



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

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

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CUSP



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Foreword

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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.

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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.

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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

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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	<ul style="list-style-type: none">• 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	<ul style="list-style-type: none">• 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	<ul style="list-style-type: none">• 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

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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].

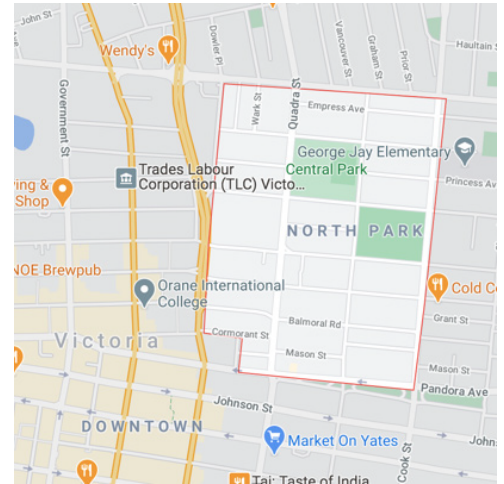


Figure 1. North Park boundaries [6].

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

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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

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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

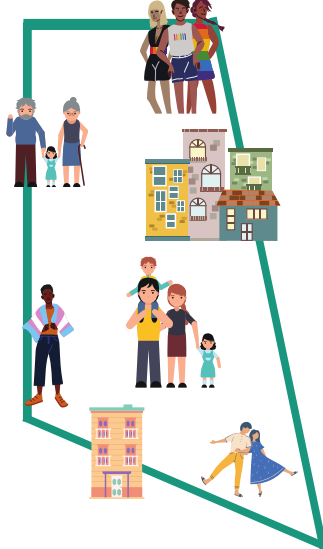
CLTs are created to advance a common good by ensuring that land is community-owned and operated and are typically incorporated as non-profit organizations or registered charities [10,11].

Land Ownership

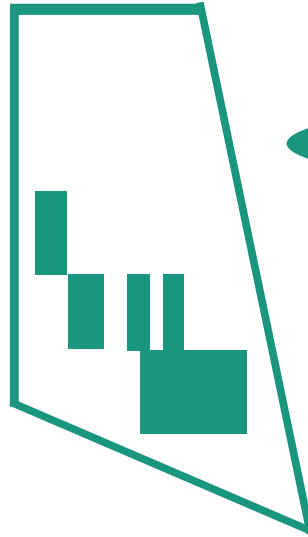
CLTs retain ownership of the parcel of land allowing third parties to use it through long-term leasehold agreements. The land may have an existing home on it or a new home may be constructed. If there is a home, leases often provide the leaseholder with the option to purchase the home at an adjusted 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.

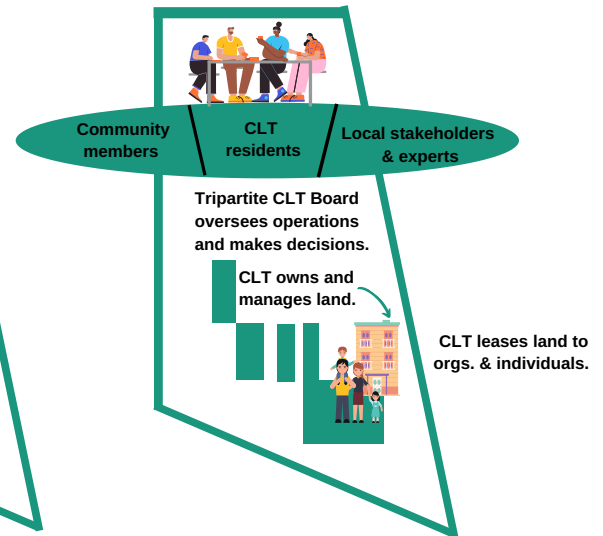


Figure 4. The CLT Model [8].

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.

4.1 Green Flags



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

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].

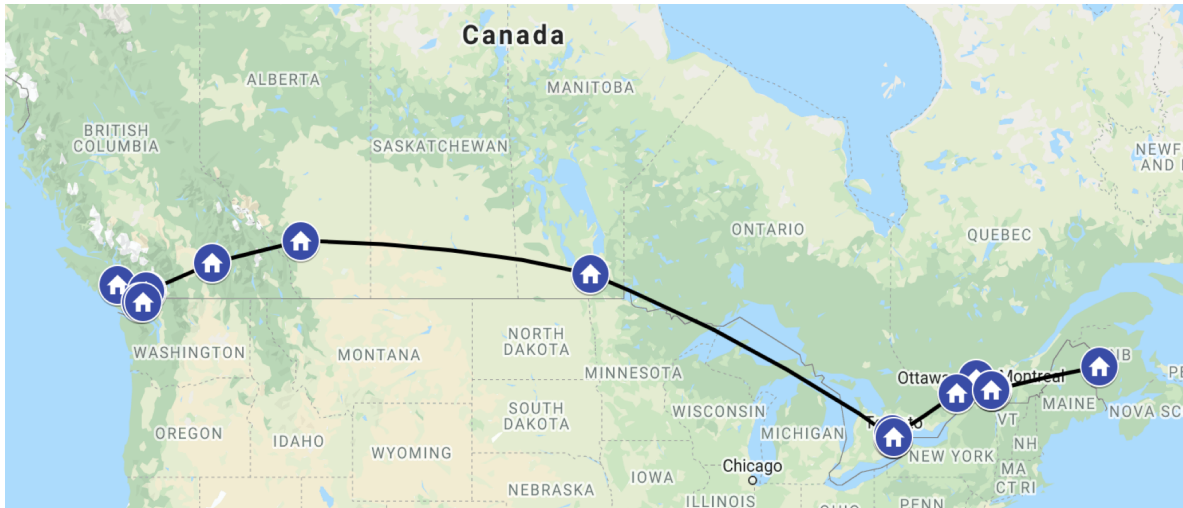


Figure 8. Map of Canadian CLTs [17].

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

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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.



NORTH PARK COMMUNITY MOSAIC

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)

- 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 or 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].



Figure 10. Parkdale CLT [10].



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

Partnerships and Capacity Building ■ Tools and Mechanisms ■ Financing ■



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

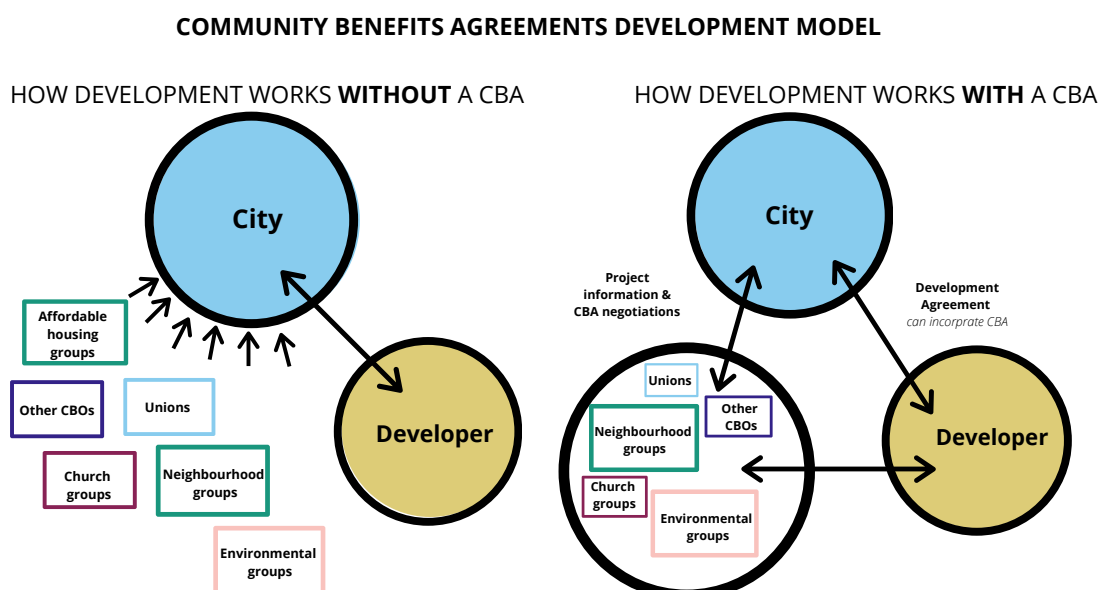


Figure 12. Diagram highlighting the development process with and without a CBA [22, 26].

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.

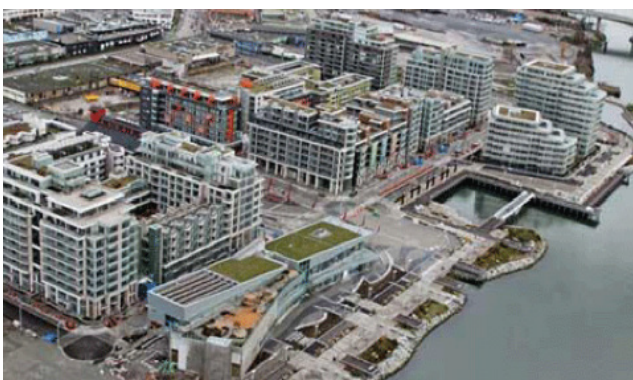


Figure 15. Southeast False Creek Development [36].

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.

8.1 Green Flags



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

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

Partnerships and
Capacity Building



Tools and
Mechanisms



Financing

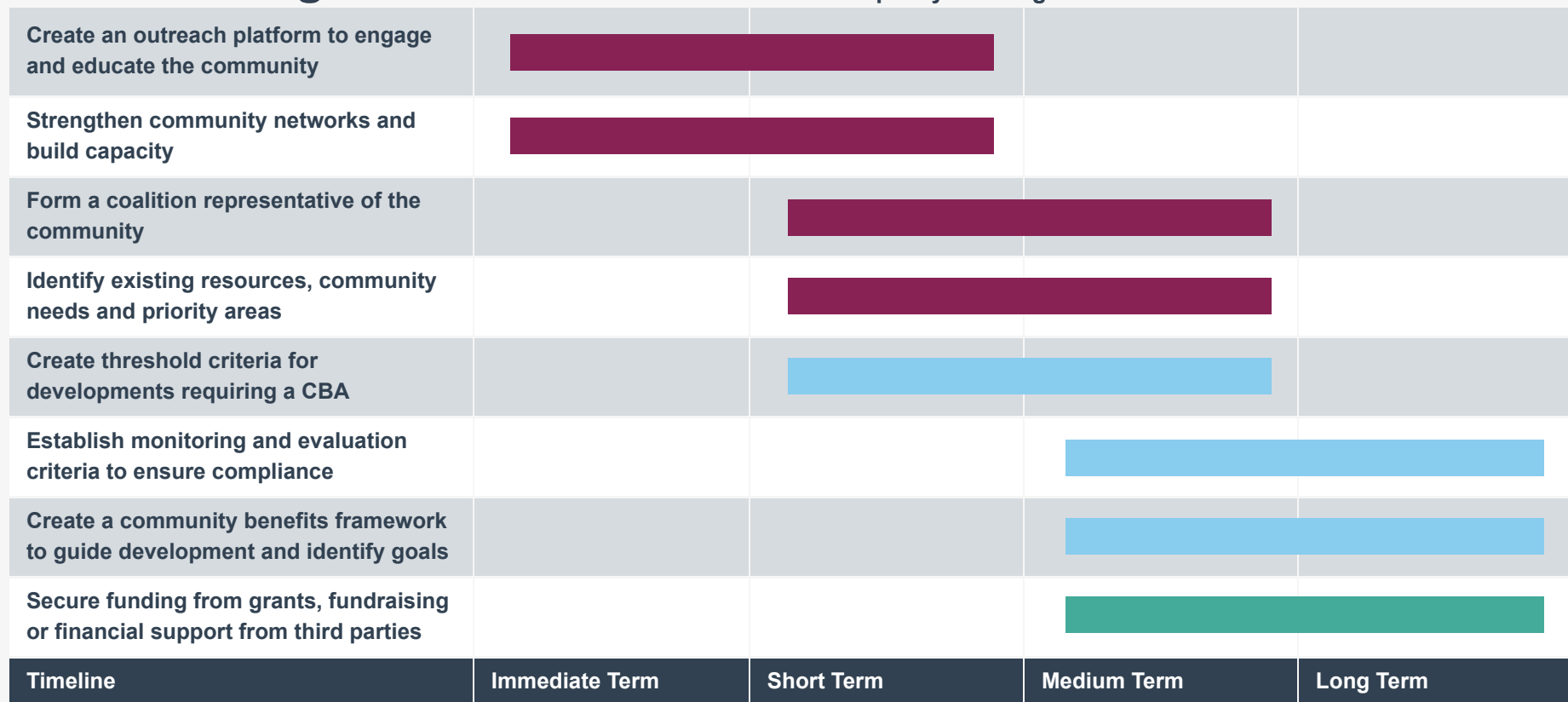


Figure 19. A Gantt Chart providing a visual view of CBA enabling conditions and suggested time frames.

11.0 CLT and CBA Connections to Existing Policy

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Table 7. Connections to existing policy in Victoria

Policy	Connections to CLTs and CBAs	
<u>Strategic Plan (2019)</u>	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	
<u>Official Community Plan (2012)</u> ** 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
<u>Good Jobs + Good Business = Better Community Action Plan (2015)</u>	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	
<u>Inclusionary Housing and Community Amenity Policy (2019)</u>	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)	
<u>North Park Local Area Plan (1992)</u> ** 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	
<u>Victoria Sustainability Framework (2017)</u>	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

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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)	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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)	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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 initiative, 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].

PARKDALE COMMUNITY BENEFITS DEMANDS

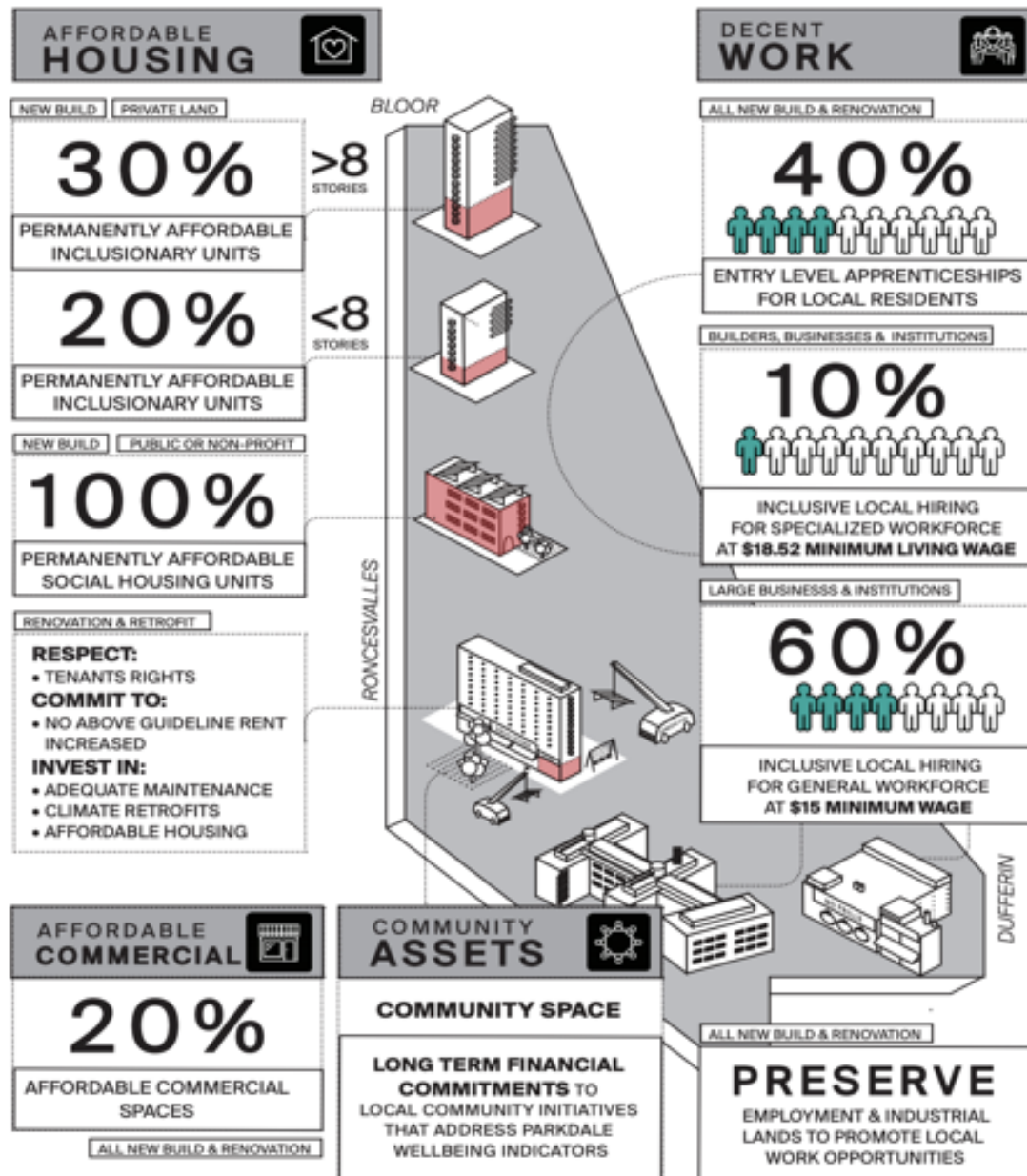


Figure 25. Specific Framework Targets [29].

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](#).

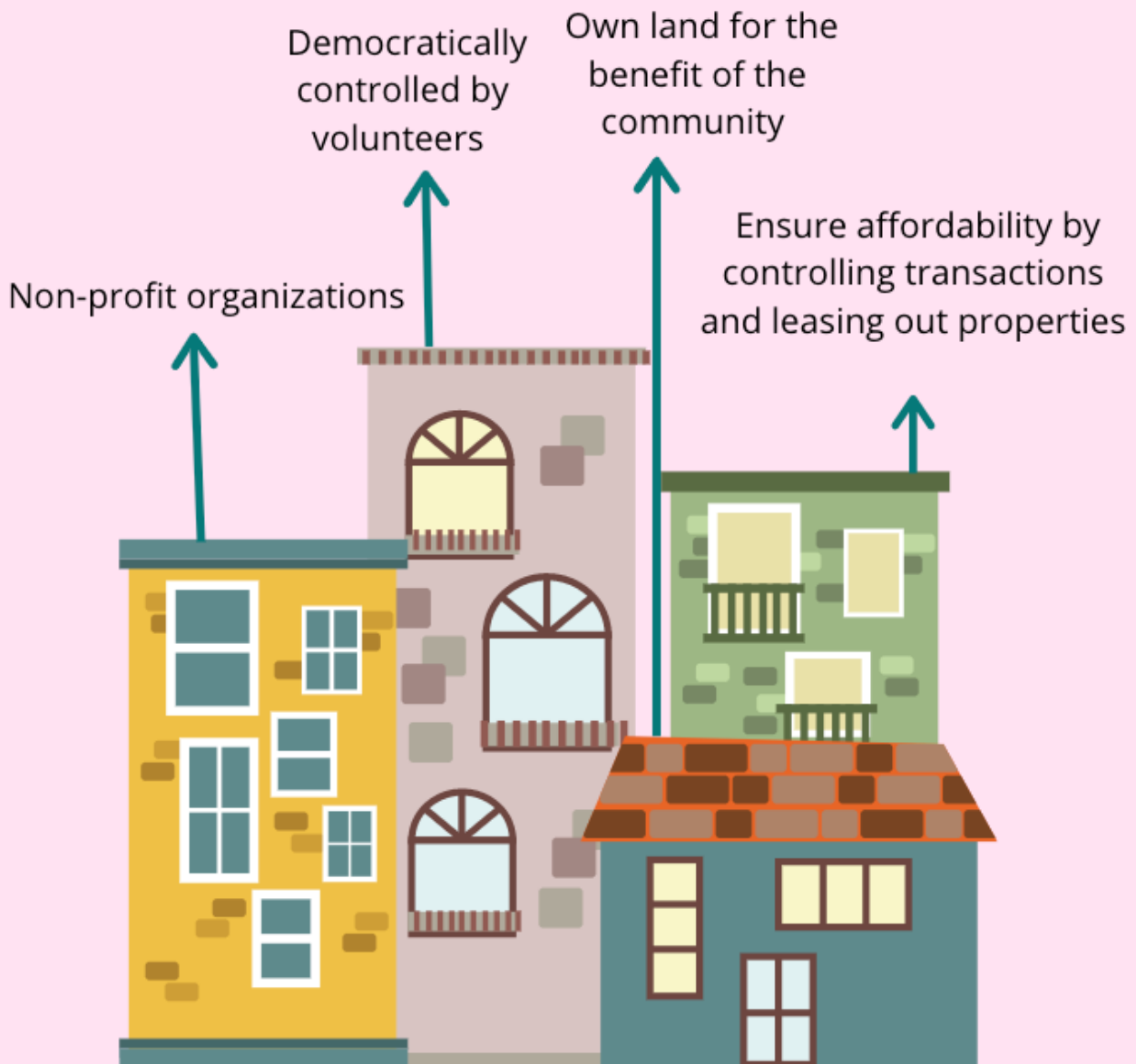
Today, Herongate residents are advocating for a legally binding CBA that will include benefits such as: transparency and collaboration; local hiring policies for groups experiencing inequity; affordable retail and affordable housing; community hub space; increased safety measures; and tenant education [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].

Appendix L: Infographics for NPNA Use

Community Land Trusts



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

Community Benefits Agreements



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 additional 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.