of the catalyst strategies, ranging from the regional government and private sector associations to federal government departments[1185]. Esther Speck, who was an independent consultant working with the Sheltair Group on cities^PLUS at the time, emphasized that the strategy was intended for the regional community; "It really recognized the abilities of different players to influence and create change, and you need them all, but you need them all working towards a common vision"[1186].

The initial implementation intention was that different organizations would carry forward the ideas from the cities^PLUS plan. When the core team returned from winning the international competition, they gave hundreds of presentations to a wide range of local, regional, national and international audiences[1187]. The Honorable Mike Harcourt, the former Premier of British Columbia, and the former Mayor of Vancouver, was a Senior Associate with UBC's Liu Centre at the time, and was also the Vice Chair of the cities^PLUS process[1188]. He made numerous presentations. Delia Laglagaron, the Deputy Chief Administrative Officer of Metro Vancouver recalled that, "The cities^PLUS plan was presented to the Metro Vancouver Board and its Committees, as well as other institutions in the region, including the Board of Trade" [1189]. There was a high level of excitement in having won the competition, which brought with it additional credibility to the region and the people involved[1190]. It also brought a higher level

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[1185]   A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003)
[1186]   Esther Speck, current Director of Sustainability at Mountain Equipment Coop, interview
[1187]   Western Economic Diversification Canada – Cities PLUS Planning for Long Term Urban Sustainability – Website accessed March 18, 2009: http://www.wd.gc.ca/eng/10603.asp
[1188]   cities^PLUS bio sheets – Vice Chair. Website accessed April 2, 2009 from: http://www.citiesplus.ca/mike.html
[1189]   Delia Laglagaron, Deputy Chief Administrative Officer of Metro Vancouver, interview
[1190]   Bruce Sampson, former VP Sustainability at BC Hydro, interview

of attention to the region's sustainability initiatives, from both external and internal parties[1191].

As there was no ongoing funding for a collaborative initiative[1192], and many of the partners viewed this plan as a parallel activity to their own organizational initiatives[1193], there was no formal collaborative structure created for implementation. Instead, as was intended, the individual partners implemented the ideas they could integrate into their programs, and kept the decision-making and monitoring decentralized (in their individual organizations). It depended on the partner if its implementation of the content was broad (i.e., related to the whole document), or narrow (i.e., was specific to certain issues). For example, Metro Vancouver continued a broad interest[1194], while BC Hydro had a more narrow interest in terms of energy-related issues[1195]. It also depended on the partner as to whether its ongoing involvement was deep (i.e., the whole organization), as was the case of the International Centre for Sustainable Cities[1196], or if it was shallow (i.e., limited to a department), as was the case of University of British Columbia[1197]. In addition to the lack of formal structure, there was a difference of approach between the key person at the Sheltair Group, and the key person at the ICSC, so this led to separate follow-up activities[1198]. As was noted by a few of the interviewees, and was articulated by Vanessa Timmer (a former ICSC consultant and a former Metro Vancouver employee), "cities[PLUS] has been one piece of a

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[1191]   Bruce Sampson, former VP Sustainability at BC Hydro, interview
[1192]   Sebastian Moffatt, Former owner of the Sheltair Group, and National Team Leader in cities[PLUS], interview
[1193]   Bruce Sampson, former VP Sustainability at BC Hydro, interview
[1194]   Ken Cameron, Former Manager of Policy & Planning in Metro Vancouver, and Regional Team Leader in cities[PLUS], interview
[1195]   Bruce Sampson and Victoria Smith interviews
[1196]   Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview
[1197]   Alison Aloisio, Green Building and Sustainable Community Planning Advisor, University of British Columbia, interview
[1198]   Nola-Kate Seymoar, Sebastian Moffat, and Ken Cameron interviews

larger conversation being held across a large diversity of sustainability initiatives"[1199].

Some of the original partners continued to interact (and therefore have informal interactions on joint projects) through activities on sustainability issues. In particular, a new form of the sustainability breakfast meetings was initiated in January 2004 which gave the organizations an opportunity to continue informally communicating[1200]. In the words of Nola-Kate Seymoar, the President and CEO of the International Centre for Sustainable Cities (ICSC),

> Sheltair had done breakfast meetings with cities[PLUS], which turned out to be one of the most useful things in terms of gaining ideas, but also in terms of keeping the community of sustainability people informed about what was going on. So I expanded that model with BC Hydro, with Bruce Sampson, and the focus of the ongoing breakfast meetings was on what we were going to showcase for the World Urban Forum in 2006 as well as building the community of practitioners in Greater Vancouver… By about 2005, at the regional government level, you had the Sustainable Region Initiative in Metro Vancouver incorporating some of the ideas from cities[PLUS], and you had the breakfast meetings bringing the community along; almost using the excuse of the breakfast meetings to keep the momentum going at a community level for many of the cities[PLUS] ideas.[1201]

The ongoing breakfast meetings were conceived and run by the International Centre for Sustainable Cities (ICSC), and funded by Western Economic Diversification and BC-Hydro, officially as preparation for the 2006 World Urban Forum[1202], which was a United Nations Habitat conference held in Vancouver in 2006. The breakfast meetings were very successful, "they could be as big as 300 people at 7:30 am in rainy January weather – which gives an idea of how interesting and stimulating they were, and how much people in sustainability wanted to talk to each other"[1203]. When the ICSC's funding for the project from

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[1199]   Vanessa Timmer, Former staff at Metro Vancouver, and former staff at ICSC, interview

[1200]   Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

[1201]   Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

[1202]   Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

[1203]   Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

Western Diversification ended, Metro Vancouver took over these meetings and for a period they were co-chaired by Metro Vancouver and the ICSC[1204]. The sustainability community breakfasts still continue as part of the work of Metro Vancouver's Sustainable Region Initiative[1205] and still foster informal interactions between sustainability leaders, though they no longer have any link to cities[PLUS] [1206].

"Since being awarded first prize in 2003, the original partners have instigated programs and projects that draw on the wealth of insight from the cities[PLUS] process and communicate its ideas to a wider audience"[1207]. In retrospect, the implementation has been highly emergent; much of the implementation outlined in the CRSDS has not occurred as planned, but there are many unplanned initiatives which have. Table 80 details the chronology of this CRSDS.

Table 80: Chronology of Vancouver cities[PLUS] Formulation and Informal Implementation

Date	Activity
January 2002	cities[PLUS] was initiated by the Sheltair Group. Four lead organizations were: The Sheltair Group, Metro Vancouver, Liu Centre at UBC, and the ICSC
2002	GVRD developed its Sustainable Region Initiative (SRI), created the Partners Committee and released its first corporate Sustainability Report
February 2003	Submission to International Gas Union[1208] competition
June 2003	cities[PLUS] won the competition
July 2003	Presentations on cities[PLUS] to numerous organizations began
Fall 2003	The Sheltair Group prepared a report on how to move forward on a coordinated regional energy strategy and proposed a multi-organizational Council (this does not proceed)
Fall 2003	GVRD and the Sheltair Group move forward on an integrated risk management plan that furthered the disaster resiliency goal from the CRSDS

[1204] Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

[1205] Sustainability Community Breakfasts. Outreach. Metro Vancouver. Accessed March 12 2009 from http://www.metrovancouver.org/region/breakfasts/Pages/default.aspx

[1206] Esther Speck, current Director of Sustainability at Mountain Equipment Coop, interview

[1207] Western Economic Diversification Canada – Cities PLUS Planning for Long Term Urban Sustainability – Website accessed March 18, 2009: http://www.wd.gc.ca/eng/10603.asp

[1208] The International Gas Union (IGU) is an association of gas organizations and entities of the gas industry. Canada is represented by the Canadian Gas Association.

Spring 2004	cities^PLUS newsletter released – first since award is won
March 2004	GVRD had the ICSC do two workshops with its staff on implementing cities^PLUS
June 2004	Bridging the Future project began and ran until June 2006. This was by the Sheltair Group and the International Gas Union
September 2004	The 30+ Network is launched at the 2004 World Urban Forum in Spain – a formal partnership between the ICSC, ICLEI, UBC and Metro Vancouver. Later this became the PLUS Network and it is run by the ICSC.
January 2005	BC Hydro and the ICSC began the sustainability breakfasts again, which are later shifted to Metro Vancouver and are still an ongoing monthly activity
February 2005	Building in part on lessons learned from cities^PLUS, the federal government launched the New Deal for Communities as part of its 2005 budget – the gas tax requires municipalities to create Integrated Community Sustainability Plans
October 2005	Last cities^PLUS newsletter released and last time the website was updated. This newsletter provided a progress report on initiatives in and around Vancouver that further each of the eight catalyst strategies.
June 2006	United Nations Habitat's 2006 World Urban Forum occurred in Vancouver. Sustainability initiatives throughout Vancouver were highlighted.
2006	Metro Vancouver began its sustainability dialogues in partnership with the Boards of Trade
2006	UBC created a new campus-wide sustainability strategy
2008	Metro Vancouver developed a Sustainability Framework
October 2008	Metro Vancouver held its first Sustainability Summit, which followed regional discussion forums
2009	Metro Vancouver published a Sustainability Report that is regional (not only corporate)
March 2009	QUEST was launched and involved BC Hydro and Terasan Gas

The following subsections detail the organizational-level implementation into the existing programs of a sample of the original partners of the CRSDS, as well as some of the other outcomes.

Metro Vancouver and the Sustainable Region Initiative

Metro Vancouver's Sustainable Region Initiative was envisioned in 2001 and developed in 2002, during the same time-frame of the cities^PLUS process.

> Since 2002, Metro Vancouver has formally put the concept of sustainability at the centre of its operating and planning philosophy and committed itself to be a leader in the attempt to make the region one which is explicitly committed to a sustainable future. This comprehensive endeavor has become known as 'The Sustainable Region Initiative,' or more familiarly as 'the SRI'[1209].

[1209]   Metro Vancouver – Sustainability Framework brochure – p. 6

In 2002, Metro Vancouver established the Partners Committee to provide

implementation of SRI beyond Metro Vancouver[1210]. Marvin Hunt, a municipal

counselor who was Chair of Metro Vancouver at the time, explained:

> Once a month, we'd get together with these various groups; cities[PLUS]
> was a piece, Smart Growth BC, United Way, Business Council of BC,
> Fraser Basin Council, different partners, different pieces of the puzzle, as
> we saw it, that needed to be there to take ownership of a regional
> sustainability model, and part of creating a three, four, or five-legged
> stool, and then taking it home to our organizations and walking it out[1211].

Ken Peacock, of the BC Business Council, was a participant on that Committee.

He commented that "we were involved in the GVRD and the SRI in monthly

meetings, it was an ongoing process, but nothing really came out of it"[1212]. He

went on to explain that they met to discuss how to advance the process, but were

stalled by local elections; "It would get momentum, and then there would be an

election, and it would take some time to build momentum and support again"[1213].

He also commented that "the project suffered from not being clear on what the

ultimate goal and objective was"[1214]. Jennie Moore, who joined the SRI team full

time in 2004, mentioned that "they were very keen to establish formal terms of

reference, formal engagement around what sustainability means, confirm the

vision and principles, and to set up working groups"[1215]. She went on to explain

that an election occurred, so "simultaneously there was a new Board at Metro

Vancouver, and an opportunity was identified by Metro Vancouver management

to work with the new Board to internalize at a political level leadership and

commitment to the SRI – which makes sense - but we went to the point where we

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[1210]   Delia Laglagaron and Ken Peacock interviews
[1211] Marvin Hunt, Councillor on the Board of Metro Vancouver, interview
[1212]   Ken Peacock, Director of Economic Research at the BC Business Council,
      interview
[1213]   Ken Peacock, Director of Economic Research at the BC Business Council,
      interview
[1214]   Ken Peacock, Director of Economic Research at the BC Business Council,
      interview
[1215]   Jennie Moore, former staff at Metro Vancouver and current faculty member at
      BCIT, interview

completely killed the Partners Committee, and I think that undermined the potential to achieve sustainability in the region"[1216]. Delia Laglagaron explained,

> The new Board at Metro Vancouver provided new direction and leadership to implement SRI. New forums for collaboration were identified and some initial approaches such as the Partners Committee were adjusted based on what we learn. New forums have to acknowledge that region-wide collaboration requires a clear governance structure with its roles defined.[1217]

Delia Laglagaron also explained that they tried some models of collaboration to engage the region. The Partners Committee was initiated to go beyond the role of Metro Vancouver and to allow collaboration with stakeholders in the social and business spheres. At the same time, another collaborative structure was proposed to the Board that called for a convening of different stakeholders across the region – referred to as an assembly. The thought was to have some elected officials and some other sector representation, with the whole body convening on occasion. At that time some Board members were concerned about the role of this proposed body as representative of the region and the role of elected officials[1218]. Instead, they created a political committee called the Sustainable Region Initiative Task Force[1219], which has been recently rolled into the Intergovernmental Committee[1220].

After cities[PLUS] won the international award in 2003, Metro Vancouver decided it would do workshops on the CRSDS with its staff in order to diffuse the concepts internally[1221]. The International Centre for Sustainable Communities (ICSC) led workshops on two of the 'catalyst strategies' in March 2004. It led one-day

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[1216]   Jennie Moore, former staff at Metro Vancouver and current faculty member at BCIT, interview

[1217]   Delia Laglagaron, Deputy Chief Administrative Officer of Metro Vancouver, interview

[1218]   Delia Laglagaron, Deputy Chief Administrative Officer of Metro Vancouver, interview

[1219]   Terms of Reference, Task Force. Sustainable Region Initiative. (2006)

[1220]   Marvin Hunt, Councillor on the Board of Metro Vancouver, interview

[1221]   Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

workshops and brought together the people responsible for implementing some of those strategies[1222]. Nola-Kate Seymoar, recounted this story,

> We started off saying, 'here is what the strategy is about, presented the content, and said so what do you think?' And the first response was, 'wonderful, you deserved to win; such great stuff'. And the second response was, 'of course it's way too utopian, you couldn't possibly do any of this'. So I aksed, 'what's the problem?' The water guy said, 'I don't know where you got your stats from, but you say water will dry up in 35 years, and I know we will be fine with pristine water for 50-100 years'. A guy beside him said, 'I'm the climate change guy and you need to factor climate change in'. Another guy said, 'I'm the immigration guy, and our population will double, so there will be increased demand'… Then I used appreciate inquiry to ask, 'what are you doing now that is leading in the right direction?' and everyone gave long lists. Then I asked 'are there other things you could be doing?' After that list it was easier to get agreement on doing something now. The outcome was after those workshops there was much greater ownership in the possibilities of making change, but was still held within the existing structures and departments. So, unlike Whistler or Saint John, where they had the courage to rethink their department structures and added multi-stakeholder implementation teams, we didn't do that[1223].

The ICSC offered to do more workshops, but there was not the budget for it in Metro Vancouver at the time. Jennie Moore, who worked for Metro Vancouver in its Sustainable Region Initiative then, also mentioned these workshops. She commented, "There were some workshops for staff with the ICSC, a co-convener of cities[PLUS], and a lot of good material came out of it. Had it been my only agenda, a lot more might have moved forward"[1224].

The Sheltair Group also worked with Metro Vancouver in the year following cities[PLUS] to continue discussion and to brainstorm around integrating the concepts into the Sustainable Regional Initiative[1225]. The challenge for Metro Vancouver was that while cities[PLUS] enabled practitioners to explore and determine a vision for what was possible, it was a planning exercise and not a plan; it did not go

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[1222]   Vanessa Timmer, Former staff at Metro Vancouver, and former staff at ICSC, interview

[1223]   Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

[1224] Jennie Moore, former staff at Metro Vancouver and current faculty member at BCIT, interview

[1225]   Lourette Swanepoel, The Sheltair Group, interview

through the necessary public consultations to be considered a community plan[1226]. One interviewee explained, "because the deadline was fast, there was no chance to have the different institutions endorse the plan ... when you are trying to make a plan for this region there's a lot of public consultation before you get all the policies in place, and that did not go through this process"[1227]. Also, with the election, and the new Board, there was not the same degree of ownership over the cities[PLUS] plan. In addition, two of the key Metro Vancouver staff people who were involved with cities[PLUS] implementation, Ken Cameron and Jennie Moore, both left Metro Vancouver for other positions[1228].

Even so, in retrospect, many of the cities[PLUS] ideas are now integral to the SRI. "It was sitting outside the government in the official sense, but closely related to it and able to plug into government at various levels of decision-making – particularly as it gained credibility after having won the international competition"[1229]. In addition, "conceptually, people worked out a lot of ideas during the cities[PLUS] process"[1230]. In particular, the concepts of resilience and systems thinking were articulated in an in depth way during the process[1231]. It also provided the necessary context for what this region could achieve, and is still "a good contextual frame for what we are doing today"[1232]. Besides the regional Metro Vancouver level, North Vancouver, which was the subject of one of the sub areas in cities[PLUS], really internalized the document[1233].

By 2008, Metro Vancouver developed a sustainability framework which brought together all of its work. Ann Rowan, who is a relatively new Senior Policy

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[1226]   Delia Laglagaron, Deputy Chief Administrative Officer of Metro Vancouver, interview
[1227]   Vancouver interviewee 08
[1228]   Ken Cameron, Jennie Moore, and Nola-Kate Seymoar interviews
[1229]   Ken Cameron, Former Manager of Policy & Planning in Metro Vancouver, and Regional Team Leader in cities[PLUS], interview
[1230]   Vanessa Timmer, Former staff at Metro Vancouver, and former staff at ICSC, interview
[1231]   Vanessa Timmer and Ken Cameron interviews
[1232]   Vancouver Interviewee 08
[1233]   Ken Cameron, Former Manager of Policy & Planning in Metro Vancouver, and Regional Team Leader in cities[PLUS], interview

Planner at Metro Vancouver, explained the framework; "It identifies the vision for the region and the principles and priorities for Metro Vancouver. The Sustainable Region Initiative is the framework for decision-making at Metro Vancouver and articulates our role in making the vision a reality"[1234]. Figure 24 below provides a visual representation of the sustainability framework.

Figure 24: Metro Vancouver Sustainability Framework

Source: Metro Vancouver. (2008). Sustainability Framework Brochure. A Framework for Decision Making and Moving Ideas into Action, p. 7.

Of note is the collaborative governance section of this framework. Ann Rowan explained, "These are where we don't have the same jurisdiction and are reaching out and trying to engage other partners; the public, different organizations,

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[1234]   Ann Rowan, Senior Policy Planner at Metro Vancouver, interview

different levels of government, including First Nations". A different interviewee further explains what this currently means in practice:

> What we have been doing so far is being the convener. So we get all the interests together to dialogue. This program is a series of breakfast meetings, dialogues and summits to address the issues of regional scope. Now at this point in time, there are no assigned tasks, but we are hoping over time, as we talk about issues, that people will go back to their agencies and implement; that it will advance the solutions for the issue. [1235]

This is the newest collaborative model for the region. It ensures that decision-making regarding the SRI remains with Metro Vancouver's Board while continuing the informal conversations with other partners[1236]. There is still no desire for a formalized structure. The breakfasts are the same ones which were mentioned earlier as a legacy of the cities[PLUS] process. The dialogues, which began in 2006, are held in different parts of the region on specific issues, which are often outside the regional government's jurisdiction, and the sustainability summit, held in 2008, is intended to be held every three years and bring together people from all over the region[1237]. The dialogues include speakers from business, academic, government, and civil society[1238]. These dialogues are co-sponsored by the regional government and local chambers of commerce and boards of trade from across the Metro Vancouver Region[1239].

Bernie Magnan, the Assisting Managing Director and Chief Economist at the Vancouver Board of Trade explained that "certain groups are invited to attend to make sure they have a presence; but other than that, it's open to the public"[1240]. He went on to explain that he gets together twice a year with Metro Vancouver and other chambers and boards of trade to go over the results of the previous dialogues, and to determine what other issues need to be covered. He views the purpose of these dialogues as a means to influence the direction of the regional

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[1235]   Vancouver interviewee 08
[1236]   Vancouver interviewee 08
[1237]   Ann Rowan, Senior Policy Planner at Metro Vancouver, interview
[1238]   Ann Rowan, Senior Policy Planner at Metro Vancouver, interview
[1239]   Vanessa Timmer and Bernie Magnan interviews
[1240]   Bernie Magnan, Assisting Managing Director and Chief Economist at the Vancouver Board of Trade interview

government's strategy going forward. It is seen as very separate from his own sustainability committee and work with member businesses.

The new sustainability framework brought with it a new form of reporting in the region. Previously, Metro Vancouver produced sustainability reports which documented progress in 2002 and 2003, and then moved to a three-year time-frame of 2003-2005[1241]. These reports focused on the work of Metro Vancouver. The most recent report, which was published in January 2009, "reflects the breadth of issues that will determine sustainability in the region"[1242]. Ann Rowan, who was responsible for creating this latest report, explained that many issues that Metro Vancouver works on, such as solid waste management and greenhouse gas reductions, involve many different organizations and individuals[1243]. She also explained that they now have an internal SRI committee made up of primarily senior management, which is separate from the political committee[1244].

International Centre for Sustainable Cities (ICSC)

The International Centre for Sustainable Cities was founded in 1993 as a partnership between three levels of government, civil society and the private sector[1245]. The headquarters are in Vancouver, while its programs work with 38 cities in 14 countries[1246]. The ICSC was one of the lead organizations in the cities[PLUS] process, and took a leadership role in the implementation. As already mentioned, it led implementation workshops with Metro Vancouver, and also co-convened the ongoing sustainability breakfasts, first with BC Hydro and then with Metro Vancouver. An ongoing initiative that resulted directly from cities[PLUS], and

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[1241]   Sustainability Report. Building a Sustainable Region. Greater Vancouver Regional District. (2002); Sustainability Report. Building a Sustainable Region. Greater Vancouver Regional District. (2003); and Sustainability Report. The Sustainable Region Initiative: Turning Ideas into Action. Greater Vancouver Regional District. (2003-2005)

[1242]   Johnny Carline, CAO Metro Vancouver, in the Statement from the CAO in the Metro Vancouver Sustainability Report, Janaury 2009 - p. 7

[1243]   Ann Rowan, Senior Policy Planner at Metro Vancouver, interview

[1244]   Ann Rowan, Senior Policy Planner at Metro Vancouver, interview

[1245]   ICSC – About Us – Accessed April 2, 2009 from: http://sustainablecities.net/aboutus

[1246]   ICSC – Accessed April 2, 2009 from: http://sustainablecities.net/

which is led by the ICSC, is the PLUS Network. Bruce Sampson, the former VP Sustainability, and former head of strategic planning at BC Hydro, commented:

> A bunch of us got together, after cities[PLUS] won the award, to brainstorm what we were going to do next. Nola-Kate said we should develop a network of cities around the world, sharing ideas, successes and failures, moving forward on a sustainable development path. Many of us thought it was a great idea and Nola-Kate actually took up the challenge … Winning the best 100-year plan gave Vancouver more credibility and the people involved in it more credibility for moving things forward. Nola-Kate relied on the network of people, and has a lot of us on her Board[1247].

The Sustainable Cities: PLUS Network was launched in March 2004. The initial goal was to bring together 30 cities engaged in long-term planning for urban sustainability, 15 Canadian and 15 international, by the World Urban Forum in Vancouver in 2006[1248]. The ICSC succeeded in reaching this goal. The acronym stands for Partners in Long-term Urban Sustainability[1249].

> Member cities of the **PLUS** *Network* commit to building on their existing planning process through the use of a long-term lens. While each city's approach is different, the process typically includes developing 50- to 100-year visions, with 30-year strategies, and 5-year implementation plans. Each city or region identifies at least one immediate demonstration project that will revitalize and renew the community. Members participate in regular peer exchanges, which give them opportunities to share their work and learn from one another's experiences related to city and community planning issues[1250].

Vancouver remains a member city in the PLUS Network[1251]. The work for Imagine Calgary and the original CRSDS in Olympia Washington are closely modeled on cities[PLUS 1252]. The Honorary Patron of the International Centre for Sustainable Cities is the Honourable Lloyd Axworthy, while the Honorary Chair is the Honourable Mike Harcourt[1253]. These are the same two senior statesmen

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[1247]   Bruce Sampson, former VP Sustainability at BC Hydro, interview

[1248]   Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

[1249]   Sustainable Cities: Plus Network – Website accessed March 20, 2009: http://sustainablecities.net/plusnetwork

[1250]   Abut PLUS Network. Website accessed March 20, 2009: http://sustainablecities.net/plusnetwork/about-plus

[1251]   PLUS cities. Website accessed March 20, 2009: http://sustainablecities.net/plusnetwork/plus-cities-public

[1252]   Vancouver Interviewee 9

[1253]   Directors and Executive. Website accessed March 20, 2009: http://sustainablecities.net/aboutus/directors

from the cities[PLUS] process, though they no longer represent University of British Columbia. Others became involved in the PLUS Network after the cities[PLUS] process; for example, representatives from Vancouver-based NGO, Environmental Youth Alliance, have had a seat on the ICSC Board, and continue joint projects with them[1254].

The Sheltair Group

The Sheltair Group, which was one of the lead organizations in the cities[PLUS] process, would have preferred that a formalized implementation had occurred as part of the project scope. "We would have preferred to be involved more formally as part of the ongoing implementation, but as a private consulting firm our role is defined by the scope of our contract and the funding available"[1255]. Still, this process did lead to some outcomes for them and they were involved in furthering the 'catalyst strategies' in Vancouver. The Sheltair Group produced a coordinated regional energy strategy entitled *Energy Directions for Greater Vancouver* and also worked with Metro Vancouver on an integrated risk management plan that considered disaster resiliency[1256]. It also produced two follow-up newsletters, one in 2004 and one in 2005, which detailed follow-up initiatives by different partners that furthered the eight strategies, and updated the www.citiesplus.ca website, which is still available online[1257]. In addition, the Sheltair Group changed its approach; "cities[PLUS] has helped shape our company's approach to sustainability planning and the services we offer to help other communities and regions on their path to sustainability"[1258]. The Sheltair Group provided professional development workshops on integrated long-term urban planning and the Adaptive Management Framework to other cities, and worked with the International Gas Union on

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[1254]   Doug Ragan, former Senior Advisor, Environmental Youth Alliance, interview
[1255]   Lourette Swanepoel, The Sheltair Group, interview
[1256]   cities[PLUS] – October 2005 update – Website accessed April 2, 2009: http://www.citiesplus.ca/index.html
[1257]   Cities[PLUS] – Website accessed April 2, 2009: http://www.citiesplus.ca
[1258]   Lourette Swanepoel, The Sheltair Group, interview

energy planning with its member cities[1259]. Ottawa in particular is using the framework[1260].

The International Gas Union (IGU) was the industry association that initiated the *Sustainable Urban System Design (SUSD)* competition which cities[PLUS] won. The Sheltair Group, which was team leader for cities[PLUS], went on to design a follow-up project for the IGU[1261]. The two-year follow-up project, which ran from 2004-2006, was called Bridging to the Future. "Individuals and teams around the world are co-operating to develop 30-year strategic energy pathways for their urban regions, and in the process, are sharing insights, ideas, tools, and data"[1262].

As a contribution, Sheltair has offered its Sustainability Management Framework as a shared structure for developing and comparing energy pathways (see Figure 25 below).

[1259]   Western Economic Diversification Canada – Cities PLUS Planning for Long Term Urban Sustainability – website accessed March 18, 2009: http://www.wd.gc.ca/eng/10603.asp

[1260]   Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

[1261]   Bridging to the Future. Website accessed March 20, 2009: http://www.bridgingtothefuture.org/about

[1262]   Bridging to the Future. Website accessed March 20, 2009: http://www.bridgingtothefuture.org/

Figure 25: Sustainability Management Framework – Time Horizons

The IGU Sustainable Urban System
Design Project, in three Trienniums

Source: Bridging to the Future. Website accessed March 2009:
http://www.bridgingtothefuture.org/about.

Sebastian Moffatt, founder of the Sheltair Group, also founded a non-profit organization called the CONSENSUS Institute[1263]. This Institute became the coordination hub for Bridging the Future Project[1264].

University of British Columbia

As with most of the other lead organizations, University of British Columbia's sustainability initiatives pre-date cities[PLUS]. The UBC sustainability policy was approved in 1997 and the sustainability office created in 1998[1265]. The office has a dual mandate of greening campus operations, and of changing behavior and engaging community members. It is located in the VP Administration and Finance, under the ACP, Land and Buildings. There is a new President's Advisory Council on Sustainability which has an operations working group and an academic working group. This new structure replaces the Sustainability Advisory

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[1263]   Sebastian Moffatt, Former owner of the Sheltair Group, and National Team Leader in cities[PLUS], interview

[1264]   Bridging to the Future. Website accessed March 20, 2009: http://www.bridgingtothefuture.org/about

[1265]   Alison Aloisio, Green Building and Sustainable Community Planning Advisor, University of British Columbia, interview

Committee which used to advise just the sustainability office[1266]. There is also a new campus-wide sustainability strategy which was published in 2006 and for which UBC produced the UBC Sustainability Report for 2006-2007[1267]. In terms of its interaction with Greater Vancouver, the University of British Columbia reports directly to Metro Vancouver, and is not associated with any municipality [1268]. For the most part, the campus tries to remain self-sufficient, but must partner on some initiatives such as the UPass (a bus pass) with Translink or demand side energy management with BC Hydro[1269]. The sustainability office did participate in the cities[PLUS] process, but not as one of the lead partners[1270].

The lead partner was the Lui Institute for Global Issues at the University of British Columbia. The faculty and staff of the Liu Institute have continued to work on related topics[1271], but no longer focus on the CRSDS. As Vanessa Timmer explained, the "Liu Institute did not take the lead in the follow-up to the cities[PLUS] process and there have been two changes in leadership since Lloyd Axworthy. Now the Institute has a new Director; but they are not working on implementing cities[PLUS] "[1272]. Mike Harcourt, however, did carry forward the ideas, in particular to the federal government. "The Integrated Community Sustainability Plan (ICSP) idea, its structure, its scope, and its urgency all came out of the work done here in Vancouver"[1273]. Nola-Kate Seymoar mentioned that in 2005:

> The introduction of ICSPs within the Gas tax agreements requiring people to look at least 20 to 30 years was a result of Mike Harcourt and his taskforce

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[1266]   Alison Aloisio, Green Building and Sustainable Community Planning Advisor, University of British Columbia, interview

[1267]   The UBC [University of British Columbia] Sustainability Report (2006-2007)

[1268]   Alison Aloisio, Green Building and Sustainable Community Planning Advisor, University of British Columbia, interview

[1269]   Alison Aloisio, Green Building and Sustainable Community Planning Advisor, University of British Columbia, interview

[1270]   A Sustainable Urban System. The Long-Term Plan for Greater Vancouver. (2003)

[1271]   The Livable City. Vancouver Working Group Discussion Paper. The World Urban Forum 2006. Vanessa Timmer and Dr. Nola-Kate Seymoar, International Center for Sustainable Cities. (March 2005)

[1272]   Vanessa Timmer, Former staff at Metro Vancouver, and former staff at ICSC, interview

[1273]   Sebastian Moffatt, Former owner of the Sheltair Group, and National Team Leader in cities[PLUS], interview

persuading John Godfrey and the staff at the Cities Secretariat in Infrastructure Canada of the importance of a long-term perspective. ICSC made presentations to that taskforce on three different occasions and had ongoing discussions with staff at Infrastructure Canada.[1274]

In addition, Elisa Campbell, who worked at the Sheltair Group during the cities[PLUS] process, has gone on to be the Executive Director of the Design Centre for Sustainability at UBC[1275]. This centre is one of the partners in the Smart Growth on the Ground initiative, which has worked with some of the cases in the census to develop their CRSDS. She has also built a tool called SPADE: Sustainable Planning and Design Essentials[1276]. Jennie Moore, who was mentioned earlier in association with Metro Vancouver has also moved on to a different academic institution, the British Columbia Institute of Technology, where she is the Director of Sustainable Development and Environmental Stewardship[1277]. It is an academic position within the School of Construction and the Environment, but also works with operations to green the campus. While UBC placed its sustainability officer on the operations side, BCIT placed it in the academic side, emphasizing instead the role of training faculty and curriculum development, in addition to applied research and working on an overarching sustainability framework for operation on campus[1278].

BC Hydro, Terasen Gas, & QUEST

BC Hydro was a funding partner to cities[PLUS], though it was also involved in the strategic plan formulation. Bruce Sampson, former VP Sustainability at BC Hydro, was BC Hydro's formal representative to cities[PLUS]. He viewed cities[PLUS] as "one of the many things happening that helped move things forward"[1279]. Around 1998, he was instrumental in bringing forward the idea of using

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[1274]   Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

[1275]   For more information see: http://www.dcs.sala.ubc.ca/index.html

[1276]   Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview

[1277]   Jennie Moore, former staff at Metro Vancouver and current faculty member at BCIT, interview

[1278]   Jennie Moore, former staff at Metro Vancouver and current faculty member at BCIT, interview

[1279]   Bruce Sampson, former VP Sustainability at BC Hydro, interview

sustainability and triple bottom-line decision-making as the core strategy at BC Hydro:

> BC Hydro became very supportive of sustainability initiatives very early on. David Balser and the corporate environment group were driving sustainability within the company and the strategic planning group helped to push it mainstream. It was crucial to have the support of Michael Costello the CEO at the time. The initiatives at BC Hydro were supported by a very vibrant network in Vancouver which included ICSC and many others. The network supported each other and was a critical element in raising the sustainability profile of Vancouver and BC at the time. The direction took a major leap forward when the Premier really got engaged in the climate change issue and was strongly supported by the Ministry of Energy and a series of changes to energy policy in British Columbia beginning in 2001.[1280]

BC Hydro has informally and formally partnered with numerous organizations and has been involved in many different networks over the last 10 years[1281]. Bruce Sampson emphasized the importance of networking, and how there are many, many initiatives moving forward the sustainability agenda in Greater Vancouver[1282]. Victoria Smith, the current Manager, Aboriginal & Sustainable Communities at BC Hydro, commented that:

> BC Hydro acts as both a technical resource and as a funding partner. We're often asked to participate in community design charrettes and visioning processes, like to the city of North Vancouver's 100-year visioning process right now, and we're asked to give guidance and input and provide an energy lens to decisions. In a more formal way, we're co-funding a number of feasibility studies around renewable energy options for new developments, and hopefully launching, in the next couple of months, a full sustainable communities program where communities will be able to apply for funding.[1283]

She also mentioned that they are currently working with a number of organizations, such as University of British Columbia, on sustainable community design[1284].

[1280]   Bruce Sampson, former VP Sustainability at BC Hydro, interview
[1281]   Bruce Sampson and Victoria Smith interviews
[1282]   Bruce Sampson, former VP Sustainability at BC Hydro, interview
[1283]   Victoria Smith, Manager, Aboriginal & Sustainable Communities Sector at BC Hydro, interview
[1284]   Victoria Smith, Manager, Aboriginal & Sustainable Communities Sector at BC Hydro, interview

When David Bodner, Director, Community, Aboriginal & Government Relations at Terasen Gas was asked about the implementation of cities[PLUS], he responded:

> If you wish to consider the outcomes of cities[PLUS], you might look at the QUEST (Quality Integrated Energy Systems for Tomorrow) initiative that the CGA and Terasen are aggressively moving towards – the concept of integrated energy systems that sees us expanding our gas distribution network to include geo and solar thermal, and harvesting sources of biogas and delivering it into the pipe system …[1285]

The CGA is the Canadian Gas Association; the QUEST initiative was also brought up by BC Hydro[1286] and is also chaired by the Honourable Mike Harcourt. "The QUEST mission is to foster a community-based integrated approach to land-use, energy, transportation, waste and water, and reduce related greenhouse gas, air pollutant emissions and waste"[1287]. QUEST is a Canada-wide collaborative initiative and reflects the cities[PLUS] ideas, and is also striking a QUEST BC group that Victoria Smith chairs[1288].

Wastech Services Ltd.

Wastech Services Ltd. was also a funding partner of the cities[PLUS] process. It is a private company which has been contracted to handle waste transfer and disposal to three facilities under Metro Vancouver's Solid Waste Management Plan including a landfill which they jointly own. Its parent company, Belkorp Environmental Services Inc., have a longstanding history in the environmental business including de-inking mills, used oil re-refineries, and in-vessel composting, and it is the President of the parent company that was engaged in cities[PLUS] [1289]. In essence it was involved to "look to the future for what

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[1285]   Email dated March 4 2009 from David Bodnar of Terasen Gas
[1286]   Victoria Smith, Manager, Aboriginal & Sustainable Communities Sector at BC Hydro, interview
[1287]   Moving Forward: The Integrated Energy Systems Approach in Canadian Communities. QUEST: Quality Urban Energy Systems for Tomorrow. (March 2009) – p. 3
[1288]   Victoria Smith, Manager, Aboriginal & Sustainable Communities Sector at BC Hydro, interview
[1289]   Russ Black, General Manager at Wastech Services Ltd., interview

opportunities may result from new policies that promote waste reduction and the eventual elimination of disposal to either landfills or incinerators"[1290].

Other Initiatives and Final Comments

There are numerous other sustainability related networks and initiatives in Greater Vancouver that move forward the CRSDS ideas without being linked to the strategy, and one initiative that is linked. The Smart Planning Initiative, which is what is what BC calls its ICSP process, was heavily informed by the ICSC. "We said here's everything we've learned from doing the PLUS Network around the world, here's everything you should know, here's how to design it – and for the most part they took our advice"[1291]. It is housed at the Fraser Basin Council and funded largely by the Ministry of Community Development with the purpose to support regions in doing their ICSPs[1292].

Esther Speck, now the Director of Sustainability and Community at Mountain Equipment Coop, commented about the cities[PLUS] process that "people built relationships unlike anything I've ever been involved in the region. It was an opportunity for people at different levels to connect and spend time and in a room with others. These connection are important as a means of creating and implementing ideas, I don't know how that is reflected in a longer-lasting framework". [1293] She went on to comment:

> I recently was involved in this group called Raising Our Game, after our last meeting we had a dinner to talk about some of the opportunities from a regional perspective and feed that back to Gregor Robertson, Vancouver's mayor. It made me think back to the ideas from cities[PLUS] and that we need a "Get It Done" Committee; it feels like a structure is needed to implement cities[PLUS].[1294]

[1290] Russ Black, General Manager at Wastech Services Ltd., interview
[1291] Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview
[1292] Nola-Kate Seymoar, President and CEO of the International Centre for Sustainable Cities, interview
[1293] Esther Speck, current Director of Sustainability at Mountain Equipment Coop, interview
[1294] Esther Speck, current Director of Sustainability at Mountain Equipment Coop, interview

Mountain Equipment Coop, which has headquarters in Vancouver, is involved in numerous initiatives, including the Outdoor Industry Association's Eco-Working and Ethical Sourcing Groups, National and Provincial Cooperative Associations, the Recycling Council of BC, the Sustainable Purchasing Network, and Canadian Businesses for Social Responsibility among others. It is also linked to the Vancouver universities and schools as speakers, and a part of informal networks such as Raising Our Game[1295].

[1295] Esther Speck, current Director of Sustainability at Mountain Equipment Coop, interview

Cross Case Comparisons of the Four In-depth Cases on Structure

The following table brings together the collaborative regional sustainable development strategies' structure from each of the in-depth cases.

Table 81: Structure of the Four In-depth Cases

Name of Region		Whistler	Montreal	Hamilton 1992 – 1998	Hamilton 1999 – 2003	Hamilton 2004 – 2009	Greater Vancouver
Strategy		Whistler2020	Strategic Plan for Sustainable Development	Vision 2020			A Sustainable Urban System: The Long-term Plan
Year Adopted		2004	2005	1992			2003
Component							
Partners	Lead Organization(s)	Local government	Mixed	Local government	NGO - Action 2020	Local government	Mixed
	Number of Partners	Large	Large	Small	Large	Small	Small
	Engagement	Various/ various	Shallow/ various	Deep / broad	Deep / various	Deep / broad	Various/ various
Implementation Forms	Full Partnership Level	Informal interactions	Committees	Informal interactions	Organization	None	None
	Joint Project(s) Level	Committees	Informal interactions	Organizations	Organizations & Task Forces	Organizations	Informal interactions
	Individual Partner Implementation	Yes	Yes	Government only	Yes	Government only	Yes
Process & Systems	Decision-making	Centralized – Collaborative	Decentralized	Centralized – Government only	Centralized – Collaborative – Action 2020 + Government	Centralized – Government only	Decentralized
	Communication & Information	Centralized – Collaborative	Centralized – Collaborative	Centralized - Collaborative	Centralized - Collaborative	Centralized - Government only	Informal
	Monitoring & Evaluation	Centralized – Collaborative / renewal process	Centralized – Collaborative / renewal	Centralized – Government only / renewal process	Centralized – Government only/ renewal process	Centralized – Government only / renewal process	Decentralized/ no renewal process
Context	Formation & Formulation Form	Informal interactions	Committees	Committee			Informal interactions
	Strategic Plan Formulation Process	Formal/ local/ long-term	Formal/ local/ short-term	Formal / local/ medium-term			Formal/ local + external/ long-term
	Size of Region	9,248	1,620,693	504,559			2,116,581
	Support Organization(s)	TNS initially	ICLEI	None	ICLEI	None	Sheltair

	Top industries	Other services / business services	Business services / other services	Other services/ manufacturing	Business services / other services

In summary, the Whistler2020 structure is led by the local government in an informal partnership with other 'early adopter' organizations. The strategic plan formulation was formal, locally driven, and resulted in a strategic plan with a long time horizon (55 years). The main form is through task forces meeting annually, and Implementing Organizations committing to actions. In terms of systems, the structure has centralized decision-making, centralized communication, and centralized monitoring. Whistler2020 is an example of the 'Implementation through Joint Projects' Archetype.

The structure for implementing Montreal First Strategic Plan for Sustainable Development, in comparison, is led by three organizations. The strategic plan formulation was formal, locally driven and resulted in a strategic plan with a short time horizon (5 years). There are formal committees as the main form at the full partnership level, in addition to individual organizations implementing the collaborative strategic plan and informal interactions at the joint project level. In terms of processes, the decision-making is left to each individual partner, but the communication and monitoring are centralized with the three lead organizations. The individual partners provide information that is used for the collaborative reporting and other communication. Montreal's CRSDS is an example of the 'Implementation through Partner Organizations' Archetype.

Hamilton's Vision 2020 has had three structures over time. The strategic plan formulation was led by a multi-stakeholder committee and involved a formal process which was developed and led locally and which resulted in a 28-year CRSDS. In terms of implementation, the 1992-1998, and 2003-2009 time frames were led by the municipal government, while the 1999-2003 time frame involved the creation of a collaborative NGO. The first time frame directly involved a

small number of partners leading the implementation (the regional government's Staff Working Group and the Citizens Steering Committee), and informal interactions with a larger number of organizations at the annual Sustainable Community Day. During this time frame, implementation was conducted by the regional government, and by a number of joint projects which were initiated. Decision-making, communication, and monitoring remained centralized with the government. By the second time frame, Action 2020 (the NGO) led the full partnership level implementation in close collaboration with the City (which was also on the Board of Action 2020). Action 2020 initiated a process to engage a large number of partners in issue-based task forces, with the intention that each organization would implement its portion of the thematic Action Plans. During this time frame, decision-making and communication were centralized with Action 2020 and collaborative, though there was tension over this shift from the City, and the reporting and renewal remained with the City. By the third time frame, Action 2020 was disbanded, and all the implementation and processes were once again centralized with the government and the joint projects. Hamilton's Vision 2020's third time-frame is an example of the 'Implementation through a Focal Organization' Archetype, the second time-frame fit the 'Implementation through Joint Projects' Archetype, while the first time-frame, while not a perfect fit, is closest to the 'Implementation through a Focal Organization' Archetype.

Greater Vancouver's cities^{PLUS} has a structure which is predominately informal. It was initiated by a small group of multi-sector organizations who interacted in order to formulate the strategy. It engaged numerous other organizations in the formulation process through formal events and activities. No formal implementation was planned, and instead it was intended that individual organizations would further the concepts in the CRSDS. These organizations made their own decisions about implementation, and if relevant, conducted their own sustainability reporting. Some of the partners continued to informally interact and communicate about implementation through two newsletters, the

sustainability breakfasts, the PLUS Network, Metro Vancouver's dialogues, QUEST, and the myriad of other sustainability initiatives in Vancouver. No monitoring system was created for cities^{PLUS}, and no renewal is planned. Many legacies have resulted from cities^{PLUS}, most of which were not deliberate. cities^{PLUS} is an example of the 'Informal Implementation' Archetype.

As noted in Chapter 5, the four archetypes differ from one another on seven key subcomponents: the implementation forms (partnership, joint project and individual partner levels combined), the decision-making, the monitoring, the communication, and the number of potential partners. These case descriptions provided a detailed example of each archetype. The next two chapters present the empirical results about relationship between the structures and two types of outcomes (plan and organization) in each of the four cases.