



A Review Of

Social Equity in Regional Growth Management

SUBMITTED TO: Regional Planning, Metro Vancouver

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Executive Summary

PURPOSE

This research document examines equity in regional growth management to advance Metro Vancouver's understanding of social equity considerations as they relate to regional policy and planning in preparation for the update to *Metro Vancouver 2040: Shaping Our Future* (Metro 2040), the regional growth strategy. This report examines social equity in regional planning and land use and not:

- Level of service to member jurisdictions; or,
- Geographic equity/distribution of services.

PROCESS

This review was conducted through:

- a preliminary desktop scan of academic and online research and the development of a working definition of equity for the purposes of this work;
- development of an equity evaluation framework;
- evaluation and review of North American and International policy documents and development of selection criteria for interview candidates;
- interviews with selected candidates, and;
- a review and gap analysis of *Metro 2040* using the same equity evaluation framework.

Preliminary academic and online research was conducted as an initial step to review a current approach to equity and definitions of equity; and to help establish a preliminary research framework for evaluation of selected plans and policies.

To guide the evaluation and research, the following working definition of equity was established:

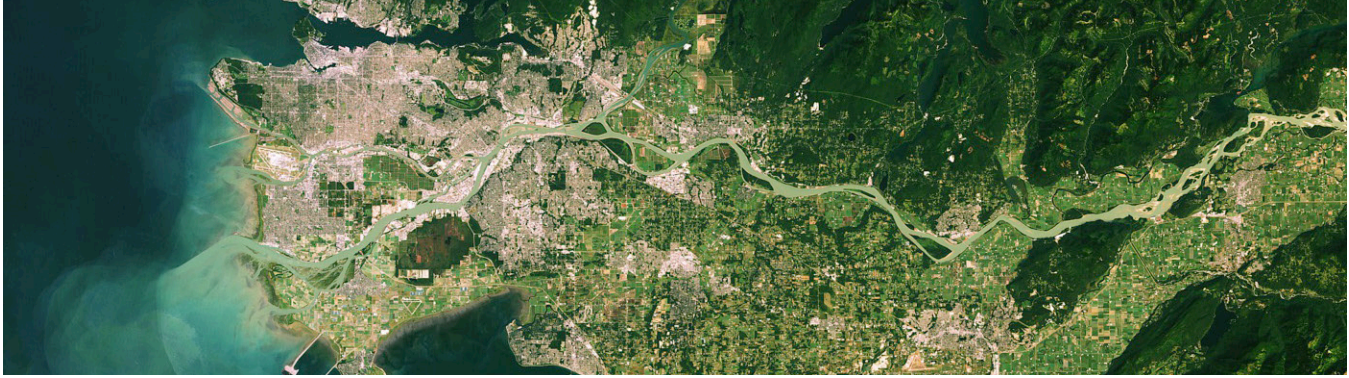
The promotion of justice and fairness and the removal of systemic barriers that may cause or aggravate disparities experienced by different groups of people. This can include the many dimensions of identity, such as socioeconomic status, ethnicity, sex, age, disability, gender, sexuality, religion, indigeneity, class, and other equity related issues.

A list of potential candidate agencies was then compiled. Selection criteria took into account applicability to Metro Vancouver with respect to legislated authority, size, and structure and variable approaches to equity. Common observations were identified through interviews with other jurisdictions and summarized with several relevant examples provided.

Selected agencies and candidate documents were then evaluated using NVivo software (a qualitative data analysis computer software) with automatic coding features to support identification of themes of equity, based on the evaluation framework and followed up with a manual analysis to confirm results. The evaluation framework was also applied to review and analyze *Metro 2040* in the same way.

A total of 12 plans across North America and Internationally were reviewed as a part of the research process. Of these 12 jurisdictions, 9 were interviewed. The interviews were guided by an initial review of the relevant plan and key questions about:

- Review of the governance structure of the jurisdiction interviewed.



- The overall structure and approach to equity and current equity policies.
- Definition of equity.
- Experience with incorporating an equity lens within their policy and lessons learned.

DOCUMENT REVIEW

Results provided an overview of how social equity is currently incorporated within similar organizational bodies, with some specific policy and program examples of its application to planning and growth management.

Review of the plan documents by NVivo revealed that equity coverage varied. Equity content was analysed at four policy levels: Direction Setting, Guiding, Policy, and Monitoring. Equity content was evaluated according to four different measures of embeddedness: Coverage, Depth, Comprehensiveness, and Language Specificity. In many cases, high coverage reflected a breadth of policy areas considered, while low coverage indicated fewer references but in some cases more detail.

On average, the reviewed documents considered equity in good depth. All documents had equity references at the Direction Setting and Policy levels. The majority of documents' most detailed policy level was Monitoring, the level with the greatest depth of the four analyzed policy levels.

In general, the comprehensiveness of equity in the plans was high. Out of a possible 10, the average comprehensiveness score was 8.7. All documents addressed equity or contained equity related language in at least three policy levels.

Many plans used explicit language to identify and discuss equity. Several contained implicit language but clearly acknowledged issues of

equity and were guided by it. A few inferred or assumed equity as part of good planning overall and/or dealt with policy areas related to equity but did not address equity specifically.

Of these, approximately 60 percent used explicit language to define equity, meaning the documents both used the term and defined "equity" from a social perspective as well as included equity discussion within policy areas.

METRO 2040 ANALYSIS

Reviewed using the same framework, *Metro 2040* does not specifically define equity, although it references "social justice" and "compassion." Language used in *Metro 2040* discusses dimensions of equity but is implied rather than directly addressed. Slightly below the average, *Metro 2040* includes references to 50 percent of identified "equity-seeking groups." *Metro 2040* includes discussion of some of the identified equity issues including: access, affordability, health, and opportunity. However, the plan does not directly discuss discrimination, obstacles, or aspects of disparity. These three challenges are also the least referenced by plans overall. *Metro 2040* describes the active bodies for governance of the plan. *Metro 2040* also provides guidelines and commitments regarding engagement with First Nations groups.

Overall, *Metro 2040* has relatively low coverage of equity, ranking approximately 10th in number of equity references at the Direction Setting, Guiding, and Policy levels compared to the 12 other reviewed documents. Like most other documents reviewed, housing is *Metro 2040's* policy area with the most equity references. Most of these policies focus on affordable housing, which implies equity, though specific equity-seeking groups are not mentioned.

The goal to “Develop complete communities” (Goal 4) is the primary way in which *Metro 2040* implicitly supports equity. By developing complete communities, *Metro 2040* makes improvements in multiple policy areas, including housing, social services, food, and the environment for all residents. Wellbeing in these policy areas also supports success in other areas of life. However, *Metro 2040* does not explicitly discuss how improvements to these policy areas may be inequitably distributed, and that some residents may face greater obstacles than others.

In comparison to other review documents, *Metro 2040* has a strong monitoring framework, particularly for environmental, economy and employment, and climate policy areas, but does not explicitly mention equity.

SUMMARY OF FINDINGS FOR INCORPORATING SOCIAL EQUITY

The document review, follow up interviews and *Metro 2040* gap analysis outlined a number of key findings and potential opportunities for Metro Vancouver Regional Planning to consider in incorporating social equity as part of the upcoming *Metro 2040* update. A summary is as follows, specific plan examples and policy examples are provided in the body of the report:

- Develop a clear definition of equity and include this as part of the plan’s framework.
- Clearly outline equity challenges, the plan’s approach to these challenges and its application to regional growth management.
- Bring equity discussion forward in the plan’s structure, format and narrative.
- Collect and create a foundational data plan that provides an understanding of equity in the region to support policy analysis, assessment, and decision-making for more equitable outcomes.
- Develop an “equity lens” to review policy and program implementation once the plan update is in place.
- Utilize scenario building as a tool for assessment of growth management and its equity outcomes – the intended and unintended consequences of growth.

- Identify equity-seeking groups and target specific policy and programs to mitigate and address consequences of growth to promote vertical equity.
- Specifically target investments (in infrastructure, services, programming, etc.) to reduce negative consequences of growth management for equity-seeking groups.
- Obtain diverse perspectives through engagement of equity-seeking groups using a wide range of tools and methods and provide necessary supports to overcome identified barriers to engagement.
- Support internal organizational understanding and integration of social equity.
- Follow up with additional monitoring and performance measures.

Additional considerations for going forward in effectively addressing social equity in the update of *Metro 2040* include:

- Establish a social equity working group. Working together, the group’s work could include supporting Metro Vancouver in:
 - Developing a definition of social equity
 - Developing potential regional targets and/or measures (using the findings of this report as a starting point)
 - Developing a monitoring framework or recommendations to track social equity outcomes of the updated *Metro 2040* plan.
- Continue to collaborate with equity partners in the region. From member municipalities with active social planning departments and staff to regional groups engaged in social equity research, reporting, and advocacy.
- Continue to revisit equity measures and targets with partners. Social equity is not a static issue; it is dynamic and changes with communities and regions as they develop and grow over time.

1 Project Overview

1.1 Purpose

The purpose of this research is to examine equity in regional growth management and to advance Metro Vancouver's understanding of equity considerations as they relate to regional growth management and land use policy and planning. In turn, this will provide an important lens for the update to *Metro Vancouver 2040: Shaping Our Future* (Metro 2040), the regional growth strategy.

1.2 Process

1.2.1 Overview

The research and review set out to:

- explore how regional government agencies or transportation authorities across North America and Internationally are defining and embedding equity in their policy, plans, and practices;
- outline gaps and opportunities in *Metro 2040* and where a clear definition of equity could be embedded and used to address inequities, and;
- identify potential measures for evaluating equity in regional growth management.

This was conducted through:

- a preliminary desktop scan of academic and online research and the development of a working definition for equity for the purposes of this work;
- development of an equity evaluation framework;
- evaluation and review of North American and international policy documents and planning and selection criteria for interview candidates;
- interviews with selected candidates; and,
- review and gap analysis of *Metro 2040*.

1.2.2 Desktop Scan of Existing Equity Research

As an initial step, preliminary academic and online research was conducted to review current approaches to and definitions of equity as it relates to policy and planning, and to inform a preliminary research framework for evaluating selected plans and policies.

To guide the evaluation and research, the following working definition of equity was established:

The promotion of justice and fairness and the removal of systemic barriers that may cause or aggravate disparities experienced by different groups of people. This can include the many dimensions of identity, such as socioeconomic status, ethnicity, sex, age, disability, gender, sexuality, religion, indigeneity, class, and other equity related issues.

The general definition could be applied to a broad range of growth management policy areas, including housing, land use, transportation, parks and recreation, and more.

An equity evaluation framework was developed to review planning documents from other jurisdictions. This included the following criteria:

- Document type (i.e. regional plan, land use specific, transportation, other policy document)
- Equity definition (explicitly or implicitly as a part of policy language)
- Language specificity for equity – explicit (specifically discusses equity), implicit (uses synonyms/euphemism, e.g. “inclusiveness”), inferred (is concerned with equity issues)
- Population group characteristics (ethnic minorities, women, LGBTQ, socio-economic status, immigrants, children, people with disabilities, single parents, Indigenous, etc.)
- Equity issues (access, opportunity, discrimination, obstacles, health, affordability, etc.)
- Governance and process (advisory committees involved, guidelines, equity specific consultation, etc.)
- Policy embeddedness (direction setting, guiding, policy, monitoring)
- Regional growth policy areas (infrastructure and services, land use, transportation, housing, environmental, climate, etc.)

1.2.3 Interviews

A list of potential candidate agencies was compiled. Selection criteria took into account applicability to Metro Vancouver with respect to legislated authority, size, and structure and variable approaches to equity.

A total of 12 candidates and plans were identified and 9 were interviewed as a part of the consultation process.

Short interviews were conducted with selected agencies. The interviews were guided by an initial review of the relevant plan and key questions about:

- The governance structure of the jurisdiction interviewed
- The overall structure and approach to equity and current equity policies
- Definition of equity
- Experience with incorporating an equity lens within their policy and lessons learned.

1.2.4 Policy Review

Selected agencies and candidate documents were evaluated using NVivo software (a qualitative data analysis computer software) with automatic coding features to support identification of equity-based themes using the established evaluation framework as described above.

A set of codes based on the evaluation framework captured the nature (e.g., language clarity and strength) and depth of their policy (i.e., at what policy level from vision or goal language to specific policies, indicators, or thresholds).

In addition to the coding, qualitative comments were captured within the policy and the presence and nature of targets, monitoring, and other resources.

A content analysis of the plans' identified overarching themes of equity, based on the evaluation framework. These themes were used to organize sample policies, monitoring elements (e.g., indicators or measures), and other policy tools and resources for each planning topic.

1.2.5 Metro 2040 Review

The evaluation framework was also applied (in the same way as described above) to review and analyze *Metro 2040*. This review was to evaluate its current status and incorporation of equity and equitable themes within land use, transportation and growth management and to identify gaps and opportunities for future consideration.

2 Review of Growth Management Plans from Other Jurisdictions

2.1 Plans Reviewed

A total of 12 plans across North America and Internationally were reviewed as a part of the research process. These included:

Canada

1. Regional District of Nanaimo, Shaping Our Future Regional Growth Strategy (*Nanaimo RGS*)
2. The City of Toronto, Toronto's First Resilience Strategy & follow up with the Equity Office (*Toronto's Resilience Strategy*)
3. Province of Ontario, A Place to Grow: Growth Plan for the Greater Golden Horseshoe (*Growth Plan for the GGH*)
4. Saskatoon North Partnership for Growth Regional Plan, Saskatoon North Partnership for Growth (*Saskatoon North P4G*)

United States

5. San Diego Association of Governments – San Diego Forward, Regional Plan (*San Diego Forward*)
6. Puget Sound Regional Council, Vision 2050: A Plan for the Central Puget Sound Region (*PSRC Vision 2050*)
7. Sound Transit Adopting an Equitable Transit Oriented Development Policy (*Sound Transit Equitable TOD Policy*)
8. Regional Plan Association, The Fourth Plan for the New York-New Jersey-Connecticut Metropolitan Area Making the Region Work for All of Us (*RPA The Fourth Plan*)
9. City of Minneapolis, Minneapolis 2040 – the City's Comprehensive Plan (*Minneapolis 2040*)
10. Los Angeles County Metropolitan Transportation Authority – Metro Equity Platform Framework (*LA County Metro Equity Platform*)

International

11. Auckland Council, Auckland Plan 2050 (*Auckland Plan 2050*)
12. City of Stockholm, Vision 2040 A Stockholm for Everyone (*Stockholm Vision 2040*)

2.2 Governance Structure of Other Jurisdictions Reviewed

Governance structures are important for interpreting the use and effectiveness of a policy. Some plans are implemented through bodies with full legislative or Council authority, while others are empowered through the ongoing agreement of participating jurisdictions. The table below lists the plans reviewed under four categories of jurisdiction:

- **State/Province:** Plan is produced and implemented through senior government departments/ staff
- **Upper Tier Regional District:** The regional government has final authority over topics covered by plan and can make requirements of local government within plan boundaries
- **Participatory Regional Government:** Plan is the product of and implemented by agreement of participating jurisdictions.
- **City:** A non-regional plan under the jurisdiction of a municipal government.

Figure 1: Jurisdiction of plans reviewed.

State/Province	Upper Tier Regional Jurisdiction	Participatory Regional Government	City
<ul style="list-style-type: none"> • Province of Ontario, A Place to Grow: Growth Plan for the Greater Golden Horseshoe • Los Angeles, Los Angeles County Transportation Authority – Metro Equity Platform Framework 	<ul style="list-style-type: none"> • Auckland, <i>Auckland Plan 2050</i> • Stockholm, <i>Vision 2040: A Stockholm for Everyone</i> 	<ul style="list-style-type: none"> • Nanaimo Regional District, <i>Shaping Our Future Regional Growth Strategy</i> • San Diego, <i>San Diego Forward, Regional Plan</i> • Vision 2050: A Plan for the Central Puget Sound Region • Sound Transit, <i>Adopting an Equitable Transit Oriented Development Policy (Sound Transit Equitable TOD Policy)</i> • New York-New Jersey-Connecticut Metro Area <i>Making the Region Work for All of Us</i> 	<ul style="list-style-type: none"> • Minneapolis, <i>Minneapolis 2040 - The City's Comprehensive Plan</i> • City of Toronto, <i>Toronto's First Resilience Strategy & follow up with the Equity Office</i> • Saskatoon, <i>Saskatoon North Partnership for Growth</i>

3 Research and Analysis

3.1 Desktop Review of Current Articles & Information on Equity in Growth Management

As an initial step, a desktop scan of the current literature and approach to equity in planning was conducted. The number of documents and articles that define and discuss equity, alongside identifying approaches to realizing it within the urban context is growing. Several themes emerged more prominently and are summarized below.

3.1.1 Key Themes

Participation and equitable outcomes

An increase in dialogue on equity is instrumental in advancing equitable outcomes. However, diverse representation (diversity) in decision-making and the participation (democracy) of “harder to reach” groups, or engagement of those systematically disadvantaged in a planning process is important but not enough to ensure just outcomes are achieved (Fainstein, 2014). If the aim is equity, policies with a specific aim to improve conditions for disadvantaged, equity-seeking groups should be a planning focus. This may mean providing additional resources or shifting resources from other groups, in effect, an “unequal” distribution of resources, but an equitable one.

Target planning and investment to “equity-seeking groups” will result in economic growth.

Equity and economic growth are not competing objectives. Regional economic growth is more robust when equity is at its heart. A growing body of research shows that pursuing economic growth alone does not support equitable outcomes. In fact, the sole pursuit of economic growth does not always result in the best economic outcomes either (Investing in Place, 2016). In practice, targeted investments within “equity-seeking” communities (those who have been identified as disadvantaged, as measured by indicators of need) tend to offer the best outcomes, both for equity and for economic growth. This is explained with the concept of “just growth.”

Organizations may want to improve equity, but are often the source of inequity themselves.

Organizations must account for and be aware of how their own leadership and bureaucratic processes can function as instruments of exclusion. Literature focused on this area identifies that “systemic barriers” within an organization aggravate disparities within their current operations and often have a history of inequitable decision-making. In order to move towards equitable outcomes, a more thorough investigation of its own practices must be conducted and recognized. Furthermore, a government should not understand itself as the force that will correct inequity, for instance, while supporting inequities caused as a by-product of the free market allocation of land (i.e. real estate and development industries). Bias built into decision-making and development review processes must be scrutinized.

A good example of this are the documented equity issues around Transit Oriented Development (TOD). Hulchanski et al.’s (2017) research identifies the equity divide around new TOD. Research outlines how this best practice in regional growth

management can result in displacement, or drive up real estate prices near rapid transportation, resulting in public investments which disproportionately benefit higher income brackets or favours privileged communities. That TOD policies can often displace existing communities, often those less supported and privileged, was not the original intent of the approach. An equitable framework for policy evaluation is required in order to guard against the risks of such unintended consequences. Strategies known as "eTOD" or Equitable Transit Oriented Development" that mitigate the displacement caused by TOD are now being developed (Hersey et al., 2015).

Equity is not a silo.

Inclusion and equity cannot be siloed within a governance organization, and the equity lens cannot include some groups but not others (Myrdahl, 2018). Equity is a complex and multifaceted topic that cuts across policy domains. In order to be effective, pro-equity governance must reflect this diversity. Equity policy that remains siloed within an equity office or a social planning department will not be able to respond to the full spectrum of equity issues that cut across bureaucratic domains. Likewise, equity policy should be inclusive of all groups who have equity claims.

Integrated Indigenous directions promote reconciliation and more equitable outcomes.

Rather than symbolic inclusion of Indigenous people into municipal affairs, governing bodies must strive for cultural pluralism to be integrated into government operations (Walker and Belanger, 2013).

Five areas where efforts can be most meaningfully directed are:

1. Relationship-building, this includes declarations, Community Accords and Memorandum of Understanding (MOU);
2. Sector-specific Protocol Agreements on areas of mutual agreement
3. Joint governance and management;
4. Urban Reserves, services and compatibility agreements, and regional relationships; and,
5. More nuanced Aboriginal Citizen participation and engagement.

Taking these steps (and others) can build reconciliation and collaboration with Indigenous communities into the planning frameworks. Rather than creating a stand alone "Indigenous affairs policy", a broader approach of equitably integrating Indigenous interests as a lens to be applied across departments is a recommended approach (Mohammed, Walker, Loring and Macdougall, 2017). Identifying and working on specific Calls for Action of the Truth and Reconciliation Commission are a great place to begin making concrete commitments to reconciliation.

What is measured, matters.

Identifying the appropriate data set and metrics is important in telling the story, making decisions and measuring of progress towards greater equity. There is a need to measure the benefits and consequences of policy amongst groups and individuals. Equity metrics should reflect each community's concerns and priorities and include the involvement of those affected (Littman, 2014).

Additionally, how equity is measured will also depend on what type of equity is being pursued. Horizontal equity (equal distribution across groups) and vertical equity (special consideration given to disadvantaged groups) will need to be measured and evaluated across different impacts, with different units of measurement, and for different categories of people (Ibid.).

Impactful equity goals must be accompanied by objectives and measures.

A study of 18 North American cities (Manaugh, Badami & El-Geneidy, 2015) found that while progress has been made since the early 2000s towards including social equity goals in urban transportation plans, more focus still tends to be placed on economic and especially environmental goals. When they are defined, "social equity goals are in many cases not translated into clearly specified objectives, and even in cases where there are such objectives, measures for assessing achievement of the objectives ... are often lacking" (Manaugh, Badami & El-Geneidy, 2015, p. 172). Truly balancing social equity with environmental and economic considerations requires careful consideration of diverse goals (for which multi-criteria decision making is a useful approach), and additional effort directed towards clearly specifying equity objectives and measures to ensure that equity goals can be adequately translated into action.

Develop Equity as a mainstream approach.

Establishing an understanding and maintaining tools for equity in planning and implementation is necessary. Research identifies a benefit to developing equity as a mainstream approach across disciplines and ensuring justice is a key working principle. For example, literature suggests staff training to support the implementation of an equity lens at the organizational level. Consulting with "early adopters" for strategies is also noted as a fruitful approach (Jacobson, n.d.).

As an example, Sweden's organization of municipalities and county councils (Sveriges Kommuner och Landsting) makes use of a specific model for gender mainstreaming, meaning "the inclusion of a gender equality perspective in the planning, decisions, implementation and follow-up of an activity" (Jacobson, n.d.). This model includes benchmarking, which consists of comparing two or more organizations' methods and processes of gender mainstreaming to identify, share, and implement potential improvements. This model consists of specific steps and is often implemented in clusters (i.e. the process is commenced and concluded by joint meetings of several clusters of mentors and benchmarking organizations) for a more systemic approach.

Use Equity Planning to Minimize Structural Violence.

Structural violence "arises from institutions and social practices that prevent people from meeting their needs and enacting self-expression" (Mohammed, Walker, Loring & Macdougall, 2017). Unequal distributions of power and resources, built into social structures or a part of laws and policies, can create the conditions for structural violence to emerge. Infusing an awareness and a drive towards equity into the ethos of a government can help to lessen the bind of structural violence on affected groups (Ibid.). This requires sustained efforts within each organizational Division and Group (not just

planning) to recognize and understand those people and groups for whom equity is most important and how operations impact these groups.

3.2 Interview Findings

Common observations were identified through the interviews with other jurisdictions and compiled into the following key messages. Some of these messages and "lessons learned" are similar to those found in articles and literature on equity. However, the information reflects various organizational approaches and notes on how equity is operationalized within different jurisdictions.

3.2.1 Equity with Growth and Area Improvements

It is important to recognize and acknowledge that growth and area improvements or protection of no-growth areas (for example, single-family housing only neighbourhoods) is not necessarily positive or neutral. The benefits and negative consequences of urban growth or no-growth policies are inequitably shared among groups and individuals. Government investment and policy decisions can improve quality of life and support growth for some, but also for example, cause displacement and hardships for communities (in the case of TOD) and restrict potential for aging in place, greater housing options, affordability and diversity in communities (in the case of protecting single family neighbourhoods (noted with the decision to up zone single family neighbourhoods in Minneapolis – however, this was largely in part, addressing a historical pattern of racial segregation but also serving those who couldn't afford a single family home or those that were looking to downsize and stay in the same neighbourhood). Understanding who benefits and who does not, needs to be evaluated with policy and investment decisions for improved equitable outcomes.

3.2.2 Governance – a legacy of inequity

Inequity is a historical accumulation of decades of inequitable decisions, based overtly on systemic bias or through lack of representation. Correcting this history not only involves improving current governance practices/decision making procedures, but also:

- A review of that history and the tools/instruments of inequitable governance, and;
- substantial capacity building at the organizational level.

3.2.3 Clearly define equity

Defining equity emerged as a recommendation from places that did not have a definition for equity, or a clear definition, or where structured frameworks took a perspective that equity was "assumed" as part of good planning practice.

Several interviewees noted that a clear definition must be accompanied by a strong understanding of the difference between equality (being equal) and equity (providing different supports to achieve the same or equal opportunity).

Additionally, a common discussion emerged on the need to shift organizations (in particular, councils and committees at the regional level) from a focus and discussion of

geographic equity to the larger understanding of equity amongst citizens within their communities.

3.2.4 Data as a foundation

Understanding data needs (through a clear definition of equity) appeared to be a key first step. Those organizations with a more advanced equity agenda emphasized the use of data to understand the context but also to help support their decision-making, defend actions and highlight how their actions were interconnected within an organization. Some mentioned that obtaining and discussing good data was a sobering finding for a population that saw themselves as progressive.

Reviewing data needs and obtaining good data at a local and regional level as baseline information benefits long term tracking. In particular, local community data and demographic analysis of communities and their evolution and mobility provided a better picture of how policies played out in different communities.

With a data plan in place to identify inequitable conditions, engagement was targeted to fill data gaps. It was noted that often data from traditional sources (e.g. Census) can be inadequate for evaluation of equity for marginal groups. Thus, some data and information can only be collected by talking to equity-seeking groups. Where data was identified as important for understanding an equity issue, a budget was allocated to collect that data. The budget included honoraria for people to engage, organized childcare onsite or childcare reimbursement for parents attending during the consultation process, covered travel costs, and offered food (culturally appropriate) where consultation was scheduled through mealtimes. The resulting data would be understood as worth paying for, similar to that of other high quality and important data sets that would be paid for elsewhere. In this case, the experts are marginal groups, and the data they have is their experience to inform policy and planning.

3.2.5 Engagement and outreach

Building good data sets relies in part on engagement and outreach. Many consultations stressed the importance of engagement and engaging on how to consult equity-seeking communities. In particular, the most successful organizations looked for ways to remove any barriers that might prevent certain populations from being able to engage on issues and policy (such as a need for childcare, travel and travel costs, food, accessibility, etc.) in the communities of which they worked. Additional good practice measures include materials in formats relevant to communities – for example the use of multimedia, providing information in multiple languages, allowing sufficient time for engagement, and hosting multiple events to maximize participation and build substantial relationships. Other practices noted were utilizing equity based working groups, community advisory committees or an ongoing community advisory board (e.g. an advisory board development of a “community budget”). Equity supportive jurisdictions also took a leadership role. These organizations hosted conferences and invited Indigenous leaders, youth, etc. to hear specifically from equity-seeking groups. These conferences also offered speaker series and opportunities for neighbourhoods, community leaders and community groups. Such venues were also used to co-develop a

planning process for their neighbourhood or equity-seeking group. Many jurisdictions also mentioned the importance of ensuring that a wide range of staff be engaged directly with communities, in particular those traditionally less called upon to conduct engagement (e.g. engineering/infrastructure) and not just planning, communications or a specific outreach team.

3.2.6 Use equity as a tool for resource allocation and investment

Equity advanced organizations who had an established definition of social equity, sought data that informed equity issues and provided for equity-based engagement, also emphasized the use of equity as a tool for investment, amenities, and access. Aware of equity issues in the region, these jurisdictions provided targeted supports and resources, such as anti-displacement strategies (for people and businesses) to those negatively impacted by policy decisions and changes.

3.3 Policy Document Review of other Jurisdictions

The following section provides findings and explores how equity is defined and addressed in other regional government agencies' growth management plans and regional planning practices from the perspective of land use and transportation.

3.3.1 Evaluation of Equity “Embeddedness” in Policy

The degree to which equity is embedded in policies was evaluated to assess how each document represents and considers equity.

The four policy levels analyzed are listed below in order of increasing detail:

- **Direction Setting:** Vision and goals
- **Guiding:** Principles and guidelines
- **Policy:** Specific and supporting policies
- **Monitoring:** Performance measures, indicators, evaluation criteria or frameworks

Measures of embeddedness used were:

Coverage: The number of times equity-related policies occur (explicitly, implicitly, or implied) in each document at each policy level.

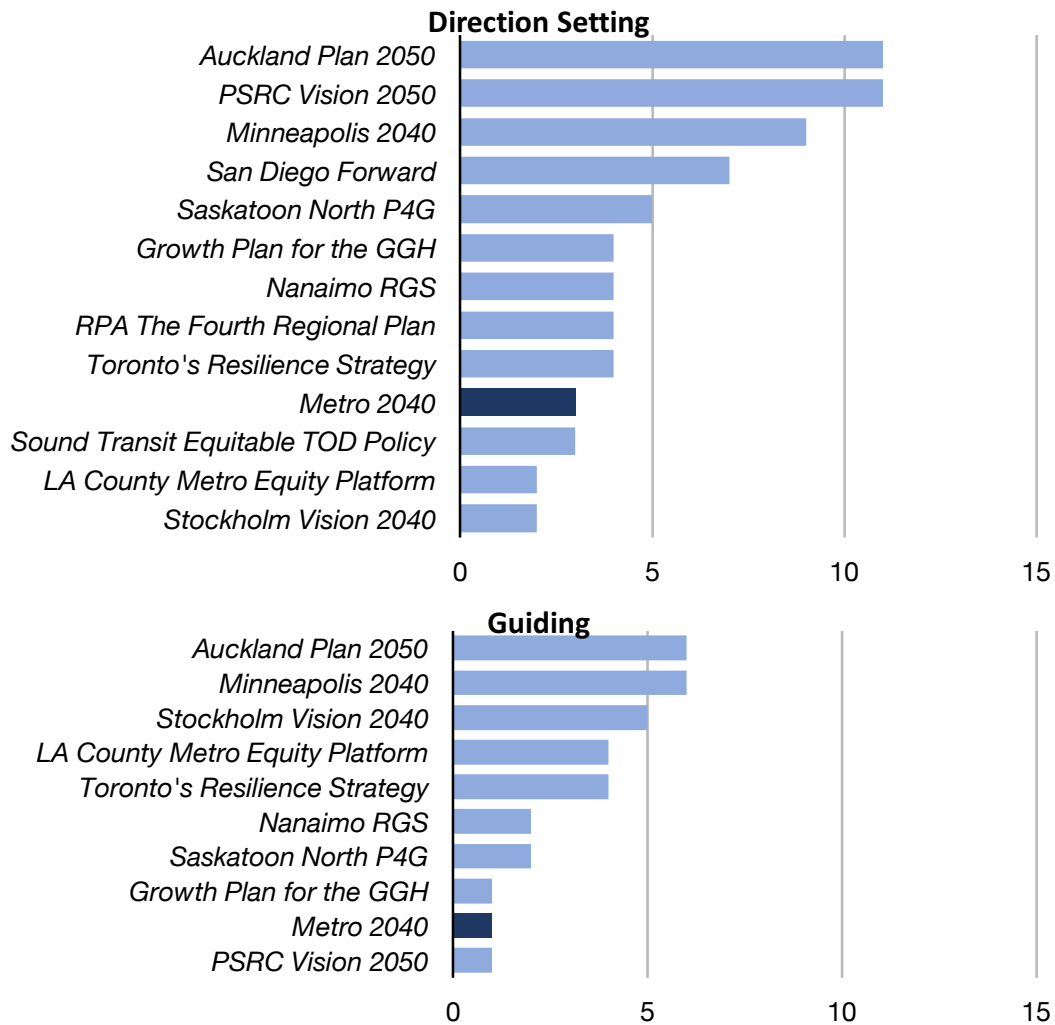
Depth: The most detailed policy level in each document.

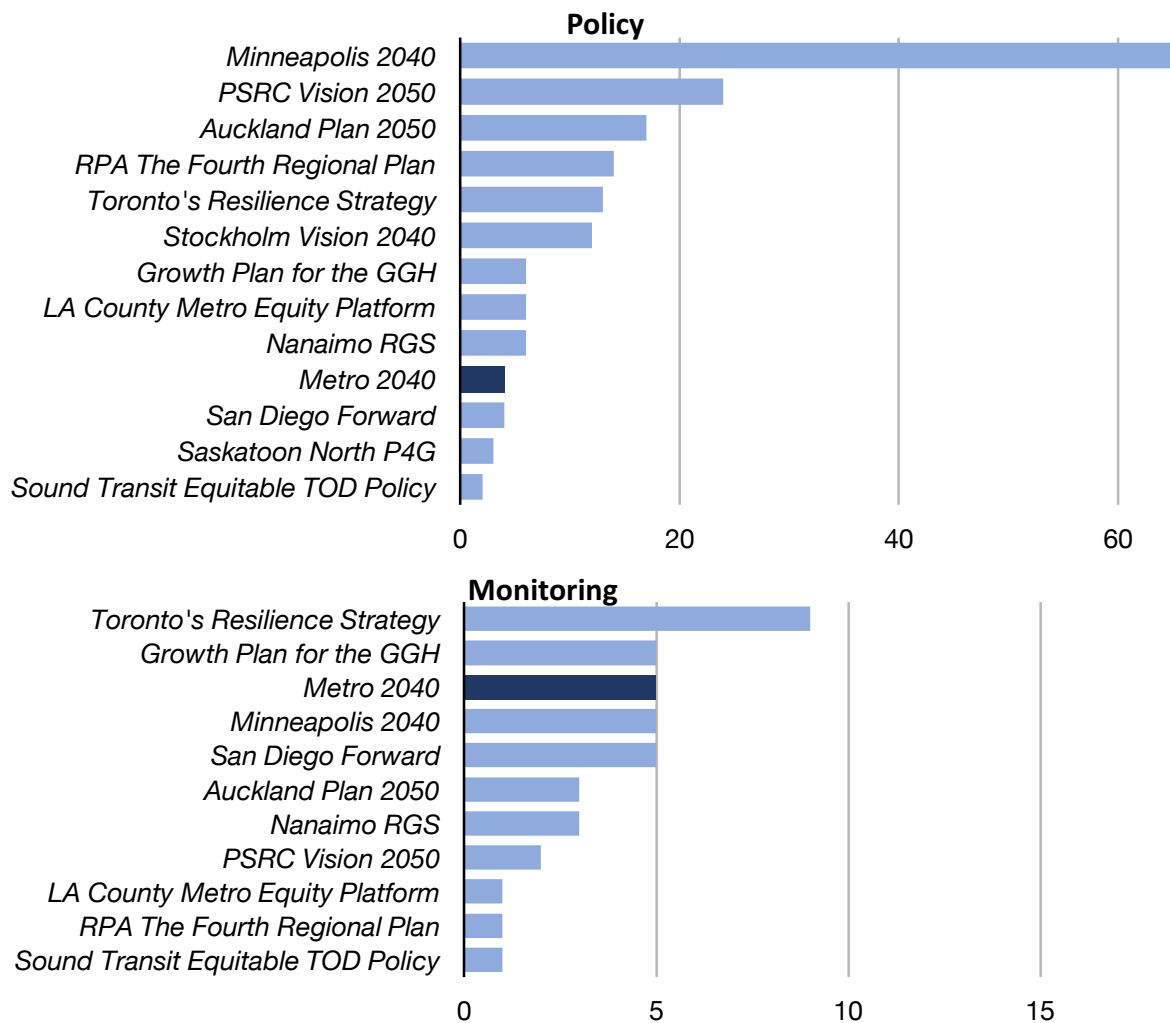
Comprehensiveness: The number of policy levels included in each document, weighted for more detailed levels. For example, if a document has equity language at the *direction setting* (1), *guiding* (2), *policy* (3), and *monitoring* (4) levels, the comprehensiveness score would be 10 (the sum of the weights).

Language Specificity: Equity language was either explicit (*uses the word “equity” or derivatives and equity is defined*), implicit (*uses synonyms/euphemisms of equity*), or inferred (*appears concerned with equity issues with specific language such as affordable housing or accessible transportation*)

The following charts show the number of policies related to equity at each policy level. *Metro 2040* is emphasized in darker blue to show how *Metro 2040* compares to other reviewed plans.

Figure 2 Number of policies related to equity at each policy level.





Equity coverage varied amongst documents. *Minneapolis 2040* and *Auckland Plan 2050* have the most equity references at all policy levels except monitoring. Notably, *Minneapolis 2040* stands out at the *Policy* level with 60 percent more references than the next document, *PSRC Vision 2050*. *Toronto's Resilience Strategy* has the greatest number of equity references at the *Monitoring* level, resulting in part from following an iterative implementation process of engagement, piloting, evaluating and scaling-up successful initiatives (e.g. Flood Resilience Charter).

Low coverage does not necessarily imply poor consideration of equity in some cases. Since the analysis explored equity in several different document types, comprehensive plans may appear to cover equity more thoroughly, while single-purpose documents may appear to have low coverage based on the number of references. For instance, *LA County Metro Equity Platform* and *Sound Transit Equitable TOD Policy* have few equity references because each entire document contains few, but lengthy and detailed equity policies. In many cases, high coverage reflects breadth of policy areas considered (i.e. *Minneapolis 2040* and *Auckland Plan 2050*), while low coverage indicates less references

but may include more detail (i.e. *LA County Metro Equity Platform* and *Sound Transit Equitable TOD Policy*). The report offers further discussion on this in section 3.3.3 Equity and Policy Areas.

On average, the reviewed documents consider equity in good *depth*. All documents had equity references at the *Direction Setting* and *Policy* levels. Most documents' most detailed policy level was *Monitoring*. Three of the reviewed plans state the intention to develop detailed monitoring plans, while seven have specific metrics. *Minneapolis 2040's* monitoring relates to an equitable planning process (i.e. meaningful, representative), others like *Nanaimo RGS* and *San Diego Forward* only address planning outcomes (i.e. affordable housing, safety). Of the two plans that did not exceed the *Policy* level, *Saskatoon North P4G* has a geographic perspective of equity and *Stockholm Vision 2040* is a guiding document describing an ideal future.

In general, the *comprehensiveness* of equity in the plans was high. Out of a possible 10, the average *comprehensiveness* score was 8.7. All documents addressed equity or contained equity related language in at least three policy levels.

Many plans used explicit language to identify and discuss equity. Several contained implicit language but clearly acknowledged issues of equity. Few inferred or assumed equity as part of good planning overall or dealt with policy areas related closely to equity but did not address it specifically.

Figure 3 Summary of documents and their depth, comprehensiveness score and language used in order of comprehensiveness.

Document	Depth	Comprehensiveness	Language
<i>Toronto's Resilience Strategy</i>	Monitoring	10	Explicit
<i>LA County Metro Equity Platform</i>	Monitoring	10	Explicit
<i>Auckland Plan 2050</i>	Monitoring	10	Explicit
<i>Growth Plan for the GGH</i>	Monitoring	10	Implicit
<i>Minneapolis 2040</i>	Monitoring	10	Implicit
<i>Nanaimo RGS</i>	Monitoring	10	Inferred or assumed
<i>PSRC Vision 2050</i>	Monitoring	8	Explicit

<i>Sound Transit Equitable TOD Policy</i>	Monitoring	8	Explicit
<i>RPA The Fourth Regional Plan</i>	Monitoring	8	Explicit
<i>San Diego Forward</i>	Monitoring	8	Explicit
<i>Stockholm Vision 2040</i>	Policy	6	Implicit
<i>Saskatoon North P4G</i>	Policy	6	Inferred or assumed

3.3.2 Definitions of Equity

Of the reviewed documents, approximately 60 percent used *explicit* language about equity, meaning the documents both used the term and defined “equity” from a social perspective and was found within policy areas. Minneapolis and the Greater Golden Horseshoe used the term equity but did not offer a concrete definition. Similarly, Stockholm does not use the term, but is clearly guided by equity. A vague or *implicit* equity definition does not necessarily indicate a poor understanding of equity. *Los Angeles County Metro Equity Platform* fundamentally views equity as access to opportunity, but also includes a process to develop a shared definition of social equity, acknowledging that equity must encompass multiple perspectives. Nanaimo and Saskatoon North defined equity from a geographic perspective, but still address themes that infer social equity. For instance, the *Nanaimo RGS* monitors food security, a theme essential to social equity.

There was an important distinction between geographic and social equity. These two categories of equity appeared differently in the documents depending on their governance. At the municipal scale, neighbourhoods can represent both geographic and social equity, given they correspond, which is often the case. At a regional level, geographic equity primarily meant municipal jurisdictions and their share of investment and taxation in the region. While this certainly affects social equity, it does not directly address it at the social scale, and so where social equity was outlined at the regional level, it was specifically stated in the social context and/or separated from geographic equity. For instance, Auckland Council’s, *Auckland Plan 2050* uses a form of geographic equity alongside social equity (see Deprivation Index at the end). Where these two were not clear in regional level documents, it correlated with expressed issues and need for further education and awareness of elected officials in order to shift thinking about their respective administration (i.e. the share of their municipal budget put to regional investments) to the impact of policy on people.

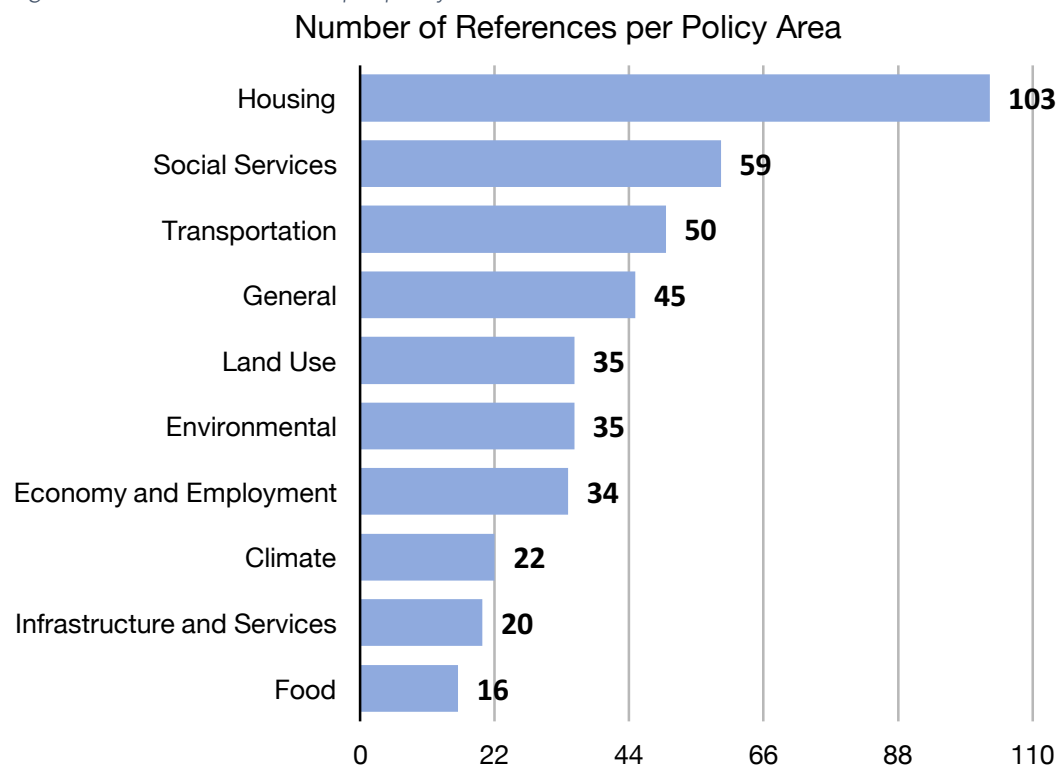
Definitions of equity also vary in their language and clarity regarding the difference between of “equal” versus “equitable” and the issue that being equal does not necessarily result in being equitable. Equity is to provide the necessary resources and support to ensure “equal” opportunity. At times, equitable policy may require “special” measures for equity-seeking groups that are not available to the wider population (and

therefore at risk of being perceived as unequal). However, different treatment, rather than treating everyone the same, is necessary to obtain equitable results. While a fundamental concept, this was often noted in the interviews as an important distinction to make and one that is sometimes missed by even staff and elected officials, described as a shift in thinking for some.

3.3.3 Equity and Policy Areas

The following are policy findings from the document review grouped by planning topic or theme. Each theme is described, followed by a summary of the theme in reviewed documents, population group characteristics addressed, and governance bodies and procedures related to the theme. A table of sample policy language at each policy level is also included at the end of each section.

Figure 4 Number of references per policy area.



General

Many plans seek equity generally, not tied to a specific policy area. Issues are vague and undefined, but also include equitable representation and participation in the planning process itself.

Ten plans address equity generally with a total of 45 references. The two documents that do not address equity generally are *Sound Transit Equitable TOD Policy* and *LA County Metro Equity Platform* which are both policies that focus on transportation. *Minneapolis 2040* has the most general equity references, followed by *Toronto's Resilience Strategy*.

General equity is addressed most often at higher policy levels. Of the ten documents, none have general equity language at the Direction level, one at the Guiding level, eight at the Policy level and six at the Monitoring level. This indicates most reviewed documents connect equity to specific planning topic areas at broad policy levels but become more general about achieving equity at detailed policy levels.

Though general equity policies from reviewed documents touch on several population group characteristics, most references are to Indigenous people and racial and ethnic minority characteristics. Overall, there are 28 general equity references to Indigenous people, 23 to racial and ethnic minorities, and eight low socio-economic status references. No reviewed documents reference LGBTQ+, women or single parent characteristics related to general equity.

General equity procedures include engaging equity-seeking groups in planning and decision-making processes. Documents suggest finding new avenues for engaging under-served populations and more effectively using technology and data. *Toronto's Resilience Strategy* recommends applying the City's Equity Lens, a tool that helps identify and address barriers. The tool is a set of questions asked with planning, developing and evaluating a policy, program or service to diagnose barriers and identify, measure, and evaluate best practices within access, equity and diversity. All significant policy and program reports to Council are required to include an Equity Impact Statement to summarize an equity analysis (based on the three questions). In addition, the reports analysis and text should demonstrate that equity issues have been considered.

General equity policies achieve many of the key themes highlighted by desktop research and interviews. For Instance, several reviewed documents address organization-based inequity and promote interdepartmental collaboration through general equity policies. The emphasis on Indigenous people population characteristics suggests general equity policies promote reconciliation. However, lacking specificity risks overlooking certain equity-seeking groups or vague implementation and monitoring targets that are difficult to translate into action.

Figure 5 Sample policy language (general):

Policy Level	Sample Language	Source
GUIDING	While Indigenous peoples in Toronto face inequities, they are not listed as an equity-seeking group. Indigenous peoples are the original inhabitants of what is today Toronto, and have a special status recognized under section 35 of the Constitution. Many believe that Indigenous peoples do not seek equity but rather reconciliation and a restoration of the health, wellness, self-determination and sovereignty, which were eroded through historical and ongoing colonization.	<i>Toronto's Resilience Strategy</i>
POLICY	Early action in areas of growth and significant change also provides the opportunity to focus activity on addressing disparities before they become embedded.	<i>Auckland Plan 2050</i>
	Strengthen connections among individuals and networks while promoting social inclusion and cohesion	<i>Minneapolis 2040</i>
	Explore new methods and techniques to engage communities that have been traditionally underrepresented in heritage preservation to identify historic resources they consider valuable and conduct further research on these resources	
	The City prioritizes the most vulnerable people and highest risk in decision-making	<i>Toronto's Resilience Strategy</i>
MONITORING	1. Meaningful and Relevant Dialogue: The community feels that the dialogue has been meaningful and relevant to their interests and daily lives 2. Inclusive Representation: The perspectives and participation of a broad range of community members are equitably represented in the plan 3. Contributions Have Impact: The public feels their input has been thoughtfully considered and sees their contributions reflected in the plan. 4. Empowering Experience: Community leadership and capacity has been built through the process 5. Effectively-Used Resources: Government resources are used wisely and effectively	<i>Minneapolis 2040</i>
	Creating and maintaining tools and resources, including data and outreach, to better understand how regional and local policies and actions affect our region's residents, specifically as they relate to people of color and people with low incomes.	<i>PSRC Vision 2050</i>
	Social equity analysis for minority, low-income, and senior populations	<i>San Diego Forward</i>
	After scaling up, the project will be evaluated and re-planned accordingly	<i>Toronto's Resilience Strategy</i>

Housing

Housing was defined as people's ability to live somewhere that is safe, healthy, and affordable. This included a search for issues such as reducing homelessness, supporting ownership, and providing a range of housing types and locations.

Housing had the most references of all policy areas with over 100 mentions of equity. All reviewed documents address housing equity except *Saskatoon North P4G*. *Minneapolis 2040* has the most housing equity references (23), followed by *PSRC Vision 2050* (16), *Auckland Plan 2050* (11) and *RPA The Fourth Regional Plan* (11).

Housing equity language is found at all policy levels. Of the 11 documents, seven have housing equity language at the Direction level, three at the Guiding level, nine at the Policy level and five at the Monitoring level. Thus, housing equity is mentioned in broad and detailed policies.

Policies from reviewed documents that relate to housing and equity cover a broad range of population group characteristics. The three main characteristics are ethnic and racial minorities (48), children and seniors (22), and low socio-economic status (13). No reviewed documents reference LGBTQ+ or single parent characteristics related to housing equity.

Complete communities are a common planning strategy that plans, particularly *Growth Plan for the GH*, use to promote housing equity. Complete communities contain amenities, are places with a good mix of housing, jobs, transit and services, designed to meet the needs and provide access to opportunities for diverse residents. Similarly, *Sound Transit Equitable TOD Policy* has strategies to promote housing equity by offering property discounts for affordable housing development near transit.

Equity is often implied in housing policies, which contributes to the high number of references. Making safe, adequate housing attainable theoretically increases all residents' housing opportunities, which is fundamental to success in other areas of life. Nonetheless, benefits and consequences of change may be inequitably distributed, so equity advanced documents include policies that specifically favour disadvantaged groups (i.e. *Minneapolis 2040*).

Figure 6 Sample policy language (housing):

Policy Level	Sample Language	Source
DIRECTION SETTING	Support and facilitate the provision of appropriate, adequate, attainable, affordable and adaptable housing	<i>Nanaimo RGS</i>
	Planning for a balanced distribution of affordable housing choices and jobs is critical to the success of the Regional Growth Strategy. Skyrocketing housing prices have displaced residents, particularly in major cities and near job centers.	<i>PSRC Vision 2050</i>
GUIDING	Secure and healthy housing is associated with the accumulation of greater intergenerational wealth and other benefits not available to those living in short-term or unhealthy homes. With the significant increase in the cost of housing in Auckland, decline in home ownership levels is resulting in fewer Aucklanders being able to fully prosper.	<i>Auckland Plan 2050</i>
POLICY	[Support] Maori aspirations such as developing kaumātua and papakāinga housing	<i>Auckland Plan 2050</i>

	Explore new and different ways to buy, rent and manage our housing. This can include: <ul style="list-style-type: none"> • Cooperative and collective ownership models • Rent-to-buy models • Encouraging long-term institutional landlords. 	
	Applying the policies of this Plan will support the achievement of complete communities that improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes	<i>Growth Plan for the GGH</i>
	Minimize the involuntary displacement of people of color, Indigenous people, and vulnerable populations such as low-income households, the elderly, and people with disabilities, from their communities as the city grows and changes	<i>Minneapolis 2040</i>
	Encourage large medical, educational, and cultural institutions to grow within their existing footprint, especially where territorial expansion would result in a reduction of housing stock.	
	Support community driven innovative housing solutions, such as prefabricated and manufactured housing, 3-D printed housing, and tiny houses	
	A minimum of eighty percent of [Sound Transit's] surplus property to be disposed or transferred, including air rights, that is suitable for development as housing, must be offered for either transfer at no cost, sale, or long-term lease first to qualified entities that agree to develop affordable housing on the property, consistent with local land use and zoning laws.	<i>Sound Transit Equitable TOD Policy</i>
MONITORING	<ul style="list-style-type: none"> • Aucklanders' sense of community in their neighbourhood • Aucklanders' sense of safety in their homes and neighbourhood • Aucklanders' quality of life 	<i>Auckland Plan 2050</i>
	<ul style="list-style-type: none"> • Housing diversity by unit type • Number of new affordable housing units constructed • Subsidized housing wait lists • Level of homelessness. 	<i>Nanaimo RGS</i>
	Complete a Regional Housing Needs Assessment	<i>San Diego Forward</i>

Social Services

Social services were defined as people's ability to connect to, contribute to, and be supported by their community. This included search topics such as culture, recreation, health, support services and education/training.

In total, the reviewed documents reference social services nearly 60 times. Of the 12 reviewed documents, *Saskatoon North P4G*, *Nanaimo RGS* and *Sound Transit Equitable TOD Policy* were the only documents that do not mention social service equity. *Minneapolis 2040* has the most social service equity references (16), followed closely by *Auckland Plan 2050* (15), and *Stockholm Vision 2040* (11).

Though commonly referenced, social service equity was not considered to the monitoring level of detail. Of the nine documents, five have social service equity

language at the Direction level, two at the Guiding level, six at the Policy level and none at the Monitoring level.

Though social service equity policies from reviewed documents touch on a broad range of population group characteristics, most references are about racial and ethnic minority characteristics. Overall, there are 26 social service equity references about racial and ethnic minorities, followed by nine children and senior references and six Indigenous people references. No reviewed documents reference LGBTQ+ or single parent characteristics related to social service equity.

Growth Plan for the GGH embeds social services into governance procedures. Cultural Heritage Resources are objects, sites, or locations of a traditional societal practice that is of historical, cultural, or archaeological significance, which are important for identity and wellbeing today. The GGH has committed to working with First Nations and Métis while developing and implementing plans to identify, use, and manage Cultural Heritage Resources.

Like housing, equity is often intrinsic to social services. As emphasized by *Stockholm Vision 2040*, access to social services is fundamental to residents accessing other opportunities. Without targets and measures, however, it is difficult to analyze progress and understand the distribution of benefits and consequences. Equity advanced plans include policies that consider horizontal and vertical equity (i.e. *PSRC Vision 2050*).

Figure 7 Sample policy language (social services):

Policy Level	Sample Language	Source
DIRECTION SETTING	Harness emerging technologies and ensure equitable access to high quality digital data and services	<i>Auckland Plan 2050</i>
	Health is more than just the absence of disease... Disparities increase for people of color and those with low incomes; they face more barriers to affordable, quality housing, health care, and healthy foods... Local plans should identify and address health disparities to improve health outcomes for all residents.	<i>PSRC Vision 2050</i>
GUIDING	Good social services ensure equal opportunities in life	<i>Stockholm Vision 2040</i>
POLICY	[Value] the importance of rangatahi and their skills, knowledge and world views as important to the health of the community	<i>Auckland Plan 2050</i>
	Partner with private, philanthropic, and other government institutions to target investments in arts and creative spaces, venues, and districts, particularly in communities where there are existing racial, ethnic, and economic disparities	<i>Minneapolis 2040</i>
	Establish integrated delivery of social services across disciplines, such as housing, disability, physical health, mental health, child welfare, senior services, and workforce services, so residents can more easily access the services they need	

	Promote affordability and equitable access of public services to all communities, especially the historically underserved.	<i>PSRC Vision 2050</i>
	The region is a world leader in areas such as information technology, the creative professions, life sciences, environmental technology, social sustainability and human right	<i>Stockholm Vision 2040</i>

Transportation

Transportation was defined as an affordable, accessible and reliable transportation system that serves residents, rather than displaces them. This included search areas for supporting affordable housing near public transit and ensuring the transportation connects people to their homes, jobs, and other needs.

Transportation equity has nearly 50 references in total. All reviewed documents address transportation except *Saskatoon North P4G*. *Minneapolis 2040* has the most transportation equity references (11), followed by *San Diego Forward* (10) and *PSRC Vision 2050* (6).

Transportation equity language is found at all policy levels. Of the 11 documents, five have social service equity language at the Direction level, one at the Guiding level, seven at the Policy level and four at the Monitoring level. Thus, transportation is mentioned in broad and detailed policies.

Though transportation equity policies from reviewed documents touch on a broad range of population group characteristics, most references are about racial and ethnic minority characteristics. Overall, there are 24 transportation equity references about racial and ethnic minorities, followed by eight children and senior references and six low socio-economic status references. No reviewed documents reference LGBTQ+, women or single parent characteristics related to transportation equity.

No specific governance bodies or processes related to transportation equity were identified. However, while some documents reviewed are from regional or municipal planning agencies, others are from single purpose agencies, such as Sound Transit and LA County Metro, which specifically focus on policies that consider transportation equity in detail. *Sound Transit Equitable TOD Policy* focuses on locating equitable transit communities that are affordable, safe, diverse, and abundant in opportunities while developing strategies to minimize potential displacement of residents and businesses. *LA County Metro Equity Platform* focuses on equitable long-range transportation planning particularly through investments that leads to equitable benefits and internal equity training.

Driven by research about transportation planning as a source of inequity, recent transportation policies from the reviewed documents have become specific about equity-seeking groups and policy areas. For instance, *Sound Transit Equitable TOD*

Policy acknowledges people have unique transportation needs that should be given special consideration - an example of vertical equity. Moreover, several policies relate to other policy areas such as housing, employment, and social services. Equity is a key consideration for planning and investments. This specificity about equity does not follow through to the Monitoring policy level.

Figure 8 Sample policy language (transportation):

Policy Level	Sample Language	Source
DIRECTION SETTING	<p>The agency is committed to TOD that is equitable by ensuring that:</p> <ul style="list-style-type: none"> • The processes to plan, develop and implement TOD are inclusive and reflective of the local community, with the goal of a shared station area vision between the agency, community and local jurisdiction. • TOD outcomes benefit and support existing low-income communities and residents of color. • Station areas include housing options for families of many sizes and various income levels, provide social and economic opportunity for current and future residents, and increase access to regional employment, health and educational centers. 	Sound Transit Equitable TOD Policy
GUIDING	The Long Range Transportation Plan (LRTP) must have a concentrated focus on equity.	LA County Metro Equity Platform
POLICY	Designate Production and Processing Areas that comprise large contiguous tracts of land historically used for industrial purposes, that are well-served by transportation infrastructure for both people and freight, and that contain building stock suitable for production and processing businesses to expand access to higher wage job opportunities	Minneapolis 2040
	<p>Provide equitable and ample access to walking, bicycling, transit options, and a shared mobility economy:</p> <ul style="list-style-type: none"> • Increase connections to isolated areas of the city that were created by historic inequities • Support strategies to improve mobility for seniors and those with mobility challenge 	
	Ensure mobility choices for people with special transportation needs, including persons with disabilities, seniors, youth, and people with low incomes.	Sound Transit Equitable TOD Policy
	The Regional Plan reserves 10 percent of transit operations funding for seniors and persons with disabilities. Five percent of the funds are reserved for Americans with Disabilities Act (ADA) services. Additionally, the Regional Plan includes 5 percent of transit operations funds to support a coordinated system of services provided by social services agencies for "door-through-door" assistance for seniors and persons with disabilities.	San Diego Forward
MONITORING	<p>We will track progress against a set of measures.</p> <ul style="list-style-type: none"> • Access to jobs • Household transport costs • Transport related deaths and injuries 	Auckland Plan 2050

	Define metrics to evaluate outcomes and consider redirected actions if needed. It will be particularly critical to infuse equity-based performance metrics in Metro's investment decisions. These cannot be the only investment considerations. Transportation is rife with tradeoffs. But equity metrics need to be definable, impactful, measurable, accountable, and at the front end of the analysis, not the back end.	LA County Metro Equity Platform
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Land Use & Growth Management

Land use was defined as designated uses, growth areas, overlays, development patterns, etc. and its ability to promote equity.

Overall, land use has 35 references from ten of the reviewed documents that relate to equity. Having the greatest number of references, *Nanaimo RGS* mentions land use equity six times, while *Minneapolis 2040* and *PSRC Vision 2050* reference land use equity five times.

Land use equity policies are concentrated at broader policy levels. Of these ten documents, nine have land use equity language at the Direction level, four at the Guiding level, eight at the Policy level and none at the Monitoring level. Guiding level language tends to refer to historic land uses or future needs.

Land use policies do not distinguish a broad range of population group characteristics. Only four population group characteristics are specifically mentioned: Indigenous people (8), ethnic and racial minorities (7), children and seniors (5), and low socio-economic status (1). Overall, land use equity policies address all people in general.

PSRC Vision 2050 is the only reviewed document in which equitable land use processes were identified. In order to inform development patterns, *PSRC Vision 2050* states that inclusive engagement will be conducted to identify and address the diverse needs of the region's residents.

In general, land use policies from reviewed documents address equity minimally and implicitly. Reviewed documents tended to acknowledge how land use could impact issues such as climate change, emissions reduction, walkability, health, and the environment rather than equity. For instance, documents using tools such as boundaries and density targets (i.e. *Growth Plan for the GGH*) typically do not justify these metrics in relation to equity. Additionally, few documents acknowledge conventional land use planning as a source of inequity or structural violence.

However, some documents contain notable equity advanced elements related to land use. For instance, *Minneapolis 2040* uses racial disparity data to inform planning. *PSRC Vision 2050* uses engagement and consultation to inform development patterns. *Saskatoon North P4G* and *PSRC Vision 2050* acknowledge that Indigenous governments

engage in land use planning, so there is a need for government-to-government dialogue and collaboration.

Figure 9 Sample policy language (land use and growth management):

Policy Level	Sample Language	Source
DIRECTION SETTING	Auckland will follow a quality compact urban form approach to growth to realize the environmental, social, and economic benefits this approach brings.	<i>Auckland Plan 2050</i>
	Compact built form and intensification efforts go together with more effective transit and active transportation networks and are fundamental to where and how we grow. They are necessary to ensure the viability of transit; connect people to homes, jobs, and other aspects of daily living for people of all ages; and meet climate change mitigation and adaptation objectives.	<i>Growth Plan for the GGH</i>
GUIDING	Areas in Minneapolis with higher densities and a mix of land uses experienced disinvestment, in part because banks did not lend in those areas	<i>Minneapolis 2040</i>
	[The] fastest growing age group between 1986 and 2006 was the sector of the population over the age of sixty-five. This trend is expected to continue which has significant implications for land use, housing, and employment.	<i>Nanaimo RGS</i>
POLICY	Where land has been selected as Treaty Land Entitlement within the boundaries of a municipality, the associated municipality will engage in discussions with the First Nation to enter into a land use compatibility agreement.	<i>Saskatoon North P4G</i>
	Sound Transit acquires property for transit purposes. During acquisition of land sufficient to construct and operate the transit facility, Sound Transit considers how potential excess or surplus property after construction may be used for TOD, including such factors as size, configuration and relationship to a future transit facility. This consideration allows the agency to make intentional decisions about property acquisitions and how the final footprint of the agency's constructed facility may allow future excess Sound Transit property or adjacent property to be effectively developed into agency or community TOD.	<i>Sound Transit Equitable TOD Policy</i>
	Use data on racial disparities and community asset mapping criteria to identify geographic areas most in need of reinvestment and where a coordinated approach would result in achieving Minneapolis 2040 goals, including but not limited to areas that have historically experienced disinvestment	<i>Minneapolis 2040</i>

Environmental

Environmental policies were defined as people's ability to access natural spaces and live within a healthy environment. Issues include proximity to parks, water quality, and air quality.

In total, there are 35 environmental equity references. Nine of the reviewed documents address environmental equity, excluding *Saskatoon North P4G*, *Sound Transit Equitable*

TOD Policy and *LA County Metro Equity Platform*. *Minneapolis 2040* and *PSRC Vision 2050* both have the greatest number of environmental equity references (8), followed by *Toronto's Resilience Strategy* and *San Diego Forward* (4).

Though many documents do not consider environmental equity at the broadest or most detailed policy levels, several include environmental equity language at the Policy level. Of the nine documents, two have environmental equity language at the Direction level, one at the Guiding level, seven at the Policy level and three at the Monitoring level.

Environmental policies do not distinguish a broad range of population group characteristics. Only three population group characteristics are specifically mentioned: ethnic and racial minorities (11), children and seniors (2), and low socio-economic status (1). Overall, environmental equity policies address all people in general.

The *Growth Plan for the Greater Golden Horseshoe* somewhat embeds the environment into governance procedures. The *Greater Golden Horseshoe* acknowledges that the region has certain hydrologic and cultural heritage resources that are fundamental for wellbeing and prosperity. Planning to protect and manage these resources supports environmental equity.

Reviewed documents with environmental equity language tend to understand the interconnectivity of ecological and human wellbeing. Therefore, at the broadest and most specific policy levels (Direction Setting and Monitoring), equity is implicit; if the region's environment is improving so to must the wellbeing of residents. Policy level language, however, is more specific about people's needs for access of green space and the structural violence that lead to some populations bearing an inequitable burden of environmental degradation.

Figure 10 Sample policy language (environmental):

Policy Level	Sample Language	Source
DIRECTION SETTING	The region cares for the natural environment by protecting and restoring natural systems, conserving habitat, improving water quality, and reducing air pollutants. The health of all residents and the economy is connected to the health of the environment. Planning at all levels considers the impacts of land use, development, and transportation on the ecosystem.	<i>PSRC Vision 2050</i>
GUIDING	Sustainability Principles <ul style="list-style-type: none"> • The interconnectedness and interdependence of natural and human systems are recognized and respected • The qualities of place that create pride and a sense of community are nurtured • Equity amongst all citizens and across generations, including future generations is ensured 	<i>Nanaimo RGS</i>

POLICY	While some parts of Auckland are well served with quality public places and spaces, others are not. Investment must therefore be specifically targeted at: <ul style="list-style-type: none"> those areas that undergo significant growth and where population densities are increasing those parts of Auckland that are currently under-served and where it will make the most difference to quality of life. 	<i>Auckland Plan 2050</i>
	Ensure that all residents of the region, regardless of race, social, or economic status, have clean air, clean water, and other elements of a healthy environment.	<i>PSRC Vision 2050</i>
	Provide parks, trails, and open space within walking distance of urban residents. Prioritize historically underserved communities for open space improvements and investments.	
	Evaluate universal accessibility of all parks and open spaces, making improvements to ensure they are all accessible, enjoyable, and welcoming to all people regardless of age, geography, or cultural background.	<i>Minneapolis 2040</i>
	Ensure that the people and communities in areas of environmental injustice experience the benefits of local and regional infrastructure investments	
MONITORING	Is the region's air quality improving?	<i>San Diego Forward</i>
	Monitoring, evaluating, and communicating the benefits achieved from green and blue infrastructure in Toronto and internationally, with the aim of prioritizing green and blue infrastructure within decision making and budgets at the City and for its partners.	<i>Toronto's Resilience Strategy</i>

Economy and Employment

Economy and employment were defined as people's ability to make a living and pursue careers. Issues include small business support and job availability and proximity.

Overall, there are 34 references from the reviewed documents. Nine address economy and employment equity, excluding *Nanaimo RGS*, *Growth Plan for the GGH* and *RPA Fourth Regional Plan*. Minneapolis 2040 has the most references (11), followed by PSRC Vision 2050 (7) and Stockholm Vision 2040 (5).

Economy and employment equity policy language is found at all policy levels. Of the nine documents, three have economy and employment equity language at the Direction level, two at the Guiding level, six at the Policy level and three at the Monitoring level.

Though economy and employment equity policies from reviewed documents touch on a broad range of population group characteristics, most references are about racial and ethnic minority characteristics. Overall, there are 14 economy and employment equity references about racial and ethnic minorities. No reviewed documents reference LGBTQ+, single parent, or children and senior characteristics related to economy and employment equity.

No specific governance bodies or processes related to economy and employment equity were identified.

Overall, economy and employment equity policy references are few, but highly specific. Most economy and employment equity language from the reviewed documents addresses and supported specific underserved groups. Compared to other planning topics, economy and employment equity Monitoring examples are all measurable. *Auckland Plan 2050* has specific metrics for Māori employment, which could be modeled for other equity-seeking groups (NEET rates, not in employment education or training).

Figure 11 Sample policy language (economy and the environment):

Policy Level	Sample Language	Source
DIRECTION SETTING	Advance Māori employment and support Māori business and iwi organisations to be significant drivers of Auckland's economy	<i>Auckland Plan 2050</i>
	In 2040, all Minneapolis residents will have the training and skills necessary to participate in the economy and will have access to a living-wage job.	<i>Minneapolis 2040</i>
GUIDING	A role model as an employer.	<i>Stockholm Vision 2040</i>
POLICY	Training and education initiatives focused on those most in need	<i>Auckland Plan 2050</i>
	Foster a supportive environment for business startups, small businesses, locally owned and women- and minority-owned businesses to help them continue to prosper.	<i>PSRC Vision 2050</i>
	Support and recognize the contributions of the region's culturally and ethnically diverse communities and Native Tribes, including helping the region continue to expand its international economy.	
	Identify and remove barriers, such as lack of technical support and challenges in accessing capital and physical space, to business creation and growth by residents of colour, Indigenous residents and low-income residents	<i>Minneapolis 2040</i>
	Prioritize use of land in Production and Processing Areas for production, processing and last mile distribution of products and services uses that have minimal or no air, water, or noise pollution impacts, and that provide quality living-wage jobs	
MONITORING	<ul style="list-style-type: none"> Māori in employment, education and training Māori decision making 	<i>Auckland Plan 2050</i>
	Real per capita income compared with California and the United States	<i>San Diego Forward</i>

Climate

Climate was defined as people's ability to adapt to or mitigate the risks of climate change. Issues include natural hazards and low emission technologies.

In total, the reviewed documents reference climate equity 22 times. Only seven plans reference climate equity including *Minneapolis 2040*, *San Diego Forward*, *RPA The Fourth Regional Plan*, *Growth Plan for the GGH*, *Auckland Plan 2050*, *PSRC Vision 2050*,

and *Toronto's Resilience Strategy*. *Toronto's Resilience Strategy* has the most climate equity references (8) followed by *PSRC Vision 2050* (4).

Climate equity language is found at all policy levels. Of the seven documents, two have climate equity language at the Direction level, one at the Guiding level, five at the Policy level and one at the Monitoring level. However, language at the Monitoring level is minimal, suggesting the strongest climate equity language is found at broader policy levels.

Policies from reviewed documents that relate to climate and equity cover a moderate range of population group characteristics. The three main characteristics are ethnic and racial minorities (9), children and seniors (3), and Indigenous people (3). No reviewed documents reference LGBTQ+, single parent, women, or people with disabilities characteristics related to climate equity.

Toronto's Resilience Strategy details the establishment of a Working Group dedicated to heat relief. The Working Group educates the public, reviews bylaws, and develops strategies to mitigate the impacts of heat for all residents. This Working Group helps people of all characteristics withstand the impacts of increasing heat.

Many of the reviewed documents connect climate change and natural hazards. Most of these documents with climate change equity language acknowledge certain residents may be more vulnerable to natural hazards resulting from climate change. However, few of these documents specify how to equitably distribute the financial burden of mitigating and adapting to climate change.

Figure 12 Sample policy language (climate):

Policy Level	Sample Language	Source
DIRECTION SETTING	VISION 2050 recognizes that "business as usual" will not be enough. As a result, VISION 2050 is a call for personal and institutional action to address long-term regional challenges, including racial and social inequality, climate change, housing affordability, and imbalance of jobs and housing around the region.	<i>PSRC Vision 2050</i>
GUIDING	Auckland is exposed to a range of climate change impacts... These impacts present challenges for Auckland, such as... [an] unequal distribution of impacts on Aucklanders, with those such as the elderly, the very young, those living in poverty or with chronic health issues more likely to be negatively affected.	<i>Auckland Plan 2050</i>
POLICY	Develop strategies to enhance our region's ability to adapt to the consequences of climate change, including planning and design strategies to help communities to cope with hazardous events such as storms, heat waves, wildfires, or ongoing drought.	<i>San Diego Forward</i>
	Increase resilience by identifying and addressing the impacts of climate change and natural hazards on water, land, infrastructure, health, and the economy. Prioritize actions to protect the most vulnerable populations.	<i>PSRC Vision 2050</i>

	Pricing greenhouse gas emissions to fund climate adaptation and mitigation measures, transit, and investments in environmentally burdened neighbourhoods	<i>RPA The Fourth Regional Plan</i>
MONITORING	<p>The City will consider the following factors in the review and update of the Wet Weather Flow Master Plan and Basement Flooding Program:</p> <ul style="list-style-type: none"> • Vulnerable populations and the ways they are impacted by flooding, including people living in basement apartments • Climate change adaptation. 	<i>Toronto's Resilience Strategy</i>

Infrastructure and Services

Infrastructure and services were defined as people having access to adequate, safe, and well-maintained major infrastructure. This includes services such as water, sewerage, waste, stormwater, and hazard prevention (i.e. dikes).

Combined, the reviewed documents have a total of 20 references related to infrastructure and services equity. Only seven plans reference infrastructure and services equity including *Minneapolis 2040*, *San Diego Forward*, *Toronto's Resilience Strategy*, *Saskatoon North P4G*, *Nanaimo RGS*, *Auckland Plan 2050* and *PSRC Vision 2050*. *PSRC Vision 2050* has the most infrastructure and services references (5).

Of the seven documents, three have climate equity language at the Direction level, none at the Guiding level, five at the Policy level and one at the Monitoring level.

Infrastructure and service equity policies do not distinguish a broad range of population group characteristics. Only three population group characteristics are specifically mentioned: ethnic and racial minorities (7), Indigenous people (4), and low socio-economic status (2). Overall, infrastructure and services equity policies address all people in general and typically did not outline or make the connection of infrastructure and services on equity of residents.

Minneapolis 2040 emphasizes that City staff time must be devoted to interdepartmental and interagency planning and implementing district-wide development plans to ensure historically amenity deficient areas are not overlooked.

Overall, infrastructure and services equity language from reviewed documents is not highly specific. Policies focus on providing services to historically underserved areas. Policies also focus on providing infrastructure and services to areas with significant growth; however, the reviewed documents do not acknowledge that benefits and consequences of growth may be inequitably distributed. Taking a less common, but equally important perspective, *Minneapolis 2040* also emphasizes that some infrastructure may have adverse impacts on residents and that such negative consequences on equity-seeking groups should be avoided. Effective infrastructure and services policies depend on using data as a foundation to identify underserved areas.

Figure 13 Sample policy language (infrastructure and services):

Policy Level	Sample Language	Source
DIRECTION SETTING	The historic provision of public services often systematically and disproportionately created worse conditions for people of color and people with low incomes... To this day, people in these communities may lack access to reliable services and infrastructure, such as sewers, broadband, and parks. Looking to the future, there are opportunities to correct these past inequities... While certain facilities generate unavoidable adverse impacts, they can be mitigated by not siting facilities in a manner that unduly burdens certain communities or population groups.	<i>Minneapolis 2040</i>
POLICY	Efforts to maximise the investment in social services and infrastructure can focus on: • areas where there is current under-investment and areas where there is significant population growth and redevelopment	<i>Auckland Plan 2050</i>
	Plan for the provision of telecommunication infrastructure to provide access to residents and businesses in all communities, especially underserved areas.	<i>PSRC Vision 2050</i>
MONITORING	Basement Flooding Environmental Assessment Studies	<i>Toronto's Resilience Strategy</i>

Food

Food was defined as food systems that support food security and food sovereignty. Search issues included provision of access to adequate, healthy food.

Food equity is referenced a total of 16 times in the reviewed documents. Only five documents reference food equity, including *RPA The Fourth Regional Plan*, *Nanaimo RGS*, *Minneapolis 2040*, *Toronto's Resilience Strategy*, and the *Growth Plan for the GGH*. *Toronto's Resilience Strategy* and *Growth Plan for the GGH* have the greatest number of references related to food equity (4).

Of these five documents, two have food equity language at the Direction level, none at the Guiding level, four at the Policy level and one at the Monitoring level.

Policies related to food and equity distinguish very few specific population group characteristics. There are two references to children and seniors and one reference each to low socio-economic status and newcomers. Overall, food equity policies typically address all people in general.

No specific governance bodies or processes related to food equity were identified.

Equity is often implied in food policies. Most food equity language in the reviewed documents refer to increasing access to food for all residents, regardless of their situation. Theoretically, increasing food availability helps all residents in other areas of life; however, equity advanced documents (i.e. *Minneapolis 2040*) also acknowledge that

some residents may face more barriers to accessing food than others even where food is abundant. Policies that support disadvantaged groups specifically are lacking.

Figure 14 Sample policy language (food):

Policy Level	Sample Language	Source
DIRECTION SETTING	Residents will have easy access to food, shelter, education, health care, arts and recreation, and information technology. Public services will be co-located in community hubs that are broadly accessible.	Nanaimo RGS
POLICY	Take proactive steps to attract new grocery stores to locations in low-income communities, including providing financial and technical support for grocery store expansion, remodeling or equipment upgrades	Minneapolis 2040
	Explore and implement regulatory changes to allow and promote more innovative practices such as mobile food markets and mobile food pantries or food shelves that bring food closer to under-resourced customers.	
	Expand convenient access to healthy, local, and affordable food options, including through urban agriculture.	Growth Plan for the GGH
MONITORING	The '5 A's' of food security: <ul style="list-style-type: none"> • Available – sufficient supply • Accessible – efficient distribution • Adequate – nutritionally adequate and safe • Acceptable – produced under acceptable conditions (e.g. culturally and ecologically sustainable) • Agency – tools are in place to improve food security 	Nanaimo RGS

3.4 Equity and Indigenous Groups

Of the reviewed documents, seven specifically reference Indigenous population groups throughout. *Toronto's First Resilience Strategy* had the most references (99), followed by *Minneapolis 2040* (76) and *Auckland Plan 2050* (50). Some plans, particularly *Toronto's First Resilience Strategy* and *Saskatoon North Partnership for Growth Regional Plan*, have policy language that explicitly mention Indigenous people. Overall, there are references at all four policy levels with seven *Direction Setting*, 10 *Guiding*, 36 *Policy*, and 7 *Monitoring* references. Samples of this language are provided in the table below.

Plans inclusive of Indigenous content, often identify Indigenous groups as an equity-seeking group and as an external agency and governing authority. This includes an outline of obligations and description for a relationship of government-to-government interaction.

Several exceptions emphasize the uniqueness of Indigenous groups and point out that they should not be considered an "equity-seeking group" in the same way as others. An example is *Toronto's First Resilience Strategy*, which emphasizes that Indigenous groups are not an equity-seeking group. Rather, as the region's original inhabitants, Indigenous people seek reconciliation and restoration of health, wellness, self-determination and sovereignty, which were eroded by colonialism. This includes Section 35 of the Canadian

Constitution recognizing Indigenous peoples' special status and establishing the duty to meaningfully consult with First Nations.

Some plans include specific governance bodies and procedures related to engaging and supporting Indigenous people. To learn from Indigenous Elders and Knowledge Keepers about resilience, *Toronto's First Resilience Strategy* partners with Indigenous Climate Action. Toronto has an online Equity Lens tool that helps staff identify and address barriers faced by Indigenous people and communities. More specific plans support *Toronto's First Resilience Strategy*, including the Indigenous Affairs Strategic Action Plan. The Greater Golden Horseshoe works with First Nations and Métis to protect cultural heritage resources. Minneapolis has developed the Small Developers Technical Assistance Program, which supports Indigenous people to participate in real estate development.

None of the Canadian documents reviewed include a specific section to discuss reconciliation, what that means, why it's important and how it might be applied to planning and growth management.

Auckland Plan 2050 is a good example of recognizing the status and needs of Indigenous groups throughout. It includes discussion on the value, importance, needs and impact of planning for Maori people.

This plan includes:

- Indigenous experience, perspectives and worldview and in part, this is a foundation for an approach and direction in regional planning.
- A clearly expressed partnership with Maori people and culture within Auckland including - the He Mihi (a welcome), as the plans introduction.
- An outcome of the plan itself (one of six), is "Maori Identity and Wellbeing" – "a thriving Maori identity is Auckland's point of difference in the world – it advances prosperity for Maori and benefits all Aucklanders".
- Outlines legislation and obligations to Maori peoples and communities.
- Recognizes and outlines the relationship with the independent Maori Statutory Board.
- Talks openly and specifically about structural issues and discrimination, both historically and in the present.
- Includes discussion of equity for Maori where relevant within individual policy sections.

Overall, most references are related to equity in general. The next policy areas with the most specific Indigenous people references are public services (6) and land use (5). No references about Indigenous population groups were classified as environmental or food policy areas.

Figure 15 Equity and Indigenous Groups

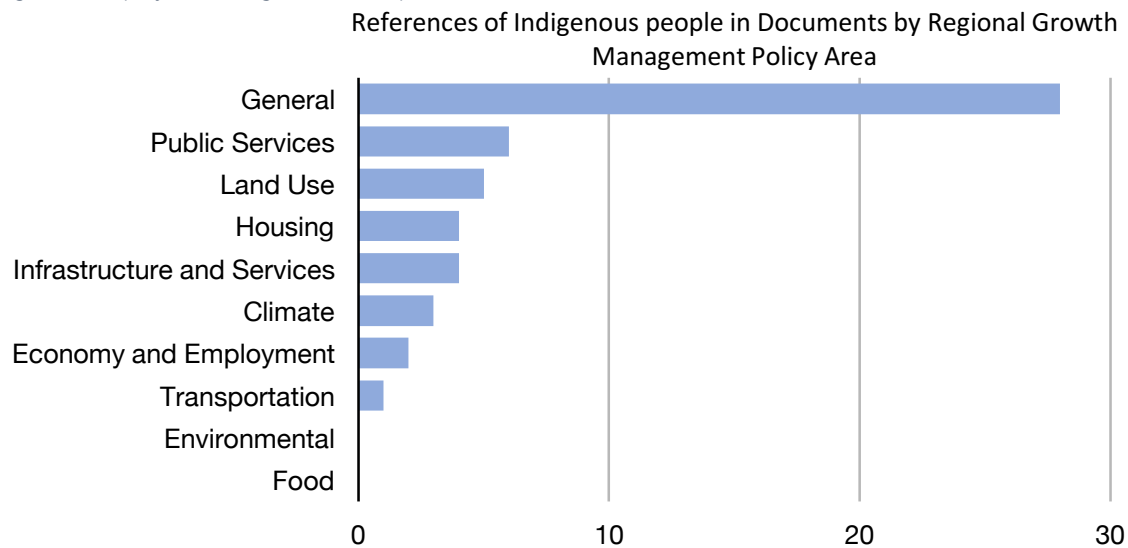


Figure 16 The following are examples of policy language that specifically mentions Indigenous people.

Policy Level	Sample Language	Source
DIRECTION SETTING	Residents of Toronto will know the history of Indigenous people on these lands, past and present, and are committed to knowing about, understanding, and acting on Truth and Reconciliation, for themselves and the City as a whole.	Toronto's Resilience Strategy
	Develop partnerships with First Nation communities and Aboriginal organizations based on respect for each other's jurisdiction and a common understanding of mutual interests.	Saskatoon North P4G
GUIDING	For thousands of years before colonization, it was a place where many Indigenous communities would meet to trade, exchange ideas, and solve resilience challenges; today, Toronto continues to be a place for creating innovative solutions to resilience challenges. Indigenous communities have a leadership role in building resilience.	Toronto's Resilience Strategy
POLICY	The City will also need to invest in its residents, especially residents of color and Indigenous residents, to ensure that it identifies and removes barriers to accessing and retaining housing	Minneapolis 2040
	Minneapolis' economy needs to continue to grow and innovate, and people of color and Indigenous people must have physical, personal and institutional access to this growth by addressing the growing racial disparities in Minneapolis' economy, identifying barriers that have reduced access to economic opportunities and developing strategies and programs...	
	The Regional District of Nanaimo (RDN) wishes to involve First Nations in its planning processes in the same way that it involves other levels of government. To this end, the RDN will: <ul style="list-style-type: none"> Encourage First Nations membership on the RDN's Advisory Committee; Continue dialogue with First Nations regarding land use planning in the RDN and in neighbouring lands under First 	Nanaimo RGS

	Nations jurisdiction for the purpose of building a mutual appreciation and understanding of land use planning processes; <ul style="list-style-type: none"> Consider amendments to the RGS, after the settlement of treaties with First Nations, for the purpose of harmonizing plans for land use in the region; Pursue the development of implementation agreements with First Nations... 	
	Partnership for Growth members shall: <ul style="list-style-type: none"> Engage in ongoing dialogue with First Nations and Aboriginal organizations to understand issues of joint interest, cooperate on strategic planning, and support regional development. Where land has been selected as Treaty Land Entitlement within the boundaries of a municipality, the associated municipality will engage in discussions with the First Nation to enter into a land use compatibility agreement. 	Saskatoon North P4G
	Supporting strategies to improve the engagement of hard-to-reach and equity-seeking groups, including low-income, racialized, and Indigenous residents, newcomers, and youth;	Toronto's Resilience Strategy
	Conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Métis communities	Growth Plan for the GGH
MONITORING	[Provide] training for City staff on Indigenous cultural competency, as directed by the Truth and Reconciliation Call to Action	Toronto's Resilience Strategy
	The City will work with Indigenous partners (including Indigenous nations, communities and organizations) to identify the impacts on Indigenous peoples and work with Indigenous communities to ensure they benefit from the Strategy and ensure there are opportunities to lead the implementation of the Strategy.	

3.5 Review of Metro 2040

3.5.1 Gap analysis

The following section identifies gaps and opportunities within the current Metro Vancouver regional growth strategy (*Metro 2040*). *Metro 2040* was evaluated using the same equity framework as other documents reviewed.

Equity Definition

Equity is not specifically defined in *Metro 2040* although it references "social justice" and "compassion". Social justice being concerned with human rights and equality, however, differing but overlapping with the concept of equity. Equity includes social justice but emphasizes a targeted approach to provide equal opportunities for disadvantages groups.

"Metro Vancouver has an opportunity and a vision to achieve what humanity aspires to on a global basis - the highest quality of life embracing cultural vitality, economic prosperity, social justice and compassion, all nurtured in and by a beautiful and healthy natural environment" – (*Metro 2040*, p. iv).

Language Specificity

Language used discusses equity aspects, but is implied rather than directly addressed. Some equity advanced documents address equity explicitly (i.e. *Auckland Plan 2050* and *PSRC Vision 2050*), while others (i.e. *Minneapolis 2040*) also imply equity through terms and phrases such as “fair and just opportunities and outcomes for all people,” and “benefits everyone.”

Population Groups Mentioned

(in order of most to least references – number of references in brackets)

On average, reviewed plans for other jurisdictions include references to approximately 63 percent of the outlined “equity-seeking groups”. Slightly below the average, *Metro 2040* includes references to 50 percent. Like most of the reviewed documents, the most commonly referenced groups by *Metro 2040* include ethnic or racial minorities, Indigenous people, children and seniors, and low socio-economic status. Equity advanced documents (i.e. *Auckland Plan 2050*, *Minneapolis 2040* and *PSRC Vision 2050*) reference over 80 percent of the outlined “equity-seeking groups” and include policies that support member of the LGBTQ+ community, single parents, and women within some of the policy areas.

- Ethnic or Racial Minorities (26)
- Indigenous people (21)
- Children and seniors (5)
- Low Socio-Economic Status (3)
- Newcomers (1)
- Disabilities (0)
- LGBTQ+ (0)
- Women (0)
- Single Parents (0)
- Intersectional (0)

Equity Challenges

(in order of most to least references – number of references in brackets)

On average, the reviewed plans include references to approximately 68 percent of the identified equity challenges. *Metro 2040* includes discussion on some of the identified equity challenges, including, access, affordability, health and opportunity. However, the plan does not directly discuss discrimination, obstacles and aspects of disparity. These three challenges are also the least referenced by plans overall. Equity advanced documents (i.e. *Auckland Plan 2050* and *Minneapolis 2040*) explore equity through a variety of terms and perspectives, mentioning all the identified equity challenges.

- Access (32)
- Affordability (29)
- Health (24)
- Opportunity (14)
- Discrimination (0)

- Obstacles (0)
- Disparity (0)

Governance and Process:

Metro 2040 describes the active bodies for governance of the plan.

- **Bodies:** TransLink, Greater Vancouver Boards

Other bodies could include:

- An Independent Indigenous Statutory Board
- Community advisory panels and committees
- Partnering with Community-Based Organizations
- Working Groups for specific issues

Note: Refer to Part 6 and Part 8 of the Local Government Act.

Metro 2040 outlines guidelines or commitments around equity specific consultation or engagement for coordination with First Nations groups.

- **Procedures:** Coordination with First Nations

Other procedures could include:

- Universal Design Manuals
- Equity training
- Make better use of technology and data
- Meaningfully engage all populations in developing plans for the future
- An Equity Lens

Policy Embeddedness

(number of references in brackets):

- Direction setting (3)
- Guiding (1)
- Policy (3)
- Monitoring (5)

Overall, *Metro 2040* has relatively low coverage of equity, ranking approximately 10th in number of equity references at the Direction Setting, Guiding, and Policy levels compared to the 12 other reviewed documents. Since equity is implied in *Metro 2040* and tends to acknowledge equity in several policy areas but lack specific policies on how equity will be achieved, this leads to a relatively low coverage count. However, *Metro 2040* explores equity in *depth*, ranking 3rd at the Monitoring level, the most detailed level. With language at each policy level, *Metro 2040* also has comparably high *comprehensiveness* to other reviewed documents.

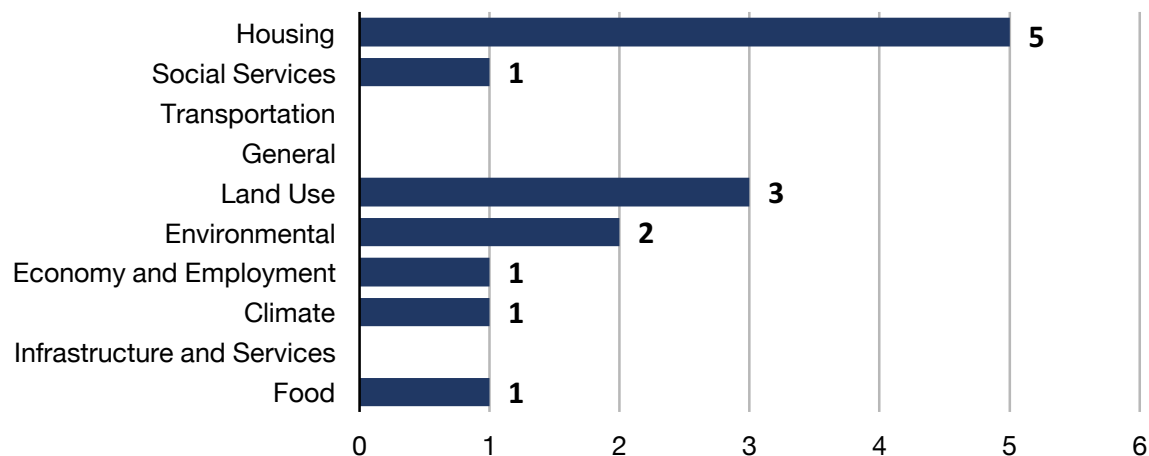
Metro 2040 has the potential to monitor factors that impact equity. Currently, equity is not specifically mentioned at the Monitoring level of the plan nor are specific equity-seeking groups emphasized strongly. However, *Metro 2040* already tracks several metrics that could contribute to a strong equity monitoring framework. Potential metrics that are already available and can help (with additional data and analysis) provide a picture of equity outcomes for the region which, in turn, provide a basis for equity goal setting and monitoring of regional growth strategy outcomes are:

- Metro Vancouver Dwelling Unit and Employment Growth Targets for Urban Centres and Frequent Transit Development Areas
- Monitoring of energy consumption, greenhouse gas emissions, and air quality related to land use and transportation infrastructure
- Percent of land designated Industrial and Mixed Employment that is developed
- Climate adaptation planning efforts (proxy measure)
- Housing affordability, housing diversity, and complete communities and health

Regional Growth Management Policy Areas

The following graph shows *Metro 2040* equity references listed in the same order as the overall theme by theme policy review.

Figure 17 *Metro 2040* equity references by policy area.



Like most other reviewed documents, housing is *Metro 2040*'s policy area with the most equity references. Most housing equity references are at the Policy and Monitoring levels, demonstrating that *Metro 2040* considers housing in detail. Most of these policies focus on affordable housing, which implies equity, though specific equity-seeking groups are not mentioned.

Metro 2040 has land use policies at the Direction Setting and Policy levels that implicitly promote equity. Like other reviewed documents, *Metro 2040*'s land use policies address all people in general and are focused more directly on transportation, services, retail,

culture, and urban aesthetics, rather than equity specifically. Other equity advanced documents inform land use by engaging with underserved groups and rely heavily on data about disparities (i.e. *Minneapolis 2040* and *Toronto's Resilience Strategy*).

Complete communities are a key avenue by which *Metro 2040* implicitly supports equity. By developing complete communities, *Metro 2040* will make improvements in multiple policy areas, including housing, social services, food, and the environment for all residents. Wellbeing in these policy areas also supports success in other areas of life. However, it does not explicitly consider that improvements may be inequitably distributed, and some residents may face greater obstacles than others that hinder them from embracing positive changes.

"Metro Vancouver's role is to: support municipalities in the development of healthy and complete communities through regional strategies on affordable housing, culture, food, and parks and recreation (Metro 2040, p. 47)."

In comparison to other reviewed documents, *Metro 2040* has a strong monitoring framework, particularly for environmental, economy and employment, and climate policy areas, but does not explicitly mention equity or equitable outcomes. Other equity advanced plans similarly do not include language about equity-seeking groups (i.e. *Minneapolis 2040* and *Toronto's Resilience Strategy*); however, data analysis and monitoring that specifically considers disadvantages groups helps ensure equitable outcomes are achieved with adjustments in policy or targeted policy, programs or investments. For example:

- **Environmental.** There is an emphasis on improving air quality which would benefit all residents. *Metro 2040* could specify which communities bear this burden most significantly or which residents may be most greatly impacted by poor air quality then target investment, or policy directed to achieve a more equitable outcome.
- **Economy and Employment.** Though not mentioned in *Metro 2040*, plans from other jurisdictions emphasized industrial lands can support a range of skilled to unskilled employment opportunities that can increase additional access to jobs. Mapping transportation networks, employment lands and communities where high proportions of equity-seeking groups live may provide additional insight to access of employment.
- **Climate.** *Metro 2040* measures communities' climate change preparedness. *Metro 2040* could also consider people and communities most vulnerable to natural hazards resulting from climate change and how to equitably distribute the costs of mitigating and adapting to climate change.

- **Agriculture.** Agricultural policy focuses on protection of rural lands from urban development but does not identify access to land for employment or small-scale agricultural production.

Other comparisons and differences found are as follows:

- Differing from other jurisdictions, *Metro 2040* lacks equity language related to transportation and general equity.
- Other jurisdictions acknowledge the need to rethink transportation planning and TOD considering research that shows conventional transportation planning is a source of inequity (i.e. *LA County Metro Equity Platform* and *Sound Transit Equitable TOD Policy*).
- General equity policies are used by equity advanced plans to promote interdepartmental learning and collaboration, equitable planning processes, and further seek reconciliation with Indigenous groups.

4 Opportunities for Incorporating Equity into the Metro Vancouver *Metro 2040* Update and Regional Growth Management

The review provides a number of opportunities for Metro Vancouver Regional Planning to consider in how to incorporate equity in the upcoming growth strategy update. A summary of these are described below.

4.1 Definition of Equity

Based on consultation and assessment of plan contents it is evident that developing a clear definition of equity is important for all policy areas including growth management. Providing overarching guidance, a definition is the reference point for creating and changing policy. A definition of equity can be explicit and stand alone or defined internally and referenced within the framework of the plan (regional vision) as well as the policies, strategies and actions within it.

In review of how equity is defined or referenced from other plans, a comprehensive definition might include the following key attributes, to be integrated in the planning document:

- What equity is. This would include the concept of agency, as well as understanding the difference between social justice, currently referenced in *Metro 2040*, and social equity.
- How equity differs from equality and why that is important
- What it means on a regional scale (not just geographic distribution of resources but also social equity for residents living across the region)
- Who it benefits (everyone, if done well)

It is also useful to outline the plan's overall approach to equity challenges (i.e. embracing opportunities or overcoming obstacles) and its application to regional growth management. This may fit within the definition or, as in the example of *Metro 2040*, this information may be appropriate in the section "Challenges and Responses." It may also be useful to acknowledge equity-seeking groups specific to the region.

Examples where and how definitions are applied:

- *LA County Metro Equity Platform* focuses on equitable long-range transportation. This includes a regional definition of equity and a list of "equity measures" that 30 partners from all over the region are asked to sign on to.

4.2 Overall Document Structure

Equity advanced documents maintain aspects in structure and format that bring equity forward as a key concept and value within growth management planning. In summary, these include:

- Provide a narrative or initial, detailed analysis of processes and events that lead to existing inequities, along with an acknowledgement of underserved populations and the jurisdiction or organization's historical or current role in these situations.
- Reference and outline existing inequities (as in bullet one) and fully integrate a response to these by explaining how policies will reduce disparities in the text or use of icons throughout the document (see examples below).
- Note where certain population groups have specific needs or face unique obstacles within policy. Explore and define these needs in conjunction with these equity-seeking groups (for example, describe and outline the recent challenges with TOD, land costs and affordable housing, as well as who is most affected by this may be appropriate in Goals 1, 4 or 5 of *Metro 2040*)
- Outline where the organization looks to engage with equity-seeking groups.
- Demonstrate that equity is not limited to one strategy, goal, policy area or section, but applies to all areas. Equity may often be considered only as a “social” category and therefore confined to policy areas with more obvious social components, such as affordable housing, as opposed to other areas, such as environment and climate change, where it is equally important but not necessarily as evident as to how equity applies.
- Use icons, images, graphics or quotes from residents throughout the region to express values and interests related to equity throughout the document.

Key highlights and examples of aspects that bring equity forward:

1. *Minneapolis 2040* is highly detailed, following the outline: Goals → 2040 Topics → Plan Policies. Each section includes a detailed overview of people and challenges. Additionally, the document frequently reiterates that certain populations have been and are currently disadvantaged, underserved by the City, and must be prioritised in order to have equal opportunities and quality of life.
2. *Auckland Plan 2050* includes Maori design throughout the document. The document also uses Maori language and narrative as an equal partner in the plan's values. This references the ongoing partnership between Maori and the Crown and the significance of Indigenous people. *Auckland Plan 2050's* iconography reflects that the document's content integrates Indigenous directions and promotes reconciliation.
3. *Toronto's Resilience Strategy* incorporates case studies. Some case studies are local projects *already* in action and others are from resilient cities around the world. The document incorporates these examples, as well as important terms and information in boxes throughout.
4. *Toronto's Resilience Strategy* also effectively uses icons to indicate equity-promoting policies and procedures. Early in the document (p.12), equity is identified as one of six challenges that the city faces and is represented by a simple icon that is placed next to policies addressing equity. Using this icon

highlights that equity is relevant to less obvious policy areas (i.e. climate). Other useful graphics include:

- Participation and equitable outcomes - Quotes from residents are used frequently throughout the document. The cover is composed of handwritten input from an engagement session that reflect the diversity of residents and challenges they face in Toronto. Another effective equity graphic is the engagement map on pages 40 and 41 showing which neighbourhood had the most participants, were supported by local champions, and already had resilience projects.
- Equity is not a silo - Pages 15 and 44/45 show how Toronto's documents fit together – including other documents directly related to equity – and maps partnering departments and organizations.
- Equity in action - throughout the document, there are inspiring images of work already in action (e.g. Toronto For All campaign)

4.3 Data, Analysis and Assessment as a Foundation

The right data was identified as an important aspect in building a foundation for equitable policy. This involves building a data plan around equity, including identification of data needs and ways to tell the story of equity in the region. Utilizing this as a foundation for equitable choices and policy decisions was identified as a key to success.

For *Metro 2040*, this may include additional tables and maps that tell the story of equity in the region or expanding on those already tracked and included in the appendices or within the document. The mapping and data are used as a tool to target areas and evaluate equity outcomes of policy.

Metro Vancouver could also utilize Statistics Canada Census tract data and/or microdata source called the Public Use Microdata Files (PUMF), a subscription-based service for institutions that require unlimited access to all anonymized and non-aggregated data, would allow Metro Vancouver to conduct different types of analysis (i.e. cross tabulation using most Census data).

Key highlights and examples of data and metrics that support equitable decision-making:

- Puget Sound Regional Council uses opportunities mapping to assess the relative access to opportunities across the region and to track growth in areas based on an "Opportunity Index," which combines measures of five key elements of neighbourhood opportunity and positive life outcomes: education, economic health, housing and neighbourhood quality, mobility and transportation, and health and environment. The level of opportunity score (very low, low, moderate, high, very high) is determined by sorting all census tracts into quintiles based on their index scores. Areas of opportunity that experience greater proportions of growth may experience an increased risk of displacement and therefore are

monitored and targeted for investment and specific strategies. PSRC partnered with the Kirwan Institute for the Study of Race and Ethnicity at The Ohio State University to develop this series of maps.

- *Auckland Plan 2050* – uses the New Zealand Deprivation Index – a neighbourhood scale index that combines census data relating to income, home ownership, employment, qualifications, family structure, housing, access to transport and communications that helps identify areas at greater risk for equity related challenges.
- *Auckland Plan 2050* uses a series of indicators, consistent with central government guidance on urban development capacity, which support equitable analysis, including:
 - prices and rents for housing, residential land and business land
 - consents granted for urban development
 - population growth
 - housing affordability
 - price efficiency in the land and development market.
- See also, Minneapolis example of average income difference between equity and non-equity-seeking groups collected at the Census Tract level.
- *Auckland Plan 2050* has specific metrics for evaluation of equity-seeking groups and the regions progress to address their concerns and needs in order to provide equal opportunities. For example, Māori employment data collected - NEET (not in employment, education or training)

4.4 Policy Directions for Equity in Growth Management

Equity Lens

Several jurisdictions suggest assessment of current and proposed policy to identify who benefits and who doesn't as an initial step in creating more equitable policy. In particular, this was important with transit-oriented development and those assumed benefits of any planning "best practices". Similarly, an equity lens could be applied in the *Metro 2040* update and for member municipalities to also employ a social equity lens, may further support equitable outcomes.

Key highlights and examples of incorporating an "equity lens":

- *City of Toronto, Toronto's First Resilience Strategy* developed an "equity lens" for policy development – this is a set of questions asked with planning, developing and evaluating growth management and/or other policy, program or service development to diagnose barriers and identify, measure, and evaluate best practices within access, equity and diversity.
- *City of Toronto, Toronto's First Resilience Strategy* also requires all significant policy and program reports to Board or Councils to include an "Equity Impact Statement" that summarizes an equity analysis and demonstrates that equity

issues have been considered and how this has affected or changed the policy decisions.

Scenario Testing

Further to the equity lens, *Auckland Plan 2050* outlines scenario building as a method to test and refine policy outcomes under various conditions and therefore response to various complex issues. This method may be an option applied to specific policy changes or investments within the *Metro 2040* update.

Target Policy & Programs

A key aspect noted for incorporating more equitable outcomes was to include specific and separate policy targeted to equity-seeking groups in order to promote vertical equity.

Key highlights and examples include:

- *Minneapolis 2040* has developed the Small Developers Technical Assistance Program, which supports Indigenous people to participate in real estate development
- *Growth Plan for the GGH* embeds social services into governance procedures. Cultural Heritage Resources are objects, sites, or locations of a traditional societal practice that is of historical, cultural, or archaeological significance, which are important for identity and wellbeing today. The GGH has committed to working with First Nations and Métis to develop and implement plans to identify, use, and manage Cultural Heritage Resources.

Target Investment

Similar to targeted policy, equity advanced organizations also look to target investments to prevent or remediate known inequities, for example - areas where investment drives up land prices.

As with the concept of “just growth”, these organizations understand that underinvestment in areas within a region results in the region as a whole being less competitive overall, because, for example, a business might hesitate to locate there if the education and workforce development systems have not adequately resourced workers. As well, with inequitable conditions, social tensions over who will gain and who will lose make the regional cohesiveness needed to thrive far less likely.

Key highlights and examples of policy actions to address public investment:

- *Sound Transit Equitable TOD Policy* includes strategies to promote housing equity by offering property discounts for development of affordable housing near designated transit nodes in order to offset some of the displacement that occurs with TOD. Transit construction requires Sound Transit to purchase land for construction. When this is finished, the agency no longer needs some of this land. The policy outlines that 80 percent of its surplus property that is suitable for

housing is offered to qualified entities to develop affordable housing to families at 80 percent of initial area median income or less.

- *Auckland Plan 2050 – Sports Investment Plan* has drafted area focused equity plans that identify needs and outline specific changes to investment or strategies that will improve access and opportunities for targeted groups.
- *Minneapolis 2040* specifically targets disadvantaged groups over others with:
 - Transit infrastructure - using quantitative analysis to prioritize street projects based on the physical condition of the streets as well as equity criteria, defined as both the demographics of the areas served by the streets as well as modal needs along each street. This process is detailed in the 20-Year Street Funding Plan, which was created in 2016 and outlines the methodology of selecting capital street projects for improvement with a focus on racial and economic equity.
 - Housing policy for minimizing displacement of those most affected by new development that includes, mapping and tracking early indicators of neighbourhood change and rents to determine where programs should be targeted, evaluating City investments and their impact on households and displacement, implement tools (Advanced Notice of Sale) to protect areas at risk of displacement, prioritize preservation and rehabilitation of existing affordable housing, expand programs for homeowners, inclusion of affordable housing in new developments, analyze impact of property tax trends

Equity in Growth Boundaries, Complete Communities & Compact Urban Form

The majority of plans reviewed support growth management organized around the concept of compact communities, establishment of urban and rural nodes connected with transit, and specific housing strategies to meet a variety of housing and affordable housing needs. With this, documents use equity relevant data to have a better understanding of equity within the region and where to identify growth, who is affected, and what policies, programs and investment might mitigate unintended negative consequences in order to provide the advantages of growth to all residents.

Examples include:

- *Auckland Plan 2050* uses equity data and mapping as a tool to consider how and where urban development is initiated, serviced and phased. With this, the development plan (a supporting plan to *Auckland Plan 2050*) looks to:
 - enabling sufficient capacity for growth across Auckland
 - embedding good design in all developments and new housing
 - sequencing and prioritising what gets delivered
 - leveraging existing infrastructure investments
 - aligning the timing of infrastructure provision with development.

- Puget Sound Regional Council is developing a displacement risk analysis tool to evaluate and better understand the potential displacement pressure of growth on communities. It uses demographic, economic, and physical factors to evaluate the risk of displacement at the census tract level. Data is combined to create a composite index that represents the risk of displacement for a geographic area. A map will be produced to show areas at higher risk of displacement throughout the region. This data will be used to assess how the different regional growth strategy alternatives assign growth to areas with higher displacement risk. This information may be used to consider changes to growth allocations and/or policies to address mitigating these concerns.

4.5 Incorporating Diverse Perspectives – Internally and Externally

Equity advanced plans outlined governance, interdepartmental involvement and training as important factors in developing an understanding of equity internally, as well as engagement of equity-seeking groups in the development of policy to ensure it addresses and identifies the key equity challenges. Tools and resources for this category included:

Internal organizational development:

- Ensure not to create an equity silo within the organization and planning documents.
- Involve interdepartmental staff review of non-traditionally "social-related" departments.
- Implement external courses for interdepartmental learning and capacity building on equity
- Develop a similar equity training program for municipal partners or an "equity toolbox"
- Invite other departments (not just planning) to engagement events involving equity-seeking groups so they can hear about the issues firsthand.
- Employ a dedicated staff position to equity building initiatives across policy areas
- Develop a set of equity principles to provide more clarity and guidance of internal processes and increase coherence in application across Divisions and Groups.

Engagement:

- Develop policy to support engagement of diverse perspectives
- Maintain advisory bodies and innovation groups - equity based working groups, community advisory committees or an ongoing community advisory board, co-design labs
- Redefine "the expert" for data collection. Develop a framework for obtaining data from community members of equity-seeking groups that involves co-

- development of the process as well as data collection. Pay for these services through an honorarium, hourly or other means.
- Reduce barriers to engagement by offering travel subsidy, childcare or reimbursement of costs for childcare, honorarium for community leaders, food at events
 - Observe best practices for engagement and provide a wide variety of opportunities and outreach to equity-seeking groups for engagement on incorporating equity – focus groups, public opinion surveys, stakeholder forums, online, etc.
 - Include materials in formats relevant to communities – for example videos, use of multiple languages, and allowing the time needed for engagement and multiple events to build substantial relationships.

Examples of including Diverse Perspectives:

- To learn from Indigenous Elders and Knowledge Keepers about resilience, Toronto's First Resilience Strategy partners with Indigenous Climate Action
- Puget Sound Regional Council employs a not for profit organization called Government Alliance on Race and Equity (GARE)
- Puget Sound Regional Council also hosts a peer network to share information and discuss topics (including equity) on best practices and resources.
- *Auckland Plan 2050* Co-design lab was established to provide a neutral space to explore the "use of co-design and other innovative approaches to address complex social issues". A key focus is to provide space for multi-agency teams to collaborate, work alongside citizens and to support and broker innovative ideas and solutions.
- L.A. County Metro has an Office of Race and Equity with a Chief Officer dedicated to the implementation of equity throughout the Metro region.
- The City of Toronto has an established Office of Equity, Diversity and Inclusion with a Task Force on Community Access and Equity which supports a number of initiatives and action plans for equity.
- *Minneapolis 2040* emphasizes that City staff time must be devoted to interdepartmental and interagency planning and implementing district-wide development plans to ensure historically amenity deficient areas are not overlooked.
- *Auckland Plan 2050* includes Indigenous experience, perspectives and worldview and in part, offers this as a foundation for an approach and direction in regional planning.
- New York City Regional Planning Association - an advisory board – maintains a "community budget" and works in partnership as a liaison with communities providing recommendations, oversight and review of equity and policy related matters.

4.6 Monitoring and Performance Measures

Metro 2040's current monitoring framework is well-developed and could be further strengthened by directly considering how policies impact people differently. Final

performance measures and metrics, however, cannot be developed until regional social equity is defined for the updated *Metro 2040*, an assessment of available data, metrics identified and prioritized, and a monitoring program developed (see Conclusions and Recommendations). Section 4.3 Data, Analysis and Assessment as a Foundation provides examples of potential equity performance measures within plans reviewed.

However, the following provides a summary of some of the metrics identified within the overall review. It is not intended as an exhaustive list or specific set of recommended metrics. As outlined, in the most notable cases, metrics were combined and mapped for analysis, for example, the “deprivation index” or “quality of life survey” (Auckland Region) or “opportunity index” (Puget Sound Regional Council). These were used to target investment or policy changes for more equitable outcomes. As such, a performance measure and tracking outcome was also the change of the index over time.

Other potentially useful metrics to be considered, depending on initial definition of social equity, analysis of equity seeking groups and communities and key equity issues in the region, may include:

- land designation, urban containment and growth in priority areas as it relates to:
 - change in household income levels
 - change in prices and rents for housing, residential and business land or commercial lease rates
 - Indigenous lands and title, or Indigenous housing, areas with higher populations of urban Indigenous communities
- employment in priority areas, employment accessibility, employment areas and agricultural areas as it relates to:
 - growth of full/part time positions
 - education level, employment, qualifications
 - Indigenous NEET (not in employment, education or training)
 - business starts, training programs
 - types and scales of agriculture and agricultural businesses and employment in urban and agricultural areas
- air quality, environment and climate change as it relates to:
 - which communities or residents bear the burden of poor air quality or are most greatly impacted by poor air quality
 - hectares per person of park, natural areas, tree cover, or average number of minutes or kms from natural areas or park spaces for identified equity seeking communities/neighbourhoods
 - communities most vulnerable to natural hazards, in general, or resulting from climate change
 - distribution of investment, programs for mitigation and adaptation to climate change
- health, complete communities and transportation choices as it relates to:
 - population growth and diversity in ethnic background, age, gender, family characteristics
 - housing affordability, dwelling type and rates of ownership or tenure

- out of pocket travel cost by income, total travel time/delay by income, commute travel time and cost
- walkability and crime rates
- percentage of households with jobs in their community
- affordable housing located within a radius of transportation nodes, commercial services and community/neighborhood amenities

5 Considerations for Next Steps

It is important to acknowledge that equity-seeking groups live in Metro Vancouver and that past planning procedures and decisions may be a source of the inequity these residents face; however, regional planning and land use also provides tools to work towards greater equity. Data, research, investment, policies, and engagement that are specific to equity-seeking groups are fundamental to ensure these residents are better served, can overcome barriers, and embrace opportunities.

Equity is important and fundamental to the region's future prosperity and sustainability; growth has benefits and consequences that, if not distributed equitably, may hinder the region in maximizing potential benefits of the future.

This review finds that many plans address equity through policy areas that implicitly improve equity, such as increasing all residents access to housing, social services, and transportation. However, for greater effectiveness, all policy areas should consider and address how groups may be impacted differently.

Growth management tools such as growth boundaries, complete communities and compact urban form, also implicitly increase all residents' wellbeing in theory, but for greater effectiveness it is important to engage with underserved communities and specifically address their needs.

Working to establish a process that reflects a commitment to equity planning and include elements that explicitly target equitable outcomes are central to achieving greater awareness, understanding, inclusivity, and success overall.

Some considerations going forward in effectively addressing social equity in the update of *Metro 2040* includes:

- **Establish a Social Equity Working Group:** Convene a Working Group to RPAC made up of member municipalities with a social planning function (e.g., City of Burnaby, City of Vancouver, City of Surrey, City of New Westminster, City of Richmond) who have developed tools, approaches, and policies (including social equity lenses) to review this study and discuss the incorporation of social equity at the regional level. Such a group should also include key regional partners, including Social Planning and Research Council of British Columbia (SPARC BC), United Way, and Vancouver Foundation (who have been supporting leading

edge equity research in the region). Working together, the group's work could include supporting Metro Vancouver in:

- Developing a definition of social equity
- Developing potential regional targets and/or measures (using the findings of this report as a starting point)
- Developing a monitoring framework or recommendations to track social equity outcomes of the updated Metro 2040 plan.

This work should also be informed by and incorporate results of this study and the findings of the *Metro 2040 Performance Measure Review* study (2016) which included a series of relevant and still applicable recommendations around performance measures and monitoring.

- **Continue to collaborate with equity partners in the region.** From member municipalities with active social planning departments and staff to regional groups engaged in social equity research, reporting, and advocacy, Metro Vancouver should continue to work with equity partners in the region.
- **Continue to revisit equity measures and targets with partners.** Social equity is not a static issue; it is dynamic and changes with communities and regions as they develop and grow over time. As such, Metro Vancouver should commit to revisiting and reviewing equity measures and targets over time, and potentially more frequently than other Metro 2040 indicators that may change or evolve more slowly. Furthermore, over time, and with growing awareness of social equity in the larger region, regional values and priorities may shift around social equity.

Glossary

This glossary provides definitions for terms, as used in this review.

Equity Lens

Analyzing the impact of internal and external processes, as well as foundational assumptions and interpersonal engagement, on marginalized and under-served individuals and communities.

Equity-Seeking Communities

Groups or communities that face significant collective challenges in participating in society.

Geographic Equity

Municipal jurisdictions and their share of investment and taxation in a region.

Just Growth

Equity is central to economic sustainability. If everyone in a region, including those with the fewest resources, is able to participate fully, the economy will grow stronger for the long haul.

Horizontal Equity

The same treatment given to people in an identical situation.

Social Equity

Each member of society is given fair, just, and equitable treatment by the political system in terms of public policies and services.

Structural Violence

Social structures (economic, political, legal, religious, and cultural) that stop individuals and groups from reaching their full potential.

Systemic Barriers

Policies, practices or procedures that result in some people or groups receiving unequal access or being excluded.

Vertical Equity

Special consideration is given to disadvantaged Individuals or groups.