



# **PLANNING FOR EQUITY:**

Centring Equity, Diversity, and Inclusion  
in Canadian Municipal Planning Practice  
Lessons for North Park Neighbourhood  
Association in Victoria, BC

## **EXECUTIVE SUMMARIES**

Queen's University School of Urban and Regional Planning

# PLANNING FOR EQUITY:

**Part 1:** Centring Equity, Diversity,  
and Inclusion in Canadian Municipal  
Planning Practice

**Part 2:** Lessons for North Park  
Neighbourhood Association in Victoria, BC

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# Land Acknowledgement

This project course includes research on documents from across Canada with its principal investigators living from coast to coast. While the text celebrates the efforts of municipal government, the authors want to acknowledge that these systems have played a key role in the oppression of Indigenous people in Canada. It is critical to acknowledge the past and recognize the present before we look to the future.

## **St. John's, Newfoundland and Labrador**

Faith Ford acknowledges the area called St. John's as the ancestral homelands of the Beothuk, and the island of Ktaqmkuk (Newfoundland) as the unceded, traditional territory of the Beothuk and the Mi'kmaq peoples.

## **Victoria, British Columbia**

Claire Lee, Sarah Murray, Victoria Barr, and Allison Ashcroft acknowledge the area called Victoria, British Columbia as the unceded and traditional territory of the Lekwungen and WSÁNEĆ peoples.

## **Kingston, Ontario**

Patricia Collins and Ryan Klemencic recognize the area called Kingston, Ontario as the unceded traditional territory of the Anishinaabe and Haudenosaunee people.

## **Salvador, Brazil**

Alex Pysklywec acknowledges that Salvador, Bahia State, Brazil, is situated on the traditional territory of the Tupinambá people. Salvador was also the first centre of the Portuguese slave trade in Brazil which brought millions of enslaved peoples from Africa, many of whom still reside in the territory.

## **Surrey, British Columbia**

Luke Reynolds acknowledges they are living and working on the traditional and unceded land of the Kwantlen Nation.

## **Waterloo, Ontario**

Ellen McGowan is currently residing in Waterloo, Ontario, which is situated on the Haldimand Tract. This land was promised to the Haudenosaunee of the Six Nations of the Grand River, and is within the territory of the Neutral, Anishinaabe, and Haudenosaunee people.

## **Lunenburg, Nova Scotia**

Megan Meldrum acknowledges that they are living in Mi'kma'ki , the ancestral and unceded territory of the Mi'kmaq People

# Part 1 Executive Summary

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## Purpose of Report

This report describes the results of an environmental scan of 28 existing EDI plans and policy documents [1-28] from across Canada. This account is intended to build a body of evidence about different municipal approaches to EDI planning. Seven key findings and five recommendations are offered for planners and local governments working to integrate EDI principles into plans and policy documents.

## Research Methods

An environmental scan was conducted to identify and understand the nature of existing EDI planning efforts. Plans and policy documents were captured from the Canadian chapter of UNESCO's International Coalition of Inclusive and Sustainable Cities, called the Coalition of Inclusive Municipalities (CIM) [29, 30]. In addition to CIM membership, only documents published by a Canadian municipality, in French or English, on or after 2010 were analyzed.

Of the 28 documents analyzed, 10 are featured as a series of 'spotlights' throughout this report. These spotlights represent diverse communities. Ten semi-structured interviews provided a deeper understanding of the challenges and successes of developing and implementing EDI initiatives. The document analysis and interviews informed the results and recommendations of this report.

## Key Findings



### ***1. Equity, Diversity, and Inclusion were defined and conceptualized differently in each community.***

- Definitions and conceptualization of EDI were envisioned differently in each community.



### ***2. Diversity and Inclusion are more frequently used terms/concepts than Equity. More "difficult" subject matter, such as race and racism, were also less frequently discussed.***

- Words "diversity", "inclusion", and their respective cognates were more common than "equity" and equity-related words.



**3. The development of EDI work involves a variety of key stakeholders.**

- EDI plans and policies were most commonly developed by municipal staff in conjunction with members of the public, non-profit organizations, and EDI-related Advisory Committees.



**4. EDI work was most commonly directed towards groups experiencing marginalization.**

- EDI plans and policies were mainly directed towards “marginalized populations” but the meaning and use of this term differed across communities.



**5. EDI plans and policies were mostly actioned through services, programming, and interventions but attempts at systems change are less common.**

- Externally, EDI was actioned through services, programming, and interventions enacted through several municipal service areas.
- Internally, EDI was actioned through employment opportunities, human resource directives, training and education, and the establishment of EDI-related Advisory Committees.



**6. Most reviewed municipalities did not pledge resources in plans and policies.**

- Few municipalities pledged human and/or financial resources.



**7. Measurement and evaluation strategies are mostly absent or undeveloped. A lack of resources and expertise may hamper the ability to develop robust evaluation schemes.**

- Measuring and evaluating the effectiveness of plans and policies is a crucial component of EDI planning that appeared to be overlooked in documents.

## Recommendations

Results from the environmental scan revealed that there are a variety of ways municipalities defined, planned, and enacted EDI in their communities. While there is a significant amount of positive and productive work being undertaken to address issues related to EDI across the country, recommendations are formulated to guide municipalities in areas that may need additional support.

**Table 1.** Recommendations for Planners

<b>Recommendation</b>	<b>Possible Actions</b>
<p><b>Think Equity</b> Commit to equity and incorporate an equity-centred approach into policy and planning. This will entail progressive planning actions based on social justice goals to lessen inequities and shift power relations within municipal governance processes [31, 32]. Equity-centred planning is planning for systems change.</p>	<ol style="list-style-type: none"> <li>1. Develop Community Social Profiles.</li> <li>2. Conduct an equity mapping exercise to identify and spatially visualize disparities.</li> <li>3. Support employment and hiring standards that work to diversify workspaces.</li> </ol>
<p><b>Think Systemic</b> Identify where and how municipal organizations have created or contributed to inequities. Align EDI-related initiatives with other municipal plans and documents to create a holistic approach across an entire organization.</p>	<ol style="list-style-type: none"> <li>1. Seek out learning opportunities that shed light on histories of oppression and contemporary inequities.</li> </ol>
<p><b>Think Specificity</b> Develop an EDI plan in order to define a set of EDI-related priorities and challenge areas. Use community-based processes to define terms, but consider incorporating terms from outside organizations or theoreticians. Use community feedback to create plans and policies that address specific issues.</p>	<ol style="list-style-type: none"> <li>1. Create an EDI plan that clearly defines social justice terms.</li> <li>2. Determine opportunities for local partnerships and empowering community leaders.</li> </ol>
<p><b>Think Impact</b> Develop a measurement and evaluation strategy to assist with plan implementation and to ensure progress toward desired outcomes.</p>	<ol style="list-style-type: none"> <li>1. Ensure that the public knows why the initiative is needed, how it will be implemented, what the expected outcomes are, and who is responsible.</li> </ol>
<p><b>Think Long Term</b> Plan for change and consider how plan objectives will be achieved under different circumstances (e.g. staff turnover, changes in leadership, funding cuts).</p>	<ol style="list-style-type: none"> <li>1. Establish an EDI coordinator or central point of contact.</li> <li>2. Create a timeline for future monitoring, review, and revision.</li> </ol>

# Part 1 Executive Summary References

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# Part 2 Executive Summary

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## Purpose of Report

This report outlines best practice approaches for the design and implementation of two EDI-related tools: Community Benefits Agreements (CBAs) and Community Land Trusts (CLTs). Recommendations and enabling conditions are then presented to the North Park Neighbourhood Association (NPNA) on how to adopt these tools to preserve housing affordability and to ensure new development provides valuable benefits to the community.

## Methods

Qualitative research methods inform the recommendations for the NPNA on CBAs and CLTs, involving a review of academic and grey literature, case studies, key-informant interviews, and facilitated discussions. The literature and grey literature review helped identify case studies for further analysis and identify best practices. Three case studies were selected for CLTs, and five case studies were chosen for CBAs. The case studies were either precedent-setting examples or were selected based on their scale and potential replicability for North Park. Four interviews were conducted with key informants identified by their work on CLTs and CBAs to enrich findings. Facilitated discussions were held with our clients and other key informants, including professional planners, throughout the study to receive feedback on the team's preliminary recommendations.

## Research Findings

### Community Land Trusts

Community Land Trusts (CLTs) are a tool to address housing affordability for low and moderate-income households who face barriers to accessing market rentals and homeownership. They are community-based non-profit organizations that acquire and hold land, and sometimes buildings, with the primary goal of preserving affordability and facilitating land stewardship for community residents.

### Research Insights on CLTs

Insights from existing literature and case studies of Denman Island, Central Edmonton, and Vernon & District land trusts can help guide North Park in their pursuit of a CLT and recognize some red and green flags before beginning the CLT process.

**Table 1.** Green Flags and Red Flags identified for CLTs



### Green Flags

- Create Strong Partnerships Early
- Be Strategic When Selecting Partners
- Plan to Leverage Community Social Capital
- Clearly Define Affordability and Criteria for Target Populations



### Red Flags

- Beware of Communication Breakdowns
- Avoid Working in Isolation
- Ensure Diverse Board Membership
- Build Community with Residents
- Be Ready to Make Compromises in Partnerships
- Be Prepared for Approvals to Take Time

## Enabling Conditions for CLTs

The following recommendations are based upon information collected from literature, case studies, best practices, interviews with land trust representatives, and discussions with professional planners.

**Table 2.** Enabling Conditions Checklist for CLTs

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### **Partnerships and Capacity Building**

- Identify land trust leaders and leading organization (Immediate to short-term)
- Explore avenues of governance and form Board of Directors (Immediate to short-term)
- Explore and identify potential partnerships (Short to medium-term)
- Hire staff to help with daily operations (Medium to long-term)

### **Tools and Mechanisms**

- Create a clear mission statement and identify priorities (Immediate to short-term)
- Create an educational and collaborative public engagement strategy (Short to medium-term)
- Begin the planning process for the initial project (Medium to long-term)
- Explore opportunities to define and incorporate evaluation metrics (Medium to long-term)

### **Financing**

- Incorporate as a non-profit or become a registered charity (Short to medium-term)
  - Identify funding opportunities and land for the initial project (Short to medium-term)
  - Create a financial strategy to budget capital and operational costs (Short to medium-term)
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## **Community Benefits Agreements**

A relatively new practice in Canadian planning, CBAs are a legal agreement between a developer and a community, ensuring large-scale developments bring meaningful and relevant environmental, economic, or social benefits to a community [1-2]. CBAs include specific requirements for the developer, such as local job creation and hiring agreements, local procurement opportunities, improvement of public spaces and parks, creation of community and childcare centres, and other community amenities [1,3]. A CBA is most effective when developers require community support, particularly involving large or controversial developments [4].

## **CBA Research Insights**

This section highlights essential information and advice from interviews with city planners and the case studies of Regent Park, Parkdale, North Hollywood, Herongate, and ONE North End. This information can help North Park pursue a CBA and identify some green flags and red flags to be aware of before beginning the CBA process.

**Table 3.** Green Flags and Red Flags identified for CBAs



### **Green Flags**

- Strong Partnership Networks are Vital
- Coalition-Building is the First Step
- Centre Equity through a CBA Framework
- Public Education Creates Community Buy-In



### **Red Flags**

- Avoid Delays by Securing Municipal Support
- Beware of CBAs Leading to Gentrification and Displacement
- Lead the Process of Creating Social Enterprise Networks
- Amplify the Voices of Residents Experiencing Marginalization in CBA Development
- Hold Developers Accountable

## **Enabling Conditions for CBAs**

The following enabling conditions are based upon information collected from literature, case studies, best practices, municipal planners, and discussions with professional planners.

**Table 4.** Enabling Conditions Checklist for CBAs

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### **Partnerships and Capacity Building**

- Create an outreach platform to engage and educate the community (Immediate to short-term)
- Strengthen community networks and build capacity by partnering with third parties (Immediate to short-term)
- Form a coalition representative of the community (Short to medium-term)
- Identify existing resources, community needs, and priority areas (Short to medium-term)

### **Tools and Mechanisms**

- Create threshold criteria for developments requiring a CBA (Short to medium-term)
- Create a community benefits framework to guide development and identify goals (Medium to long-term)
- Establish monitoring and evaluation criteria to ensure compliance (Medium to long-term)

### **Financing**

- Secure funding through grants, fundraising, or financial support from third parties (Medium to long-term)
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# Part 1 Executive Summary References

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