PLANNING FOR EQUITY:

CENTRING EQUITY, DIVERSITY, AND INCLUSION IN CANADIAN MUNICIPAL PLANNING PRACTICE, LESSONS FOR NORTH PARK NEIGHBOURHOOD ASSOCIATION IN VICTORIA, BC

Queen's University School of Urban and Regional Planning

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

Prepared by:
Faith Ford, Ryan Klemencic, Claire Lee, Ellen McGowan, Megan Meldrum, Alex Pysklywec, and Luke Reynolds

Supervised by:
Dr. Patricia Collins, Queen's University

In Partnership with:
Victoria Barr, PhD, Principal of LevelUp Planning & Consulting
Allison Ashcroft, Managing Director of the Canadian Urban Sustainability Practitioners Network
Sarah Murray, Executive Director of North Park Neighbourhood Association

School of Urban and Regional Planning
SURP 823 Project Course
December 2020

THIS PAGE IS INTENTIONALLY LEFT BLANK

Foreword

The contents of this document do not necessarily represent views and policies of LevelUp Planning & Consulting, the Canadian Urban Sustainability Practitioners, or the North Park Neighbourhood Association or any other organization mentioned herein. The contents solely represent the advice and views of the authors as part of the 2020 SURP 823 Project Course.

Meet the Team

Master of Urban and Regional Planning Candidates (Expected April 2021)
Queen's University

Faith Ford
Memorial University of Newfoundland
Geography and English
BA

Ryan Klemencic
Queen's University
Political Studies
BAH

Claire Lee
University of Victoria
Geography
BA

Ellen McGowan
University of Waterloo
Planning
BES

Megan Meldrum
Queen's University
Global Development
BAH

Alex Pysklywec
University of British Columbia
Geography
MA

Luke Reynolds
Simon Fraser University
Resource and Environmental
Management
BE

Course Leaders

Victoria Barr, PhD
Principal, *LevelUp Planning & Consulting*

LevelUp Planning & Consulting is a multidisciplinary consulting collaboration focused on supporting organizations and communities to become stronger, healthier, and more equitable. LevelUp provides high-quality research and planning supports, including evidence reviews, policy analyses, community engagement strategies, and evaluation frameworks. Equity is fundamental to their work. LevelUp understands the importance of ensuring access and opportunities to healthy food, transportation, adequate housing, green space, economic opportunity, and input to local decision making for all residents. LevelUp works towards developing partnerships, tools, and strategies that support sustainable communities and optimum well-being for all.

Allison Ashcroft
Managing Director of the *Canadian Urban Sustainability Practitioners (CUSP)* Network

CUSP is a network of organizations across Canada that seeks to accelerate and disseminate effective urban sustainability outcomes at scale. When connected and aligned, the CUSP network and its partners can produce meaningful impact at the community scale, and can help shape the policy, programs, projects, and pursuits of senior government and others in a way that will be most effective when executed. CUSP connects individual, yet common goals. By cooperating on Canadian-specific issues, Canada's large and leading cities are able to leverage opportunity with partners, attract funding, and collectively inform the Federation of Canadian Municipalities' efforts to shape federal policy and programs and operationalize those efforts locally.

Sarah Murray
Executive Director of *North Park Neighbourhood Association (NPNA)*

NPNA is a non-profit society that aims to improve the quality of life, enhance community involvement and remove barriers for their residents, businesses, and service providers in the community of North Park. The NPNA is funded by the City of Victoria, the Red Cross Society, Victoria Foundation, and the Vancouver Island Health Authority. The NPNA monitors community problems and concerns; respects community objectives laid out in the North Park Neighbourhood Plan; facilitates the vetting and review of rezoning applications and other land-use proposals; participates in City initiatives such as the upcoming update of our Local Area Plan; and provides open monthly meetings at which any resident can voice views about community matters.

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.

Project Acknowledgements

The Project Team would like to thank the following individuals:

Dr. Patricia Collins, for assisting and supporting the Project Team throughout the development of this document.

The course leaders, Victoria Barr, Allison Ashcroft, and Sarah Murray, for enabling this opportunity to exist and for continually pursuing equity in the work that they do.

The interview participants, who spoke with us and provided valuable insights.

Dr. Terri-Lynn Brennan, for her generosity and guidance.

A sincere thank you.

Table of Contents

INTRODUCTION

Equity, diversity, and inclusion (EDI) are growing priorities within the Canadian planning profession. While some Canadian municipalities are actively incorporating these considerations into their plans, policies, and practices, it is unclear how approaches differ across jurisdictions and what other municipalities might learn from these approaches. The absence of this knowledge can create challenges for community organizers, planners, and other decision makers who strive to develop and implement EDI initiatives. This document encourages planners and local governments to commit to an equity-centred approach that amplifies the voices of groups experiencing marginalization. By focusing on different EDI-related approaches and tools, this document is intended as a resource for municipalities to advance and operationalize EDI objectives. The central theme of this document is the idea of equity. By centring equity and applying an equity lens, planners and local governments can promote just outcomes, improve quality of life, and serve the public interest.

Report Structure

This document contains two main deliverables. The first relates to how municipalities are developing and implementing EDI planning. The second shows how two EDI-related tools have the potential to bring about greater equity within communities.

Part 1: Planning for Equity: An Environmental Scan of Equity, Diversity, and Inclusion Planning in Canadian Municipalities

This section describes the results of an environmental scan of 28 existing EDI plans and policy documents from across Canada. This account is intended to build a body of evidence about different municipal approaches to EDI planning. Drawing from a document analysis and interviews, seven key findings and five recommendations are offered for planners and local governments working to integrate EDI principles into plans and policy documents.

Part 2: Planning for Equity: Community Land Trusts and Community Benefits Agreements as Tools for Equity, Diversity, and Inclusion in the North Park Neighbourhood

This section 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 on how to adopt these tools to preserve housing affordability and to ensure that new development provides tangible benefits to the community.

Note to the reader: This document can be read in full or as two stand-alone reports. Following Parts 1 and 2, the document concludes with a brief discussion and conceptual model of EDI Planning, bridging the two deliverables together.

PLANNING FOR EQUITY:

AN ENVIRONMENTAL SCAN OF EQUITY, DIVERSITY, AND INCLUSION AT THE MUNICIPAL LEVEL IN CANADA

Queen's University School of Urban and Regional Planning

Table of Contents

Executive Summary

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

Recommendation		Possible Actions
Think Equity	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.	1. Develop Community Social Profiles. 2. Conduct an equity mapping exercise to identify and spatially visualize disparities. 3. Support employment and hiring standards that work to diversify workspaces.
Think Systemic	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.	1. Seek out learning opportunities that shed light on histories of oppression and contemporary inequities.
Think Specificity	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.	1. Create an EDI plan that clearly defines social justice terms. 2. Determine opportunities for local partnerships and empowering community leaders.
Think Impact	Develop a measurement and evaluation strategy to assist with plan implementation and to ensure progress toward desired outcomes.	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.
Think Long Term	Plan for change and consider how plan objectives will be achieved under different circumstances (e.g. staff turnover, changes in leadership, funding cuts).	1. Establish an EDI coordinator or central point of contact. 2. Create a timeline for future monitoring, review, and revision.

1.0 Introduction and Background

1.0 Introduction

Central to the planning profession is the idea of working for the public interest to improve quality of life and the built environment [33]. Yet, as many planning practitioners and scholars have noted, the idea of public interest is somewhat of a moving target [34-36]. Whose public interests are, and are not, being served is often a matter of debate [34-36]. Over time, communities experiencing marginalization have fought hard to ensure that their voices are heard in planning decisions and discourse. In recent years, movements such as Idle No More and Black Lives Matter are evidence that these voices are growing louder and stronger, pointing to the continued need for deeper, more meaningful systemic change society-wide [37-40]. For planning, these demands are tied to whose voices are reflected in decisions related to the public interest, and which communities are served by planners and municipal authorities.

In an effort to confront some of the issues facing communities experiencing marginalization in Canada, (e.g., racism, discrimination, sexism, homophobia, and transphobia) municipalities have drafted plans and policy documents to guide municipal services and programming, while shaping community values and citizen lived experience. These efforts are described broadly in this report as equity, diversity, and inclusion (EDI) planning. Currently, there is no environmental scan of Canadian municipal EDI plans and policy documents. The absence of such an account creates additional work for community organizers, planners, and decision makers who strive for EDI policies and plans that are guided by evidence and current practice. Gaining an understanding of EDI planning in Canada will assist practitioners in working towards social change. This study identifies and analyzes different municipal approaches to EDI planning to better understand the strengths and limitations of some of the current efforts being undertaken in Canada. The findings of this analysis will support planners and local governments in EDI planning.

1.1 Objectives

The primary objective of this study is to conduct an environmental scan of EDI-related plans and policy documents in Canada to build a body of evidence and practice about different municipal approaches to EDI planning and policy making.

Guiding questions:
- What are the successes and challenges in current EDI planning practice?
- What might be missing or could be improved upon in current EDI planning practice?

The second objective of this research is to spotlight existing EDI initiatives from communities across Canada. This is meant to give voice to communities that have made progress in EDI planning and to inspire pathways of action in other communities across the country. These spotlights are showcased throughout the report and sign-posted with the word 'spotlight'.

Guiding questions:
- What is unique about existing EDI planning practices?
- What can practitioners learn from different municipal EDI planning practices?

2.0 Terminology

2.0 Terminology

While there are different definitions that are currently in use for the key terms listed below, it is important to share the definitions that are used in this report. These terms are not static; they can change and evolve over time. Some practitioners are shifting from the use of 'EDI' to terms such as equity, justice, and belonging [41]. Developing a common language around EDI objectives can help build a shared foundation of knowledge and understanding.

Diversity: Acknowledging, respecting, and appreciating what makes people different from one another – in terms of age, gender, sexual orientation, physical ability, education, race, religion, and other aspects of life [42].

Equity, Diversity and Inclusion (EDI) Planning: A collection of planning and policy practices that seek to address issues related diversity and/or inclusion, and a lesser extent, equity-related issues.

Equity: The ideal and goal of creating a just and fair society in which everyone can take part, prosper, and reach their full potential [43, 44]. Equity is not equality [45, 46]. It is about recognizing diversity and disadvantage and directing resources and services towards those who are experiencing systemic marginalization to ensure equal outcomes for all [47].

There are four types of **equity**:

1. "*Procedural equity – inclusive, accessible, and authentic engagement and representation in decision-making*.
2. Distributional equity – *fair distribution of benefits and burdens across all segments of a community, prioritizing those with highest need*.
3. Structural equity – *decisions are made with a recognition of the historical, cultural, and institutional dynamics and structures that have routinely advantaged privileged groups*.
4. Transgenerational equity – *decisions consider generational impacts and don't result in unfair burdens on future generations*" [48].

Equity-centred planning: Planning policy and action that directly confront structural inequities and power imbalances [31] by empowering individuals and groups who experience marginalization to improve their quality of life while also pushing for organizational/structural changes to prevent the systemic disadvantaging of peoples.

Equity Lens: A tool intended to transform and improve planning, decision-making, and resource allocation leading to more equitable policies, programs, or outcomes [43].

Applying an **equity lens** means continually asking:

- "Who will benefit from a policy, program, initiative or service?
- Who might be excluded from those benefits and why? Who might be harmed?
- How might some population groups be unfairly burdened today or in the future? How might existing privilege be further entrenched?
- Have important decisions been made with the direct input of those who will be most affected by that decision?
- From whose perspective are you evaluating the 'success' of your project or policy" [49]?

Inclusion: A sense of belonging. Inclusive environments and organizational cultures support people to feel respected and valued for who they are and what they bring, as individuals and as members of a group [42].

3.0 Contextualizing Equity, Diversity, and Inclusion in Planning

3.0 Contextualizing Equity, Diversity, and Inclusion in Planning

While discussions around EDI have gained prominence in recent years, practices that shape equity, diversity, and/or inclusion have always been a part of planning. Despite this, power relationships in planning remain contentious. This section considers how planning has emerged from colonial processes, the shift towards a more critical and inclusive approach to planning, the articulation for EDI planning, and the most recent calls for equity-centred planning.

3.1 Planning as a Tool of Power

As a Western-based practice, planning is rooted in colonial actions and processes of land management in the so-called "new world" [50]. Many of the attempts to regulate European cities were first experimented with in the colonies. In this context, colonialism presented an opportunity to test and refine planning concepts and ideas, such as new street layouts or different configurations of land uses [50]. When the Europeans settled what is now known as North America, they began to systematically impose European territorial management practices upon lands inhabited by Indigenous peoples [51]. Planning practices helped to "implement policies designed to disconnect Indigenous Peoples from their land and foster destructive assimilation" [52, p.6]. Colonial planning practices are still present today and represent the dominant model for contemporary planning practice and development. Planners have largely failed to acknowledge this reality and to shape planning processes in a fashion that facilitates the inclusion and empowerment of Indigenous peoples that is respectful of contemporary Indigenous governance practices [50, 40].

Planning has an equally long history of disregard for how racism and white supremacy have structured the form of settlements and created inequities [53-55]. Land use planning, for example, has historically served to segregate and suppress communities of colour [54]. Tools like exclusionary zoning, redlining, and restrictive deeds have shaped metropolitan patterns by promoting racially and economically divided neighbourhoods [56, 57]. These spatial practices of segregation were further entrenched by processes of urban renewal, public housing development, highway construction, and other infrastructure decisions [58]. While less overt, racial inequity persists in contemporary planning practice. Some argue that planning is dominated by systemic whiteness that keeps racialized people and practitioners on the margins [52, 53]. Others suggest that the role of whiteness, in particular white affluence, is not well understood by white planners, thereby hampering their ability to assess the potential negative impacts of planning interventions on people of colour [55].

3.2 The Emergence of Equity, Diversity, and Inclusion in Professional Planning

While concern for the wellbeing of groups experiencing marginalization has arguably always been a part of planning [59], scholars, practitioners, and community organizers have long since called for greater accountability within the profession regarding harmful exclusionary practices. In the mid-1990s, planning theorists began turning their attention to more inclusive planning practices [31, 60-62]. Scholars theorized that inclusive planning involved the fair representation of citizens and allowed people a meaningful opportunity to provide input into planning decisions [63]. It was also argued that inclusive planning entailed advocating for greater equity in public policies in the arenas of sustainable development, housing, transportation, economic development, and environmental justice [59, 63].

Despite these calls, inclusive planning practices have not necessarily led to greater equity, diversity, and/or inclusion. In part, the slow pace of change within the profession can be linked to a long-running debate between planners who view planning as a form of social activism and advocacy versus those who see the profession more as a technocratic exercise [59]. More recently, however, EDI has become a more central topic of concern for professional planning bodies. Several planning associations have made various direct or indirect calls for greater consideration and action towards equity, diversity, and/or inclusion. At the national level, the Canadian Institute of Planners (CIP) published its *Equity, Diversity & Inclusion Roadmap* which sets out a commitment to recognizing, addressing, and advocating for broader diversity at all levels of the profession [64]. This document encourages practitioners to confront systemic racism and discrimination in the practices, policies, and governance systems within which planners operate [64]. The Canadian Urban Institute published an *Open Letter to Urbanists*, written by Jay Pitter, which provides a toolkit of resources for responding to anti-Black racism in urbanist practices and conversations [65].

Some of the provincial planning associations in Canada have released guidance documents on topics related to EDI. In addition to the Ontario Professional Planners Institute (OPPI) Calls to Action to plan for age-friendly communities for *older adults* [66], and for *children and youth* [67], the organization also published the *Report of the Indigenous Planning Perspectives Task Force* [52]. This report invites planners to learn about, recognize, and honour Indigenous knowledge and to reflect on "co-construct[ing] a new, shared future based on responsibility, reciprocity, and respect" [52, p.22]. In 2020, the OPPI struck a new *task force* to, among other terms of reference, examine "the systemic barriers and unconscious biases that exist in the planning profession and in planning practices" [68, p.2].

Other provincial planning associations to officially speak on matters related to EDI include the Licensed Professional Planners Association of Nova Scotia (LPPANS) and the New Brunswick Association of Planners (NBAP). In an anti-racism *statement*, the LPPANS

pledged that its members will "use [their] influence and resources to commit to fostering individual and institutional change" [69]. The NBAP committed to *four actions* that broadly advocate for social equity and changes to planner training and professional development [70].

A growing awareness and focus on EDI within the planning profession has also been demonstrated at the international level. The Commonwealth Association of Planners (CAP) established the Commonwealth Women in Planning Network. This group's *manifesto*, which was endorsed by the CIP and the Royal Town Planning Institute of the United Kingdom, called on professionals to "advance the role of women in the planning profession and highlight the impact of planning and design on women's safety, prosperity, and empowerment" [71, p.2]. The CAP is also currently developing a tool to examine the built environment through an intersectional, gender-based lens [71]. The American Planning Association (APA) developed numerous resources for advancing EDI within the planning profession. In 2018, the APA approved the *Diversity and Inclusion Strategy* which outlined an association-wide plan for promoting inclusive, just, and equitable communities [72]. In 2019, the APA ratified the *Equity in Planning Policy Guide* which offers specific, actionable equity-based policy guidance [73]. See Appendix A for a list of additional EDI planning tools and resources.

Despite the recent enthusiasm with which EDI efforts are being adopted within the planning profession, some scholars have critiqued these efforts as reinforcing the status quo (i.e., prioritizing dominant voices) while still neglecting to consider voices historically marginalized in planning processes [74-76]. For instance, community engagement processes have been critiqued as often being designed and structured to reflect and reproduce white advantage [55]. Furthermore, it has been noted that participants of public engagement events are more likely to be older, male, long-time residents, and homeowners [77]. As a result, scholars have begun calling for planning theorists and practitioners to think critically about current inclusive planning practices, [76, 78, 79] and to adopt an equity-centred approach based on social justice goals [31]. Such an approach requires a deeper engagement with equity and systems change, as opposed to most contemporary approaches to EDI planning that focus more on diversity and inclusion.

3.3 What does Equity in Planning Mean?

Whether acknowledged or not, issues of access and equity are at the heart of planning. Professions related to the management of environments and territory, like planning, are involved in the redistribution of public resources and facilities for the public good [80, 81]. Equity in planning ensures access to sufficient resources—and the planning processes related to those resources—for those who experience systemic discrimination and exclusion [34, 82]. An equity-centred approach employs progressive planning actions and policies to address the conditions that perpetuate systemic inequities [31, 32].

Fundamentally, an equity-centred approach in planning seeks two primary outcomes: 1) to empower individuals and groups who experience marginalization to improve their quality of life; and 2) to push for organizational change within municipalities and structural changes in society at large to prevent the systemic disadvantaging and exclusion of peoples. Thus, equity-centred planning promotes systems change by confronting structural inequities and power imbalances through policies, practices, and relationship-building to transform dominant social norms [31, 83].

For equity to be centred, an intersectional approach to planning must be applied. That is, recognizing that the different issues EDI planning aims to address (e.g., racism, social exclusion, inequity) do not exist separately or in isolation from each other. These different issues are connected and require a holistic and comprehensive approach to be addressed (Figure 1). Planners and local governments can breakdown 'siloed' approaches to addressing EDI by working collaboratively with affected communities and across multiple sectors to create equity-centred plans, policies, and practices.
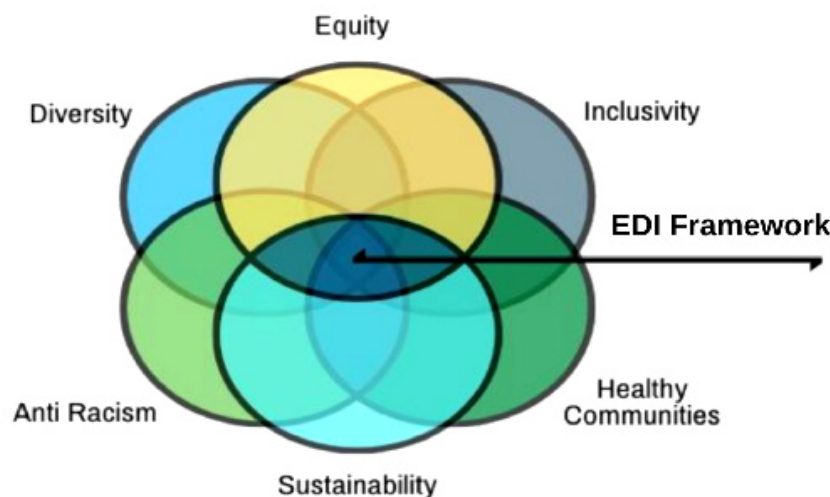

Figure 1. The intersectional relationships of EDI planning [84].

4.0 Environmental Scan Methods

4.0 Environmental Scan Methods

An environmental scan was conducted to identify and understand the nature of existing EDI practices across Canada. Environmental scanning is a technique that emerged from the field of organizational learning that allows researchers, planners, and other practitioners to gain an understanding of current practices and trends in the field in order to create effective plans, policies, and/or interventions [85, 86]. In recent years, environmental scanning has become a widely used tool in public health and planning [85].

Currently, there is no set standard regarding how to conduct a systematic environmental scan [85, 86]. Drawing on existing approaches [85, 86], this environmental scan consisted of two primary avenues of qualitative investigation: 1) a review of grey literature; and 2) interviews with practitioners.

4.1 Environmental Scan Search Strategy

An initial Google search was devised using keywords brainstormed between all members of the research team. The objective of this search was to help scope the extent of the environmental scan. The initial search strategy is noted in Appendix B. The search yielded several strong municipal policies and plans and captured the website for the Canadian chapter of *UNESCO's International Coalition of Inclusive and Sustainable Cities*, called the *Coalition of Inclusive Municipalities* (CIM) [29, 30]. The CIM supports local governments in improving their policies against racism, discrimination, exclusion, and intolerance. A quick cross-reference revealed that the strongest examples from the initial search came from CIM member municipalities. Thus, a principal inclusion criterion for the environmental scan was membership in CIM. The inclusion criteria allowed the team to concentrate their data collection efforts on municipalities actively participating in EDI practices.

Table 2: Inclusion criteria for environmental scan

Criteria	Description
Location	Canada
Affiliation	Be a member of the Coalition of Inclusive Municipalities
Context	Municipal initiatives, including both high-level documentation or departmental level
Publication type	Plans/policies published/endorsed by a municipality, including those published in conjunction with an NGO or consultant
Publication date	2010 to 2020
Language	English or French

4.1.1 Exclusion Criteria

Several exclusion criteria were also outlined. First, in an effort to find innovative EDI work that is being carried out by cities on their own accord, plans or policies that resulted from a provincial mandate were not included. Given the existing body of literature, legislation, and reviews of best practice, plans and policies pertaining to universal design were excluded. Finally, given that the social systems and structures that have led to the need for EDI are primarily a result of historical and contemporary colonial processes, the scan focused on the work of municipal settler governments, and thus excluded documents produced by First Nations governments.

4.1.2 Grey Literature Data Extraction and Analysis

CIM members' websites were searched using a selection of keywords developed for the initial search. Search terms included "equity", "diversity", "inclusion", "youth", "older adult", "discrimination" and/or "race". When multiple plans or policies emerged from a single municipal website, as was the case for Vancouver, Toronto, Montreal, and Edmonton, team members selected one document to be included through a group discussion. Once a final set of documents was assembled, a data extraction table was created. This table included information such as municipality name, document type (e.g., official plan, action plan, departmental policy), document name, publication date, and a general description of the document.

Following a descriptive analysis of the documents, the team conducted latent content analysis (i.e., coding of information that is not subject to interpretation by the reader) [87]. To assist with latent content analysis, a series of questions were devised to "ask" of the plans and policies. The questions were loosely based on a tool developed by the Alberta Urban Municipalities Association (AUMA), called the *Measuring Inclusion Tool*, which measures and guides communities on topics relating to inclusiveness and diversity [88]. Example questions include: "Were financial resources pledges in the plan/policy?"; "Were there definitions for "equity", "diversity" and/or "inclusion in the plan/policy"?", and "Was broad consultation with a diverse range of residents reported in the plan/policy?" See Appendix C for the full list of questions.

Following the latent content analysis, a strategic manifest content analysis of a word cloud (i.e., coding of content that can be interpreted by the reader) was conducted to understand how equity, diversity, and inclusion were defined and conceptualized in the captured documents. Definitions, mission statements, value statements, and goals were extracted and inputted into a word cloud generator (wordcloud.com). The word cloud was reviewed to identify the common words in the extracted information. These words were then cross-referenced in-situ with the captured documents to understand how they were used.

The final stage of the analysis was identifying themes and trends in the data. This was done by grouping the questions devised for the latent analysis into three themes (a fourth

theme was added to include the data collected regarding the defining and conceptualization of EDI). The themes were verified in a meeting with the project clients and slightly modified to provide more information on the EDI plan/policy creation process.

4.1.3 Interviews

Prior to starting the interview stage of data collection, team members were asked to select plans and policies that they believed were exceptional or unique (e.g., had unique public engagement processes, monitoring frameworks, or internal policy approaches). A final list of exemplar municipal plans and policies were selected based on group discussion and consensus, with consideration for geographic diversity. Further, information about each of the selected communities is showcased throughout this report in the featured 'spotlights'. People who were closely associated with or responsible for the plans/policies were contacted for an interview. Research ethics approval was obtained and participants provided informed consent prior to the interviews. Interviewees were provided with an official Letter of Information about the project (see Appendix D). The primary goal of the interviews was to gain an understanding of the challenges and successes associated with developing and implementing EDI initiatives at the municipal level.

All interviews were semi-structured and conducted over the phone or using an online meeting platform, such as Zoom or MS Teams. With the exception of one interview conducted in French, all interviews were recorded and transcribed using the online transcription software, Descript. Interview transcriptions and notes were then analysed through the lens of the themes determined in the content analysis stage. Representative quotes were selected to be used in the text.

1. Vancouver
2. Williams Lake
3. St. Albert
4. Strathcona County
5. Prince Albert
6. Peel
7. Markham
8. Montreal
9. Moncton
10. Halifax

Figure 2: Map of Canada showing the locations of interviewees

5.0 Environmental Scan Results and Analysis

5.0 Environmental Scan Results and Analysis

The Coalition of Inclusive Municipalities has 82 members in ten provinces and one territory [30]. Relevant plans and policies were identified in 28 Coalition member municipalities. Alberta had the most member municipalities with included documents, with a total of nine, which could be explained by a possible wide-spread use of AUMA's "Measuring Inclusion" tool. No plans or policies that met the inclusion criteria were identified in Manitoba, Newfoundland and Labrador, Yukon, Northwest Territories, or Nunavut (see Table 3). Table 4 lists all the municipalities included in the review, a summary of their general characteristics, and some extracted data. All reviewed documents are described in greater depth in Appendix E. A conceptual model of the EDI planning process based on the observations made in this report can be found in Appendix F.

Table 3. Total number of Coalitions of Inclusive Municipalities (CIM) members and number of members w/ included plan/policy, by province

Province	CIM Members	Members w/ documents
Alberta	18	9
British Columbia	7	2
Manitoba	1	0
New Brunswick	3	1
Newfoundland & Labrador	1	0
Nova Scotia	5	2
Ontario	22	6
Prince Edward Island	1	1
Quebec	20	7
Saskatchewan	3	1
Yukon Territory	1	0

From these 28 municipalities, the following documents were examined: 21 municipal-level strategic plans or action plans, three municipal-level policy documents, two department-level strategic plans, one official community plan, one municipal tool kit, and one community charter. All of the reviewed documents were guidance documents, meaning they had no legal mechanism for enforcement.

When selecting community spotlights, communities of different sizes from a variety of regions across Canada were included. The community profiles of the interview participants reflect this diversity. As Table 5 shows, interviewees came from several different lead departments. Some participants were responsible for developing and implementing the EDI documents that were reviewed, while others were responsible for overseeing implementation.

Table 4: Summary of extracted information [a]

Municipality (plan linked)	Prov [b]	Population (2016) [c]	Doc. Type	Lead Department/Actor	Year	Document Directive	Intended Document Demographic	Finances Pledged	Designated staff	EDI-related committee	Vision for inclusion	Equity Definition/Conceptualization	Diversity Definition/Conceptualization	Inclusion Definition/Conceptualization	EDI Goals	Evaluation Plan	HR Policies	EDI Training	Indigenous values	Broad consultation	Engage w/ groups experiencing marginalization	Community org. participation	Mixed consultation	Emergency Services Training
Brooks	AB	14,451	MAP	Human Resources	2016	General inclusion	Public, newcomers		✓	✓	✓		✓	✓	✓						✓	✓	✓		
Brossard	QC	85,721	MAP	Dept of Leisure, Culture, and Community Life	2017	Older adult inclusion	Families and Older Adults		✓	✓			✓	✓	✓						✓	✓			
Calgary	AB	1,239,220	MAP	Community and Protective Services	2019	Gender equity	City staff, service-users		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓			✓		✓	
Cochrane	AB	25,853	Policy	Community Services	2016	General inclusion	General public	✓	✓	✓	✓	✓	✓	✓	✓	✓					✓	✓			
County of Kings	NS	60,379	MAP	Municipal Administration	2012	Anti-Racism	General public		✓	✓	✓		✓	✓	✓	✓	✓	✓			✓			✓	✓
Edmonton	AB	932,546	MAP	Employee Services	2019	EDI in workplace	Staff, General Public		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓						✓	✓
Grande Prairie	AB	63,166	MAP	Community Social Development	2018	Guiding investment	Staff, General Public	✓	✓	✓	✓	✓		✓	✓	✓			✓						
Halifax	NS	403,131	MAP	Office of Diversity and Inclusion	2017	Inclusion framework	Staff, General Public		✓	✓		✓	✓	✓	✓	✓	✓	✓	✓						
La Tuque	QC	11,001	MAP	Leisure and Culture	2014	Older adult inclusion	Families and Older Adults		✓					✓											
Lethbridge	AB	92,729	MAP	Community Social Development	2019	General inclusion	General public	✓	✓		✓			✓	✓						✓	✓	✓	✓	✓
Longueuil	QC	239,700	MAP	Office of Culture and Leisure	2015	Anti-Racism	General public		✓	✓		✓	✓	✓	✓	✓	✓						✓		✓
Markham	ON	328,966	MAP	Cultural Celebration and Diversity	2010	Diversity and inclusion	General public		✓	✓		✓	✓	✓	✓	✓	✓				✓	✓	✓	✓	
Moncton	NB	71,889	MAP	Parks, Leisure, Culture, and Heritage	2016	Poverty alleviation	Staff, General Public	✓				✓	✓	✓	✓	✓	✓				✓	✓	✓	✓	
Montreal	QC	1,704,694	DAP	Office of Social Development and Diversity	2018	Newcomer inclusion	Newcomers	✓	✓	✓	✓			✓	✓	✓	✓	✓					✓		✓
Oshawa	ON	159,458	MAP	Diversity & Inclusion Office	2017	Diversity and inclusion	staff, General public		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓				✓	
Ottawa	ON	934,243	Tool	Non-profit Organization	2015	Equity Toolkit	Municipal staff		✓	✓		✓	✓	✓	✓										
Peel	ON	1,428,302	Charter	Non-profit Organization	2013	Community charter	Community organizations		✓		✓	✓	✓	✓	✓					✓	✓	✓	✓	✓	✓
Prince Albert	SK	35,926	MAP	Parks, Recreation and Culture	2016	General inclusion	General public	✓	✓	✓	✓		✓	✓	✓	✓			✓		✓	✓	✓	✓	✓
Sherbrooke	QC	161,323	MAP	Sports, Culture, and Community Life Department	2018	Newcomer inclusion	Newcomers		✓	✓			✓	✓	✓	✓		✓					✓	✓	
St. Albert	AB	65,589	MAP	Community Services	2013	Social wellbeing	General public	✓	✓	✓	✓		✓	✓	✓						✓	✓	✓	✓	
Stratford	PE	9,706	MAP	Uknown	2018	General inclusion	General public		✓	✓		✓	✓	✓					✓		✓	✓	✓		
Strathcona County	AB	98,044	MAP	Family and Community Services	2017	Systems approach	Service providers		✓	✓		✓	✓						✓	✓	✓	✓			
Toronto	ON	2,731,571	MAP	Youth Services	2014	Youth strategy	Service providers			✓	✓			✓	✓		✓	✓		✓	✓	✓	✓	✓	✓
Vancouver	BC	631,486	DAP	Parks and Recreation	2018	Equity and public space	Municipal staff		✓	✓	✓		✓					✓			✓	✓	✓		
Varennes	QC	21,257	Policy	Recreation and Community Services	2015	Older adult inclusion	Families and Older Adults	✓	✓	✓				✓	✓	✓									
Williams Lake	BC	10,753	OCP	Planning and Development	2011	Indigenous perspectives	Staff, General Public						✓								✓	✓	✓	✓	
Windsor	ON	217,188	MAP	Diversity and Inclusion Initiative	2017	General inclusion	Staff, General Public		✓	✓	✓		✓	✓				✓	✓	✓					
Wood Buffalo	AB	71,589	MAP	Community Services and Social Supports	2017	General inclusion	Service providers, public	✓	✓	✓	✓		✓	✓	✓	✓		✓		✓		✓		✓	✓

[a] **Provincial Abbreviations:** AB, Alberta; BC, British Columbia; NB, New Brunswick; NS, Nova Scotia; ON, Ontario; QC, Quebec; SK, Saskatchewan; **Other Abbreviations:** DAP, Department-level Strategic or Action Plan; Doc., Document; MAP, Municipal-level Strategic or Action Plan; Prov., Province; w/, with; [b] Statistics Canada, 2019

Table 5. Interviewee municipality and EDI plan lead department/organization

Municipality	Lead Department or Organization
Grande Prairie, AB	Community Social Development
Prince Albert, AB	Parks, Recreation, and Cultural
St. Albert, AB	Community and Social Development
Strathcona, AB	Family and Community Services
Vancouver, BC	Board of Parks and Recreation
Williams Lake, BC	Planning and Development
Moncton, NB	Parks, Leisure, Culture, and Heritage
County of Kings, NS	Administration
Markham, ON	Human Resources
Peel Region, ON	Non-profit Organization
Montreal, QC	Office of Social Development and Diversity

5.1 What was EDI? Definitions

Key Finding:

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

Regarding the definitions of equity, diversity, and inclusion, almost all of the documents defined one [12, 16, 18, 20, 26], two [1, 2, 8, 9, 11, 15, 17, 22-24, 28], or all three [3-6, 13, 14, 25, 27] of the terms. Document authors drew definitions from a wide range of resources, including academic sources [20, 23, 24, 26], non-profit organizations [1, 5, 9, 24, 26], community consultation [2, 8, 15, 17], and provincial governments [9]. Several municipalities [3, 4, 6, 11-14, 18,22, 25, 27] defined equity, diversity, and/or inclusion but it was unclear how these definitions were generated. A few documents described what EDI might look like in their community but did not explicitly define the terms [7, 10, 16, 19, 21].

Like the definitions, the concepts of equity, diversity, and/or inclusion were envisioned differently in every community. To try to capture some of the dominant ideas found across all the documents, a word cloud was generated using text from vision statements, definitions, goals, and/or frameworks (Figure 2, see following page).

Generally speaking, EDI was conceptualized as collective and individual actions and experiences for both positive personal and community outcomes. The word most dominant in the cloud is "community", along with other community-related words, such as "people", "residents", "citizens", "communities", and "everyone". Examining these words in-situ revealed that most EDI conceptualizations invoked ideas of community as a space to belong and as a place that is strengthened by diversity. It was iterated across most

Figure 2. Word cloud of text extracted that described EDI conceptualization or definitions

documents that EDI was about including people, celebrating differences, and drawing strength from individual uniqueness [1-6, 8, 9, 14, 15, 17, 24, 25].

Further to this notion of individual(s), several EDI conceptualizations within the documents emphasized personal development [2, 4-6, 8, 11, 12, 17, 24, 25, 27, 28]. That is, enacting EDI lays the foundations for strong communities where people from all walks of life can develop personally and contribute to the community in different ways. An example comes from the City of Edmonton's [14, p.9] *Art of Inclusion* plan which stated:

> *Inclusion creates an environment in which we all feel like we belong and are valued for our unique perspectives and skills. Differences are considered opportunities for individual and organizational growth. Everyone has equal access to opportunities and resources and can contribute fully to our City's success.*

This statement demonstrates the idea that EDI strengthens people, places, and organizations. As with several other municipalities reviewed, Edmonton's document authors conceptualized EDI as collective and individual actions and experiences for positive outcomes for both the individual and the community.

Key Finding:

Diversity and Inclusion are more frequently used terms/concepts than Equity. Concepts such as race and racism were also less frequently discussed.

Another observation gleaned from the word cloud was that the words "diversity", "inclusion", and their respective cognates are more common than "equity" and equity-related words. Diversity and inclusion were heavily used concepts, appearing in 19 [1, 3-6, 8-11, 13-15, 17, 22-25, 27, 28] and 25 documents [1-17, 19, 22, 22-28], respectively. In contrast, the concept of "equity" was mobilized in only 11 documents [2-6, 13, 14, 18, 20, 25, 27]. It is possible that diversity and inclusion were ideas thought to be more readily adopted by communities than equity. Furthermore, diversity and inclusion are concepts that can be couched in celebratory language which could make them easier to enact. It could also be a reflection of which parties were involved in the planning process and their priorities.

SPOTLIGHT #1

County of Kings, Nova Scotia

Population: 60,000
Plan: *Action Plan for Ending Racism and Discrimination in the Municipality of the County of Kings*
Key Element: Anti-Racism

The County of King's *Action Plan for Ending Racism and Discrimination* addresses race-based discrimination. An interviewee, who is currently *updating the Action Plan*, noted that the document will shift away 'equity, diversity, and inclusion' to utilize concepts of 'justice' and 'belonging' to better identify and address all forms of race-based injustice in the County. The interviewee described how changing language and terminology in documents can better foster social justice and authentic relationships:

EDI lets you have black faces on your brochures about all our (parks and) trails... justice and belonging means it's psychologically and culturally safe for those folks to actually access our trails and feel like they should.
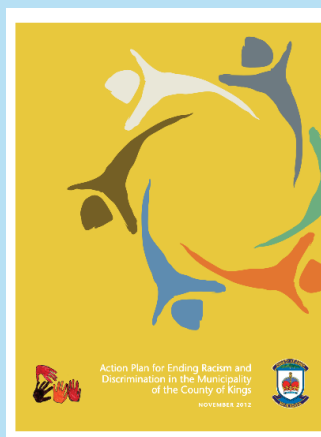
Financial and human resources was noted as a barrier to the plan's implementation. For rural municipalities with limited resources, the interviewee recommended reaching out to local experts to fill knowledge gaps (Indigenous elders, non-profits, social service).

SPOTLIGHT #2

Prince Albert, Saskatchewan

Population: 35,926
Plan: *Prince Albert Municipal Cultural Action Plan*
Key Elements: Action Planning

Prince Albert's Municipal Cultural Action Plan is an example of cultural planning in Saskatchewan. The plan's actions and initiatives are divided into ten separate "cultural themes", with a detailed plan for action and goal implementation. Prince Albert staff shared that regular reports to Council ensures transparency, while ongoing communication with local organizations sparks partnerships and nurtures existing relationships.

An unintended positive outcome from the planning process was new relationships between the City and Prince Albert's Tribal Council and First Nations' communities. As a result of the plan and the new relationships, the City developed a policy called the *Cultural Diversity and Protocol Policy*, encouraging City staff to acknowledge Treaty 6 Territory and the traditional homeland of the Dakota and Métis people. The interviewee recommended understanding the history and ongoing inequities in your community to inform more diverse consultation efforts.

Some documents engaged all three concepts [3-6, 13, 14, 25, 27]. A example of utilizing equity alongside diversity, and inclusion, came from the *Diversity and Inclusion Charter of Peel* [25, p.1; see Spotlight 5 for more context about the charter], which states:

> An inclusive Peel Region that values, respects and embraces diversity and equity so that everyone can achieve their full potential.
>
> **DIVERSITY** is the presence of a wide range of human qualities and attributes, both visible and invisible, within a group, organization or society.
>
> **EQUITY** is a condition or a state of fair, inclusive and respectful treatment that recognizes and acknowledges the accommodation of differing needs and expectations. Equity acknowledges the fact that equal treatment does not always yield equal results.
>
> **INCLUSION** is creating an environment where people have both the feeling and reality of belonging and are able to achieve their full potential.

The Charter, a document that was co-created by a local non-profit in conjunction with the Region of Peel and several other institutional actors, clearly defines equity, diversity, and inclusion. It then carries on to describe a series of high-level fundamentals that signatories have agreed to foster within their respective institutions and the community. Yet, despite its strengths, the document authors chose not to include the word "equity" in the title. Again, possibly because the diversity and inclusion are more readily adopted concepts.

Equity was not the only concept that tended to be less dominant. Race/racism [5, 6, 13, 14, 17, 18, 23, 24, 28], and discrimination [1, 6, 9, 16, 24, 27] were less prevalent in the extracted text analysed in the word cloud. The City of Longueuil's [9, p.9] Action Plan Against Racism and Discrimination 2015-2017, however, provides an example of a municipality that does not shy away from outlining more complex and "difficult" concepts and subject matter (translated from French by author AP):

RACISM
Term that applies to any individual action or institutional practice in which people are treated differently because of the colour of their skin or their ethnic, national or religious origin. This difference is often used to justify discrimination.

DISCRIMINATION
Discrimination is behaviour that denies some individuals the rights and privileges that other individuals obtain. Discrimination is the act of separating, or distinguishing human beings and groups according to particular social criteria. According to the Ministère de l'Immigration, de la Diversité et de l'Inclusion, discrimination can take three distinct forms: 1) Direct discrimination [...]; 2) Indirect discrimination [...]; 3) Systemic discrimination [...]. Direct,indirect, and systemic discrimination can also combine and reinforceeconomic or social exclusion.

In the context of Longueuil's actual document, these terms appear within the body of the text and not at the end in an appendix or glossary of terms. The specificity of the definitions and their central place in the document could make it easier for people to understand how to create a more equitable, diverse, and inclusive community by explaining different concepts related to exclusion and how they operate.

SPOTLIGHT #3

Strathcona County, Alberta

Population: 98,044
Plan: *Social Sustainability Framework*
Key Elements: Systems Change

Strathcona County's Social Sustainability Framework calls for a community-wide strategy to shift away from pragmatic responses to social issues towards systemic thinking, collective ownership, and bottom-up approaches. Informed by an extensive community consultation process, their *Community Talk* document was compiled using surveys, video, and focus groups to identify community concerns and gaps in municipal servicing. A document author who was interviewed stated that the plan has facilitated conversations between service providers across County departments about how to improve service provision and responsiveness. They noted:

> *We're able to think differently about how our systems come together, how our systems interact and can be more effective in strategically addressing root cases.*

The interviewee believed it was the County's role to facilitate these relationships by providing platforms for networking and consultation amongst public and private organizations.

5.2 Who was EDI done by?

Key Finding

The development of EDI planning was often organized by a specific municipal department and involved a variety of key stakeholders. A few EDI documents were spearheaded by non-profit organizations.

With the exception of one case [28], documents indicated a lead department that organized the EDI planning process, often in conjunction with several different actors (Figure 3). Lead departments included parks, recreation, leisure and culture departments [2, 7, 9, 10, 15, 16, 20, 21], community/social services departments [3, 5, 8, 17, 18, 23, 26, 27], and administrative/human resources departments [1, 4, 10, 22, 24]. Few municipalities had a specific office or department dedicated to advancing diversity and inclusion [6, 12, 13]. For example, Montreal's Diversity and Social Inclusion Department coordinates several EDI-related programs and initiatives aimed at addressing issues related to housing, social development, and older adults (see Spotlight #7 for more information about Montreal's action plan for including newcomers to Canada). In Halifax,

Figure 3. Key actors involved in developing EDI work

the Office of Diversity & Inclusion was formed in 2015 to provide leadership, strategic direction, policy advice, and expertise to administration and Regional Council with respect to diversity and inclusion [89].

In addition to lead offices, several of the reviewed documents indicated other instrumental actors involved in the EDI planning process. The most frequently cited actor was EDI-related Advisory Committees. All of the reviewed documents [1, 3-6, 8-17, 19-20, 22-24], with the exception of five, were facilitated or influenced by some form of EDI Advisory Committee. In Stratford, the role of the Diversity and Inclusion sub-Committee is to regularly review and oversee the implementation of the Town's Diversity and Inclusion Plan, as well as recommend strategies for improving inclusion within the Town [90]. In Cochrane, the Equity & Inclusion Staff Committee was tasked with developing an Equity and Inclusion Lens for use in strategic and coordinated planning for land use, transit, public health, housing, culture and recreation, and immigrant services [27].

Non-profit organizations were other influential actors involved in the development of EDI documents. These groups (or individuals representing them) were commonly noted as major stakeholders consulted in the development process and creation of actions, goals, and overall frameworks for plans [3, 9, 10, 12, 14-16, 20, 23, 25, 26, 28]. Non-profits offer
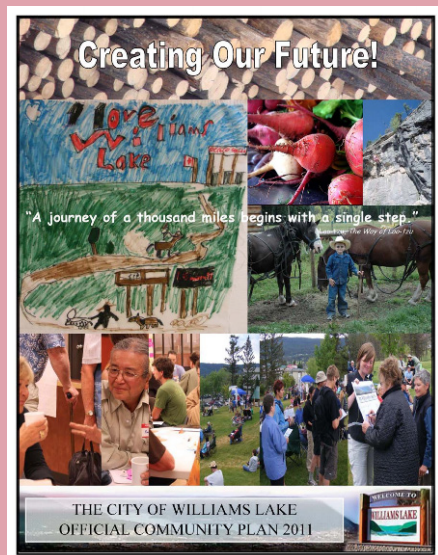
SPOTLIGHT #4

City of Williams Lake, British Columbia

Population: 10,753
Plan: *Williams Lake Official Community Plan*
Key Element: First Nation Consultation

Williams Lake's Official Community Plan (OCP) directly integrates Indigenous perspectives in its long-term community planning vision. The update to the Community Plan was informed by a consultation process, which included ongoing conversations with four local First Nation communities. The interviewee who supported the plan update process felt that although OCPs are not enforceable beyond land use and development regulations, the presence of equity in the OCP policies provide accountability for municipal staff. Williams Lake has established multiple memorandums of understanding (MOUs) with local First Nation communities to further support positive relationship building. For rural northern communities, the interviewee shared that turning to the community for resources and opportunities is key. Initial needs and asset assessments allow small communities to leverage pre-existing resources and knowledge to better support EDI-document implementation.

valuable insights to issues targeted through these plans and policies at the individual and community-wide scale. Taking inventory of non-profits through a community needs assessment can highlight gaps in servicing and existing community needs. In the case of Moncton, the City's Social Inclusion Plan led to the creation of a non-profit to fill gaps in housing affordability and accessibility in the city (See Spotlight #9 for more information).

Finally, EDI experts (i.e. consultants and academics) played a role in shaping EDI planning. For the communities that drew on experts [8, 10, 12, 15-17, 20, 21, 24], their involvement varied. The City of Oshawa used a team of academics to lead their plan, whereas the City of Montreal and the City of Vancouver both used panels of consultants and academics to validate the planning process and final out-come. The County of Kings contracted consultants to facilitate the development of their plan, which included conducting focus groups, key informant interviews, and other forms of public consultation.

Despite many diverse engagement processes with a wide array of actors, two groups were rarely mentioned as being directly involved with developing or influencing EDI planning: 1) populations experiencing marginalization (e.g., unhoused people, trans people, racialized communities), and 2) Indigenous Peoples. About one third of documents explicitly stated that marginalized residents were engaged during community consultation processes. It is possible that document authors are choosing not to include this information in their plan or policy. While some may find details regarding methodology as not relevant to a plan or policy, including such information would likely increase transparency and accountability. This gap could also indicate that existing consultation efforts do not enable meaningful participation from all stakeholders.

SPOTLIGHT #5

Peel Region, Ontario

Population: 1,381,739
Plan: *Regional Diversity Roundtable*
Key Elements:
Independent Non-profit

The Regional Diversity Roundtable of Peel (RDR Peel) is a non-profit organization and local champion working to institutionalize EDI. Part of RDR Peel's mission is to support community organizations and institutions to foster greater inclusiveness and offer equitable services that are accessible to all. RDR Peel has published multiple resources that define and conceptualize EDI-related issues and provides EDI training and consulting services to further community expertise.

In 2013, RDR Peel launched the *Diversity and Inclusion Charter* and *implementing guidelines*. Currently endorsed by more than 100 local and regional organizations, including the Regional Municipality of Peel, the charter is a living document that commits to the full inclusion of all who live, work, and play in Peel. The charter's vision commits to embracing diversity and equity so that every person in Peel Region can achieve their full potential.

An important insight gleaned from two documents and several interviews (e.g., County of Kings, Markham, Moncton, Montreal) was that municipal champions can play an integral role in the advancement of EDI. An interviewee from Markham noted that the Mayor demonstrated unwavering commitment to the enhancement of diversity and inclusion within the community. These objectives were embedded in his platform and were consistent throughout his term. The importance of champions was also iterated in the County of Kings' plan [24], which called for the identification of champions or people of influence as a plan objective. Similarly, Oshawa's document states that "...the Plan reflects local patterns and needs and expresses a desire among City officials and staff to act proactively as both champions and agents of change" [13, p.7].

Beyond municipal staff, the majority of EDI documents were developed, in part, through extensive community consultation. While the extent and depth of consultation varied across communities, most processes involved a diverse range of residents [1-3, 6, 8, 10, 11, 13, 15-18, 20, 21- 26, 28], and more than half of the communities reported using multiple consultation methods [4, 6, 8-11, 13, 15-18, 20-24, 26, 28]. Common methods used to solicit public input and feedback included online surveys, working/focus groups, and large-scale community events such as 'Diversity Summits'.

All interview participants indicated that the development of EDI plans and policies should provide opportunity for ongoing dialogue and participation. This sentiment was captured by an interviewee who stated:

> *Going alone would be the quickest and the easiest, but we are not going to do that. We are going to go collectively. We are going to [...] give opportunity to everybody. I'm not saying that we have to [engage] every individual, but the choice for that individual, if they so choose to be involved, actively needs to be created, and needs to be offered, and needs to be honoured.*

St. Albert's Social Master Plan reflects this notion. An interview with the document authors revealed that the plan was largely informed by an inclusive development process that was divided into three stages. The first stage involved 600 residents and 150 community service agencies providing input over an 18-month period through focus groups, table talks, group discussions, open houses, and workshops. The second stage involved approximately 70 residents and 80 service providers contributing through 13 different 'Community Conversations' to help define the framework of the plan. The third stage involved reviewing the data and developing themes, a process undertaken by consultants and a steering committee made up of residents, service providers, city staff, and members of Council. The multi-stage, multi-method approach allowed for a wide variety of people to engage in the planning process.

City of Markham, Ontario

Population: 328,966
Plan: *Everyone Welcome, Markham Diversity Action Plan*
Key Elements: Culture Shift, Internal Policy

As the most ethnically diverse municipality in Ontario, the City of Markham's Diversity Action Plan has pushed for an internal cultural shift in its municipal government to reflect its growing and diverse community. The plan documents Markham's cultural history and EDI efforts with a collection of local vignettes and stories from Indigenous groups, early European settlers, and more recent newcomers. The extent of this historical documentation and contextualization is unique among the other plans examined in this report.

City of Markham staff spoke to a cultural transformation within city departments as a major achievement. Interviewees believed that the alignment of the Diversity Action Plan with other municipal plans (e.g., Master Leisure Plan and Older Adult Strategy) and strong championing embedded EDI in the City's organizational culture. The cultural shift towards greater awareness and appreciation for inclusion and diversity was supported by new hiring practices that better reflect the city's population, and mandatory diversity and inclusion training for all municipal staff.

5.3 Who was EDI for?

Key Finding: EDI work was most commonly directed towards groups experiencing marginalization.

EDI plans and policies were commonly directed towards "marginalized populations" but the meaning and use of this term differed across communities. The documents generally defined "marginalized populations" as underrepresented populations of people according to race, ethnicity, sexual orientation, or socioeconomic status. Ottawa's Equity and Inclusion Lens Handbook [14], for example, identified groups experiencing marginalization as Indigenous peoples, Francophones, LGBTQ, immigrants, older adults, persons with disabilities, persons living in poverty, racialized people, rural residents, women and youth.

Some documents were created for specific groups or populations, like Toronto's Youth Equity Strategy [18] and La Tuque's Action Plan for the Family, Older Adult, and Healthy Lifestyle Policy [7] (several smaller cities in Quebec had similar Family and Older Adult policies and action plans). Markham's Diversity Action Plan focused on four at-risk groups, including youth, newcomers and visible minorities, seniors, and persons with disabilities. Other documents were more general in nature and broadly directed EDI throughout a community [11, 15, 23, 27]. However, the majority of documents targeted municipal staff, suggesting ways they could action EDI for the betterment of the community [3-6, 8, 13, 20, 22, 24, 28].

5.4 How was EDI done?

The documents reviewed showed that municipalities activated their policies and plans in a variety of different ways. Approaches to implementation, resourcing, and measuring EDI plans and policies varied widely between municipalities. When discussing resourcing and evaluation, document authors were particularly silent.

5.4.1 Implementation

Key finding: 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 and programming interventions in areas such as parks and recreation services (e.g., universal design interventions, age-friendly health and well-being programs) [1, 2, 6, 7, 10, 15, 17-24, 26-28]; transportation services (e.g., increased accessibility, fare-subsidy programs) [1-13, 15-18, 20-24, 26-28]; development services (e.g., land use planning or economic development) [1, 2, 21, 27];

housing and homelessness initiatives [1, 3, 5, 8, 10, 14, 15, 17, 18, 20-22, 26, 28]; arts and culture (e.g., "culture nights") [1, 5-7, 10, 12, 16-18, 20-24, 26, 27]; initiatives aimed at addressing food security (e.g., community gardens, lunch programs, increasing healthy food options) [5, 7, 8, 10, 11, 14, 15, 27]; and programming for older adults [1, 2, 5, 7, 8, 10, 15, 16, 17, 24] and youth (e.g., employment services, social engagement) [1, 5, 7-10, 12, 14, 15, 17, 18, 20, 21, 23, 24, 26]. Internally, EDI was actioned through human resource directives and programming, such as training and education [1, 3, 4, 6, 8-10, 12, 13, 15-18, 23-25, 27, 28], and procurement/supplier diversity strategies [1, 3, 21]. A few communities highlighted the specialized training needed for employees working in policing and emergency response services [8, 9, 12, 15, 18, 25].

Some plans provided extensive detail regarding specific interventions and programs to be developed [2, 6, 8, 9, 10, 15, 16, 17, 20]. In their Municipal Culture Action Plan, the City of Prince Albert [15] provided a list of action items, associated programming initiatives, identified leads for the program and potential community partners, demonstrated links with other city initiatives, and an expected time frame for completion. Figure 4 is an image taken from the plan showing an excerpt of the action items list.

An approach that focuses primarily on programming and interventions has the benefit of creating concrete and actionable items, but it can also be unhelpful for practitioners, especially in resource constrained municipalities where certain initiatives might need to be prioritized over others. As one interviewee noted:

> *You probably noticed that our plan is quite detailed [...]. We didn't want it to be so broad, we wanted some specifics in there to be held accountable and to ensure that some action happens [...]. There's a lot there. And sometimes when there's a lot there, it's really hard to recognize what the priority is.*

Another potential drawback to enacting EDI primarily through programs and interventions is that it could have an effect of reducing EDI to *only* programs and interventions, while not attending to the broader systems change needed to address systemic inequity and exclusion. A few plans (Lethbridge and Strathcona County) did attempt to address larger systems-change. Figure 5 shows how Strathcona County outlined a shift away from transactional approaches towards deeper partnership and collaboration with the community.

Key Goal: Collaborate with various community groups and organizations to foster the retention and expansion of cultural activities, amenities and programming for all ages to ensure everyone has access locally to opportunities in a fair and equitable manner.

Action Items	Initiatives	Primary Lead	Potential Partners/Allies	Links to Other Municipal and Community Initiatives	Time Frame (years)				Status/ Special Notes
					OG	0-1	2-4	5-10+	
5.1 Focus on inclusionary cultural programs, services, amenities, and initiatives that embrace the diversity of the neighbourhood.	.1 Support initiatives that ensure welcoming spaces for youth and multi-generational cultural activity.	CoPA, Community Services	Planning & Dev't, Police	5 Year Strategic Plan, 2015-2020, Active & Caring Community; Sustainable Growth **Kistahpinanihk 2035**, Section 11: Healthy Economy, Section 11.7: Social Environment, 11.7.4 Inclusive Communities	✔	✔			
	.2 Identify areas for additional programming of Downtown-Riverfront public spaces.	CoPA, River Valley Joint Committee	PADBID, Central Avenue Events, Community Services				✔		LQC Item
	.3 Facilitate more all-ages programming in community centres such as the Margo Fournier Centre, Friendship Centre.	CoPA and Community	Community Services, Regional Partners				✔		LQC Item

Figure 4. Action items and associated information from the Prince Albert's [15] Municipal Cultural Plan

By working to change organizational practices, municipal governments could become an instrument for change by acting as an entity that seeks out and supports collaboration with different departments, community partners (e.g., non-profits/social service providers), governments (e.g., First Nations governments), and members of the public.

5.4.2 Resources

Key finding:

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

Another facet of EDI actioning that was examined was resourcing. Few municipalities pledged financial resources in their documents. Only six of the reviewed documents outlined some sort of financial commitment [5, 8, 11, 12, 15, 17]. This does not mean that resources do not exist. It is likely that in many cases, municipalities simply did not include this information in their documents. Not outlining resource commitments could be a strength as it may allow for greater flexibility and responsiveness to EDI initiatives as they emerge, however, if EDI-related issues persist, this approach may create challenges for sustaining resource commitments over longer periods of time.

SPOTLIGHT #7

City of Montreal, Quebec

Population: 4,098,927
Plan: *Plan D'Action 2018-2021 Montreal Inclusive*
Key Elements: Commitment of Resources

The City of Montreal has dedicated a significant amount of human and capital resources to developing various EDI initiatives. In 2019, the mandate of the Office of Social Development was expanded to include initiatives related to older adults, immigrant inclusion, social development and coexistence, homelessness, and LQBTQ2S+ communities. The City did not carry out an extensive public consultation process when drafting its plan, instead, strategic consultation was done with borough councils, local non-profit social service providers, and academic experts from various institutions throughout Quebec.

The City of Montreal sought funding from the Province. In this arrangement, the City and the Province both fund 50% of the initiatives from the action plan, amounting to a total budget of $4 million/year for three years. Some of this money is used to fund projects carried out by the City's non-profit sector. Staff interviewed noted that one positive outcomes from the plan was improved relationships with local non-profit actors.

More information about resourcing was revealed in interviews. Most interview participants discussed challenges associated with securing sustainable funding streams to carry out EDI initiatives. However, in certain regions of the country (e.g., Alberta, Quebec), provincial grant programs offered substantial financial support. For example, an interviewee from St. Albert discussed a funding partnership between the Government of Alberta and participating municipalities, called the Family and Community Support Services [91]. The fund provided financial support for the provision of social services and programs [91]. Participating communities contribute at least 20% of the joint funding each year and the Government of Alberta will provide up to 80% [91].

FROM	TO
Programmatic responses	Systemic thinking
Do *for* people	Do *with* people
Incremental, organization-level outcomes	High aspiration and community-wide outcomes
Working in silos	Collective ownership
Focus on symptoms	Focus on root causes

Figure 5. Table taken from Strathcona County's [26] Social Framework that described the intended cultural shift within the organization

SPOTLIGHT #8

St. Albert, Alberta

Population: 66,082
Plan: *Cultivating a Community for All, St. Albert's Social Master Plan*
Key Elements:
Measurement Tools

St. Albert's Social Master Plan (SMP) contains a framework for monitoring and evaluation. In an interview, document authors credited multiple tools and internal actions for ongoing review which strengthened the plan. Community social profiles were used to track changing demographics and resource levels, and annual reports on the plan's progress provide ongoing assessment of needs and priorities. The Province of Alberta's *Family and Community Support Evaluation Framework* influenced the plan's own evaluation framework, signifying the usefulness of provincial supports.

The plan identifies several indicators for each of its goals and action statements. According to the plan, these indicators are readily available to city staff or are easy to compile. In addition to key indicators, the SMP outlines the expected out-comes, lead partners, and stakeholders involved with each goal or action statement to promote greater accountability and transparency.

City of Moncton, New Brunswick

Population: 75,000
Plan: *Quality of Life for all Monctonians Plan 2016-2021*
Key Elements: Poverty Reduction, Housing

In a comprehensive framework, the City of Moncton's Social Inclusion Plan (SIP) targets five priority areas for poverty reduction and improving determinants of health. The interviewee, who worked on the SIP's implementation, identified jurisdictional divisions as a barrier to reaching the plan's objectives. The city's championing of affordable housing resulted in a municipal-provincial partnership. The Rising Tide Community Initiatives Plan seeks to create 125 affordable supportive housing spaces in Moncton.

The interviewee noted:

Status quo costs more money than actually doing the right thing...when you educate elected officials on that and bureaucrats too... you're fundamentally changing how systems are going to be delivered.

The City is currently waiting on a funding match at the provincial level.

Another example is Vancouver's Board of Parks and Recreation plan, which was the only plan to take an exclusively equity-focused approach. While the document does not make any specific financial commitments, the Board of Parks and Recreation undertook an interesting process to identify and map out Initiative Zones for capital expenditures based on equity indicators. The indicators used were access to parks, demand for low barrier recreation, and urban forest canopy gaps. The final map, shown in Figure 6, layered all the indicators together to demonstrate areas of the city that have been historically underserved by the Board (pink shaded areas). The Initiative Zone system was used to assist in decision-making regarding future parks and recreation investments.

In an interview, a document author discussed how the maps have become a powerful planning tool to help explain to stakeholders why some areas will now be prioritized over

other historically well-served areas. She believed that, with the map, she could now say to more influential stakeholders:
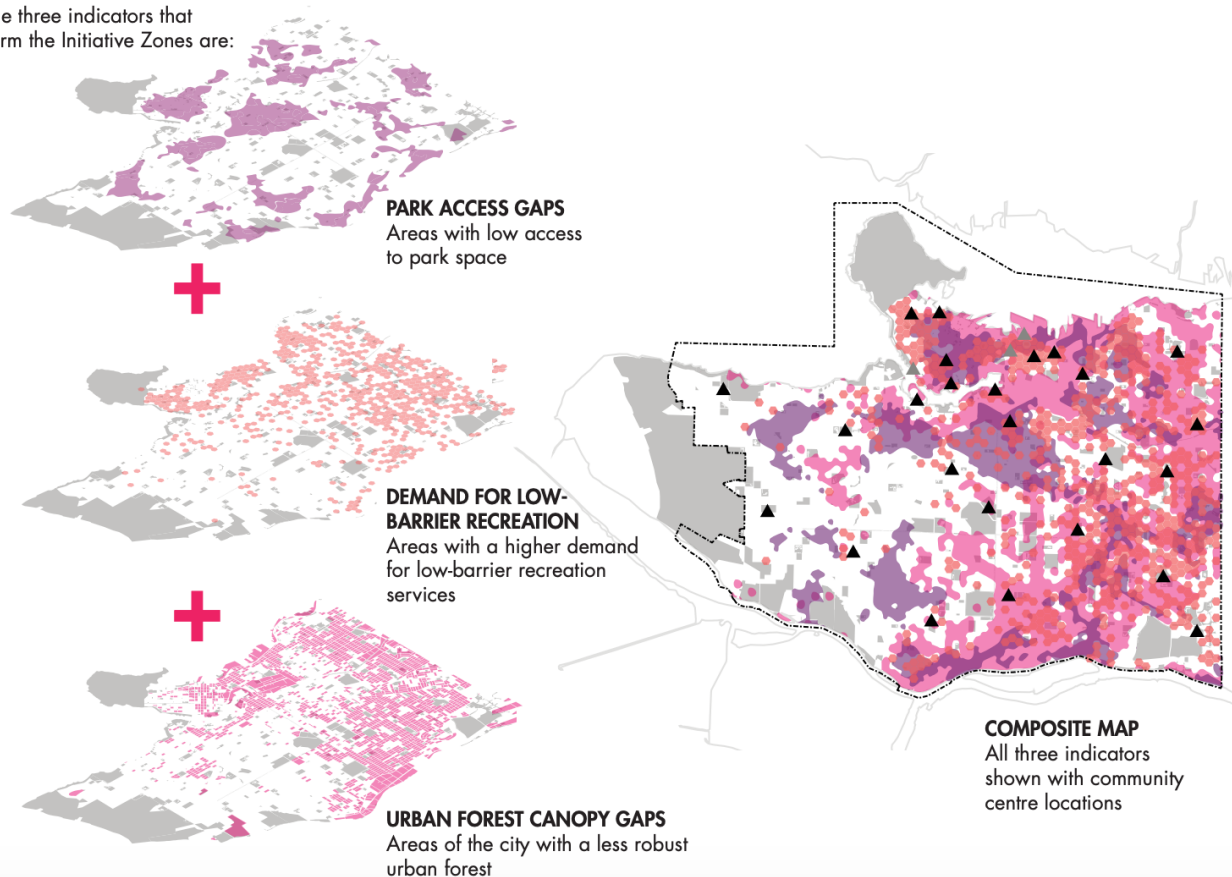
> *'I can hear you, but I know that I can't hear these other people, other voices, and I need to serve those people first'. [Saying] that is really hard. We need more and different tools to keep doing that. This [map] is just one of those tools that we need more of [...].*

Despite the lack of a specific financial commitment, the Board's plan outlined a new direction for how resource allocation would be determined. For the planners at the City of Vancouver, documenting spatial inequities in service provisions has demonstrated how and where they must advocate for equitable parks and recreation expenditures.

APPROACH
INITIATIVE ZONES MAPPING

The three indicators that form the Initiative Zones are:

PARK ACCESS GAPS
Areas with low access to park space

DEMAND FOR LOW-BARRIER RECREATION
Areas with a higher demand for low-barrier recreation services

URBAN FOREST CANOPY GAPS
Areas of the city with a less robust urban forest

COMPOSITE MAP
All three indicators shown with community centre locations

26

Figure 6. Vancouver's equity-based initiative zones [20, p.27]

City of Vancouver, British Columbia

Population: 2,463,431
Plan: *VanPlay: Vancouver's Parks and Recreation Services Master Plan*
Key Elements: Equity Lens

VanPlay is a comprehensive plan for Vancouver's Parks and Recreation Services. It consists of four reports outlining a long-term vision with short-term commitments for recreation services and parks creation across the city. The plan is unique as it was the only plan reviewed that explicitly centred equity. One of the key elements of the plan is a commitment to systematic and transparent decision-making processes for capital investments. Through a process of equity-mapping, the City used different indicators to identify areas that had been underserved and prioritized them as 'Initiatives Zones' (See Figure 6).

Staff who worked on the plan shared that equity mapping was a clear and convincing method to communicate service gaps to Council and other community stakeholders. In an interview, they iterated the importance of power and organizational structure, stating that "*if you don't understand your power structures and who's making decisions and why and what influences them, you can't change it*". They note through the development of the Master Plan, both Parks Board and City staff acknowledged historical patterns of under-servicing certain areas of the City where lower-income and/or racialized communities have historically lived. With VanPlay, the City is committing to implementing equitable change.

5.4.3 Measurement and Evaluation

Key finding:

Measurement and Evaluation strategies are largely absent or undeveloped. The ability to develop robust evaluation schemes may be hampered by lack of resources and expertise.

Finally, the measurement and evaluation strategies of EDI actions were examined. Measuring and evaluating the effectiveness of plans and policies is a crucial component of EDI planning that was often overlooked in the municipalities reviewed. About a third of the municipalities reviewed did not mention measuring or evaluating the actions outlined in their documents [1, 7, 12, 17, 20-22, 24, 25, 28]. Approximately another third

mentioned that a measurement and evaluation scheme would be devised [3, 5, 6, 8, 9, 11, 13, 19, 26]. The remaining municipalities provided some form of measurement and evaluation information.

Most documents focused on listing accomplishments [2, 10, 15, 23] as the primary form of measurement and did not provide any detail about evaluation [18]. A few cities, however, mentioned specific evaluation tools and/or the characteristics of indicators to be used [4, 14, 27]. For example, Cochrane indicated that it would be using the Alberta Union of Municipal Association's "Measuring Inclusion" tool and the Edmonton document iterated the need for both qualitative and quantitative data in evaluation practices. For most municipalities who reported on measurement and evaluation, it was clear that they were taking action to address EDI-related issues but unclear how effectiveness would be determined.

An omission in documents did not mean, however, that effective evaluation is not occurring. In an interview with a document author for Montreal Inclusive, it was noted that the City had an extensive evaluative component to their plan but that it was not presented in the document. It was also noted that the Diversity and Social Inclusion Department has an in-house evaluator who assisted with articulating plan goals and objectives using a logic model approach. Most municipalities would likely not have the resource capabilities to have an in-house evaluator which highlights the importance of including such information in planning and policy documents. By sharing this information, transparency and accountability may be increased, while also creating opportunities for smaller or less resourced municipalities to benefit from some of the expertise that resource-rich municipalities can afford to retain.

6.0 Recommendations

6.0 Recommendations

EDI-related documents from 28 member municipalities of the Coalition of Inclusive Municipalities were reviewed in the environmental scan. Results from this scan revealed that there are a variety of ways that municipalities defined, planned, and enacted equity, diversity, and inclusion 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 have been created to guide municipalities in EDI-related areas that may need additional support. These recommendations were informed by the document analysis and interviews.

6.1 Think *Equity*

Committing to equity and incorporating an equity-centred approach to policy and planning is crucial. Enacting such an approach requires acknowledging inequities that may have been a result of or reflected in municipal planning and policy. In the process of creating their equity-based Initiative Zones, the City of Vancouver Parks Board acknowledged that certain neighbourhoods in the city had been underserved [92]. This was due to the Parks Board's model for determining capital expenditures which created and entrenched inequity in parks, greens spaces, and tree cover across the city. For Vancouver, the best way to rectify this issue was to name it, map it, and plan to eradicate it [92].

Just as inequity will differ from community to community, equity-centred planning will be unique to each local context. What is likely across all municipalities is that a move towards an equity-centred approach will entail progressive planning actions based on social justice goals to lessen inequities and shift power relations within municipal governance processes [31, 32]. Equity planning is planning for systems change.

6.1.1 Possible Actions

- Use an equity lens to inform decision making processes. For example, Ottawa's Equity & Inclusion Lens Handbook.
- Develop Community Social Profiles to understand unique community demographics. Ensure disaggregated data is collected and disseminated in a respectful way that includes the affected peoples [93].
- Using an approach that encourages respect and relationship-building [93], conduct an equity mapping exercise to identify and spatially visualize resource and service allocation disparities. Do this in a manner that does not stigmatize the community but centres the actors or mechanisms causing inequity.
- Look internally - support employment and hiring standards that diversify work spaces while also providing appropriate training for all employees.

6.2 Think *Systemic*

Power dynamics are complex, but planners can and must engage with them, even (and especially) if it means unsettling the privileges that the planners themselves may benefit from. As professionals who work in service of the public good, it is important to recognize legitimate inequities rooted in systems of governance. Inequities may be harder for some people to identify or understand because of their own lived experiences, socio-economic background, and/or race. It is the ethical responsibility of planners to put the personal work in to understand how inequities are created, perpetuated, masked, and undone. This will likely be a life-long learning journey that needs to be initiated before planners can assist with building capacity to support systems change both internally and externally for the public good.

6.2.1 Possible Actions

- Seek out learning opportunities that shed light on histories of oppression and contemporary inequities.
- Encourage municipalities to provide training that addresses masculinist, heteronormative, and racist (conscious or not) culture.
- Align EDI-related initiatives with other municipal plans and documents to create a holistic approach across an entire organization.

6.3 Think *Specificity*

Develop an EDI plan in order to define a set of EDI-related priorities and challenge areas. Use this EDI plan as a guiding document to create specific plans and policies that address an issue. For example, an EDI plan may identify a challenge area related to race and racism. A specific anti-racism plan could set out a series of objectives intended to address racism and activate and empower local actors while moving the community towards greater equity and inclusion.

6.3.1 Possible Actions
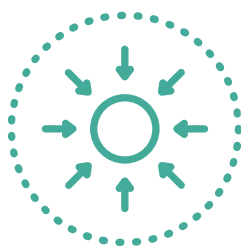
- Long-term and deep community consultation on "difficult" subject matters, such as gender-based violence, racism, ageism, homo- and transphobia. If municipal staff do not possess the expertise or relationships to facilitate these discussions, identify and support local champions to lead the process.

6.4 Think *Impact*

In addition to identifying the different programs and interventions to address issues related to EDI, their efficacy must also be measured. Developing a monitoring and evaluation strategy during the initial stages of the EDI planning process may assist with plan implementation and ensure progress toward desired outcomes. In addition to evaluating specific internal program outcomes, indicators that capture structural change should be identified to ensure social transformation.

6.4.1 Possible Actions

- Develop frameworks for monitoring and evaluation that incorporate community identified qualitative and qualitative indicators. A logic model approach may assist with this.
- Ensure that the community, municipal staff and councillors know why the initiative is needed, how it will be implemented, what the expected outcomes are, who is responsible, and under what timeframe the initiative will be complete.

6.5 Think *Long Term*

Cultural shifts take time. Plan for change and consider how plan objectives will be achieved under different circumstances (e.g. staff turn-over, changes in leadership, funding cuts, as time goes on and new priorities emerge). An EDI coordinator or main point of contact is helpful for ensuring that plan components are implemented and objectives are achieved.

6.5.1 Possible Actions

- Prepare for challenges. Drafting different implementation scenarios that anticipate possible barriers may help ensure success over time.
- Create a timeline for future monitoring, review, and revision to ensure that the initiative remains relevant and accurate.

7.0 Opportunities for Future Research

8.0 Research Limitations and Considerations

9.0 Conclusion

7.0 Opportunities for Future Research

This study speaks strictly to the content and conceptualizations of EDI within a select number of EDI documents; the effectiveness of these and other EDI documents in Canada warrants further research and evaluation.

To gain a more comprehensive understanding of how to best facilitate EDI planning at the municipal level, additional research on the roles of provincial planning bodies or other inter-municipal organizations in drafting EDI documents could be conducted. This research could shape how other provinces conduct EDI work within their own unique policy and planning context.

Research that addresses how planners can identify or encourage a culture of 'champions' could assist municipal staff in creating and sustaining EDI initiatives.

Finally, research that addresses how EDI-related issues can be better integrated into the training of professional planners should be conducted. This can include how to incorporate anti-racist and de-colonial content into planning curriculum.

8.0 Research Limitations and Considerations

This study has various limitations. A limitation is that only a single document was reviewed from each municipality. Some municipalities such as Vancouver, Toronto, and Montreal had several EDI-related documents, and other municipalities may have had documents that were not listed on their website. While this prevented larger cities from dominating our analysis, there may be documents that address some of the gaps identified in this study.

Second, non-council approved EDI-documents were not included. It is possible that these draft documents address some of the gaps identified in the analysis.

Third, our study was limited to members of the Coalition for Inclusive Municipalities. It is likely that there are non-member municipalities with EDI plans and policies.

9.0 Conclusion

An environmental scan was conducted of 28 municipalities in Canada who have produced EDI-related plans and policies. The analysis of the selected documents suggests that inclusion and diversity are more commonly addressed, but an equity-centred approach is less common. EDI plans and policies tend to be developed by a wide range of actors, including municipal staff, members of the public, and EDI experts. Internally to the municipality as an organization, as well as externally to the community, EDI plans and policies are actioned through programs and interventions. Sufficient resourcing and effective evaluation of EDI initiatives are areas that appear to be a challenge. EDI planning will likely yield more systemic change if an equity-centred approach is adopted. As planners, the only way to serve the public interest is to ensure that equity is at the forefront of all decision-making processes.

10.0 References

References

[1]City of Brooks. (2016). City of Brooks Welcoming and Inclusive Communities Partnership Planhttps://www.brooks.ca/DocumentCenter/View/1029/WIC-PLAN?bidId=

[2]City of Brossard. (2017). Policy for Families and Older Adults (and Action Plan) https://fr.calameo.com/read/005043094f9b1bb054441

[3]City of Calgary. (2019). Gender Equity, Diversity and Inclusion Strategy Gender Equity, Diversity and Inclusion Strategy. https://www.calgary.ca/csps/cns/gender-equality-week.html?redirect=/gender

[4]City of Edmonton. (2016). The Art of Inclusion: Our Diversity & Inclusion Framework. https://www.edmonton.ca/city_government/documents/PDF/DI_ArtofInclusion_Final.pdf

[5]City of Grande Prairie. (2018). Social Sustainability Framework 2018: A Map for the RoadAhead Comprehensive Report. https://www.cityofgp.com/sites/default/files/uploads/reports/social_sustainability_framewo rk_2018_full_version.pdf

[6]City of Halifax. (2017). Diversity & Inclusion Framework. https://www.halifax.ca/sites/default/files/documents/city-hall/Diversity%20%26amp%3B%20Inclusion%20Framework_Final%20Version%20Aug% 203_External.pdf

[7]City of La Tuque. (2014). Action Plan for the Family, Older Adult, and Healthy Lifestyle Policy.https://www.ville.latuque.qc.ca/file-4495

[8]City of Lethbridge. (2019). Lethbridge STRATEGIC PLAN: Towards Collective Impact. https://www.lethbridge.ca/living-here/Our-Community/Documents/LethbridgeCommunityWellbeingStrategicPlan.pdf

[9]City of Longueuil. (2015). Action Plan Against Racism and Discrimination 2015-2017. https://www.longueuil.quebec/sites/longueuil/files/documents/plan_daction_pour_contrer_ le_racisme_et_la_discrimination_2_0.pdf

[10]City of Markham. (2010). Everyone Welcome; Markham Diversity Action Plan. https://www.markham.ca/wps/wcm/connect/markham/d9def2b1-32f9-4ed2-984e-a39d5482455e/Markham-DAP-FINAL.pdf? MOD=AJPERES&CONVERT_TO=url&CACHEID=ROOTWORKSPACE.Z18_2QD4H901 OGV160QC8BLCRJ1001-d9def2b1-32f9-4ed2-984e-a39d5482455e-msYKPSY

[11]City of Moncton. (2016). Social Inclusion Plan QUALITY OF LIFE FOR ALL MONCTONIANS.https://www5.moncton.ca/docs/Social_Inclusion_Plan.pdf

[12]City of Montreal. (2018). Inclusive Montreal 2018-2021 Action Plan. https://ville.montreal.qc.ca/pls/portal/docs/page/d_social_fr/media/documents/a120223b-01_binam_planaction_web_rev.pdf

[13]City of Oshawa. (2017). Research Report: City of Oshawa Diversity and Inclusion Plan.https://www.oshawa.ca/city-hall/resources/Research-Report--Diversity-and-Inclusion-Plan.pdf

[14]City of Ottawa. (2015). Equity & Inclusion Lens Handbook. https://documents.ottawa.ca/sites/documents/files/ei_lens_hb_en.pdf

[15] City of Prince Albert. (2016). City of Prince Albert Municipal Cultural Action Plan. https://www.citypa.ca/en/parks-recreation-and-culture/resources/Documents/MCAP--June-27-2016_FINAL.pdf

[16] City of Sherbrooke. (2018). Sherbrooke: Age-Friendly Community. https://contenu.maruche.ca/Fichiers/3337a882-4a53-e611-80ea-00155d09650f/Sites/333dd3d3-915d-e611-80ea-00155d09650f/Documents/Plans%20et%20schemas/Plan_action_VADA.pdf

[17] City of St. Albert. (2013). Cultivating a Community for All; St. Albert's Social Master Plan (Rep.). Retrieved from https://stalbert.ca/site/assets/files/1444/socialmasterplan_2013.pdf

[18] City of Toronto. (2014). Toronto Youth Equity Strategy (Rep.). Retrieved https://www.toronto.ca/wp-content/uploads/2017/08/9062-Attachment-1-TYES-Creative-Report.pdf

[19] City of Varennes. (2015). Politique familiale et des aînés. https://www.ville.varennes.qc.ca/uploads/Services/Politique_familliale_Varennes.pdf

[20] City of Vancouver. (2018). VanPlay: Vancouver's Parks and Recreation Services Master Plan. https://vancouver.ca/parks-recreation-culture/vanplay-parks-and-recreation-strategy.aspx

[21] City of Williams Lake. (2011). Creating Our Future. Retrieved from https://www.williamslake.ca/DocumentCenter/View/303/Official-Community-Plan?bidId=#page=32&zoom=100,96,150

[22] City of Windsor. (2017). Diversity and Inclusion Initiative. https://www.citywindsor.ca/cityhall/committeesofcouncil/Advisory-Committees/Diversity-Committee/Documents/City%20of%20Windsor%20Diversity%20and%20Inclusion%20Initiative%20(Diversity%20Committee).pdf

23] City of Wood Buffalo. (2017). Diversity and Inclusion in Wood Buffalo 2017-2022. https://www.rmwb.ca/en/mayor-council-and-administration/resources/Documents/Diversity-Plan-2017-2022.pdf

[24] County of Kings. (2012). Action Plan for Ending Racism and Discrimination in the Municipality of the County of Kings (Rep.). Retrieved from https://www.countyofkings.ca/upload/All_Uploads/Living/diversity/Action%20Plan%20%20Nov%202%202012.pdf

[25] Regional Diversity Roundtable of Peel Region. (2013). Diversity and Inclusion Charter of Peel. Retrieved from https://www.rdrpeel.org/how-we-help/diversity-and-inclusion-charter/

[26] Strathcona County. (2017). Social Framework: A Platform to Unlock the Ingenuity of the Community. Retrieved from https://www.strathcona.ca/files/files/at-fcs-social_framework_for_strathcona_county.pdf

[27] Town of Cochrane. (2016). Town of Cochrane Social Policy. https://www.cochrane.ca/ArchiveCenter/ViewFile/Item/181

[28] Town of Stratford. (2018). Town of Stratford Diversity and Inclusion Plan. https://www.townofstratford.ca/UserFiles/Servers/Server_11992779/File/Government/Town%20Committees/FINAL%20Town%20of%20Stratford%20Diversity%20and%20Inclusion%20Plan%20(Updated%202018).pdf

[29] UNESCO (2019). International Coalition of Inclusive and Sustainable Cities – ICCAR. Retrieved from https://en.ccunesco.ca/networks/coalition-of-inclusive-municipalities

[30] Coalition of Inclusive Municipalities (n.d.). Coalition of Inclusive Municipalities. Retrieved from https://en.ccunesco.ca/networks/coalition-of-inclusive-municipalities

[31] Bollens, S. (2020, November 13). Urban planning and policy. https://escholarship.org/content/qt1bd2b4mh/qt1bd2b4mh.pdf

[32] Kania, J., Kramer, M., & Senge, P. (2018, June). The Water of Systems Change. Foundation Strategy Group. http://efc.issuelab.org/resources/30855/30855.pdf

[33] Professional Standards Board for the Planning Profession in Canada (2015). Ethics and Professionalism Supplementary Material: Public Interest. Professional Standards Board for the Planning Profession in Canada. https://www.albertaplanners.com/sites/default/files/PSBEthicsProfessionalism.pdf

[34] Fainstein, S. (2010). The just city. Cornell University Press.

[35] Goonewardena, R., Rankin, N K., Weinstock, S. (2004) DIVERSITY AND PLANNING EDUCATION: A CANADIAN PERSPECTIVE. Canadian journal of urban research. 13 (1), 1–26.

[36] Song, L. (2014). Race, transformative planning, and the just city. Planning Theory (London, England), 14(2), 152–173. https://doi.org/10.1177/1473095213517883

[37] Ball, J., & Janyst, P. (2008). Enacting Research Ethics in Partnerships with Indigenous Communities in Canada: "Do it in a Good Way." Journal of Empirical Research on Human Research Ethics, 3(2), 33–51. https://doi.org/10.1525/jer.2008.3.2.33

[38] Canadian Institute of Planners (2016, August 19). Codes of Professional Conduct. http://cip-icu.ca/Files/Provincial-Codes-of-Conduct/CIP-CODE-OF-PROFESSIONAL-CONDUCT.aspx

[39] Syvixay, J. (2018). Idle, No More: Defining a planner's role when civic protest erupts. Plan Canada: Portraits of Planning from Across Canada, 58(1), 28-33. https://www.cip-icu.ca/Files/Media/Syvixay-PlanCanada_Vol-58No-1_2018Spring.aspx

[40] Viswanathan, L (2019). 'All Our Relations': A Future for Planning. Plan Canada, 59(1), 215–219. https://conservation-reconciliation.ca/ipcaresources/all-our-relations

[41] Stewart, D-L (2017). Language of Appeasement. Inside Higher Ed. Retrieved from https://www.insidehighered.com/views/2017/03/30/colleges-need-language-shift-not-one-you-think-essay

[42] University of British Columbia (n.d.). Equity & Inclusion Glossary of term. Retried from https://equity.ubc.ca/resources/equity-inclusion-glossary-of-terms/

[43] Balajee, S.S., et al., (2012, October). Equity and Empowerment Lens (Racial Justice Focus). Multnomah County. https://www.racialequitytools.org/resourcefiles/ee_lens_final-portland.pdf

[44] Policy Link (2019). The Equity Manifesto. https://www.policylink.org/about-us/equity-manifesto

[45] Milken Institute School of Public Health (2020). Equity vs. Equality: What's the Difference? Retrieved from https://onlinepublichealth.gwu.edu/resources/equity-vs-equality/

[46] Social Change UK (2019). Equality and Equity. Retrieved from https://social-change.co.uk/blog/2019-03-29-equality-and-equity

[47] City of Hamilton. (2019). Equity Diversity, and Inclusion Handbook:
https://www.hamilton.ca/sites/default/files/media/browser/2019-02-28/equity-diversity-
inclusion-handbook-draft.pdf

[48] Park, A. (2014). Equity in Sustainability: An Equity Scan of Local Government
Sustainability Programs. Urban Sustainability Directors Network. Retrieved from
https://www.usdn.org/uploads/cms/documents/usdn_equity_scan_sept_2014_final.pdf

[49] Barr, V. (2019). What is an Equity Lens? A Primer for Local Governments. LevelUp
Planning & Consulting. Retrieved from https://c57c7efb-866d-41f2-8ae2-
bc0e278ecb8c.filesusr.com/ugd/4d15fe_52b854b1e7a44b4681572f1f35890381.pdf

[50] Porter, L. (2010). Unlearning the Colonial Cultures of Planning. Routledge.

[51] Millette, D. (2011). Land Use Planning on Aboriginal Lands – Towards a New Model
for Planning on Reserve Lands. Canadian Journal of Urban Research, 20(2), 20–35.

[52] Ontario Professional Planners Institute (2019). Indigenous Perspectives in Planning,
Report of the Indigenous Planning Perspectives Task Force.
https://ontarioplanners.ca/OPPIAssets/Documents/OPPI/Indigenous-Planning-
Perspectives-Task-Force-Report-FINAL.pdf

[53] Bonds, A. & Inwood, J. (2016). Beyond white privilege: Geographies of white
supremacy and settler colonialism. Progress in Human Geography, 40(6), 715–733.
doi:10.1177/

[54] Gladki Planning Associates (2020, July 16). Open Letter on Confronting Systemic
Racism in our Local Planning System [Tweet]
https://twitter.com/Gladki_Planning/status/1283880337353801728/photo/2

[55] Goetz, E. G., Williams R. A., & Damiano, A. (2020). Journal of the American
Planning Association, 86(2), 1–15. https://doi.org/10.1080/01944363.2019.1693907

[56] Galster, G., & Godfrey, E. (2005). By Words and Deeds: Racial Steering by Real
Estate Agents in the U.S. in 2000. Journal of the American Planning Association, 71(3),
251–268. https://doi.org/10.1080/01944360508976697

[57] Satter, B. (2009). Family properties: Race, real estate, and the exploitation of black
urban America. New York, NY: Metropolitan Books.

[58] Avila, E. (2014). The Folklore of the Freeway: Race and Revolt in the Modernist City.
In The Folklore of the Freeway. University of Minnesota Press.
https://doi.org/10.5749/j.ctt6wr7hb

[59] Reece, J. W. (2018). In pursuit of a twenty-first century just city: The evolution of equity planning theory and practice. Journal of Planning Literature, 33(3), 299-309. doi:10.1177/0885412218754519

[60] Jackson, S. (1997). A disturbing story: the fiction of rationality in land use planning in Aboriginal Australia. Australian Planner, 34(4), 221-226.

[61] Sandercock, L. (1995). Voices from the Borderlands: A Meditation on a Metaphor. Journal of Planning Education and Research, 14(2), 77-88.

[62] Sandercock, L. (1998). Towards Cosmopolis. Wiley & Sons.

[63] Baker, N. (2018, November 29). Getting Started on Inclusive Planning. Planetizen. https://www.planetizen.com/features/101736-getting-started-inclusive-planning

[64] Canadian Institute of Planners (2020). Equity, Diversity & Inclusion Roadmap. Canadian Institute of Planners. Retrieved from http://cip-icu.ca/getattachment/Topics-in-Planning/Equity-Diversity-and-Inclusion/EDI-Roadmap-English-Final-2.pdf.aspx

[65] Pitter, J. (2020, June). A Call to Courage, An Open Letter to Canadian Urbanists. Jay Pitter. https://canurb.org/wp-content/uploads/OpenLetter-ACallToCourage-Final-June2020.pdf

[66] Ontario Professional Planners Institute (2009a). Planning for Age-Friendly Communities A Call to Action. Ontario Professional Planners Institute https://ontarioplanners.ca/OPPIAssets/Documents/Calls-to-Action/Call-to-Action-Age-Friendly-Communities-June-18-2009.pdf

[67] Ontario Professional Planners Institute. (2009b). Plan for the Needs of Children and Youth. A Call to Action. Ontario Professional Planners Institute. https://ontarioplanners.ca/OPPIAssets/Documents/Calls-to-Action/Plan-for-the-Needs-of-Children-and-Youth-OPPI-Call-to-Action-Final-Version.pdf

[68] Ontario Professional Planners Institute (2020). Anti-Black Racism in Planning Task Force Terms of Reference. https://ontarioplanners.ca/OPPIAssets/Documents/OPPI/ToR-Anti-Black-Racism-in-Planning-Task-Force.pdf

[69] Licensed Professional Planners Association of Nova Scotia (2020). The Licensed Professional Planners Association of Nova Scotia (LPPANS) pledges to work against racism and discrimination. Retrieved from https://atlanticplanners.org/wp-content/uploads/2020/08/LPPANS-Anti-racisim-Statement-2020.pdf

[70] New Brunswick Association of Planners, 2020. NBAP Statement on Equity. Retrieved from https://atlanticplanners.org/provincial-associations/new-brunswick/nbap-statement-on-equity/

[71] Commonwealth Association of Planners. (2018). Commonwealth Women in Planning Network Manifesto. http://a08f9366-f017-4982-8fe9-473d83d2b075.filesusr.com/ugd/25734f_6e6fe766717c4e3e8ae38ecec7a4f012.pdf

[72] American Planning Association. (2018). APA Diversity and Inclusion Vision, Mission and Strategy. Retrieved from https://planning-org-uploaded-media.s3.amazonaws.com/document/APA_Diversity_and_Inclusion_Strategy.pdf

[73] American Planning Association. (2019, May). Planning for Equity Policy Guide. https://planning-org-uploaded-media.s3.amazonaws.com/publication/download_pdf/Planning-for-Equity-Policy-Guide-rev.pdf

[74] Lane, M. (2003). Participation, Decentralization, and Civil Society: Indigenous Rights and Democracy in Environmental Planning. Journal of Planning Education and Research, 22(4), 360–373. https://doi.org/10.1177/0739456X03022004003

[75] Lane, M., & Hibbard M. (2005). Doing It for Themselves: Transformative Planning by Indigenous Peoples. Journal of Planning Education and Research 25(2), 172–184.

[76] Prusak, W. (2016). Toward Indigenous Planning? First Nation Community Planning in Saskatchewan, Canada. Journal of Planning Education and Research, 36(4), 440–450. https://doi.org/10.1177/0739456X15621147

[77] Einstein, K. L., Palmer, M., & Glick, D. M. (2019). Who participates in local government? Evidence from meeting minutes. Perspectives on Politics, 17(1), 28-46. https://doi.org/10.1017/S153759271800213X

[78] Barry, J. & McNeil/Cassidy, J. (2019). Indigenous rights and planning: From recognition to meaningful coexistence? Plan Canada, Spring, 52–56.

[79] Howitt, R., & Lunkapis, G. J. (2016). Coexistence: planning and the challenge of indigenous rights. The Ashgate Research Companion to Planning Theory (pp. 127–152). New York, NY: Routledge.

[80] Talen, E. (2001). School, Community, and Spatial Equity: An Empirical Investigation of Access to Elementary Schools in West Virginia. Annals of the Association of American Geographers, 91(3), 465–486. https://doi.org/10.1111/0004-5608.00254

[81] Talen, E. (2008). New Urbanism, Social Equity, and the Challenge of Post-Katrina Rebuilding in Mississippi. Journal of Planning Education and Research, 27(3), 277–293. https://doi.org/10.1177/0739456X07301468

[82] Talen, E. (1998). Visualizing Fairness: Equity Maps for Planners. Journal of the American Planning Association, 64(1), 22–38. https://doi.org/10.1080/01944369808975953

[83] Loh, C. G, & Kim, R. (2020). Are We Planning for Equity? Journal of the American Planning Association, DOI: 10.1080/01944363.2020.1829498

[84] Barr, V. (2020). EDI Framework diagram.

[85] Jenkins, E., McGuinness, L., Haines-Saah, R., Andres, C., Ziemann, M. J., Morris, J., & Waddell, C. (2020). Equipping youth for meaningful policy engagement: an environmental scan. Health promotion international. 35(4), 852-865.

[86] Rowel, R., Moore, N. D., Nowrojee, S., Memiah, P., & Bronner, Y. (2005). The utility of the environmental scan for public health practice: lessons from an urban program to increase cancer screening. Journal of the National Medical Association, 97(4), 527-534.

[87] Saldaña, J., & Omasta, M. (2018). Qualitative research: Analyzing life. Sage Publications.

[88] Alberta Urban Municipalities Association (2017). Measuring Inclusion Tool. https://auma.ca/sites/default/files/Advocacy/Programs_Initiatives/WIC/measuring_inclusion_tool_-_electronic_user_0.pdf

[89] Halifax Regional Municipality. (2020). About Us. Office of Diversity and Inclusion. https://www.halifax.ca/about-halifax/diversity-inclusion/about-us

[90] Town of Stratford. (2019). Diversity and Inclusion Sub-Committee. https://www.townofstratford.ca/government/town_committees/committees/diversity_and_inclusion_sub_committee

[91] Family and Community Support Services (FCSS). FCSS Program Overview. https://www.alberta.ca/family-and-community-support-services-fcss-program.aspx

[92] City of Vancouver. (2020). Addressing anti-Black racism: Black and African diaspora community recommendations Detailed summary. https://vancouver.ca/files/cov/anti-black-racism-community-recommendations-detailed-summary.pdf

[93] British Columbia's Office of Humans Rights Commissioner. Disaggregated demographic data collection in British Columbia: The grandmother perspective. British Columbia's Office of Humans

11.0 Appendices

Appendix A: EDI Resources and Tools
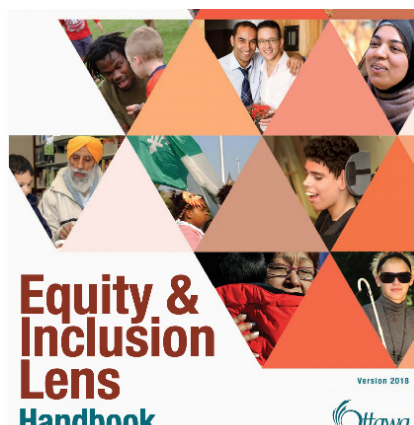
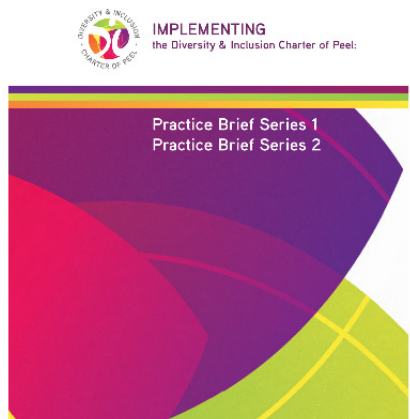1. *Equity & Inclusion Lens Handbook (2018)*, City of Ottawa
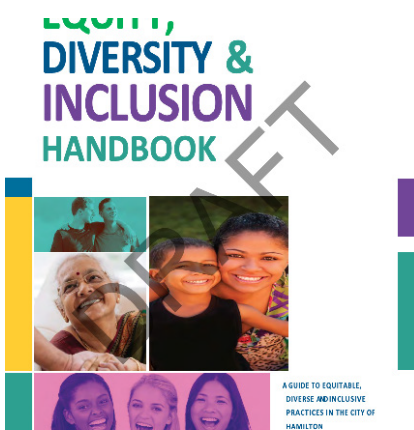
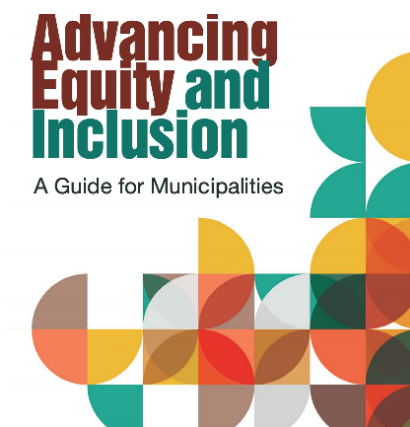2. *Equity Diversity, and Inclusion Handbook (2019)*, City of Hamilton

3. *Welcoming & Inclusive Communities Toolkit*, Alberta Urban Municipalities Union (AUMA)

4. *Other Alberta Urban Municipalities Union Toolkits & Guides*

5. *Implementing EDI Practice Briefs*, Regional Diversity Roundtable of Peel Region

6. *A City for All Women Initiative's (2015) Advancing Equity and Inclusion: A Guide for Municipalities*, A City for All Women Initiative

7. *Guide: Anti-Racism and Discrimination for Municipalities (2000)*, Ontario Human Rights Commission
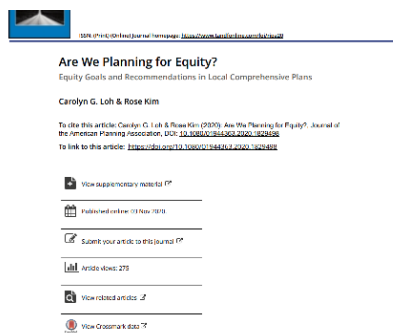
8. *Are We Planning for Equity? Equity Goals and Recommendations in Local Comprehensive Plans* (2020) Journal of the American Planning Association, Rose Kim & Carolyn G. Loh
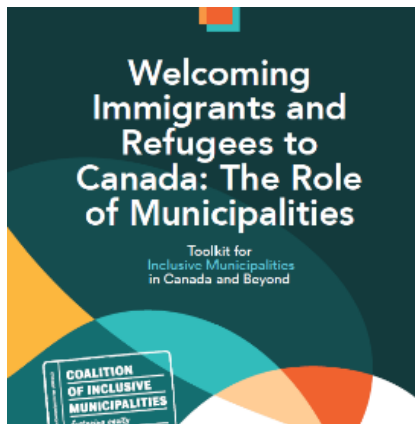
9. *UNESCO Toolkits*
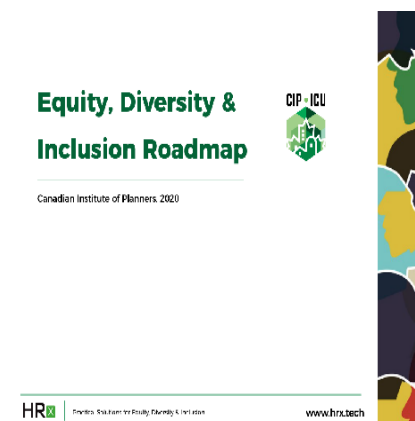
10. *Equity, Diversity & Inclusion Roadmap (2020)*, Canadian Institute of Planners
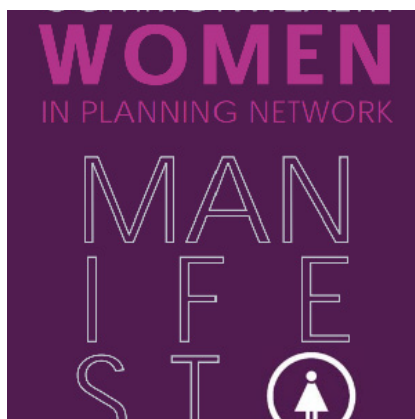
11. *Commonwealth Women in Planning Manifesto (2018)*, Commonwealth Association of Planners

12. *Planning for Equity Policy Guide (2019)*, American Planning Institute

A Call to Courage
An Open Letter to Canadian Urbanists
Written by Jay Pitter | June 2020

Dear Canadian Urbanists,

Cities across North America are aglow with rage and unwavering cries for justice. While leaders throughout the entertainment, sports and business sectors ha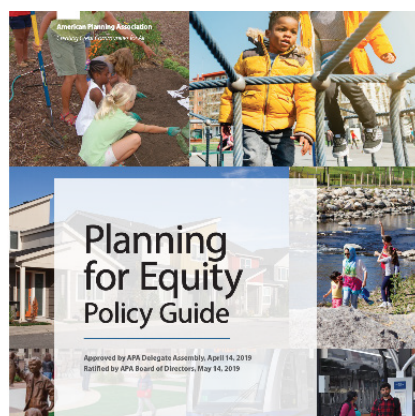ve issued statements formally denouncing anti-Black racism, mainstream urbanists have, for the most part, remained silent. This is disheartening given that a civil uprising is unfolding against the backdrop of the public realm—the central domain of urbanism practitioners. Consequently, as a public housing kid turned award-winning placemaker, with a practice spanning both Canadian and North American cities where beloved colleagues are risking their lives on the front lines, I'm compelled to issue this call to courage.

Since the beginning of the pandemic, Canadians have cast a collective gaze south of the border, enthralled by reports of African Americans dying from COVID-19 at three times the rate of their white counterparts, and later by numerous public space conflicts that both threatened and claimed Black lives. While we share close ties to the U.S., our propensity to hyper-focus on their racial divisions is emblematic of the denial of systemic racism in our proverbial backyard. This denial reinforces our moral authority among global leaders but prevents us from fully living up to our espoused values of equity. This, in part, explains why most Canadian decision-makers were initially reticent about collecting coronavirus race-based data. However, thanks to the advocacy of Black public health experts, we've begun to gather data and have learned that much like the U.S., Black people and those from other equity-seeking groups are most impacted by the virus.

For instance, the City of Toronto released COVID-19: Status of Cases, showing that the vast majority of cases have been reported outside of the wealthier, whiter downtown core in neighbourhoods where many Black and other racialized people reside. Similarly, emerging evidence shows that Montreal North, a racialized low-income community with a significant Haitian Canadian population, has become a "COVID-19 hot spot." And sadly, like our African American counterparts, Black communities here are contending with citizen profiling and the loss of precious Black lives, such as D'Andre Campbell and Regis Korchinski-Paquet, two young people experiencing mental health struggles who somehow ended up drawing their last breath after police were called to serve and protect them.

At this point, you're likely thinking: I'm concerned but what does this have to do with Canadian

13. *[A Call to Courage. An Open Letter toCanadian Urbanists (2020)](#)*, Jay Pitter

Appendix B: Initial Search Strategy

English Search Strategy:

Municipal planning Equity Diversity Inclusion Inclusivity [Province/territory name]
Municipal planning multicultural Multiculturalism minority [Province/territory]
Municipal planning Mixed-income socio-economic [Province/territory name]
Municipal planning accessibility accessible disability universal design [Province/territory name]
Municipal planning cultural sensitivity cultural safety [Province/territory name]
Municipal planning Anti-racism Anti-discrimination Racism discrimination [Province/territory name]
Municipal planning Inclusive excellence [Province/territory name]
Municipal planning Sexuality 2SLGBTQ LGBT Two spirit [Province/territory name]
Municipal planning Gender "Gender identity" women Trans [Province/territory name]
Municipal planning Indigenous Aboriginal First Nations Inuit Metis [Province/territory name]
Municipal planning "Social Justice "Environmental Justice" [Province/territory name]

French Search Strategy:
Planification municipale Équité Diversité Inclusion Québec
Planification municipale multiculturelle Multiculturalisme minorité Québec
Planification municipale Salaire mixte socio-économique Québec
Planification municipale accessibilité handicap « design universelle » Québec
Planification municipale sensibilité culturelle sécurité culturelle Québec
Planification municipale Anti-racisme Anti-discrimination Discrimination raciale Québec
Planification municipale Excellence inclusive Québec
Planification municipale Sexualité 2SLGBTQ LGBT Deux esprits
Planification municipale Genre « Identité de genre » femmes Trans
Planification municipale Premières nations autochtones Inuit Métis
Planification municipale « Justice sociale » « Justice environnementale »

Appendix C: Questions Asked of Documents

Commitment of Resources
Are financial resources pledged?
Are there designated staff?
Is EDI integrated throughout municipal organization?
Is there an EDI-related committee with influence over decision-making?
Is there a multi-year/multi-term commitment?
Planning, Implementation & Measurement
Is there a vision for an inclusive community?
Are there definitions for E, D, and/or I?
Is evidence-based or effective practices from other municipalities used?
Are there EDI goals based on internal and external stakeholders input?
Is there an evaluation plan (mentioned or laid out in document)?
Is there information about community demographics and/or description of issues?
Is there/will there be regular review and revision?
Human Resource Policies & Practices
Are EDI HR policies mentioned in the plan?
Employee Engagement & Education
Is there EDI training for municipal employees?
Procurement
Is there a long-term supplier diversity strategy?
Municipal Social Services
Is there cultural programming?
Is there age-friendly programming?
Is there a communications strategy (e.g., linguistic and/format accommodations)?
Are there adapted services/programming for different needs (e.g., transportation services)?
Economic Development
Are marginalized communities involved in Economic Development plans?
Is training available for marginalized communities?
Is there EDI awareness with local businesses?
Infrastructure & Land Use
Is there parks/public space accessibility?
Is there acknowledgement of the traditional territories?
Are Indigenous values integrated?
Does land use planning use innovative/intentional consultation with diverse/marginalized groups and First Nations?
Citizen & Community Engagement
Is there broad consultation with a diverse range of residents?
Is there engagement with marginalized residents?

Are diverse community orgs. participation?
Does the consultation processes use multiple methods?
Is there engagement/collaboration with local service providers/community orgs?
Other Municipal Services
Are there municipal strategies for affordable housing and stock diversity (price, size, type)?
Is there transit and transit information accessibility?
Is there EDI training for emergency/protective services?

Appendix D: Letter of Information

Study Title: SURP 823 - Centering Equity, Diversity, and Inclusivity in Canadian Municipal Planning Practice: Lessons for North Park Neighbourhood Association in Victoria, BC

Names of Principal Investigators: Faith Ford, Ryan Klemencic, Claire Lee, Alex Pysklywec, Ellen McGowan, Megan Meldrum and Luke Reynolds

Name of Supervisor: Dr. Patricia Collins

The study has 2 main purposes: to synthesize the current work of Canadian municipalities that have incorporated equity, diversity and inclusion (EDI) into their planning processes and to support the North Park Neighbourhood Association (NPNA) in examining and recommending the feasibility of a proposed community benefit agreement and community land trust.

As part of this study, we are inviting city planners, city staff and stakeholders who have been involved in EDI planning at the municipal level.

If you agree to take part, we will interview you remotely via Zoom or Microsoft Teams. The interview will be a maximum of 30 minutes long. With your permission, the interview will be audio-recorded and later transcribed. There is low/minimal risk of being identified. There are no direct benefits to you as a participant. Study results will contribute to our capstone report and may be published and distributed as a resource for Canadian municipalities seeking to incorporate EDI.

There is no remuneration for taking part in this study. There are no plans to commercialize the research findings and there are no conflicts of interest.

Participation is voluntary. You do not have to answer any questions you do not want to. You can stop your participation at any time by telling the researcher. You may request to have your data withdrawn from the study up until December 1st, 2020 by contacting the research supervisor at patricia.collins@queensu.ca.

If you wish, your identity can remain confidential to the extent permitted by applicable laws. We will do this by replacing your name with a pseudonym in all publications and a study ID number in all study records. The study data will be stored on the researcher's password protected computer. The code file that links real names with pseudonyms and study ID numbers will be stored securely and separately from the data on an encrypted USB key. Access to study data is limited to the researchers and their supervisor, as well as the Queen's General Research Ethics Board (GREB) may request access to study data to ensure that the researcher has met or are meeting their ethical obligations in conducting this research. GREB is bound by confidentiality and will not disclose any personal information. The de-identified data set will be made freely accessible in the Queen's University's Institutional Repository after a 5-year embargo period. The code file identifying your pseudonym and study ID number will be permanently erased from the encrypted USB key five years after study closure.

The final report from this work will be posted on the Queen's Department of Geography and Planning website. The results of this study might also be shared as a resource for municipalities wishing to incorporate EDI. Subject to your approval, these publications may include quotes from your interviews. Unless approval is given, we will never include any real names with quotes, and we will do our best to make sure that quotes do not identify participants. It is important to note, however, that the content of your quotes may identify you, and as such, your confidentiality cannot be guaranteed. If you so choose, you can review potential quotes prior to publication.

If you have any ethics concerns please contact the General Research Ethics Board (GREB) at 1-844-535-2988 (Toll free in North America) or email chair.GREB@queensu.ca.

If you have any questions about the research, please contact our supervisor, Dr. Patricia Collins at patricia.collins@queensu.ca.

This Letter of Information provides you with the details to help you make an informed choice. All your questions should be answered to your satisfaction before you decide whether or not to participate in this research study. Please keep a copy of the Letter of Information for your reference.

You have not waived any legal rights by consenting to participate in this study.

PLANNING FOR EQUITY:

CLTs AND CBAs AS TOOLS FOR EQUITY, DIVERSITY, AND INCLUSION IN THE NORTH PARK NEIGHBOURHOOD

Queen's University School of Urban and Regional Planning

Table of Contents

Executive Summary

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

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)

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

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)

1.0 Introduction and Background

1.0 Introduction and Background

1.1 North Park Neighbourhood Context

North Park is a diverse, mixed-income, mixed-use community adjacent to downtown Victoria, British Columbia [5]. The neighbourhood is approximately 1 km² and is home to about 3,400 people. North Park's proximity to downtown Victoria makes it a highly sought-after location for development and the community wants to ensure that development outcomes are equitable and do not lead to existing residents being priced out of their neighbourhood. The North Park neighbourhood has a high percentage of renters (77% in 2011), low-income households (28%), racialized households (21%), and children and seniors who live in poverty (28% and 36%) [5].
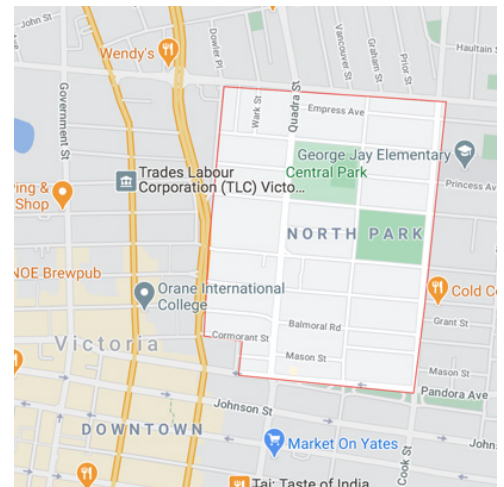
Figure 1. North Park boundaries [6].

1.2 North Park Neighbourhood Association

The *North Park Neighbourhood Association* (NPNA) is a *non-profit* society that aims to improve the quality of life in the neighbourhood and advocate for the neighbourhood in local government processes (Figure 2) [5]. The NPNA serves many functions including monitoring community concerns, facilitating the review of *rezoning* applications and land-use proposals, participating in City initiatives, and hosting monthly meetings where residents can voice views about neighbourhood matters [5]. The NPNA's importance to North Park was magnified during the *COVID-19 pandemic*, when it stepped up to meet unmet needs in the community by putting together a grocery hamper program, running programs at Royal Athletic Park, and supporting the un-housed community living in Central Park (Figure 3).

Figure 2. NPNA logo [5].

Figure 3. Temporary sheltering at Central Park.

2.0 Project Scope

2.0 Project Scope

The need for more housing in Victoria and a lack of housing affordability, coupled with neighbourhood activism, provides the context for a Community Benefits Agreement (CBA) and Community Land Trust (CLT) unique to the North Park neighbourhood. Working with Sarah Murray of the NPNA, Allison Ashcroft of the *Canadian Urban Sustainability Practitioners Network* (CUSP), and Victoria Barr of *LevelUp Planning & Consulting*, the project team's task was to research CBAs and CLTs to understand how these tools could be implemented by the NPNA to preserve housing affordability, increase affordable housing supply, address historic injustices, and ensure that new developments provide benefits to the community.

To understand CLTs and CBAs, a qualitative approach involving a review of academic and grey literature, case studies, key-informant interviews, and facilitated discussions was employed. The purpose of the literature review was to provide context for CBAs and CLTs, and to understand their structure and how they operate. The literature and grey literature review also helped to identify case studies. Three case studies were chosen 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. To enrich our findings, four key-informant interviews were conducted with individuals who were identified for their notable work on CLTs and CBAs. Facilitated discussions were held with clients and other key informants including professional planners throughout the duration of the study to receive feedback on emergent recommendations. Key terms have been italicized and definitions can be found in the Glossary. A more detailed account of research methods can be found in Appendix A.

3.0 Introduction to Community Land Trusts

3.0 Introduction to Community Land Trusts

Community Land Trusts (CLTs) have emerged as a tool to address housing affordability for low and moderate-income households who face barriers to accessing market rentals and homeownership. Land trusts are community-based non-profit organizations that acquire and hold land, and sometimes buildings, with the main goal of preserving affordability and facilitating land stewardship for community residents (Figure 4). CLTs can also be used for commercial and ecological conservation purposes; however, this report will focus on housing-related CLTs. With proper knowledge and the right enabling conditions, CLTs have the potential to address some of the affordable housing shortfalls created by the private market forces.

3.1 What are CLTs?

CLTs are a unique form of housing tenure, promoting equitable access, ownership, and stewardship of land by removing it from the private real estate market [7]. Figure 4 shows how a CLT operates.

By holding land and preventing it from re-entering the market, a CLT functions to protect land from appreciating in value by insulating it from market pressures that would make it unaffordable for the majority of potential buyers or renters [7]. Furthermore, taking land off the market allows for the community to assert control and protects the land from being exploited by private interests. CLTs are distinct from other affordable housing programs and are distinguished by four main characteristics: non-profit status, ownership of land, democratic control, and perpetual affordability [9].

3.2 Characteristics of a CLT

Non-profit Status

CLTs are created to advance a common good by ensuring that land is community-owned and operated and are typically incorporated as non-profit organizations or registered charities [10,11].

Land Ownership

CLTs retain ownership of the parcel of land allowing third parties to use it through long-term leasehold agreements. The land may have an existing home on it or a new home may be constructed. If there is a home, leases often provide the leaseholder with the option to purchase the home at an adjusted price determined by the CLT [9]. Retaining ownership of the land enables the CLT to exercise exclusive control over how the land is used and separates the costs from the housing equation [9]. This enhances affordability for potential CLT homeowners or affordable housing providers, as they only incur the cost of the building itself and not the land underneath.

COMMUNITY LAND TRUST MODEL

CLTs have diverse membership open to people who live and work within their geographically defined areas.
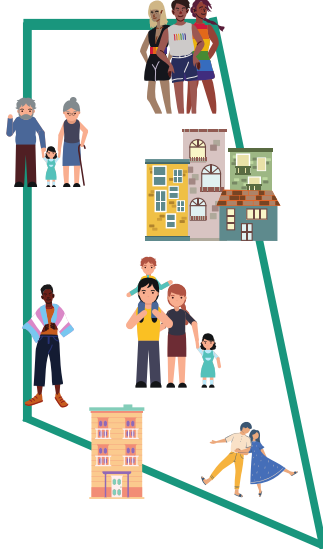
Land owned by a CLT is removed from the private real estate market and is community owned.
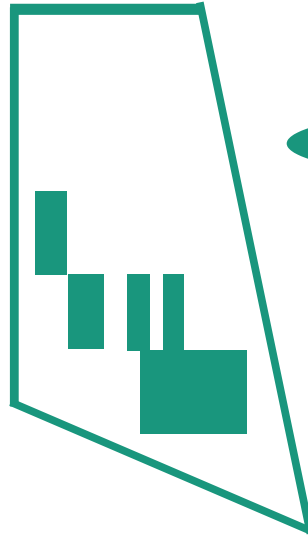
A CLT is a democratically managed organization.

Community members | CLT residents | Local stakeholders & experts

Tripartite CLT Board oversees operations and makes decisions.

CLT owns and manages land.

CLT leases land to orgs. & individuals.
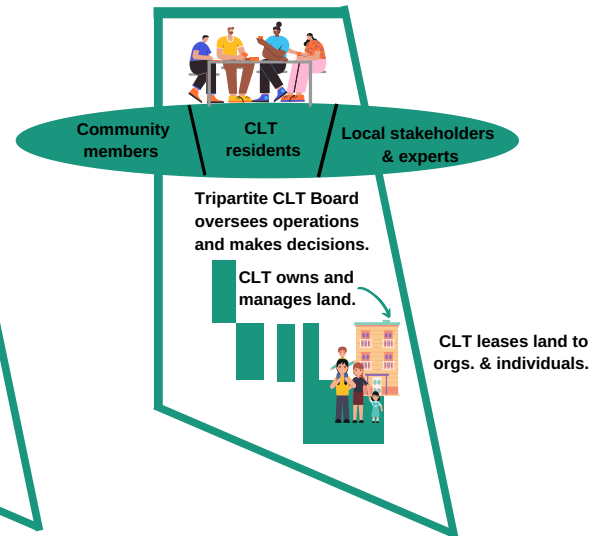
Figure 4. The CLT Model [8].

Democratic Control

CLTs are democratically operated organizations typically formed at the grassroots level and controlled by their members [9]. Under the standard CLT model, membership is open to all residents living within the geographic territory that the CLT serves and to all people who own a home on or lease from a CLT [10]. A board of directors, composed of elected volunteers, typically governs the CLT and is empowered with decision-making authority. While the governance structure of CLTs can vary, a standard CLT relies on a tripartite governance model that separates board membership into thirds. One third are those who lease or own housing managed by the CLT, a second third are those residing in the CLT's geographic area but who do not own or lease housing from the CLT, and the final third is generally made up of representatives from local government, private organizations, and other community-based groups [10,12].

Figure 5. CLTs can be used for many housing forms including apartments.

Perpetual Affordability

Perpetual affordability is another component of CLTs that distinguishes them from other affordable housing models. CLTs limit the resale value of homes by controlling all housing transactions and retaining a portion of the profits for future projects [9]. These formulas are written into leasehold agreements, known as *ground leases*, which regulate resale price restrictions and buyer eligibility restrictions [10]. If a homeowner decides to sell, the CLT has the option to repurchase the home and sell it at a comparable price to a new potential buyer. Alternatively, the CLT can facilitate and monitor the transaction between the current owner and the prospective buyer [13]. Having control over the housing transactions is essential for CLTs to ensure all parties benefit from the sale and that homeownership opportunities will be accessible for future generations.

While these four characteristics are universal to CLTs and can be used to differentiate them from other affordable housing initiatives, it is important to recognize that the CLT model is not a "one size fits all" approach (Figure 5). CLTs can and should vary, using the resources at their disposal to identify needs and priorities within their communities [10]. For some organizations, a tripartite governance model might be replaced in favour of one that is better equipped to represent members of the community. Many components of a CLT can be amended to better suit the size of the land trust and the needs of the community. This flexibility makes CLTs a viable tool, facilitating an opportunity for people to engage in the development and real estate processes that they are often excluded from.

Figure 6. New Communities farm collective [15].

3.3 History of Community Land Trusts

Although CLTs are increasingly seen as viable alternatives to government-driven housing initiatives in Canada, they are still relatively underutilized compared to the United States [14]. Forged during the Civil Rights struggle in the American South, the organization most often credited with being the first CLT, New Communities Inc., was founded in 1969 [16].

New Communities Inc. was formed with the intention of purchasing a large piece of land for African Americans, many of whom were disadvantaged politically and economically due to a combination of racist practices by the state and private organizations (Figure 6) [14]. For example, the Farmer's Home Administration, a U.S. government agency, and the Federal Land Bank refused to provide loans and mortgages to African Americans intending to purchase land or to enter homeownership [14]. These were not isolated incidents and similar acts of discrimination were systemically employed across the United States to marginalize African Americans. The ripple effects from these mandates continue to have implications for the socioeconomic status of African Americans today, and thus, it is important to acknowledge the racist underpinnings that necessitated the creation of CLTs. Today, there are over 260 CLTs in 46 states in the US and the land trust model has spread internationally, with examples in Australia, Belgium, England, and Canada [16].

4.0 CLT Research Insights

4.0 CLT Research Insights

The following section highlights important information and advice learned from interviews with land trust leaders and the case studies of Denman Island, Central Edmonton, and Vernon and District land trusts. These case studies can be found in Appendix D, E, and F. The information presented here can help guide North Park in their pursuit of a CLT by drawing attention to some red and green flags to be considered.

Figure 7. Victoria Social Innovation Centre provides space for non-profits.

4.1 Green Flags

Create Strong Partnerships Early. Facilitating strong partnerships and connections early in the implementation process is vital for CLT success. CLTs can benefit from the significant support received by people and organizations with relevant knowledge and expertise. (See Vernon and District case study in Appendix F).

Be Strategic When Selecting Partners. Types of partnerships also matter. CLTs should be selective with their partnerships by aligning with organizations whose values overlap with the priorities defined by the land trust [12]. This helps to shape the CLT mandate and the intent of the land trust to the public. (See Vernon and District case study in Appendix F).

Plan to Leverage Community Social Capital. CLTs that operate in communities with strong relationships between individuals and organizations, or *social capital*, may be more likely to achieve their goals. Interviews with representatives from the selected case studies demonstrated a common theme emphasizing the large amount of time and commitment needed for the land trust model. Communities with experience in social organizing and community-led initiatives could be better equipped to handle the implementation process of a CLT (Figure 7).

Clearly Define Affordability and Criteria for Target Populations. There are various measures used to define affordability and establish income cut-offs for potential residents of CLTs. In an interview with a representative from the Denman Land Trust, it was noted that a key first step was deciding which *affordability measure* to use and being consistent with definitions. The land trust used the Revenue Canada Low Income Cut-Off as one of the criteria to determine potential tenants. (See Denman Land Trust case study in Appendix D).

4.2 Red Flags

Beware of Communication Breakdowns. Challenges can stem from a lack of communication between the CLT and the individuals who live in their properties. It is important for a CLT to clearly define responsibilities and expectations to ensure that all parties know their role. (See Central Edmonton case study in Appendix E).

Avoid Working in Isolation. CLTs might consider creating a network or platform to encourage conversations between land trusts. Easy avenues of communication between CLTs could be particularly beneficial to new start-up land trusts, who lack the knowledge and foresight to predict potential implementation challenges. As shown in Figure 8, the *Canadian Network of CLTs* operates as a knowledge-sharing forum to ensure the success and growth of CLTs across Canada. (See Central Edmonton case study in Appendix E).

Ensure Diverse Board Membership. Across CLT case studies, board membership tended to favour individuals with a professional skill-set or higher education. These individual assets are important for a CLT's success; however, more diverse perspectives could benefit CLT boards and be more reflective of the community's population. CLTs can actively seek out various groups through targeted outreach strategies.

Build Community with Residents. CLTs might consider the community component to land trusts. Central Edmonton's model (see Appendix E) cited a perceived lack of community felt by tenants living in the trust's housing [18]. Prioritizing potential land trust properties in close proximity could cultivate a sense of community by making it easier for tenants to engage with each other. Tenants could benefit from being able to share challenges that might have arisen from living in CLT properties and help each other with the transition to homeownership.

Be Ready to Make Compromises in Partnerships. Navigating partnerships can be challenging for CLTs. Trusts must maintain their dedication to members by ensuring that original mandates are upheld. In an interview with a CLT representative, it was expressed that working with some partners created challenges related to the operation of the CLT, decision-making, and the core mandate (see Denman Island case study in Appendix D). While partnerships can be beneficial for many reasons, compromises may need to be made. CLTs need to effectively manage their partnerships to ensure that partners can complement and enhance the overall objectives of the land trust and that any compromises do not detract from the original mandate.

Be Prepared for Approvals to Take Time. Development processes can take a long time, particularly if rezoning is required. For the Denman Land Trust's second project (eight units of seniors housing) it took several years to rezone the property and apply to the Ministry of Transportation for a strata subdivision [19]. The City of Victoria states that the *rezoning process* generally takes approximately six to eight months, or longer for more complex applications. The application process involves multiple steps including submitting a site plan, writing a letter to the Mayor and Council, and presenting at public meetings and hearings [20].
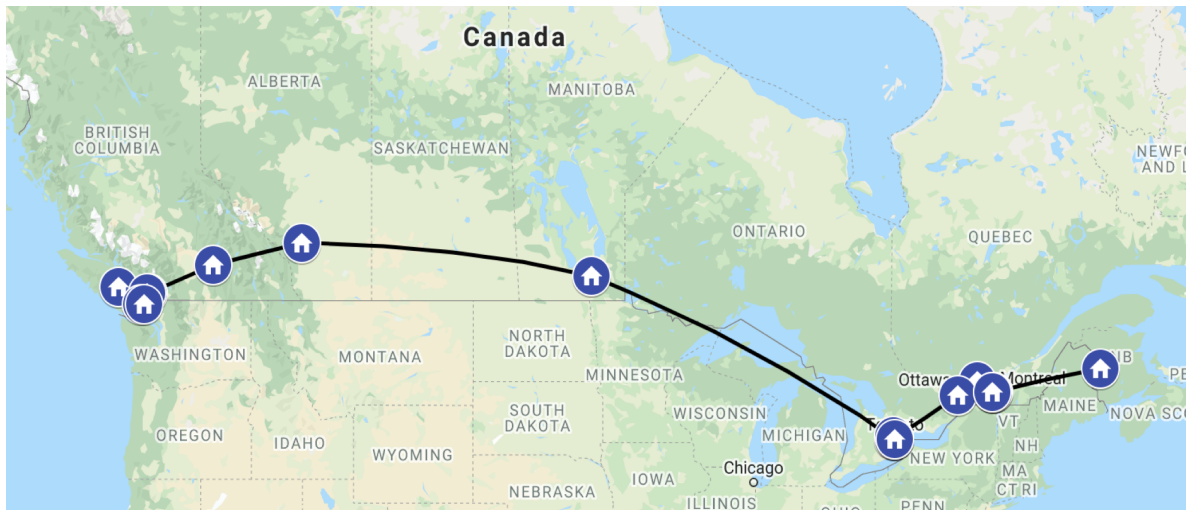
Figure 8. Map of Canadian CLTs [17].

5.0 General Themes for CLTs

5.0 General Themes for CLTs

Table 5: General Themes identified for CLTs.

Themes	Takeaways
1) Reliance on strong multi-sectoral collaboration	For CLTs to be successful, they must garner support and collaborate with various sectors and organizations. A strong leading organization should act as a liaison to navigate the concerns and demands of various stakeholders.
2) The need for improved involvement, accessibility, and transparency in land use planning and development	Municipalities need to make land use planning and development processes more transparent and accessible to the public. There is an increased demand for residents to be able to exercise control over the places in which they live.
3) Securing funds for operating CLTs can be challenging	Many CLTs receive funding from government grants, however, these grants are highly competitive, and funds are limited.
4) CLTs require substantial volunteer commitment and resources	The amount of work and resources required for CLTs to operate effectively is underestimated. CLTs require members who have expert knowledge, possess a professional skill set and can dedicate themselves towards the project.
5) CLTs can be champions of marginalized and underrepresented voices	CLTs require strategies in place that will enable the trust to engage and represent the voices of individuals in the community that are often neglected. Not only does this improve the quality of the CLT, but it also strengthens the democratic legitimacy that the trust is founded on.
6) CLTs are reliant on thorough public consultations processes	An effective CLT engages with the community and incorporates their feedback. Communication must be reciprocal to ensure that the land trust model accurately represents the needs and values of the community.
7) One size does not fit all	CLTs may vary from community to community. The nature and shape of the CLT will ultimately be determined by its location and the people who live there. CLTs can operate at different scales, serve different target groups, and have different governance structures.

6.0 Enabling Conditions Checklist for CLTs

6.0 Enabling Conditions Checklist for CLTs

Based upon the information collected from literature, case studies, and interviews with municipal planners and land trust representatives, the following CLT *enabling conditions* describe the recommended next steps for NPNA to consider. These recommendations are shaped by seven guiding principles:

- Equity-centred Approach that is Inclusive and Celebrates Diversity
- Transparency and Communication
- Community Empowerment
- Partnerships and Capacity Building
- Meaningful and Fair Benefits
- Affordable, Accessible Living
- Creativity and Resourcefulness

These guiding principles were determined by the themes present in the case studies, as well as the values and vision of the North Park Neighbourhood Association. The enabling conditions are framed by three overarching themes: partnerships and *capacity building*, tools and mechanisms, and financing. Each condition includes recommended time frames for implementation.

6.1 Partnerships and Capacity Building

☑ *Identify land trust leaders and leading organization (Immediate to short-term)*

- Draw membership from an array of community members who have knowledge in real estate, business, finance, and social service delivery.
- Look to collaborate with North Park's different faith-based groups, housing shelters, immigrant services, social services, local businesses, private developers, and realtors (Figure 9).
- Consider partnering with a leading organization to help build capacity and generate support for the CLT. For example, The *Hamilton Community Land Trust* partnered with the *Social Planning and Research Council of Hamilton* to aid the trust in consulting with the community and creating partnerships with local organizations [21].

☑ *Explore avenues of governance and form Board of Directors (Immediate to short-term)*

- Form a Board of Directors to guide the CLT in decision making. The standard CLT follows a tripartite model which separates board membership into thirds.
- These thirds are usually composed of CLT housing residents, residents of the community where the CLT operates, and local representatives from various organizations [22].

- Consider reserving seats or creating a separate advisory board to prioritize the voices of people experiencing marginalization in North Park.
- *Toronto's Partnership and Accountability Circle* (PAC), which was created to support the implementation of Toronto's Action Plan to Confront Anti-Black Racism, is a potential model to follow. The composition of PAC includes Torontonians of African descent who are elders, youths, and key stakeholders.

Figure 9. NPNA 'Community Superheroes' [5].

☑ ***Explore and identify potential partnerships (Short to medium-term)***

- Seek support from a variety of stakeholders.
- Look to organizations that align with the goals and priorities of the CLT.
- Partnerships that facilitate land acquisition or donations of existing buildings can help to reduce some of the start-up costs associated with a CLT. (See Vernon and District Land Trust case study in Appendix F).
- Examine partnerships with other affordable housing providers. For example, *Vancouver's* CLT organization partners with municipalities, co-operatives, and other non-profit housing providers across the province.

☑ ***Hire staff to help with daily operations (Medium to long-term)***

- Starting and maintaining a land trust is an immense undertaking and demands a large time commitment from volunteers.
- Staffed positions may alleviate some of the pressures on volunteers.
- Hire management to oversee community outreach, partnership development, and property management [22].
- Other hired positions may include a project manager, property manager, accountant or building superintendent.

6.2 Tools and Mechanisms

☑ ***Create a clear mission statement and identify priorities (Immediate to short-term)***

- Consider developing the mission statement through community consultation and engagement.
- Similar to the *Hamilton Community Land Trust*, identify priority areas that can reflect North Park's values and help shape the desired outcomes of the CLT.
- Decide what form the CLT will focus on – some focus solely on rentals, while others focus on homeownership.

- Establish who the target population is, for example, the _Vernon and District Community Land Trust_ targets minimum wage households and senior citizens (see Appendix F).

☑ *Create an educational and collaborative public engagement strategy (Short to medium-term)*

- Create a campaign or strategy to inform and engage the public about land trusts.
- Create opportunities for input from all members of the community, reflecting North Park's commitment to equity, diversity, and inclusion.
- Accommodate those with barriers to engagement by reaching out to these groups using a variety of engagement options. Consider staging multiple phases of public engagement.
- Look to the Ontario Municipal Social Services Association's _Guide to Accessible Public Engagement_ or the International Association for Public Participation's _Spectrum of Engagement_ for examples of engagement tools.

☑ *Begin the planning process for the initial project (Medium to long-term)*

- The planning process for the initial project will vary, depending on whether the development is a new build, a renovation of an existing building or a simple transfer of ownership.
- Recognize that new builds can take years to execute. For example, it took five years for the _Denman Island CLT_ to plan, build, and develop their first project (Appendix D).
- See the _Hamilton Community Land Trust_'s eight implementation steps for new builds which could be used as a model [21, p.23].
- Transfers of ownership or donations of buildings may have a shorter timeline as development and construction is not required. Renovations, however, could still be a lengthy process that may require special permits and inspections.

☑ *Explore opportunities to define and incorporate evaluation metrics (Medium to long-term)*

- Use evaluation metrics and monitoring to track the CLT's progress and identify areas for improvement.
- Evaluation metrics can include assessments of the community consultation process, conduct of Directors, selection of tenants, etc., to ensure that CLTs are maintaining their commitments. A tool to guide these metrics is the _Mountain of Accountability_, an evaluation framework employing three levels of accountability.
- Assess what resources are available for the implementation of evaluation metrics. A good place to start may be adapting the City of Victoria's guidelines for _Monitoring and Evaluation_ of their Official Community Plan.

6.3 Financing

☑ *Incorporate as a non-profit or become a registered charity (Short to medium-term)*

Figure 10. Parkdale CLT [10].

- Explore whether the CLT should incorporate as a non-profit or become a registered *charity*.
- Incorporating as a non-profit can be done online through the *Government of Canada website* or by email. Applications for *registered charities* can also be completed on the Government of Canada website and are generally reviewed until the end of September.
- The most significant benefit incorporating of registering as a charity is tax exemptions. All charities registered with the *Canada Revenue Agency* can issue donation receipts and are exempt from paying income tax [23]. Non-profits are generally exempt from paying income tax but may have to pay tax on property income and capital gains [23].

☑ *Identify funding opportunities and land for the initial project (Short to medium-term)*

- Securing land is the most challenging step for a CLT, particularly in places like North Park where real estate prices are rising and there is limited vacant land.
- Examine the available resources and opportunities for land acquisition in the community.
- CLTs generally acquire land through donations, discounted sales, land swaps or purchases at full price [22].
- Consider the *Parkdale CLT*'s (Figure 10) model of intervening early in the real estate process by identifying sites at risk of development, undertaking acquisition planning, and securing funds to acquire and renovate properties to be leased to non-profit housing providers [24].
- Look at various sources for funding including CMHC Seed Funding, Real Estate Foundation of British Columbia Grants, BC Housing, Capital Regional District Regional Housing Trust Fund, and City of Victoria Housing Reserve Fund.
- Fundraise through donation campaigns (Appendix B) and community events [6].

☑ *Create a financial strategy to budget capital and operational costs (Short to medium-term)*

- Create a financial strategy for purchasing land, operating costs, and maintenance.
- Plan to secure several years of *capital funding* prior to launching a CLT [12].
- The Hamilton CLT released a two-year budget projection that could be used as a starting point for NPNA [21, p.26].
- Ensure there is *operational funding* for the day-to-day operations of the CLT, staffing, and property management [25].

CLT Enabling Conditions for NPNA

| Task | Partnerships and Capacity Building | Tools and Mechanisms | Financing |

Task	Immediate Term	Short Term	Medium Term	Long Term
Identify land trust leaders and leading organization	████████ (Partnerships)			
Explore avenues of governance and form Board of Directors	████████ (Partnerships)			
Create a clear mission statement and identify priorities	████████ (Financing)			
Explore and identify potential partnerships		████████ (Partnerships)		
Create an educational and collaborative public engagement strategy		████████ (Financing)		
Incorporate as a non-profit or become a registered charity		████████ (Tools)		
Identify funding opportunities and land for the initial project		████████ (Tools)		
Create a financial strategy to budget capital and operational costs		████████ (Tools)		
Hire staff to help with daily operations			████████ (Partnerships)	
Begin the planning process for the initial project			████████ (Financing)	
Explore opportunities to define and incorporate evaluation metrics			████████ (Financing)	
Timeline	**Immediate Term**	**Short Term**	**Medium Term**	**Long Term**

Figure 11. A Gantt Chart providing a visual view of CLT enabling conditions and suggested time frames.

7.0 Introduction to Community Benefits Agreements

7.0 Introduction to Community Benefits Agreements

A *Community Benefits Agreement* (CBA) is a legal agreement between a developer and a community. Sometimes a CBA will include a third party, such as a municipal government or elected officials. A CBA contract outlines specific commitments for the developer and community and is enforceable by all involved parties [4]. CBAs can ensure that large-scale developments bring meaningful and relevant environmental, economic, or social benefits to a community [1-2].

CBAs are a product of negotiation and are often led by community *coalitions* and grassroots organizations. The process of a CBA and how it differs from the traditional development process is depicted in Figure 12. These agreements rely on the empowerment and engagement of community members, encouraging community involvement in the planning and decision-making process [1]. CBAs are often supported by municipalities but are not mandated or supported by municipal plans or policies. 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].

7.1 When is a CBA appropriate?

A CBA is most effective when developers require community support, particularly involving large or controversial developments [4]. If possible, communities should assess the potential impacts of a development and proceed with a CBA when the agreement can reduce harmful impacts and bring meaningful benefits [27]. In some cases, a CBA may not be suitable due to a small-scale development or the time, cost, and effort needed for the development of a CBA. In Canada, CBAs are often associated with major public infrastructure or large-scale private developments, such as the Rexdale Woodbine

COMMUNITY BENEFITS AGREEMENTS DEVELOPMENT MODEL

HOW DEVELOPMENT WORKS **WITHOUT** A CBA

HOW DEVELOPMENT WORKS **WITH** A CBA

City

Developer

Affordable housing groups

Other CBOs

Unions

Church groups

Neighbourhood groups

Environmental groups

Project information & CBA negotiations

Development Agreement
can incorporate CBA

City

Developer

Unions

Other CBOs

Neighbourhood groups

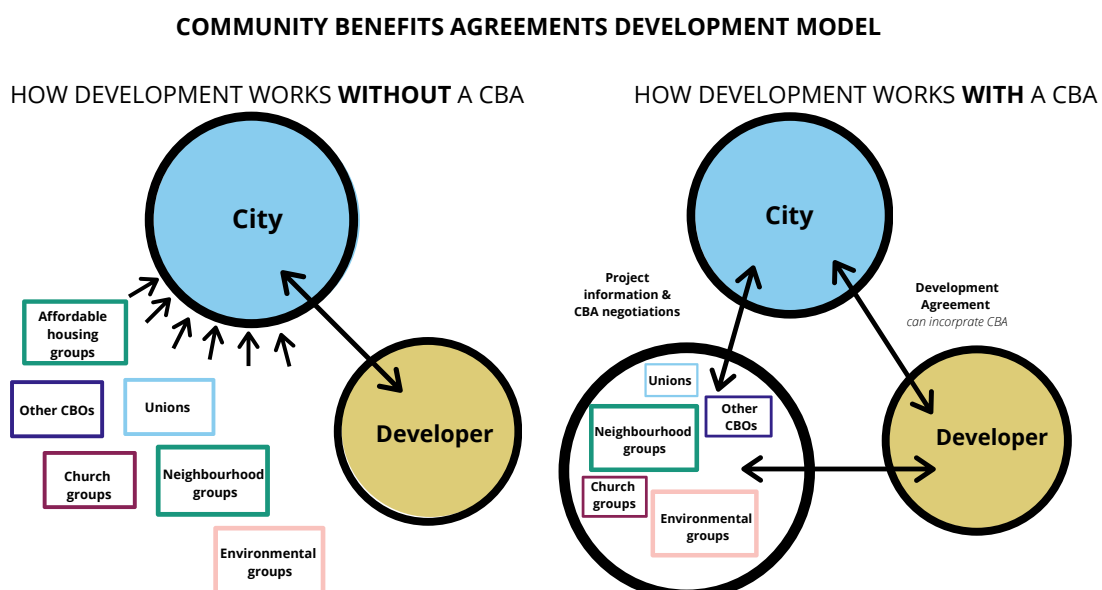Church groups

Environmental groups

Figure 12. Diagram highlighting the development process with and without a CBA [22, 26].

Casino CBA in Toronto [28, 29]. Fewer CBAs in Canada have been associated with smaller or mixed-use developments [28]. These agreements can bring economic and social benefits to a community in the form of social and local procurement agreements. Large infrastructure projects may create employment and training opportunities for residents, as well as bring millions of dollars in procurement of local goods and services [28].

7.2 CBA Policies and Legislation

Generally, developers are not legally required to enter into a CBA and will only choose to proceed with a CBA if they are motivated by factors that will make the development process smoother [4]. This is because many municipalities do not have policies that mandate CBAs and have not included requirements for a CBA in planning documents. Incentives that appeal to developers include gaining public support and buy-in, preventing legal problems and delays in the application and approval process, good publicity, and creating a better brand image [28].

Figure 13. Franklin Green, a community park in North Park.

It is crucial to note the difference between a CBA that requires a legal agreement between the developer and community and other municipal tools that provide *community benefits*, such as *density bonusing*, community amenities policies, and *cash-in-lieu of amenities* for *community amenities funds*. These tools and policies, while not legal agreements with the community, allow developers to build additional floor area and increase the size of a development in exchange for amenities, such as affordable housing or community green space (Figure 13), or cash and in-kind contributions. While the City of Victoria does not have a CBA policy or requirement in place, it does have policies such as the *Density Bonus Policy* that requires amenity contributions.

7.3 Policies for Procurement and Employment Benefit

At the Federal level, *Bill C-227, An Act to amend the Department of Public Works and Government Services Act (community benefit)* was introduced in December 2016 but was not passed [30]. This amendment would have included a definition of community benefit and allowed the Minister to require companies bidding on federally funded public works construction or repair projects to identify how the project will provide community benefits prior to awarding a contract. Several provinces, including Ontario and British Columbia, have adopted legislation and policies for employment and social procurement. Ontario's

Bill 6, _Infrastructure for Jobs and Prosperity Act_, and the _British Columbia Procurement Strategy_ both introduce policies to bring social benefit to communities through social and local procurement and hiring targets [31].

Some Canadian cities are beginning to introduce community benefits policies and social procurement frameworks. Vancouver released its _Community Benefits Agreements Policy_ in 2018 which requires certain developments to provide community benefits, including social procurement and local hiring [32]. In 2016, the City of Victoria released a report titled _Good Jobs + Good Business = Better Community Action Plan_. This plan introduced the recommendation of a social procurement framework, encouraging community benefits by supporting local businesses (Figure 14) and social enterprises [33]. Since the release of the plan, the _Coastal Communities Social Procurement Initiative_ has been launched to advocate for social procurement in communities on Vancouver Island.

7.4 History of CBAs

CBAs gained popularity in the United States in the early 2000s. Los Angeles' Staples Centre CBA was the first of its kind and is considered a model CBA [34]. In 2001, plans were announced to transform the Staples Centre Arena property into the Los Angeles Sports and Entertainment District, a 6.3 million sq ft mixed-used, master-planned development. A coalition of community groups sought benefits from this development and secured funding for employment training programs, job creation, a community needs assessment, and nearly $1 million for community recreation space [34]. Los Angeles has had many prominent CBAs associated with large urban redevelopment projects and is considered the "home of the CBA" [35].

Figure 14. Local businesses on Quadra St.
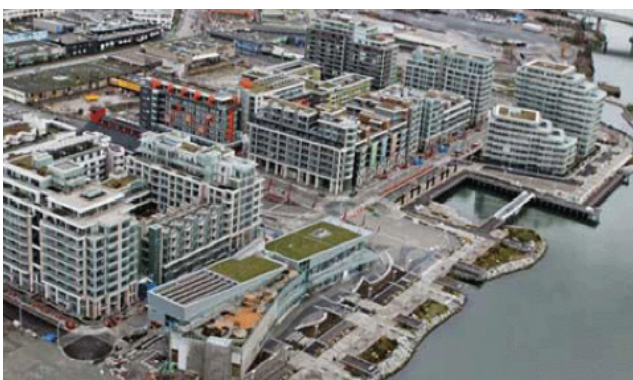
Figure 15. Southeast False Creek Development [36].

CBAs are relatively new in Canada, first appearing around 2010. The Regent Park revitalization project in Toronto was Canada's first CBA, although this effort was criticized for its lack of community engagement in the negotiation and decision-making process [35]. Many consider Vancouver's Olympic Village CBA as the first successful CBA in Canada [2]. This seven-hectare development in Southeast False Creek, shown in Figure 15, created 120 jobs for disadvantaged workers and generated $42 million in local procurement [28].

8.0 CBA Research Insights

8.0 CBA Research Insights

This section highlights important information and advice learned from interviews with city planners and the case studies of Regent Park, Parkdale, North Hollywood, Herongate, and ONE North End. These case studies can be found in Appendix G, H, I, J and K. This information can help guide North Park in their pursuit of a CBA and identify some green and red flags to be aware of prior to beginning the CBA process.

Figure 16. Herongate members advocate for a no-displacement CBA [37].

8.1 Green Flags

Strong Partnership Networks are Vital. A strong network, including partnerships with third parties, is vital to a coalition's success. Social organizations can play a vital role in the establishment of a CBA by supporting coalitions and educating employers about *first source hiring programs*. (See NoHo case study in Appendix I).

Coalition-Building is the First Step. The Parkdale and Herongate case studies (Appendix H; Appendix K) demonstrate that coalition building is often the first step and first achievement of many communities that are interested in implementing a CBA [28, 36]. Coalitions need to reach a consensus and agree on all priorities to ensure there will be no division when presenting their demands of community benefits to developers [35, 29].

Centre Equity through a CBA Framework. Making development equitable should be proactive and not a reactive process. The creation of a community benefits framework is one proactive step a community can take. Parkdale created a framework that is proactive and responsive to the community's current and future needs. Herongate began its CBA advocacy (Figure 16) in response to the threat of displacement in the community and is seeking a CBA to prevent further displacement in their neighbourhood. (See Herongate case study in Appendix K).

Public Education Creates Community Buy-In. When coalition and community members are informed of the planning process, as well as development proposals affecting the neighbourhood, they can better understand and engage in the CBA process. Parkdale People's Economy (Appendix H) hosted public consultation sessions for controversial developments to gauge the community's feedback and learn what the community expected and required from developments. It is important to provide the community with opportunities to voice concerns throughout the CBA process [29].

8.2 Red Flags

Avoid Delays by Securing Municipal Support. Lack of municipal support can delay or prevent the CBA process. A representative from ONE North End (Appendix J) stated that the coalition has not yet implemented a CBA because the City of Halifax does not have legislation in place to allow this.

Beware of CBAs Leading to Gentrification and Displacement. A CBA may bring amenities and benefits to a community that make the area surrounding a neighbourhood attractive to outside residents (see NoHo case study in Appendix I). This may lead to displacement in nearby areas, which may require municipal intervention and additional support to prevent displacing residents in surrounding neighbourhoods [38].

Lead the Process of Creating Social Enterprise Networks. While establishing relationships with social enterprises or organizations is often easier in large urban centres, it is important that the community, and not solely the City, lead this process in Victoria. In an interview, a planner from the City of Vancouver credited community organizations with creating its well-established network of social enterprises, while an interviewee from the City of Surrey noted the difficulty in finding and establishing these connections.

Amplify the Voices of Residents Experiencing Marginalization in CBA Development. Regent Park's first CBA demonstrates the challenges that arise when a community is not engaged throughout the CBA process. To avoid creating an ineffective CBA that lacks community support, the CBA benefits negotiating process must be accessible to all community members who want to engage and make sure the voices of those experiencing marginalization are present and amplified [39,29].

Hold Developers Accountable. If there is no accountability from developers, the CBA may be ineffective. Strong metrics, constant monitoring, and financial penalties encourage compliance. Both NoHo Commons CBA and Parkdale's framework show that having enforceable targets is required, and that monitoring and evaluating the contents of a framework is necessary to ensure the framework continues to respond to the community's needs (see Appendix H and Appendix I).

9.0 General Themes for CBAs

9.0 General Themes for CBAs

Table 6. General Themes identified for CBAs

Themes	Takeaways
1) The process must be transparent, inclusive, and equitable.	An equity-centred approach that is inclusive and celebrates diversity must be at the core of the entire process, from coalition formation and engagement to negotiation and monitoring. The CBA process must be representative of the community and targeted efforts should be made to involve groups experiencing marginalization.
2) Coalitions must build well organized support networks to help build capacity and access to resources.	Municipalities need to make land use planning and development processes more transparent and accessible to the public. There is an increased demand for residents to be able to exercise control over the places in which they live.
3) Communication between the community, decision-makers, and the developer should continue throughout the process.	Open, frequent communication should begin at the start of a CBA and continue throughout implementation and monitoring. Communication can ensure potential conflicts of interests between community groups and developers are identified and avoided. Communication also makes the demands, interests, and capacity of each party clear to avoid conflict or misunderstandings.
4) CBAs should avoid vague terms or unclear goals. Requirements should be detailed, concrete, and measurable.	Coalitions should avoid creating goals or targets that are unclear, ambiguous, and difficult to measure. To avoid misinterpretation and ensure commitments are achievable, a CBA should outline clear and measurable targets. Measurable targets ensure compliance can be monitored and that goals are achieved.
5) CBAs must be legally binding and enforceable.	CBAs must be legally binding and enforceable against third parties in case of a change in developer mid-way through the development. Voluntary commitments from a developer do not suffice.
6) CBAs should reflect the community's development goals and follow local land use planning policies.	A coalition's demands should encourage sound land use planning decisions and align with local land use planning, including the community's future Village and Corridor Plan. CBAs that do not reflect local planning or zoning regulations may create more barriers to development.
7) Lack of operating funding and financial resources may be a barrier for coalitions.	Funding is often required for research, engagement, and legal fees. Monitoring and enforcing a CBA can also be very costly. Lack of financial resources or financial strain can lead to instability and dissolution of a coalition.
8) Third party support and use of subsidies by the City increases the willingness of developers to enter into CBAs providing benefits to developers.	Having third parties use their resources to support community benefit initiatives from CBAs is appealing to the developer as they do not have to do as much of the heavy lifting. Subsidies from the City also make integrating community benefits in their developments more appealing.

10.0 Enabling Conditions Checklist for a CBA

10.0 Enabling Conditions Checklist for a CBA

Based upon the information collected from literature, case studies, and interviews with municipal planners, the following CBA enabling conditions describe the recommended next steps for NPNA to consider. These recommendations are shaped by seven guiding principles:

- Equity-centred Approach that is Inclusive and Celebrates Diversity
- Transparency and Communication
- Community Empowerment
- Partnerships and Capacity Building
- Meaningful and Fair Benefits
- Affordable, Accessible Living
- Creativity and Resourcefulness

These guiding principles were determined by the themes present in the case studies, as well as the values and vision of the North Park Neighbourhood Association. The enabling conditions are framed by three overarching themes: partnerships and capacity building, tools and mechanisms, and financing. Each condition includes recommended time frames for implementation.

10.1 Partnerships and Capacity Building

☑ ***Create an outreach platform to engage and educate the community (Immediate to short-term)***

- Make a targeted effort to engage with residents experiencing marginalization.
- These residents may include newcomers, people with disabilities, members of LGBTQ2S+ communities, veterans, women, youth, Indigenous peoples, people of colour, unhoused people, low-income residents, and other populations whose voices are often ignored [35, 29].
- Consider modelling an engagement strategy from the goals and priorities of the City of Victoria's 2017 Engagement Framework.
- Establish a strong social media presence and relationship with local news to help the coalition gain exposure and increase support

☑ ***Strengthen community networks and build capacity by partnering with third parties (Immediate to short-term)***

- Seek to partner with a third party to help facilitate coalition organizing and the negotiation process. This third party can provide guidance and resources, as well as facilitate public meetings [27].
- Involving a third party can help the coalition by shifting the power in the negotiation process and possibly reduce the uneven bargaining power between a community and developer [40,41].

- The third party may be the City of Victoria, or alternatively, a consultant or group that the coalition has partnered with. Partnering with the City can provide the coalition with additional resources and a wider support network [42].

☑ ***Form a coalition representative of the community (Short to medium-term)***

- North Park Neighbourhood Association can lead the formation of a coalition prior to the start of a CBA [4].
- Seek coalition membership from community organizations, community members, local businesses, non-profits, Indigenous groups, faith-based groups, affordable housing advocates, environmental organizations, and healthcare professionals.
- Look to build the coalition's capacity by identifying members with expertise and experience in negotiation, legal issues, and real estate development who can share knowledge and skills [40,27].

☑ ***Identify existing resources, community needs, and priority areas (Short to medium-term)***

- Conduct a community needs assessment to identify the community's priorities [3]. Determining the community's needs will help shape the types of benefits that will be most meaningful to the community [41].
- Map existing resources (Figure 17) and community assets to highlight opportunities and gaps for service delivery [27, 40].
- Identify existing social enterprises and local businesses to determine potential procurement opportunities. Work to upscale and expand these enterprises to help build capacity.

10.2 Tools and Mechanisms

☑ ***Create threshold criteria for developments requiring a CBA (Short to medium-term)***

- Work with the municipality and planning staff to determine the criteria for developments that will require a CBA.
- Determine the threshold for a CBA by the size of the development, type of development, or the total cost of the development [32].
- Advocate for the CBA threshold criteria to be integrated into the future Local Area Plan (LAP) and Official Community Plan (OCP).

☑ ***Create a community benefits framework to guide development and identify goals (Medium to long-term)***

- Create a Community Benefits Framework to guide development and shape the CBA negotiation process.
- Outline goals and targets in the framework that are responsive to the community's needs and proactive in identifying future priorities [35].

- Use findings from the community needs assessment and asset mapping to identify priority areas and set targets for development (Figure 17). Priority areas for North Park could be modelled similar to the themes identified by the *Parkdale People's Economy*.
- Establish measurable targets that developers are expected to meet. Examples of targets are outlined in *Parkdale's Community Benefits Framework*.
- Target benefits to non-profits, as an interviewee stated the City of Victoria is prohibited from providing benefits to private, for-profit businesses.
- Consider advocating for local procurement and sourcing construction goods and materials from local businesses wherever possible.
- A list of potential benefits for this Community Benefits Framework can be found in Appendix H.

☑ *Establish monitoring and evaluation criteria to ensure compliance (Medium to long-term)*

- Incorporate metrics and evaluation criteria into the CBA - monitoring compliance reduces errors, provides necessary feedback to improve outcomes, and tracks social benefits and impacts of the project [27].
- Use qualitative and quantitative measures, monthly reporting, financial audits and establishing consequences for failure to comply to monitor and evaluate the CBA (Appendix C).
- See the *Mountain of Accountability* as a guide to shape this process. This guide can be used to understand the impact of the CBA, learn from the process and improve effectiveness, and reflect on how the CBA is working.

10.3 Financing

☑ *Secure funding through grants, fundraising, or financial support from third parties (Medium to long-term)*

- Funding is required to support the coalition's outreach platform campaign and the cost of services like consultants and lawyers.
- Begin community fundraising, using the coalition's network of community organizations and members [27,31].
- Apply for potential funding through the City of Victoria's *Community Amenities Contributions* and grants including the *My Great Neighbourhood Grant Program*, *Strategic Plan Grants*, and *Direct-Award Grants*.
- Financial support could also be sourced from a local community impact investment co-op, such as the *BC Community Impact Investment Coalition* [41].

10.4 Municipal-level Recommendations for Supporting CBAs

The following recommendations are geared towards the City of Victoria. It is recommended that the NPNA work with the City and encourage them to consider these recommendations for supporting CBAs.

Establish a CBA advisory committee or working group (Short-term)

- Create a CBA working group or advisory committee that can provide transparency and accountability in the CBA implementation and oversee the negotiation process.
- Members could include municipal staff from various departments, planners, representatives from the coalition, and other relevant stakeholders
- Look to the *City of Hamilton* and *City of Cambridge, Massachusetts* for examples of working groups. The City of Toronto also has dedicated staff to CBA work, including a Community Benefits Coordinator [43].

Engage with developers (Short-term)

- Engage with developers prior to beginning the CBA process to gauge developer's knowledge of community benefits, social procurement, and the local community [4].
- Work with developers early in the process to gain support, as well as identify the existing resources developers may have and what their capacity is.
- Engagement can ensure that developers are informed about the process, are on-board, and can be better prepared to deliver community benefits and work with the community.

Mandatory integration of CBAs into development agreements (Short-term)

- Incorporate CBAs into *development agreements* and require developers to commit to CBAs as a condition of a development approval or *development permit*.
- Incorporating CBAs into development agreements is one potential mechanism to ensure CBAs are adhered to and guarantee enforceability if the coalition dissolves [44].
- Development agreements have been found to strengthen CBAs, support coalitions, and may standardize the CBA process for future developments [44,39].

Expand avenues for communities to receive financial support (Medium-term)

- Consider creating new funds for community groups pursuing CBAs. This would be separate from existing community amenities funding and would be intended to support community coalitions by increasing their resources and capacity.
- Seek out partnerships with financial institutions to create grant opportunities for community groups [40]. For example, *Vancity* has partnership funding and grant programs, and RBC Canada has provided funding to several Canadian municipalities.

- The City has existing funding to provide amenities, such as the _Victoria Housing Reserve Fund_ and the _Inclusionary Housing and Community Amenity Policy_. The amenities funded by these sources are decided at Council's discretion. For greater flexibility, these policies could be expanded to allow a developer to donate or provide funding directly to local non-profits.

Establish a social enterprise/organization directory (Medium-term)

- Begin engaging with social organizations (Figure 18) by building connections and establishing an online directory of _social enterprises_ and their initiatives.
- Create a publicly accessible directory that can assist the City in identifying social procurement opportunities for developers and identifying supporting organizations. Promoting social enterprises also aligns with the actions of the _City's Good Jobs + Good Business = Better Community Action Plan_ [33].

Figure 17. North Park Community Map.

Figure 18. Inter-Cultural Association of Greater Victoria.

Adopt a Community Benefits Policy (Long-term)

- Create a Community Benefits Policy to support the integration of community benefits in developments within Victoria.
- See examples of existing policies including the City of Vancouver's _Community Benefit Agreements Policy_ and the City of Toronto's _Community Benefits Framework._ These policies outline community benefits targets, guiding principles, implementation plans, financial resources, and thresholds for which developments must provide mandatory community benefits [32, 43].
- This policy would standardize the CBA process in Victoria and enhance transparency, increase accountability, improve the efficiency of development approval processes, and facilitate new and stronger relationships with community groups.
- Note that the formation of a Community Benefits Policy may take several years and would require extensive public and stakeholder engagement [32, 43].

CBA Enabling Conditions for NPNA

Legend: ■ Partnerships and Capacity Building (maroon) | ■ Tools and Mechanisms (light blue) | ■ Financing (teal)

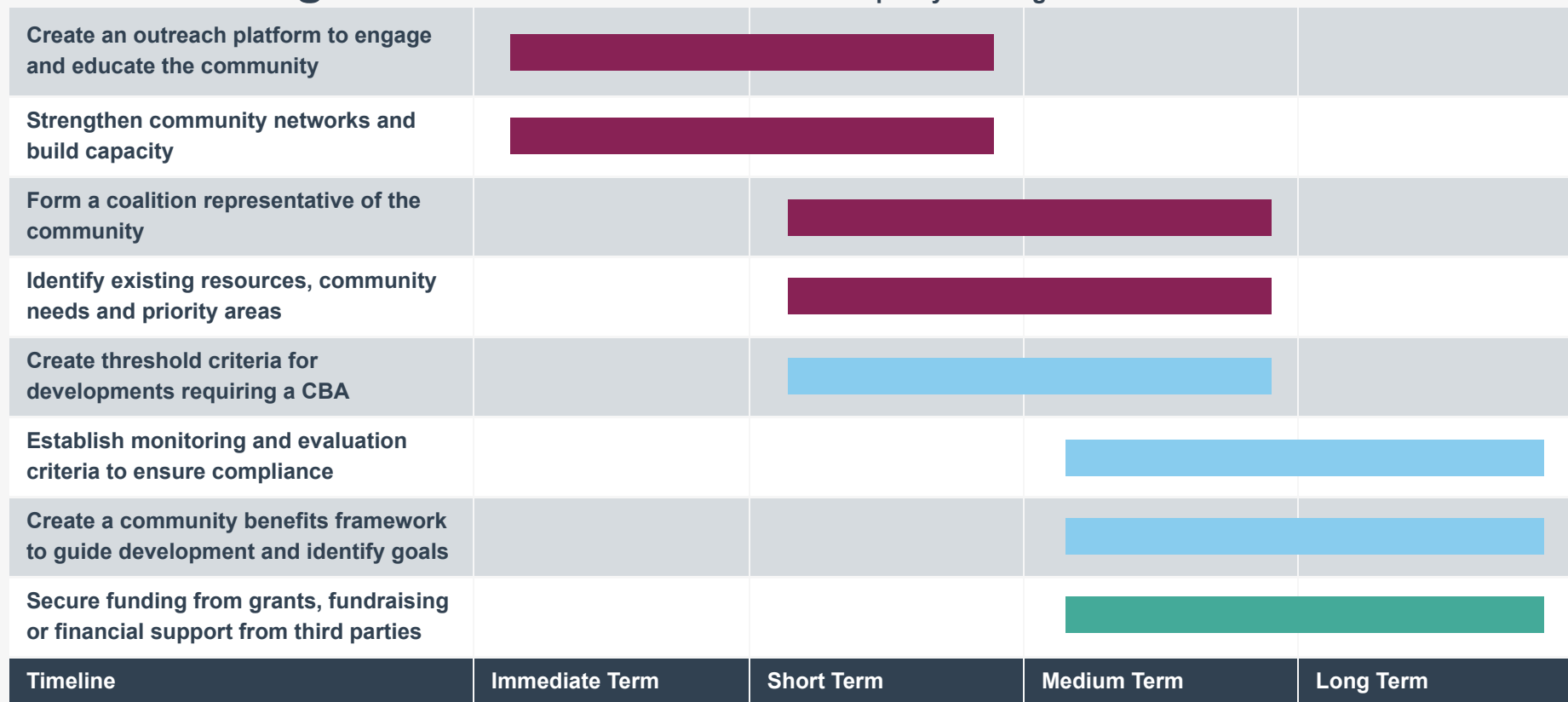| Task	Immediate Term	Short Term	Medium Term	Long Term
Create an outreach platform to engage and educate the community	Partnerships and Capacity Building	Partnerships and Capacity Building		
Strengthen community networks and build capacity	Partnerships and Capacity Building	Partnerships and Capacity Building		
Form a coalition representative of the community		Partnerships and Capacity Building	Partnerships and Capacity Building	
Identify existing resources, community needs and priority areas		Partnerships and Capacity Building	Partnerships and Capacity Building	
Create threshold criteria for developments requiring a CBA		Tools and Mechanisms	Tools and Mechanisms	
Establish monitoring and evaluation criteria to ensure compliance			Tools and Mechanisms	Tools and Mechanisms
Create a community benefits framework to guide development and identify goals			Tools and Mechanisms	Tools and Mechanisms
Secure funding from grants, fundraising or financial support from third parties			Financing	Financing
Timeline	**Immediate Term**	**Short Term**	**Medium Term**	**Long Term**

Figure 19. A Gantt Chart providing a visual view of CBA enabling conditions and suggested time frames.

11.0 CLT and CBA Connections to Existing Policy

11.0 CLT and CBA Connections to Existing Policy

Table 7. Connections to existing policy in Victoria

Policy	Connections to CLTs and CBAs	
Strategic Plan (2019)	**Strategic Objectives** **1:** Good Governance and Civic Engagement **3:** Affordable Housing **4:** Prosperity and Economic Inclusion **5:** Health, Well-Being and a Welcoming City **8:** Strong, Liveable Neighbourhoods	
Official Community Plan (2012) **** Last updated in 2020**	**Plan Values** **3.1:** Whole Systems Thinking **3.4:** Inclusivity and Accessibility **3.7:** Community Capacity Building **3.8:** Strong Local Communities	**Goals** **13(A):** All residents have access to appropriate, secure, affordable housing **13(B):** A wide range of housing types and prices gives residents choices
Good Jobs + Good Business = Better Community Action Plan (2015)	**Actions** **1.7:** Strengthen Capacity for Supportive Employment Models **2.1:** Identify and survey social enterprises in the city **2.2:** Convene multi-sector events to increase exposure and opportunities for social enterprises **2.3:** Strengthen existing and aspiring social enterprises **2.5:** Build relationships and connect financial and human capital to support social enterprise, social entrepreneurship and social purpose business **3.3:** Promote culture of social enterprise and social procurement	
Inclusionary Housing and Community Amenity Policy (2019)	**Policy Purpose** "[The] policy seeks to [address the City's affordable housing crisis and increased pressures on community amenities] by encouraging the new supply of affordable housing... [and using monetary contributions] to deliver local amenities and affordable housing [to] provide greater public benefits." (p. 1)	
North Park Local Area Plan (1992) **** To be updated by the City in 2021**	**Goals, Objectives and Recommendations** **3.2(2):** Celebrate the current mix of income groups and special needs **3.3(2):** Encourage co-op housing **12.3(2):** Promote opportunities for a range of people to live, work, and play **12.3(7):** Recognize neighbourhood diversity **12.4(1):** Maintain and strengthen existing community organizations; develop links and networks between them and outside resources **12.4(6):** Encourage neighbourhood groups to continue to develop partnerships and work collaboratively to respond to gaps in community services	
Victoria Sustainability Framework (2017)	**Commitments** **A.1a)** Land Development **B.1a)** Housing Affordability **B.1b)** Housing Diversity **B.2b)** Accessibility **B.4c)** Recreation	**B.5a)** Social Interaction **B.5b)** Inclusion **B.7a)** Accountability **B.7b)** Community Engagement **B.7c)** Monitoring

12.0 Next Steps

12. Next Steps

This report provides a list of enabling conditions that North Park can refer to when beginning the process of implementing a CLT and/or CBA. These tools can be equity-centred solutions for addressing shortages in affordable housing and ensuring that future development provides appropriate and useful amenities for the community. The recommendations in this report have been derived from a review of academic and grey literature, analysis of case studies, and interviews with experts involved in the implementation process of CLTs and CBAs. North Park can use the enabling conditions checklists, hyperlinked resources, and case study insights to guide the initial CLT and/or CBA planning phases and identify potential areas to build from. The recommendations in this report are not a comprehensive or prescriptive list, but offer suggestions of identified key steps. This report is intended to be a living document that is responsive to the community's needs and can be continually expanded upon and modified.

CLTs and CBAs can empower residents to become involved and make decisions in the development and planning process by shifting decision-making power from developers to the community. Through effective consultations and coalition building, CLTs and CBAs can facilitate engagement between organizations and individuals to advance common goals. In addition to affordable housing and public amenities, the implementation process for CLTs and CBAs are valuable for their potential to strengthen social capital by encouraging communities to work collaboratively. These consultations will bring about their own set of unique challenges in balancing differing community interests; however, the presence of a strong leading group, such as the NPNA, could help to mitigate some of these conflicts. The ability to navigate these conflicts will be crucial for the successful implementation of a CLT and/or CBA in North Park. For these reasons, moving forward with a CLT and/or CBA will be demanding, but presents an opportunity to improve the quality of life for residents and strengthen the social fabric of the community by increasing affordability and addressing spatial inequity and historic injustices in North Park.

Immediate actions that North Park can take to begin implementing a CLT and/or CBA include participating in the City of Victoria's Village and *Corridor Planning*, meeting with *council liaisons* and exploring potential partnerships. There are opportunities for public feedback in the Village and Corridor Planning process up until spring 2021.

13.0 References

[1] Alwani, K. (2018). How to get community benefits agreements right: Engage and empower. https://munkschool.utoronto.ca/mowatcentre/how-to-get-community-benefits-agreements-right-engage-and-empower/#:~:text=Community%20Benefits%20Agreements%20(CBAs)%20for,momentum%20in%20Canada%20in%202018.&text=CBAs%20provide%20an%20opportunity%20to,economic%2C%20social%20and%20environmental%20benefits

[2] Abrazhevich, A. (2020). Community Benefit Agreements: A Framework for Participatory Planning for Toronto's Future Development [Master's paper, York University]. https://www.researchgate.net/profile/Anastasia_Abrazhevich2/publication/343999120_Community_Benefit_Agreements_A_Framework_for_Participatory_Planning_for_Toronto's_Future_Development/links/5f4d3a79a6fdcc14c5fb7e88/Community-Benefit-Agreements-A-Framework-for-Participatory-Planning-for-Torontos-Future-Development.pdf

[3] Galley, A. (2015). Community Benefits Agreements. http://communitybenefitsagreements.ca/

[4] Action Tank. (n.d.). CBA Toolkit. https://static1.squarespace.com/static/5e907d1c6f62ac522c31bff5/t5f79deb2f54a4032051b0941/1601822409403/CBA+Toolkit+for+Website.pdf

[5] North Park Neighbourhood Association.(2020). https://npna.ca/

[6] Google Maps. (2020). North Park https://www.google.com/maps/place/North+Park,+Victoria,+BC/data=!4m2!3m1!1s0x548f7487166f7103:0xe763cfa0ad25ac64?sa=X&ved=2ahUKEwj-tYbQydjtAhVyQt8KHZhbDdcQ8gEwAHoECAUQAQ

[7] Bunce, S., & Aslam, F.C. (2016). Land trusts and the protection and stewardship of land in Canada: exploring non-governmental land trust practices and the role of urban community land trusts. Canadian Journal of Urban Research, 25(2), 23-34. https://www.researchgate.net/publication/315725285_Land_Trusts_and_the_Protection_and_Stewardship_of_Land_in_Canada_Exploring_Non-Governmental_Land_Trust_Practices_and_the_Role_of_Urban_Community_Land_Trusts

[8] Parkdale People's Economy. (2014). The Parkdale People's Economy Project. https://parkdalecommunityeconomies.wordpress.com/community-land-trust/what-is-a-community-land-trust-model/?fbclid=IwAR3sKqWz8bt4kHJfkau9VIWSXYaO5QuG9ohC_pvR-uFMqH3dAxlReyiQFh8

[9] CMHC. (2005). Critical success factors for community land trusts in Canada. https://ccednet-rcdec.ca/sites/ccednetrcdec.ca/files/ccednet/critical_success_factors_for_community_land_trusts_in_canada.pdf

[10] Le, J. (2016). 'Community' in community land trusts: the role of community control in pursuing community land trust activism. [Major research paper, Ryerson University]. https://digital.library.ryerson.ca/islandora/object/RULA%3A7744.

[11] Gray, K. A. (2008). Community land trusts in the United States. Journal of Community Practice, 16(1), 65-78. https://www.tandfonline.com/doi/pdf/10.1080/10705420801977999?casa_token=wB0TW8nOVrYAAAAA%3AQljp8uaVLr6DgadUa40wdmmtiOasnDDQ_Y_jmaYS2iSp13ALqyOs8CzC-L325zynGsUxq05fGqvqvPM&

[12] Davis, J. E. (2007). Starting a Community Land Trust. Burlington, VT: Burlington Associates in Community Development. https://community-wealth.org/sites/clone.community-wealth.org/files/downloads/tool-3-sponsorship.pd

[13] Davis, J. E. (2006). Shared equity homeownership: The changing landscape of resale-restricted, owner-occupied housing. https://community-wealth.org/content/sharedequity-homeownership-changing-landscape-resale-restrictedowner-occupied-housing

[14] Meehan, J. (2014). Reinventing real estate: The community land trust as a social invention in affordable housing. Journal of Applied Social Science, 8(2), 113-133. https://journals.sagepub.com/doi/pdf/10.1177/1936724413497480?casa_token=x8EW9uEKNx8AAAAA:mvl74tE7tPmhx3gPxHd6PL47C7lXuCEN_Ku0sQfdNDeeJaDVpufdnYZr_0Zcz09hLGN6SScYWKaXeR4

[15] New Communities Inc. (n.d.). Our History. https://www.newcommunitiesinc.com/new-communities.html

[16] Davis, J. E. (2010). Origins and evolution of the community land trust in the United States. The community land trust reader, 1(4), 3-47. Cambridge, MA: Lincoln Institute of Land Policy. http://berkshirecommunitylandtrust.org/wp-content/uploads/2015/02/Origins-Evolution-CLT-byJohnDavis.pdf

[17] Canadian Network of Community Land Trusts. (n.d.) http://www.communityland.ca/

[18] Finley, B. (n.d.). Community Stories: Central Edmonton Community Land Trust. http://www3.carleton.ca/cedtap/stories/central_edmonton_en.htm

[19] Denman Community Land Trust Association. (n.d.). Denman Community Land Trust Association Denman Island B.C. Canada. http://www.denmanaffordablehousing.org/

[20] City of Victoria. (2020). https://www.victoria.ca/assets/Departments/Planning~Development/Development~Services/Applications/Rezoning%20Application.pdf

[21] Hamilton Community Land Trust (HCLT). (2016). Action Plan 2016-2020. http://www.hamiltonclt.org/wp-content/uploads/2016/08/HCLT_ActionPlan_Spreads-1.pdf

[22] UN Habitat. (2012). Community Land Trusts: Affordable Access to Land and Housing. https://unhabitat.org/community-land-trusts-affordable-access-to-land-and-housing

[23] Government of Canada. (2020). What is the difference between a registered charity and a non-profit organization? https://www.canada.ca/en/revenue-agency/services/charities-giving/giving-charity-information-donors/about-registered-charities/what-difference-between-a-registered-charity-a-non-profit-organization.html

[24] Donelly Foundation. (n.d.). Project: The Neighbourhood Land Trust. http://catherinedonnellyfoundation.org/wp/project-the-neighbourhood-land-trust/

[25] Bunce, S., Khimani, N., Sungu-Erylimaz, Y., & Earle, E. (2013). Urban Community Land Trusts: experiences from Canada, the United States, and Britain. https://www.academia.edu/2584425/Urban_Community_Land_Trust_Handbook_2013_

[26] Flanders, F., & Ney, M. (2014). After 20-Year Fight, Bronx Community Wins Big on Development Project Committed to Living Wages and Local Economy. Yes Magazine. https://www.yesmagazine.org/economy/2014/01/04/kingsbridge-armory-community-benefits-agreement/

{27] Institute of Fiscal Studies and Democracy. (2017). Community Benefits Agreements. http://www.ifsd.ca/web/default/files/Presentations/Reports/17011%20-%20Community%20Benefits%20Agreements%20-%2017%20July%202017.pdf

[28] Graser, D. (2018). Community benefits: FAQs. http://dinagraser.ca/wp content/uploads/2018/10/Community-Benefits-FAQs-2018.pdf

[29] Parkdale People's Economy. (2018). Parkdale Community Benefits Framework. https://ccednet-rcdec.ca/sites/ccednet-rcdec.ca/files/ccednet/pdfs/parkdale-community-benefits-framework1.pdf

[30] Bill C-344, An Act to amend the Department of Public Works and Government Services Act (community benefit), 1st Sess, 42nd Parl, 2018.

[31] Atkinson Foundation. (2016). Making Community Benefits a Reality in Ontario. https://atkinsonfoundation.ca/site/uploads/2018/02/Atkinson_CBSummary_FA-1-2.pdf

[32] City of Vancouver. (2018). Community Benefit Agreement Policy. https://council.vancouver.ca/20180918/documents/rr2.pdf

[33] City of Victoria. (2016). The Mayor's Task Force on Social Enterprise and Social Procurement Draft Action Plan. https://www.victoria.ca/assets/City~Hall/Mayor~Council/Documents /SESP%20Action%20Plan_DRAFT%2011e.pdf

[34] Marantz, N.J. (2015). What do Community Benefits Agreements Deliver? Evidence From Los Angeles. Journal of the American Planning Association, 81(4), 251-267. https://doi.org/10.1080/01944363.2015.1092093

[35] Olatoye, F., Ong, F., Pavalagantharajah, S., Ulgenalp, I., & Yang, H. (2019). Hamilton Community Benefits Network: The Successes of Community Benefits Agreements.https://investinhamilton.ca/wp-content/uploads/2020/07/The-Successes-of-Community-Benefits-Agreement.pdf

[36] GreenRoofs. (n.d.). Southeast False Creek Development, Olympic and Paralympic Village. https://www.greenroofs.com/projects/southeast-false-creek-development-olympic-and-paralympic-village/

[37] Ottawa ACORN. (2019a). The Fight for the Right to Housing and a no Displacement Community Benefits Agreement in Herongate. https://ccednet-rcdec.ca/sites/ccednet-rcdec.ca/files/ccednet/pdfs/ottawa_acorn_herongate_cba_report_april_15.pdf

[38] LeRoy, G. (2010). Making the Connection: Transit-Oriented Development and Jobs. https://www.frbsf.org/community-development/files/G_LeRoy.pdf

[39] Graser, D. (2016). Community Benefits and Tower Renewal. https://www.evergreen.ca/downloads/pdfs/HousingActionLab/TowerRenewal_Report_FINAL.pdf

[40] Thirgood, J., Alwani, K., & Hartmann, E. (2018). Engage & Empower: Defining and engaging community in Ontario's community benefits initiatives. https://munkschool.utoronto.ca/mowatcentre/wp-content/uploads/publications/165_engage_and_empower.pdf

[41] Joint Centre for Housing Studies of Harvard University. (2019). The Ingredients of Equitable Development Planning: A Cross-case Analysis of Equitable Development Planning and CDFIs. https://www.jchs.harvard.edu/sites/default/files/Harvard_JCHS_Ingredients_Equitable_Development_Planning.pdf?fbclid=IwAR2F0k4fkF7AEomJy5cYhrN0YlQP8k4nAytJ8kY209NkhdehD2UY7sNZSf0

[42] Graser, D., Macfarlane, R., Myers, K., & Pasolli, K. (2018). Community Benefits in York Region Research Report. https://www.york.ca/wps/wcm/connect/yorkpublic/48f94261-5428-4b3c-812c-5fbeccd2e543/CBA-Research-Report.pdf?MOD=AJPERES&CVID=mLVV2V7

[43] City of Toronto. (2019). Community Benefits Framework. https://www.toronto.ca/legdocs/mmis/2019/ec/bgrd/backgroundfile-134595.pdf

[44] Salkin, P. (2007). Community Benefits Agreements: Opportunities and Traps for Developers, Municipalities, and Community Organizations. American
Planning Association. 59(11), 3-8. 10.2139/ssrn.1025724

[45] Silverman, R., & Patterson, K. (2014). Qualitative Research Methods for Community Development. Routledge.

[46] Patton, M., & Blandin Foundation. (2014). Mountain of Accountability. https://blandinfoundation.org/content/uploads/vy/Final_Mountain_6-5.pdf

[47] CEDTAP. (2013). Community Stories. http://www3.carleton.ca/cedtap/stories/central_edmonton_en.htm

[48] City of Halifax. (2016). Municipal Involvement in Community Land Trusts. https://www.halifax.ca/sites/default/files/documents/city-hall/standing-committees/160324cpedi01.pdf

[49] City of St. Albert. (2005). Affordable Housing Models: various models for acquiring land, developing, and managing affordable housing. https://stalbert.ca/site/assets/files/5872/community_housing_plan-affordable_housing_models.pdf

[50] Vernon & District Community Land Trust. (n.d.). The Land Trust. http://www.communitylandtrust.ca/

[51] Regent Park Community Benefits Coalition. (2020). Background. https://www.regentparkcoalition.ca/background

[52] Tovar, L.S., & St. Louis-McBurnie, K. (2020). Farewell, Regent Park. Spacing. http://spacing.ca/toronto/2020/09/17/farewell-regent-park/

[53] Parkdale People's Economy. (2019). History. http://parkdalepeopleseconomy.ca/

[54] Sonksen, M. (2015). The Cultural Heart of North Hollywood and the NoHo Senior Arts Colony. https://www.kcet.org/history-society/the-cultural-heart-of-north-hollywood-and-the-noho-senior-arts-colony

[55] Universal City North Hollywood Chamber of Commerce. (n.d.) The History of North Hollywood. https://noho.org/our-history/

[56] Rosado, R. (2015). What will the neighbors say? How differences in planning culture yield distinctive outcomes in urban redevelopment: The example of the community benefits agreement trend. Publicly Accessible Penn Dissertations. https://repository.upenn.edu/edissertations/1125

[57] North Hollywood Mixed-Use Redevelopment Project Community Benefits Program. (2001). https://www.forworkingfamilies.org/sites/default/files/documents/NoHoCBA.pdf

[58] Community Redevelopment Agency Los Angeles (CRALA). (2010). http://www.crala.org/

[59] Gross, J., LeRoy, G., & Janis-Aparicio, M. (2005). Community Benefits Agreements - Making Development Projects Accountable. Good Jobs First & California Partnership for Working Families. https://www.forworkingfamilies.org/sites/default/files/publications/2005CBAHandbook.pdf

[60] ONE North End. (2020). Our Vision. https://www.onenorthend.ca/our-vision

[61] Roth, N. & Grant, J.L. (2015). The Story of a Commercial Street: Growth, Decline, and Gentrification on Gottingen Street, Halifax. Urban History Review, 43(2), 38-53. https://doi.org/10.7202/1031289ar

[62] Pearson, H. (2016, September 2016). Former St. Patrick's Alexandra school sold to developer after years-long negotiations. Global News. https://globalnews.ca/news/2956381/former-st-patricks-alexandra-high-school-sold-to-developer-after-years-long-negtiations/

[63] Ottawa ACORN. (2019b). ACORN releases new report on a No Displacement Community Benefits Agreement Campaign in Herongate. https://acorncanada.org/acorn-releases-new-report-no-displacement-community-benefits-agreement-campaign-herongate

[64] Sibley, S. (2020, March 14). Heron Gate tenants want more say in development of new units. Capital Current. https://capitalcurrent.ca/heron-gate-tenants-want-more-say-in-development-of-new-units/

[65] Porter, K. (2019, July 15). Heron Gate residents hoping to hold developer to social contract. CBC News. https://www.cbc.ca/news/canada/ottawa/heron-gate-community-benefits-agreement-1.5209932

[66] Sherlock, C., & Webber-Lampa, K. (2009). Capacity Building: A Framework for Strengthening Stewardship in British Columbia. https://stewardshipcentrebc.ca/PDF_docs/SW/Capacity_Building_Framework_for_Strengthening_Stewardship_in_BC_for_SCBC_Full_Report.pdf

[67] City of Vancouver. (2020a). Density bonusing. https://vancouver.ca/home-property-development/density-bonus zoning.aspx#:~:text=Density%20bonusing%2C%20sometimes%20referred%20to,housing%20needed%20 by%20the%20community.&text=Additional%20density%20in%20exchange%20for%20providing%20ameniti es%20and%20affordable%20housing

[68] City of Vancouver. (2020b). Community Amenity Contributions. https://vancouver.ca/home-property-development/community-amenity-contributions.aspx

[69] Buy Social Canada. (2018). A Guide to Social Procurement. https://ccednet-rcdec.ca/sites/ccednet-rcdec.ca/files/buy_social_canada_social_procurement_guide.pdf

[70] San Francisco Planning. (2020). First Source Hiring Program. https://sfplanning.org/resource/first-source-hiring-program

[71] Hosseini, Z. (2014). Community Land Trusts for Affordable Housing in Ontario. https://yorkspace.library.yorku.ca/xmlui/bitstream/handle/10315/30251/MESMP02328.pdf? isAllowed=y&sequence=1

[72] BC Centre for Social Enterprise. (2020). What is Social Enterprise? https://www.centreforsocialenterprise.com/what-is-social-enterprise/

14.0 Appendices

Appendix A: Detailed Research Methodology

Academic and Grey Literature Review

The research began with a review of the relevant academic and grey literature on CBAs and CLTs. Our search for academic literature included Academic Search Complete and Google Scholar. Search terms included: "Canada", "Canadian", "Provincial" AND "Community Benefits Agreement/Community Land Trust". The purpose of the literature review was to provide context for CBAs and CLTs and understand their structure and how they operate. Particular attention was given to the history and emergence of CBAs and CLTs, definitions, best practices, and the legal context and steps for implementation. The literature review also helped to identify case studies.

Our research also drew from grey literature to supplement the findings from academic journals. Grey literature sources included websites of CLT and CBA organizations, municipal webpages, news articles, and relevant government and planning documents. The grey literature search was particularly helpful for identifying potential case studies.

Case Studies

Following the academic and grey literature review, case studies were selected for further examination. For CLTs, three case studies were chosen based on the following selection criteria: a Canadian example, neighbourhood or community scale similar to North Park, and originated through grassroots organizing. Canadian land trusts were identified from the list provided by the Canadian Network of Community Land Trusts [17].

For CBAs, five case studies were selected, including three established CBAs and two coalitions actively advocating for CBAs. Case studies were chosen based on the following criteria: a Canadian or American CBA, scale similar to North Park OR precedent-setting CBA, and grassroots or community-led initiatives. The selection criteria for CBAs were expanded to include both Canadian and American case studies to provide more examples of comparable size and scale to North Park. The selected case studies focused on residential, commercial, or mixed-use developments occurring at the neighbourhood level rather than large public infrastructure projects such as arenas, stadiums, and airports.

Interviews

Semi-structured key informant interviews were conducted via video call or over the phone with individuals who were identified by their work on CLTs and CBAs. In total, four interviews were conducted. For CLTs, we spoke to representatives from the Denman Island and Central Edmonton Community land trusts. Contacted CBAs declined to be interviewed. Research ethics approval was obtained and participants provided informed consent prior to the interviews. All interviews were recorded and transcribed using the online transcription software, Descript. Interview transcriptions were then analyzed to supplement gaps in the case study research and highlight key insights [45].

Facilitated Discussions

Throughout the duration of the study, facilitated discussions were held with the clients and other key actors to receive feedback and ensure a collaborative process. Initial recommendations were presented to two community planners from the City of Victoria, the land use planner for the NPNA, and one of our clients. Following the presentation, questions were posed to the planners soliciting their professional opinion regarding the feasibility of a potential CLT and/or CBA in North Park and to better understand the municipal planning context in Victoria. This discussion helped to shape our final recommendations, alignment with policy, and the lessons and trends section of this report.

Research Limitations

This study has several limitations. The main limitation is that there are a relatively small number of case studies and interviews, which limits the generalizability of findings. Due to time constraints, we were unable to thoroughly examine every CLT and CBA in Canada and as such, our chosen case studies may not be representative of every example that would be valuable for North Park. For interviews, we were unable to pursue interviews with representatives from every case study. However, our interviews were not intended to provide universal insights, but rather to highlight unique implementation challenges and successes.

Appendix B: Potential Benefits for a Community Benefits Framework

Table 8. Community Benefits Framework.

Social Benefits (Community assets and public space)	• Community programming • Community amenities, such as community centres or childcare centres • Creation of or investment into schools and libraries • Affordable housing units • Farmer's market space or local grocery stores; food market • Funds allocated to community health services and programs (youth care, addictions, mental health services, health clinic) • Parking programs
Official Community Plan (2012) ** Last updated in 2020	• Green space or park space • Decreased carbon emissions or funds to offset emissions • Community gardens • Green buildings or sustainable projects; zero waste or net zero carbon buildings • Complete streets and pedestrian-only areas
Economic Benefits (Jobs and social purchasing)	• Decent work and fair wages • Training opportunities (apprenticeships and education) • Local and social procurement • Job creation for local residents/target groups • Social purchasing • Prohibiting big box retail stores; encouraging local businesses • Hubs for social entrepreneurship and local business startups • Affordable commercial rental space • Funds allocated to educational or training programs
Other Benefits	• Funds allocated to local initiatives (Community Land Trust) • Internet access

Appendix C: CBA Evaluation Metrics

The following methods of monitoring and evaluation for basic accountability are suggested [46]:

1. Qualitative Evaluation Measures
- Qualitative evaluation measures include descriptions of success and challenges and feedback from community members.

2. Data and Quantitative Measures
- Data and quantitative measures can include tracking: number of work hours, percentage of affordable housing units, percentage of local hires, or dollar amount allocated to a community amenity fund.

3. Monthly Reporting
- Regular reporting on a monthly or quarterly basis from the developer provides feedback on the progress of meeting targets. Developers should be responsible for providing these reports and the agreement should outline specific details as to whom the developer is reporting to, how often reporting is expected, and what measures should be reported (Thirgood et al., 2018).

4. Financial Audits
- For larger projects, financial audits can ensure compliance and track expenses to ensure developers are following purchasing or employment agreements.

5. Consequences for Failure to Comply
- Monitoring and tracking must include consequences, such as fines or restrictions on future developments if they fail to comply with the agreement or accurately report progress.

Appendix D: CLT Case Study Denman Island

Denman Island, BC
CLT: Denman Community Land Trust Association
Location: Denman Island, British Columbia
When it was started: Incorporated as a non-profit in 2008
Webpage: *http://www.denmanaffordablehousing.org/*

History and Context

Denman Island is one of the Northern Gulf Islands near Vancouver Island with a year-round population of approximately 1,100. As affluent new residents moved to the island, property values skyrocketed, resulting in the dispossession of long-term residents [19]. In response, the Denman Community Land Trust Association (DCLTA) was formed in May of 2008 and was incorporated as a registered non-profit society in August 2008. It was started by a volunteer group of Denman Island residents who wanted to address the need for affordable housing on the island [19].

Purpose of the Land Trust

The land trust's mandate is "to provide affordable housing for residents of Denman Island identified as living below the Revenue Canada Low Income Cut-Off, who are homeless or at risk of becoming homeless and in need of secure housing" [19]. The land trust focuses on providing affordable rental housing. Rental rates are no greater than 30% of the tenant's income [19]. The delivery plan is "rural-based with a preference for single-family houses with access to garden space, firewood and the opportunity to develop a home industry" [19].

Governance

An interviewee from the trust noted that the organization is governed by a Board of Directors who are all residents of Denman Island. There are five to six Directors and there cannot be fewer than five Directors by order of the constitution [19].

Projects

The DCLTA currently has two projects: The Ridge (Keystone) Project and Pepper's Lane Seniors' Affordable Housing. The Ridge was a five-year project that began in 2010 when a Letter of Intent was signed by a Denman Island landowner for the purpose of donating a portion of her land for the creation of one affordable dwelling [19]. It took four years to lay the groundwork for construction, including constructing road access, installing a well, getting rezoning approved, and legal processes. House construction began in 2014 and on April 1st, 2015, the first DCLTA tenant moved in [19]. The first tenant was identified by the donor through the Letter of Intent. The DCLTA owns the land outright and are the inheritors of the house.

The second project, Pepper Lane, is an eight-unit development of seniors' affordable housing. The project began in 2013 and is currently in progress. An interviewee from the trust stated that the land for Pepper Lane was offered to the DCLTA for the reduced price of $100,000. Through fundraising efforts, the DCLTA was able to achieve its purchase target of $100,000 in September of 2020 [19]. This means that the land trust was able to purchase the land mortgage-free and enter the design and funding phases for the development. An interviewee noted that DCLTA wanted to own the land outright in order to have full control of the process. Prior to construction, a 3-year rezoning process took place.

An interviewee stated that both projects were made possible through the land trust's flexible model and strategy to "fit the opportunity for creating affordable housing with what was available". Resourcefulness and relying on a dedicated group of volunteers and community support enabled the success of the land trust.

Funding Sources

The DCLTA draws on various sources of funding. An interviewee explained that most of the DCLTA's funds come from fundraising events such as farmers' markets, craft fairs and silent auctions. On-going and operational funding comes from several funding sources including fundraisers, donations and grants.

These are some of the grants that the DCLTA has secured:

- *Comox Valley Regional District Grant in Aid*
- *Islands Trust Sponsorship*
- *Real Estate Foundation of BC grants*
- *Comox Valley Housing Task Force Building Capacity Grants*
- *Canada Mortgage and Housing Corporation Seed Funding Grants*

Figure 20. Members of DCLTA [19].

Appendix E: CLT Case Study Edmonton

Edmonton, AB
CLT: Central Edmonton Community Land Trust (CECLT)
Location: Edmonton, Alberta
When it was started: 1997
Webpage: *http://www3.carleton.ca/cedtap/stories/central_edmonton_en.htm*

History and Context

The Central Edmonton Community Land Trust (CECLT) began in 1997 after local residents and community groups decided to address the inadequate status of affordable housing in inner-city Edmonton [48]. To take action a land trust was formed and the CECLT was officially incorporated in the following September of 1998. Residents hoped to use the land trust model to promote affordable homeownership for low and moderate-income individuals living in the inner-city [18]. Using a five-year rent-to-own model the CECLT was intended to facilitate development and revitalize blighted neighbourhoods [25].

Throughout the CECLT's duration, the land trust acquired 22 housing units, including 16 single-family homes and three duplexes containing a total of six units [49]. The trust's first acquisitions occurred in 1999 with the purchase of 14 single-family homes and three additional duplexes in 2000 [25]. These properties were located in multiple neighbourhoods and required renovations due to deterioration. By 2004, the trust had acquired a total of 21 properties through a combination of purchases financed by the trust and donations of property from the City [25]. In 2013, the number of properties in possession by the CECLT dropped to 11, as the trust had to repay Edmonton for the houses it received by donation [25]. The trust had difficulties obtaining mortgages and had to sell the homes on the private market to reimburse the City [25]. The CECLT is no longer active.

Funding Sources

Funding for the CECLT was obtained through a variety of grant programs, loans, and donations. Initial seed funding was secured from the Muttart Foundation, which provided the trust with a grant. Further assistance was given by CMHC through an interest-free loan and through contributions from the Communitas Group, who waived technical consulting fees. Operational support was obtained through a variety of other grants from the Alberta Real Estate Foundation, Mennonite Centre for Newcomers, and the City of Edmonton. The trust received land donations from the City and financial contributions from local businesses and organizations [49].

Governance Model

The CECLT was governed by a volunteer board of directors with support from a volunteer executive director [49]. The inaugural board consisted of residents living in CECLT homes, neighbourhood members, social service agency representatives, and representatives from the City of Edmonton [49].

Membership Requirements

The CECLT created a set of eligibility requirements for potential homeowners, which includes the following:

1. Members needed to have an income equal to or less than the CMHC's Core Need Income Threshold [18].
2. They had to purchase a share in the CECLT ($30).
3. An application and credit check must be completed ($25).
4. Potential homeowners must pass an interview with the selection committee.

If applicants fulfilled these requirements, housing was then rewarded based on a first-apply-first-serve basis; however, special needs, such as location and number of rooms required, were also considered [18]. Approved members then entered into a five-year leasehold agreement with the CECLT, with the option to purchase the home at a price determined by the trust at the end of the term [18]. After the term expired, the money set aside through rental payments was used as a down payment on the house and any remaining costs were handled through standard mortgage payments [49].

Figure 21. CECLT Housing [47].

Appendix F: CLT Case Study Vernon

Vernon, BC
CLT: Vernon & District Community Land Trust (VDCLT)
Location: Vernon, British Columbia
When it was started: First project in 2008
Webpage: *https://www.communitylandtrust.ca/*

History and Context
The Vernon & District Community Land Trust (VDCLT) is a non-profit organization dedicated to providing affordable housing options in the City of Vernon and the Northern Okanagan region of British Columbia [50]. The VDCLT solicits and manages public and private sector land donations for community use and benefit [7]. The trust identifies working families relying on low or minimum wage incomes, who the trust describes as "forgotten population", and prioritizes development for these households [50]. While the trust's primary demographic is the "forgotten population," they have also expressed interest in developing and managing affordable housing for senior citizens [50].
The trust's first project, in 2008, was a joint effort between the VDCLT and the City of Vernon. The City purchased a property near the downtown core and leased the land to the VDCLT through a long-term arrangement and a small lease payment [7]. The trust partnered with the Kindale Developmental Association (a not-for-profit society for disabled adults) and Habitat for Humanity to construct an affordable housing project for low-income households and persons with disabilities [49,7]. The project, called "Under One Roof", was completed in 2010 and contains six below-market units [25].

After the success of their first project, the VDCLT was transferred ownership of 76 affordable housing units from the Ukrainian Village Senior's Society in 2012 for $1 [25]. The agreement was contingent on the VDCLT ensuring that the units continued to provide affordable housing to seniors and that the trust would renovate and expand on the existing supply [50]. To date, $1.9 million in project renovations have since been undertaken. Ongoing renovations continue to be a priority for the VDCLT, and a full-time property manager and maintenance manager tend to the units [50].
The trust's third project, Pleasant Valley Road, is a planned 12-unit development targeting seniors, individuals with disabilities, and low-income families. The project was scheduled to begin construction in 2019 [50]. No other information is publicly available regarding the current status of this project.

Funding Sources
Funding for the VDCLT was received through a variety of provincial grant applications, donations from the municipality and local organizations, and other in-kind donations of labour and expertise. Significant funds were provided by the province and the City, amounting to $600,000 and $135,000 respectively. An estimated total value of $1.2 million of in-kind donations from the Okanagan College Residential Construction program, Heartwood Homes, MQN Architects, and A+P3 Architecture & Planning, assisted the trust during the development process [25].

Governance Model

The VDCLT operates with a volunteer Board of Directors who are elected yearly by active members at the Annual General Meeting of the trust [50]. All Directors are recruited through a comprehensive process that prioritizes skill sets [50]. The Board of Directors is predominantly composed of members of Vernon's real estate community and no members of the CLT currently sit on the board [25].

Figure 22. VDCLT Logo [50].

Appendix G: CBA Case Study Regent Park

Regent Park
CBA: Regent Park Community Benefits Framework Agreement
Name of Coalition: The Regent Park Community Benefits Coalition
Location: Regent Park neighbourhood in Toronto, Ontario
When it was started: August 2019
Webpage: *https://www.regentparkcoalition.ca/*

Context and Background

Regent Park is a community located in downtown Toronto, Ontario. It was built as a social housing project in the 1940s and underwent an urban renewal redevelopment in the 1980s. The high proportion of rent-geared-to-income (RGI) units, low-income families, immigrants, and communities of colour resulted in the community gaining a negative reputation and was perceived as being dangerous and run-down [52]. The newest redevelopment imitative, the Regent Park Revitalization project, began in 2005. This project is a mixed-use, mixed-housing development that draws from a social mix model that aims to de-stigmatize the community.

History of Community Benefits in Regent Park

In 2005, the Daniels Corporation was chosen to develop the first phase of the Regent Park revitalization. The initial CBA between Daniels Corporation, the *Toronto Community Housing Corporation* (TCHC), and the community underwent three rounds of consultation with nearly 200 residents over a period of seven months [39]. The benefits included: community facilities and parks, affordable housing units, commercial and retail spaces, and a cultural centre. The developer hired locally for construction jobs and apprenticeships, and retail tenants were required to hire 10% of full-time staff from the local community [39]. However, this CBA was criticized for several reasons. Many community members reported feeling left out of the engagement process, initial employment and training programs did not involve local labour unions, apprentices were unpaid, and transportation to job sites was unavailable [39].

In spring 2018, the TCHC reopened the tender process for Phases 4 and 5. During the Request for Proposal (RFP) process, the TCHC began to search for a new developer partner. The community demanded residents be involved in the RFP and selection process. Talks of community benefits began in the winter of 2019, and the *coalition* launched in August [51]. The RFP process is still underway, with three developers shortlisted: Capital Developments, The Daniels Corporation, and Tridel Builders Inc.

Purpose of the CBA

The coalition is seeking involvement in the RFP process of Phases 4 and 5. The coalition is advocating for a CBA that will act as a legally binding agreement between the community, TCHC, and developers. The CBA–which will be developed once a developer has been selected and will be signed within one year of the development agreement will

ensure the developer is required to provide community benefits to the community [51].

Negotiating Benefits

Regent Park Neighbourhood Association (RPNA) led the formation of the coalition, with support from community and TCHC residents. The coalition is supported by *Toronto Community Benefits Network* and community organizations. In October 2019, the coalition provided input for the selection of the developer for Phase 4 and 5 [51].

In March 2020, the coalition signed a Community Benefits Framework Agreement with TCHC for Phases 4 & 5. This framework agreement is one step in the process of pursuing a CBA, as it ensures commitment from TCHC that a CBA will be developed later in the process [51]. This confidential agreement:

1. Outlines the coalition's values and priorities for revitalization
2. Defines the responsibilities of all parties and commits the TCHC to incorporating the themes identified in the framework in its negotiations with the developer
3. Outlines how the developer will be required to undertake community engagement.

Figure 23. Regent Park Community Members [51].

Appendix H: CBA Case Study Parkdale

Parkdale, ON
Name of CBA: Parkdale Community Benefits Framework
Location: Parkdale, Toronto, Ontario
When it was started: Published in 2018
Webpage: *http://parkdalepeopleseconomy.ca/parkdale-community-benefits-framework/*

History

Parkdale is an inner-city neighbourhood located in Toronto. The once working-class, affordable neighbourhood has seen rising rents and property values, as well as increased development pressures in recent years. Businesses and residents in the neighbourhood are at risk of displacement and eviction due to increasing rents and investors purchasing multifamily units in the area to renovate and generate profit. The community is pushing back against gentrification in the neighbourhood and advocating for equitable development and housing affordability [29].

Coalition

The CBA process began with the development of a *Community Benefits Framework*, which was led by *People's Parkdale Economy* (PPE), a network of community organizations and residents. PPE began in 2010 and has created programs such as a CLT, local currency program, and community-based food project [53]. The framework published in 2018 was developed with support from the Atkinson Foundation and has been a key component in Parkdale's planning work to achieve economic and social justice [50]. The coalition has partnered with local institutions and includes over 30 community groups and 650 community members [50].

Community Benefits Framework

The Community Benefits Framework is a tool for community members and decision-makers to guide the negotiation of CBAs. The framework was created by the coalition and included public education and engagement. The framework's vision is based upon five themes: equitable process, affordable housing, affordable commercial, decent work, and community assets [28, 34].

PPE prioritizes a participatory democracy where residents have input in the decisions made in their community. In this framework, an equitable process requires the City of Toronto to hold accessible community consultations that give residents notice, provide information and materials, and provide necessary accommodations for attending meetings [29]. PPE recommends creating a Community Planning Board that is composed of residents and city planning staff and requires Equity Impact Assessments be conducted to measure the impact a development will have on the community. The coalition suggests the City of Toronto adopt Equity Impact Assessments that are similar to *Community Impact Reports* or *Health Impact Assessments* [29].

The framework outlines targets and goals to guide the CBA creation process These targets are depicted in Figure 25.

- For housing developments, targets are set related to affordability, accessibility, and adequacy.
- The framework asks that developers provide affordable commercial spaces and limit the size of individual leased spaces to support local businesses.
- Related to community amenities, the framework outlines targets for community assets that included community space, sustainable developments, and space for gathering and cultural activities.
- Related to procurement and employment benefits, decent work targets include inclusive hiring, living wages, percentage of local hiring and apprenticeship opportunities.

Figure 24. Parkdale's community vision [53].
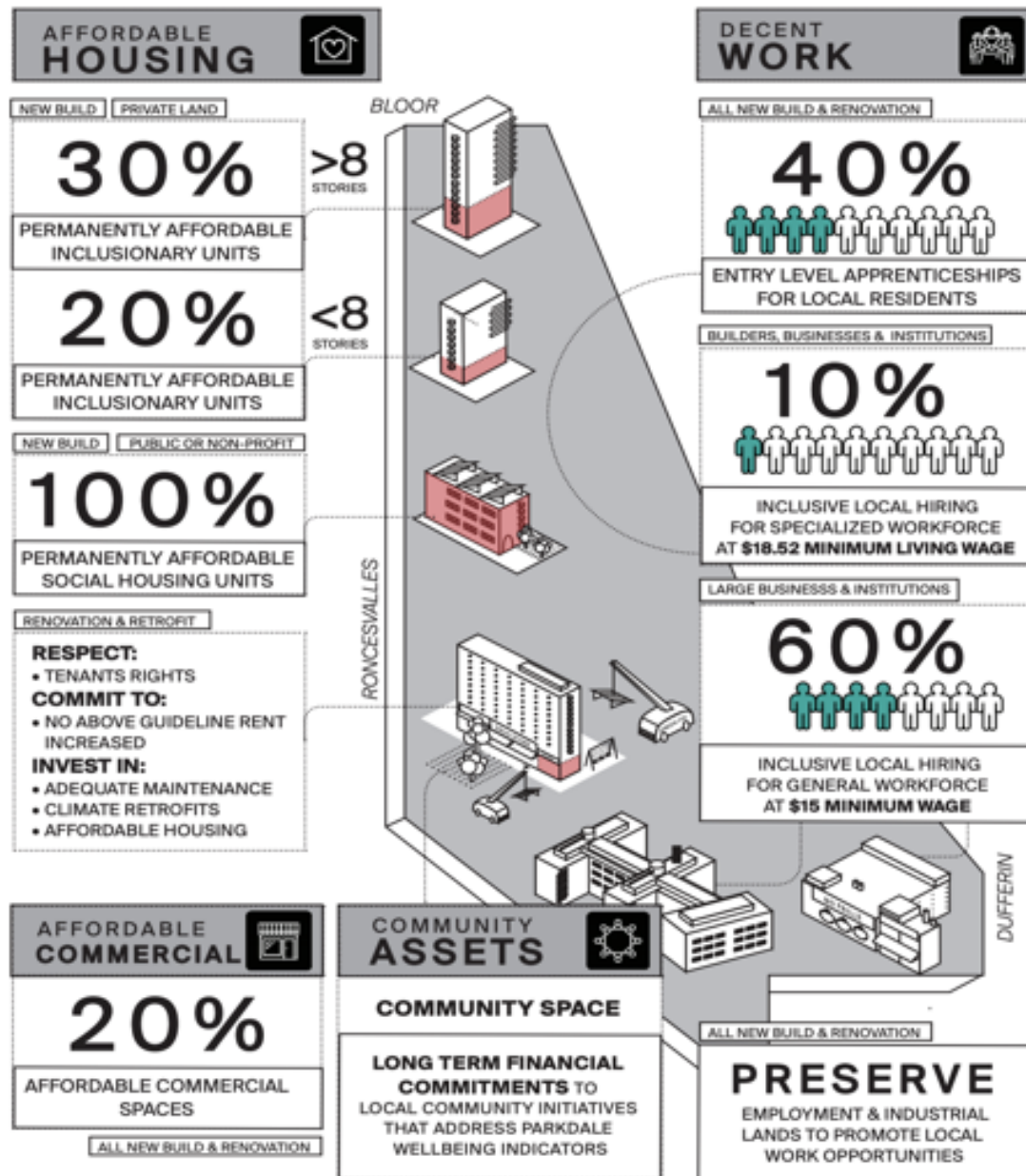
Figure 25. Specific Framework Targets [29].

Appendix I: CBA Case Study North Hollywood

North Hollywood, CA
CBA: North Hollywood Mixed-Use Redevelopment Project
Name of Coalition: Valley Jobs Coalition
Location: North Hollywood, Los Angeles, California
When it was started: 2001
Webpage: Inactive

Context and Background

North Hollywood is located in the San Fernando Valley of Los Angeles, California. In the early 1990s, this low-income area was experiencing neglect [54]. With the support of the L.A. Department of Cultural Affairs, many North Hollywood business and theatre owners, and the _Universal City/North Hollywood Chamber of Commerce,_ worked together to establish a theatre and arts district [55]. This district helped cement the area's identity as a performance arts hub and began its transition to a highly sought after neighbourhood. North Hollywood's transition was propelled by the Metro B-Line's North Hollywood Station, as it connected the community to downtown Los Angeles. The opening of this station sparked interest from developers and resulted in the _NoHo Commons Community Benefits Agreement_. The agreement between developer J.H. Snyder Co. and the Valley Jobs Coalition aimed to support low-income individuals in the area primarily through affordable housing efforts and improved hiring practices [38]. At a cost of $375 million, this 22-acre multi-block mixed-use redevelopment was completed in three phases starting in 2001 and finishing over a decade later [56].

Purpose of the CBA

The purpose of the NoHo Commons CBA was to coordinate efforts between the City, the City's public partner _Community Redevelopment Agency_ (CRA), and the developer to extend benefits of the proposed mixed-use developments to the community [57]. There were no municipal policies or requirements from the City that mandated the use of a CBA. With the support of the advocacy organization _Los Angeles Alliance for a New Economy_ (LAANE), the Valley Jobs Coalition entered negotiations to improve low-income residents' living conditions and accessibility to amenities. The Valley Jobs Coalition initially focused on securing living wage jobs, establishing a first source hiring policy, and implementing a job training program for residents [57]. The benefits sought by the coalition included a commitment to affordable housing, a childcare centre, and financial resources to support local community facilities.

Negotiating Benefits

In 2001, a joint development agreement between J.H. Snyder Co. and the CRA, acting as a public partner to the city, was reached to construct mixed-use developments within the North Hollywood Redevelopment Project Area [56]. LAANE helped form the Valley Jobs Coalition and began facilitating negotiations between the coalition and the developer [56]. Following two months of negotiations, an agreement was struck that incorporated living

wages, a first source hiring policy, affordable housing, an affordable childcare facility, and responsible contractor guidelines [55, 37]. Additional benefits were also added in Phase 3, including donations to a local clinic and community college [58].

The coalition's successful negotiations were largely attributed to LAANE's involvement and the guidance of CRA. With LAANE's support, the coalition was able to set performance metrics that required regular reporting by the developer and enforced fines if they were not met [59]. LAANE used their networks and resources to support the developer's first source hiring system by doing outreach and providing qualified applicants to J.H. Snyder Co [38]. The Valley Jobs Coalition was also able to leverage the developer's desire for financial support, leading to increased subsidies from the City. The CBA was incorporated into the CRA's development agreement with the developer, making it enforceable by the Agency and subjecting the developer to financial penalties if targets were not met bi-annually [57].

Figure 26. Art in NoHo [54].

Appendix J: Coalitions Currently Advocating for a CBA: North End, Halifax

Halifax, NS
Name of CBA: ONE North End
Location: North End neighbourhood in Halifax, Nova Scotia
When it was started: ONE North End is advocating for a CBA
Webpage: https://www.onenorthend.ca/

Context and Background

The North End is a neighbourhood located north of downtown Halifax and former home to historic Africville. Over the past decade, the North End has undergone gentrification and many of its low income and African Nova Scotian residents are at risk of displacement. The area surrounding Gottingen Street has transitioned from a "dangerous" residential area to a commercial and entertainment hub described as "edgy" [61].

In 2016, JONO Developments acquired the St. Patrick Alexander School site property. The sale of this property to JONO without community consultation was disputed by a coalition of community groups who wanted to buy the land [62]. As a response to the significant development pressures in the North End, *ONE Halifax*, a community-led organization, started advocating for the creation of a CBA to prevent displacement.

Current Stage

JONO Developments has recently announced plans to build two 20-storey towers on the site. A representative from ONE North End has stated that the City of Halifax does not currently allow CBAs, so the coalition has been advocating for changes in policy to permit this. There is no further information about changing the City's policies. The organization has also been working with community members and stakeholders to draft a guiding document titled the Community and Developer Alignment with JONO Developments [60]. This document is not legally binding and identifies community benefits that the North End may receive from the development. This Community and Developer Alignment document is only the first step towards a CBA. This document, pictured in Figure 28, is not publicly available but has been provided by ONE North End.

One North End Community Economic Development Society
ONE and JUNO Development: Community and Developer Alignment

Design Phase

- **Space for start-up and economic development**
  - Identified through the ANS Lab as two of the top priorities for ANS Youth between the ages of 16-35
  - Identified in Grassroot North End Community (ONE) Engagements with valuable youth at Oxford, Highland Park, and Community YMCA as areas of concerns with major disproportionalities which support the notion of gentrification in the North End

- **Retail space for ANS (Café, apparel, etc.)**
  - Supports the notion of "representing the population being served" identified by the community in Grassroot engagements
  - Identified in ANS Lab and ONE engagements as "the hub" for black business in the 50's-80's at which point it started to transform in the 90's as a major drug community with the epidemic of crack cocaine and gentrification in 2000's with the crackdown on crime in the area (no pun attended)
  - Prime location to support new businesses and aligns with the start-up space

- **Arts/Performance and Garden Area**
  - Identified in both ONE engagement and ANS Lab as an important part of culture that supports innovation
  - Provides so many opportunities to partner with non-profits in the community which has been echoed in all our engagements and supports the notion of Collective Impact Strategy
    - *aligns with Ivany Report (not often do we get the developers working directly with community from design to build) and should align with city
  - E.g. Great opportunity to partner with local start-up HOPE BLOOMS

- **Tourism**
  - Identified in the ONE engagements as historical community with strong ties to Canadian History through the late great Viola Desmond (very uplifting for our youth to share this history as we experienced this in our session at the jr. high schools in the area)
  - Identified in the lab as a great market to tap into with lots of development for growth that will ultimately lead to job creation

- **Woonerf**
  - Identified through on-going community engagements as a place where people can work, play, and live while walking, biking, or driving safely
    - Aligns with the cities Mobility Center Plan*

- **Grocer**
  - The ANS Employment Lab was created because of higher than average unemployment rate for ANS youth between the ages of 18-35 compared to all other Haligonians; this will create opportunities for jobs
  - The North End of Halifax has a long with standing population of ANS residents, many who have identified the area as a food desert through the ONE community engagements making it challenging for those living below the living wage ($21per/hr) in the community

- **Accessible Housing**
  - identified in ONE engagement as need to be both physically and financially accessible
    - can work closely with identified community partners (a part of the Collective Impact Strategy)
  - Identified in ANS Lab and ONE Engagements that equitable strategies need to be put in place which offer units (on every floor) to long withstanding community members at prices that meet their economic status and reflect a portion of the developer's profits going back into the community
  - The importance to create a unique initiative for long withstanding seniors in the community was identified through the ONE engagements
    - Close to all amenities

- **Parking**
  - A hot button topic in the community which we heard through the ONE engagements and the after math of the Mobility Center Plan engagements which lead to a petition by North End residents to "save parking" as it was understood to be traded for bike lanes

Construction Phase

- **As a member of the ANS Youth Employment Lab Multi-Stakeholder Advisory Committee (MSAC)**
  - the developers will work closely with the lab to create RFP to address inequalities and create jobs in all areas through the duration of the project
- **Run Ethelo Platform to establish continuous feedback loop between community and CBA committee**
  - Ensure transparent communication and on-going validation of the process

Post-Construction Phase

- **Multi-Stakeholder Advisory Committee (MSAC)**
  - Continue to work with the lab to support the prototypes (ANS Entrepreneurship Hub, Employment Center, Education (arts/culture)) identified through the genuine, sincere, and meaningful on-going community engagements that have been going on for the last five years and almost six
- **Community Benefits Agreement (CBA)**
  - Will be the guiding document as we move forward to implement the strategies identified in the agreement

Figure 28. Developer and Community Alignment Agreement.

Appendix K: Coalitions Currently Advocating for a CBA: Herongate

Ottawa, ON
Name of CBA: Herongate
Location: Herongate, Ottawa
When it was started: Ottawa ACORN is advocating for a CBA
Webpage: *https://acorncanada.org/resource/ottawa-acorn-cba-herongate*

Context and Background

Herongate is a neighbourhood of low to moderate income and immigrant families. Many residents are being evicted from properties and rental units are being neglected by landlords. Developers seek to purchase these properties and renovate or redevelop them into luxury rentals that are unaffordable for current tenants. In 2018, Timbercreek Asset Management purchased land and demolished 150 units deemed "unrepairable", displacing nearly 400 residents [64]. Guided by the ACORN Ottawa chapter, a community union, members of the community have come together to push back against and protest the development proposal by Timbercreek Asset Management and to demand affordable housing and a 'no displacement CBA'.

Current Stage

The community has been supporting tenants facing displacement by providing financial and legal assistance for repairs and to fight evictions. The community and developer reached a *social benefits agreement*, which outlines commitments the developer is willing to agree to, in 2019 but have not yet entered into a legally binding contract [37]. This agreement was shaped by the organization's social framework titled *Vision for Herongate: No Displacement*.
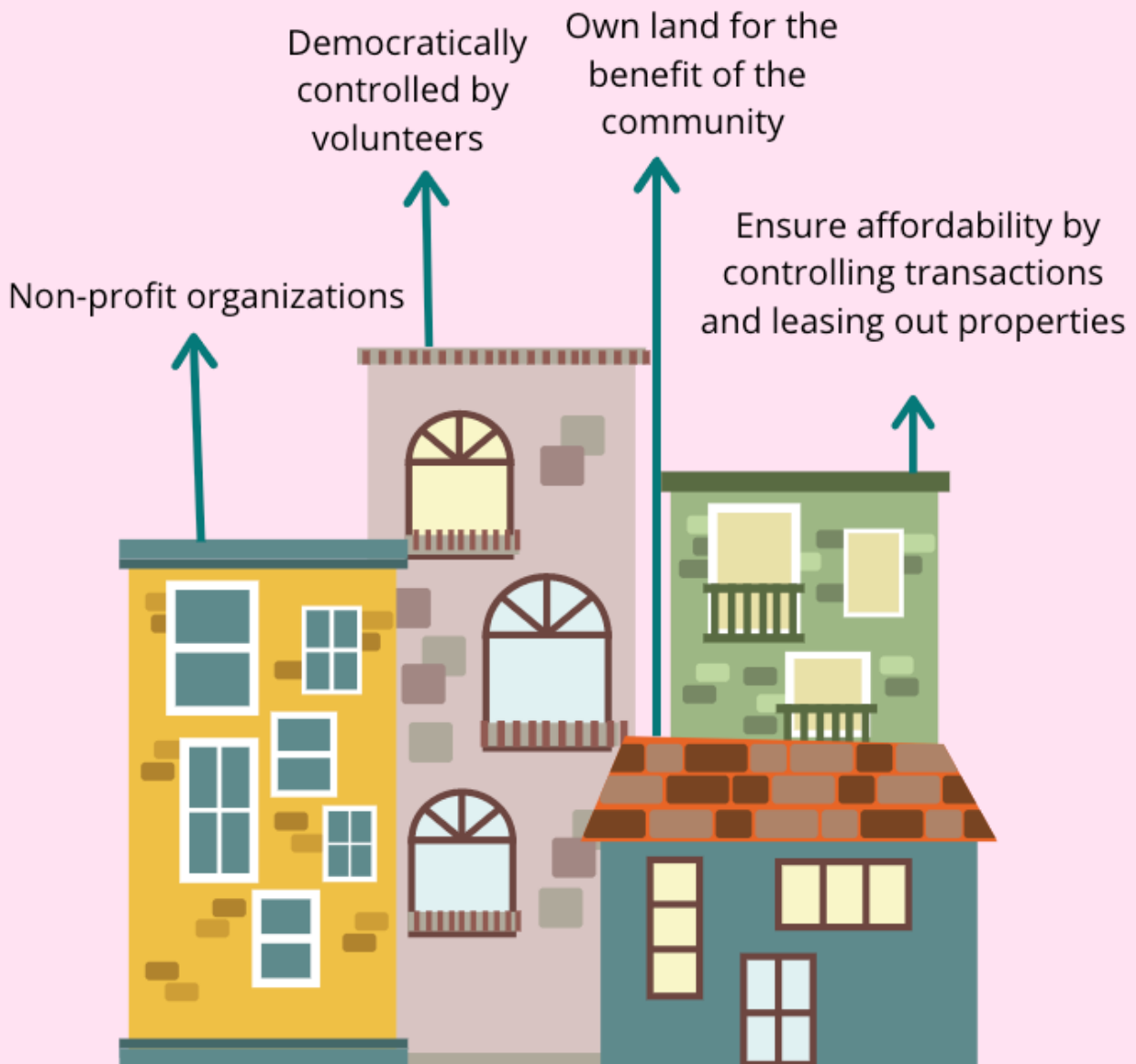
Today, Herongate residents are advocating for a legally binding CBA that will include benefits such as: transparency and collaboration; local hiring policies for groups experiencing inequity; affordable retail and affordable housing; community hub space; increased safety measures; and tenant education [37]. ACORN is leading the community through the engagement phase and the push for a CBA has received local media attention [64]. This CBA will take the commitments identified in the social framework and form them into a legally binding agreement [65].

Figure 29. Herongate Residents [63].

Community Land Trusts

Democratically controlled by volunteers

Own land for the benefit of the community

Non-profit organizations

Ensure affordability by controlling transactions and leasing out properties

Community Land Trusts are non-profit organizations that obtain and manage land for community benefit, preserving affordable housing for generations.

Community Benefits Agreements

CBAs can...

- Empower communities
- Support local economic development
- Improve transparency
- Assist community initiatives

Community Benefits Agreements (CBAs) are legally binding contracts negotiated between a developer and a coalition of community-based groups.

With the support of the City, CBAs allow communities to obtain essential amenities, skills training, jobs, and housing through new neighbourhood developments.

15.0 Glossary

Affordability measures: Outline criteria for affordability in housing developments. Examples include the Statistics Canada low income cut-off, the CMHC housing hardship measure and the BC Housing housing income limit.

Capacity building: Developing and accruing the skills, abilities, knowledge, systems, and resources necessary to achieve an organization's mission or purpose [66].

Capital funding: Funding which is allocated for capital expenditures, such as equipment or buildings.

Cash-in-lieu of amenities: Allocation of extra density in exchange for cash contributions allocated to community amenities or affordable housing [67].

Charity: Public or private charitable foundations that use resources and revenues for charitable purposes and activities, such as community services or poverty relief efforts (Government of Canada, 2016).

Coalition: A partnership of two or more groups working together towards a common goal. Community amenities fund/contributions: Cash or in-kind contributions from developments that are allocated towards community amenities, such as community facilities [68].

Community benefits: Social, environmental, or economic benefits brought to a community [69].

Community Benefits Agreement: A development-specific legal agreement between a community coalition and developer that outlines a list of community benefits targets and requirements the developer must commit to.

Community Land Trust: Non-profit or charity organization that develops and stewards affordable housing or community assets for the community it serves.

Density bonusing: A zoning tool that allows developers to build addition floor area in exchange for community amenities or affordable housing provision [67].

Development agreement: A contract between a city and developer that outlines the requirements, details, and perimeters of a development project.

Development permit: Larger-scale projects, or developments requiring a rezoning or minor variance, will require a development permit in addition to a building permit.

Enabling conditions: The conditions necessary for an event to occur, or the conditions needed to achieve a goal.

First source hiring: Requiring developers and employers to utilize good faith efforts to create employment opportunities and hire workers from low-income communities, communities of colour, or other workers who experience marginalization and may face barriers to employment [70].

Ground lease: A type of leasehold agreement which imposes resale restrictions and outlines the use of structures on leased land [71].

Local procurement: Purchasing goods and services from suppliers within close local or regional proximity.

Non-profit: An organization with a social or environmental goal whose profits are used to further their social purpose [69].

Operational funding: Funding allocated to assist an organization with on-going costs and daily expenses.

Social capital: Relationships and networks formed amongst community members [69].

Social enterprise: Profit-generating businesses with the goal of achieving social, environmental, or community economic outcomes. Revenue generated is put towards goals that will benefit the enterprise's social purpose or community [72].

Social procurement: Creating social value through the existing purchasing of goods and services or through infrastructure development [69].

Zoning/rezoning: Municipal regulatory tool that divides land into different zones based on permitted uses. Rezoning is the process of changing a lot's designated use.

CONCLUSION

The study presented in Part 1 demonstrates how EDI planning is done in a variety of ways that reflect the needs of the communities who are drafting the plan or policy. Part 2 discusses how Community Land Trusts and Community Benefits Agreements are two tools that have the potential to bring an equity-centred approach to planning in Canada. Based on the research done for these reports, a conceptual model was created to show how EDI planning is generally conducted in Canada and how this might be disrupted through an equity-centred approach through the use of an equity lens.
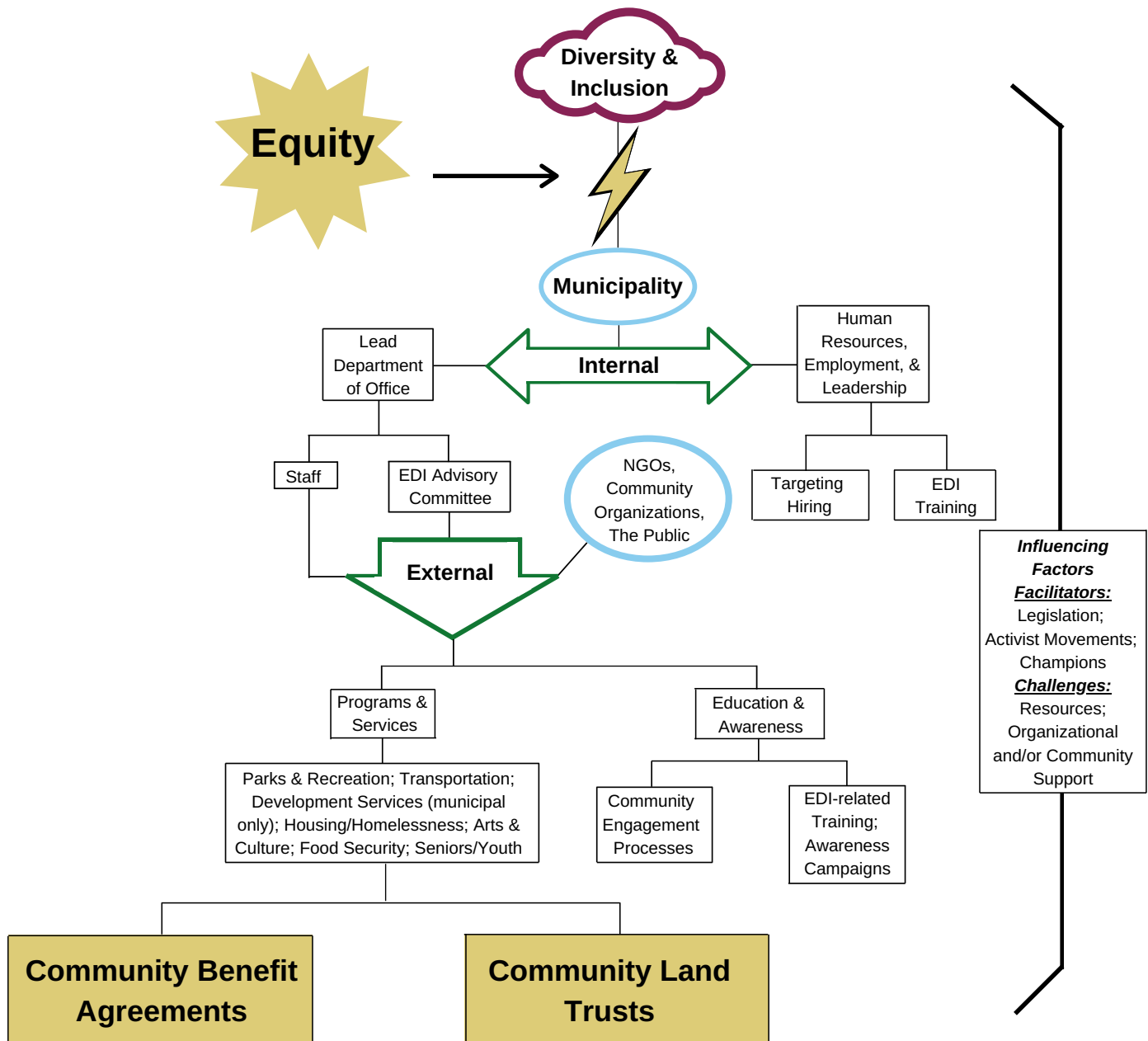

Figure of EDI Planning Conceptual Model

Diversity & Inclusion

The first level of the model illustrates how the reviewed municipalities defined and conceptualized equity, diversity, and inclusion. As the analysis in Part 1 revealed, there is little consistency for defining or conceptualizing EDI across the documents. In general, conceptualizations that emphasized the ideas of diversity and inclusion were mobilized in much greater frequency than equity. This is highlighted in the model by removing equity from the conceptual cloud at the top.

Municipality

The second level of the conceptual model speaks to who is doing EDI planning. The various actors were classified into two categories, which are shown in the blue ovals: 1) the municipality; and 2) civil society and the public, including non-profit organizations, other community organizations, academics, and EDI experts.

Internal

External

The document analysis in Part 1 revealed that municipalities conduct both internal and external EDI Planning. This division is represented in the model with the green arrows. Internally, EDI is commonly actioned through human resources (such as EDI training and targeted hiring practices), and/or through a lead department which generally coordinates external planning activities. The external planning activities are supported by staff and EDI Advisory Committees. Advisory Committees often include municipal staff, at least one councillor (or elected official), and other interested members of the public who may or may not possess EDI-related expertise. The staff and/or Advisory Committees interact with the external parties frequently involved in EDI planning.

NGOs, Community Organizations, The Public

Other participants in the external planning process include NGOs and non-profits, community organizations, EDI experts (such as academics and consultants) and members of the public. The actors either prompted the discussion for EDI planning, were invited to the table, or responded to a general call for participation. While not represented in the model, it is worth mentioning that municipalities carry out a wide range of engagement techniques when drafting and finalizing EDI documents.

Programs &
Services

Parks & Recreation; Transportation;
Development Services (municipal
only); Housing/Homelessness; Arts &
Culture; Food Security; Seniors/Youth

Community
Engagement
Processes

Education &
Awareness

EDI-related
Training;
Awareness
Campaigns

***Influencing
Factors
Facilitators:***
Legislation;
Activist Movements;
Champions
Challenges:
Resources;
Organizational
and/or Community
Support

The third level of the model addresses how EDI planning is done. In general, EDI is actioned through interventions in the form of programs, services, and educational initiatives. These interventions are administered by municipalities or in partnership with community actors such as non-profit organizations. On the lower right-hand side of the model, it is noted that educational initiatives generally consist of community engagement events, EDI-related training, and awareness campaigns. On the lower left-hand side of the model, it is noted that programs and services address specific areas, such as parks and recreation, transportation, arts and culture, and food security. As emphasized in Part 1, an intervention approach may have the benefit of creating concrete and actionable items, however, it could also have the effect of reducing EDI to only programs and services which are vulnerable to financial and political considerations.

Finally, the last component of the model is influencing factors that directly and indirectly shape EDI planning and outcomes. On the far-right side of the model is a box that lists some of the influences identified. These include:

- Activist Movements: Activists and community organizers can play a key role in pushing municipalities to engage in the EDI planning process.
- Legislation: Federal and provincial legislation can lay the groundwork or supportive rationale for developing EDI plans.
- Internal and external EDI champions: Champions are key to the success and realization of EDI planning and implementation. Internally, champions from council or the mayor can be the most effective at moving EDI plans and policies forward. Externally, activists and community organizers often play this role.
- Resourcing: The availability (or lack) of human and financial resources can enable or hinder EDI planning and implementation.
- Wider community support: The community where EDI plans are to be implemented must generally support the plan or policy. Without this, the document is irrelevant.

146

Equity

In Part 1, the first, and possibly most important recommendation was that planners "think equity" and commit to an equity-centred approach by incorporating an equity lens in their planning and policy work. If an equity lens is placed at the top of the model, it is a disruptor of "traditional" EDI planning which has generally focused more on diversity and inclusion. An equity-lens does not necessarily affect the flow of the EDI planning process, but it does change how decisions are made at each juncture in the model and final planning outcomes.

Equity-centred planning, planning policy, and action that directly confront structural inequities and power imbalances can be achieved through various tools. It is likely that most tools in the planner's toolkit can be used to advance equity, as long as it is implemented through an equity lens. That is, thinking through a policy, process, or municipal action and asking a series of equity related questions, i.e., how does my organization marginalized certain communities? how might this policy affect [people/s experiencing marginalization]? How can the [people/s experiencing marginalization] be contacted for meaningful consultation? How can planners work with [people/s experiencing marginalization] to resolve, mitigate or compensate for possible negative effects? Or what policies and/or programs do [people/s experiencing marginalization] believe would be helpful/empowering for them and how can my organization enable or facilitate this?

Community Benefit Agreements

Community Land Trusts

Part 2 describes two programs that, if implemented through an equity-centred approach, can shift structural inequities towards more inclusive and just communities. These tools, Community Land Trusts and Community Benefits Agreements, appear in the model as a part of the programs and services that municipalities and other actors can implement through EDI planning.

As a tool for equity-centred planning, Community Land Trusts offer an opportunity for greater participation in the land use process at a local level. Membership can be inclusive and governance can be horizontal. Through participation in and the implementation of a CLT, a variety of community members can be exposed to greater technical skills and knowledge about the development process. Community Land Trusts also offer an effective tool for the preservation of affordable housing, which help to ensure that communities are places where all people can live and improve their quality of life.

Community Benefits Agreements can also centre equity in planning by ensuring that no one group of people disproportionately benefit from or are disadvantaged by a new development in a neighbourhood. With a CBA, the power imbalance between a developer and the existing residents of a community can be shifted to allow for greater participation and resource distribution. A CBA can be a tool for equitable development that empowers communities through mechanisms such as increased employment opportunities within the neighbourhood, improved services, and new community amenities.

Planning for communities that are inclusive and celebrate diversity, but most importantly, are equitable, is in the public interest. Enabling all individuals to grow and prosper through an equity-centred approach to planning holds the promise of a just prosperity for the entire community.