

Realizing Social and Economic Objectives through Infrastructure Planning and Investment

Final Report

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Executive Summary

Around the world, governments are seeking to maximize infrastructure spending and achieve multiple policy objectives by generating greater social and economic value with the same investment.

Introduction

Around the world, governments are seeking to maximize infrastructure spending and achieve multiple policy objectives by generating greater social and economic value with the same investment. One way to accomplish this is through community benefits: supplementary social and economic benefits for local communities leveraged by dollars already being spent, usually on major infrastructure and land development projects.

Ontario's Infrastructure for Jobs and Prosperity Act (IJPA) aims to encourage principled, evidence-based, and strategic long-term infrastructure planning that supports jobs, economic growth, and protection of the environment. To achieve its goals, the IJPA requires public infrastructure builders to consider community benefits. The act also sets out requirements respecting long-term asset management planning.

Municipal governments own almost 60% of Canada's infrastructure. In Ontario, billions of dollars in investment are forthcoming from the provincial and federal governments over the next decade to assist with municipal infrastructure needs. In light of the scale of this investment, enactment of the IJPA, and growing interest in this topic in Ontario, this study was commissioned by Evergreen with three objectives:

1. to explore how Ontario municipalities can use community benefits to maximize social and economic outcomes through better infrastructure planning and investment, in order to deliver greater value for people and communities;
2. to address how community benefits can be aligned with or incorporated into Ontario's municipal asset management program; and
3. to provide preliminary thinking as to how community benefits can be evaluated.

Document structure

This paper begins with a jurisdictional scan to investigate how community benefits have been used elsewhere, the different approaches that could be applicable to Ontario, and lessons learned. We provide an overview of Ontario legislation and policy that is relevant to community benefits. We then define and review municipal asset management planning, decision-making and current approaches to evaluation, and proposes how community benefits could be incorporated into asset management planning. Finally, major evaluation methodologies and approaches are reviewed and related to Ontario's results-based management framework, ending with a series of community benefits evaluation considerations.

The last section of the paper proposes a framework with essential components and key recommendations, sets out options for municipalities that could be adapted to various contexts, and provides recommended next steps to the province.

Findings

Jurisdictional scan

We review how community benefits are implemented in four jurisdictions and find there are four main approaches: senior-level legislation or policies, municipal strategies and policies, project-based or planning initiatives, and municipal asset management planning.

Any of these methodologies could be used by Ontario municipalities. In this study, we focus primarily on municipal strategies and policies, and on how community benefits can be incorporated into strategic asset management planning.

Opportunities to incorporate community benefits into asset management planning and evaluation

Asset management planning ("AMP") is a clear, organized, and defensible decision-making process with identified criteria and intended outcomes subject to evaluation. The paper sets out a generalized decision pathway for AMP in Ontario municipalities that moves from categories of assets, to procurement, to managing construction through on-the-ground projects in communities.

Within this generalized municipal AMP decision process, there are multiple opportunities to incorporate community benefits that would enable systematic integration and evaluation. By doing so, community benefits would be considered vertically throughout the entire AMP decision pathway and horizontally across the corporation and its departments or functions. In this way, infrastructure investments could be better directed and maximized to contribute to local communities through AMP and procurement processes, aligning strategically to support other municipal objectives in addition to any actual construction projects in communities.

There are both challenges and significant opportunities for integrating community benefits evaluation into existing asset management and infrastructure investments in Ontario's municipalities. We find that municipalities commonly use four evaluation methods — in AMP, other planning processes and projects — with strengths in identification and modelling of costs against anticipated levels of service. However, we note three important gaps that provide considerable opportunity for the province, municipalities, communities, and stakeholders.

First, planning must include evaluation, which should be positioned alongside the development of any policy, plan, program or project in order to forecast, monitor and assess an intervention over its entire lifecycle. Second, actual outcomes and impacts must be evaluated to determine if, how, what type and when real change was achieved, not attained or had negative results. Third, levels of service assumptions and standards need updating to reflect sustainability and human impacts such as social, environmental and health benefits. New metrics for community benefits are required to estimate and assess asset-based levels of service beyond conventional methods.

Evaluation

We analyze different evaluation approaches for their application to community benefits. All evaluation schools of thought promote systematic assessment. Broadly, there are two approaches or purposes for performing an evaluation which inform the specific type of evaluation, research design, methods, stakeholder participation, and data needed: judging the effectiveness, sustainability, impact and merit of an intervention (e.g., of a policy, program or project); and/or learning and improving the implementation of an intervention based on an assessment of how it's working. Both approaches are relevant to community benefits evaluation and could be applied at different stages to address different purposes.

Municipal community benefits evaluation could also be framed strategically within the Ontario government's Results-based Management and Accountability Framework (RMAF). Ideally, any evaluation of municipal infrastructure planning and projects would not only align with but enable evaluation results to link and demonstrate logically how interventions implemented at the local level contribute to ministry and government goals.

We suggest reviewing how evaluation of community benefits from infrastructure planning and investment might work through a series of key considerations:

1. Defining the intent or purpose of the evaluation,
2. Identifying who will use the evaluation and feasibility,
3. Framing the time and scale,
4. Scoping key evaluation questions, and
5. Developing the framework and logic.

These are described step-by-step as part of our review.

The Ontario government could lead and set an example for other jurisdictions on how infrastructure planning and delivery with communities could be evaluated. A comprehensive approach to evaluation at all levels not only ensures community benefits are systematically, strategically and logically aligned with legislation, provincial and municipal policy, programs and infrastructure projects, but also allows all parties, including communities and stakeholders, channels to influence, learn, and adapt with any initiatives rolled out.

Recommendations

Community benefits can be achieved through asset management planning, procurement, or other areas of municipal planning outside the scope of this study. We conclude that regardless of the process used, the following are fundamental to successful implementation:

It starts from the top

Community benefits should be embedded into a high-level municipal strategic plan, corporate policy, or business plan where they can be aligned with other overarching policy objectives. They can then be systematically integrated into the workplans of city departments, such that maximizing social and economic value becomes a way of doing business.

Rationale and strategic objectives

A municipality should identify why it is using community benefits and the objectives it hopes to achieve by doing so, whether in a policy, guidelines, or other form.

An internal champion and staff capacity-building

An internal champion who is senior enough to drive change is critical. Increased understanding and knowledge is required for both communities and staff to ensure any policy can be implemented. This will require staff training, internal and external communications, toolkits, and materials.

Engaged and involved communities and stakeholders

It is essential to have robust community and stakeholder engagement from the very beginning of the process in order to build trust and relationships. Communities and stakeholders play an important role in helping shape, implement, and evaluate the benefits for a given project.

An evaluation plan and framework

When crafting a community benefits policy or framework, it is important to formulate the evaluation plan at the same time, identifying the goals of the evaluation, precisely what will be evaluated, who will conduct it and when, and how the findings will be used.

Other recommendations and considerations include:

- Systematically integrate community benefits throughout municipal processes, including the asset management planning process.
- Ensure the framework is sufficiently flexible to account for differences in needs, capacities, and systems among municipalities.
- Foster a culture of learning with accessible resources for both implementation and evaluation, including tools, clear metrics, and evaluation methodology.
- The province should lead and support community benefits to help all players in the ecosystem adopt this new way of doing business, including communities and governments.

Next Steps

We recommend the province consider the following next steps:

1. Determine which specific community benefits evaluation method or methods are feasible and appropriate in the Ontario context.
2. Create, or fund the creation of, a set of tools and resources for use by municipalities. This could include precedent policies (corporate, strategic asset management, procurement), sample language for use in tenders, roadmaps to assist with engagement of internal and external stakeholders, and sample evaluation plans.
3. Resource a pilot of one or two specific evaluation methods that include a pre- and post-intervention community impact evaluation to test feasibility, understand the challenges in the Ontario context, and refine.
4. Based in part on the results of that pilot, develop standards and/or best practices for community benefits evaluation, including identifying data requirements so that community-level outcomes can be consistently aligned and systematically aggregated.
5. Enable systems change by making initial support available to municipalities to assist with training, implementation, and evaluation of community benefits.
6. Require or incentivize municipalities to adopt and implement community benefits, potentially aligning desired outcomes with provincial policy goals and accountability frameworks. Such requirements could be phased in over time.
7. Given that the majority of infrastructure is owned municipally, ensure any provincial level all-of-government community benefits policy applies in part or in whole to municipalities. Alternatively, within the province, convene interdepartmental and municipal stakeholders to create a coordinated policy approach supporting municipal community benefits, drawing on provincial authority under applicable legislation and strategies.

section 1

Ontario is not immune from the many challenges confronting Western society today, including rising inequality, precarious employment, and social divisions.

Introduction

1.1 Context

Ontario is not immune from the many challenges confronting Western society today, including rising inequality, precarious employment, and social divisions. Governments, and municipalities in particular, must address these challenges together with a wide variety of community needs: from the provision of infrastructure and services that are accessible to all of their citizens, to the promotion of local economic development, equity, health, and well-being. Solutions and processes are required that place people and communities at the centre.

Infrastructure is necessary to provide people with the services they need, but infrastructure need not be an end in itself. The current emphasis by both the federal and provincial governments on renewing and replacing municipal infrastructure offers an opportunity to rethink how infrastructure planning and delivery can address multiple policy objectives. This means being more intentional about how infrastructure dollars are spent through the entire process, from planning and prioritization to procurement, construction, and operations. It also means engaging with local communities and stakeholders at an early stage to determine how infrastructure dollars can be smartly leveraged to produce greater economic and social returns on the investment already being made.

Those greater returns are called community benefits. Where achievable, community benefits should result in, first, more equitable economic development, by targeting jobs and training opportunities to disadvantaged groups, and ensuring supplier opportunities are available to small-, medium-sized, and social enterprises (SMEs and SEs); and second, wider social and environmental benefits by considering, for example, social inclusion, civic engagement, health, environmental, and equity criteria when determining where and how to build, repair, or replace infrastructure.

As detailed in this paper, governments in other jurisdictions have used community benefits to address a wide range of community needs. In Ontario, there are a number of new policies and developments that provide unprecedented opportunity to incorporate equitable practices that maximize opportunities for inclusive prosperity. The province has passed the Infrastructure and Jobs for Prosperity Act (IIPA)¹, which calls for consideration of community benefits in infrastructure planning. Metrolinx has adopted and implemented a Community Benefits Framework. The province has committed \$137B to infrastructure spending over the next decade.² And, the federal government has made a corresponding commitment of more than \$186B in long-term infrastructure spending.³

1.2 Purpose of the Study

Accordingly, the purpose of this study is to explore:

1. how Ontario municipalities can use community benefits to maximize social and economic outcomes through better infrastructure planning and investment in order to deliver better outcomes for people and communities;
2. how community benefits can be aligned with or incorporated into Ontario's municipal asset management program; and
3. preliminary thinking about how community benefits can be evaluated.

As discussed in the paper below, cities in the U.K. and Australia have typically incorporated community benefits at the procurement stage. However, in part because the IJPA sets out a cohesive approach to municipal asset management, this study examines whether earlier adoption of community benefits as part of asset management planning could reap equally or more effective results.

Ultimately, this work is intended to set the stage for the development of detailed municipal toolkits and resources that could be used by local governments who need practical assistance to implement community benefits in infrastructure planning and projects.

1.3 Study methodology

The conclusions in this paper are based on:

- a. A jurisdictional scan undertaken between September 2016 and February 2017, highlighting examples of how community benefits are incorporated by select municipalities in four countries.
- b. Interviews with 12 stakeholders between December 2016 and January 2017, including staff from the cities of Toronto, Markham, Mississauga, Hamilton, Kitchener, and Peterborough, municipal organizations, and other relevant associations. Stakeholders were asked a series of questions, including their views on whether and how community benefits could be aligned with or incorporated into asset management planning, the process by which municipalities could adopt community benefits, the kinds of benefits, evaluation considerations, and how and when to engage communities in the process.
- c. A workshop held at Evergreen Brick Works on January 12, 2017 with a diverse cross-section of 40 attendees from the government, academic, development/industry, and nonprofit sectors. The workshop provided an overview of community benefits, how community benefits could be incorporated into

a representative municipal process model, and explored aspects of policy making and implementation through a number of technical exercises.

- d. Research on approaches to evaluation, their relevance in the Ontario context and an early review of how, at a municipal infrastructure project level, evaluation of community benefits could be framed.

Based on this research, we identify jurisdictional lessons learned; draw out opportunities to include community benefits within Ontario's asset management planning model; provide an overview of approaches to evaluation; and recommend potential approaches to guide the use of community benefits by Ontario municipalities, including essential components of and key considerations for a community benefits framework.

section 2

Background

2.1 What are community benefits and why use them?

Community benefits leverages dollars already being spent on goods, services, or infrastructure to deliver greater social and economic outcomes. Benefits typically include jobs, apprenticeships, and training for people from low-income or historically disadvantaged communities; opportunities for local suppliers and/or social enterprises; affordable housing; and/or community amenities.

Community benefits approaches include both private contracts and public procurement. Private Community Benefits Agreements (CBAs) are freestanding, enforceable legal agreements signed between developers or infrastructure builders and community groups or coalitions.

Through public procurement, governments or public institutions can require suppliers of goods or services, or contractors (in the case of infrastructure projects) to provide certain benefits to local or targeted communities. Because community benefits delivered by the public sector are most often implemented through the procurement process, community benefits are also called “social procurement” or “social clauses.”

This study focuses on community benefits that can be delivered through the public funding of infrastructure projects in Ontario. It takes as its starting point the definition of community benefits found in section 3 of the IJPA:

Infrastructure planning and investment should promote community benefits, being the supplementary social and economic benefits arising from an infrastructure project that are intended to improve the well-being of a community affected by the project, such as local job creation and training opportunities (including for apprentices, within the meaning of section 9), improvement of public space within the community, and any specific benefits identified by the community.

We define “supplementary social and economic benefits” as specific social, economic, environmental, health, and equity impacts that are incremental, or additional, to the benefits that would normally arise from the building of new infrastructure or maintaining, renewing, or replacing existing infrastructure. Such benefits range from jobs for targeted populations, to prompt payment provisions

Community benefits involves leveraging dollars already being spent on goods, services, or infrastructure to deliver greater social and economic outcomes.

for small businesses, to opportunities for small- and medium-sized enterprises to bid on portions of construction contracts, to air pollution or carbon reduction initiatives, to accessibility and civic empowerment. A glossary of terms used in this paper is set out in Appendix A.

2.2 Jurisdictional Scan

Community benefit approaches, agreements, and policies have been used in the U.S., the U.K., Australia and (to a lesser extent) Canada.

In some of these jurisdictions, community benefits policies or legislation are created by state or national governments and flow down to municipalities. At the municipal level, community benefits have been implemented in a number of different ways: through high-level policy documents or charters, usually guiding public procurement; through development or redevelopment projects and initiatives; and, more recently, through asset management or capital planning. These four different approaches, any of which could be used (or expanded on) in Ontario, are highlighted below. A full jurisdictional scan and case studies are included in Appendix B. Table 1 provides a summary of the scan.

2.2.1 Senior-level legislation and/or policies

In the U.K., national governments have largely taken the lead on incorporating community benefits through public procurement legislation or policy. Scotland and Wales, in particular, offer an example of how national or provincial governments here could set out requirements that would apply to the public sector, including municipalities.⁴

In Scotland, the Procurement Reform (Scotland) Act, 2014 (PRA) places a sustainable procurement duty on all public authorities (including municipalities) that spend £5M or more annually on procurements. The duty requires an authority to consider how it can, among other things, improve the economic, social and environmental well-being of its area; facilitate the involvement of small- and medium-sized enterprises (SMEs) and third sector bodies; and promote innovation in its procurements.⁵ In addition to this general duty, the PRA requires that major public contracts of £4M or more specifically include community benefits as part of the procurement.⁶ A procurement strategy is also mandated, as is an annual report that includes a summary of any community benefit requirements fulfilled during the period.⁷

In Wales, the federal Procurement Policy Statement requires all public sector procurers (including local authorities) to appoint a community benefits champion for their organization; apply a community benefits approach to all public sector procurements; apply a measurement tool that quantifies outputs to all such contracts over £1M; and provide justification for all contracts valued above £1M where the approach has not been used.⁸

2.2.2 Municipal strategies and policies

A number of cities use some form of municipal procurement strategy or policy to achieve community benefits objectives.

Birmingham, England, adopted a Procurement Policy for Jobs and Skills in 2010, with the goal of boosting the local economy by maximizing the social value that the city obtains from its £1 billion purchasing power. Both Birmingham and Nottingham, England use “charters” as well: a set of guiding principles that extend to their contracted suppliers, which seek to maximize economic, social, and environmental outcomes and which require commitments by suppliers to local employment, local purchasing, sustainability, and ethical procurement.

Last year, the City of Toronto adopted a Social Procurement Policy that applies to goods, services, and capital projects. With the objective of driving inclusive economic growth, Toronto focuses on two areas: diversifying its supplier base and targeted workforce opportunities for construction projects of over \$5M in value. This policy is fairly new and is now in the implementation stage.

The City of Los Angeles implements community benefits through a complex network of ordinances — including a Project Labour Agreement, living or prevailing wages, permitting, and diversity requirements for contracting of minority/women-owned businesses — which all come into play in different ways and which apply to all California-based companies undertaking infrastructure and public works contracts for the city. The city will also play a role in discussions where needed between community and developers when private CBAs are being negotiated. Employment and apprenticeship requirements in particular are strictly monitored and enforced, and are published regularly for each project on the city’s website (see Appendix B for an example).

2.2.3 Project-based / planning initiatives

A number of US cities use community benefits in connection with specific development initiatives. One of the largest is the Atlanta Beltline, a \$2.8B, 25-year, 22-mile light rapid transit (LRT) line that loops around the city of Atlanta. In addition to transit, the project includes walking trails, streetscape and road improvements, green space, affordable housing, brownfield remediation, and public art.

In 2005, the city passed an ordinance creating a Beltline Redevelopment Area and Tax Allocation District.⁹ That ordinance stated that the redevelopment plan was intended to improve economic and social conditions in the area, and recognized the importance of community involvement in the process and equitable development. It specified that capital projects should include community benefit principles, including but not limited to prevailing wages for workers; a ‘first source’ hiring system to target job opportunities for residents of impacted low-income Beltline neighborhoods; apprenticeship and pre-apprenticeship programs; and

other benefits, to be developed with community input. It also required that a more complete list of principles and a community benefits policy be developed with community input and included within the agreements to be approved by City Council.¹⁰ To date, 560 units of affordable housing have been supported, and an estimated 7200 permanent jobs were created between 2006 and 2014, with an estimated 26,600 one-year construction jobs created since 2006.

In England, section 106 agreements under the Town and Country Planning Act 1990¹¹ are somewhat similar to those under section 37 of Ontario's Planning Act: they are "a mechanism which make a development proposal acceptable in planning terms, that would not otherwise be acceptable... focused on site specific mitigation of the impact of development."¹² Cities such as Nottingham and Birmingham use this legal agreement to require contributions or community benefits commitments from developers, usually in connection with workforce or training opportunities.

2.2.4 Municipal Capital/Asset Management Planning

Two of the cities profiled incorporate community benefits into asset management planning — Bendigo, Australia and Kitchener, Ontario — and are therefore useful precedents for this study.

Bendigo incorporates certain social, economic, and environmental factors into its Capital Works Evaluation Framework, to help set priorities within its capital program. Its capital budget is split between two core components: renewal and non-renewal.¹³ Anything classed as non-renewal — new capital expenses, expansion and upgrade projects — requires a business case. When evaluating these projects against each other, Bendigo uses a "single bucket" methodology that does not separate projects by asset type. Rather, it evaluates them on the basis of three criteria: governance (40%), financial (40%), and deliverability (20%).¹⁴

The financial evaluation is comprised of a cost-benefit analysis with several components. Criteria, set out in the framework, are scored based on the importance or benefit of the project to the community (as evaluated by a cross-departmental committee). This is factored against the cost and potential return on investment of the project, leading to a score that favours projects with both high community benefits and lower net capital costs.¹⁵

In Kitchener, a model is being piloted to weigh and prioritize social, environmental, and community benefits through asset management planning. Kitchener has designed a matrix to equip the city to formulate consistent, data-driven business cases for infrastructure investment based on a number of criteria, including benefits to the community. It is initially piloting this approach with two tax base-funded asset types (to be selected) and over the next two to five years, will add the remaining assets (e.g., parks and open spaces as well as non-assets like sports) into its new asset management planning matrix.

Kitchener is re-thinking conventional asset management in a number of ways important for long-term, systematic planning, measurement and evaluation of community benefits, level of service and knowledge exchange, including applying community benefits into operations; linking the development of their new asset management planning approach (with community benefits) to local and data innovation; and exploring the need for a corporate asset management policy that would guide these initiatives.

2.2.5 Evaluation

In the jurisdictions reviewed, evaluation consists of tracking outputs targeted in local procurement, building social accounting into existing cost-benefit analyses for investment and asset management decision-making, or senior government social value frameworks.

Most of the local jurisdictions surveyed using procurement lacked a systematic approach to evaluation and typically tracked metrics for various output indicators, such as workforce targets. A 2015 University of Glasgow report evaluated the use of community benefits clauses in Scotland between 2009 and 2014 and their impact on employment and skills development, focusing on benefits to disadvantaged groups. The report surveyed 62 public organizations and analyzed 24 contracts, finding that targets around jobs, apprenticeships and training for priority groups had been exceeded.¹⁶ However, the authors noted that a more systematic monitoring of community benefits clauses and their impacts was needed, and made several recommendations about how data collection, monitoring, and evaluation should be improved.¹⁷

Other local governments have been able to weigh social and sustainability benefits as additional indexed factors within conventional cost-benefit analyses in their asset management planning and prioritization exercises. This requires some kind of social benefits accounting that in practice seems to be given lesser weight compared with economic benefits. These make a different investment business case, yet there does not appear to be process or post-investment evaluations to determine effectiveness or community outcomes.

Since the late 2000s, senior governments in England, Wales, and Scotland have developed frameworks, legislation, and social return on investment (SROI) standards to forecast and evaluate social value across a variety of sectors (see Appendix C for a sampling of frameworks). The Public Services Social Value Act, 2012 requires those commissioning or procuring public services contracts to consider how the work can improve the well-being of the area. Their frameworks measure and account for a much broader concept of value, seek to reduce inequality and environmental degradation, and improve well-being by incorporating social, environmental, and economic costs and benefits.¹⁸

By using SROI, monetary value is assigned to social (and environmental) benefits alongside economic benefits to generate a ratio of investment to benefit (or

dis-benefit). Adoption and implementation of these social value frameworks by local governments are underway. Using these methods in forecasting seems more feasible and therefore more common in practice than systematic evaluation of impacts post-intervention.

The World Bank also sees additional opportunities to achieve value for money (VFM) in projects and so has included non-price attributes and/or lifecycle costs into their assessments.¹⁹ They do this primarily by ensuring that end-users' and other stakeholders' needs are appropriately identified and factored into the procurement arrangements, and where appropriate, providers are given the opportunity to offer cost-effective and innovative solutions to meet identified needs.

Each approach, practiced at different jurisdictional levels, attempts to redefine, re-evaluate and maximize infrastructure 'value' beyond the economic, making it more comprehensive with social and sustainability impacts.

2.3 Lessons learned from other jurisdictions

As detailed in the case studies set out in Appendix B, there are important learnings from the development of community benefits approaches in other jurisdictions for Ontario. Regardless of the approach used, certain themes emerged from the research and interviews undertaken with those who have implemented community benefits elsewhere.

Among them are the need to:

- ensure internal leadership, coordination, resources, communication, and commitment;
- take a systemic approach, integrated with other municipal policies early in the planning process;
- involve and engage the business community and key stakeholders early on, and form partnerships to deliver benefits and support contractors to succeed (e.g. workforce pathways, business supports, community engagement);
- tailor expectations to municipal capacity, recognizing the importance of skilled staff;
- consider methods already being utilized in the asset management planning process;
- set up targets, tracking, and penalty provisions to ensure follow-through by contractors on commitments;
- plan and develop evaluations, using standardized data collection and making the link between activities and outcomes; and
- celebrate and publicize positive outcomes²⁰

Table 1: Jurisdictional scan summary

Country	England		Scotland	Wales	Australia	United States		Canada	
Municipality	Birmingham	Nottingham			Bendigo	Los Angeles	Atlanta	Toronto	Kitchener
National or State/Provincial legislation	✓	✓	✓	✓	✓			✓	✓
Principles	✓ (Charter)	✓ (Business charter)							
Policy or Bylaw (Ordinance)			✓ Municipal sustainable procurement policy required	National community benefits & procurement policy		✓	✓	✓	
AMP					✓				✓
Procurement	✓	✓	✓	✓	✓	✓		✓	
Project-based/Developments	✓	✓			✓		✓		
Application	All public procurements, subject to established financial thresholds	All works & services contracts over £1 million	All regulated procurements of £4 million or more	All public procurements where benefits realizable	All sectors or lines of business i.e., beyond assets	Project	Project	All public procurement over \$ threshold i.e., beyond assets	All assets, operations and other lines of business being considered

Policy and legislative context

3.1 Relevant existing provincial policy and legislation

Adoption of community benefits approaches by Ontario municipalities would take place within an existing legislative and policy context, some of which are highlighted below. This survey is not comprehensive, as a wide range of provincial policies could support or be supported by community benefits.²¹

3.1.1 Infrastructure for Jobs and Prosperity Act, 2015 (IIPA)

The IIPA's purpose is "to establish mechanisms to encourage principled, evidence-based and strategic long-term infrastructure planning that supports job creation and training opportunities, economic growth and protection of the environment, and incorporate design excellence into infrastructure planning."²²

The IIPA includes 13 principles that must be considered by the province and broader public sector, including municipalities, as part of infrastructure planning and investment. One of these is to leverage infrastructure planning to support other public policy goals including the promotion of supplemental community benefits.

The IIPA also requires the province to develop and maintain long-term infrastructure plans. The province also has authority, under the IIPA, to regulate municipal asset management planning.

The adoption of community benefits approaches by both the province and municipalities can be fulfilled in several ways through the IIPA. In addition to section 3, which requires public sector entities to consider community benefits when making decisions respecting infrastructure, section 7 states that the Government of Ontario must consider, in its prioritization of projects, whether construction of an asset would support "any other public policy goals of the Government of Ontario or of any affected municipalities in Ontario."²³ Therefore, if a provincial infrastructure project were contemplated for construction in a municipality which itself had a policy goal respecting community benefits, and such a project could support that municipal goal, the provincial government would need to take that into consideration as it was making decisions about prioritization.

Section 9 of the IJPA gives the province the authority, by regulation, to require successful bidders for provincial infrastructure projects to provide plans for apprenticeship and employment opportunities for targeted communities, which is also directly relevant to community benefits. While this applies to provincial projects, not to municipalities, such plans could be valuable precedents for municipalities wishing to adopt similar requirements.

Section 12 sets out the province's authority to enact regulations governing both municipal infrastructure asset management plans and apprenticeships, each of which will be core to the adoption of community benefits approaches by municipalities and the province, respectively.

3.1.2 Municipal Act, 2001 and Planning Act, 1990

Municipal Act, 2001

It does not appear that there are any impediments in the Municipal Act that would preclude municipalities from adopting community benefits approaches in infrastructure planning and investment. The broad purposes of the legislation (which are to provide responsible and accountable government for those matters under municipal jurisdiction²⁴) as well as the powers provided to municipalities with respect to a broad range of infrastructure categories²⁵ and the requirements under the Act for a municipal procurement policy,²⁶ all provide ample opportunity for the incorporation of community benefits.²⁷

Planning Act, 1990

The Planning Act provides the foundation and rules on how land use planning should occur across the province and who controls those uses. The provincial government does this through various policies, statements, principles, regulations, processes and administrative tools that enable municipalities to act in keeping with provincial interests yet autonomously. Municipalities regulate and control land uses that govern all aspects of physical communities through official plans, zoning by-laws and variances, as well as other land and site planning requirements and instruments.

Municipalities are organized into upper and lower tiers with different responsibilities. Broad land use planning issues concerning more than one lower-tier municipality are handled by upper-tier municipalities (i.e. counties and regional/district municipalities) and in some cases, planning boards. Upper-tier municipalities may have their own official plans and have powers to approve lower-tier official plans, in place of the Minister of Municipal Affairs and Housing.

The Planning Act recognizes that all stakeholders (e.g., municipal councils, landowners, developers, planners, and the public) have a role to play in creating, shaping, and sustaining communities. Finding shared goals and balancing competing interests of the various parties are core to community planning.

Section 37 of the Planning Act

The notion of “community benefits” is often confused with density bonusing and more specifically, in Toronto, with section 37 of the Planning Act. Section 37 states that a municipality may, through a by-law, “authorize increases in the height and density of development otherwise permitted by the by-law that will be permitted in return for the provision of such facilities, services or matters as are set out in the by-law.”²⁸ In other words, municipalities may negotiate contributions for a range of local benefits with developers who wish to build a site that is taller or denser than allowed under applicable zoning.

A 2015 paper by Ben Hanff that explores the intersection between the provincial and city planning frameworks and community benefits concludes that a number of planning tools could help encourage community benefits, including s. 37 agreements.²⁹ However, municipal official plans and policies must allow this. For example, the City of Toronto’s s. 37 policy only allows increases to be negotiated in exchange for capital facilities that are located near the proposed development and address related planning issues.³⁰ Hanff notes that Toronto would need to amend its Official Plan and s. 37 protocols to allow for the provision of non-capital benefits, as well as to require more significant consultation with affected communities, should it wish to use s. 37 to provide for supplementary community benefits of the sort that are discussed in this study.³¹

3.1.3 Places to Grow Initiative

Community infrastructure is one of the foundational elements in Places to Grow,³² the provincial land use legislation created in 2005 and subsequent plans. Under Places to Grow, there are two regional growth plans, one for the Greater Golden Horseshoe (GGH)³³ developed in 2006 and the other for Northern Ontario³⁴ in 2011. These direct where and how growth should occur in each region, including municipal infrastructure investments. A draft update of the Growth Plan for the GGH was released in 2016.

Community benefits are strongly aligned with Places to Grow and can support the implementation of each growth plan and their objectives. By leveraging and maximizing planned infrastructure investments, community benefits directly contribute to the Places to Grow objectives of:

- sustaining a robust economy;
- building complete and strong communities that use land, resources and existing infrastructure efficiently, with amenities and community infrastructure to support a good quality of life; and
- promoting a healthy environment and a culture of conservation through stated IJPA goals of job creation and training opportunities, economic growth and protection of the environment, and incorporation of design excellence into infrastructure planning.

When it comes to assessing the implementation of both growth plans, community benefits evaluation can further demonstrate the impacts of Places to Grow to communities.

3.1.4 Accessibility for Ontarians with Disabilities Act, 2005

Community benefits offers an opportunity for municipalities to provide benefits to people with disabilities that expedite and/or exceed requirements under the Accessibility for Ontarians with Disabilities Act, 2005³⁵ (AODA).

The purpose of AODA is to develop, implement, and enforce accessibility standards for Ontarians with disabilities. These standards, developed together with people with disabilities, government, and industry, apply to goods and services, facilities, accommodation, employment, buildings, and other structures and premises. Through regulations,³⁶ accessibility standards have been set for information and communications, employment, transportation, the design of public spaces, and customer service, which are to come into force over a period of time between enactment and 2025.

Municipalities have specific requirements under AODA and the regulations, including to provide accessible transportation services, create accessibility policies and a multi-year plan, ensure information and websites are accessible, and, by January 1 2016, make new or redeveloped public spaces accessible. Municipalities are also required to incorporate accessibility design, criteria, and features when procuring or acquiring goods, services or facilities, except where it is not practicable to do so.³⁷

However, AODA also allows the Minister Responsible for Accessibility to enter into agreements to provide incentives to people or organizations bound by the act in order to “encourage and provide incentives...to exceed one or more of the requirements of the accessibility standards.”³⁸ Such an agreement could extend to goods and services, facilities, buildings, employment, among other areas.³⁹ If community benefits were incorporated by a municipality, areas such as targeted workforce provisions for people with disabilities could potentially be an area that would be amenable to such an agreement or incentive.

3.1.5 Poverty Reduction Strategy

The implementation of community benefits will serve to directly address objectives of Ontario’s Poverty Reduction Strategy (PRS). In the most recent update of the PRS (2014-2019), Minister Deb Matthews noted in her preface that the province is focusing on youth employment, education and training opportunities, as well as supporting employment for the most vulnerable. Significantly, the PRS states: “Our government will explore opportunities to leverage investments in economic development, infrastructure, skills and training to yield benefits for specific populations at risk of poverty, in line with the objectives of our Poverty Reduction Strategy.”⁴⁰ These goals align with section 9 of the IJPA and with the broader purpose of community benefits to maximize equitable economic development.

3.2 Municipal infrastructure

To set the context for using community benefits in infrastructure planning and investment, this section defines municipal infrastructure assets, provides an overview of current municipal asset planning, and addresses existing evaluation considerations.

According to the Standing Committee on Transport, Infrastructure and Communities,⁴¹ municipal governments own almost 60% of Canada's infrastructure (see Figure 2). In general, municipalities and regional municipalities in Ontario are responsible for roads and sidewalks, bridges, water and wastewater systems, their buildings, parks, open spaces, and transit.

Following World War II, massive investments in infrastructure were made for economic development and spurred by population growth. Now, Ontario municipalities, like most across Canada, are faced with 100+ year old infrastructure requiring replacement, renewal, maintenance, and once again, the need for significant investment.

Given the daunting scale and rising costs of our infrastructure needs, new approaches to planning, budgeting, and accounting for the full infrastructure lifecycle are needed. Hence, accrual accounting and asset management have been promoted and adopted across governments, including in Ontario.

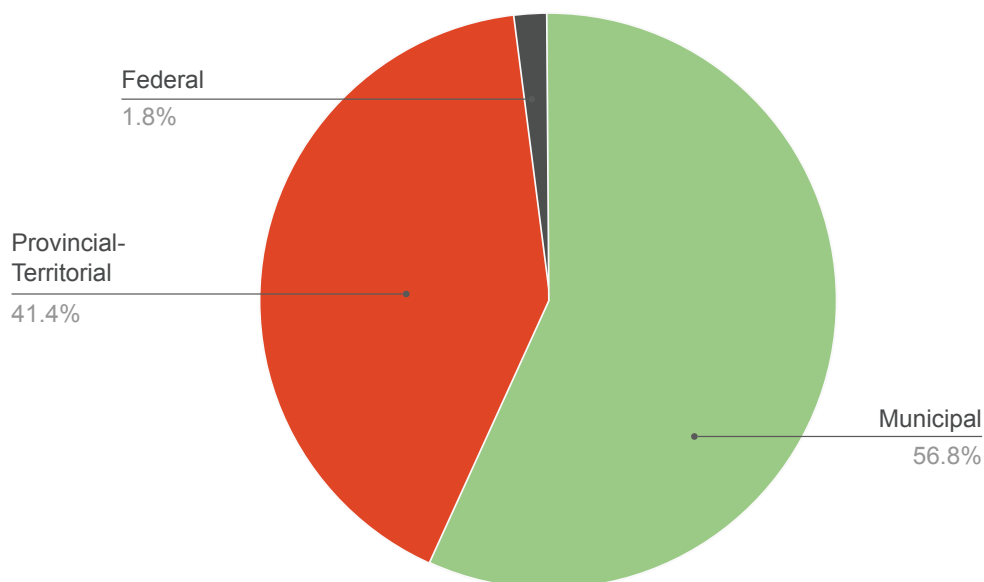


Figure 2: Net stock of core public infrastructure by government level, 2013

3.2.1 Defining municipal infrastructure assets

Since infrastructure has come to be considered a monetary asset similar (though with differences) to real estate, property management, finance, and information technology, principles and best practices of asset management have been introduced to municipalities. Since the launch of the 2012 Municipal Infrastructure Strategy, the Province has required municipalities requesting funding for infrastructure to show how projects fit within a municipal asset management plan.

In this way, infrastructure is no longer an expense, it is an investment (though without the liquidity of other asset types listed above) to be planned, managed, and sustained as a basis for the economy, environment, delivering services, and quality of life.

Under s. 2 of the IJPA, infrastructure is described as:

“the physical structures and associated facilities that form the foundation of development, and by or through which a public service is provided to Ontarians, such as highways, bridges, bicycle paths, drinking water systems, hospitals, social housing, courthouses and schools, as well as any other thing by or through which a public service is provided to Ontarians that may be prescribed, but does not include:

- (a) infrastructure relating to the generation, transmission, distribution and sale of electricity, including generation facilities, transmission systems, distribution systems, and structures, equipment and other things connected to the IESO-controlled grid, as these terms are defined in subsection 2 (1) of the Electricity Act, 1998,
- (b) any other thing wholly or partly owned or leased by Hydro One Inc., Ontario Power Generation Inc., or a subsidiary of either of them, and
- (c) any prescribed physical structures or facilities.”

Infrastructure assets can be further defined by category, class, function, etc. as is done by the Chartered Professional Accountants (Canada) formerly known as the Canadian Institute of Chartered Accountants (CICA).⁴²

CICA distinguishes assets by class or type: land, land improvements, buildings, machinery and equipment, vehicles, linear assets, and capital work in progress. They can also be further divided by local governments according to land holdings, basic municipal services and components that contribute to the overall operation of the asset class.

The IJPA correspondingly identifies core infrastructure assets as “paved and unpaved roads; bridges; culverts; any assets involved in wastewater collection, conveyance, treatment and disposal; urban and rural storm water systems; water treatment, distribution and transmission; and public and non-profit housing infrastructure.”⁴³

3.2.2 Defining municipal asset management planning

There are many definitions of asset management planning, and the terms asset management and infrastructure planning are often used interchangeably. Common to these definitions is that asset management planning is to be a clear, organized, and defensible decision-making process with identified criteria and intended outcomes subject to evaluation.

In the Ontario government's 2012 guide for municipal asset management plans, asset management planning is described as:

"the process of making the best possible decisions regarding the building, operating, maintaining, renewing, replacing and disposing of infrastructure assets. The objective is to maximize benefits, manage risk, and provide satisfactory levels of service to the public in a sustainable manner."⁴⁴

In the Canadian Infrastructure Report Card (2012), asset management and an asset management plan are respectively defined as:

"the coordinated activities of an organization to realize value from its assets in the achievement of its organizational objectives" and

"how a group of assets is to be managed over a period of time. The AMP describes the characteristics and condition of infrastructure assets, the levels of service expected from them, planned actions to ensure the assets are providing the expected level of service, and financing strategies to implement the planned actions."⁴⁵

3.2.3 Analysis of existing municipal asset management planning decision model

A generalized decision pathway for asset management planning in Ontario municipalities might reflect a process similar to Figure 3 that moves from categories of assets (and their respective assessment, accounting, forecasting, prioritizing, and financing) to procuring (of their replacement, restoration, and maintenance) to managing their construction through on-the-ground projects in communities.⁴⁶ Additional municipal planning requirements may be involved depending on the asset category and/or the purpose to replace, rehabilitate, or renew. For example, municipal class environmental assessment and public consultations could be required.

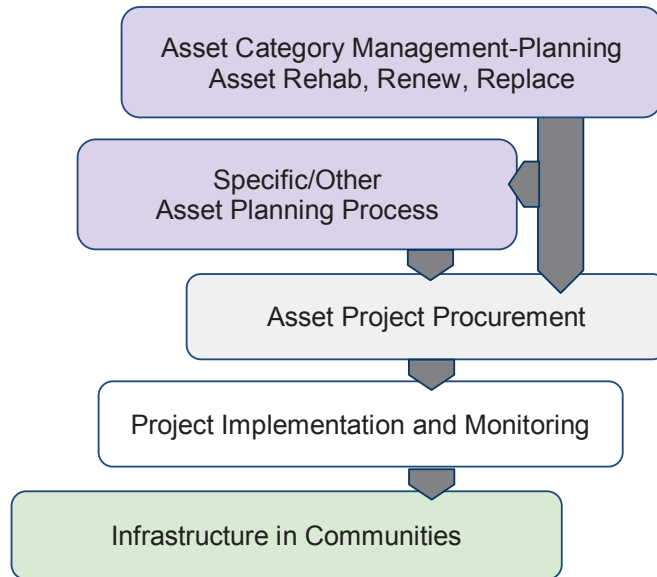


Figure 3: Generalized Ontario municipal infrastructure decision pathway

3.2.4 Existing procuring model for infrastructure

Under section 270(1) of the Municipal Act, a municipality is required to adopt and maintain policies respecting its procurement of goods and services.⁴⁷ A wide variety of policies exist in Ontario. Such policies may include provisions that address delegation of authority over procurement value thresholds, different methods of competitive procurement (e.g. RFQs, RFPs, etc.), informational and procedural requirements for bid processes, ethical considerations and other elements. Municipalities may also have mechanisms in place for monitoring compliance with the procurement policy and for providing training and support to procurement staff.

3.2.5 Analysis of existing approaches to evaluation of municipal infrastructure and planning

Within this generalized asset management decision pathway, our analysis is that evaluation of municipal infrastructure seems to be addressed in four primary ways, although they are not formally identified as such (see blue boxes in Figure 4):

1. in making the business case for (re)investments in the asset and to justify a particular project, an estimate, often through modelling, of the likely level of service benefits is made and compared against the asset's condition, costs, risks (e.g., asset's performance in meeting level of service requirements) and other needs, in order to prioritize which projects are allocated resources and when;
2. tracking unplanned spending on assets (annually) to confirm that an asset management plan is effective and unplanned spending is reduced over time;

3. in planning specific assets through a master planning process, for example, identification of community needs, goals, and potential impact to populations as well as particular demographics and stakeholders; and
4. by reviewing and accounting for the delivery of a project in terms of its costs, time, and budget with the intention of improving efficiency and reducing costs.

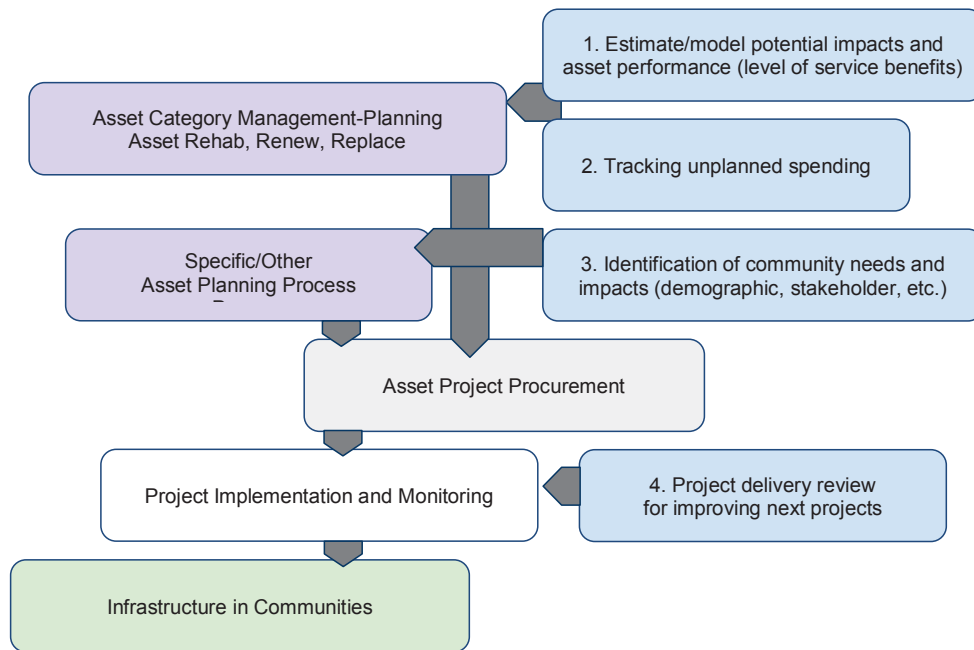


Figure 4: Analysis of existing municipal planning and infrastructure evaluation approaches

The strength of existing municipal infrastructure evaluation may lie in its identification and modelling of costs against anticipated levels of service. However, there are important gaps and weaknesses in this approach, which are highlighted next.

Planning must include evaluation

Planning for evaluation should be positioned alongside the development of any policy, plan, asset management, program, or project in order to forecast, monitor, and assess an intervention over its entire lifecycle (see Figure 5). In practice however, it appears that asset management planning and other asset planning processes use evaluation mostly to inform investment decisions (e.g., cost-risk-benefit analyses prior to any infrastructure project) or monitor the performance of the asset itself (e.g., in delivering levels of service over time, maintaining its physical condition, and against the intended management plan and project goals). Planning consultations with communities do take place, at times even without legal obligation, and while these solicit identification of community needs and aspirations, mitigate problems and shape plans and projects, they are often criticized for their limitations and lack of community accountability.

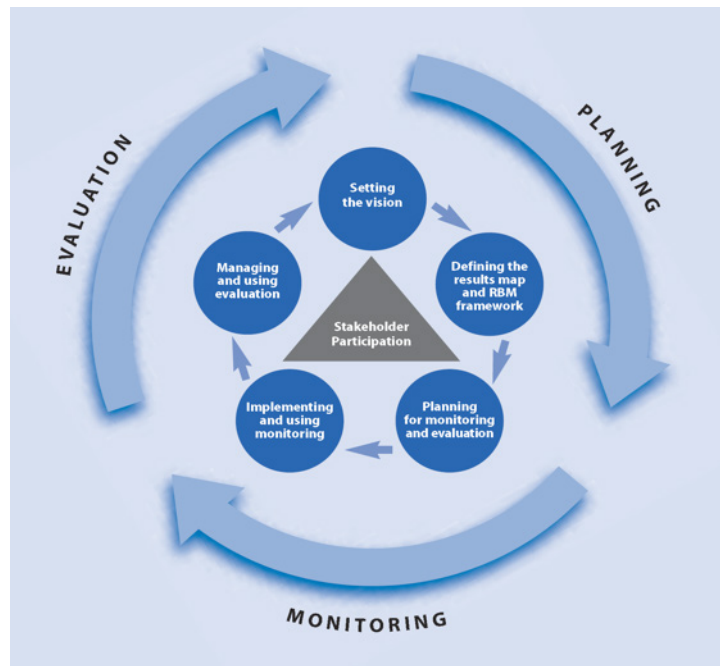


Figure 5: Interconnected nature of planning, monitoring and evaluation⁴⁸
 Note: Planning for monitoring and evaluation must occur at the planning stage.

Determining outcomes and impacts

Planning for evaluation (outside of AMP), monitoring, and post-project infrastructure evaluation seems to be missing from the perspective of determining community outcomes and impact. Remarkably, the actual measuring results of an infrastructure plan or project in communities throughout its implementation and following its completion is also largely missing. The ability to confirm or determine if, how, what type, and when real change was achieved, not attained, or had negative results, seems at best periodic and at worst, lost.

Levels of service assumptions and standards

Levels of service categories, their definition, and measurement are based on assumptions and standards in engineering (e.g., road standards of automobile volumes and flow), and largely overlook sustainability and human impacts such as social, environmental and health benefits. Although engineering assumptions and standards are updated consistently, they are slow to change due to the need to experiment and test new interventions across variable real-world contexts to generate new standards and metrics. A good example of this is the ongoing development of pedestrian and cycling patterns and standards to incorporate into road and transit levels of service and corresponding models. Similarly, new metrics for community benefits would be required for estimating and assessing asset-based levels of service beyond conventional methods.

3.3 Opportunities to incorporate community benefits into municipal infrastructure decisions

Within this generalized municipal asset management planning decision process there could be two main opportunities to incorporate community benefits: vertically and horizontally, depicted in Figure 6. Vertical integration of community benefits would be forward and/or backward throughout the municipal decision pathway while horizontal integration would be across municipal divisions or functional areas.

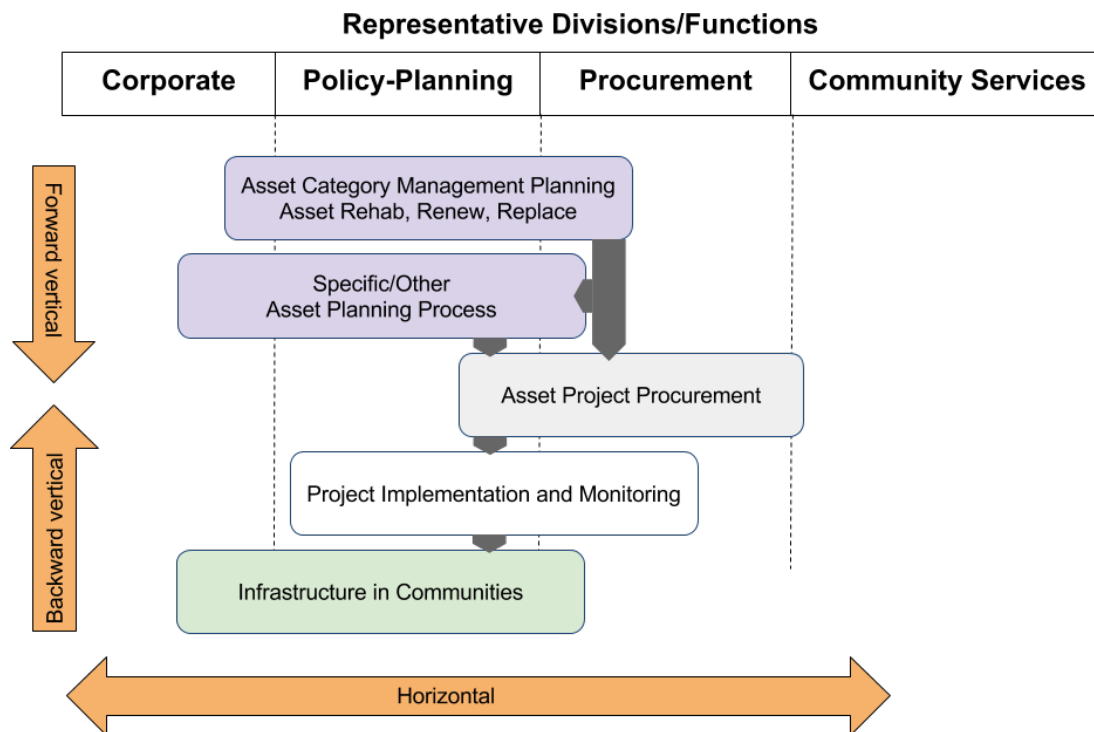
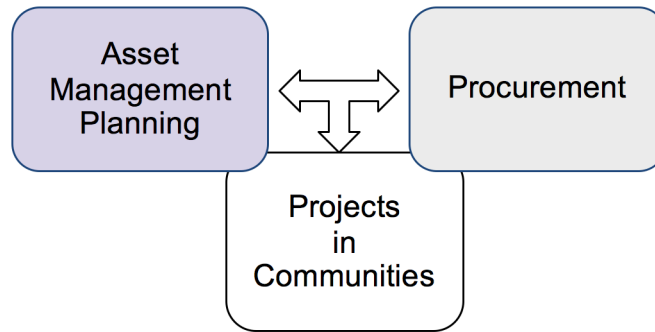


Figure 6: Vertical and horizontal opportunities to incorporate community benefits into current municipal asset management planning

3.3.1 Forward vertical integration

If we wish to systematically consider community benefits in municipal thinking and throughout municipal decisions, two processes could significantly influence community benefits integration horizontally across functional areas and vertically down into communities. These would be:

- Asset management planning, and
- Procurement.

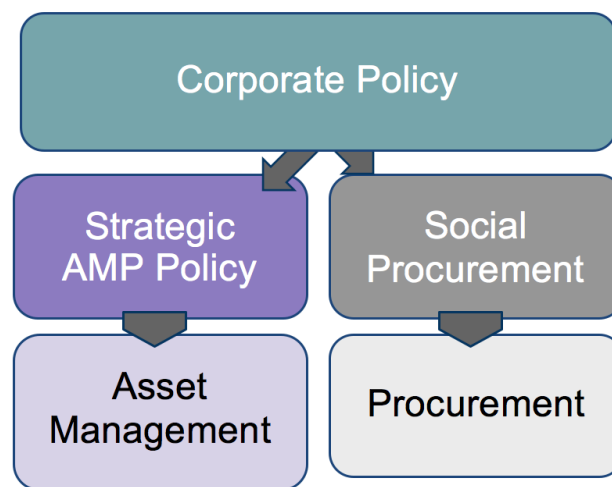


To ensure community benefits are integrated into these two municipal processes, clear direction and guidance to identify why, when, how, and who are needed. This is the realm of policy and sometimes legislation.

Policies have the potential to:

- direct, standardize, and guide expectations and actions;
- embed community benefits systematically in municipal processes related to infrastructure; and
- ensure community benefits are considered, implemented and evaluated.

Policies could be developed for asset management planning, procurement and/or corporately.



Other examples of vertical integration would be to ensure evaluation of community benefits is planned at the outset and to embed community benefits into level of service assumptions and standards within AMP. In both situations, community benefits would flow forward.

3.3.2 Backward vertical integration

Integrating community benefits in a reverse vertical fashion could include, for example, assessing community needs prior to infrastructure projects; bottom-up involvement of communities and stakeholders in policy development and decision-making; and provision of opportunities within monitoring and evaluation to feed results back into projects, procurement, planning, and policy.

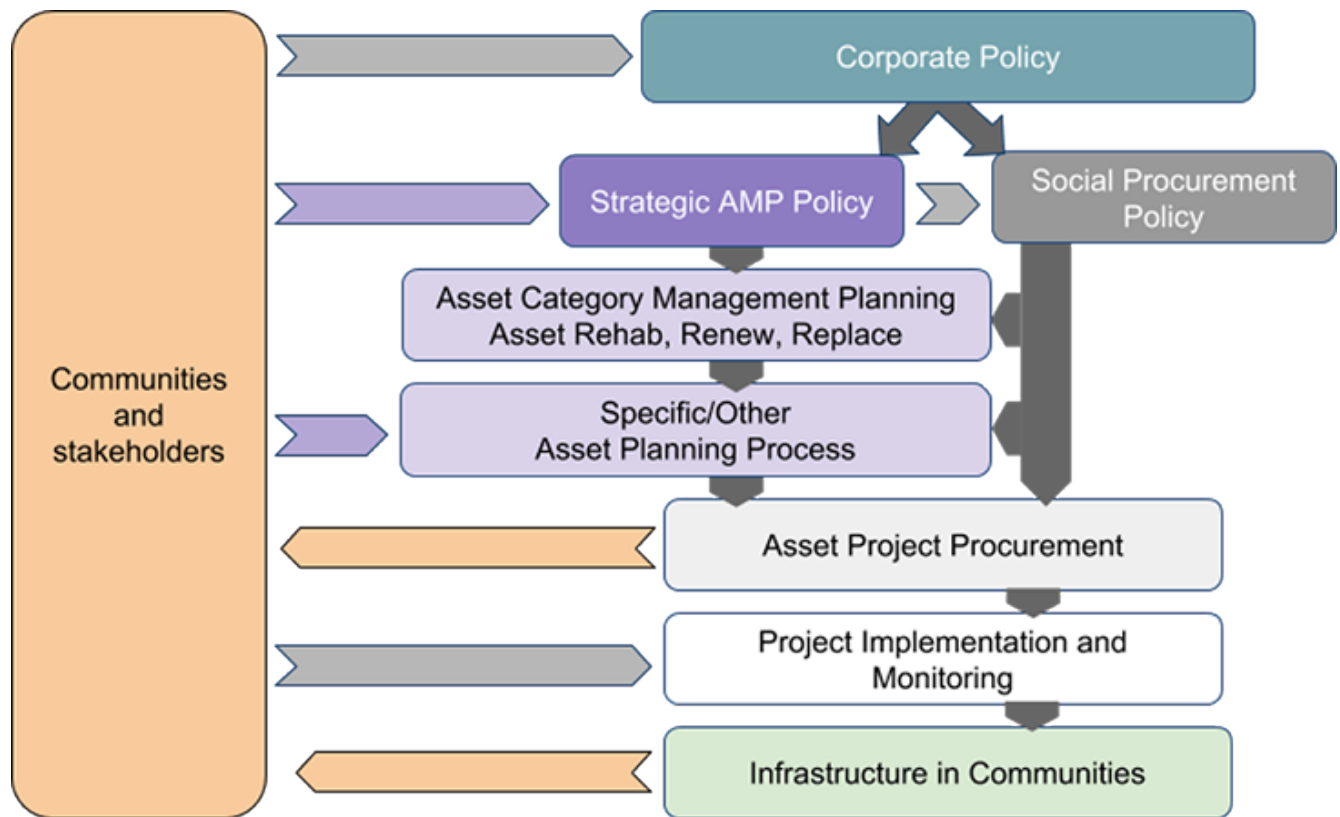
3.3.3 Horizontal integration

Horizontal integration of community benefits in this existing municipal infrastructure context would entail their consideration across functional units, divisions, or departments so that they are not overlooked in one area that could influence success.

3.3.4 Combined and systematic opportunities

Within our existing infrastructure decision pathway, there are many opportunities to integrate and evaluate community benefits in Ontario municipalities — vertically and horizontally (Figure 7). No doubt, supplemental benefits from infrastructure investments can be achieved through project procurement and construction of infrastructure in communities. For systematic integration however, there are options to embed community benefits considerations and evaluation in a municipal strategies and plans right from the start, as well as to engage and inform communities and stakeholders in the development of relevant policies, plans and practices.

The extent to which municipalities could feasibly, effectively, and systematically integrate and evaluate community benefits depends on provincial objectives and resources made available to municipalities, as well as municipal capacity. Further investigation and collaboration with all appropriate provincial ministries would be needed to explore this and how provincial efforts could be shared, maximized, and not duplicated. Municipal capacity could be reviewed through potential pilot projects to extract tangible evidence, results, and lessons.



Legend

➤➤ Opportunities to engage and inform

➤ Supplemental benefits from infrastructure

Figure 7: Combined municipal opportunities to systematically integrate community benefits

section 4

How could community benefits be evaluated in Ontario municipalities?

4.1 Background to evaluation

The breadth of social evaluations is significant given origins in social research and methodologies: from community needs assessments, to measuring improvements in a neighbourhood organization after funding, to decades-long accounts of changes as a result of major government policy and to newer social return on investment calculations.

With Ontario and its municipalities at the early stages of considering community benefits and the recent adoption of IJPA, it is an ideal time to review evaluation approaches simultaneously with the development of any community benefits policies, programs, and projects. In Section 3 of this report, we explained that evaluation must be included as part of planning in order to properly forecast, monitor, and assess an intervention over its entire lifecycle.

In Section 3.2.4 of this report, we also identified key gaps in evaluation and opportunities for community benefits incorporation within existing Ontario municipal infrastructure planning and procurement pathways.

In this section of the study, we will:

- outline existing evaluation methodologies;
- investigate relevant evaluation approaches and types;
- discuss if, how, and when these approaches and types apply;
- explore how to think through community benefits evaluation; and
- identify where more work is needed.

The scope of this study does not include developing an evaluation plan, framework, logic model, methods, or measures for community benefits, but rather will provide an overview of different approaches and methods that could be used to lay the basis for future work.

Two contextual factors also guide this evaluation review: the Ontario government's Results-based Management and Accountability Framework (RMAF) and the reality of differently sized and resourced communities and municipalities across Ontario.

4.1.1 Major evaluation methodologies, approaches and types

Generally, there are four methodologies in evaluation, though in practice evaluators utilize methods from across these domains: scientific-experimental, management-oriented, qualitative, and participant-oriented.⁴⁹ While these overarching perspectives reflect different theories of knowledge and research techniques, they can also represent functional areas or intended audiences served by evaluation. Characteristic of all evaluations however, is systematic assessment.

Broadly, there are two approaches or purposes (see Figure 8) for performing an evaluation that subsequently inform the specific type of evaluation, research design, methods, stakeholder participation, and data needed:

1. judging the effectiveness, sustainability, impact, and merit of an intervention (e.g., of a policy, program or project); and/or
2. learning and improving the implementation of an intervention based on an assessment of how it's working.

Both approaches are relevant to community benefits evaluation and could be applied at different stages to address different purposes. For example, community needs prior to a transit project could be assessed, how a transit project is being implemented in communities could be evaluated to reduce negative outcomes to communities, and that project could be evaluated for its impacts to particular targeted populations in communities.

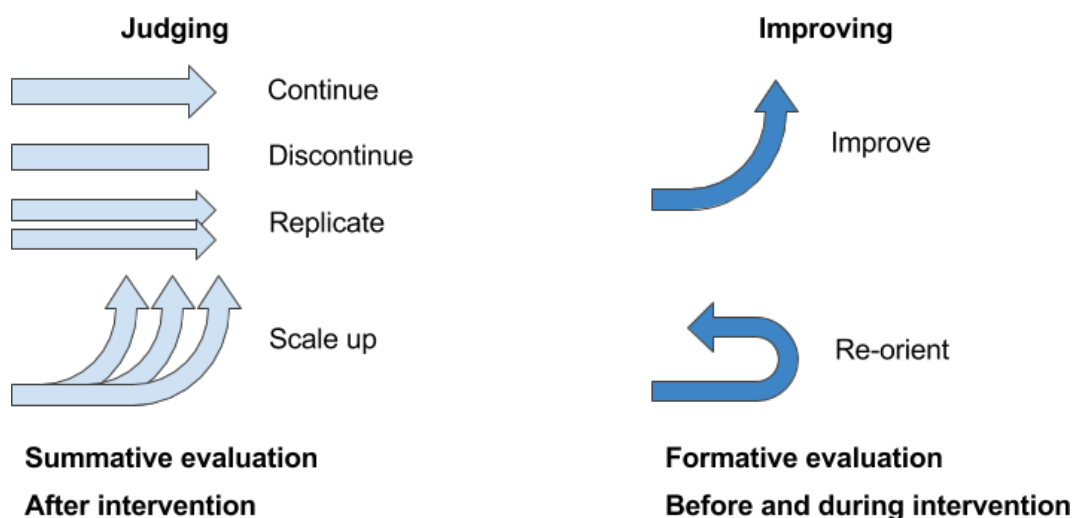


Figure 8: Broad evaluation approaches or purposes⁵⁰

Within each approach are several types of evaluations shown in Table 2. Types highlighted in blue represent the most relevant to infrastructure planning and the implementation of community benefits throughout the municipal pathway.

Formative and summative evaluations are not mutually exclusive and each approach and type has its own particular set of strengths and weaknesses reflecting differences in research methods. As a result, they can be combined to corroborate and build evidence as well as serve different purposes throughout the course of a multi-year intervention such as an infrastructure construction project.

Each evaluation type has an associated set of steps designed to guide evaluation processes and activities. There is a large degree of overlap in the suggested steps, although the nature of the methods and tasks related to each step vary.⁵¹

Types of evaluations	
Summative evaluations	Formative evaluations
Outcome/Impact evaluations investigate whether the intervention caused demonstrable effects on specifically defined target outcomes and overall intended/unintended effects of the intervention as a whole	Needs assessment determines who needs the intervention, how great the need is, and what might work to meet the need
	Evaluability assessment determines whether an evaluation is feasible and how stakeholders can help shape its usefulness
Cost-effectiveness and cost-benefit analyses (including SROI and VFM⁵²) address questions of efficiency by standardizing outcomes in terms of their dollar costs and values	Structured conceptualization helps stakeholders define the intervention, the target population, and the possible outcomes
Secondary analysis re-examines existing data to address new questions or use methods not previously employed	Implementation/Process evaluations investigate the process of delivering the intervention, including alternative delivery procedures and how to optimize operations
Meta-analysis integrates the outcome estimates from multiple studies to arrive at an overall or summary judgement on an evaluation question	

Modified from Trochim, 2006

Table 2: Types of relevant evaluations

4.1.2 Results-based management (RBM)

Over the last three decades, major international, governmental, and non-governmental organizations have adopted a strategic approach called results-based management (RBM). Essentially, planning, monitoring, and evaluation come together as RBM. Result-based management is defined as:

[A] life-cycle approach to management that integrates strategy, people, resources, processes, and measurements to improve decision-making, transparency, and accountability.....The approach focuses on achieving outcomes, implementing performance measurement, learning, and adapting, as well as reporting performance.⁵³

The public demand for accountability and reporting coincided with reform of historical objectives- and outputs-based evaluation toward a focus on impacts and later, emphasis toward the impacts on real people's lives more than an agency's internal performance.⁵⁴

Embedded in a RBM lifecycle is monitoring and evaluation of both processes and impacts intended to demonstrate achievement of results and accountability aligned with identified needs and priorities of all stakeholders (see Figure 9). Moreover, RBM allows for organizational learning as policies, programs, and projects are implemented with flexibility to adapt as initial results emerge. While RBM serves an end-to-end management function, it does not replace all the research aspects of formal summative or formative evaluations.

In many respects, an RBM approach sets the stage for the inclusive development, planning, monitoring, and reporting, evaluating, and continuous improvement of community benefits.

Results-based management in Ontario

The province of Ontario adopted its Results-based Management and Accountability Framework in the mid-2000s after periodic performance, planning, and accountability reforms and refinement over the past three decades. The Ministry of Municipal Affairs is one of many ministries with annual results-based plans that support informed government decisions, spending, alignment with government priorities, and accounting for results.

Ideally, any evaluation of municipal infrastructure planning and projects should not only align with Ontario's RMAF but enable evaluation results to link and demonstrate logically how interventions implemented at the local level contribute to ministry and government goals.

<p>Beneficiary: The set of individuals that experience the change of state, condition or well-being at the ultimate outcome level of a logic model. Governments usually work through intermediaries to help achieve changes for beneficiaries. Government implementers may also work directly with beneficiaries. In this case, beneficiaries may, like intermediaries, also experience changes in capacity (immediate outcome), and changes in <u>behaviour, practices or performance</u> (intermediate outcome).</p>
<p>Intermediary: Individual, group, institution, or government, that is not the ultimate beneficiary of the project, but that will experience a change in capacity (immediate outcome) and a change in <u>behaviour, practices, or performance</u> (intermediate outcome) which will enable them to contribute to the achievement of a sustainable change of state (ultimate outcome) of the beneficiaries. Intermediaries are often mandate holders or duty bearers that are responsible for providing services to the ultimate beneficiaries. They are the entities that implementers work with directly.</p>
<p>Implementer: Private firm, non-governmental organization, multilateral organization, educational institution, municipal, provincial, or federal government department or any other organization selected by a donor to implement a project. Depending on the context, an implementer may be referred to as an implementing organization, executing agency, partner, or recipient.</p>
<p>Funder: Government or another donor organization that provides financial, technical, and other types of support to a project.</p>
<p>Other Stakeholder: An individual, group, institution, or government with an interest or concern (economic, societal, or environmental) in a particular measure, proposal, or event.</p>

(Modified from Results-Based Management Centre of Excellence, 2016)

Figure 9: Types of stakeholders

Results-based management in Ontario municipalities

There is some evidence of results-based management in Ontario municipalities, most often linked to business planning and performance measurement, though it does not appear to be framed more holistically to include lifecycle, continuous improvement, or systematic monitoring, evaluation, and reporting of results.

The earlier review of evaluation in Ontario municipal infrastructure planning (Section 3), showed where evaluation was present, missing, and where opportunities for systematic incorporation of community benefits existed.

4.2 Thinking through community benefits evaluation

With the context of Ontario's existing municipal infrastructure evaluation, basic terminology and understanding of evaluation approaches and types described, we can consider how evaluation of community benefits for infrastructure planning and investment might work. This may best be achieved by thinking through a series of questions or key considerations. These questions, highlighted next, may vary across the literature and in practice, though, the common goal is to clarify expectations

and responsibilities, develop plans, frameworks, procedures, and an overall logic linking activities. These considerations are:

1. Defining the intent or purpose of the evaluation,
2. Identifying who will use the evaluation and feasibility,
3. Framing the time and scale,
4. Scoping key evaluation questions, and
5. Developing the framework with a clear logic.

4.2.1. Defining the purpose of the evaluation

There can be several purposes for evaluating community benefits and these could extend into the provincial policy-program context as shown conceptually in Figure 10 and Table 3. Starting from a community context, we may wish to know the full outcomes/impacts of a particular infrastructure project, such as a transit corridor project across several neighbourhoods. Additionally, other evaluations are possible and by using the transit project example and progressing logically and hierarchically from the ground up, other purposes could relate to municipal project implementation, efficiencies, levels of service, costs, social value, policy improvements, up to large-scale provincial program evaluation. The breadth of evaluations across community to provincial levels are shown using this transit example in Appendix D.

Conceptually, these evaluation serve purposes that can be organized into provincial, municipal, and community stages of implementation over time. Evaluations then, not only move across these levels and timing but also if planned systematically in advance, can enable strategic and causal links to be made over the entire lifecycle of infrastructure policy, planning, and projects as demonstrated in Figure 10 and Table 3.

In addition, in Table 3, we have identified typical existing approaches to evaluation to illustrate the absence of or opportunity for systematic evaluation across each organizational level or stage, proposed how community benefits could be strategically aligned at each level, and suggested relevant evaluation types to serve that purpose.

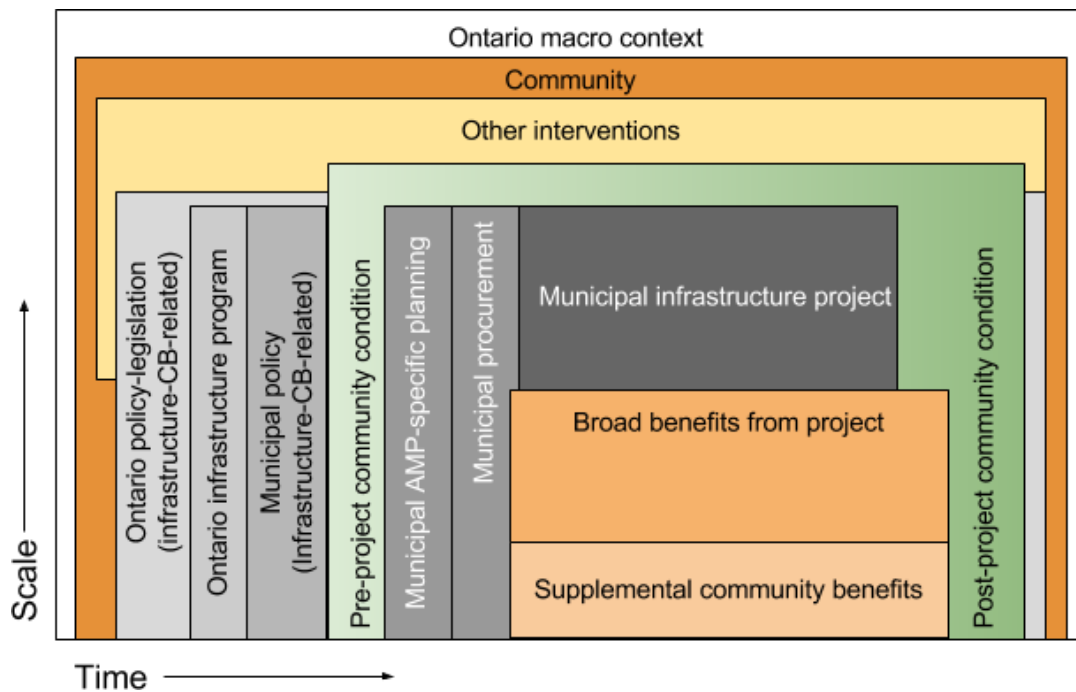


Figure 10: Provincial to municipal to community levels for evaluating community benefits

We can see from Figure 10 and Table 3 that exploring if and how community benefits can be evaluated in the context of infrastructure planning, construction, and asset management yields a considerable range of evaluation opportunities with potential to systematically anticipate, scope, integrate, weigh, and prioritize community benefits throughout provincial-municipal infrastructure decision pathways.

There is significant merit in developing a comprehensive approach to evaluation at all levels so that community benefits are not only systematically, strategically, and logically aligned with legislation, provincial and municipal policy, programs, and infrastructure projects, but also so that all parties, including communities and stakeholders, are provided channels to influence, learn, and adapt with any initiatives rolled out. By facilitating this, the Ontario government could lead and set an example for other jurisdictions on how infrastructure planning and delivery with communities could be evaluated.

Given the scope of this study and central interest on community, our evaluation focus will be on infrastructure projects in communities shown in green in Table 3 (community and stakeholders and regional/municipal) and labelled as pre-project, in-project, and post-project evaluations. With this scope in mind, the next key considerations are identifying who will use the evaluation, framing the timing and scale, and assessing feasibility.

Organization level (↑) and stage	Existing evaluation approaches	Community benefits evaluation purpose	Relevant evaluation types
A. Community and stakeholders Infrastructure project	Ad hoc community project planning participation and feedback dependent on municipality, project, and contractor	Shaping projects; influencing decisions; monitoring projects, assessing supplemental benefits/impacts of infrastructure projects to community well-being; and accountability	Needs assessment, structured conceptualization, process, monitoring, outcome, impact and cost-benefit evaluations with emphasis on needs, and inclusion in process and outcomes
B. Regional/Municipal Infrastructure project	Project monitoring and post-intervention assessments without community benefits considerations unless an explicit project goal; level of service; can be linked back to cost-risk optimization and/or project and planning objectives	Determining value; prioritizing; validating with community and stakeholders; monitoring, assessing supplemental impacts of infrastructure projects to communities and ability to deliver benefits via projects; improving project outcomes, learning	Evaluability assessment, process, monitoring, outcome, impact, cost-benefit, SROI and VFM evaluations aligned with strategic/corporate and/or procurement policy with/out municipal RBM tool and with/out cost-risk optimization
C. Regional/Municipal Asset planning-management with community benefits considerations	Level of service; cost-risk asset optimization, e.g., International Standards Organization (ISO), without community benefits considerations	Assessing how community benefits are considered, delivered, and improved; determining value; validating method with communities	Process, monitoring, impact, cost-risk-benefit, SROI and VFM evaluations that could include community benefits aligned with strategic/corporate policy or Level of "Community" Service weighting
D. Regional/Municipal procurement policy integrating community benefits	Does not yet exist	Assessing policy, alignment with council priorities, reporting and determining merit of policy for decisions; measuring community input into policy	Structured conceptualization, process, outcome, and secondary analysis evaluations aligned with strategic/corporate community benefits policy with/out municipal RBM tool
E. Regional/Municipal corporate/strategic policies related to community benefits	Does not yet exist	Assessing policy, alignment with council priorities, reporting and determining merit of policy for decisions; measuring community input into policy	Process, outcome, and secondary analysis evaluations aligned with provincial RBM framework and/or new municipal RBM tool
F. Provincial infrastructure program	Various infrastructure evaluation approaches, not yet with community benefits	Measuring and reporting impact of program to province, municipalities and communities; assessing value for decisions	Process, outcome, impact, cost-benefit and meta-analysis evaluations; tie to RBM framework
G. Provincial policy/legislation	Various evaluation approaches, not yet with community benefits	Assessing policy/ legislation, alignment with government priorities, reporting and determining merit of policy for decisions	Community benefits evaluation framework strategically aligned with provincial RBM; Process, outcome, impact, cost-benefit evaluations

Table 3: Alignment of evaluation approaches to community, municipal and provincial purposes and audiences

4.2.2. Evaluation audience and feasibility

Audience

Our broad audience categories of community, stakeholders, and municipal and provincial governments can be specified further into audiences according to stakeholder types listed in Figure 9 in section 4.1.2. In this way, our evaluation audiences include:

- beneficiaries – sets of individuals and targeted communities;
- intermediaries – municipal asset managers and planners, procurement and policy staff;
- implementers – suppliers and contractors delivering the infrastructure project;
- funders – upper and lower tier municipalities and their councils, Ontario and federal governments; and
- other stakeholders – any interested or concerned groups in the project or events surrounding the project.

Depending on the purpose of the evaluation, audiences would be involved at different times.

Feasibility

Feasibility generally means whether stakeholders can practically contribute to and conduct an evaluation. This depends on several factors including legal, technical, operational, financial and scheduling skills and capacity. These factors influence all stakeholders but to different degrees.

With the significant variance across municipalities and all stakeholders listed above, an assessment would be advisable to determine common municipal needs, technical, operational, and financial feasibility of how, when, and types of community benefits evaluations that could be performed. Such an assessment would inform the development of an evaluation resource as part of any community benefits toolkit.

Legal feasibility would determine whether and what type of community benefits evaluation is mandatory, in accordance with or in conflict with other legal requirements. If the province were to make community benefits a municipal requirement of infrastructure funding, for example, their evaluation could be included, framed, and resourced. This would aid in standardizing, accountability, reporting, and balancing political with evidence-based decision-making.

Similarly, within municipal procurement, a contractor could be required to include and evaluate community benefits providing clear responsibilities and resources.

Part of technical feasibility is whether all stakeholders have the awareness, knowledge, and skills to effectively contribute to and/or perform an evaluation. Given that community benefits and the IJPA are relatively new to Ontario, all relevant stakeholders would need to be aware that community benefits are to be included and evaluated for infrastructure projects. Prior to projects, it would be important to engage with and provide resources to all stakeholders to build a rationale, awareness, technical competence, and to explain opportunities to be involved in evaluations at pre-project, in-project, and post-project stages.

Municipal tier and size will likely affect the ability to undertake community benefits evaluations as well as engage across all stakeholders types. It could be possible to create evaluation resources that match municipal tier and capacity, a minimum evaluation standard with options, as well as additional materials to guide how to integrate evaluation in other related planning processes such as planning consultations or environmental assessments. Similar assessments would be helpful for operational, financial, and scheduling aspects.

From our earlier review of evaluation types, we know that at minimum there could be pre-project, in-project, and post-project evaluations of community benefits. These three project stages can be further divided, at least conceptually, into smaller time periods relevant to data collection and measurement of community benefits. If a feasibility assessment were to be conducted, the timing of specific evaluation activities should be included in order to inform municipalities and communities. For our discussion now, three project stages and conceptual time periods will be outlined in the next section framing the time and scale.

4.2.3 Framing the timing and scale

Timing

The timing of evaluation and measurement of community benefits for infrastructure projects is yet another important consideration. Figure 11 conceptually frames supplemental community benefits from broader infrastructure benefits, and evaluation stages across our three infrastructure project periods. It also highlights time periods when types of evaluation, measurement, and data collection could occur:

- pre-project
 - Year 0 pre-project community condition
 - Years 0-1 planning
- in-project
 - Years 1-2 procurement
 - Years 2-4 and Years 5-10 implementation (depending on project)
- post-project evaluation
 - Years 5-10 depending on project
 - Year 10 and beyond community condition

Time and measurement periods will need to reflect the feasibility, scale, and complexity of any infrastructure project. While evaluation may be scheduled with the updating of asset management plans within approximately five years, this will depend on the duration of the phases highlighted earlier.

Scale

Community benefits are expected to occur across all audiences and several scales. These can be evaluated by using different approaches and types of evaluations highlighted earlier in this report. For example, summative and formative evaluations could be utilized to show both project outcomes and improvements to beneficiaries and implementers, as well as organizationally to intermediaries and funders.

“Community” could be framed by the nature of an infrastructure asset whether linear or non-linear (e.g., a road or transit project compared to a building facility or a park). Each project could have an associated catchment area that could be spatially defined, for example, by area of influence to affected physical communities and/or geographically by neighbourhood, census tract, electoral districts, and municipal boundaries. Large or complex infrastructure projects such as a waterfront redevelopment project, could include both linear and non-linear assets and the physical scale of benefits would likely need specific definition.

“Community” could also be framed by a set of individuals or targeted demographics such as equity-seeking groups most often identified as youth, minorities, new Canadians, people with disabilities, or other groups. These may not necessarily be defined spatially or geographically.

Scale could also be defined by an asset category, type, or specific infrastructure project from which associated costs could be contrasted against new metrics for “community” levels of service, social ROI, or additional value generated beyond typical value for money infrastructure assessments.

Defining all types of communities affected by a planned infrastructure project should occur in the planning stages in order to ensure that community needs assessments are included in an evaluation plan and subsequently performed prior to a project commencing.

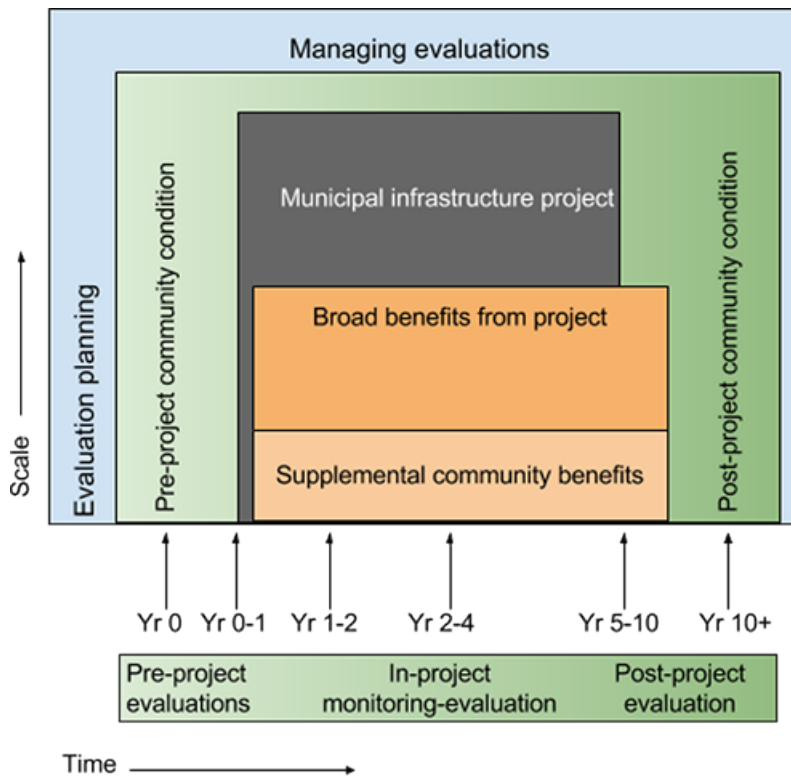


Figure 11: Conceptual project evaluation and measurement periods

4.2.4 Identifying key evaluation questions

Evaluation questions are framed by the purpose and type of evaluation i.e., judging (summative) or improving (formative). Answers to the questions will help us determine whether an intervention achieved the expected results and need modification or if the intervention made a difference/impact to targeted groups and communities. The next step is to operationalize evaluation questions and specify what will be measured and how. Sample key evaluation questions are presented in Table 4 according to our three project stages.

The fifth step or key consideration in thinking through community benefits evaluation is developing a plan, framework with logical results, indicators, and measures.

Organization level and stage	Key evaluation questions
Potentially all audiences	<u>Pre-project</u> <ul style="list-style-type: none"> • What are the existing conditions and needs of the targeted communities and stakeholders? • How and when might targeted communities and stakeholders be involved in communicating their needs, informing and shaping the project and its evaluation? • Can evaluation be used as an empowerment tool in the targeted communities? • How will identified needs be translated into benefits or outcomes for communities and stakeholders? • What resources are available or will be provided to communities, stakeholders, suppliers, and municipalities to support ongoing involvement? • Which types of evaluations are feasible for the project? • What are the costs and risks of the project? Can community value be defined? • What types of data are needed and how will we collect and use this data? • Are there relevant evaluation tools (e.g., framework, plan, and model) to guide the evaluation of this project?
Potentially all audiences except provincial funder	<u>In-project</u> <ul style="list-style-type: none"> • How is the project progressing (e.g., effectively, efficiently, sustainably)? • Is the project delivering new levels of “community” service within AMP? • Can initial outcomes be linked to project costs and risks? • Is the project on track to deliver the outcomes? What is needed to improve it? • What is being learned about implementing community benefits in this project that informs future projects, models, policies, and community benefits?
Potentially all audiences	<u>Post-project</u> <p>Has the project resulted in benefits and expected outcomes to targeted communities and stakeholders?</p> <ul style="list-style-type: none"> • What other positive or negative outcomes occurred? Were any unexpected? • Overall, have the conditions of the targeted communities changed/improved? • What costs and risks, if any, can be associated with any outcomes? • What has been the additional value generated to communities? • Do the project benefits merit the costs and risks? • How will these and other key findings inform community benefits incorporation and decisions? Will they continue, replicate, and/or scale up?

Table 4: Sample key evaluation questions

4.2.5 Developing an evaluation plan and framework with clear results logic

The largest and most time-consuming step is formulating the evaluation plan and its monitoring and evaluation framework with a clear and causal roadmap showing how impacts at the community level will likely and logically be attributable to an intervention, or in the case of SROI and social value, its costs.

An evaluation plan is a written document that describes the overall approach or strategy that will be used to guide the evaluation. Typically, it includes information on:

- why the evaluation is being conducted;
- what will be done;
- who will do it;
- when will it be done; and
- how evaluation findings will likely be used.⁵⁵

A monitoring and evaluation framework is a tool used to organize and connect evaluation questions, outputs, activities, indicators, outcomes, impact, data

sources, and data collection methods. It is commonly presented visually as a table or flowchart. The validity and 'logic' of making causal links between activities to outcomes is imperative in summative, post-project evaluations assessing outcomes, impacts and value, as would be the case with community benefits. Two relevant logic models from an Aboriginal and Northern Affairs Canada evaluation of the Procurement Strategy for Aboriginal Businesses are depicted in Appendix E.

A logic model could be formulated using the proposed list of community benefits validated at the workshop (Table 5 below). Such a logic model could be used in SROI or VFM evaluations.

Equitable Economic Development	
Employment	Full/part-time jobs Contracts Job awareness initiatives On-time supply of skilled labour
Training and Apprenticeships	Training Pre-apprenticeships/apprenticeships Internships Work placements
Enterprise	Small and medium-size enterprise support Social enterprise support Diversified supply chain
Investment	Direct investment - cash and/or loans Labour
Investment	In-Kind Services Sponsorship
Technology	Computer hardware, wi-fi, free/subsidised internet at schools and libraries
Wider Social Benefits	
Inclusion and Engagement	Inclusive information and communication Accessibility (any/all types)
Environment and Health	Carbon reduction actions Waste reductions actions Green infrastructure initiatives Renewal energy initiatives Resilience and adaptation initiatives Noise pollution reduction measures
Public Realm	New parks and open spaces (land) Parks and recreation improvements Civic facility improvements Transit-active transportation improvements
Housing	Rental and rent-geared-to-income units Housing type diversity (e.g., affordable ownership units)
Culture and arts	Programs and initiatives
Education and day care	Programs and initiatives Day care spots
Community-specific	On project basis

Table 5: Preliminary list of community benefits

Recommended framework

5.1 Essential components

As noted above and in the options set out below, community benefits can be achieved through asset management planning, procurement, or other areas of municipal planning outside the scope of this study. Based on our research, interviews with stakeholders, and the workshop, we conclude that regardless of the process used, the following are fundamental to any use of community benefits by municipalities.

5.1.1 It starts from the top

Community benefits should be embedded into a high-level municipal strategic plan, corporate policy, or business plan where it can be aligned with other overarching policy objectives. It can then be integrated into the work plans of city departments, such that maximizing social and economic value becomes a way of doing business.

5.1.2 Rationale and strategic objectives

A municipality should identify why they are using community benefits and the objectives that it hopes to achieve by doing so. For example, the City of Toronto positions its social procurement policy as a core poverty reduction strategy. It chooses to achieve that strategy in two ways: by diversifying its supplier base and by increasing the number of employment, apprenticeship, and training opportunities for people experiencing economic disadvantage.⁵⁶

5.1.3 An internal champion and staff capacity-building

It is critical to have an internal champion who is senior enough to drive change, particularly where such change is being integrated across multiple departments or areas. Increased understanding and knowledge for communities and staff is required to ensure any policy can be implemented. This process requires staff training, internal and external communications, toolkits and materials. It is important to engage communities and local stakeholders, a process which may need to be resourced by the municipality. Plans must also recognize and support the skilled staff and time that it takes to implement new processes.

5.1.4 Engaged and involved communities and stakeholders

Robust community and stakeholder engagement from the very beginning and throughout the process is key to building trust and relationships, and plays an important role in laying the foundation for evaluation and helping shape the benefits for a given project. It is critical to form partnerships with the business community, labour, contractors, and workforce agencies to implement and monitor community benefits. Community expectations and municipal constraints should be identified and managed early on.

5.1.5 An evaluation plan and framework

When crafting a community benefits policy or framework, it is important to formulate the evaluation plan at the same time, identifying the goals of the evaluation, identifying precisely what will be evaluated, who will conduct it and when, and how the findings will be used. Linking activities to outcomes is a critical piece of the work, regardless of how a municipality chooses to approach it. Making a plan should include ensuring appropriate resources (staff time and money) are earmarked to carry it out following the project.

5.2 Other recommendations and considerations

Based on our research, we believe the following recommendations to inform the framework or approach to incorporating community benefits into municipal infrastructure investment and asset management planning in Ontario should be carefully considered.

5.2.1 Systematically integrate community benefits throughout municipal processes

While community benefits can be integrated into asset management planning, they should be embedded earlier in the process, at a higher strategic or corporate level. This could be a municipal strategic plan, corporate policy or business plan, or a combination of policies. Wherever the overarching policy, the need for an integrated approach was stressed by stakeholders and workshop participants. Community benefits should be incorporated into asset management, but also into social planning, land use planning, procurement, etc.

Community benefits can be incorporated into asset management planning in several ways:

- along business lines (i.e. construction, professional services, goods and services, etc.), then move to the specific asset planning process;
- divided between new and existing assets; and
- tied to lifecycle management and service levels requirements.

A range of strategic criteria can be used to determine when and how community benefits can be applied. Some criteria are relevant to strategic and/or procurement policy, while others are asset management decisions or community/project-based. A point system to track community benefits and incorporate them into the decision-making or prioritization process, such as that used by Bendigo, Victoria (Australia) is one possible route.

5.2.2 Ensure the framework is sufficiently flexible to account for differences

A framework needs to consider the differing needs, capacities, and systems among municipalities, particularly small municipalities. A framework and its application criteria need to be sufficiently flexible to reflect local contexts and needs, including resource and staffing constraints. Incorporating community benefits should align with existing objectives and priorities, be feasible, and not create high costs or a heavy administrative burden.

While the focus of this study is on infrastructure investment, stakeholders and workshop participants noted that community benefits need not be restricted to infrastructure spending: almost any project or procurement could have community benefits, including service and operational contracts. Moreover, workforce opportunities need not be restricted to construction: operational jobs are longer-term and may offer more sustainable employment. This has been recognized in Australia and the U.K. where governments are moving to using community benefits approaches for goods and services as well as infrastructure.

5.2.3 Foster a culture of learning with accessible resources for both implementation and evaluation

Effective implementation requires tools, clear metrics, and knowledge exchange between municipalities. Stakeholders suggested a variety of methods, including weighing/scoring, qualitative descriptions, templates, toolkits/roadmaps, checklists, best practices, and other resources. Numerous precedents are available from other jurisdictions that can help inform a “made in Ontario” approach. Ensuring there is a clear understanding of the benefits sought, defining monitoring and evaluation metrics, and providing a methodology for evaluation where standardized data is collected is also important to being able to provide an overall picture of progress over time.

5.2.4 The province should lead and resource community benefits

Ultimately, incorporating community benefits in Ontario will require a culture change within municipalities as well as among stakeholders. In the policy’s early days, all players in the ecosystem need support to adopt this new way of doing business. Communities are likely to require resources to participate effectively

in the process. Funding in the form of provincial grants, particularly for smaller municipalities, could incentivize local governments to adopt this new process and assist with initial systems change. Convening labour, contractors, and industry players could help drive knowledge exchange and foster practical solutions to implementation challenges.

The province should consider either incentivizing or mandating the adoption of a community benefits policy by municipalities, whether in the context of a strategic asset management policy, asset management planning regulations, or as a condition of infrastructure funding. Provincial leadership will also help overcome any reluctance by local councils. A phased approach could be used, whereby a requirement for community benefits could be required initially only for infrastructure projects over a certain dollar value, for example, with such a requirement becoming ubiquitous at a later point.

Other provincial legislation and policies could be aligned to assist in this respect. For example, as noted in section 3.1.4 above, the AODA already provides its attendant minister with the power to enter into agreements to incentivize municipalities and other organizations to exceed requirements for accessibility standards.

5.3 Options/possibilities

In Table 6, we lay out the various elements of a community benefits framework organized by mechanism, intent, and criteria, and provide a preliminary assessment of which elements could constitute a minimum, medium, and maximum approach that could be adopted by municipalities of various sizes and capacities. These options are not definitive: depending on the municipality's resources and interest, elements could be combined in different ways. These options could also be phased in over time, since as noted above, there will necessarily be a learning curve both within municipalities and externally with community groups, contractors, and other stakeholders.

Table 6: Options to incorporate community benefits municipally based on mechanism, intent, criteria

Mechanism	Intent	Sample criteria	Implementation Options		
			Min.	Medium	Max.
Corporate/ strategic policy	Align community benefits with corporate municipal objectives to guide vertical and horizontal integration across and into departments; define community benefits and their evaluation and plan	Relies on municipal objectives; could link to and influence e.g., poverty reduction, local economic growth, social inclusion, accessibility, environmental sustainability; community and stakeholder input could be sought	•	•	•
Strategic Asset Management Policy	To guide if/when community benefits should be applied to infrastructure planning, rationale and further evaluation e.g., across all business lines or all asset types	A dollar value of forecasted annual costs; an asset class or category; percentage of annual infrastructure budget; potential for community benefits; combinations; apply evaluation framework and plan		•	•
Asset Management Planning process	Define and calculate value of community benefits; consider a range of community benefits; prioritize and/or evaluate asset planning; trigger community benefits procurement	Assess value of community benefits (e.g., weighting in infrastructure decisions or quantified social value for use in VFM and cost-benefit analyses like SROI); types of benefits or outcomes, timing, scale; possible tools include checklists, weighing/scoring for prioritization; qualitative descriptions; combinations			•
Social Procurement Policy	To guide if/when social/community benefits procurement applies and articulates policy provisions e.g., all municipal purchases vs. construction only	≥ project dollar value; percentage of labour required on project, community issues; Provisions could include workforce e.g., percentage of apprenticeship hours, fair wage, carbon reductions, targeting populations e.g., youth, supplier diversity		•	•
Project Procurement Process	Implement all earlier asset management and procurement policy and planning directives to ensure systematic community benefits integration; comply with policy requirements; and/or adopt best practices in purchasing and contracting specific to a project and with bidders	Apply AMP and social procurement criteria in tender documents; or case-by-case	•	•	•
Case-by-Case	Address community benefits on a case-by-case basis	Community benefits could be considered for cases warranting strategic attention, e.g. a particular AMP business case, a specific project, particular community sensitivities.	•		

section 6

Conclusion and next steps

In this paper we have explored how Ontario municipalities can use community benefits to maximize social and economic outcomes through infrastructure planning and investment, to deliver additional outcomes for people and communities; analyzed how community benefits can be aligned with or incorporated into Ontario's municipal asset management program; and considered preliminary approaches to community benefits evaluation.

Ontario municipalities can use community benefits in a variety of different ways. Our investigation — which consisted of a jurisdictional scan, key informant interviews, research, and a stakeholder workshop — has shown that community benefits can be incorporated across AMP, procurement, and the entire municipal infrastructure planning pathway. Furthermore, there are opportunities for systematic consideration of community benefits in any size of city through strategic vertical and horizontal integration across and within municipal departments. Our analysis of evaluation reveals gaps and possibilities in existing municipal infrastructure decisions, other evaluation approaches, factors, alignment, and key evaluation considerations. We also suggest areas where further evaluation work is needed. Finally, this study culminates in a recommended framework and a spectrum of options for minimum, medium, and maximum community benefits application.

As next steps, we recommend a series of actions that can be taken by the provincial government to enable municipalities to adopt community benefits in their infrastructure planning and investment, ordered from near-term to longer-term action.

1. Determine which specific community benefits evaluation methods are feasible and appropriate in the Ontario context through a focused examination; whether an evaluation standard could be developed and led by the province; what municipalities need to plan and conduct infrastructure evaluations; and evaluation data requirements.
2. Create, or fund the creation of, a set of tools and resources for use by municipalities. This could include precedent policies (corporate, strategic asset management, procurement), sample language for use in tenders, roadmaps to assist with engagement of internal and external stakeholders, and sample evaluation plans.
3. Resource an organization or municipality to pilot one or two specific evaluation methods that include a pre- and post-intervention community impact evaluation to test feasibility, understand the challenges in the Ontario context and refine.

In this paper we have explored how Ontario municipalities can use community benefits to maximize social and economic outcomes through infrastructure planning and investment

4. Based in part on the results of that pilot, develop standards and/or best practices for community benefits evaluation, including identifying data requirements so that community-level outcomes can be strategically and consistently aligned, and systematically aggregated across municipal and provincial scales.
5. Support systems change by making initial support available to municipalities to assist with training, implementation, and evaluation of community benefits.
6. Require or incentivize municipalities to adopt and implement community benefits (whether via policy, through asset management planning regulations, or as a condition of infrastructure funding), potentially aligning desired outcomes with provincial policy goals and accountability frameworks (for example, targeted workforce development, apprenticeships, social enterprise, poverty reduction). Such requirements could be phased in over time.
7. Given that the majority of infrastructure is owned municipally, ensure any provincial level all-of-government community benefits policy applies in part or in whole to municipalities. Alternatively, within the province, convene interdepartmental and municipal stakeholders to create a coordinated policy approach supporting municipal community benefits, drawing on provincial authority under applicable legislation and strategies.

Appendices

Appendix A – Glossary of key terms

Asset - see Core Infrastructure Asset or Tangible Capital Asset

Asset class or type - includes land, land improvements, buildings, machinery and equipment, vehicles, linear assets, and capital work in progress; can also be further divided by local governments according to land holdings, basic municipal services and components that contribute to the overall operation of the asset class (see for example, the table below).

Asset System	Components
Buildings and Equipment	Administrative facilities, warehouses, libraries, museums, recreational centres, social housing and health related facilities, fire stations and fire trucks, police stations and vehicles, snow clearing vehicles.
Roadways	Pavement, bridges, tunnels, embankments, slopes, avalanche and rock shelters, retaining walls, signal and lighting systems, maintenance facilities.
Mass Transit	Elevated track and station structures, bridges, tunnels, subway stations, platforms, rail power, overhead catenary, signal and control systems, rolling stock, and maintenance facilities.
Water and Sewer	Dams and diversion structures, pipelines, tunnels, aqueducts, canals, reservoirs, tanks, wells, pumps, mechanical and electrical equipment, buildings, electric power and emergency equipment.

(Research Report (2002), Accounting for Infrastructure in the Public Sector. Canadian Institute of Chartered Accountants: Toronto)

Asset management - the coordinated activities of an organization to realize value from its assets in the achievement of its organizational objectives. (Canadian Infrastructure Report Card, 2016 accessed at: <https://csce.ca/wp-content/uploads/2016/01/CIRP-2016-full-report.pdf>)

Asset Management Plan (AMP) - defines how a group of assets is to be managed over a period of time. The AMP describes the characteristics and condition of

infrastructure assets, the levels of service expected from them, planned actions to ensure the assets are providing the expected level of service, and financing strategies to implement the planned actions. (Canadian Infrastructure Report Card, 2016, accessed at <https://csce.ca/wp-content/uploads/2016/01/CIRP-2016-full-report.pdf>)

Asset management planning - the process of making the best possible decisions regarding the building, operating, maintaining, renewing, replacing and disposing of infrastructure assets. The objective is to maximize benefits, manage risk, and provide satisfactory levels of service to the public in a sustainable manner. (Province of Ontario, June 9, 2016, Building together – Guide for municipal asset management plans, accessed at <https://www.ontario.ca/page/building-together-guide-municipal-asset-management-plans#section-2>)

Benefits - positive social, economic, environmental, health and equity impacts that are incremental to the benefits that would normally arise from the building of new infrastructure or maintaining, renewing, or replacing existing infrastructure. (D. Graser, 2016)

Co-benefits - refers to a range of anticipatory benefits that extend beyond one policy, strategy, plan or project to aid in infrastructure planning and investment prioritization. For example, co-benefits of building transit infrastructure are those that also promote or deliver positive outcomes across other areas of sustainability such as environment (e.g. air pollution and carbon reduction), health (e.g. increased physical activity and reduced respiratory illness), social (e.g. employment and services accessibility) and economic (e.g. faster commuting time and urban-regional competitiveness). (N. Leanage, 2016)

Community benefits - the supplementary social and economic benefits arising from an infrastructure project that are intended to improve the well-being of a community affected by the project, such as local job creation and training opportunities (including for apprentices, within the meaning of section 9), improvement of public space within the community, and any specific benefits identified by the community (Infrastructure and Jobs for Prosperity Act, S.O. 2015, s. 3)

Community Benefits Agreement (CBA) - a legally binding and enforceable contract that sets forth specific community benefits for an infrastructure or development project, which benefits have been defined through an inclusive community engagement process. (D. Graser (2016), Community Benefits and Tower Renewal. Evergreen: Toronto)

Construction - includes reconstruction, improvement, extension, alteration, replacement and repairs. (Infrastructure and Jobs for Prosperity Act, S.O. 2015, s. 2)

Core infrastructure assets - includes paved and unpaved roads; bridges; culverts; any assets involved in wastewater collection, conveyance, treatment and disposal; urban and rural stormwater systems; water treatment, distribution and transmission, and; public and non-profit housing infrastructure. (Province of Ontario (July 2016), Possible components of a regulation that may be proposed under s. 6(2) of the Infrastructure for Jobs and Prosperity Act, 2015 - Asset Management Planning Consultation)

Decision-tree - a schematic, tree-shaped diagram used to determine a course of action or show a statistical probability. Each branch of the decision tree represents a possible decision, occurrence or reaction. The tree is structured to show how and why one choice may lead to the next, with the use of the branches indicating each option is mutually exclusive. A decision trees give people an effective and easy way to understand the potential options of a decision and its range of possible outcomes. This helps people identify every potential option and weigh each course of action against the risks and rewards each option can yield. (Investopedia, accessed at: <http://www.investopedia.com/terms/d/decision-tree.asp#ixzz4R3kbEXed>)

Enhanced Value for Money (EVFM) - the optimum combination of whole-of-life costs in terms of not only generating efficiency savings and good quality outcomes for the organisation, but also benefit to society and the economy, whilst minimising damage to the environment. (Welsh Government 2008, Community Benefits.)

Infrastructure - the physical structures and associated facilities that form the foundation of development, and by or through which a public service is provided to Ontarians, such as highways, bridges, bicycle paths, drinking water systems, hospitals, social housing, courthouses and schools, as well as any other thing by or through which a public service is provided to Ontarians that may be prescribed, but does not include:

- (a) infrastructure relating to the generation, transmission, distribution and sale of electricity, including generation facilities, transmission systems, distribution systems, and structures, equipment and other things connected to the IESO-controlled grid, as these terms are defined in subsection 2 (1) of the Electricity Act, 1998,
- (b) any other thing wholly or partly owned or leased by Hydro One Inc., Ontario Power Generation Inc., or a subsidiary of either of them, and
- (c) any prescribed physical structures or facilities (Infrastructure and Jobs for Prosperity Act, S.O. 2015, s. 2)

Infrastructure asset - all or part of any single physical structure, facility, or other thing that falls within the definition of "infrastructure." (Infrastructure and Jobs for Prosperity Act, S.O. 2015, s. 2)

Proxy - an indirect measure of an abstract concept that is assumed to be sufficiently correlated with the original measure so as to be substituted. (N. Leanage, 2016)

Result - a describable or measurable change in state that is derived from a cause and effect relationship. Results are the same as outcomes and further qualified as immediate, intermediate or ultimate. (CIDA RBM Policy Statement, June 25, 2008 accessed at: http://www.international.gc.ca/development-developpement/assets/pdfs/partners-partenaires/bt-oa/RBM-Logic_Model_Def-Eng.pdf)

Results-based logic model (LM) - shows a logical sequence of activities, outputs and a chain of outcomes for a policy, program, project or initiative. Sometimes also called a “results chain,” a LM is a depiction of the causal or logical relationships between inputs, activities, outputs, and the outcomes of a given policy, program or investment.

The LM is divided into six levels: inputs, activities, outputs, immediate outcomes, intermediate outcomes, and ultimate outcome. Each of these represents a distinct step in the causal logic of a policy, program, or investment. The bottom three levels (inputs, activities, and outputs) address the how of an investment, whereas the top three levels (the various outcomes) constitute the actual changes that take place: the results.

(Global Affairs Canada accessed at: http://www.international.gc.ca/development-developpement/partners-partenaires/bt-oa/rbm_tools-gar_outils.aspx?lang=eng)

Results-based management and accountability framework (RBM) - a blueprint for managers to help them focus on measuring and reporting on outcomes throughout the lifecycle of a policy, program or initiative.

It is intended to help managers:

- describe clear roles and responsibilities for the main partners involved in delivering the policy, program or initiative – a sound governance structure;
- ensure clear and logical design that ties resources to expected outcomes - a results-based logic model that shows a logical sequence of activities, outputs and a chain of outcomes for the policy, program or initiative;
- determine appropriate performance measures and a sound performance measurement strategy that allows managers to track progress, measure outcomes, support subsequent evaluation work, learn and, make adjustments to improve on an ongoing basis;
- set out any evaluation work that is expected to be done over the lifecycle of a policy, program, project or initiative; and
- ensure adequate reporting on outcomes.

(Treasury Board of Canada Secretariat (2016) accessed at: <http://www.tbs-sct.gc.ca/cee/tools-outils/RMAF-CGRR/guide01-eng.asp>)

Scorecard - a report or indication of the status, condition, or success of something or someone. (Merriam Webster Online Dictionary, 2016)

Social return on investment (SROI) - a framework that identifies and appreciates social, economic and environmental value created. It involves reviewing the inputs, outputs, outcomes and impacts made and experienced by stakeholders in relation to the activities of an organisation, and putting a monetary value on the benefits and dis-benefits created. (Arvidson, M, Lyon, F., McKay S. & Moro D. (2011) The ambitions and challenges of SROI. Working Paper 49. Third Sector Research Centre: Birmingham, accessed at <http://www.birmingham.ac.uk/generic/tsrc/documents/tsrc/working-papers/briefing-paper-49.pdf>)

Tangible capital asset (TCA) - non-financial assets having physical substance that:

- are held for use in the production or supply of goods and services, for rental to others, for administrative purposes or for the development, construction, maintenance or repair of other tangible capital assets;
- have useful economic lives extending beyond an accounting period;
- are to be used on a continuing basis; and
- are not for sale in the ordinary course of operations.

(Canadian Institute of Chartered Accountants (CICA) Public Sector Accounting Handbook (PS 3150.05), 2007.)

Value For Money (VFM) - quantitative comparison of costs and risks between traditional versus alternative infrastructure project delivery; decision made on the magnitude of positive value difference. (Assessing Value for Money: An Updated Guide to Infrastructure Ontario's Methodology, Infrastructure Ontario, 2015)

Appendix B - Detailed jurisdictional scan

Community benefit approaches, agreements and policies have been used in the U.S., the U.K., Australia and (to a lesser extent) Canada. In some of these jurisdictions, community benefits policies or legislation are created by state or national governments rather than by municipalities.

At the municipal level, community benefits have been implemented in a number of different ways by cities: through high-level corporate documents like corporate charters; via public procurement for infrastructure; as part of policies addressing targeted hiring and living wages; and through development projects and land use planning.

National legislation and/or policies

In the U.K., national governments have largely taken the lead on incorporating community benefits through legislation or policy that deals with public procurement. Scotland and Wales, in particular, offer an example of how national or provincial governments here could set out such requirements for municipalities.^[1] In Scotland, legislation now requires that all major public contracts of £4M or more (about C\$7.6M) should include community benefits as part of the procurement.^[2] This includes municipalities (local authorities).

- Northern Ireland recently revised its procurement policy to ensure a more integrated approach to adding social value across government, focusing on targeted recruitment and training initiatives. Its “BuySocialNI” model applies community benefits clauses to projects with a minimum value of £2M for construction, £4M for infrastructure and £500,000 for services.^[3] However, this only applies to the national government.
- The Wales Procurement Policy Statement requires all public sector procurers (including local authorities) to appoint a community benefits champion for their organization; apply a Community Benefits approach to all public sector procurements; apply a Measurement Tool that quantifies outputs to all such contracts over £1M; and provide justification for all contracts valued above £1m where the approach has not been used.^[4]

Two of the cities profiled incorporate community benefits into asset management planning — Bendigo, Australia and Kitchener, Ontario — and are useful precedents for this study.

In the U.K. and Australia, community benefits are generally embedded into public procurement practices for construction projects – and in some areas, service contracts. In the U.S., while there are also examples of the use of community benefits on major projects (like redevelopment or transit projects, as discussed

below), there are also cities that are beginning to put community benefit-type provisions into place in conjunction with policies around living wages or area regeneration.

The following section provides a brief overview of how community benefits are used in four countries, followed by selected municipal case studies of interest from each country.

United Kingdom

Early municipal pilot projects in Scotland

In Scotland, an initial Community Benefits in Procurement (CBIP) Pilot Programme between 2003-2008 tested how community benefits could best be undertaken so as to comply with good procurement practice, and what impact they might have on value for money.^[5] Five pilot projects were undertaken, including three by small to mid-sized local authorities, focusing primarily on targeted recruitment and training.^[6] In a 2008 report assessing the success of these initiatives, Richard Macfarlane and Mark Cook note mixed results in two of the cities (Dundee and Inverclyde), with more success in the third (Falkirk). A lack of internal coordination, resources and commitment in Dundee and Inverclyde meant that the outcomes were less successful than envisioned. In Falkirk, better results were obtained, largely as a result of a more integrated, systemic, and earlier approach to the procurement within the city.

Birmingham, England

Birmingham City Council (BCC) adopted a “Procurement Policy for Jobs and Skills” in 2010, with the goal of boosting the local economy by maximizing the social value that BCC obtains from its £1 billion purchasing power.

The policy embeds a requirement to consider community benefits clauses for targeted recruitment, training and apprenticeships at every stage of the procurement process, and is implemented at a variety of thresholds. For example, new service and construction contracts with an annual value of more than £1 million will be required to consider jobs and skills contract clauses. The minimum requirement is 60 person-weeks per £1 million of spending.

While Birmingham does not use community benefits in asset management planning, it does incorporate them at a higher strategic level through its 2013 “Birmingham Business Charter for Social Responsibility.” This is a set of guiding principles that must be approved for each company carrying out contracts for the BCC regardless of the value of contract (see Figure 13). Principles include commitments to local employment, local purchasing, sustainability and ethical procurement; depending on the value of the contract, some principles are mandatory while others are voluntary. However, all contractors will be required to create a jobs and skills policy, and to commit to targeted recruitment and training. By late 2015, 255 charters were in place with local Birmingham companies.

Staff cite the involvement of the business community and key stakeholders as key to the success of the policy, and note that achieving initial buy-in within government was difficult. Work was needed to shift the culture and the practice of those in various departments and the procurement division in particular, to ensure that the policy is implemented for all contracts from the beginning of the process. The importance of support for internal and external players was stressed, as was communication at all relevant levels to show how the approach has resulted in positive outcomes, as demonstrated in Figure 12 below.^[7]

New Street Station redevelopment

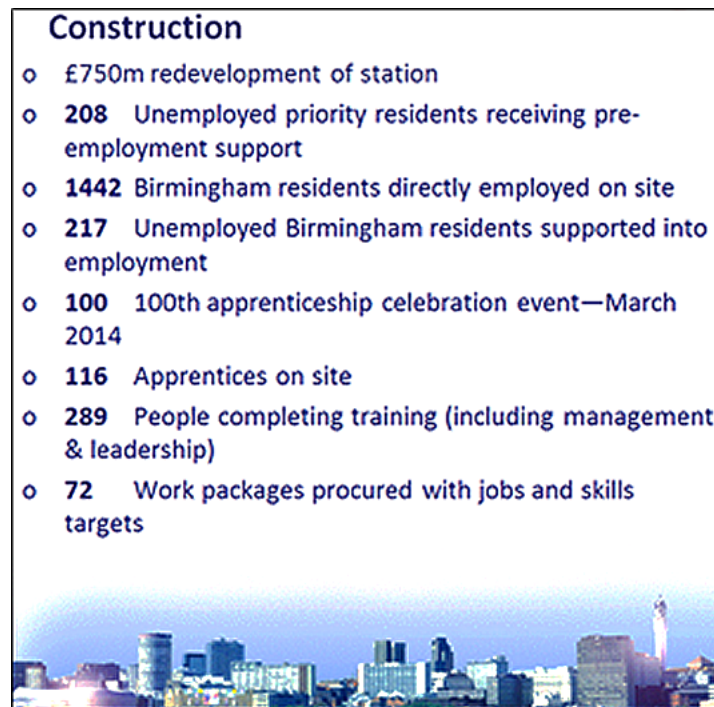


Figure 12: Birmingham New Street Station project using community benefits
New Street Station redevelopment

CHARTER FOR JOBS AND SKILLS

New Street: New Start
The Birmingham Gateway Project

newstreetnewstart.co.uk

This Charter sets out our commitment to work jointly, openly, collaboratively and constructively with all our existing contractors and all future bidders for contracts tendered by Network Rail to promote access to local jobs and skills opportunities arising from the redevelopment of Birmingham New Street station.

The Gateway project will transform New Street station into a 21st century transport hub, give passengers the station they deserve and help to regenerate the surrounding area.

This Charter draws on the Model Jobs and Skills Charter included within the West Midlands Economic Inclusion Panel's Procurement Framework for Jobs and Skills.

This Charter is not legally binding, but we will monitor progress against our commitments below using the agreed measures.

By signing up to this Charter we are committing to working together to maximise:

Make full use of the National Apprenticeship Service as a means to increase the number of Apprentice opportunities within our respective organisations and supply chains.

Explore with Graduate Advantage and Birmingham City Council the scope to offer Graduate and Non Graduate work experience opportunities to unemployed graduates and young School and College leavers.

Make full use of the Learning and Skills Council's 'Train to Gain', services as a means to secure funding for workforce access to on-the-job and off-the-job skills training and relevant NVQ qualifications.

In addition Network Rail will:

- access for local unemployed people to all jobs and skills opportunities that flow from the contracts we approve and manage, including opportunities created within Network Rail, each contractor's organisation and their sub-contracting and supply chains;
- access to appropriate skills and training for all those working directly or indirectly on delivering such contracts within Network Rail, each contractor's organisation and their sub-contracting and supply chains.
- make bidders aware, at the earliest possible opportunity, of the range of targeted recruitment and training support services, subsidies and skills funding available, at no additional cost to the employer, to help large medium and small businesses recruit and train their workforce;
- facilitate early discussions between chosen contractors and local providers of targeted recruitment and training services, to allow for a bespoke recruitment and training 'offer' to be designed for and with our chosen contractors.

We will therefore commit jointly to taking the following actions:

Advertising all future vacancies and recruitment exercises via Jobcentre Plus (in addition to any other recruitment channels we may jointly agree to use) to maximise the potential labour pool so that local unemployed people have access to the job opportunities available.

Work closely with the Local Employment & Skills Partnership comprising Birmingham City Council, Birmingham & Solihull Learning and Skills Council and Birmingham & Solihull Jobcentre Plus so that partnership organisations fully understand our recruitment needs – and that we are aware of the support services available to us – and provide local jobless people with the opportunity to be considered for the jobs we advertise.

All our current and prospective contractors will be encouraged to sign up to this Charter and, by sharing in a committed approach to cost effective recruitment and training, they will help to secure the economic and social benefits we strive to achieve, enhance their reputation for Corporate Social Responsibility, increase the skills of their workforce, and reduce staff turnover.

Objective

Together, we will seek to reduce unemployment and raise the skills level of our local workforce. Working in partnership, we will promote local employment opportunities and where possible, we will encourage and facilitate learning and development of our local workforce. We will also encourage our sub-contractors to endorse this philosophy throughout the supply chain network.

Figure 13: Birmingham Community Charter

Nottingham, England

Like Birmingham, the City of Nottingham instituted a high-level Business Charter to improve social, economic, and environmental outcomes for the City. The Charter includes a set of guiding principles to which Council will adhere, and which extends to its contracted suppliers, including a principle to support the growth of the local economy.

Charter signatories are expected to consider how they can improve the economic, social and environmental wellbeing of Nottingham; identify outcomes through their commissioning and procurement; and commit to the principles, either by fully adopting the Charter or providing a timetable for such commitment.

Principles and policies of the Charter are mandatory for organizations for individual contracts over £1 million for services and works, and individual contracts over £1M per annum for goods, and are voluntary for those under the threshold. Charter signatories agree to create employment and training opportunities for local people (including apprenticeships, work experience placements and internships), buy from local businesses where possible, undertake school visits to support learning and career choices, provide support for employment and skills programmes, and adopt procurement strategies that remove barriers to local businesses. Signatories are also committed to work inclusively, and actively promote equality and diversity.^[8]

While the Charter is primarily implemented through procurement, it is used to ensure community benefits are addressed in the land use planning process as well. For the past four years, Nottingham City Council has used workforce predictions for both the construction and operational phases of large development projects, including housing, universities, retail and offices. When seeking planning permissions, a developer must produce Employment and Training Plans for their developments, as well as contributions of a designated sum to support the Nottingham Jobs Hub. An Employment and Training Plan includes targets for workers for both the construction and operations phases, and are negotiated by Employment & Skills Officers, the client department and the procurement team during the planning application period, based on the workforce predictions that have already been produced. This agreement is completed as part of the initial project planning process, prior to the tendering process.^[9]

Once the project moves to procurement, provisions are placed into the tenders with a Social Value weighting of between 5 and 15%. Successful bidders are required to submit quarterly updates showing their performance against the targets which are included in the agreement, followed by a final report at the end of the contract.

Australia

The governments of Australia and New Zealand have a “Framework for Sustainable Procurement” but it is primarily directed toward environmental sustainability goals, not community benefits.^[10]

In the early 2000s, the state of Victoria amended its legislation to require local

governments to incorporate the principles of “best value” into their procurements to provide for a broader sense of purpose than simply value for money.^[11] Social procurement guidelines were published in 2010 in order to provide support and advice to the 79 municipal governments in the state.

With respect to infrastructure spending, there are specific instances where local content requirements, local staff and employment provisions have successfully been used in tenders. However, local governments have struggled to ensure both that tangible social benefits are realized and value for money have been adhered to. Staff note that the concepts of “best value” and “social benefit” have been difficult to integrate and meaningfully implement, in part because they require a degree of organizational maturity that is not always found, particularly in rural areas. The importance of professional staff to this effort is demonstrated by the experience in the City of Greater Bendigo (“Bendigo”). In contrast to many rural and regional cities in Victoria where staff lack higher level procurement experience, management in Bendigo recruited highly skilled professionals to set up a Procurement and Tendering Centre of Excellence with the goal not only of administering tenders but to improve overall project management — a role that is unique in Australia. As demonstrated in the following case study, Bendigo’s approach to community benefits is integrated with its capital planning program as well as with its procurements.

Bendigo

Bendigo, a city of about 110,000 people, aspires to be the most livable city in Australia. For the last three years, it has incorporated community benefits in its tendering, by requiring bidders to address and demonstrate their commitment to local employment opportunities, social enterprise, and social inclusion. Similarly, bidders are asked to demonstrate local content for itself, its staff, subcontractors and suppliers.

Because social procurement (as they call it) is relatively new in Bendigo, the city has not been overly prescriptive in its tenders with respect to targets, but provides direction with respect to the specific areas in which it seeks outcomes (for example, employment of indigenous people) and invites bidders to come forward with plans. The City is working to raise awareness and ensure the marketplace is ready and able to meet municipal goals. Social provisions are weighted at 10% of the bid, which makes them meaningful in the procurement process.

Bendigo has had limited but growing success with social procurement — it is still early days. But of perhaps more interest for the purposes of this study is how Bendigo incorporates certain social, economic and environmental factors into its capital planning process.

Bendigo’s Capital Works Evaluation Framework sets priorities within its capital program. The budget is split between two core components: renewal and non-renewal.^[12] Anything classed as non-renewal — new capital expenses, expansion and upgrade projects — requires a business case. When evaluating these projects against each other, Bendigo uses a “single bucket” methodology that does not

separate projects by asset type. Rather, it evaluates them on the basis of three criteria: governance (40%), financial (40%) and deliverability (20%).^[13]

The financial evaluation is comprised of a cost-benefit analysis with several components. Criteria, set out in the framework, are scored based on the importance or benefit of the project to the community. This is factored against the cost and potential return on investment (ROI) of the project, leading to a score that favours projects with both high community benefits and lower net capital costs.^[14]

In the 2017/18 budget year, there are 8 community benefit criteria that must be addressed in the business case for every project.^[15] A committee drawn from across city departments meets to evaluate these factors as set out in the information and facts in the business case, scores each of them qualitatively and numerically (see Figure 14), and comes up with a total score which is then matched against the value of the project for an overall cost-benefit score.^[16] This embeds community benefits criteria into the capital planning framework across multiple sectors/business lines, including construction.

Guide	Score
High municipality wide or Regional benefit	9-10
High local area benefit	7-8
Moderate Municipality wide benefit	
Moderate local area benefit	5-6
Low municipality wide benefit	
Low local area benefit	3-4
Minimal/no benefit	0-2

Figure 14: Scoring guide for community benefits criteria - Bendigo’s Capital Works Evaluation Framework

This system is a good example of how community benefits can be considered at more than one point in the infrastructure planning process, and provides one approach that might usefully be applied in Ontario, as discussed in more detail later in this paper.

United States

In the United States, private CBAs arose in the late 1990s and have become increasingly common in major infrastructure and development projects. Agreements are driven primarily by coalitions of community groups, who mount sophisticated and well-researched campaigns. Currently, there are 17 CBAs in effect across the US, tied primarily to private developments.^[17]

In more recent years, American municipalities have begun to incorporate community benefits in two ways: through policies that require targeted recruitment and hiring (sometimes coupled with living wage requirements), as demonstrated in the Los Angeles case study below; or into specific infrastructure or development projects, as has been done with respect to major transit projects in Maryland and Atlanta, or with a major land redevelopment project in Milwaukee.

The most advanced use of community benefits in a policy context is in Los Angeles, which is not surprising given that this was also where private CBAs were first created and have flourished.

Los Angeles, CA

The City of L.A.'s approach to community benefits began with its first living wage ordinance, passed in late 1998, and it continues to use policies and project labour agreements (PLAs) rather than procurement as its primary means of creating economic opportunities targeted at historically disadvantaged groups.

In 2012, the City worked with the trades council, contractors and Department of Public Works to shape a master PLA for infrastructure projects over a certain threshold in Los Angeles.^[18] This included targeted hiring requirements (generally 30 per cent local, 10 per cent disadvantaged) and a focus on the recruitment, training and sustainability of apprentices.

The City implements community benefits through a complex network of ordinances — including the PLA, living or prevailing wages, permitting, and diversity requirements for contracting of minority/women-owned businesses, among others — which all come into play in different ways and which apply to all California-based companies undertaking infrastructure and public works contracts for the city. The city will also play a role in discussions where needed between community and developers when private CBAs are being negotiated.

Enforcement is a key piece of the picture. Within the city, the Department of Contract Administration oversees, tracks and enforces requirements for minimum, prevailing and living wages. It also reviews monthly payroll reports and imposes financial penalties for noncompliance. Performance is posted on the city's website (see Fig. 15).^[19] Contractor performance is also tracked to prequalify vendors for future contracts, or to remove them from the pool of qualified bidders, if appropriate, through a Contractor Performance Evaluation (CPE)

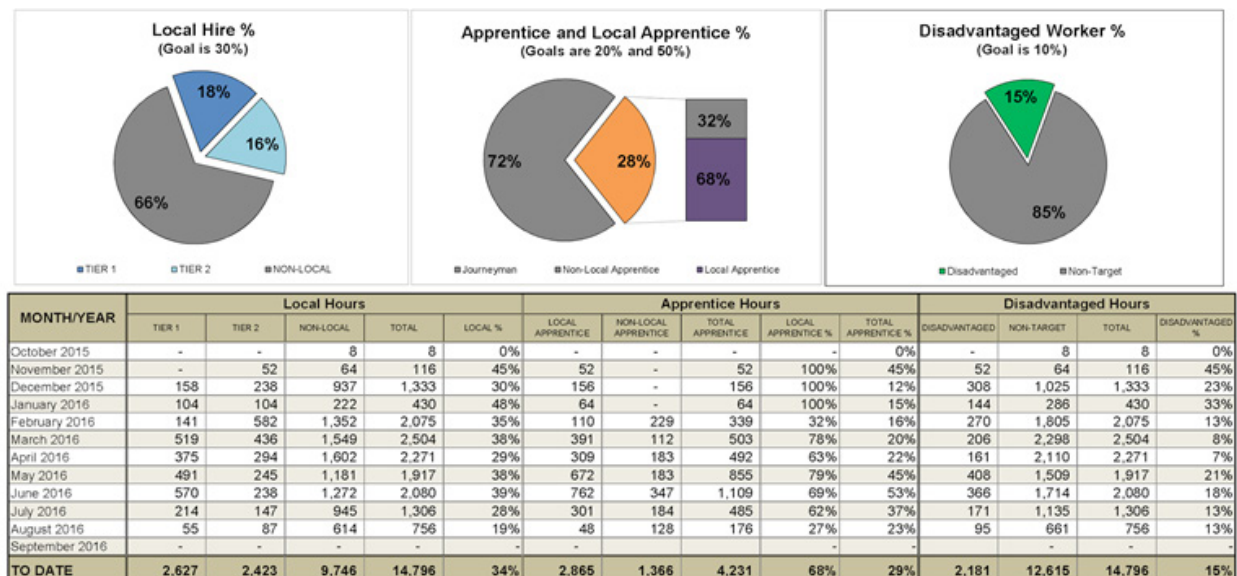


Figure 15: Example of LA compliance tracking on a public works water treatment facility

Atlanta, GA

The Atlanta Beltline project is a \$2.8B, 25-year, 22-mile light rapid transit (LRT) line that loops around the city of Atlanta. In addition to the transit line, the project includes walking trails, streetscape and road improvements, green space, affordable housing, brownfield remediation and public art. The project is partly funded by tax increment financing, which supports both project costs and incentives for economic development and affordable housing.^[20]

In 2005, the city passed an ordinance creating a Beltline Redevelopment Area and Tax Allocation District.^[21] That ordinance stated that the redevelopment plan was intended to improve economic and social conditions in the area, and recognized the importance of community involvement in the process and equitable development. It specified that capital projects should include community benefit principles, including but limited to prevailing wages for workers; a 'first source' hiring system to target job opportunities for residents of impacted low income 'Beltline' neighborhoods; apprenticeship and pre-apprenticeship programs; and other benefits, to be developed with community input. It also required that a more complete list of principles and a community benefits policy be developed with community input and included within the agreements to be approved by City Council.^{[22] [23]}

The project had ambitious goals (see Figure 16, below). To date, the physical aspects of the project (trails, parks, public art) appear to be progressing well. A recent report noted that 560 units of affordable housing have been supported in area with a further 265 units expected to be under construction in 2017. Given however that 5600 units of affordable housing were planned, and that over 15,000 new units of market housing have been built, progress on that front seems slow. With respect to jobs, an estimated 7200 permanent jobs were created between 2006-2014, with an estimated 26,600 one-year construction jobs created since 2006. It is not clear however about whether a "first source" hiring system was set up, and whether the jobs have gone to targeted residents.



Figure 16: Excerpt from Atlanta Beltline Quarterly Report 2016: Project goals

Canada

In Canada, community benefits have attracted interest from a diverse range of players across the country. In addition to Ontario's IJPA, five provinces or territories (NS, QC, MB, BC, Yukon) have already or are in the midst of changing policies, practices and/or legislation to incorporate greater social and economic goals into their procurement practices.^[24] At the federal level, a private member's bill (Bill 227), An Act to amend the Department of Public Works and Government Services Act (community benefit), was introduced last year by the now-Minister of Immigration, Ahmed Hussen, and the attachment of community benefits provisions in infrastructure funding agreements is being considered by the Ministry of Infrastructure.

At the municipal level, Toronto and Vancouver have both looked at the possibility of incorporating community benefits into municipal procurement policy while Kitchener is integrating them in their asset management planning.

Following a variety of pilot projects to improve supplier diversity and workforce development opportunities, the City of Toronto has enacted a social procurement policy and associated program, described in more detail below.

In Kitchener, a model is being piloted to weigh social, environmental and community benefits in their core linear asset management planning and prioritization with the intent to scale across all assets, also as discussed below. In Vancouver, the city has overseen or participated in successful CBAs for the Vancouver Olympic Village and the downtown casino, but has not yet incorporated its own social procurement policy.

Toronto, ON

Toronto's Social Procurement Policy and program, enacted in spring 2016, "aims to drive inclusive economic growth by improving access to the City's supply chain for diverse suppliers and leveraging meaningful training and employment opportunities for people experiencing economic disadvantage, including those belonging to equity-seeking communities."^[25] It applies to goods, services and capital projects. The City is currently developing the internal infrastructure to implement the policy and program. Together, staff from the Social Policy, Finance and Administration branch are working with Purchasing and Procurement to craft detailed procurement guidelines. They have hired a new staffer in the procurement division, and are spending time educating both internal divisions at the city and outside stakeholders, ranging from diverse suppliers to vendors and procurers in the private sector. They are also working with a range of outside associations to certify diverse suppliers, which ensures that suppliers have some training and offers a measure of quality control.^[26]

Through a series of internal pilot projects leading up to the study, they determined that \$5M was an appropriate threshold for capital projects (below that, they feel projects are too small to warrant workforce provisions, though they can sometimes offer opportunities for supplier diversity). All departments will need

to provide procurement plans on a quarterly basis; these plans will be reviewed against key criteria to determine which projects should be subject to the policy. Then, the procurement division will handle the internal and external negotiations to determine the benefits and incorporate appropriate language in the tenders. Thought is being given as to how to streamline the process in order to ensure that these requirements do not slow down the pace of procurement.

City staff are currently wrestling with how best to monitor compliance and evaluate the impacts of these projects, bearing in mind that interested audiences will include members of Council, staff, vendors, and the community. They are interested not just in the immediate outcomes — jobs and economic development — but in moving from one-off projects to a consistent approach that changes business behaviour and the culture within city hall overall.

Kitchener, ON

Unlike the City of Toronto, the City of Kitchener is developing a matrix enabling consideration and scoring of community benefits among other themes, within a capital budget request in their asset management planning process. The matrix is a decision-making tool equipping Kitchener to formulate consistent, data-driven business cases for infrastructure investment shifting away from reliance on gut feel, opinion or political influence. The tool helps the City to address how the request for investment:

- meets legislative requirements,
- delivers a return and over what time period,
- has any risks or mitigates risks,
- is associated with strategic priorities,
- will be funded and any external funding sources,
- contributes to levels of service and the health of the asset,
- benefits the community, and
- delivers environmental sustainability.

Kitchener generated twelve categories of assets. It is initially piloting this approach with engineering assets e.g., roads and sewers, and over the next two to five years, will add the remaining assets e.g., parks and open spaces as well as non-assets (e.g., sports) into its new AMP matrix.

The City is re-thinking conventional asset management in a number of ways important for long-term, systematic planning, measurement and evaluation of community benefits, level of service and knowledge exchange:

- application of community benefits thinking beyond engineering assets and into operations,
- connecting new metrics and benchmarks for levels of service with investment

to enable demonstration and measurement of cause-effect relationships between asset and impacts,

- linking the development of their new AMP approach (with community benefits) to local and data innovation (also aligned with economic and innovation IJPA objectives),
- exploring the need for a corporate asset management policy that would guide the above.
- Given its jumpstart on community benefits in AMP and unlike the City of Toronto's entry using social procurement, the City of Kitchener shared additional insights on community benefits development:
- community benefits in AMP offers earlier systematic incorporation compared to social procurement which leaves it too late,
- using a scoring and weighting system in AMP triggers social procurement vs. normal procurement,
- provincial legislation would ensure consistency between upper and lower tier municipalities, reducing adoption/buy-in time and enable Council support,
- lower tier and smaller municipalities might benefit more if social procurement policy was initiated by upper tier/regional municipalities,
- municipal knowledge exchange on experiences and what's working could be supported by the province, and
- integrating community benefits into a Value for Money approach to make a different value proposition would require a level of municipal maturity and knowledge that would need additional support and expertise.

Appendix B Endnotes

1. The Public Services (Social Value) Act 2012, (U.K.) C. 3 was designed to promote wider social, economic and environmental benefits through procurement in the UK but has been deemed ineffective as it is largely aspirational (non-binding). Municipalities have therefore been the level at which community benefits have been used in England. In contrast, legislation like the Procurement Reform (Scotland) Act 2014, ASP 2014 ("PRA") in Scotland is mandatory and comes with detailed guidance.
2. PRA, *supra* at s. 25.
3. <http://www.buysocialni.org/>
4. <http://gov.wales/docs/prp/toolkit/june15walesprocurementpolicystatement2015v1.pdf> For more information about the UK approach, see Graser, D. "Community benefits in Practice and in Policy: Lessons from the U.S. and the U.K.," Atkinson Foundation, 2016.
5. Richard MacFarlane and Mark Cook, "Community Benefits in Public Procurement: A Report Demonstrating the Methodology for Including Targeted Recruitment

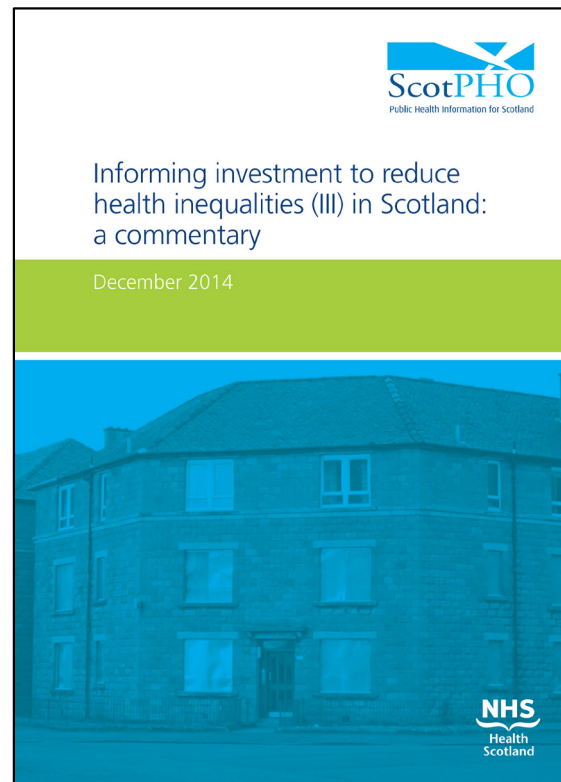
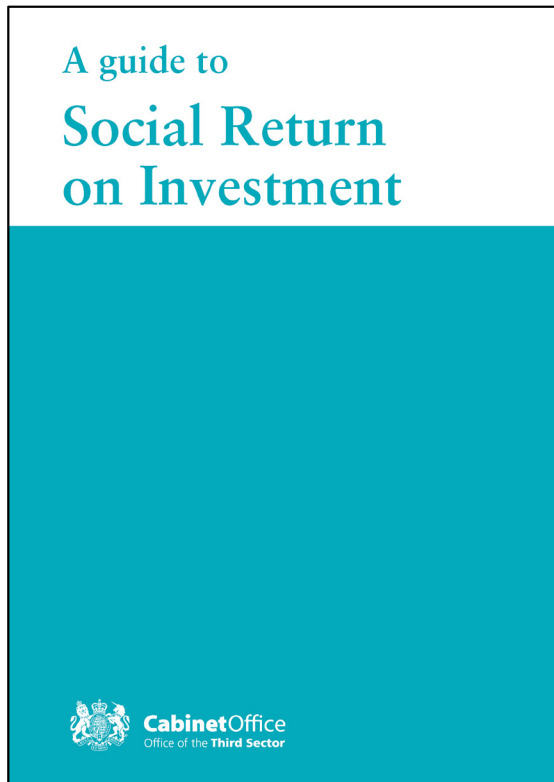
and Training Clauses in Public Sector Contracts” (Scottish Government: 2008) at 14.

6. Ibid. at 12. Each of the three cities had its own strategic objectives for participating. Dundee wanted to strengthen well-being through social care and construction contracts; Inverclyde was interested in achieving objectives respecting regeneration; and Falkirk wanted to “mainstream” community benefits by embedding them into policy. These cities ranged in population from about 90,000-140,000 people.
7. Information provided via email by Employment and Skills Support Officer at the City of Birmingham, 2016
8. Other requirements respecting integrity, safety, and carbon reduction are also included. Of interest, The City and its partners also provide several different kinds of support services to help contractors meet their objectives. For example, the Nottingham Jobs Hub offers a free and confidential recruitment service, with a dedicated account manager who will design a “bespoke” package of support. This includes advertising, access to financial support to reduce the risk of taking on new staff, pre-screening of candidates, interview and testing facilities, connections to training providers and connections to other key partners and services. The D2N2 Growth Hub provides a variety of business support services.
9. Section 106 Agreements are part of English planning law and are used to offset potential negative impacts of any development. Similarly to s. 37 of the Ontario Planning Act, s. 106 seeks contributions to offset such items as highways improvement, additional school places, open space provision, and social housing - but Nottingham also uses this avenue to seek contributions to prepare local people for predicted employment opportunities. Source: City of Nottingham staff (private email)
10. Australian Procurement and Construction Council, Australian and New Zealand Government Framework for Sustainable Procurement, 2007 at 13, online at http://www.apcc.gov.au/ALLAPCC/APCC%20PUB_ANZ%20Government%20Framework%20for%20Sustainable%20Procurement%20-%20Sept%202007.pdf (accessed February 21, 2017)
11. Victorian Local Government Act 1989, ss. 208 B,C, available online at [http://www.legislation.vic.gov.au/domino/Web_Notes/LDMS/LTObject_Store/ltobjst9.nsf/DDE300B846EED9C7CA257616000A3571/E51B9D84406034A7CA2580210002979E/\\$FILE/89-11aa143%20authorised.pdf](http://www.legislation.vic.gov.au/domino/Web_Notes/LDMS/LTObject_Store/ltobjst9.nsf/DDE300B846EED9C7CA257616000A3571/E51B9D84406034A7CA2580210002979E/$FILE/89-11aa143%20authorised.pdf) City councils are obligated to report on their progress, but according to state sources, the quality of reporting has been inconsistent.
12. The amount required for renewal is prioritised by asset condition, asset management plans and depreciation. It takes up the largest part of the budget and does not require a business case.
13. Governance deals with the degree to which projects must be taken in order to comply with legislation, council plans or resolutions, or where construction has already started. It also includes the risk of not undertaking the project. Deliverability deals with the quality of the project plan and costing.

14. City of Greater Bendigo, Capital Works Evaluation Framework, 2017/18 budget process at 6.
15. They are: community health and well-being; heritage; productivity (focussing on potential additional economic activity generated, not direct ROI); sustainability; social equity/inclusion/access; service demand; presentation and vibrancy (i.e. how it contributes to Bendigo's aspiration to be the most liveable regional city in Australia); and township support (i.e. contribution to the distribution of services across the municipality, including its suburbs)
16. The cost factor combines the net capital cost of the project, annual operation and maintenance costs and whether the income generated will return 100% of its capital and maintenance costs.
17. See Partnership for Working Families, available online at <http://www.forworkingfamilies.org/page/policy-tools-community-benefits-agreements-and-policies-effect>
18. Non-union contractors were also included: developers were allowed a certain number of core (non-union) workers, but if they needed more, every second worker had to come from a union hiring hall. Since prevailing wage laws were in place, all labourers were paid the same rate.
19. See http://bca.lacity.org/index.cfm?nxt=dpw&nxt_body=dpw.cfm
20. <http://communitybenefits.blogspot.ca/2008/05/atlanta-beltline-community-benefits.html>
21. A TAD is similar to what in Canada would be called Tax Increment Financing, or TIF
22. Ordinance 05-O-1733, s. 20
23. According to the project website: The Community Benefits Agreement (CBA) Guiding Principles are a broad set of rules developed to encourage, influence, and support the provision of community benefits. They were developed with input from the study group community and refined by a community-led working group, our TAD Advisory Committee, and a developer focus group. The CBA ensures that development on the Atlanta BeltLine is equitable and benefits all members of the community, contributes to a stronger local economy, and promotes increased public participation in the planning process. <http://beltline.org/resources/community-benefits-agreement/>
24. Dragicevic, N. and Ditta, S. Community Benefits and Social Procurement Policies: A Jurisdictional Review (Mowat Centre, 2016); see also Yukon Government, Response to the Procurement Advisory Panel Recommendations
25. <http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-91818.pdf> at 1, accessed Feb. 24, 2017
26. Certifying associations include CAMSC (Canadian Aboriginal and Minority Supplier Council), WBE Canada (certified Women Business Enterprises) and the Lesbian and Gay Chamber of Commerce.

Appendix C - Sampling of social value documents from England and Scotland

Scotland



England

Guidance

Social Value Act: information and resources

Updated 3 May 2016

Contents

1. Introduction
2. Guidance
3. Programme of Work
4. Further support
5. Case studies



Local action on health inequalities

Using the Social Value Act to reduce health inequalities in England through action on the social determinants of health

Practice resource: September 2015



Lizzie Trotter
Jim Vine
Matt Leach
Daniel Fujiwara



Commissioning for Social Value Social Value Strategy and Action Plan 2014

14 May 2014

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Understanding Inclusive Growth

How might we define, measure and monitor inclusive growth?

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Director, Inclusive Growth Commission
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Appendix D – Community to provincial level evaluations using a transit example

- 
- Community outcomes/impacts of transit project
 - The implementation of that transit project to reach community targets
 - If communities sufficiently and effectively informed the transit project
 - Whether the transit plan successfully delivered the anticipated community outcomes
 - Community-specific needs in response to a proposed transit project
 - The process and outcomes of requiring community benefits in procurement
 - If the costs-benefits, level of service, and modelling forecasted in the AMP process were consistent with the actual results
 - Whether any community benefits procurement and AMP processes and policies need to be improved for transit projects
 - Whether municipal, corporate, or strategic policy is effective at directing consideration and integration of community benefits into and across municipal units and decisions
 - The extent to which the provincial-municipal infrastructure program (and any linked funding programs) are resulting in the expected outcomes for all municipalities, what needs modification, overhaul, or termination
 - Whether the current legislation is an effective means to direct municipal infrastructure planning and investment for the delivery of community benefits compared to other means

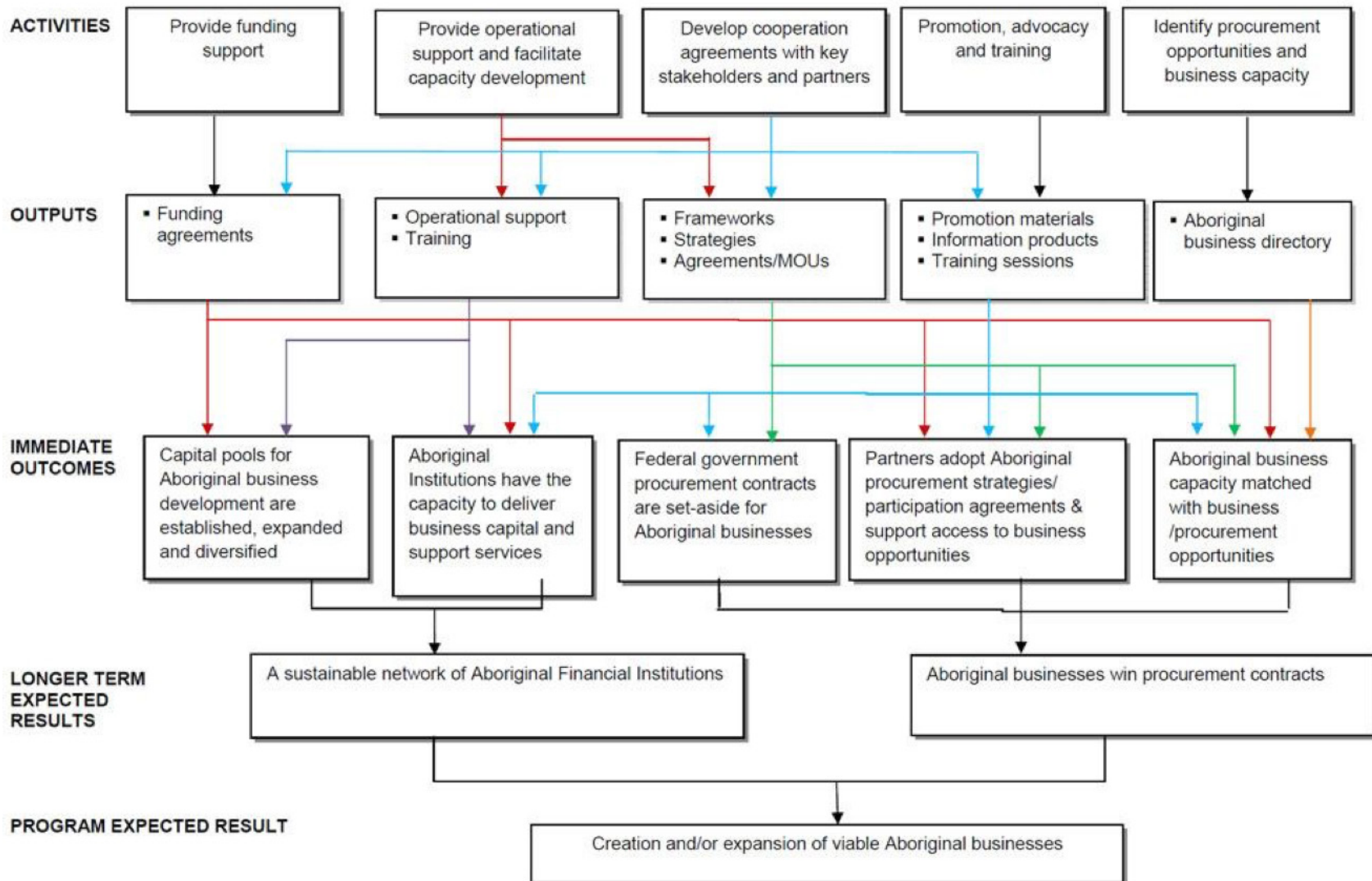
Appendix E – Two relevant logic models

Aboriginal and Northern Affairs Canada, in their Evaluation of the Procurement Strategy for Aboriginal Businesses (2014) illuminate how community benefits could be framed.

Aboriginal participation in the economy Logic model

Strategic Priority	Increased participation of Aboriginal people and Northerners in the economy	
Components	Procurement/ Set-asides	Capacity Building
Activities	Help Aboriginal firms do more contracting with all Government of Canada departments and agencies	enhance the skills and know-ledge of all participants
Outputs	# of contracts and subcontracts awarded to Aboriginal business	# of training opportunities for Aboriginal business owners and staff
	Increase in the value of contracts	# of Aboriginal firms who are Pre-qualified on the Strategis Website
Immediate Outcomes	Increase in contracting opportunities for Aboriginal business	Aboriginal business expands due to ability to compete for federal contracts
Intermediate Outcomes	Growth in Aboriginal business as a result of contracting with the federal government	Aboriginal business expands its government market base to include incidental contracts
Long Term Outcome	Improved socio-economic conditions in Aboriginal communities	

Aboriginal Entrepreneurship Logic Model



Endnotes

1. S.O. 2015, c. 15
2. Ontario Ministry of Finance. (2015). Jobs for Today and Tomorrow. Retrieved from the Ontario Ministry of Finance website: <http://www.fin.gov.on.ca/en/budget/ontariobudgets/2016/bk2.html>
3. Government of Canada. (2016) Fall Economic Statement 2016. Retrieved from the Government of Canada website: <http://www.budget.gc.ca/fes-eea/2016/docs/statement-enonce/chap02-en.html>
4. The Public Services (Social Value) Act 2012, (U.K.) C. 3 was designed to promote wider social, economic, and environmental benefits through procurement in the UK but has been deemed ineffective as it is largely aspirational (non-binding). Municipalities have therefore been the level at which community benefits have been used in England. In contrast, legislation like the Procurement Reform (Scotland) Act 2014, ASP 2014 ("PRA") in Scotland is mandatory and comes with detailed guidance.
5. PRA, s. 9.
6. In the PRA, "Community benefits" is defined in s. 24 as a contractual requirement relating to training and recruitment, the availability of sub-contracting opportunities, or other measures intended to improve the economic, social or environmental wellbeing of the authority's area in a way additional to the main purpose of the contract.
7. PRA, s. 18.
8. Government of Wales. (2015). Wales Procurement Policy Statement. Retrieved from the Government of Wales website: <http://gov.wales/docs/prp/toolkit/june15walesprocurementpolicystatement2015v1.pdf>

For more information about the UK approach, see Graser, D. (2016). Community benefits in Practice and in Policy: Lessons from the U.S. and the U.K. Retrieved from the Atkinson Foundation website: http://atkinsonfoundation.ca/wp-content/uploads/2016/09/atkinson_cbreport_fa.pdf
9. A Tax Allocation District is similar to what in Canada would be called Tax Increment Financing.
10. City Council of Atlanta Georgia. (2005). Ordinance 05-O-1733. Retrieved from the City Council of Atlanta website: <http://beltlineorg.wpengine.netdna-cdn.com/wp-content/uploads/2012/03/City-Council-Adopted-Ordinance-11-7-05.pdf>
11. Town and Country Planning Act, 1990, (U.K.) c.8. Retrieved from the Government of the UK website: <http://www.legislation.gov.uk/ukpga/1990/8/contents>
12. Planning Advisory Service. (1990). Community Infrastructure Levy. Retrieved from the Planning Advisory Service website: http://www.pas.gov.uk/3-community-infrastructure-levy-cil/-/journal_content/56/332612/4090701/ARTICLE
13. The amount required for renewal prioritized by asset condition, asset management plans and depreciation. It takes up the largest part of the budget and does not require a business case.

14. Governance deals with the degree to which projects must be taken in order to comply with legislation, council plans or resolutions, or where construction has already started. It also includes the risk of not undertaking the project. Deliverability deals with the quality of the project plan and costing.
15. City of Greater Bendigo. (2016). Budget 2016/17. Retrieved from the City of Greater Bendigo website: <https://www.bendigo.vic.gov.au/About/Document-Library/budget-20162017>.
16. Sutherland, V., McTier, A., Glass, A. & McGregor, A. (2015) Analysis of the Impact and Value of Community Benefit Clauses in Procurement: Final Report. Training & Employment Research Unit, University of Glasgow.
17. Ibid. at iv. These recommendations have been adopted in the Scottish Futures Trust (2015) Community Benefits Toolkit for Construction. Edinburgh: Scottish Government.
18. Government of Scotland, Cabinet Office of the Third Sector. (2009). A guide to social return on investment. Retrieved from the Government of Scotland website: https://www.bond.org.uk/data/files/Cabinet_office_A_guide_to_Social_Return_on_Investment.pdf
19. The World Bank. (2016). Value for Money: Achieving VfM in Investment Projects Financed by the World Bank. Retrieved from the World Bank website: <http://pubdocs.worldbank.org/en/274711479159288956/Guidance-on-VfM-FINAL.pdf>
20. Many of these overlap with 8 core criteria identified in Graser, *supra* note 4.
21. For example, other strategies and legislation that could be relevant include the province's recent Five Year Social Enterprise Strategy, Greenbelt Act, and Environmental legislation such as the Oak Ridges Moraine Protection Act, Environmental Protection Act, Environmental Assessment Act, etc. Of note, this survey should not be taken as a legal opinion on the powers of the province or municipalities to adopt community benefits.
22. S.O. 2015, c. 3.
23. Ibid.
24. Municipalities are created by the Province of Ontario to be responsible and accountable governments with respect to matters within their jurisdiction and each municipality is given powers and duties under this Act and many other Acts for the purpose of providing good government with respect to those matters.
25. Municipal Act, 2001, S.O. 2001, c. 25.
26. Ibid.
27. The same holds for the City of Toronto Act, 2006, S.O. 2006, c. 11, *mutatis mutandis*
28. Planning Act, R.S.O. 1990, c. P.13. Retrieved from the Government of Ontario website: <https://www.ontario.ca/laws/statute/90p13>
29. Including amendments to the Official Plan, or making the provision of community benefits a condition precedent to the partial removal of holding provisions, for example. See Ben Hanff, "Bringing Community Benefits to Toronto Neighbourhoods" (unpublished) 2 May 2016.
30. City of Toronto. (2015). Toronto Official Plan. Retrieved from the City of Toronto website: <http://www1.toronto.ca/planning/chapters1-5.pdf>
31. Hanff, *supra* note 29 at 47-48.
32. Places to Grow Act. (2005 c.13). Retrieved from the Government of Ontario website: <https://www.ontario.ca/laws/statute/05p13>
33. Government of Ontario, Ministry of Municipal Affairs. (2016). Retrieved from Ministry of

- Municipal Affairs website: <http://bit.ly/2nbl3Ri>
34. Government of Ontario, Ministry of Municipal Affairs. (2016). Retrieved from Ministry of Municipal Affairs website: <http://bit.ly/2nrNMnj>
 35. S.O. 2005, c. 11.
 36. O. Reg. 191/11
 37. Ibid., s. 5
 38. AODA, s. 33(1)
 39. Ibid. s. 33(2)
 40. Government of Ontario. (2014). Realizing our Potential: Ontario's Poverty Reduction Strategy (2014-2019) Retrieved from the Government of Ontario website: <https://www.ontario.ca/page/realizing-our-potential-ontarios-poverty-reduction-strategy-2014-2019-all>
 41. Government of Canada. (2015). Updating Infrastructure in Canada: An Examination of Needs and Investments. Report of the Standing Committee on Transport, Infrastructure and Communities, June 2015. Retrieved from the Government of Canada website: http://publications.gc.ca/collections/collection_2015/parl/xl27-1/XC27-1-1-412-9-eng.pdf
 42. CICA refers to municipal infrastructure assets as tangible capital assets or TCA - non-financial assets having physical substance that:
 - are held for use in the production or supply of goods and services, for rental to others, for administrative purposes or for the development, construction, maintenance or repair of other tangible capital assets;
 - have useful economic lives extending beyond an accounting period;
 - are to be used on a continuing basis; and
 - are not for sale in the ordinary course of operations."
 - CICA. (2007). Public Sector Accounting Handbook.
 43. Prototype regulation content from the 2016 consultations on the proposed municipal asset management planning regulation under IJPA, 2016.
 44. Government of Ontario (2012) Building together – Guide for municipal asset management plans. Retrieved from the Government of Ontario website: <https://www.ontario.ca/page/building-together-guide-municipal-asset-management-plans>
 45. Canadian Infrastructure Report Card (2016). Informing the Future: The Canadian Infrastructure Report Card. Retrieved from: http://canadianinfrastructure.ca/downloads/Canadian_Infrastructure_Report_2016.pdf
 46. This is a high level generalization of a decision pathway and does not necessarily represent specific models provided in the 2012 Ontario Guide for Municipal Asset Management Plans.
 47. The same requirement is found in s. 212(1) of the City of Toronto Act, *supra* note 27.
 48. United Nations Development Programme. (2009). Handbook on planning, monitoring and evaluating for development results. Retrieved from the UNDP website: <http://web.undp.org/evaluation/evaluations/handbook/english/documents/pme-handbook.pdf>
 49. Trochim, W. (2006). "Introduction to Evaluation," Research Methods Knowledge Base. Retrieved from <http://www.socialresearchmethods.net/kb/intreval.php>.
 50. Rogers, P. (2014). Overview of impact evaluation. Retrieved from the UNICEF website:

https://www.unicef-irc.org/KM/IE/impact_1.php

51. Kahan, B. (2008). Excerpts from Review of Evaluation Frameworks. Retrieved from the Saskatchewan Ministry of Education website: <http://idmbestpractices.ca/pdf/evaluation-frameworks-review.pdf>.
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53. Global Affairs Canada. (2016). Results-based Management for International Assistance Programming: A How-to Guide. Retrieved from the Global Affairs Canada website: <http://www.international.gc.ca/development-developpement/assets/pdfs/partners-partenaires/bt-oe/rbm-gar-guide-e.pdf>
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