

# Measuring Progress in Plan Implementation:

Creating an Evaluation Framework for the  
Implementation of a Secondary Planning Strategy  
in Port Williams, Kings County, Nova Scotia

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## Executive Summary

Port Williams is a village in the Cornwallis Valley on the northwestern shore of Nova Scotia. Port Williams is unique in that it is both a village and a Growth Centre. The Village of Port Williams is one of six local village governments within the County of Kings; the Growth Centre of Port Williams is one of twelve urban centers identified by the County of Kings. The County of Kings have developed a Secondary Planning Strategy (SPS) for the Growth Centre of Port Williams and the SPS is currently undergoing public consultation. Once the County of Kings approves the SPS, an evaluation framework is needed to assess how well the SPS is implemented.

This report provides the County of Kings with a tool to evaluate how well the Port Williams' SPS has been implemented. The evaluation framework identifies key ideas from the SPS and provides indicators which may be used as guides when measuring progress. The framework also outlines the information needed to identify progress.

The evaluation framework is detailed enough to be useful, but general enough to be flexible. The literature on plan evaluation suggests evaluation frameworks should clearly indicate which values are embedded in a framework and clearly define progress. The values in this framework are the intended outcome of the plan and the plan's contribution to the process of planning. Progress is defined as the implementation of the key ideas of the SPS.

It is recommended that the Municipality of the County of Kings, alongside an Area Advisory Committee that deals with local planning issues, use the evaluation framework on an annual basis. The results of the evaluation may be published to provide the community of Port Williams with the opportunity to give feedback. This framework may be used as a planning aid to monitor the implementation of the SPS and facilitate communication between the community of Port Williams and the planners at the Municipality of the County of Kings.



## Measuring Progress: Terms of Reference, Problem, Approach and Method

Evaluating the implementation of plans is an ambitious undertaking in the planning field because there is no standardized approach to creating evaluation frameworks. Despite the lack of standardized methodology for evaluating how well a plan has been implemented, there is a general consensus among planners and academics that evaluation is key to determining the success of plans and to providing a measure of accountability. The Municipality of the County of Kings currently has no framework for monitoring the use of plans. This paper proposes an evaluation framework to gauge the degree to which the Secondary Planning Strategy (SPS), currently being developed for the Village of Port Williams, is implemented in the future.

### Terms of Reference

The following are the directives given by the client to provide context for the project.

“Municipalities often undertake planning documents that hope to achieve a vision, as established by the local community. In Kings County, secondary planning strategies are developed to achieve a community vision, which is established through a consultative process. Policies and regulations are implemented to achieve the vision, goals and objectives; however, no monitoring occurs to assess if the policies/regulations ever actually achieve the desired outcomes. The Municipality of Kings is seeking an evaluation framework to provide a way to assess Port Williams’ SPS.”

~ Chrystal Fuller, LPP, MCIP  
Manager of Planning  
Municipality of County of Kings

### The Problem

The County of Kings is interested in an evaluation tool to help determine if the Port Williams’ SPS is being implemented. The proposed evaluation framework will be a useful tool to both the municipality and the community to check if the plan adheres to the community’s values and to guarantee the desired results. This report can also serve as a template for County of Kings to follow when developing evaluation frameworks for different plans. This report outlines the method to develop an evaluation tool and an

example of the final product: a tool to help measure the progress of implementing the key goals of a plan.

A draft SPS has been completed for Port Williams and is currently in the midst of the community consultation process. The evaluation framework will serve to develop a structure that allows the local council, the community, and the municipality of the County of Kings to assess the goals they want to achieve, and the means by which these goals will be achieved. Recommendations will be provided to help the community identify the successes, or the flaws, in implementing their community plan. Requirements for the framework were discussed in consultation with the client, the County of Kings. The requirements are as follows:

- Create an easy-to-understand framework for evaluating the implementation of a community plan that does not involve a complex, staff-heavy and time-consuming process. The framework should be clear and brief.
- Create a framework that will involve the community and provide a recommendation for when the evaluation should occur.
- Ensure that the evaluation framework will be useful for Council

## **Approach**

An exploratory, research-based approach was used to gather information from planning journals and books. The objective was to understand theory on different approaches and effective methods to evaluate the implementation of plans, as well as various ways to interpret the results of such an evaluation. The principles that defined the approach and method to develop the evaluation framework for Port Williams' SPS were unearthed through this research.

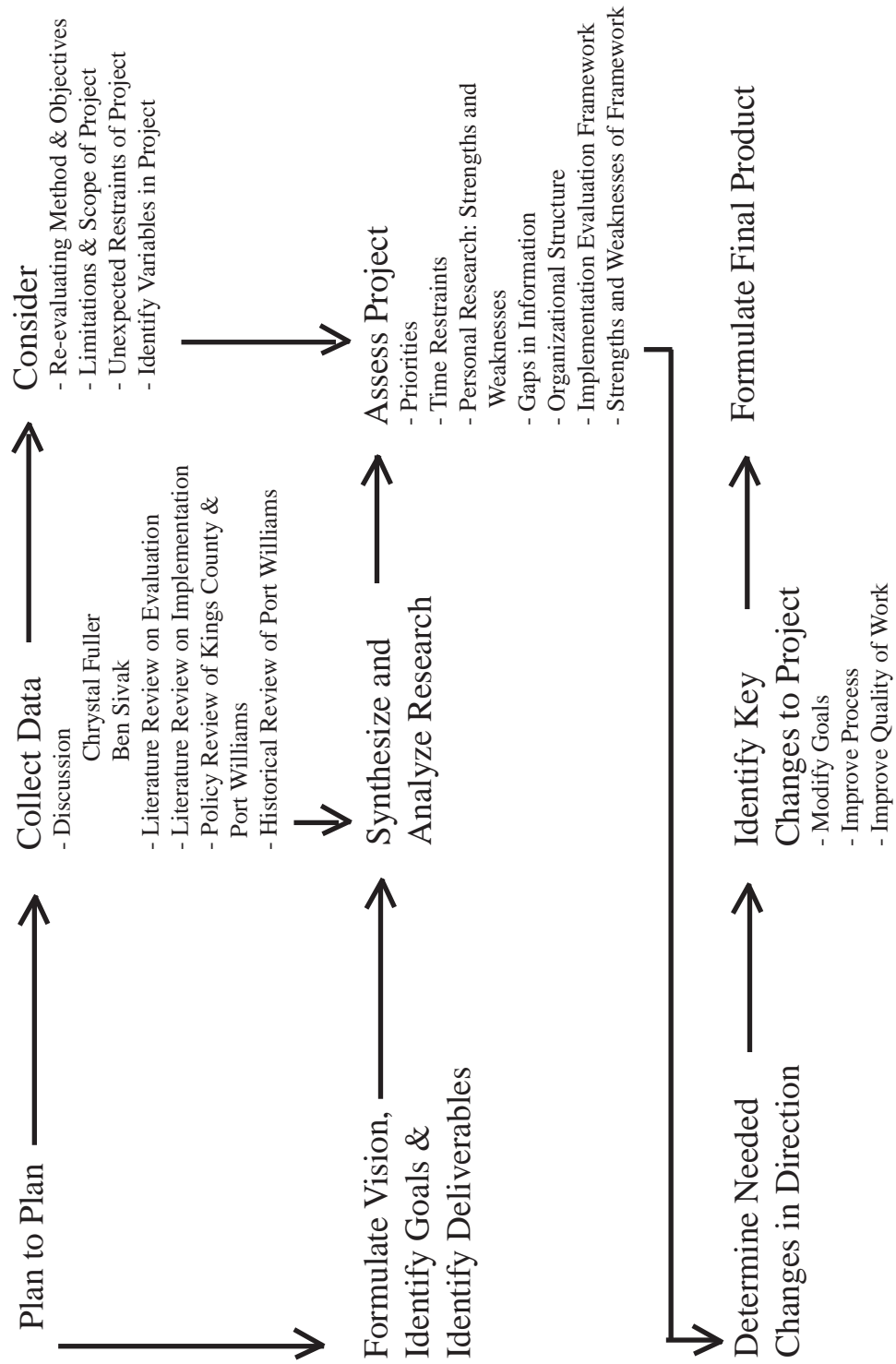
A contextual analysis was conducted on the history, politics, policy and community of Port Williams. The approach for this stage of the project included a site visit, meetings and interviews with local planners as well as a public consultation meeting (on October 22, 2009). The purpose and design of the framework, the players involved and the timing of when the evaluation should occur was discussed with local planners.

Indicators for the objectives in the SPS were developed to define progress of the implementation of the SPS; after which, a tool to measure the progress of implementing the SPS was developed. The approach for this stage of the project included applying findings from research and contextual analysis.

## **Method**

Outlined below is a diagram indicating each stage of the method. Appendix A provides a detailed explanation of the diagram.

# Method







## Contextual Analysis: History, Politics and Policy

### History

Port Williams is located on northwestern shore of Nova Scotia and is surrounded by the Bay of Fundy and Minas Basin. The Mi'kmaq and Native Americans recognized the Minas Basin as a bountiful resource for hunting and fishing early on, setting the stage for future development. Europeans arrived in the early 1600s and Acadians settled in the Minas Basin Region in 1675. The Acadians dyked the tidal marshes, creating rich agricultural land to cultivate crops, such as wheat, rye and hay. The dykes are preserved to this day.

Trade and shipbuilding were successful in the 1700s. British rule over the French in North America began around 1713, Acadian settlers were expelled in 1755 for refusing to swear allegiance to the English (MPS, 1.1). The New England Planters settled in the place of the Acadians soon after, using the dykes and farms that were already established.

Port Williams was founded in 1760 and by the mid-1800s, most of the current development patterns were already established (SPS, p. 3). Kings County was incorporated as a municipality in 1879; Port Williams was incorporated as a village in 1951 (Village of Port Williams website, History section). Port Williams' wharf, which was initially very active, could not handle the larger vessels and people eventually stopped using it in the 1970s. Despite the decline in the shipping industry, the urban development within Port Williams increased in the 1970s. The rich history of shipping and agriculture has influenced the development of Port Williams.

### Politics

The community of Port Williams is unique in that it is both a village and a Growth Centre. The Village of Port Williams is one of six local village governments within the County of Kings and the Growth Centre of Port Williams is one of twelve urban centers that the County of Kings provides services for and encourages growth within (SPS, p. 2). The Village of Port Williams includes many rural areas around the designated Growth Centre. The village has no mayor, but rather is governed by a commission consisting of five elected commissioners. The SPS applies only to the Growth Centre of Port Williams. The following players are involved in planning at Port Williams:

- County of Kings Council (has 11 members; it meets once a month)
- County of Kings Planning Advisory Committee (PAC; meets twice a month)
- Village of Port Williams (represented by five elected commissioners)

- Municipality of the County of Kings
- A temporary SPS Committee (has seven members including the councillor for district two, the village chairman, the village commissioner and four citizen members; it meets once a month but will be dissolved at the time of plan approval)
- A yet-to-be-developed Area Advisory Committee (AAC) that will meet once every two months

## Policy

The Port Williams' SPS is a County of Kings' municipal planning document that is created with the intent to "guide the growth and development of Port Williams," and "establish long-term goals and implement planning tools, such as zoning, aimed at achieving these goals" (SPS, p. iii). The Port Williams' SPS exists within the context of the Municipal Planning Strategy (MPS) that accounts for the whole of the County of Kings. The SPS is intended to be site-specific in its goals to acknowledge the unique attributes of the area and culture (SPS, p. iii).

The development of the SPS started with a village-community based initiative. In January 2005, the Village of Port Williams formed a community-based committee to develop a Vision Document to represent the community and provide a foundation for the development of the SPS (SPS, p. 2). In 2008, after consulting the village's Vision Document, the County of Kings initiated the project to develop the SPS for the Growth Centre of Port Williams (SPS, p. 2).

A second committee, the Port Williams SPS Committee, was established in March 2008 by the County of Kings to ensure the village was involved in the development of the SPS. The committee meets once a month and has done a variety of tasks, such as holding community workshops (SPS, p. iii).

The Port Williams' SPS consists of several amendments to the Municipal Planning Strategy and the Land Use Bylaw for the County of Kings. The amendments are not only additions to current land-use policies but also recommend changes to existing policies (SPS, p. iii). Currently, the plan is undergoing public consultation. After the public consultation process is complete, the final draft of the SPS will be issued (SPS, p. iii).



## Evaluation Frameworks for Plan Implementation

There are three main streams of focus in literature on plan evaluation. Each stream of focus identifies an issue in plan evaluation and classifies existing approaches to resolve the issue.

The first stream examines the issue of uncertainty when evaluating how well a plan has been implemented. How different planning agencies deal with uncertainty is directly related to how the agency enforces the plan and how the agency responds to changing conditions when a plan is being enforced. There are two styles of enforcement in planning practice: top-down and bottom-up. Each style has different methods to deal with developers and different values that determine what decisions are made (decisions that directly affect how a plan is implemented); enforcement styles have dissimilar ways of responding to changing conditions. The top-down enforcement style has a regulatory system of responsiveness that values certainty over flexibility; the bottom-up enforcement style has a discretionary system of responsiveness that values flexibility over certainty.

The second stream of focus in planning literature examines the issue of recognizing the underlying values built into evaluation frameworks. There are three models of plan evaluation that approach planning practice differently as a result of varying values. The divergent models of evaluation are sequential-limited, cyclical limited and holistic. Each model values a different aspect of plan implementation. When evaluating a plan, the sequential-limited model focuses on the intended outcome of the plan; the cyclical-limited model focuses on how well the plan has helped the overall process of planning; and the holistic model focuses on how well the plan has facilitated dialogue between the community influenced by the plan and the planners who created the plan.

The third stream of focus examines the issue of defining successful plan implementation. There are three approaches to defining success, each with different criteria to judge the plan's effects. In judging how well a plan has been implemented, a conformance-based approach judges whether or not the results of the plan have conformed to the policy outlined within it; the performance-based approach judges whether or not the plan has been a useful internal document and been consulted in planning land-use decisions; and the utilitarian approach judges a plan on its rational, empirical value.

Dealing with uncertainty, identifying values and defining successful implementation are three key issues discussed throughout literature on plan evaluation. Understanding the three main streams of focus in literature on plan implementation provides a foundation from which to build the approach and method used to create an evaluation framework for Port Williams' SPS.

## Approaching Evaluation: Ways to Deal with Uncertainty

What is important [in evaluating the implementation of plans] is the way in which the systems cope with the core problems of certainty and uncertainty, the inevitable desire to exercise discretionary power, and the need within western democracies to account for decisions (Booth, 1995, p. 111).

Uncertainty plays a large role in the approach taken to plan evaluation. There is a tension in developing and evaluating plans between the desire to maximize certainty of goal-achievement and the desire to maintain flexibility. Due to this tension, two distinct styles to enforce plans and two distinct systems to respond to how plans take effect have been developed. The two enforcement styles have been classified as top-down and bottom-up, referring to the source that instigates and enforces change. For example, the top-down style implies the source that instigates change is coming from a governing body through policy, while bottom-up style implies the source that instigates change is the community. Each enforcement style has a system to respond to changing conditions in the plan-implementation process.

In the plan-implementation process, there are unforeseen changes that may quickly affect the anticipated success of a given plan. Also, as time passes, variables change and can be deemed more, or less, important than they were at the initial stages of creating the plan. To resolve the time-lag problem, the assumption can be made that plans are based on the current situation of a given area. If the current situation is predicted to continue to be stable, such evaluation criteria can be rooted in more certainty. Otherwise, things like population predictions can be done (Talen, 1996-B, p. 82).

The style in which a plan is enforced affects the way planners make decisions and the way the planners deal with developers in the plan's implementation. And, the way in which planners respond to the uncertainty that is inherent in assessing plan implementation, reflects the values which the planners hold. Below is a chart that illustrates the key differences of each enforcement style and accompanying system of responsiveness.

ENFORCEMENT STYLES AND THEIR SYSTEM OF RESPONSIVENESS TO IMPLEMENTING PLANNING POLICY			
Enforcement Style	Enforcement Style Characteristics	System of Responsiveness	System of Responsiveness Characteristics
Top-Down	Planners follow strict guidelines when dealing with developers	Regulatory system	Values certainty
Bottom-Up	Planners are willing to give leniency to specific cases based on the planning agency's history and relationship with the case	Discretionary system	Values flexibility

### *i. Top-Down (Favoring a Regulatory System)*

In the top-down enforcement style, planners follow strict guidelines when dealing with developers (Laurian et al, 2004, p. 559). The top-down enforcement style follows what is called a regulatory system of responsiveness, which values certainty over flexibility. Regulatory systems are founded on the need to uphold rights and establish certainty for the landowners, developers and planners. Such systems are characterized by rigid zoning policies, as seen in Australia, France, North America and the majority of continental Europe. In regulatory systems, planning decisions for any given individual development proposal must follow predetermined regulations (Booth, 1995, p. 103). This process provides certainty for landowners and developers because they can put forward proposals with less risk of being turned down. Also, it provides certainty for planners and decision-makers because it provides a structure that lessens the likelihood of decisions to be made through political influence (Booth, 1995, p. 104).

There are two different approaches to deal with the problem of unforeseen scenarios in regulatory systems. The first is to make plans more detailed with further regulations in order to cover every possible circumstance; however the downside to this approach is that complex plans can serve to cloud the basic fundamental policies and goals of the plan. The second option is to allow for some flexibility within the system. The drawback to this option is the difficulty in making decision-makers accountable for their actions.

### *ii. Bottom-Up (Favoring a Discretionary System)*

In the bottom-up enforcement style there is increased flexibility in the plans themselves and the system in which landowners, developers and planners operate. In this style of enforcement, planning agencies are more willing to work with, and give leniency to, specific cases based on the agencies' history and relationship with the case. (Laurian et al, 2004, p. 559). The bottom-up enforcement style favors a discretionary system of responsiveness, which values flexibility over certainty. Discretionary methods are less restrained by predetermined regulations and are based on the belief that maintaining flexibility in policy allows for best practice when decisions need to be made for future development. Such a discretionary method is used in Britain (Booth, 1995, p. 103). It is characterized by no guarantee of development rights, an assumption of a high amount of trust in local authority and a lack of statutory rights in connection with development decisions. As a result, political and administrative planning decisions often cannot be challenged on legal grounds (Booth, 1995, p. 105).

### *iii. Finding a Balance*

There is no consensus on which enforcement style or system of responsiveness brings about plans that are implemented more effectively (Laurian et al, 2004, p. 559). There is a balance needed in enforcing plans and responding to the uncertainty inherent in their development and application: a balance between maximizing the certainty of goal-achievement and maintaining flexibility. Creating criteria to evaluate the implementation of a plan helps planners respond to mandates from higher authorities and follow through with their own ambitions; however, planners must be wary of obsession with the technique and formulation of such criteria. In championing certainty over flexibility



in plan development and evaluation, planners should be cautious about making their profession too regimented and not allowing for flexibility.

If taken too far, these rational preventative and preemptive measures can weigh down the act of implementation and leave a municipality in a constant state of shifting through the paperwork of their own administrative requirements (Baer, 1997, pp. 330-331). Talen asserts that in order to balance accountability and certainty, it is important to consider the plan's broad successes, as well as the small ones (1996-B, p. 82).

#### *iv. Dealing with Uncertainty in Developing an Evaluation Framework for Port Williams' SPS*

The issue of uncertainty is a consideration when creating the evaluation framework for Port Williams' SPS. Since the initiative to monitor the implementation of the SPS was taken by the County of Kings, the evaluation framework falls into the top-down enforcement style category. However, this top-down style is balanced out because the County has taken steps to ensure community involvement in the development and implementation of the SPS, thereby encouraging change to occur from both the top (municipality) and bottom (community).

The system of responsiveness that Port Williams has for dealing with unforeseen problems in implementing the SPS values certainty over flexibility. However, in the Port Williams SPS there are measures to compensate for the rigidity of the policies by permitting certain development through a development agreement process.

Understanding existing theory on how to deal with uncertainty in plan evaluation helped clarify how detailed and specific the evaluation framework should be for Port Williams. As a result, the evaluation framework is detailed enough to be useful, but general enough to allow for flexibility; it is specific enough to maintain accountability, but broad enough to avoid clouding the basic fundamental policies and goals of the plan.

## Identifying Values Behind Practice

Evaluation, most broadly defined, will appear to be the examination of a plan or a planning process in the context of values which society holds, has held, may hold or should hold (a value statement in itself) and the values held by the individual or group doing the evaluating (Dakin, 1973, p. 6).

Values on land and its use are entrenched in the culture from which plans evolve. It is nearly impossible, however, to get an objective view or deep insight into heavily entrenched cultural values (Dakin, 1973, p. 4). Since the values upon which plans are built and evaluated are often not self-evident, evaluation frameworks are often shown to be insufficient as a result of misguided judgments of what people value (Dakin, 1973, p. 5). One way to look at how values translate into plan evaluation is to look at what aspects of plan implementation are valued.

There is a curious relationship between evaluation and implementation. Evaluating in planning practice has roots in the belief that plans approved will come to fruition in the process of “planning.” In this way, the word “implementation,” and the analysis of the implementation process is commingled and obscured by being encompassed in the overarching process of “planning” (Talen, 1996-A, p. 251). There is, furthermore, an obscurity regarding what is implemented, and how it can be evaluated. Understanding the relationship between evaluation and implementation is critical in developing and monitoring plans because each respectively affects the success of the other (Nutt, 2007, p. 1253). Identifying what aspects of plan implementation are being valued in a plan is key to being able to create an evaluation framework that will be useful.

There are three divergent models used to evaluate how well a plan has been implemented. Each model values different things that the implementation of the plan could do; for example, the sequential-limited model values how well implementation has succeeded in putting into effect policies outlined in the plan, while the cyclical-limited model values how well implementation has helped the process of planning in general. Below is a chart illustrating the three divergent models of evaluation outlined in planning literature.

DIVERGENT MODELS OF EVALUATION		
Model	Focus Question	View of Evaluation
Sequential-Limited	Does the outcome of the plan meet the objectives outlined within it?	<ul style="list-style-type: none"><li>Sequential: Linear approach, focus on intended outcome</li><li>Limited: Does not account for unforeseen changes or external variables</li></ul>
Cyclical-Limited	Does the implementation of the plan help the process of planning?	<ul style="list-style-type: none"><li>Cyclical: Circular approach, focus on process</li><li>Limited: Lack of accountability for implementing decisions</li></ul>
Holistic	Does the implementation of the plan facilitate dialogue?	<ul style="list-style-type: none"><li>Views implementation as one of many elements involved in a larger process of policy and administration</li></ul>

*i. Sequential-limited (Evaluation with a Focus on Intended Outcome)*

The sequential-limited model focuses on the intended outcome of the plan. It is the most traditional model of plan evaluation and is the most rigid model in its interpretation of plan criteria. This model involves focusing on the impact of the plan by examining the effectiveness of the variables involved the process (Talen, 1996-B, p. 80). This model values whether or not planning policy has been translated into a reality through changes to the built environment (Alexander, 1986, p. 107). It has a hierarchical depiction of the relationship between policy and implementation (Dalton, 1989, p. 153). The sequential-limited model is useful in its direct and linear approach; however, it is dangerous because it does not account for any unforeseen events. As a result, if a plan is not deemed successfully implemented by the hierarchical model, the failure is consequently blamed solely on the plan.

*ii. Cyclical-limited (Evaluation with a Focus on Process)*

The cyclical-limited model focuses on the process of planning. Implementation is understood to be a process, which links policy-making, planning, design and implementation. Implementation is the process by which these aspects of planning are constantly interacting and adapting to changing conditions (Alexander, 1986, p. 107). This model views implementation as circular because implementation affects policy as much as policy affects implementation (Dalton, 1989, p. 153). This view “recognizes that bargaining and compromise do not just affect legislation, but also enter into day-to-day implementation as well” (Dalton, 1989, p. 154).

Talen asserts that this is the most popular model in planning practice. It involves comparing existing plans to alternative proposed plans (Talen, 1996-B, p. 80). Paul Nutt, a supporter of the cyclical-limited model, describes implementation as a process and a “framing activity,” which illustrates the need for planning. He defines implementation as “a stream of actions undertaken to justify the need for planning and to uncover innovative ideas as well as promoting plans that are feasible and desirable” (Nutt, 2007, p. 1253).

This model raises the issue of what is more important: the process of planning or the plans themselves. The problem with putting the process higher than plans is that a criterion for evaluating plans becomes obsolete and there is no accountability for politicians or planners since their work is constantly changing. In this model, decisions are not based on a substantial product – a plan – but rather based on an overarching long-term view of “planning” as a process (Baer, 1997, p. 336). Thus, the process-oriented view of implementation makes this model adaptable to the changing dynamics of a given situation, but it lacks an element to counter the fact that people who make poor decisions, or who simply do not act, can avoid being held accountable.

*iii. Holistic (A Post-Modernist Critique of a Modernist Plan Evaluation)*

The holistic approach is characterized by taking the cyclical-limited view to an extreme, whereby implementation is viewed as a vague concept considered one of many elements involved in a larger process of policy and administration. This approach is not helpful in identifying key features of implementation, as it is vague on defining it as separate from the entire process of planning policy (Alexander, 1986, p. 107). This post-modernist interpretation views plans as simply symbolic creations that are intended to



create political dialogue and engagement within the community (Baer, 1997, p. 334).

The main criticism of a holistic approach is that it has no real bearing in practice. It can serve a purpose by facilitating dialogue and having practitioners question the theory behind their practice; however, in practice, taking a holistic approach takes all accountability and real-world application of policy out of planning and leaves planners with just theory. As a result, this model was not practical for this project.

#### *iv. Identifying Values in the Evaluation Framework for Port Williams' SPS*

The best approach to creating a useful evaluation framework is to blend the positive elements of the sequential-limited and cyclical-limited models, thereby, making planners accountable for their actions and offering flexibility in the planning process. The evaluation framework for Port Williams' SPS is developed to incorporate the useful elements of both the sequential-limited model and the cyclical-limited model.

The evaluation framework for Port Williams' SPS models itself after the sequential-limited model because it places value on how well the aims of the SPS have been put into effect. The following steps to develop the framework are based on a sequential-limited model's value system:

- 1) Identifying the key aims that are prevalent in the goals and objectives of the plan
- 2) Creating clear, concise indicators that are guides to use when measuring progress toward an aim
- 3) Identifying the changes that would happen to the community if there were progress towards an aim

The framework is also modeled after the cyclical-limited model in that it values how well the implementation of the SPS has helped the planning process in the County of Kings. This is accomplished by providing a guide at the end of the framework to facilitate a follow-up discussion of the results of the plan and the overall contribution of the SPS to the community.

Thus, the values behind creating the evaluation framework are rooted in a sequential-limited and cyclical-limited model of plan evaluation. The evaluation framework for the implementation of the SPS evaluates both the key aims of the Port Williams' SPS and the overall effectiveness of the SPS in the planning process.

## Defining Success

If planning is to have any credibility as a discipline or a profession, evaluation criteria must enable a real judgment of planning effectiveness: good planning must be distinguishable from bad – (Faludi, 1987, p. 127 – quoted from Baer, 1997, p. 329)

It is necessary to understand what successful implementation means in order to create an evaluation framework that measures a plan's progress. Defining success is, however, not as simple as it may seem. The notion of "success" is relative and often measured in highly subjective, vague criteria (Talen, 1996-B, p. 80). For evaluation criteria to be appropriate to any given plan, there must be an overall perspective of the plan's goals.

There is no one link between goal formation and the implementation of goals. Some academics have attempted to outline general criteria to make a plan successful; for example, Alexander determines that for plans to be successful, there is a need to assemble a political electorate for proposals, get the public to commit, have clearly defined and conveyed goals in policy, and have goals that can be understood to be objectives (Alexander, 1986, p. 117). However, such criterion varies depending on the type of plan and the approach taken to evaluate the plan.

There are three approaches to defining success, each with different criteria to judge the plan's effects. For example, a conformance-based approach judges the plan on whether or not the results of the plan (the implementation of the plan) conforms to policy outlined within it, while the performance-based approach judges the plan on whether or not the plan performs, in the sense that it is consulted in future planning decisions. Below is a chart illustrating the three approaches to evaluating plan implementation in practice; academics, such as Laurian (2004), Baer (1997), Berke (2006), and Alexander (2009) have identified these approaches throughout their studies and literature research.

EXISTING APPROACHES TO EVALUATING PLAN IMPLEMENTATION IN PRACTICE	
Approach	Way to Judge
Conformance-based	<ul style="list-style-type: none"><li>▪ Do the results of the plan conform to policy outlined within it?</li><li>▪ Are the tools used to implement the plan useful?</li></ul>
Performance-based	<ul style="list-style-type: none"><li>▪ Is the plan consulted in future decisions?</li><li>▪ How well is the plan integrated with existing plans and projects?</li></ul>
Utilitarian	<ul style="list-style-type: none"><li>▪ Do the plans have rational value? For example, are they based on methods such as cost-benefit analysis?</li></ul>

The conformance-based approach judges plans on whether the results of the plan conform to the policy outlined within it and whether the tools used to implement the plan were useful. The performance-based approach, which is more common, judges plans on whether it is consulted in future decision-making and how well it integrates with existing plans and projects. The utilitarian approach is based on methods such as cost-benefit analysis which judges plans on strictly practical values (Alexander, 2009, p. 235).

#### *Defining the Success of Implementing the Port Williams' SPS*

The County of Kings is, in a sense, already taking the performance-based approach during the development of the SPS. As the County of Kings goes through the process of editing and revising the SPS to be most appropriate for the community of Port Williams, the plan is being judged on how well integrated the SPS is with existing plans (for example, the SPS must be compliant with the Municipal Planning Strategy). However, once the plan is approved, the performance-based approach will no longer apply because the evaluation framework created for the Port Williams' SPS does not evaluate the actions and decisions made by the planners at the County of Kings; rather, the conformance-based approach is taken in the evaluation framework.

The evaluation framework for Port Williams' SPS defines success through a conformance-based approach because it assesses whether or not the built environment conforms to the policies outlined in the SPS. In other words, the evaluation framework is used to identify changes that would affect the community if there were progress toward aims laid out in the SPS.

## **Putting Theory into Practice: Principles Defining My Approach for Creating the Evaluation Framework**

The literature review encouraged the following questions to be asked: How does the evaluation framework deal with uncertainty? How does the evaluation framework project certain values about implementation? How is successful implementation defined in this context? These questions, along with the theory that developed these questions, paved the way to creating the following principles that define my approach for creating the evaluation framework:

- Create a framework detailed enough to be useful, but general enough to allow for flexibility
- Create a framework that values both the intended outcome of the plan and the plan's contribution to process of planning
- Create a framework that clearly indicates when there has been progress and clearly defines what progress entails

The principles above, combined with the requirements discussed in consultation with the client (emphasizing brevity, practicality and clarity), defined my approach for creating the evaluation framework. The following is my detailed approach to creating an evaluation framework for Port Williams' SPS:

- Understand the issues and objectives in the plan
- Identify the key aims that are prevalent in the goals and objectives of the plan
- Create clear, concise indicators that are guides to use when measuring progress toward an aim
- Identify the changes that would happen to the community if there were progress towards an aim
- Provide tools to measure progress, such as a scale to judge whether or not the indicators point to the progress of the aims of the plan
- Provide opportunity for public involvement
- Provide recommendations for the use of the evaluation
- Provide opportunity for a follow-up discussion regarding the results of the evaluation



## Understanding Issues in Port Williams

The following section provides the necessary information to understand the major issues in Port Williams' SPS. It outlines the historical significance and the current situation of each issue and provides indicators that can be used as guides to measure how well the objectives for each issue have been met. There are nine major issues outlined in the SPS: water and sewer services, floodplains and drainage, commercial, waterfront, residential, industrial, institutional and community facilities, transportation, parks, and active transportation.

### Water and Sewer Services

The infrastructure in Port Williams was originally built to accommodate large industries; however, now many of the industries are no longer in operation and much of the water and sewer servicing capacity is not utilized.

#### *Water and Sewer Management and Applicable Policies and Reports*

There are three levels of government with water and sewer service regulations that the village must comply with. At the provincial level, Nova Scotia Environment has regulatory requirements that outline policies for public water supply operations. At the municipal level, the Municipality of the County of Kings outlines countywide water resource protection management policies, as well as specific policies on groundwater supply and management in Port Williams (Kings MPS, 2.12-1 to 2.12-17). At the local level, sewer by-laws for the village are currently being developed. Once approved by Service Nova Scotia and Municipal Relations, the bylaws will be made public on the village of Port Williams website (Village of Port Williams Website, Sewer section).

The Village of Port Williams owns, services and maintains the central water sewer services within the Growth Centre of Port Williams. Port Williams Water Commission undertook an assessment of both the water supply system and the wellfield area in Port Williams in February 2003. Hiltz and Seamone Co. Ltd, consulting engineers, worked with W.G. Shaw and Associates Ltd, consulting geoscientists to prepare a report called Water Supply Management Plan (Hiltz et al., 2003). This report was compiled as a part of renewing withdrawal approvals and in response to new regulatory requirements as outlined in Nova Scotia's 2002 Drinking Water Strategy (Kings MPS, 2.12-9).

In May 2009, a second report on water quality in Port Williams was completed. Three students in the Environmental Engineering Program at Dalhousie University completed a report titled Quantitative Microbial Risk Assessment & Management Strategy for the Port Williams Aquifer System. This report provided a comprehensive

land management strategy that identified vulnerable areas in the local aquifer system and provided recommendations for best land-use water protection practices (Butler et al, 2009, p. vi). The following information on existing infrastructure and groundwater quality and quantity summarizes the main findings in the Water Supply Management Plan (Hiltz et al, 2003) and the Quantitative Microbial Risk Assessment & Management Strategy for the Port Williams Aquifer System (Butler et al, 2009).

#### *Existing Infrastructure and Infrastructure Management*

Two water-producing aquifers supply the Village of Port Williams with drinking water (Butler et al, 2009, p. vi). The village owns five water supply wells, but only produces water from four of these five wells (Hiltz et al, 2003, p. 6). The Village of Port Williams provides water service to approximately 370 residents within the village boundaries (Village of Port Williams website, Sewer section) and charges by metered rates per quarter. The village applies for rates to be approved by The Nova Scotia Utility and Review Board.

The sewer rates are based on the water usage for the period starting with April 1st and ending with March 31st the following year. The fees appear on property tax bills and are collected for the village by the Municipality of the County of Kings (Village of Port Williams website, Sewer section).

#### *Groundwater Quality & Quantity*

Ground water is the water located below the ground surface and is a source of water for wells, springs, lakes and streams. Maintaining ground water quality and quantity is integral to the village because it provides a water supply and contributes to the health of aquatic ecosystems (Nova Scotia Environment website, Groundwater section). The ground water quality in Port Williams generally meets or exceeds drinking water quality guidelines (Kings MPS, 2.12-9); however, the quality is at moderate risk due to current activities within the wellfield site.

The first factor that influences the water quality in the village is the agricultural activity in the area. The broad application of fertilizers may introduce contaminants (both inorganic and organic) to the groundwater system. Also, the use of concentrated livestock operations can introduce organic waste to the soil that may seep into the groundwater system. The second influential factor is the presence of the bulk feed operation fuel storage facility owned by Shur Gain Feeds, located 700 feet south of town well no. 3. The third influential factor is the presence of three vehicle service garages, which may be sources of contamination as well (Hiltz et al, 2003, p. 17).

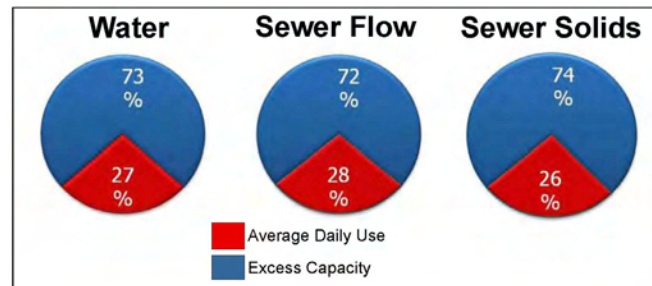
In order to highlight the most vulnerable areas within the aquifer system, bi-weekly water sampling was conducted at each of the wells and at the distribution system in Port Williams in 2009. The water sampling measured the presence of E. coli and total coliforms. The findings indicated that wells 2, 4, and 6 had E. coli contamination; this discovery reveals the potential dangers of contaminated drinking water if the existing chlorine disinfection system was to fail. Of particular concern is the groundwater produced from well no. 1, which has elevated concentrations of nitrogen (Hiltz et al, 2003, p. 17).

The quantity of ground water within Port Williams is determined by the average



daily demand on an annual basis. Based on a report made in 2007, the amount of safe yield water supply is 417,600 gallons per day (GPD) and the average daily consumption is only 112,000 GPD (Hiltz et al, 2007). This means that currently the village is only using about 27% of the maximum water source available.

The people living within the village but outside the Growth Centre, have septic systems that they maintain themselves. According to the 2003 Water Resources Management Plan there are eight private house wells and two commercial wells. The private house wells averaged a demand of 200 GPD (Hiltz et al, 2003, p. 7).

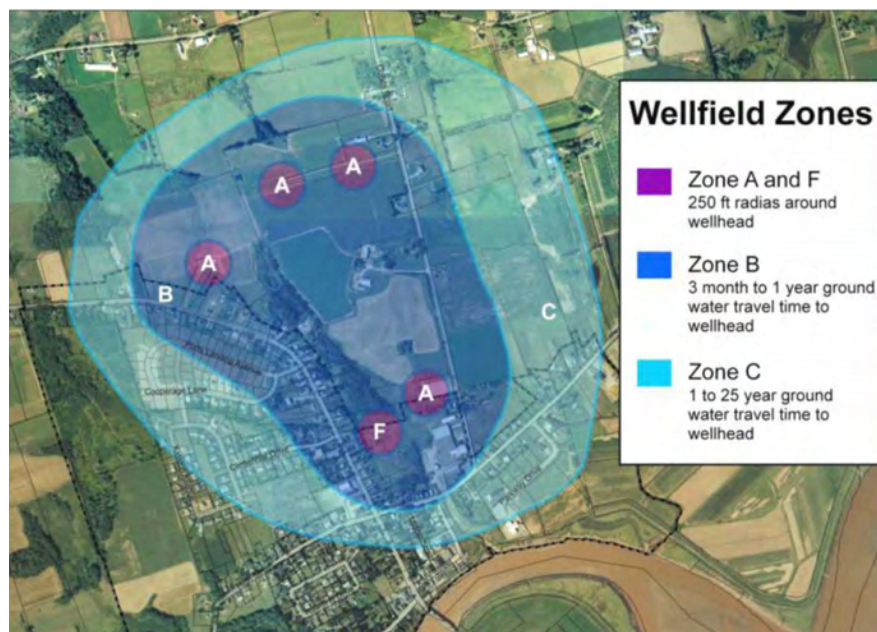


WATER SOURCE CAPACITY  
FIGURE 6

### *Recommended Wellfield Monitoring and Wellfield Protection Measures*

The Water Resources Management Plan report provided recommendations on wellfield monitoring and wellfield protection for the long-term viability of the Port Williams water and sewer system (Hiltz et al, 2003, p. 23). The recommended wellfield monitoring plan suggested taking water samples from all active wells on a regular basis. These water samples should be tested for coliform bacteria (every month, in addition to weekly testing of the system), general inorganics (every six months), and volatile organic compounds (every year) (Hiltz et al, 2003, p. 23). It was also recommended that several monitoring wells be strategically set up in the wellfield to provide additional information.

To ensure wellfield protection land-zoning policies give the Village enough discretionary power to protect Port Williams' water supply. Since water and sewer



WELLFIELD ZONES  
FIGURE 7

management overlaps jurisdictional power, Kings County must be in agreement with adopted wellfield protection measures (Hiltz et al, 2003, p. 23). Outlined to the left is the wellfield zoning map that the Village considered in developing the water and sewer policy amendments outlined in the SPS.

Water and Sewer Services		
Goal: To provide cost effective, environmentally sustainable and high quality central water and sewer services.		
Objectives	Progress Indicators	Achievements
To use existing infrastructure more cost effectively, thereby improving the economy of scale, while minimizing the construction of new infrastructure	Existing infrastructure costs do not increase substantially with new development provided the new development taxes cover new infrastructure	Current costs of water and sewer infrastructure maintenance have been identified
	New development abides by applicable policy codes and bylaws when using existing infrastructure	Costs of newly built water and sewer infrastructure have been identified
	New buildings tie into the existing water mains and sewers where possible	Projected infrastructure costs have been identified
	Old buildings with new uses continue to use existing water mains and sewers	Whether new developments are being tied into existing infrastructure has been assessed
		Whether old buildings with new uses continue to use existing infrastructure has been assessed
To encourage the efficient use of water	Water meter readings show water usage per capita is more efficient	Water meter readings are being monitored for more efficient water usage
	Existing water mains and sewage structures are well maintained	Residents have been informed on methods to use water more efficiently
	Incentives, such as a rebate, for using water-efficient products are offered	Incentives for installing water-efficient products have been implemented
	Information sheets on how to use water efficiently have been distributed. The sheets describe efficient water use, such as using low-flow/dual flush toilets, low-flow showerheads, efficient dishwashers, front-load washing machines and efficient methods to water lawns	



<p>To maintain ground water quality and quantity by reinforcing and building upon wellfield protection policies</p>	<p>Wellfield protection policies are being followed</p> <p>Quality of groundwater is maintained</p> <p>Quantity of groundwater is monitored</p> <p>There is regular inspection of active wells and the distribution system for contamination. Particular attention is given to the presence of E. coli and elevated concentrations of nitrogen</p> <p>The following activities are monitored closely to prevent wellfield contamination: (1) agricultural (especially the use of fertilizers and concentrated livestock operations); (2) bulk feed operation; (3) fuel storage facility; (4) vehicle service centres</p> <p>Herbicide use is being regulated</p> <p>Hazardous waste disposal times and sites are being used</p> <p>Septic tank inspections are being conducted</p>	<p>Quality of groundwater has been tested regularly</p> <p>Quantity of groundwater available has been checked annually</p> <p>Records of tests of Village wells and the distribution system have been monitored regularly</p> <p>Activities that may cause wellfield contamination have been monitored regularly</p> <p>Herbicide use, rural and urban, has been regulated</p> <p>Hazardous waste site and dates for deposits have been established and published</p> <p>Local regulations for septic tank inspections have been established</p>
<p>To provide environmentally efficient sewer treatment services</p>	<p>The quality of sewer maintenance is being maintained or improved</p> <p>Industrial waste is being managed such that there is no contamination of wellfields, rivers, or the waterfront</p>	<p>Information on current sewer treatment practices has been researched</p> <p>Environmentally efficient methods of sewage treatment have been investigated</p> <p>Environmentally efficient sewer treatment services have been provided</p>

<p>To manage industrial loading on the sewer treatment facility</p>	<p>A Village standard for what is a reasonable amount of industrial loading on the sewer treatment facility has been created</p>	<p>The total load of industrial sewage has been measured</p> <p>The total load of industrial sewage that the sewer treatment facility can handle has been established</p> <p>Future industrial sewage needs have been estimated</p> <p>A method to monitor industrial waste load has been set up</p>
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## Floodplains and Drainage

In the 1600s Acadian farmers built large dykes along the tidal Cornwallis River to change the marshy land into rich farmland (SPS, p. 6). After Acadian expulsion, New England planters settled in the area, continued to work with the already dyked farmland, and further developed the area into the prosperous agricultural area it is today (Village of Port Williams website, Agriculture section).



The Wellington Dyke is the main dyke that serves to protect the village from storm surges. It was built in 1825 with primitive tools; nonetheless, it has added over two thousand acres of prime farmland to the area. It was created using an aboiteaux, or cross dykes system. This system required damming the entire riverbed and valley from saltwater tides, while also letting fresh rain and river water flow out, thereby cleansing the soil of salt. Required maintenance for this dyke took place in the mid-1940s and the mid-1970s (Village of Port Williams website, History section).

Port Williams is within the Cornwallis River Watershed and is north of the Cornwallis River (Hiltz et al, 2003, p. 10). The village lies on a small topographic distinction from which surface drainage originates. The Cornwallis River flows eastward for approximately one kilometer before discharging into the Minas Basin (SPS, p. 10). Ditches, culverts and underground storm water sewers direct storm water into the Cornwallis River.

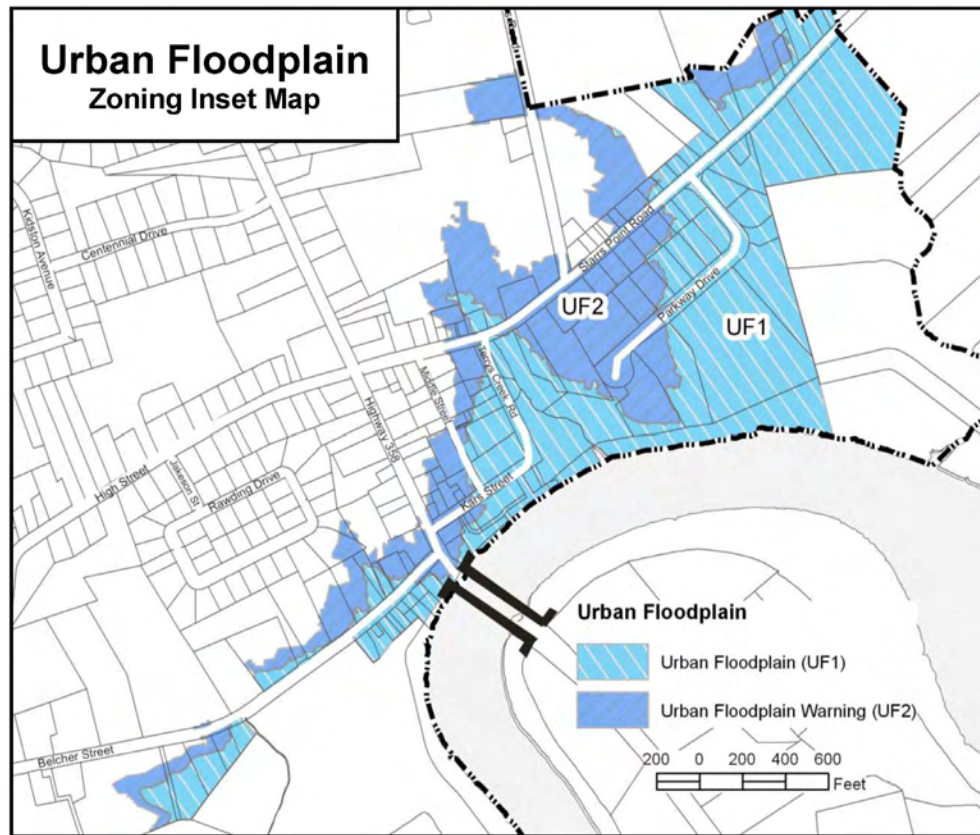
The dykes in Port Williams are integral to maintaining the local farmland, which would otherwise degrade into a saltwater marsh. The dykes also protect the inland from storm surges originating in the Minas Basin; however, despite this protective dyke system, most of the central waterfront is not protected.

This lack of protection was witnessed in the storm surge of 1977, which saw an elevation of water 28.2 feet above mean sea level (SPS, p. 6). The dykes in the Port Williams area are approximately 27.8 to 29 feet above mean sea level. As a result, any storm surge with tides above 28 feet could rise above parts of the dyke, thereby flooding parts of Port Williams (SPS, p. 6). Global warming also may add to the risk of flooding.

In 2008, a student at the Centre of Geographic Science (COGS) did a research project on storm surges in Port Williams (SPS, p. 6). The project used LIDAR and GPS technology to model storm surges in the area. The model provided a way for the Village of Port Williams to predict the impact of storm events in the future.

The County of Kings Municipal Planning Strategy (MPS) provides some countywide land-use controls for floodplains and dykelands (Kings MPS, 4.2). The Village proposes specific land use policies for the flood-prone portion of the waterfront in the SPS (SPS, pp. 7-8). The SPS policies aim to protect the natural drainage corridors from development, coordinate drainage management with provincial and municipal

drainage infrastructure, and address short and long-term drainage issues. Port Williams' SPS has an Urban Floodplain Zoning Inset Map as a part of the Zoning Changes Map. Below are the established flood prone areas as identified in the SPS:



URBAN FLOODPLAIN ZONING INSET MAP, SPS  
FIGURE 9

Floodplains and Drainage		
<b>Goal:</b> To recognize flood risks and storm drainage issues and establish appropriate land use controls that respond to Port William's unique characteristics.		
<b>Objectives</b>	<b>Progress Indicators</b>	<b>Achievements</b>
To consider the worst case storm surge and sea level rise scenarios when delineating flood prone areas	Maps for flood-prone areas are up-to-date  Worst case storm surge and sea level rise scenarios are being researched	An up-to-date map of flood prone areas has been made  Changes, if any, to floodplains, dykes, and tide levels have been identified  Data on worst-case storm surge and sea level rise, using the model created for the Village that uses LIDAR and GPS technology, have been determined
To establish appropriate land use controls in the flood prone portion of the waterfront to reduce risk of flood damage while still allowing responsible new development	Along the waterfront there is responsible new development which is following appropriate flood-proofing policies  Inspection of new developments is being done to ensure policies are implemented and land-use controls are being followed	Areas of development at risk of flooding have been identified  The number of both existing and new developments in the flood-prone portion of the waterfront, and which of these developments are or are not flood-proofed, have been identified  Land-use controls to reduce risk of flood damage have been established and are in place
To inform landowners of the potential flood and storm surge risks	Methods to inform landowners located in areas at risk of flooding are being discussed  Media, computer, and telephone systems are being given protocols to warn residents of dangerous weather conditions	The areas and residents at risk from flooding or storm surges have been identified  The system to inform landowners of possible long-term dangers has been chosen  The protocols to inform community of imminent danger have been chosen

<p>To protect natural drainage corridors from development</p>	<p>Development on natural drainage corridors is not occurring</p> <p>Development near natural drainage corridors is not disturbing drainage</p> <p>Rules for developing on or near drainage corridors are being formulated</p>	<p>Natural drainage corridors have been mapped</p> <p>New developments close to drainage corridors have been identified</p> <p>Agricultural developments that could overload natural drainage corridors by draining fields have been identified</p> <p>Rules for developing on or near drainage corridors are in effect</p>
<p>To coordinate drainage management with Provincial and Municipal drainage infrastructure as well as dykes and Marsh Bodies</p>	<p>The Village has representation on a standing Provincial-Municipal committee that deals with drainage infrastructure</p>	<p>A system for coordination between the Village and other levels of government regarding drainage infrastructure, dykes and Marsh Bodies has been established</p>
<p>To ensure new development meets or exceeds appropriate drainage standards</p>	<p>New developments are being inspected for compliance to drainage standards</p>	<p>Extreme weather drainage standards for new developments have been established</p> <p>Development plans in areas at risk of flooding are being checked for appropriate methods to deal with extreme weather</p> <p>Records of inspection for compliance of new developments with the drainage standards have been kept and assessed</p>
<p>To address long-term drainage issues such as flooding caused by extreme weather events</p>	<p>Drainage problems that could be caused by extreme weather are being looked for</p> <p>Appropriate plans and approvals to avoid extreme weather drainage problems are being formulated</p>	<p>Records of extreme weather events have been made available</p> <p>Areas most vulnerable to extreme weather events have been identified</p>



## Commercial

In the late 1800s a cluster of businesses were established at the intersection of what is currently called Belcher Street and Main Street. To this day, this intersection is the central business area of the Growth Centre. In the 1970s, the commercial core also housed several industries that provided employment for locals. The decline of the shipping industry in the 1970s resulted in a decline of heavy industry in the area. Urban development, however, expanded considerably since the 1970s and a number of new businesses were established in the 1990s (SPS, p. 3).

Currently 72 businesses are listed in the business directory on the village website (Business section, Village of Port Williams website). Several commercial businesses in the industrial park on Parkway Drive provide the Growth Centre and surrounding area with commercial businesses. There are currently three home-based businesses (Kings Planner, personal communication, November 25, 2009).

The County of Kings Municipal Planning Strategy (MPS) has policies for urban commercial development within Growth Centres, such as Port Williams (MPS, 2.2). The MPS states: “Port Williams is expected to contain local convenience services and may increase the tourism commercial uses reflecting its historical village character” (MPS, 2.2-1). Port Williams is classified as one of a few other “traditional villages” that have close ties to their history of agricultural industrial development (MPS, 2.2-1). The MPS states that it is unlikely that a large amount of land needs to be reserved for commercial development because of the proximity of the village to other regional centers.

The current policies allow for more heavy-industrial uses within the commercial core than are necessary; the proposed SPS encourages more commercial, residential and light-industrial uses in areas previously zoned for heavy-industrial uses. The SPS encourages commercial growth; however, to be in line with the historic village atmosphere, the SPS is discouraging big box retail stores from locating within the Growth Centre. The Growth Centre of Port Williams identifies the area in which most commercial and residential development occurs. There is a proposed realignment of the Growth Centre boundaries in the SPS. The proposed realignment enlarges and shifts the Growth Centre to the east (SPS, p. v).

Approximately 79 acres of land that currently exist in the west of the Growth Centre is to be rezoned as an Agricultural (A1) Zone; while approximately 124 acres of land currently outside of the Growth Centre boundary will be added to the east. The land added to the east of the Growth Centre is to be rezoned Residential Comprehensive Development District (R10 Zone).



TIN PAN BAKERY AND BISTRO  
FIGURE 10

Commercial		
<b>Goal:</b> To expand the Growth Centre's role as a commercial destination serving the immediate community, surrounding area and travelling public.		
<b>Objectives</b>	<b>Progress Indicators</b>	<b>Achievements</b>
To provide opportunities for a variety of commercial uses to locate in the Growth Centre	<p>There is more variety of commercial uses in the Growth Centre</p> <p>There are incentives for new, diverse businesses</p>	<p>New commercial uses and their function within the Growth Centre have been identified</p> <p>Incentives to attract businesses have been chosen</p> <p>Businesses that are desirable in the Growth Centre have been identified</p>
To direct new commercial development to an enlarged commercial core	<p>There are more development approvals for commercial developments in the commercial core</p> <p>There are less development approvals for commercial developments outside the commercial core</p>	<p>Recent commercial developments in the commercial core have been identified</p> <p>Incentives which direct new development to the commercial core have been decided upon</p> <p>Development requests for commercial development outside the core have been redirected to core if this is reasonable</p>
To allow for commercial, residential and light industrial mixed-use development proposals within the commercial core	<p>There are more mixed-use developments coming into the commercial core</p> <p>The balance of uses is being considered in the development approval process</p>	<p>Mixed-use developments in the commercial core have been identified</p> <p>Mixed use development proposals have been approved within the commercial core</p>
To discourage big box retail stores from locating in the Growth Centre	<p>There are no big box retail stores locating in the Growth Centre</p> <p>New retail stores in the Growth Centre are compatible with the historic, small-town atmosphere of the Village</p>	<p>Aesthetic features of the historic atmosphere in the commercial core have been identified</p> <p>Big box stores have been approved only for developments outside the Growth Centre</p>



## Waterfront

The majority of waterfront development took place between the late 1700s and 1900s because of the active agriculture and shipping industry (SPS, p. 3). The majority of the land use along the waterfront revolved around the shipping of lumber, potatoes and apples to markets across the globe. (Village of Port Williams website, History section).

In the 1880s a lumberyard, a grain threshing machine operation and a livery were established along the waterfront. The 1990s saw the development of a fertilizer manufacturing plant, a feed manufacturing plant and a juice plant in the area around the waterfront. In 1972, the government donated over \$100,000 to repair the wharf (Village of Port Williams website, History section); however, the success of the wharf slowed due to deindustrialization in the late 1990s and early 2000s. During this time, Port Williams experienced a decline in the shipping industry (Chisholm, 2007, p. 10).



VINTAGE PHOTO OF LOW TIDE  
FIGURE 11

### *Waterfront Context, Historic Preservation and Existing Infrastructure*

The waterfront area considered for redevelopment is the south part of the waterfront. The rest of the waterfront area, along Terry's Creek and the Cornwallis River, is undeveloped and in its natural state. To the east is dyked land and an industrial/business park, to the north is residential housing and to the west is the downtown of Port Williams (Chisholm, 2007, p. 14). The wharf is the only infrastructure directly along the waterfront; however, it is no longer in use and is fenced off.

The majority of the structures along the waterfront are historic buildings and the SPS hopes to maintain these buildings rather than build new ones. In order to preserve the historic character some architectural controls have been articulated within the SPS. The County of Kings MPS also has protective measures to preserve historic buildings in the County (Kings MPS, 4.4).



VACANT INDUSTRIAL BUILDING ON WATERFRONT  
FIGURE 12

There are currently about five waterfront buildings which are vacant due to declining industry. One of these vacant buildings includes the sixty-foot high mill that used to house Canada Packers Industry, until they relocated to Moncton, New Brunswick, in 2001 (Chisholm, 2007, p. 10). Despite the relocation of

their feed operation, Canada Packers still owns the majority of the vacant buildings along the waterfront. (Chisholm, 2007, p. 12)

There are four buildings currently in use along the waterfront: Feeds'n Needs, a store owned by Nutreco Canada; Lloyd's Truck and Trailer Repair, a trucking company; Oultons Fuels Ltd., an oil company; and The Port: A Gastropub, a restaurant and brew-pub owned by a group of local doctors, which opened November 2007 (Chisholm, p. 13 and Kings Planner, personal communication, November 16, 2009).

### *Waterfront Zoning and Redevelopment*

On the zoning map for Port Williams waterfront in the Kings County MPS, the lands are zoned Heavy Industrial (M2) (Kings County MPS). In the SPS, the waterfront industrial zoned lands are being redeveloped into the following active mixed-use zones: General Commercial (C1) and Central Business Zone (C2). The SPS encourages developers to use existing buildings for commercial and light industrial uses. Specific architectural controls, parking, and building orientation policies are to be improved and a waterfront park is identified.

In December 2007, Leanne Chisholm, a student at Dalhousie University, wrote a report providing recommendations for the redevelopment of the waterfront. This report was considered in the development of the SPS. Waterfront redevelopment is listed as one of the “big moves” in the SPS. Though the planning regulations outlined in the SPS encourage mixed-use development, the SPS does not give specific recommendations about how to go about the waterfront redevelopment. As a result, the SPS Committee recommended developing and implementing a detailed waterfront development plan.

The initiative recommended by the SPS Committee requires financial and staff support for a waterfront study. The municipality supports this initiative and a waterfront study is currently in the initial stages of development. The SPS Committee has already identified potential partners and the needed resources for the waterfront redevelopment plan initiative.

### *Co-operation, Accessibility and Creating Connections*

Co-operation among multiple owners is key to developing a connected, publicly accessible waterfront (Chisholm, 2007, p. 16). Co-operation can be facilitated through a community consulting process involving landowners, politicians, planners and community members. The municipality has already done several public consultations during the development of the SPS. Steps to talk to the landowners of property along the waterfront have been taken through public consultation initiatives; however, personal one-on-one communication with landowners about the design elements of a new waterfront plan will not take place until the detailed waterfront study has been started.

There are steps that the municipality can take to make the waterfront more



WATERFRONT REDESIGN ILLUSTRATION  
FIGURE 13

accessible. There are three ways to make the waterfront accessible: implement physical changes, visual changes, and create a safe and pleasing environment. (Chisholm, 2007, p. 16). Chisholm's report outlines how these three types of access can encourage the use of the waterfront. First, the waterfront can be physically accessible with the construction of entranceways and walkways. Secondly, the waterfront can be visually accessible by providing viewing space between developments and by creating distinct looking areas along the waterfront. Thirdly, the waterfront can be welcoming by increased lighting; by ensuring that proper safety measures, such as railings, are in place; and by providing necessary amenities, such as washrooms (Chisholm, 2007, p. 16).

Another initiative proposed by the SPS Committee was to develop a comprehensive network of parks, trails and sidewalks. This network would increase connectivity between the waterfront and other important areas of the Growth Centre. Currently, there are no specific measures in place to provide a pedestrian-friendly environment along the waterfront. For example, there are no sidewalks or trails along the waterfront. By providing mixed-use developments and adequate parking, the Village can encourage activity and accessibility along the waterfront.

The municipality can encourage mixed-use developments along the waterfront by encouraging investment, pursuing the development of a comprehensive waterfront development plan, and facilitating open communication with existing private landowners along the waterfront. A good example of successful investment in a mixed-use development along the waterfront is The Port: A Gastropub. This development had approximately forty-five local investors involved (Chisholm, 2007, p. 31). In addition to the founding group of investors, the project was also financed through a Community Economic Development Investment Fund (CEDIF). The pub's success has encouraged the investors involved to pursue further investment along the waterfront (Chisholm, 2007, p. 31). The community should utilize this interest in other waterfront mixed-use initiatives.

Waterfront		
<b>Goal:</b> To encourage the redevelopment of waterfront lands into an active mixed-used destination that commemorates the history of the shipping industry and provides public access to the water's edge.		
Objectives	Progress Indicators	Achievements
To provide public access to the water's edge	<p>Physical and visual waterfront accessibility is increasing</p> <p>A waterfront redesign plan prioritizes public access to the waterfront</p> <p>No development encroaches on the water's edge or on public access to the water's edge</p>	<p>Physical types of access that were implemented, such as new entrances or walkways, have been identified</p> <p>Visual types of access that were implemented, such as corridors to visually connect the waterfront view to the rest of the community, have been identified</p> <p>Development proposals for construction close to the water's edge have been approved only for projects that do not encroach on people's access</p>
To provide a pedestrian friendly environment	<p>Walkers, joggers, and bikers are using the waterfront paths and parks</p> <p>Signage exists to show pedestrians the pathways and attractions along the waterfront</p> <p>Amenities are being made available along the waterfront</p> <p>A budget is being assigned to improve the pedestrian experience along the waterfront</p>	<p>Street furniture has been installed to provide an accessible, friendly and safe environment: for example, walkways, benches, lighting, public art, commemorative plaques and attractive landscaping</p> <p>Signage has been put up to show pedestrians the pathways and attractions along the waterfront</p> <p>Amenities have been made available near or along the waterfront, for example, washrooms and water fountains</p> <p>A painted yellow centre line on paved paths or boardwalks increases the safety of two-way traffic by foot or by bike</p> <p>The number of pedestrians using the waterfront has increased</p>

To encourage mixed-use developments that bring people to the waterfront all year round	More residential, commercial and light industrial uses exist along the waterfront	Mixed-use developments set back from the waterfront, such as restaurants or senior residences, have been built
To preserve historic buildings and encourage new developments to maintain a similar character	<p>Historic buildings are not reconstructed to look out of character with the area</p> <p>Any new development along the waterfront maintains historic character</p>	<p>Changes to historic buildings that do not maintain the historic character have not been approved</p> <p>New developments that do maintain the historic character of the waterfront have been approved and encouraged</p>
To commemorate the importance of the wharf and shipping industry	<p>Plans are being made for plaques or statues to be set up along waterfront commemorating individuals, sites or events that were of significance to this port</p> <p>Weather-proof information boards for pedestrians with text and old photos illustrating the history of the port are being planned</p>	<p>Information on the history of the area, wharf and shipbuilding industry has been collected</p> <p>Old photographs illustrating historical significance have been gathered for potential use on information boards</p> <p>Appropriate locations for commemorative plaques or statues have been identified, such as a plaque on the front of an existing old building.</p>
To provide adequate parking in the area, with the most accessible spaces prioritized according to special needs	<p>Adequate parking is being made available</p> <p>Special needs parking is being given priority in new parking areas</p> <p>There are few complaints from residents about parking availability along the waterfront</p>	<p>Current parking available has been identified</p> <p>The need for parking has been estimated</p> <p>Potential new parking sites have been identified</p> <p>Complaints, if any, from residents about lack of parking have been assessed</p>

<p>To encourage the redevelopment of vacant industrial buildings and properties including the rehabilitation of any environmentally contaminated sites</p>	<p>Previously vacant industrial buildings are being redeveloped</p> <p>Environmentally contaminated sites along the waterfront are being made suitable for new development</p> <p>Incentives for redevelopment are being discussed</p>	<p>Vacant industrial buildings and properties on the waterfront have been identified</p> <p>Redevelopment of vacant industrial buildings or industrial properties along the waterfront has been identified</p> <p>Contaminated sites have been identified</p> <p>Contaminated sites have been rehabilitated</p> <p>Incentives have been offered to attract redevelopment on contaminated sites</p>
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## Residential

Most of the current development patterns in the County of Kings were established by the mid 1800s. The urban development within the Village of Port Williams increased starting in the 1970s (SPS, p. 3), establishing a trend of developing single detached dwelling units on spacious lots (Kings MPS, 2.4). In the 1980s, a residential subdivision called Solar Heights was developed in Port Williams. This type of residential subdivision development continued into the 2000s in the village, with the development of Planter's Square and Port's Landing subdivisions (SPS, p. 3).

### *Housing Trends and Future Growth*

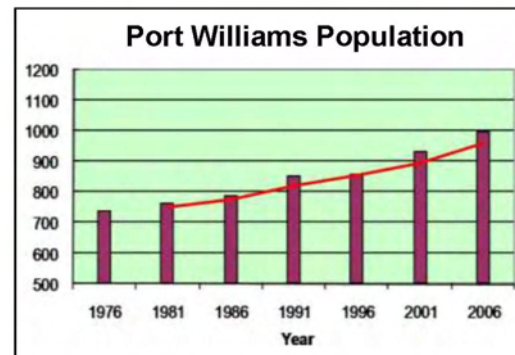
The trend set in the 1970s of single detached dwelling units on large lots in Kings County has continued, as seen in the fact that 75% of all urban housing in the County fits this mold. In Kings County, multi-unit housing generally hold less than 15 units and there are not many mobile homes (Kings MPS, 2.4). Based on 2006 census data, the Growth Centre contained 449 dwelling units and 993 residents.

Kings County MPS discusses the following factors that affect future housing in the area: the aging population of the region, the trend toward smaller families, and the demand for variation in available housing (Kings MPS, 2.4-1). There are a variety of residential uses within the Growth Centre of Port Williams, including low-density single unit dwellings and multi-unit dwellings. There is one senior's apartment building in the village, with no care component (Kings Planner, personal communication, November 25, 2009). The County of Kings has policies to accommodate development that integrates different housing types (MPS, 2.4-1), and this is also encouraged in the SPS.

Aside from backyards, there are currently no setbacks or buffers between residential developments and agricultural activities. One objective in the SPS is to create buffers between these two land uses; the policies to implement this objective require new development, either privately or publicly owned (Kings Planner, personal communication, Nov. 25, 2009). The community is experiencing steady population growth and wants to accommodate these new residents without conflicts with farmers (SMS, p. 11).

### *Infill Development*

Increased density in central locations is one of the major initiatives outlined in the SPS. The SPS directs higher density housing developments to the Growth Centre in an attempt to provide essential services for an aging population and create a more sustainable community. The SPS proposes zoning changes and mixed-use developments in the Growth Centre and encourages vacant or underused properties to be developed into high-density uses. For example, there are proposed amendments to allow for residential units to be permitted above commercial uses in the Growth Centre.



PORT WILLIAMS POPULATION 1976 TO 2006  
FIGURE 14

Residential		
<b>Goal:</b> To accommodate residential growth that meets the needs of residents from all stages and ages of life.		
<b>Objectives</b>	<b>Progress Indicators</b>	<b>Achievements</b>
To direct higher density developments to central locations	There are higher density developments locating, or planning to locate, in central locations  Efforts are being made to encourage high density developments in the Growth Centre	Development proposals for high density developments in central locations have been approved
To direct lower density developments to the Growth Centre fringe	More low density developments are being placed along the Growth Centre fringe	New low density developments along the Growth Centre fringe have been identified  Development approvals have directed low density developments to the fringe areas
To encourage infill development on vacant and underused land	Infill development is taking place on vacant and underused land  Infill is being encouraged, perhaps by incentives	Desired locations for development on vacant and underused land have been identified  New developments on previously vacant and underused land have been identified  Incentives have been offered to desired types of infill
To provide opportunities for home-based businesses	There are more home-based businesses  Internet connectivity is at a high level  Home-based businesses are permitted uses in most residential zones	Home-based businesses, new and old, have been identified and promoted on the Village website  High speed internet has been made available  Proposals for home-based businesses have been approved



<p>To provide opportunities for mixed-use developments</p>	<p>More mixed-use development proposals are approved for residential areas</p> <p>Opportunities for mixed-use development on vacant or underused land in residential areas are being made public</p>	<p>The new developments approved in residential areas have been identified</p> <p>Residential lands available for mixed-use developments have been identified</p> <p>Information has been published about opportunities to develop these sites</p>
<p>To enable residents to age within the community by accommodating housing that is suitable for seniors</p>	<p>Suitable housing for seniors with different needs is increasing</p> <p>There are more residences for seniors in the Growth Centre</p>	<p>The number of senior residents in Port Williams has been identified</p> <p>Projected future population of seniors has been estimated</p> <p>Current housing that is suitable for seniors has been identified</p> <p>The number of seniors that are on the waiting list for seniors housing has been recorded</p> <p>Sites for housing and care of seniors have been identified</p>
<p>To provide a buffer between residential developments and agricultural activities</p>	<p>Map of current residential and agricultural boundaries is being made</p> <p>Map of projected development areas adjacent to farm land is being made</p> <p>Map of buffer zones that are natural, such as ravines, streams, rivers or woodlands is being made</p> <p>Map of buffer zones that are man-made, such as highways, industrial parks or sports fields is being made</p>	<p>New housing developments have not interfered with farming</p> <p>There has been little conflict between people who live on agricultural land with the people who live in residential developments on the Growth Centre fringe</p> <p>There have been few trespassing complaints or complaints about farm smells or farm noises</p>

## Industrial

The areas of industrial development in Port Williams have historically been connected to the development of the wharf. With the decline of both the shipping industry and the use of the wharf in the 1970s, the industrial nature of the area also declined. This has resulted in a number of vacant buildings along the waterfront (Kings MPS, 2.3-1).

The decline in industrial use has provided the community with an opportunity to change the development in the area. Currently, Port Williams has a small industrial/business park along the Cornwallis River that has access to the public wharf (Kings MPS, 2.3-1). There are active businesses in the industrial park and the community wants to organize the development in this area (SPS, p. 13). The community is planning on redeveloping this heavily industrialized area into a mixed-use area with more commercial and residential development (Kings MPS, 2.3-1). The redevelopment plan for the area is not yet complete; until complete, any proposed new development will be dealt with on a case-by-case basis (Kings MPS, 2.31-1).

The County of Kings' MPS provides special zone transition policies for the heavy industrial (M2) zone in the Growth Centre of Port Williams. These policies are in place to deal with any proposed development until the new SPS has been approved. Once approved, the SPS will replace the zone transition policies and provide a set of policies to deal with development in this area (Kings MPS, 2.3-7). Until then, the policies in the MPS will help to diminish any development that is inappropriate for the desired future use of the area.



INDUSTRY, TRUCKS  
FIGURE 15



MIDDLE STREET, INDUSTRIAL AREA  
FIGURE 16



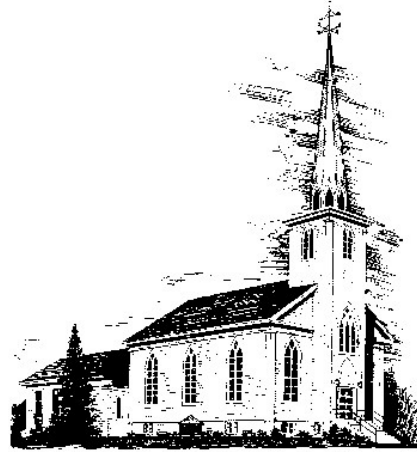
INDUSTRY ON WATERFRONT  
FIGURE 17

Industrial		
Goal: To provide industrial development opportunities without negatively impacting the environment or other land uses.		
Objectives	Progress Indicators	Achievements
To provide a variety of light industrial development opportunities that are compatible with commercial and, in some cases, residential land uses	<p>Opportunities, such as incentives, are being offered to developers who want to develop light industrial uses that are compatible with commercial and residential land uses</p> <p>The number of approved development proposals for light industrial development is increasing</p>	<p>Possible incentives, such as tax breaks or lower prices for existing municipally owned properties, have been agreed upon</p> <p>An increased number of development proposals have been approved for light industrial development</p>
To discourage heavy industry from locating in the Growth Centre	<p>No heavy industry is being developed in the Growth Centre</p> <p>Disincentives are being instituted to discourage heavy industry to locate in the Growth Centre</p>	<p>There have been no approved development proposals for heavy industry in the Growth Centre</p> <p>The approval process for siting heavy industry has addressed environmental, noise, and traffic concerns</p>
To encourage the efficient use of existing industrial lands	<p>Land is being efficiently used by ensuring intensive new development</p> <p>Existing structures and infrastructure are being used</p> <p>There are incentives being offered for industry to locate on vacant industrial land</p>	<p>Existing industrial lands have been used before other areas are developed</p> <p>Existing structures and infrastructure have been incorporated into development plans</p> <p>Desirable types of development on industrial lands have been identified</p>
To ensure new industrial developments do not place excessive demands on Village water and sewer infrastructure	<p>Inspections of industrial sites and analyses of plans for new industrial developments are indicating that an appropriate demand will be put on the Village water and sewer infrastructure</p>	<p>New industrial development's needs for water and sewer infrastructure have been identified</p> <p>Current water and sewer capacity has been identified</p> <p>A standard has been established for how much demand an industrial development can place on Village and water sewer infrastructure</p>

<p>To minimize risks to ground water resources by ensuring industrial development is consistent with wellfield protection measures</p>	<p>Hydrological engineers are assessing whether industrial sites and development plans include safe ways to deal with hazardous waste or pollution</p>	<p>Findings from continuous inspections of developing industrial sites have been compiled</p> <p>The history of the previous land uses of industrial sites has been determined in order to assess potential contaminants</p> <p>An assessment of industrial development plans has been done by a hydrological engineering firm</p> <p>Wellhead protection plans have been implemented</p>
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## Institutional and Community Facilities

Port Williams has strong community involvement and activity. The County of Kings' MPS defines Community Facilities as including, but not limited to, "village offices, community centers and fire halls" (Kings MPS, 2.5-2). Currently the village has five recreation and sports organizations, five programs and ten organizations. One of these organizations is the Port Williams Volunteer Fire Department (PWVFD), which is active in catering community events (PWVFD website). There are two churches and three nearby cemeteries. In addition, the village has a well-used community centre with an auditorium, a library, and three meeting rooms.



UNITED BAPTIST CHURCH  
FIGURE 18

Institutional facilities in Port Williams include health resources and schools. The closest hospital is the Valley Regional Hospital in Kentville. The Eastern Kings Memorial Health Centre in Wolfville is in close proximity to Port Williams as well. Port Williams has a branch of the Health Auxiliary and the contact information is listed on the village website (Village of Port Williams Website, Health section).

The village has four childcare and nursery schools and an elementary school. After children graduate from the Port Williams Elementary School they have a five-minute travel by car to New Minas to attend Evangeline Middle School, which serves grades 6 to 8. After grade 8, local children attend Horton High School in Greenwich until grade 12 (Village of Port Williams Website, School section).

The institutional and community facilities are all in the Growth Centre and the SPS states that the community wants them to remain that way. Since the population is aging, the community wants to provide necessary services for the residents as they age. They will do this by encouraging new facilities to be accessible and by encouraging the

development of facilities that are geared toward an aging population (SPS, pp. 13 -14). The main move the SPS wants to make regarding institutional and community facilities, is to ensure that future facilities are located in central locations and that new facilities provide programs that interest different age groups.



COMMUNITY CENTRE  
FIGURE 19



Institutional and Community Facilities		
Goal: To encourage institutional and community facilities to locate and expand in the Growth Centre		
Objectives	Progress Indicators	Achievements
To encourage new institutional and community facilities to locate in the Growth Centre, especially facilities geared to seniors	<p>New institutional and community facilities are developing in the Growth Centre</p> <p>New facilities for seniors are being provided in the Growth Centre</p>	<p>The kind of facilities needed for seniors has been identified, such as independent and semi independent housing or nursing care</p> <p>The current and projected need for senior living has been identified</p> <p>Development proposals for new institutional and community facilities, located within the Growth Centre, have been approved</p> <p>Development proposals for facilities geared towards seniors, located within the Growth Centre, have been approved</p>
To direct institutional and community facilities to central locations	New institutional and community facilities are developing in central locations	<p>The locations of current and new institutional and community facilities have been identified</p> <p>Development proposals have been approved for new institutional and community facilities that are located in central locations</p>
To encourage institutional and community facilities to locate near existing community services and in locations that are accessible to pedestrians	<p>New institutional and community facilities are locating in close proximity to existing community services</p> <p>New institutional and community facilities are developing in areas that are pedestrian friendly</p>	<p>The locations of existing community services and pedestrian friendly areas have been identified</p> <p>Development proposals have been approved for new institutional and community facilities that are located near existing community services and in areas that are easily accessible</p> <p>Development proposals have not been approved for new institutional and community facilities that are located far from existing facilities in areas inaccessible to pedestrians</p>



## Transportation

A map from 1864 indicates major roads were established and named in the same way they are today (SPS, p. 3). Since there are rural areas surrounding the Growth Centre, most transportation is dependent on cars. The wharf is dilapidated and there is no longer any form of water or rail transportation.

The transportation in Port Williams relies primarily on roads. There is a countywide road network that links Growth Centres in Kings (Kings MPS, 2.8-1). This road network takes the form of major collector streets that go through the Growth Centres, which connect to residential collector streets (Kings MPS, 2.8-1).

To the south of Port Williams there is highway 358, which connects to the Coldbrook-Wolfville area and highway 101. To the north, highway 358 connects Port Williams is connected to Canning. Belcher Street goes west to Kentville (SPS, p. 14). No public transit is offered in the area; however, one of the initiatives that the SPS Committee recommended was to provide a public transit service to Port Williams (SPS, p. vi).

The current state of the transportation network is designed for safe automobile transit. The majority of the roads in and surrounding the village are in good condition and have lanes for two-way traffic. The vehicular traffic flow becomes more congested at the intersection of highway 358 and Belcher Street or Kars Street, directly in front of the Port Williams bridge. For the safety of pedestrians, traffic downtown and in residential areas is slowed by local speed restrictions.

The municipal and local governments seek to increase environmentally friendly transportation. For example, the SPS encourages a bike and pedestrian friendly environment, carpooling, and public transit. There are sidewalks on main streets and in the downtown area of the Growth Centre (SPS, p. 14); however, the waterfront and the recent subdivisions do not have sidewalks or other infrastructure to support active transportation.



Transportation		
Goal: To provide a variety of vehicular and active transportation options		
Objectives	Progress Indicators	Achievements
To support the design and management of a safe transportation network	A safe transportation network is being designed for new residential development	The existing transportation network has been well managed and safe
	An assessment process is developed	<p>Accident patterns and locations have been identified</p> <p>Signage, sight lines, pruning of vegetation and lighting have been assessed for current problems</p> <p>The safety of the existing transportation network has been assessed</p> <p>The safety of proposed transportation network designs has been assessed</p>
To promote road network designs that improve vehicular traffic flow and reduce pressure on congested intersections	The vehicular traffic flow is improving  There is reduced pressure on congested intersections	Areas prone to traffic congestion have been identified
		<p>Signage, or other traffic measures to alleviate difficulties, have been installed</p> <p>Parking which narrows roads, exacerbating congestion, has been curtailed</p> <p>A traffic study on efficient road network designs that decrease congestion and increase traffic flow has been completed</p>

<p>To maintain and improve pedestrian transportation routes and connectivity</p>	<p>The initiative stated in the SPS to improve pedestrian and bicycle transportation routes between Port Williams and Greenwich is being pursued</p> <p>More pathways and sidewalks are being developed to increase pedestrian traffic in the Village</p>	<p>Current pedestrian transportation routes have been identified</p> <p>New routes for pedestrian traffic, with paved or graveled paths that connect significant areas of the Village, have been constructed</p>
<p>To provide a bike friendly environment</p>	<p>Bike lanes exist in the central area</p> <p>Lock areas for bikes are installed</p> <p>Centre lines are painted on paved recreational paths for safer biking and walking</p> <p>Bike businesses are established</p> <p>Cooperation is facilitated with adjacent towns to develop extended bike paths</p> <p>Bike lanes to adjacent towns exist</p>	<p>A bike parking area has been established</p> <p>Bike paths have been marked with signage</p> <p>Bike traffic problems have been assessed</p> <p>Bike businesses that might situate in the Growth Centre have been contacted</p> <p>Waterfront, industrial or agricultural sites that may be interesting cyclist destinations have been identified and incorporated into a new trails network</p> <p>Adjacent towns have worked with Port Williams towards the development of an extended bike path</p>
<p>To encourage carpooling and public transit services</p>	<p>The Village of Port Williams is advocating for transit service through the Kings Transit Board of Directors</p> <p>There is an increase in the number of people carpooling</p>	<p>The needs for public transit service for the Village has been assessed</p> <p>The amount that future transit users and Village taxpayers are willing to pay for public transit has been identified</p> <p>The number of people willing to carpool and take public transit has increased</p> <p>There is increased awareness of the environmental benefits of carpooling and using public transit</p>

## Parks and Active Transportation

The Kings MPS outlines general countywide policies for urban recreation, parks, open space and natural environment within Growth Centres such as Port Williams (Kings MPS, 2.6). It addresses the growing demand for recreation opportunities by outlining land-use policies that provide for such opportunities and discusses how such recreational uses will be dealt with in the Strategy and Land Use Bylaw (Kings MPS, 2.6-1). The MPS also outlines other general planning policies for parks, recreational and open space (Kings MPS, 4.3). These policies guide the administration of parkland dedication based on a “Parks and Recreation Open Space Study,” completed in 1984 (Kings MPS, 4.3-1).

The village maintains public parks within the Growth Centre. The community uses these park and recreational areas frequently. Newcombe Park is a public park with baseball and soccer fields and is of particular importance to the community because it is adjacent to the Port Williams Elementary School (SPS, p. 16). The Newcombe Ballfield is equipped with a canteen, washrooms, and lights for night sport events (Recreation section, Village of Port Williams Website). There are tennis and volleyball courts on Belcher Street, directly behind the Port Williams Elementary School. Collins Road has Benedict Soccer Field and a launch pad for throws events (Village of Port Williams Website, Recreation section). A fire pond is iced over for winter months for winter sports, a neighbourhood park called Planters Square, and open areas around the wellheads are used as sports fields (SPS, p. 16).

Port Williams is in Phase I of creating a new community park, located across from Centennial Drive on highway 358 (Village of Port Williams website, Community Park section). There is a Park Planning Committee, which is made up of community residents, that has been working on this project since September 2008. The project has received strong community support and funding since its commencement.

The SPS encourages the development of a network of trails and sidewalks and the creation of new parks. The general location of trail priorities and location of parks are identified along the waterfront. The SPS requires any new active transportation routes and parks to be connected to existing community facilities.

Three recommended initiatives in the SPS relate to parks and active transportation. They are as follows: “(1) Develop a comprehensive network of parks, trails and sidewalks; (2)

Improve pedestrian and bicycle transportation routes between Port Williams and Greenwich; and (3) Develop active transportation trails on the Cornwallis River dyke system (vi, SPS).”

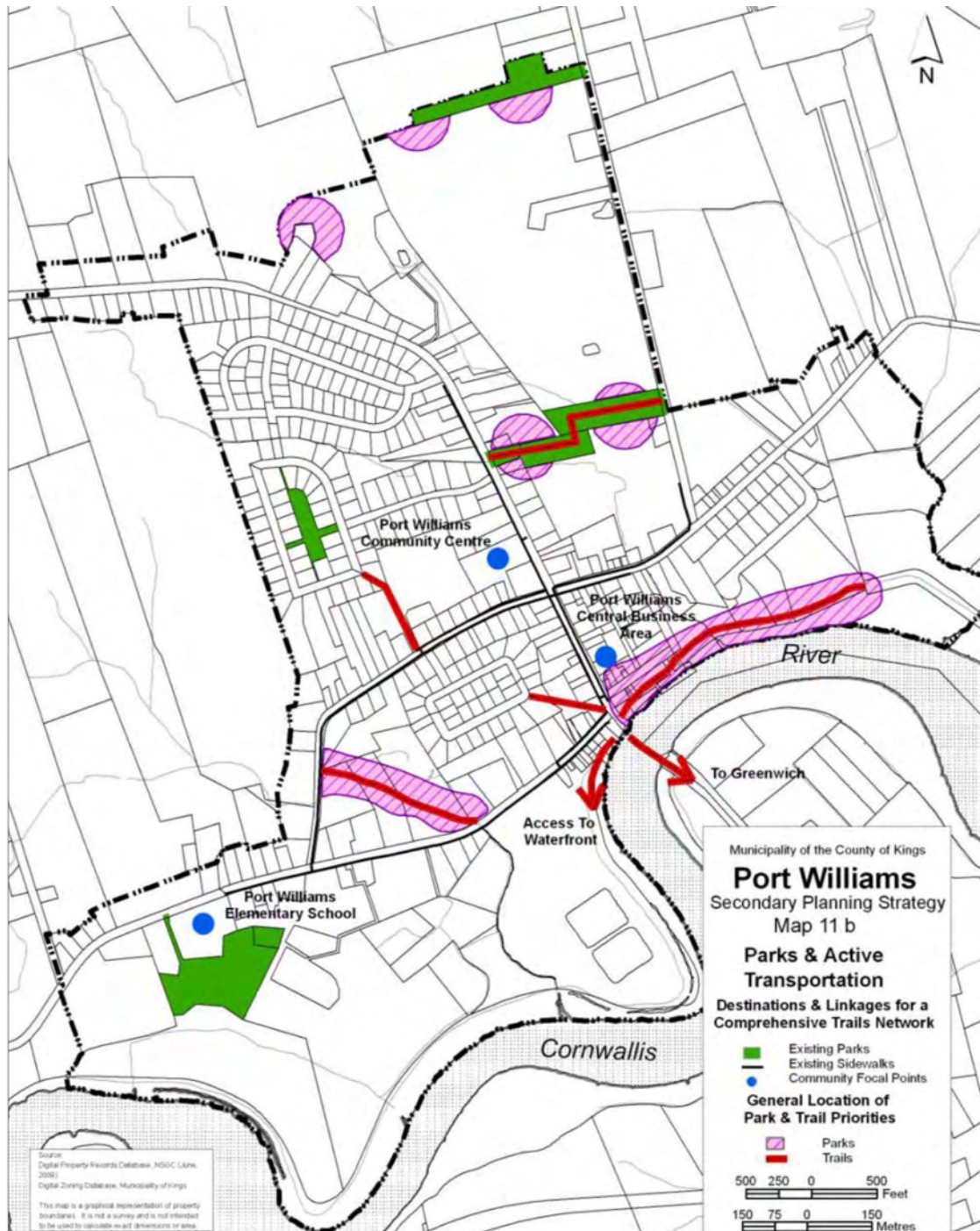
The SPS states that recreational facilities should aim to meet the needs of all members of the community. The recreational programs are currently meeting the needs of



NEWCOMBE BALLFIELD  
FIGURE 21



youth from primary to mid-teens. The baseball, basketball and soccer programs are aimed at ages under that of grade 10. The DanceTime at Port Williams program and Launchers Athletics program provide recreation entertainment for an adult crowd. However, there are no recreation programs designed for the aging population in Port Williams (Village of Port Williams website, Recreation Section).



PARKS AND ACTIVE TRANSPORTATION MAP  
FIGURE 22

Parks and Active Transportation		
<b>Goal:</b> To develop and maintain a comprehensive network of parks, trails and sidewalks that provide diverse recreational opportunities		
Objectives	Progress Indicators	Achievements
To use existing park and recreational assets to their maximum potential	<p>More community events are taking place in local park and recreational areas</p> <p>Recreational programs are integrating park and recreational assets into their activities more frequently</p> <p>Businesses which service recreational activities are developing in the Growth Centre</p>	<p>Parks and recreational areas have users in each season</p> <p>Parks have been well maintained structures and have adequate equipment</p> <p>Storage areas for recreational equipment in winter months have been established</p> <p>Recreational activities and community programs have used parks and recreational assets more frequently</p>
To ensure recreational facilities meet the needs of all members of the community	Different age groups are using park assets	<p>Groups not using the recreational areas have been identified</p> <p>The needs of all members of the community have been identified</p>
To identify and develop new public parks in strategic locations that are safe and have broad community support	<p>New public parks and recreational assets are developing</p> <p>Community feedback and/or usage is indicating support for new parks or recreational assets</p>	<p>Locations for new parks and recreational assets have been established</p> <p>A list of criteria for what makes public parks safe has been developed and followed</p> <p>Community feedback has been determined regarding what assets are preferred</p>



<p>To develop an active transportation recreational trails network that recognizes traditional routes, provides access to natural green spaces and links the Growth Centre to surrounding trail systems</p>	<p>A new active transportation network plan is being developed</p> <p>Traditional routes are being incorporated into the new active transportation trails network</p> <p>Natural green spaces, that previously were isolated from the trails network, are being linked into the new active transportation trails network</p>	<p>A map of the trails system which includes traditional routes, green spaces and significant community assets has been created and has been kept up-to-date</p> <p>Green spaces that were previously not accessible have been identified and linked to the trails network</p> <p>New, safe routes to connect green spaces, the Growth Centre, the waterfront and other community assets have been created</p>
<p>To foster Village, County and Provincial partnerships in acquiring, developing and maintaining parks and trails</p>	<p>Representatives of Village, County, and Province are communicating with each other regarding information about parks and trails</p> <p>Grants from the County or Province are being pursued by a Village appointee to support park and trail maintenance</p>	<p>Meetings about parks and trails have taken place with representatives of the Village, County and Province</p> <p>Grant applications have been completed</p>

## **From Here to an Evaluation Framework**

This section has outlined the most significant issues in the Port Williams' SPS and addressed the historical significance and current state of each issue. The issues, objectives, indicators and achievements charted above have been the basis for the evaluation framework which follows.

## Evaluation Framework for Port Williams' Secondary Planning Strategy (SPS)

### WHAT IS THE PURPOSE OF THIS TOOL?

To evaluate how well the Port Williams' SPS has been implemented.

### HOW TO USE THIS TOOL:

What are the **Aims**?

The **Aims** are the key ideas from the SPS that are regarded as most important for implementation.

What are the **Progress Indicators**?

The **Progress Indicators** are guides to use when measuring progress toward an aim. Progress is implementation that is in line with SPS objectives.

What are **Achievements**?

The **Achievements** are pieces of information needed to judge the Progress Indicator. They identify changes that would happen to the community if there were progress towards an aim.

How do I provide a **Score**?

Use the following scale to judge whether or not the **Progress Indicator** points to progress of an **Aim**.

Poor.....	Fair.....	Good.....	Very Good.....	Excellent
1.....	2.....	3.....	4.....	5

What do I write in the **Comments** section?

You may write ideas on how to implement the **Aims** in the SPS more successfully.

Aim	Progress Indicators	Achievements	Score	
<b>Waterfront is Redeveloped into an Active Mixed-Use Destination</b>	A waterfront redesign plan that prioritizes public access and a pedestrian friendly environment is being developed	Physical types of access, such as new entrances or walkways, have been constructed	/5	
		Visual types of access, such as corridors to visually connect the waterfront views to the rest of the community, have been established		
		Street furniture, such as benches, lighting, public art, and commemorative plaques, has been constructed to provide an accessible, friendly and safe environment		
		Amenities, such as washrooms and water fountains, have been made available along or near the waterfront		
		Development proposals have been approved or rejected based on whether or not the development would encroach on the water's edge or on public access points to the water's edge		
	More residential, commercial and industrial uses exist on, or are planned for, the waterfront	Signs have been put up to show pedestrians the pathways and attractions along the waterfront	/5	
		Residential, commercial and industrial uses have been approved for development along the waterfront	/5	
		The historic character that exists along the waterfront is being maintained during the redevelopment of the area.	A list of design features that the Village would like to preserve has been made	
			Development proposals that are approved have plans that specify that the defining features of any new buildings or renovations are in line with the character of the area	
		Previously vacant industrial buildings along the waterfront are being redeveloped	There has been an increase in development approvals for new uses on vacant industrial buildings along the waterfront	/5
COMMENTS:			/20	

Aim	Progress Indicators	Achievements	Score
Floodplain Protection Measures are Established for Urban Areas	Maps for flood-prone areas are up-to-date and consider worst case storm surge and sea level rise scenarios	Up-to-date maps of flood-prone areas have been made	/5
		Changes to the floodplains and tide levels have been monitored	
		Worst-case storm surge and sea level rise have been determined with the model created for the Village that uses LIDAR and GPS technology	
	Landowners located in areas at risk of flooding have been informed about potential risks	The method to inform landowners has been decided on	/5
		Landowners in the areas at risk of flooding have been identified Protocols for the media to follow to inform the community of imminent danger have been established	
	New developments are inspected for compliance with flood control and drainage standards	New developments close to drainage corridors have been inspected for compliance with flood control and drainage standards	/5
		Records of inspections for compliance have been kept	
	Policy amendments and development approvals are taking into account flooding and drainage after extreme weather events	Areas that may be vulnerable to flooding in extreme weather events have been identified Development approvals in areas at risk of flooding and in areas close to drainage corridors have been made carefully	/5
COMMENTS:			/20

Aim	Progress Indicators	Achievements	Score
<b>Increased Density in Central Locations</b>	High density development within the Growth Centre and low density development on the Growth Centre fringe are being promoted	The number of high density developments in central locations has increased	/5
		The number of low density developments along the Growth Centre fringe has increased	
	There is more mixed-use development on vacant or underused land	A map of vacant or underused lands available for development has been made	/5
		Developments on vacant or underused lands have been approved, including commercial, residential or light industrial uses	
	New residential developments in central locations blend in with the existing character of the area	Design features that define the character of the central area have been established	/5
		Development proposals that are approved stipulate that the proposed development will be suitable to the character of the central area	
<b>COMMENTS:</b>	Big box retail stores are not locating in the Growth Centre	Approved locations for big box retail stores have been established	/5
		Development proposals for big box stores in the Growth Centre have not been approved	
			/20



Aim	Progress Indicators	Achievements	Score
Safe and Reasonable Realignment of Growth Centre Boundaries	There is an enlarged commercial core with more mixed-use commercial development	A map illustrating the boundaries of the enlarged commercial core has been made	/5
		Incentives to attract desired developments have been chosen	
		The number of approved development proposals for commercial, residential, and light industrial developments in central locations has been increasing	
	New residential development in the enlarged Growth Centre follows wellfield protection standards, is compatible with the existing character of the Village and has innovative designs, sidewalks, streetlights, parks and trail systems	Wellfield protection standards have been followed and inspected in residential developments	/5
		Septic and sewage standards have been set and inspections occur regularly	
		Plans for new residential developments are required to have design features compatible with character of the Village	
		A trail system to which residential developments can connect has been designed	
	A buffer exists to reduce conflict between people who live on agricultural land and people who live in residential developments on the Growth Centre fringe	A map of current residential and agricultural boundaries has been made	/5
		What form the buffer should take has been established. The options are (1) appropriate land around the Growth Centre; (2) create a minimum requirement for a buffered area in zoning regulations; (3) require development agreements on a site by site basis	
		A map has been made with buffer zones that are natural, such as ravines, streams, rivers or woodlands; and buffer zones that are man-made, such as highways, industrial park, or sports field	
COMMENTS:	There is enough suitable housing for seniors with different needs	The number of senior residents in Port Williams and outlying areas has been calculated	/5
		The projected future population of seniors in the area has been estimated	
		Current housing that is suitable for seniors has been assessed	
		The different types of housing needed for seniors has been estimated	
		Developers have been encouraged to fill the need for housing for seniors	
			/20

Aim	Progress Indicators	Achievements	Score
<b>New Parks are Developed and Linked Through an Integrated Park and Active Transportation Plan</b>	Community feedback and/or usage indicates support for new parks or recreational assets	Usage of parks and recreational assets has been increasing	/5
		The community has shown support for new parks and recreational assets by attending public meetings and providing survey feedback and financial support	
	In each season parks and recreational areas have users of different age groups	Information on the appropriate needs of different age groups in parks and recreational areas has been gathered	/5
		The community has been surveyed concerning their need and desires for recreational assets	
	New parks and trails are being linked to community assets	New trails have been improved for recreational use, old trails have been maintained, and links have been made to other recreational sites and community assets where needed	/5
		A map identifying the location of parks, trails and community assets has been made available to residents and visitors	
COMMENTS:	Natural areas and trails currently used are incorporated into the active transportation plan	A map indicating natural areas and trails that are currently used has been made and is available to residents and visitors	/5
		The approved active transportation plan has linked natural areas and existing trails to new trails	
			/20

## Follow-up Discussion

Results are relative because they are based on the opinion of the person doing the evaluation. Thus, a low score does not indicate a failure of the plan, but rather provides a basis for further discussion and a point from which to move forward. This framework should be used as a planning aid to monitor implementation and facilitate communication between the community of Port Williams and planners at the Municipality of the County of Kings.

This tool may be used annually. If so, the users may ask:

### HOW DO THE RESULTS OF EACH AIM COMPARE?

Are there some aims that have a much lower rating than others? If so, try to identify the reasons why.

### HOW DO THE END RESULTS COMPARE TO PREVIOUS YEARS?

Total from this year:        /100

Total from last year:        /100

If there is a rise in the score since the previous year, it may indicate an improvement in achieving the aims of the SPS. If there is a decline in the score, it is suggested that further discussion or action take place. For example, if there is a decline, discussion may include considering internal or external variables. Internal variables may include limitations due to uncertainty, biases, problems with goals and objectives or complexity in plans. External variables may include political context, local social understanding and involvement, funding or unforeseen natural occurrences.



## Recommendations

### Who Will Do the Evaluation?

It is recommended that the Area Advisory Committee use the evaluation framework alongside the Municipality of Kings County. The Secondary Planning Strategy (SPS) Committee suggested that an Area Advisory Committee (AAC) be formed in order to review local planning applications. Village member involvement would be ensured by the AAC's collaboration in the evaluation process. The well-informed planning staff at Kings County can provide the necessary information and insights to measure achievements.

### Timing

It is recommended that the evaluation be done annually to ensure a consistent and systematic monitoring of progress and to ensure SPS policies and aims are still applicable to the development of Port Williams.

### Public Involvement

Kings County has effectively involved the public up until this point. The community's involvement has shaped the development of the Port Williams' SPS and should also help shape the implementation of the SPS. There are several different approaches the County of Kings and the AAC can take to involve other members of the community. Below are some ideas:

- Have an annual community meetings to inform residents of the results of the evaluation
- Send out an annual newsletter, perhaps with a detachable section at the end offering the opportunity for residents to write comments and send back to the AAC or the County
- Provide online access to the results on the Village of Port Williams web site and the Municipality of Kings County website
- Post informative posters on community bulletin boards



## Future Challenges

In planning literature, evaluation is used primarily to understand why planning – planners, planning practice – does what it does instead of whether or not plans are invoked (Talen, 1996-A, p. 249).

Talen points out that currently the majority of planning literature dwells in the theoretical rather than focusing on the practical, real-world applications of evaluation tools. She goes on to suggest that planning literature should switch from a focus on justifying the need for evaluation to refining efforts to create a strong methodology for evaluation frameworks (Talen, 1996-A, p. 249).

Currently, the planning field offers no widespread, accepted approach for creating evaluation frameworks. This report has provided an approach for creating evaluation frameworks for community plans. The evaluation framework for Port Williams' SPS can be used as a template for other evaluation frameworks. This project is a contribution toward planning methodology.

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## Figures

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Figure 24: *Residential Development*, Photograph by Ann O’Connor

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## APPENDIX A

There are three important questions in explaining the development of my method: (i) how was research conducted? (ii) what were the results of the research? (iii) and what direction does the research give? Outlined below is an explanation of the diagram indicating each stage of my method on page 3 in the body of this report.

### (i) How was research conducted?

- *Plan to Plan*  
This stage involves getting a general feel for the topic area and exploring what sources are available. It involves planning to do more planning in the future stages of the project. From this stage, there are two separate directions to be taken: (1) formulate the vision, identify goals and deliverables for the project; (2) collect the necessary data to inform the realization of those goals.
- *Formulate Vision, Identify Goals, and Identify Deliverables*  
The purpose of this stage is fairly self explanatory. The vision, goals and deliverables were stated in the project proposal. After completing this stage, and collecting the appropriate data, the research is ready to be synthesized and analyzed.
- *Collect Data*  
Data for this project is collected several different ways: discussion (with Chrystal Fuller, manager of planning for Kings County; and Ben Sivak, a planner for Kings County); literature review on evaluation and implementation; policy review of Kings County and Port Williams; and historical review of Port Williams. This stage in the method is an integral element to the success of the project. The data collected supports the value of the goals laid out in the project proposal.
- *Considerations*  
In moving forward with further stages in the project it is important to consider the following: re-evaluating the method and objectives, the limitations and scope of the project, unexpected restraints to the project, and variables that may influence further stages of the project.
- *Synthesize and Analyze Research*  
This stage involves gathering the collected data and pulling out the most important threads of information and weaving them into a new, concise and clear plan and research synthesis. It involves fulfilling some of the goals identified in the previous stage and setting the stage for fulfilling the rest of the goals. After this stage, all the necessary research is gathered, and there is a much stronger understanding and perspective of what the project will produce. Therefore, after this stage, it is necessary to assess

the project.

- *Assess Project*  
An assessment of the project is done while taking into consideration the factors outlined in the previous stage as well as understanding the synthesized and analyzed research. I assessed the project priorities, the time restraints, my personal research strengths and weaknesses, the gaps in the information, the organizational structure and the evaluation framework's strengths and weaknesses.
- *Determine the Needed Changes in Direction*  
After the project goes through the assessment stage, it is necessary to determine the needed changes in direction. This stage is important as it cements the future of the project's outcomes.
- *Identify Key Changes to the Project*  
Once a new direction is set, it is necessary to identify key changes to the project. This identification process ensures important changes are made. Such key changes can include modification of goals, improvement to work process, and improvement to work quality.
- *Formulate Final Product*  
This is the final stage in the method. It produces the final product and deliverables identified in the visioning stage. In this stage, the final draft of the evaluation framework for Port Williams' SPS is created.

## **(ii) What was the result of the research?**

The results of the research are (1) a contextual analysis of the Port Williams' history, politics, and policy with regard to planning; (2) a literature review of planning theories on evaluation frameworks for plan implementation; (3) a policy review of planning issues in Port Williams; (4) an evaluation framework that helps define and measure the progress of the implementation of the new Secondary Planning Strategy for Port Williams. These results are discussed more thoroughly in the body of this report.

## **(iii) Why was the research done/what direction does the research give?**

The research was done to provide the Municipality of Kings County with an evaluation framework to evaluate the implementation of a new Secondary Planning Strategy for Port Williams. The research helped to develop the evaluation framework.