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**COMMUNITY DEVELOPMENT:  
AN APPROACH TO COMMUNITY PLANNING AT  
THE MUNICIPAL LEVEL OF GOVERNMENT**

Lauren Bartlette

A Master's Degree Project submitted to the Faculty of  
Environmental Design in partial fulfillment of the requirements for  
the degree of Masters of Environmental Design (Planning)

Calgary, Alberta

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## **ABSTRACT**

### **COMMUNITY DEVELOPMENT: AN APPROACH TO COMMUNITY PLANNING AT THE MUNICIPAL LEVEL OF GOVERNMENT**

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July 22, 1998

Prepared in partial fulfillment of the requirements of the M.E.Des. degree in the  
Faculty of Environmental Design,  
University of Calgary

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This Master's Degree Project studies the relationship between community development, community planning processes intended to empower a community, and the municipal government's (specifically planning departments) use of it. Several questions are explored in detail: can community development (cd) be successfully accomplished by planning departments at the municipal level of government? If so, what make cd initiatives work and who are the players involved? How can cd initiatives improve in planning departments at this level of government?

After compiling a Canadian cross country survey of municipal planning community development initiatives, it is determined that community development can indeed be accomplished successfully at this level of government. However, governments, communities, and planners have to overcome a number of obstacles presently evident in today's political system and society. There are important factors, individual and collective, that each group has to consider in order for effective community development work to take place.

Key Words: community development, community planning, community empowerment,  
civil society

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# **Introduction**

## **Research Questions**

Can community development (cd) be successfully accomplished by planning departments at the municipal level of government? If so, what make cd initiatives work and who are the players involved? How can cd initiatives improve in planning departments at this level of government?

It is the pursuit of answers to these questions that embodies the purpose of this Master's Degree Project (MDP). In attempting to critically analyze cd and planning, this paper has been broken down into six chapters that cover all aspects necessary to reach a conclusion. The order and intent of the chapters are:

### **Chapter One: Background and Introduction to Cd**

Cd is defined in different contexts and background and historical information is given. Reasons why cd processes and bureaucratic institutions traditionally have not integrated successfully in the past are explored. Reasons why the two should start the process of cd are outlined as well.

### **Chapter Two: Methodology**

The methodological foundation for this research paper is addressed.

### **Chapter Three: The Canadian Municipal (Planning) Inventory of Cd Initiatives**

Cd initiatives from planning departments across the country are compiled.

### **Chapter Four: Analysis of the Cd Inventory**

The findings and outcomes as well as the trends and summary of the data collected from the interviews are assessed.

## **Chapter Five: Necessary Conditions and Factors Conducive to Cd**

Characteristics and conditions that communities, governments and planners have to be mindful of in order to initiate successful cd projects.

## **Chapter Six: Lessons Learned and Resulting Recommendations**

## **Chapter One**

### **Background and Introduction to Cd**

#### **Background**

Cd, in very broad terms, is an approach to planning which involves community initiative intending to empower the community. The community is more active in and takes more control over matters that affect them by being involved in decision-making processes. Cd, as laid out here, is an approach to planning that usually works outside the framework of government bureaucracy. Over past years the municipal level of government in Canada has begun to use the cd approach in response to economic cutbacks. Cd can be used, in light of limited resources, primarily to get communities to do the planning work in communities while decision making is still retained outside of the community.

Although strong communities can be a positive spin-off of municipal cd processes, this is not always the intended goal. In some cases mutual respect for both parties' involvement has yet to be fully appreciated by the other. Jim Lotz, who critiques municipal levels of government and their practices, generally believes that corporations (more city halls refer to themselves as this today) find it almost impossible to keep their own objectives out of a process like cd. The past few years have been a starting point for the introduction of cd into municipal government but it is questionable as to whether the two factions, community and government, can evolve to a point where both groups walk away from the process more satisfied than not. In essence, if the relationship between community groups and planners can move forward in this direction, the results could recreate democracy, in its own way, where public participation in decision making processes is more valued and respected.

## **Goals**

The intent of this project is to explore the relationship between the cd approach to community planning and the municipal level of government's (specifically planning departments) use of it. This process will critically question the types of cd being practiced by this level of government. After taking an inventory of what the major Canadian municipalities are presently doing in the field of cd, this MDP will compile municipal planning cd lessons and recommendations. It is also a goal of this project to collect a data base of cd initiatives from Canadian municipalities by which to create a point from where all the different municipalities can learn from each other's experiences, both negative and positive. Specific trends and factors emerge from these experiences to identify a list of lessons which make cd implementation by municipal governments hopefully more effective and more meaningful.

## **History of Cd in Canada**

Historically, cd was founded in Canada in the 1930s by way of an adult education movement. The movement was very strong but lessons were forgotten after the federal and provincial government introduced cd programs in response to societal problems after the Second World War. These efforts failed because government initiatives were top down in nature and involved little community input. Possibly the most successful provincial cd initiative in post war times in place was in Manitoba on the issue of Native affairs. However, this initiative was only successful until the one key player, a bilingual Metis who was acting as the program director, left the project. It was around this time the UN issued a statement termed, 'Social Progress Through Cd': "*Cd can be tentatively defined as a process designed to create economic and social progress for the whole community with its active participation and the fullest reliance upon the community's initiative*" (Lotz,1987:42).

Through out Canadian history cd has been unstable. With the initiative taken by the UN, both governmental and non-governmental cd programs in the 1960s, began addressing issues of social concern and focused on the empowering of the poor. In the 1970s the public participation movement turned its focus toward halting the environmental damage partially responsible by what some considered being planner's blight. Confrontation, not cooperation, became the focal point for citizens and government (Lotz,1987:41-46). People began taking over previously government initiated cd projects and steered them in their own best interests. In the 1980s, in light of the world recession, people became disenchanted with government programs and their inability to improve the social condition. As a result of unavailable government funding there was a push for worker owned businesses, cd corporations, worker's cooperatives and other non-government initiatives across the country to help change the state of the economy.

As for public participation in Canada Jim Lotz (1987:44) writes that,

*"In Canada, public participation has been very conservative, rather than innovative, and has favored the rich, the well informed, and those with access to the corridors of power. Bureaucracies set the style for effectiveness of public participation, either freezing out key actors or co-opting them. Politicians often feared that public participation would undercut parliamentary procedures and undermine established procedures and structures for handling change."*

Specifically he believes cd failed because it was usually the government that set down the requirements for participation in the cd process. As a result of this policy *"tension between the centers of power and the edges of society soon appeared"* (Lotz,1987:42).

At this point it is evident that cd and bureaucracy have not had overwhelming success in the past. The ensuing section discusses several aspects of cd which are required to set the stage for this MDP. Each of the following topics will be addressed: what cd is considered in its 'pure' form, government and bureaucracy characteristics that

are not conducive to “pure” cd, and finally, reasons why and possibilities for cd and bureaucratic systems to form a partnership that benefits all involved.

### **Cd: Pure**

There are many definitions of cd found in the literature. Despite the source there are attributes common to most of the definitions. It is these reoccurring values that truly capture what cd is all about. Examples of definitions and descriptions of cd found in the literature:

Ashbridge Conference on Social Development, 1954 (Lotz,1987:42)

A movement designed to promote better living for the whole community with active participation and on the initiative of the whole community.

Entrepreneurial and Sustainable Rural Communities (Dykeman,1990:11)

Cd is the process by which people in an area, which they choose to think of as a community, go about analyzing a situation, determining its needs and unfulfilled opportunities, deciding what can and should be done to improve the situation, and then move in the direction of the agreed upon goals and objectives.

Entrepreneurial and Sustainable Rural Communities (Dykeman,1990:11)

Cd involves a group of people in a locality initiating a social action process (i.e. planned intervention) to change their economic, social, cultural and /or environmental situation.

Cd: The Missing Link in Welfare Policy (Boothroyd,1991:129)

Good cd planning is an action-research process, rational and participatory in its inputs, effective and educative in its outputs. In good cd planning, the community is the agent as well as the focus of the planning. It learns from its experiences and, perhaps, sees the potential for higher and broader development.

### Principles of CED (Nozick,1990:19)

Community economic development is found on the belief that people have the capacity and the right to manage their own affairs. Community organizing, citizen participation, and self-help thus become the focal point for achieving community power.

### Cd in Perspective: The Self-Help Approach (Littrel and Hobbs,1989:48)

Distinguishing features of cd include: the premise that people can, will, and should collaborate to solve community problems. It should be a style of planning, decision-making and problem solving. It should also emphasize the process as more important than the improvements.

### “Implementing Participatory Action Research in the Canadian North” (Ryan and Robinson,1990:59)

Local people must have a role in setting the agenda of inquiry. They must participate in the data collection and analysis. They must have control over the use and outcome of the whole process.

### “Planner as Educator: A Vision of a New Practitioner” (Alexander and Calliou,1991:40)

A community can and should become a communal learning environment, working and planning for comprehensive change. All citizens have a contribution to make as teacher, learner, practitioner, visionary, critic, or commentator.

Cd principles can manifest themselves in many ways. There are many different types of organizations and associations that communities and groups can create to gain more control over matters that affect them. The following pages will briefly touch upon some of the ways that cd is put into action. In general, there are: cd corporations,

neighborhood committees, non-profit groups, land trusts, cooperatives, community banks, revolving loan funds, community run services, community-based businesses, government supports, umbrella organizations, self-help groups, sweat equity housing and volunteer organizations. Most are self-explanatory but a few require brief explanations. These ideas can be found in more detail throughout the cd literature but the following four excerpts are summaries from No Place Like Home: Building Sustainable Communities, (Nozick:110-121).

#### Community Land Trusts

This is land that is held in common by a community for use by that community in perpetuity. Parcels of land are either purchased or donated by a community group and put into a land trust. The land is then leased out in consideration of the goals of the land trust group (i.e. assurance of low income or affordable housing or community control over future development and land planning).

#### Community Loan Funds

Finance capital is gathered from various sources - foundations, corporations, labour unions, churches, governments - and subsequently given out, in small amounts and often below market value, to community members often shut out of mainstream financial institutions but who want to start initiatives that will benefit the community.

#### Worker Co-ops

Places of employment are run, owned and utilized by the workers who have a vested interest in the success of the operation. This type of organization works well for communities that want to reclaim control of local economies.

#### Neighbourhood and Cd Corporations

A CDC is an incorporated entity run and organized by residents who represent the community in an umbrella organization fashion. A CDC receives and distributes government and private funds for cd projects. Very often it is involved in the initiation,

co-ordination and delivery of a wide array of social, cultural, and economic community programs.

There are many examples of more informal community action efforts that can be undertaken by citizens. These types of projects are presented in greater length in Chapter Five when discussing the community action component of this paper. Such community projects geared around cd principles include: child minding co-ops, community gardens, community kitchens, community crime prevention, block parties, block cleanups, parades and festivals, community image making, inter-generational activities, kitchen table discussion groups, and visioning exercises to name only a few.

Throughout the literature, and as outlined in the above pages, cd can be seen as diverse in its approach and implementation. Diversity is a strong factor to cd in its pure form. Cd is not one thing to all communities, but tailored to fit each individual situation. That being said, there are factors, values and components to cd that seem to remain constant despite this fact: importance of process and less stress on outcome, flexibility in approaches, self-help, self-reliance and control over community decisions as goals, a learning environment for all involved, and community initiative and community action.

After becoming acquainted with what cd encompasses in a pure form, it is questionable as to why one would want to put it into a governmental setting. Governments today can have a reputation of being rigid and self-serving, as is explored in the following section of this chapter. These characteristics do not lend themselves easily into cd practice. The following section will explore the views various authors have on this topic.

## **Government and Bureaucracy as a Setting for Cd**

### **Loss of Civil Society**

Throughout the literature on cd, civil society, democracy and government, one theme is often found; institutions that operate in governmental bureaucracies provide services but do not adequately address community and individual problems and concerns.

We live in a society that is destructive to the spirit of co-operation and mutual enhancement and people are lonely and feel disconnected to those around them (Littrel and Hobbs,1989:53). Littrel and Hobbs (1989:52) write, "*Rich countries are emotionally, esthetically, communally and spiritually underdeveloped*".

Marcia Nozick (1992:7) discusses in detail why she feels communities in Canada and in the whole-developed world are facing crisis. She states that decisions for and control over localities are in the hands of government officials or companies that are located elsewhere than in the community. The only stake they have in the community is 'profit taking' or managing people. This lack of participation and involvement in a community can have many far-reaching effects. As Nozick (1998:9) writes, "*social degradation and neglect of basic human needs (leads to) increasing numbers of people in our communities becoming marginalized, alienated, homeless, jobless, hungry and living in unsafe situations*". Local identity and cultural diversity are fading.

Peter Boothroyd (1991:116) also voices his concerns on the outcomes of weak communities. At the community level people are lonely, crime is higher, there are accidents due to inappropriate traffic designs and controls, inadequate child control, and high taxes which could be avoided or replaced by community cooperation.

Nozick (1992:99) believes that there is a growing distrust of and grassroots reaction against the actions of big government. The author gives the example of Meech Lake as a prime example where governments' actions show how much the ideas of participatory democracy and community involvement have diminished.

On the Internet, many articles can be found discussing citizenship and civil society, which are introduced by stating people's dissatisfaction and disappointment in government. One article containing an excerpt from the book by Boyte and Kari, entitled, Building America: The Democratic Promise of Public Work(1996), starts by saying that, "*Americans in the mid-1990s are angry and disgusted at politicians. People also give abundant evidence of deep worry about the country's basic direction.*" Another article entitled, "Legislating Civil Society: A Walt Whitman Project", (<http://www.cpn.org/sections/affiliates/whitman/leg-civic-soc.html>, 12/28/96), begins by

claiming that political analysts from right to left agree that trust in government has eroded and civil society must once again become a strong component of public life.

Both of these articles discuss the role of citizenship in democracy and its evident decline in modern society. Boyte and Kari see citizens' roles in public life as becoming secondary, citizens are now considered, "*consumers, complaining clients, special interest advocates, or volunteers who "help out" but make few serious decisions*". Both authors express concerns that a government that primarily focuses on providing services is replacing government of the people and by the people. One quote is rather effective in summing the author's view, "*From a nation of free citizens, we have become a nation of individualists and consumers for whom liberty means the right to be left alone and the right to choose among brands of toothpaste*" (Boyte and Kari,1996:3).

### **Government's Contribution to the Loss of Civil Society and Barriers to Cd**

- "*Things that don't work fail, and there is a natural tendency when a policy fails just to keep doing it because you don't know what else to do and you can't stand there doing nothing*" (Jane Jacobs in David Warren,1993:15).

The history of cd indicates that it is extremely difficult for governments to undertake the process directly. It does not fit into the bureaucratic structure, and governments are more concerned with stabilizing society (Lotz,1987:45). Cd focuses on the strengthening of community life but encourages change, creativity and innovation, characteristics not highly valued by bureaucratic institutions.

Kretzmann and McKnight (1993:172) list causes of frustration for local residents towards local institutions. Government institutions are so disconnected with the communities they service there is no clear picture of what community needs truly are. Many of these institutions are physically located in the community, but residents are still frustrated by their lack of sensitivity or knowledge on local community-building agendas. These institutions and their employees are more loyal to their profession or employers before the local community. In addition, most employees in these institutions are also

non-residents of the communities and therefore have little vested interest in the community life.

Governments are often threatened by cd initiatives because it means the release of power as well as credit for work being accomplished. Littrel and Hobbs (1989:52) agree that community autonomy threatens sponsoring central governments who are generally interested in producing "improvements" for which they can claim the credit, but are much less interested in "letting loose the reins of political control". Therefore, this type of approach has community workers acting only as gatekeepers to the information and control over decisions.

Besides the above examples of government and bureaucratic inability to foster community empowerment, such institutions can be seen as breeding dependency and insecurity in citizens to think and act for themselves. In an article found on the Internet written by Noelle McAfee entitled, "Relationship and Power: An Interview with Ernesto Cortes Jr.", (<http://www.cpn.org/sections/new-citizenship/relationship-and-power.html>, 12/28/96), Cortes details how he believes institutions, such as government, universities, corporations and sometimes churches, teach people to be passive. On page six he states, "*The best workers are those who mind their own business, work in their own particular slots, don't ask too many questions, and don't make any trouble.*" Cortes states this type of organization teaches dependency and breeds learned helplessness. People are therefore waiting for somebody to tell them what to do. Cortes believes people do not yearn to be told what to do yet it is what they are taught

Some authors believe people are not as active in politics today as in past times. Participation does make processes more complex and timely and is sometimes discouraged or ignored for these reasons. Time constraints, coupled with community issues often being translated into confusing and intimidating technical questions, discourage citizens to participate and minimize public participation. Technical expertise is often perceived as being needed for answers to community problems and self-help is often not perceived as an option. Overall, because of these factors it seems easier for community leaders and officials to make decisions without public input (Littrel and Hobbs, 1989:56). Littrel and Hobbs continue on the point that this type of official

decision making is validated often by, *"an apparent lack of public interest, but such a lack of public involvement is often attributed to a self-fulfilling prophecy."* The authors feel that participation, involvement, and perceptions of collaborative opportunities have to be perceived as making a difference if they are to be practiced.

Furthermore, it may be said that fundamentally politics can never understand what community means because of completely differing belief systems. Ideological debates across the right - left spectrum of conservatism - liberalism - socialism overlook the vital role of community in promoting welfare. *"Through communities people validate their worth, interpret experience, disseminate information, organize mutual aid, manage their environment, and control themselves. Community is overlooked by ideologies along the right - left spectrum because they focus on defining the proper role of the state in guiding and controlling individual (including corporate) behavior"* (Boothroyd,1991:103).

All of this being written, it is questionable as to why one would want to perform cd at any level of government. Loyd Dykeman addresses this issue in an article entitled, "Developing an Understanding of Entrepreneurial and Sustainable Rural Communities" (1990). Dykeman sees a need for government to reform its structure in order for cd to be successful but none the less sees the government's role as important.

*"This bottom up process requires defining new roles for senior levels of government and for the private sector. Government policies will need to enable communities to exercise their leadership and initiative. This means the senior levels of government become more "responsive" to community leadership and initiative, and less "imposing". However, the involvement of senior levels of government in the cd process can not be underestimated. Given the vast management and regulatory powers of senior government and its financial resources, it is important that communities are provided with access to government and it's support"* (Dykeman,1990:13).

### **Opportunity for Community and Government to Become Partners**

Cd supporters need to recognize that in most cases there will be obvious tension between local cd goals and the larger political interest. This fact is inevitable and has to be recognized and dealt with by finding mechanisms to establish a working partnership between the community and senior government (Dykeman,1990:12). It is no longer enough to just state a problem of this magnitude and not suggest possible solutions to ease the tension and improve the situation.

However, this process will require a shift in our societal organization and views on power. Because power in today's society is centralized and concentrated at the top, the conditions for local control will require a transfer of power from top to bottom, from central to decentralized control, from bureaucracy to grassroots management, and from outside ownership and control of capital to local ownership and control of capital (Nozick,1990:19).

Kretzmann and McKnight in *Building Communities From the Inside Out* (1993:367) see this process as re-inventing government. They say that effective support of asset-based development requires governments to shift their role from defining problems and creating solutions to following community definitions and investing in community solutions. This shift, they believe, will result in government leaders fulfilling their legitimate roles as public servants. And as the effective role of the public servant is discovered, government will be re-invented.

This type of societal changes needs to be undertaken for two important reasons (Calliou,1991:32):

1. *Citizens are increasingly dissatisfied with the results of city planning. Ever increasing citizens groups are formed to fight decisions made by a process that excludes them. Participation is needed to incorporate people into public processes from the start. People buy into what they help create. Community educators need to become aware that much of what affects the health and well being of their communities emanates from, or is in some way tied up with, the land use planning process.*

*2. Recognizing that the local community and region is where people experience issues in a tangible way and feel that is where they can make a difference.*

Both community and government have to take responsibility and step up to the challenge of creating change in the public participation process, as discussed in the latter part of this chapter. There needs to be acknowledgment of the differences between the two parties but still a dedication to work towards common goals. The following chapters begin to review ways various Canadian planning departments and communities have begun to initiate such working relationships, problems that are encountered, as well as ideas to start the process. Before the ideas found in Chapter One are explored further and in more detail, the next chapter reviews the methodological approach underlying such endeavors.

## **Chapter Two**

### **Methodology**

The purpose of this paper is to study a process that is, in essence, about quality of community and quality of life. Numbers cannot accurately speak to or describe the concepts being studied in this project because of the nature of the topic and focus chosen. It is for this reason that one book, Bruce L. Berg's, Qualitative Research Methods for the Social Sciences (1995), and the author's ideas compiled in it, heavily influenced the methodology chosen for this paper,

*Dabbs (1982,p:32) indicates that the notion of quality is essential to the nature of things. On the one hand, quantity is elementally an amount of something. Quality refers to the, how, when, and where of a thing - its essence and ambiance. Qualitative research thus refers to the meanings, concepts, definitions, characteristics, metaphors, symbols, and descriptions of things (Berg,1995,p:3).*

#### **Project Methodology**

The methodology for this project began around the idea that, *"to begin, you simply seek naturally occurring classes of things, persons, and events, and important characteristics of these items. You look for similarities and dissimilarities - patterns - in the data. But you must look for these patterns systematically"* (Berg,p:60). This chapter outlines the methodological stages undertaken for this project in detail.

#### **Project Details**

Goal: To improve a particular component of the practice of planning.

Problem Statement: Can cd improve in planning departments at the municipal level of government compared to the state it is in now?

Research Questions: If so, how can this be accomplished? What factors are needed to accomplish this goal?

- The term cd can be operationally defined (Chapter One,p:3).
- Cd can be measured by qualities found in the literature repeatedly (Chapter One,p:6).

## **Subjects and Data**

The subjects involved in the survey were planners chosen from municipal planning departments across Canada. Planning departments in the following cities, listed in alphabetical order, were asked to participate: Calgary, Charlottetown, Edmonton, Fredericton, Halifax, Hamilton, Moncton, Montreal, Ottawa, Regina, Saskatoon, Toronto, Vancouver, Whitehorse, Winnipeg, and Yellowknife. Most of the cities chosen have similar populations and are considered vibrant urban centers. Other municipalities were chosen for a representation of cd initiatives in the differing parts of Canada. Most important, each province was to be represented entitling a fair overview of Canadian cd municipal (planning department) initiatives. The participating planners had to be involved in and familiar with cd projects that the planning department had undertaken or was participating in.

The participants were identified in a top down process. Department heads or directors (supervisors) were contacted and asked to provide the names of the planners involved in cd projects. The working definition of cd was given in order to familiarize planners with the direction adopted for this project so confusion and miscommunication on the topic could be avoided. The definition read as follows: *“an approach to community planning which allows community members to become more involved in planning issues and procedures than traditionally land use planning has allowed for.”* For those that needed an example of a municipal cd definition, the City of Calgary’s working definition was given as, *“a set of customized processes and products that allows for the City of Calgary, in collaboration with residents and interest groups of a designated area, to resolve issues of a common concern”.*

The planners, which were identified by the supervisors as being involved in cd projects, were then contacted and asked a series of questions, which made up the survey. The questions outlined are those that were used to initiate conversation for the interviews. Not every interview covered all questions. Each interview varied enormously in regards to the information able to be given. Focus was more on the opening of dialogue even if concrete answers could not be given. This resulted in the varying format of information relayed in the Municipal Community Development Inventory (Chapter Three):

1. Can you describe recent/ongoing CD initiatives in your municipality?
2. Who are the players involved? Partnerships?  
(community, departments)
3. Is there a working definition?
4. What are the costs involved?  
(time frames, people power, \$)
5. What are the outcomes to date?  
(positive and negative, personal feedback - possible improvements, lessons learned)
6. What evaluation methods are used?  
(indicators of success/failures, benchmarks)
7. Other personal suggestions on community development?  
(literature, other projects, other contact names)

The planners (the key informants) were then asked to give contacts names and numbers of others who were involved in the cd projects. The people that were referred to in this subsequent stage of data collection were at times planners in the same division or

department, individuals in other departments or individuals or groups who were not employed by a city.'

All interviews were completed over the phone. All respondents were informed of the purpose of the study and what would be expected of them as participants before they began the survey. All participants were willing to take part and supported this study without exception. It should be noted that no one refused to take part in this survey. Even those not involved in cd projects wished to discuss reasons why they were not.

The survey consisted of seven questions, which were, for the most part, open-ended. The main purpose of the survey was to get participants to start talking about their cd projects. In order to do this, the survey itself was flexible and gave respondents leeway when answering questions. This was necessary, in light of all the project's differing natures and details. Each project varied in almost every aspect. Although most questions could be answered yes or no if needed, in most cases, this did not give all of the information required to be able to pull out the trends and lessons learned that later would be needed to formulate recommendations.

The setting and manner in which the surveys were performed was informal in nature. The dialogue was very chatty but precise enough to answer the standard questions required. The relaxed atmosphere could in part be attributed to the interviewer being a student temporarily employed with the City of Calgary. The interviewees recognized the situation as non-threatening and enjoyed the opportunity to talk about cd in a way that would contribute to its practice. The participants also enjoyed talking to an interviewer who had talked to others across the country about Canadian cd initiatives. Generally, the participants spoke 80-90 percent of interview time. The interviews varied in length from 20 minutes to approximately one hour.

Unfortunately, cd information from all municipalities was not possible. Not all municipalities were able to participate. A number of planning departments were undergoing physical or structural reorganization and restructuring. Many of these departments did not have the resources, energy, time, or political climate to initiate cd projects. Cd does not seem to be a priority to most of the departments involved in the above circumstances. As well, a number of significant staff persons involved in cd

projects were on vacation or unable to be contacted. Why cd is or cannot be instigated in certain municipal planning departments is expanded upon in a later chapter.

It was evident, from this experience, that the planners and individuals contacted to be part of this study were excited at their involvement. Some of the most interesting and valuable data was gained through the participants' personal comments. Some of these comments were off the record and could not be stated directly in this document in order to respect the wishes of those involved. However, all-important points made have been noted in subtler ways because of their importance. It was this aspect that was most enjoyable about the data collection, the sharing of people's thoughts, experiences, and opinions.

## **Analysis Techniques**

### **The Interview**

Interview, as defined in Berg (1995,p:29), simply means, "*a conversation with a purpose.*" The definition precisely fits this project's interview process. The whole project is based on information pulled together through conversation with those involved in the municipal planning of cd projects. The process, however, was not as casual as unstructured chatting. A great deal of thought and preparation was put into the creation of the survey and the interview process. The following paragraph from Berg (1995,p:59) sums up the approach taken by the interview process:

*It is important to note that while qualitative analysis is sometimes thought to lack precision assumed to be present in quantitative research, this is not necessarily the case. Good qualitative research, like good quantitative research, is based on calculated strategies and methodological rigor. Insights obtained from qualitative research not only add texture to an analysis but can demonstrate meanings and understandings about problems and phenomena that would otherwise be unidentified. Qualitative analysis cannot be undertaken quickly, neatly or, lightly, but this should never be used as a*

*liability or limitation. Instead, this characteristic of qualitative analysis is perhaps its greatest strength. When qualitative analysis is undertaken, certain priorities must be established, assumptions made during the design and data-collection phases must be clarified, and a particular research course must be set. Quantitative data are sometimes incorrectly leaf raked (particularly by computer programs) in order to find results, but qualitative analysis cannot be conducted in this manner.*

The interview format fell in between what is termed an unstandardized interview (less) and a semistandardized interview (more). Berg (1995,p:32-33) briefly outlines both interview approaches. The unstandardized interview does not consist of a rigid set of questions. Interviewers begin with the assumption that they do not know in advance what all the necessary questions are. Consequently, they cannot predetermine fully a list of questions to ask. In the case of this project, for the most part, set questions were asked of each participant.

The techniques that were taken from the unstandardized interview approach was the ability to, "*develop, adapt, and generate questions and follow-up probes appropriate to the given situation and the central purpose of the investigation. Schwartz and Jacobs (Berg,1995,p:40) note that this results in appropriate and relevant questions arising from interactions during the interview itself.*" This type of approach can be useful when rapport needs to be established for a successful interview; what is also referred to as 'chit chat'. The establishment of rapport and ease of discussion was extremely important in the retrieving of interview data; it was necessary for people to feel comfortable when expressing personal opinion and feelings about their experiences.

The semistandardized interview is more true to form in what techniques were used in this project. A description of this approach is best provided in Beck (1995,p:33),

*This type of interview involves the implementation of a number of predetermined questions and / or special topics. These questions are typically asked of each interviewee in a systematic and consistent order, but the interviewers are allowed freedom to digress;*

*that is, the interviewers are permitted (in fact expected) to probe far beyond the answers to their prepared and standardized questions.*

One characteristic of a standardized format is that the questions are worded in a way that is familiar to the people being interviewed (in the vocabularies of the subjects). This worked in this study because planning vocabulary is so widely used and recognized by planners in the practice.

It should be noted that the interview process of this study was possibly less difficult than other similar studies because those involved with this project were a select group of participants. Most interviewees were of the same educational and social level, age, and most importantly, professional group. This factor dictated what types of questions were asked in the survey. Normally, a more complex survey would include questions of four different natures: essential questions which are the central focus, extra questions which test the reliability of participants' answers, throw-away questions, and probing questions. The survey used in this process was less complicated because the investigation focused on a homogeneous subculture. This made it possible to only ask essential questions and on occasion probing questions. Extra questions were not needed to test the reliability or consistency of participant responses. The planners involved in this study were the proper participants to be involved and had the information necessary to complete the study; this was not in question. All the questions were open-ended and for this reason, throwaway questions did not suit the purpose of this survey.

## **Sampling**

The sampling technique used here is termed "purposive sampling". This sampling technique is described as follows, "*when developing a purposive sample, researchers use their special knowledge or expertise about some group to select subjects who represent this population*" (Berg, 1995:178). The participants chosen were those individuals who are directly involved in the cd projects, in their planning departments across Canada.

Once the sample group was chosen, the interview process was similar for all participants. The interview started with the asking of the essential question:

Can you describe recent and or ongoing cd initiatives in your municipality?

Cd?	Yes	No
	What?	Why not?
	Themes?	Themes?

### Qualitative Research

The following words on qualitative research guided the research accomplished throughout this project. It seems appropriate to end this section with this passage prior to inspection of the data:

*Research methods on human beings affect how these persons will be viewed. (Bogden and Taylor, 1975). If humans are studied in a symbolically reduced, statistically aggregated fashion, there is a danger that conclusions - although arithmetically precise - may fail to fit reality (Mills, 1959). Qualitative procedures provide a means of accessing unquantifiable facts about the actual people researchers observe and talk to. As a result, qualitative techniques allow the researchers to share in the understandings and perceptions of others and to explore how people structure and give meaning to their daily lives. Researchers using qualitative techniques examine how people learn about and make sense of themselves and others (Beck, 1995, p: 7).*

## **Chapter Three**

### **The Canadian Municipal (Planning) Inventory of Cd Initiatives**

The following chapter outlines cd initiatives as described by each city planning department. Eight out of a possible sixteen contacts detailed cd initiatives in their city. This information was gathered from two sources: survey data from verbal telephone interviews, and written literature sent in by the interviewee. The following data is as consistent as can be in light of the wide range and differing nature of the initiatives and projects compiled in this survey.

The format of this chapter feature each city listed in alphabetical order, beginning with a quick cd reference chart and followed by a more detailed version of that city's cd initiatives. If available, each detailed outline includes information on the following components: department involvement, the project's name and details, funding, evaluation techniques, and personal interviewee comments. Not all information was available for each survey. All the cd projects were at differing levels of implementation and some of the data needed was either not yet available or not known.

*Departmental involvement* includes comments on which departments of a city hall were involved on these projects and their role. Departmental involvement varied greatly from city to city. *Funding* was an area that varied in response and detail. Some planners had knowledge of funding amounts and sources, while others had little to no information on funding issues. The latter was the more prevalent of the two scenarios. *Evaluation* of the projects was something that was talked about frequently in notion and benefit but only two cities actually practiced. The *personal interviewee comments* were given specifically to aid in the compilation of lessons learned from cd practice at the municipal level of government by municipal planners. These comments are based on the practitioner's personal opinion gained from their project experience. It is this area that

should be given the most care to while reading this section, considering the desired goal of this project is to share and learn from common experience.

## QUICK REFERENCE: CALGARY

Municipality	Department Involvement	Definition	Project Name	Project Outline
<b>Calgary</b>	Interdepartmental Planning Building Social Services Parks & Rec. Police Services Corporate Properties Group Transportation Calgary Health Services Calgary Board of Education	Yes (Defn.Section)	Millican-Ogden Cd Interdepartmental Pilot Project 1996	<ul style="list-style-type: none"> <li>Pilot project, which includes different departments and community, groups in a round table, partnership style of community planning.</li> </ul>

## **CITY OF CALGARY**

### **Department Involvement**

Calgary initiated a cd pilot project, which uses an interdepartmental team approach. The purpose is to produce a community plan and revitalise the community from economic, social and environmental perspectives. The Planning Department and Social Services Department co-lead a corporate (refers to City Hall) team which also includes Parks and Recreation, Police Services, Corporate Properties Group, Transportation, Calgary Health Services, and Calgary Board of Education.

### **Project Name and Details**

#### **Millican-Ogden Cd Pilot Project**

This project is an interdepartmental pilot project, which is co-lead by the Planning and Building and the Social Services Departments. The process is to involve all vested and interested representatives from Millican-Ogden and the City administration around a table to deal with issues that concern both parties. The community has the opportunity through this project to become more involved in the planning process and in community decision-making than in past plan making projects in Calgary. Community organization and input was accomplished through open meetings where the community sets the agenda and organizes the working groups itself while the civic employees act more as facilitators and resource people. The City completed an issue identification stage, which was based on a survey of all households and targeted business districts in the community. As a result, several committees were formed; solution seeking took place as well as possible implementation techniques. The community is now in the process of compiling a community strategic plan, which will be presented to City Council. Actual implementation has not yet taken place. Evaluation mechanisms have yet to be discussed or determined.

## QUICK REFERENCE: EDMONTON

Municipality	Department Involvement	Definition	Project Name	Project Outline
Edmonton	Planning Department lead *However, all resources are available to the community on an issue to issue basis. (land use, infrastructure, economic, social)	No	Boyle St. McCauley  Abottsfield Centre McDugald/Queen Mary	<ul style="list-style-type: none"> <li>Community store front offices aimed at actively recruiting residents to participate in a plan making process. Also serves as a drop in centre, meeting place, and resource centre for all community residents. Community writes plan itself, initial it and presents it to council. Planner is hired by the community but paid by the City to facilitate this process.</li> </ul>

## **CITY OF EDMONTON**

### **Department Involvement**

The planning department leads all cd projects but resources needed throughout the process are inputted as necessary from the different departments at the City. All corporate resources are shared in these kinds of projects.

### **General**

There are three different levels of community work done by the department: a 'full meal deal' (cd), 'healthy wanting to stay healthy' (partial plans), and in the middle of these two exercises where only select issues are addressed. The "full meal deal" is considered close to pure cd work as it embraces a style of advocacy planning where the community worker puts the community above corporate objectives at all times. However, the community worker can help educate and inform the community about realistic planning and corporate issues and restraints. The community planner or worker is hired by the community, to work for the community and puts the community's plan before corporate objectives. This project is unique in nature to Canadian cd initiatives.

### **Project Name and Details**

#### **Boyle Street McCauley, Abbotsfield, Centre McDugald - Queen Mary**

The above projects are the three areas in Edmonton where a cd approach to community planning has been implemented. Boyle Street was the pilot project community and grandest project in terms of money, time and resources, while the other two are still in working stages.

A community office (storefront) is set up in a community that has traditionally been difficult to plan for and where public input is often difficult to solicit. A community worker is hired by the community but is funded fully by the City. This person reports directly to what is called a Community Advisory Board made up of community residents. The opportunity for drop-in visits is always available with the planner but the worker also actively solicits involvement by all vested groups in the community. These representative groups of people then write a community plan, initial the final draft and take part in the presentation to city council. This type of planner takes on many different roles throughout the process: educator, facilitator, advocate, and support system. All city resources (the differing departments) are available to the community depending on the issue: land use, infrastructure, economic, and social. Despite the fact the community writes and delivers the plan taken to Council, the City's planning issues are still represented in the final document but are placed at the end of the community plan. Council makes the final decision.

## **Funding**

These projects are funded 100 percent by the City. The community office runs on an outside budget of approximately \$65,000 for operational expenses. The first project, Boyle Street McCauley, lasted 5 years and cost \$500,000 total for operational and implementation expenses. All three levels of government shared hard infrastructure costs. The other projects are not as grand in cost or resources, and are still in the working stages.

## **Evaluation**

There is a standard questionnaire in existence for citizens that are involved with these projects. The department is aspiring to a survey conducted three times per project: one before work begins, one after work is completed, and another one to five years later.

The corporation is also presently working on a monitoring program that will be applicable to any community. This program will match different databases together: property information with people data for an area, i.e. engineering data, infrastructure status, and census information. It intends to measure how healthy a community is in light of the overall data analysis. The program should monitor the status and trends of an area and indicate the direction of future projects.

### **Interviewee Comments**

- The cd types of projects were created out of a realisation that money was becoming tighter, and communities were going to have to start solving their own problems by becoming more self-reliant. These types of community offices have since become very popular in Edmonton and are seen as successful by the citizens and administrators.

## QUICK REFERENCE: HAMILTON

Municipality	Department Involvement	Definition	Project Name	Project Outline
<b>Hamilton</b>	Planning & Building Department	No	The 1996 Beasley Neighbourhood Plan. Prepared by: The Beasley Neighbourhood Plan Review Team in conjunction with the Planning and Building Department	<ul style="list-style-type: none"> <li>• Neighbourhood makes it's own plan while planner facilitates the process and acts as representative of Corporate interest.</li> </ul>

## **CITY OF HAMILTON**

### **Department Involvement**

The Planning and Building Department write all Hamilton community plans which focuses mostly on land use issues. Social issues are identified in brief but community social issues are not pro-actively dealt with in this process. However, the community does all the legwork in producing a land use community plan. The following project is an example of the process.

### **Project Name and Details**

#### **The 1996 Beasely Neighbourhood Plan**

Council appoints a Review Team made up of representatives of the varying interests of the community to work alongside the planner assigned to an area. In this case the Team consisted of individuals representing: The International Village Business Improvement Area, Downtown Business Improvement Area, Ferguson Avenue Redevelopment Advisory Committee, Beasely Neighbourhood Association, James Street North Businesses, Beasely Neighbourhood Business, Housing Helping Centre, and Beasely neighbourhood residents. The Team does much of the legwork in plan preparation while the planner facilitates the process, wearing different hats in response to different situations. The planner represents the City's interests. Cases where differing objectives may have been problematic have been rare. When they do occur these cases have been resolved at the community level between the community and the planner. Residents sometimes help present the plan to council.

## **Interviewee Comments**

- This process tends to lead to empowerment of a community but is not intentionally designed to do so. This process was put into place in response to lack of money and resources to do exhaustive community work. As a result, communities have begun doing more of the work themselves.

**QUICK REFERENCE: MONTREAL**

<b>Municipality</b>	<b>Department Involvement</b>	<b>Definition</b>	<b>Project Name</b>	<b>Project Outline</b>
<p><b>Montreal</b></p>	<p>Interdepartmental:                       Planning                      Housing                      Economic Dev.                      Social Services</p>	<p>Yes (Defn.Section)</p>	<p>Cd: At the Heart of Montreal's Social Development - Policy Statement, 1993.</p> <p>Deals with the following groups and people:                      Urban Security/                      Public Health/                      Women and the City/                      Youth/Violence/Elderly                      Cultural Communities/                      Homelessness/Hunger/                      Housing/Employment/                      Mutual Aid</p> <p>Quartiers en Sante Program</p>	<ul style="list-style-type: none"> <li>• The Montreal Social Policy statement accepts cd as the strategic choice for attaining city objectives. The topics listed on the left are dealt with in a manner, which focuses on empowering a group or community to take responsibility and actively deal with community issues. There is a strong focus on partnerships.</li>   <li>• Neighbourhood committees set up as a recognised decision-making body by the city on behalf of the community.</li> </ul>

## **CITY OF MONTREAL**

### **Department Involvement**

All civic departments in the City of Montreal that deal with social issues utilise cd approaches.

### **General**

Cd in Montreal has a strong history in planning practice. The Policy Statement on cd is seen as very important to planning processes and aims to incorporate as many people as possible into pre-decision making stages of daily City business. The goal in Montreal is to have all voices heard, especially where it concerns social issues, and to have citizens be an active part in solution seeking. City Council still holds the ultimate decision making capacity but community empowerment is still the goal of such extensive participation exercises. The political and planning processes claim to be "open" and supportive of social issues in general. The intended goal is to have strong communities, so that they can stand on their own and alleviate some of the pressure for the City in dealing with its increasing social problems. The following programs are outlined in the Policy Statement as examples of cd initiatives, notice the emphasis on partnerships and support roles. The following excerpts are policy statements, which guide departmental action. Language barriers prevented detailed conversation on individual projects. All of the following information can be found in detail throughout the City of Montreal's Policy Statement document entitled, "Community Development: At the Heart of Montreal's Social Development (November, 1993).

### **Project Name and Details**

#### **Urban Security**

The security of public places, particularly parks, will be a matter of special concern to the administration which encourages the users and nearby residents of these parks to gain control over them and make them safer (p:32).

## **Public Health**

In the field of public health, the City will use the presence of its two board members at the Regie regionale de Montreal-centre to act within the framework of Quebec's health and welfare policies, and in partnership with all the establishments and groups concerned (p:32).

Regarding AIDS, the City plans to maintain its support for groups engaged in prevention and in providing support to carriers of the HIV virus and to those with active AIDS. More specifically, the City intends to extend its active collaboration to an initiative for planning and co-ordinating efforts in this area.

On the regulatory side, the City will make sure that its current revision of zoning bylaws takes into account factors related to shelters for AIDS patients. Relaxing certain norms will make it possible to take into account the prognostic context peculiar to this disease (p:33).

## **Women**

The City administration intends to continue its support for the whole "Femmes et Vile" women's program both within the and outside of its administrative structures. It plans, among other things, to maintain this program's security component through its support for the CAFSU action committee (p:34).

## **Youth and Violence**

For Montreal's adolescents, the City intends to maintain its current support for Jeunesse 2000 and Soutien financier aux Maisons de jeunes program. For young adults, the City intends to accentuate its role in certain employability development projects, notably by supporting the establishment of work force re-entry businesses. The City intends to do its part in any form of consensus building, which seeks to fight the plague of violence with which youth are often associated. This phenomenon is a challenge to all institutions, community organisations, schools, and to the workplace and socio-legal network (p:37).

## **Families**

In 1994, the United Nation's "International Year of the Family," The City will accentuate its focus on the family, promoting dialogue with relevant organisations and its major metropolitan partners with a view to developing a detailed action plan to adjust Montreal's neighbourhoods to the needs of families (p:39).

## **The Disabled**

The city will also continue its active participation at different round tables (tables de concentration) at which many of its partners sit - notably in the area of public transportation (p:40).

## **The Elderly**

The City is committed to intensifying its collaborations with the health and social services network and with CLSCs in particular. The aim is to harmonise the actions of the different organisations serving seniors, with a view to developing agreements that will

help keep the elderly in their own homes.' Finally, the City will continue its active participation at the different round tables (tables de concentration) whose aim is to improve seniors' quality of life (p:41).

### **Cultural Communities**

The City plans to pursue its collaboration with the various cultural communities living on its territory, favouring an integrated approach to problem situations mainly by relying on neighbourhood solidarity (p:42).

## **Socio-economic Problems**

### **Homelessness**

The City administration remains committed to supporting community resources, which provide referral services to the homeless. The administration intends to pay special attention to certain new phenomena, such as cases of multiple addiction and AIDS. The City also intends to continue its active participation in all forums where the objective is to have all groups use co-ordination and dialogue to amplify the benefits of their actions. On this score, the City intends to be an active partner in the current planning of regional resources and projects on this question (p:44).

### **Hunger**

The City plans to give priority support to the Nourrir Montreal program, which offers the advantage of pooling the efforts of organisations with the common objective of fighting poverty. Under the Nourrir Montreal program, The City encourages the emergence of structural projects attacking the root causes of poverty. The City has also

the objective of convincing the private sector to accentuate its commitment to Nourrir Montreal (p:45).

## **Housing**

There is a need in Montreal for collaborative work amongst government, Corporate, and associative partners to deal with the issue of housing. The City works in close collaboration with the Societe d'habitation du Quebec (SHQ), tenant associations, development corporations, housing committees, and social service partners to turn community space into meeting places for dynamic dialogue between residents of public housing and the surrounding community. The City also supports alternative formulas for housing issues such as co-operatives and non-profit organisations (p:45-46).

## **Employment**

The City gives strong support to community economic development corporations and local economic initiatives. When needed, the City will help these groups write administrative reports and simplify the process needed to succeed. The City has also been open to feedback from community on issues of employability and relies on their input for solutions (p:46-47).

## **Quartiers en Sante Program**

This program refers to committees that have been established in half of the Montreal communities and are made up of community members. The remaining communities will be following suit. The committee is a strong and organized decision making body which is supported and recognized by the City. The structure fosters partnerships within community factions as well as with outside players. It is a forum for

community members to discuss, debate, organize and act. The City provides technical and financial support to these committees.

**QUICK REFERENCE: OTTAWA**

Municipality	Department Involvement	Definition	Project Name	Project Outline
Ottawa	<p>Interdepartmental                      Planning &amp; Building                      Community Dev.                      Economic Dev.                      Housing                      Social Services                      Engineering</p> <p>Strong focus on interdepartmental work in Ottawa</p>	<p>Yes                      (Defn.Section)</p>	<p>Alta Vista Visioning: Results of the 1994 visioning study</p> <p>Interdepartmental Rooming House Team</p> <p>Alliance to End Homelessness in Ottawa/Carleton</p> <p>City Living</p>	<ul style="list-style-type: none"> <li>Residents of Alta Vista organised a Visioning Committee with the goal of creating a document, which would shape the future of their community for the next 20 years. Plan is written and presented by community.</li> <li>A Study Team, which has the vested interest groups around the table working together to address the rooming house issue. Project is in the identification stage.</li> <li>A group of 30 organisations, including the City, working together to address the issue of homelessness in the City. The City plays mainly a support oriented and facilitating role. The goal of the project is to provide support to vulnerable groups in need of housing.</li> <li>This program gives access to housing units provided by non-profit housing associations. The groups in need of housing define issues from the bottom up: HIV+, mental care recipients, teen moms, physically disabled.</li> </ul>

## **CITY OF OTTAWA**

### **Department Involvement**

The Ottawa Planning and Building Department deals mainly with land use and physical improvement issues. When dealing with social and economic issues the department works closely with the departments of Housing and Economic Development who take the lead role. The Housing Branch and Economic Development Branch have recently been merged under a "Development Branch" and see their role as a community out-reach office, providing community support. Interdepartmental work has strong roots in Ottawa but can be difficult because of the many different levels of government active in their city.

### **General**

In some projects the staff are assigned as a resource, and not supervisors, for planning projects dealing with land use, social, or economic issues or a combination thereof. The community involved writes its own plan and presents it to Council themselves. Each project is different and calls for a different process and route of action. The details always change. On the whole, it is claimed that positive outcomes have been the result of this type of approach but differing objectives have been difficult to balance between the City and the communities at times.

### **Project Name and Details**

#### **Alta Vista Visioning**

The Alta Vista Visioning exercise resulted from a reaction by a community in response to a development proposal for their neighbourhood. Residents of the

community organized the Alta Vista Visioning Committee. The City worked with, shared resources and supported the Committee throughout the process. The process was 100 percent funded by the City. The vision intends to shape the future of the community over the next 20 years. Through letters, phone calls, comments at public and committee meetings, and responses to a community survey, the community's input was compiled. The community did all the leg work and plan preparation, it was their document.

The recommendations brought forth from the vision document will be considered in all future planning documents related to the area. The Committee presented the document to the community for final comments and then presented it to the Commissioner of Planning. Planners helped the process unfold but did not impose corporate objectives. However, the department is presently assessing the recommendations put forth by the community before it (if it does) moves onto council. Final consideration is given toward the recommendations fitting into the Official City Plan, such as potential oversights and problems the planning department may have. The final decisions have yet to be made by the Commissioner or Council, but regardless, through this process the community become stronger and united.

### **Interdepartmental Rooming House Team 1996**

The Development Branch has put together a rooming house study team in response to Council's request to review rooming house problems. The team is made up of representatives from various city departments: Engineering and Works, Corporate Services, Community Services and Planning, Economic Development and Housing. The team is to develop a program to address the co-ordinated enforcement of property standards, licensing, registration of rooming houses, the "response team" concept, and work program restraints. Key issues include: substandard non complying rooming houses, access by authorities, co-ordination and tracking of services, inspections, tenant and landlord ignorance of rights and responsibilities, viability of rooming houses in

relation to standards and regulations, and community disruption mainly through noise and crime. The project was started by a joint City-community initiative.

### **Alliance to End Homelessness in Ottawa/Carleton**

A group of 30 organizations, including the City, are working together to form a community based homelessness plan through a strategic planning exercise. The project involves groups such as, the Canadian Mental Health Association, shelters, and previously homeless individuals in a very collaborative process. Planners help the group by facilitating the process and by giving them the support necessary to get the project off the ground. The City participates but has non-voting capacity. The goal for the Alliance is to provide support to communities to deal with housing issues, especially for vulnerable groups. This project is still in a defining phase.

### **City Living**

City Living refers to Ottawa's municipal non-profit housing organization and is funded by the City. The program is meant to give access to housing units provided by non-profit associations. The organization works with a wide variety of groups: HIV positive, mental disorder patients, teen moms, and the physically disabled to assess housing needs.

### **Interviewee Comments**

- It is the department's mandate to try to get all affected parties around the table concerning any given issue. Cd models are aspired to in most cases. There is the realization that cd is not being practiced if the "initiative" is being taken over for the community on projects that affect them. Therefore, the City feels it can take a lead

role in facilitating community projects but leaves the initiative to follow up to the community.

- The Development Branch is highly regarded by other departments. They are seen as providing support to groups that would not otherwise receive it. Their reputation is earned by progressive policies, their ongoing support to community initiatives, and their providing of much needed housing units.
- Evaluations of these types of projects are difficult. The departments are just starting to define a process for evaluation (benchmarks and critical success factors) but find it difficult because of the focus on project process and support roles.

**QUICK REFERENCE: TORONTO**

<b>Municipality</b>	<b>Department Involvement</b>	<b>Definition</b>	<b>Project Name</b>	<b>Project Outline</b>
<p><b>Toronto</b></p>	<p>Interdepartmental</p> <p>High level of interdepartmental team work:</p> <p>Housing Public Health Legal Public Works &amp; the Environment Buildings &amp; Inspections Property &amp; Planning and Development</p> <p>Healthy City Office</p>	<p>Yes (Defn.Section)</p>	<p>Cd in Parkdale 1992-ongoing 3 parts:</p> <p>Queen St. Alcohol Action Committee 1992</p> <p>Queen St. Mental Health Centre 1992-ongoing</p> <p>Land Use Planning Matters Think tank 1996</p>	<ul style="list-style-type: none"> <li>• All working groups in Parkdale are made up of a majority of residents. There is a focus on quality not quantity. High level of interdepartmental team work.</li> <li>• All affected groups in relation to this issue were brought to the table in order to make recommendations. A provincial board sprung out of the local initiative.</li> <li>• Service providers and residents were brought to the table to address the issue of deinstitutionalization for mental care recipients.</li> <li>• All-inclusive round table discussions on how to rejuvenate the community.</li> <li>• A City office held at arms length from the Corporation whose mandate it is to bring government and community together regarding health issues. The Office facilitates and catalyses this process by providing space network opportunities and needed information.</li> </ul>

## **CITY OF TORONTO**

### **Departmental Involvement**

Toronto has a long history of interdepartmental teamwork. The different departments participate on a project or issue basis. Planning has taken the lead role in Toronto's largest cd project found in the community of Parkdale. The Healthy City Office also does substantial cd work. Each department at City Hall has people that work in the Healthy City Office as their talents or resources are required.

### **Project Name and Details**

#### **Parkdale**

Three projects are evident in Parkdale:

#### **Queen Street Alcohol Abuse Action Committee, 1992**

As a result of the concerns that have been raised about liquor related incidents on Queen Street, City Council of June 1, 1993 adopted the Planning and Development report recommending approval of the Interim Control By-law to prohibit restaurants, taverns and other related uses that have been associated with the sale or consumption of alcohol. It has been requested that the Planning and Development Department undertake a study of the land use planning policies for the area related to this particular issue. At the same meeting, Council also approved the establishment of an Action Committee with representation from various levels of government, residents' groups, business associations and relevant agencies. It was believed that land use regulation alone would not be effective in dealing with this problem.

The goals of the Committee were to assess the current situation and identify specific problems concerning alcohol related incidents, improve the lines of

communication between related agencies, levels of government and resident/business associations, and to make recommendations to City Council for changes in municipal by-laws or other legislation. Also, they were to propose operational changes, such as hours of operation. All decisions were made by consensus. The time line was approximately one year with four to five meetings scheduled.

All affected groups were around the table and the process was one of healing and empowerment for those that sought change. Licensing in those areas were amended as requested. A provincial board sprung out of the local initiative because of the dedication given to the issue. The project was given manpower of one person, half time, with periodic support from other departments.

### **Queen St. Mental Health Centre, 1992-ongoing**

This project was initiated in response to issues of rooming/boarding houses and the possible problems they caused. Service providers and residents were brought to the table to come up with solutions to the problems. A solution for de-institutionalization included larger houses being converted into smaller units for mental health care recipients of the Centre.

The concept of Healthy Neighbourhood Committees is an umbrella project that deals with rooming house issues and other issues such as homelessness and prostitution. The mission of Healthy Neighbourhood Committees is,

*"...to empower the community to become, through good planning, a diverse, vibrant, safe and caring neighbourhood that actively promotes and embraces the following principles:*

#### **A Healthy Environment**

*Ensuring that our homes, businesses, schools, parks and streets are clean and crime-free will renew the health of our community. Renewal of the community will be respectful of*

*its heritage. All residents are entitled to live in an environment that promotes equality and quality of life.*

#### **A Prosperous Economy**

*The economy of our community must be made viable through promotion and support of local businesses and through the encouragement of employing community residents.*

#### **A Supportive Community**

*The decency of our community is based on respecting our differences and including all residents in the participation of community life. Residents need to reach out and support each other.*

Using a process that is pro-active, self-determining, and evaluative and well planned (Mission Statement, Health Neighbourhood Committee), will do this.

There is a co-ordinating committee, which has six sub-committees under it representing the six categories the community identified as issues that needed to be dealt with. The committees are completely made up of community members. Everyone is invited to get involved.

#### **Land Use Planning Think Tank, 1996**

This initiative includes informal, open, round table conversations on how to rejuvenate the community through land use planning. The process involves representatives from the City, the business sector, residents, and social service providers. This project is still in process.

## **Interviewee Comments:**

- The focus of the department is on building trust between the City and the community and between the different groups in the community itself. If trust is strong, differing objectives between the City and the community can be addressed without breaking down channels of communication. The planner is able to back out of a conflicting situation and still maintain an open, honest relationship with the community. Respect on both sides is crucial to the process.

## **The Healthy City Office**

The mandate of the office is to bring government and community together to work better as partners where health issues, health, environment, and economy are dealt with. It is essential to the process that all the diverse groups are brought to the table when dealing with such a huge section of issues: community economic development, community gardening, transportation, emissions, as well as housing options. The focus of the office is to facilitate and catalyse the process of people being part of local government. This is accomplished through the providing of space, the starting up of networks, and the accessing of information to groups that want it.

The Office has six full time staff members but have volunteers from each department to participate on an issue to issue basis. There is also a large outside volunteer base. The Office is 100 percent City funded but is held at arms length from City Hall.

Projects undertaken by the Office aim towards the building of partnerships, which will hopefully reduce wasted time and effort and save money (because of shrinking tax dollars) as well as, develop practical solutions to tough problems. Some examples of projects that are already in place:

### **1. Homeless Persons Self Help**

2. Healthy Neighbourhood Incentives
3. Public Education and Action for Clean Air
4. State of the Art Updating and Reporting
5. Healthy City Week
6. Toronto Young People's Advisory Board

The Office's idea, analysis and action statements:

*Idea: a vision of our preferred future in one of the world's most culturally diverse cities.*

*Analysis: studying all sides of complex urban problems such as homelessness, pollution, and unemployment because economy, environment and equity are linked.*

*Action: developing practical, cost-efficient solutions to urban problems by building partnerships and sharing costs...and by bringing problem-solvers together to cut through governmental gridlock and develop economic environmental and equitable joint ventures.*

### **Interviewee Comments**

- The Office challenge lies in encouraging the City to let go of control on every issue and allow initiative to come from the community level. This type of approach to community work is very difficult in a top down political process because it challenges the existing decision making structures that are in place.
- There seems to be a time lag between citizen and City in dealing with most community issues. The community needs to state the issue themselves and put the process in motion and not be held back by City time lines.

- This approach to community planning is not advocacy oriented. The Office cannot put themselves in adversarial positions at any time. The most important function is to get everyone around the table - not to take sides.
- The Office is very popular in light of the re-organization of the City. Commissioners were let go and the departments were disbanded and reorganised into four "clusters". The focus is now on interdepartmental work. There is a move towards non-traditional planning - getting away from the Ivory Tower mentality. There is the realization that City employees have to work with the community to arrive at effective solutions.

**QUICK REFERENCE: VANCOUVER**

<b>Municipality</b>	<b>Department Involvement</b>	<b>Definition</b>	<b>Project Name</b>	<b>Project Outline</b>
<b>Vancouver</b>	<p>Social Planning Community Planning Police, Fire, Health Worker, Librarian, Engineer and Planner</p> <p>Vancouver's Citizen's Committee</p>	No	<p>Community Association Boards</p> <p>Neighbourhood Houses</p> <p>Barriers to Bridges</p> <p>Integrated Service Teams</p> <p>Increased Community Decision Making Power</p> <p>The Citizen's Handbook</p>	<ul style="list-style-type: none"> <li>• An established grassroots community group which lobbies for community interest. Partially funded by City.</li> <li>• Same idea as above but is more social support service oriented for the residents.</li> <li>• Grassroots projects are given money, which promote different ethnic groups working together.</li> <li>• Interdepartmental team located in community to tackle community/civic concerns and issues as a team.</li> <li>• Council is reviewing community and municipal roles for decision-making capacity. The community may get more decision making power over issues that affect only them.</li> <li>• A grassroots guide for communities interested in community organisation and empowerment. Funded partially by the City.</li> </ul>

## **CITY OF VANCOUVER**

### **Department Involvement**

For the purposes of this study, planners in both the Social Planning Department and the Community Planning Department were contacted. Each of the two departments has their own project. Other City departments, depending on the nature of the project, are also involved. These departments can include Police, Fire, Health, Engineering and Transportation Departments. The Vancouver Citizen's Committee (Non- City) also plays a significant role in Vancouver cd initiatives.

### **Project Name and Details**

#### **Social Planning Department**

Social service programs are given approximately \$3 million in grants a year. Cd initiatives are given approximately \$200,000 of this budget. The Social Planning Department decides in a round table fashion how this money is to be spent. The bulk of the money is delegated to particular groups based on proposal processes. There is very little direct service work done with the money by the department. The main role of the department is to support community groups and social providers enabling them to take care of their own needs. These initiatives example this:

#### **Community Association Boards**

Community Association Boards perform cd work at the neighbourhood level. The community members do all legwork for community initiatives. These boards will lobby for community interests to civic employees and aldermen, ensuring their voice is heard. These boards are also delegated a budget by the Parks and Recreation Department

to spend on their own recreation choices (lawn bowling vs. horseshoes). Each geographical neighbourhood has a board and what is called a Neighbourhood House.

### **Neighbourhood Houses**

Similar to the Community Association Boards, these groups also do cd at the grassroots level. They are different in that their main goal is to provide support services such as day-care and job finding information at the community level.

- Both of these community organizations are partially funded by the City and are given the resources (money and information) needed on an issue to issue basis. Both of these groups are made up of elected community members. The groups are said to be active in civic affairs and act as good checks and balances for the City. The feedback from those community groups is felt by the planners to be invaluable.

### **Barriers to Bridges**

Grassroots projects, which promote positive relations between different ethnic groups, receive funding by the department. These projects focus on ethnicity and acceptability at the community level, such as a native friendship centre. The City lends support, not only financially, but also by fostering the skills needed to achieve positive results.

## **Community Planning Department**

### **Integrated Service Teams**

A team is in place for each neighbourhood with departmental representatives: police, fire, community health worker, librarian, engineer and planner. As the team or community members raise community issues, a SWOT process is instigated in response.

The Team members work in the area concerned and are assumed to have a grasp on what the community issues are in light of their constant contact with the community on a day to day basis. Public representation is not constant; it varies on an issue to issue basis.

### **Increased Community Decision Making Ability**

Each neighbourhood is in the process of updating community plans. The process underlying these projects is considered to be cd in nature. Broad public input will be required for a visioning process, which will lay the foundation for all of the plans. Citizen groups are responsible for final implementation of these plans therefore community leaders have to be identified from the start and community momentum is crucial. There will be 20 visioning projects accomplished over the next five to six years with half a million dollars going into each effort.

In light of this process, there is currently a major review of the public participation process underway. Council may give communities more decision making power over issues that solely affect the community, provided consideration is given to the larger City Plan at all times. In effect, money will be given directly to the community associations and they will decide how to spend the funds. This is already happening at some level with Park and Recreation issues.

### **The Citizen's Committee**

#### **The Citizen's Handbook**

*The Citizen's Handbook: the Vancouver Citizen's Committee wrote A Guide to Building Community in Vancouver.* The book is a grassroots guide for communities interested in community organization and empowerment. The Committee is an ad hoc group of Vancouver residents interested in promoting greater citizen participation in civic and community affairs. This group believes that better results are achieved if the two

factions work together in a mutually respectful relationship. The Committee is looking for ways to promote public involvement in public issues and decision-making; they want stronger models of democracy. The contents of the book are as follows: Community Organizing, Grassroots Structure, Community Building Activities, Projects, Organizations, Programs, The Citizen's Library, Inventory of Neighbourhood-Based Organizations, and Who to Call at City Hall.

## QUICK REFERENCE: WINNIPEG

Municipality	Department Involvement	Definition	Project Name	Project Outline
Winnipeg	<p>Interdepartmental</p> <p>Strong foundation for interdepartmental work.</p> <p>All departments become involved in project when needed.</p>	<p>Yes</p> <p>(Defn. Section)</p>	<p>Manitoba Winnipeg Community Revitalization Program</p>	<ul style="list-style-type: none"> <li>Previously NIP, this program exists to revitalise older neighbourhoods in Winnipeg. The program is very grassroots in that the community puts the proposal together to receive the money, organizes the committees, gathers public input on how to spend the money, and puts forth their own recommendations on where the money is to be spent. The project is 50/50 funded by province and City. Planners work with groups as partners.</li> </ul>

## **CITY OF WINNIPEG**

### **Departmental Involvement**

The City of Winnipeg has a strong tradition of interdepartmental work. Each department becomes involved not only when their knowledge and skills are needed but as consultants to the process from the start. This approach claims to include people from the beginning so they do not react to decisions but help create them.

### **Project Name and Details**

#### **Manitoba - Winnipeg Community Revitalization Program (M/WCRP)**

The implementation of M/WCRP involves partnerships between local groups and organizations, civic departments, politicians, other levels of government and the private sector. The partnerships foster a better understanding of civic functions, promotes community responsibility and participation, and demonstrates support for maintaining and enhancing neighbourhood stability. Through these partnerships, issues prioritized by the community such as maintaining neighbourhood character, land use, image of key commercial areas, traffic, community facility needs, safety, adequate affordable housing and infrastructure degradation are addressed.

This program was previously called the Neighbourhood Improvement Program and has been in place since 1974 providing a strong foundation for cd type work in Winnipeg. The program is 50/50 funded by the City and the Province but is executed by the Community Services Department. The process is very grassroots oriented and is intended to revitalise older neighbourhoods that are in decline by getting the community residents actively involved in solution seeking and implementation.

The first task is for the community to organize a Residents Committee, which will produce their own strategic plan with recommendations on how to spend the money allocated for their area. The community chooses what their issues are and sets up ways to create solutions. Presently there are four committees; each made up of approximately 15-18 community representatives. Planners work within the community as partners and neighbourhood planners and cd workers are assigned to an area. Planners in this context of cd, facilitate the process of local residents identifying the issues affecting their community and assisting them in the development of projects or initiatives, which will address those issues.

The capital budget is \$2-3 million per area over a five-year period.- A private consulting firm undertook a complete evaluation of the program in 1990. The evaluation was undertaken at the request of the Commissioner of Planning and Community Services and the Deputy of Urban Affairs. Results were encouraging for programs of its kind and was deemed quite successful. A copy of this document is available for viewing.

**Budget Example:**

Administration	\$600,000
Citizen Participation	\$50,000
Community Facilities	
Parks and Recreation	\$900,000
Community Services	\$350,000
Land Acquisition	\$200,000
Municipal Services	\$600,000
Reserve	\$300,000
-----	
Total	\$3,000,000

## **Complementary Funding**

An organisation's own funds

Manitoba Community Services Council

City of Winnipeg Capital/Maintenance Funds

City of Winnipeg Community Incentive Grant Program

Winnipeg School Division #1 Capital/Maintenance Funds

Winnipeg School Division #1 Children's Heritage Fund

Service Clubs

Winnipeg Foundation

Lotteries Commission

## **Interviewee Comments**

- The process comes close to advocacy planning, but the corporate objectives always have to be balanced. The planner in this process has to be willing to push some issues but step aside from others due to a conflict of interest. Trust and respect are seen as the keys to the success of this process for all those involved. Historically, the department has almost always been able to support the recommendations made by the committees in light of the positive relations between the two groups. Negotiation can be used on behalf of the City as a tool when trust is a factor.

This survey data and the literature search have laid the foundation for the second half of this project. The next sections critically analyzes all of the data gathered to this point and focuses on the lessons learned and recommendations needed for the practice of successful cd with community and municipal planners as partners. First, Chapter Four lays out in detail the findings and implications of the survey data.

## **Chapter Four**

### **Analysis of the Cd Inventory**

This chapter deals with the information gathered throughout the survey process. Trends became apparent as the process unfolded. These trends will be noted in this chapter. Also, a list of projects will be highlighted with the reasons why they have been chosen as successful cd projects. Other information that will be provided in this chapter includes a definition list of cd as defined by the various planning departments and a list of those municipalities not practicing cd and reasons why.

#### **Trends**

This section summarizes the common trends found evident amongst the different municipalities (either in planning as a profession, a municipality as a whole, or more specifically in cd practice) throughout the survey process. This list begins with general planning or political points to those more specific to cd practice.

- **Restructuring or Amalgamation**

Response: 6 (N=16)

There seems to be a movement towards the amalgamation of several municipalities into one larger entity. This was evident in particular with east coast provinces. Restructuring is also currently a popular choice of action amongst many municipalities. Reorganization seems to be happening at the entire municipal level as well as within individual departments themselves. Reasons for this event is usually instigated due to economic cutbacks and dwindling budgets. Substantial time and energy goes into these processes. This reason was often given as to why cd initiatives are not given priority or have been placed on the back burner.

- **Proven and Established Public Participation Channels**

Responses and Observation: 8 (N=16)

Cities with long-standing and more stable and tried public participation systems are more successful at initiating and sustaining cd projects. Examples of such places are Edmonton, Winnipeg, Montreal, Toronto and Vancouver. Although Toronto is currently under a restructuring program, public participation has a long and established past in most planning processes. It is the cities that have already accepted public participation as vital to planning processes that have the least amount of trouble implementing new cd projects.

- **Network of People Involved in Cd**

Response: 6 (N=8)

It became evident through the interviews, as well as the literature, that cd is hard to pin down to just one person. Many different people, projects, and departments claim to be involved in cd work. Cd is an effort that involves many different people and is not 'controlled' by a single person. Almost every interview lead to a list of further contact names and numbers of potential practitioners. However, since there is not clear specifications at the municipal level as to what cd actually is and how it is practiced, many of these leads were not actually doing cd work at all.

- **Uncertainty as to What Cd Actually Is**

Observed: approximately 40% of 16 participants

In actuality very few projects were cd oriented when claimed to be so. This leads to a possible conclusion that there may be an eagerness to jump on a "Community Development Band Wagon". There is little distinction in many municipalities between cd and regular public participation. There seems to be mistaken conceptions as to what cd is in essence. When asked if cd was being practiced, many planners outlined public

participation in land use issues - i.e. appeal processes, development permits. (This type of work is not cd but again, many may be eager to say they are practicing cd because it has become trendy in planning. The uncertainty may also be due to the lack of a standardized definition or common understanding on the topic.)

- **No Standardized Definition of Cd**

There is an absence of working or adopted definitions for cd at the municipal level of government. Only a handful of the cities surveyed had a working definition and most of these were less definitive and more explanatory of the process steps. Calgary, Montreal, Ottawa, Toronto and Winnipeg in this survey were found to have definitions all varying in number, strength and acceptability. Some cities, such as Edmonton and Vancouver, who are doing interesting cd work, do not have a working definition. Cd might not have a strong definition component because it is more process and less product oriented and it is difficult to define a process that changes continually. Cities such as Edmonton who did not have definitions and practice cd, still had clear values, ideas and steps on how they wanted to approach community planning.

- **Lack of Communication Between Cd Participants**

Observed: 7 (N=8)

There is a lack of communication between differing departments in some of the cities for their cd projects. Quite often planners would answer negatively to the question of cd practice, yet practice could be found by the contacting of another person, sometimes even in the same department. It seems that many cities are losing valuable opportunities for the sharing of resources and experiences due to lack of communication amongst and between departments. Cd seems to be most successful in areas where interdepartmental work gets serious commitment by channels of communication being open and used regularly.

- **The Changing Role of the Planner**

Response: 6 (N=8)

It seems to be agreed upon amongst those that practice cd that the role of the planner is changing in relation to community planning. Planners have to be willing to become more flexible in response to community planning issues and processes. Most agree that planners have to focus on elements of “trust” and “respect” when dealing with partnership issues. Trust and respect seem to be fundamental for successful cd initiatives and cannot work without them present at the base of the process.

- **Economic Motivation**

Response: 4 (N=8)

Many municipalities have initiated cd projects in their cities for economic reasons. There is presently wide recognition that decreased funding and lower budgets mean that communities will have to start relying more on themselves for solutions to community issues. While this shift may provide the opportunity for communities to become more empowered, some municipal governments have yet to see community or citizen empowerment as a worthy goal in and of itself. Economic cutbacks may at times force or allow a cd type process to be instigated in a municipality but some planning departments or administrations still require ultimate control over all decisions that are made. In many instances cd projects are not quite this cut and dry. For example, an administration may start a project solely due to budget cutbacks but an individual planner or community takes the project beyond the expected procedure or goals.

However, when cd unexpectedly blossoms beyond expectations, the necessary support networks and partnerships still have to be in place for the project to flourish. It is at this point where the acceptance and encouragement of municipal governments of cd projects and outcomes makes a marked difference. It would therefore be extremely beneficial if municipal governments, specifically planning departments, realized

economically cd worked strategically but also accepted that cd strengthen communities and ultimately the city on the whole.

- **No Project Evaluation**

Response: 7 (N=8)

There is only one example (Winnipeg) of an established program of evaluation for cd projects. Two other municipalities were in the process of discussing evaluation programs (Edmonton and Toronto). Lack of evaluation techniques may be due to the early stage of cd initiatives across Canada. It could also be difficult to measure progress in community development projects from a departmental point of view because cd goals are, for the most part, difficult to measure. Concepts like “empowerment” and “community health” are not easily quantifiable. Most city departments, who need numbers to justify their budgets, may not be eager to take such a commitment on.

### **Summary**

Compiling a database for cd municipal initiatives proved to be a very interesting and challenging task. The diversity and scale of views, projects, and opinions on cd varied greatly. In summation, there is clearly no one way of executing cd work. There are however, a few key components to which could quite possibly lend themselves to successful cd work. These types of indicators were stated frequently. Particular attention was paid to the cities of Edmonton, Montreal, Toronto, Vancouver and Winnipeg where cd work and extensive public participation has tradition and roots and where cd projects have been carried out with local claims of success. This list embodies the main points made by planners in these cities:

- The planner has to be flexible and open to the different approaches and techniques of community participation. Trust and respect on behalf of both parties are crucial to this process,

- There is a focus on process and not as much emphasis on end product as there has been in past planning traditions. An accepted outcome of cd projects has to be that of increased community autonomy even if the department's reason for cd work initiation is purely economic. Some power has to be released by traditional decision-makers in order for cd work to be legitimate and meaningful,
- Groups that are not accustomed to working together within city halls have to work side by side with open communication for the most successful results. Individual roles of "city worker" or "planner" are less important in this type of work than providing support to the community, and
- A supportive city council is crucial for cd work to take place.

There are just as many municipalities that are not participating or supporting cd work as those that are practicing (eight out of the sixteen surveys). Unwelcoming political climate, traditional departmental policies or non-supportive personal agendas are a few of the reasons given for lack of interest. This does not mean that cd is not being practiced in the municipality in question. In some of these areas cd is already the sole responsibility of the community, or it is executed at the provincial level of government. In some places cd was not touched on at all by municipal government and in others cd was supported, but only monetarily. Every City differed in its approach. Absolutely every degree was represented on a scale of cd practice, from pure to non-practicing.

Despite the varying degrees of cd practice, almost all interviewees were anxious to discuss the topic and requested a copy of this document upon completion. There is excitement over cd right across Canada. Cd seems to be a "buzz word", planners and others, are ready to explore as an option for community planning. The opportunity is evident for the establishment of inter-provincial partnerships in relation to this type of work. Those that do not practice cd expressed interest in learning from other municipalities that do. Those that do practice cd projects expressed interest in learning more or were willing to share their knowledge and experience in the field with others.

Hopefully this document is the first step in opening the channels of communication for the players involved in cd projects and who deal with cd issues in Canada.

### **Highlighted Cities and Projects**

The following cities have been highlighted because the projects they have implemented are unique or progressive in nature. Each of these projects claims success and contains key elements (just as some of those listed in the previous 'trends' section) for a successful cd project. For more detail on each project refer back to Chapter Three, where each city survey and cd projects are outlined at greater length.

- **Edmonton**

The community storefront projects: Boyle McCauley, Abbotsfield, Centre Mcdugald/Queen Mary.

The Edmonton store front projects are unique to the survey in that they are the only projects in Canada that provide funding for a community to hire it's own community worker or representative. The concept of an office located in the middle of a community manned with a worker of the community's choice who holds the community's best interest first, is probably the most 'pure' cd practice found in the survey. It is the intention of the community office to include as many groups and individuals in their community planning procedures. The outcome of the process is a plan produced in whole by the community, which is presented to Council in its intended form. The planner helps the community produce a plan with information and resources when asked or when needed. The planning department's input and issues are placed after the communities' work in the document. Council makes the final decisions. Ideally the two, planning and community, have worked together throughout the process and learn from one another.

- **Montreal**

Policy Statement

Community Development:

At The Heart of Montreal's Social Development (City of Montreal, 1993)

Montreal does not have one or two projects that include cd principles, but instead has a policy statement on cd that aims to include the public extensively in all decision-making processes. Montreal makes community empowerment the goal of all social and community planning projects. Cd has become very much an approach to planning in Montreal and not just an isolated project.

- **Ottawa**

The 1994 Alta Vista Visioning Project

An Ottawa community has been given a hundred percent financing by the city to operate a study and make a proposal based on the direction their community desires to take. A group of residents lead the process ensuring all input was heard and recorded from the different factions of the community. Council made the final decision. The City stepped aside in this instance and provided the community with the opportunity to accomplish their own goals, through the means the community deemed most appropriate. Recommendations were based solely on community input.

- **Toronto**

The ongoing cd project in Parkdale.

The cd project in Parkdale, headed by one planner and including various City departments, was formed for the purpose of discussion and inclusion of all groups affected by Parkdale's issues. This project has successfully managed to get to the table all of the groups who are affected by community issues and who have a part to play in brainstorming community solutions. Because the issues were emotional in nature (drug

and alcohol abuse) healing and empowerment were the desired goals of the process. For planning to recognize that social problems are directly related to land use planning issues is an accomplishment in its self.

### The Healthy City Office

The Healthy City Office is an organization that has struggled through the experience of being funded by the City while trying to remain at arm's length to best serve the communities of Toronto. After establishing itself as a strong entity without City interference, the office has accomplished successful work. The mandate of the office is to bring all affected groups around the table on issues of health in the City of Toronto. The office strives to include people into the processes of local government and gives them access to space, information, resources, as well as important contacts and networks of people to accomplish the tasks.

- **Vancouver**

The Citizen's Handbook: A Guide to Building Community in Vancouver  
(Vancouver Citizen's Committee, 1995)

This book is an excellent and comprehensive grassroots guide for communities interested in community organization and empowerment. The book is an example of what a group of citizens can accomplish on their own. Although the Social Planning Department helped fund the initiative, a group called the Citizen's Committee did all the research and writing themselves. The book outlines essential community building information, such as: community organization, community building activities, existing projects, existing organizations, existing programs, City Hall contact names, as well as places of resources.

- **Winnipeg**

The Manitoba Winnipeg Community Revitalization Program.

This project is unique being that all levels of government, local groups, politicians and the private sector work together to address community and city issues. However, the first task for these projects starts with the forming of a resident's group that guides the process and identifies community issues as well as possible projects and solutions. Planners work as partners with the community and support them in any way that they can.

### **Inventory of Community Development Definitions**

The following list is an overview of the different definitions of cd provided by those departments that either have a working or adopted definition. The city is listed, followed by the document the definition can be found in, ending with the actual definition.

#### **Calgary**

City of Calgary

Community Development Inventory, Corporate Document, 1996

- *"A set of customized processes and products that allows for the City of Calgary, in collaboration with residents and interest groups of a designated area, to resolve issues of common concern."*

Millican-Ogden Community Development Interdepartmental Project

Terms of Reference, 1996

- *"Community development is a process that encourages and supports people to work together to address common issues or concerns. It is a process that is based on the belief that a broad spectrum of participation can bring new insights into the problem solving process. By utilizing a democratic decision-making process, cd attempts to*

*strengthen connections between residents, community groups and city departments and agencies thereby resulting in improvements to the quality of life of their community and greater control over decisions that affect them."*

## **Montreal**

### Policy Statement

Community Development: At the Heart of Montreal's Social Development (1993)

#### "Community Development"

- *"For the city administration, cd is the strategic choice for attaining its objectives. This involves bringing the Montreal's community to participate directly and actively in its own development, as much through group and citizen community action as through the social missions undertaken by public or private-sector institutions."*

#### "Social Development"

- *"Social Development, by definition, is built on the capacities and energies of groups. Municipal action should, through the actions of City departments, nourish and support the abilities of groups and work with their strengths."*

## **Ottawa**

Housing Matters in the City of Ottawa, 1993

- *"The City's role will be more of a facilitator and stimulator rather than a builder or developer as in the past and will require more effective co-ordination of its available resources and tools to lever new opportunities and foster new partnerships."*

## Toronto

Many different definitions are found throughout the literature from Toronto. The following list is an example of the variety and differing interpretations of the term 'cd'. However, most of the definitions are similar in values and goals.

The Ontario Prevention Clearinghouse Newsletter: Community Development in the 90s, July, 1990

- *"A method of local agenda-setting and problem solving, a strategy for mobilizing local resources and skills and initiating action, a philosophy consistent with democratic values of participation and having a say in decision - making, a social process involving a partnership of residents and agencies in needs and program development."*

Community Development: An Inter-provincial Forum, 1991

- *"(cd) has also been called a process of social action by which people of a particular community organize themselves for planning and action. Through this process, the community defines common individual needs and problems and allows for individual plans to meet those needs and solve problems. Plans are carried out with a maximum of reliance on community resources which can be supplemented by government and other external resources." Key features: process oriented, sustainability, economic development, visioning, partnerships, networking, bottom-up approach.*

Advocacy for Basic Health Prerequisites: Departmental Policy Paper, Dec. 1991, Dept. Of Public Health

- *"Community development is a more generalized process of working with individuals and groups within a community to define and act to solve their problems. This action*

*usually, but not always, includes some form of advocacy. Community development strategies enable the self-empowerment of individuals and groups..."*

The Ontario Prevention Clearinghouse Newsletter: Community Development in the 90's,  
July 1990

- *"The project's mission is to empower the community to become, through good planning, a diverse, vibrant, safe and caring neighbourhood that actively promotes and embraces the following principles: a healthy environment, a prosperous economy, a supportive community. This will be done by using a process that is proactive, self-determining, evaluative and well planned."*

Community Development: Dept. Public Health, 1991

- *Community development is "the process by which a community decides collectively on its needs and develops strategies to utilize its collective power to meet their needs"* (Ontario Community Development Association, 1986).

Community Development Group Report: Planning Department, 1992

- *"Community development is a process of intentional change that aims to increase the livability and enjoyment of the City and strengthen the interdependence between communities and with the City as a whole."*

## **Vancouver**

The Citizen's Handbook: A Guide to Building Community in Vancouver, 1995

- *"In broad terms the Citizens Handbook is meant to encourage the emergence of more active citizens - people motivated by an interest in public issues, and a desire to make*

*a difference beyond their own private lives. Active citizens are a great untapped resource, and citizenship is a quality to be nurtured. Here's why...An easy way of tackling large public issues...A way of solving local problems...A way of improving livability...A way of reducing conflict...A bridge to strong democracy...A little recognized route to better health...A way of rekindling community."*

## **Winnipeg**

Fort Rouge Neighbourhood: Community Revitalization Program, 1994

- *"An issue oriented planning process was used to develop the Community Revitalization Strategy for the Fort Rouge M/WCRP area. The planning process was structured to facilitate the inclusion of sustainable development principles in conjunction with the healthy community concept where issues are identified and acted upon by the community itself. The process has involved the establishment of numerous partnerships among neighbourhood organizations, merchant organizations, civic departments, and between planners and neighbourhood residents in everything from identification of issues through to the assumption of implementation responsibility."*

## **Municipalities That Are Not Practicing Community Development**

The following municipal planning departments are not practicing cd. The reasons vary as to why and are listed:

### **Charlottetown**

Community development is not practiced at the municipal level in the planning department. The province funds Community Economic Development and Healthy Communities initiatives.

East coast provinces may have different community dynamics than the more western provinces. Communities in the East seem to be extremely strong and pro-active and traditionally have a wide volunteer base. This may influence the type of cd work found present in the eastern provinces. Presently, community work seems to be done at the grassroots or provincial level and not at the municipal level of government. For this reason, it was difficult to be certain on the dynamics of cd in the most eastern provinces. In addition, most survey contacts in the most Easterly provinces were undergoing extensive reorganization and either did not have the time to take part in the survey or were not practicing cd because of the focus on new job descriptions.

### **Fredericton**

Fredericton's planning department is not presently involved in cd work. The planner accounts this to a lack of issues that polarize the community. A large factor is the absence of new development to pressure people to react to planning issues. The planner referred to Fredericton as a very homogenous community (middle-class, government town), and the little conflict they do have is between university students and nearby residents.

### **Halifax**

The City is presently undergoing a massive amalgamation and could not provide literature or descriptions of cd initiatives at the time of the survey. The public participation process is fairly entrenched in the city having four to five Community Councils, which hold decision-making power. There are also a number of task forces that include citizen participation. The planner contacted gave other contact numbers but none were available due to a move, amalgamation and vacation time.

## **Moncton**

Public participation is not mandated in the Planning Act for New Brunswick. The planner saw planning to be closed door in process with very little debate around planning issues.

## **Regina**

Regina does not practice cd at the municipal level of government. Focus of planning initiatives is on land issues with regular participation techniques in place. *"In essence, virtually all civic initiatives require a level of public involvement. The administrative challenge is to determine the appropriate form and select techniques for public involvement. Reasonable judgment is required in determining the level of public involvement suited to a particular issue or project"* (Public Involvement Manual for the City of Regina, May 1990).

## **Saskatoon**

Saskatoon's planning initiatives also focus on land use issues. The municipal level planners are involved in partnerships in social planning projects but act mainly in a support role. Cd is not in the Development Plan for this City. However, the planning department tries to involve community as much as possible in the land use issues. They ask people first about land use issues and then act instead of the other way around. The community association is usually involved in all land use decisions.

There are private cd projects evident in Saskatoon, which the city is not a part of:

- **Community Housing Advisory Committee:** deals with affordable housing using an innovative process with a project head trained in cd,

- **Quint: Community economic development mandate: strategic planning with lower income groups, a very grassroots approach.**

### **Whitehorse**

Cd is not in practice at all at the municipal level.

### **Yellowknife**

There are no formal channels of public participation in place. Many private consultants are utilized for projects. Cd is not practiced.

The following chapter goes on to explain further the implications of this data for the three groups involved in cd work: government, community, and planners. Although the implications are not easily separated for each individual group, analysis will be made detailed specifically for each, keeping in mind that for cd to be successful, all groups have to work together and have the same general, overriding goals at heart. The next two chapters take into consideration the data collected in the first four chapters, both through the survey and the literature, and results in the listing of the conditions and factors necessary for successful cd to take place, as well as the lessons learned throughout this process.

## **Chapter Five**

### **Necessary Conditions and Factors Conducive to Cd**

After reading the cd literature as well as the data gathered in the survey, it is apparent that cd is indeed being practiced, but is riddled with difficulties in its execution and outcome. However, one thing that has become evident throughout this review is that there is potential for partnership in the field of community planning between the planning departments and community groups. In order for this partnership to be successful, both groups have to accept the role they play in the process and the areas they need to improve upon. Cd literature supports a partnership of this nature and statements such as the following can be found throughout, "*both resident leaders and the professionals in charge of local institutes understand their mutual interest in a healthy community, and find that building cooperative relationships can benefit everyone*" (Nozick,1992:173). The idea of beneficial partnerships sounds logical and sensible enough , but it is not yet easily practiced on a regular basis.

There are three groups potentially involved in community planning who should become aware of possible cd issues and who are in a position to generate successful cd work. Those three groups are government, community, and planners. The suggestions outlined in this chapter for each of these three groups should be considered to create positive change in cd.

#### **Government -**

*"A leader knows that people are their own best advocates"* (McAfee,1993:1).

As discussed in Chapter One, government as it functions today is under attack for not meeting the human and social needs of the people it is said to represent; democracy is said to be a token claim and the people seem lethargic in their participation in the democratic process. Many authors, the following views representing a few, can be found voicing their disappointment at what our political system has become. Many different

visions can also be found as to what reform the system should undergo in making it more meaningful.

Barber, in his article, "Legislating Civil Society: An Introduction" (Barber, [http://www.cpn.org/sections/affiliates/whitman/leg\\_civil\\_soc.html](http://www.cpn.org/sections/affiliates/whitman/leg_civil_soc.html), 12/28/96), writes of his new vision of the role of the state, one that is representative of many passages found throughout the literature. It is one, which conceives of the state as, "*less a regulatory bureaucracy and more as a facilitator of democratic civil society*". Barber believes we must reinvent government by "*reconciling it as an ally - not an enemy - of civil society and an instrument by which citizens pursue those public and civic ends they cannot achieve as individuals or consumers*" (7). Finally, in light of the need for the public to take responsibility for initiating this type of social change, "*we need to reinvigorate the civic and moral debate about what we want from our government and transcend the limits of budget-driven policy*" (7). Government must step back and allow this process to not only happen but also facilitate and be supportive of the change.

Three factors are found throughout the literature, which apply to government institutions enabling the creation of change: the shifting of power, the openness of a government, and essential leadership qualities.

### **Shift of Power**

Power in today's society can be categorized as mostly centralized and concentrated at the "top" where decision-making is limited to a select group of people. For this style of governing to change, who holds power and how decisions are made have to be radically altered.

The conditions for local decision making capacity and control, as outlined in Nozick's article, "Principles of Economic Development" (1990:19), will require a transfer of power from top to bottom, from central to decentralized control, from bureaucracy to grassroots management. Bottom line, those people affected by a decision, have to have a large input into the process. All groups affected by an outcome, including the differing levels of government should make decisions. The relinquishing of power

from government to community may be whole or varied in degree depending on the issue and how it affects other groups or areas outside the community. Government has to release the tight grip on power in the decision-making process and learn how to distribute it more appropriately.

An example of how to achieve a shift in power can be found in Nozick's book, No Place Like Home (1992:368). The concept of citizen participation in government should become government participation in citizen initiatives. In this type of initiative, government asks to sit in as representatives at citizen initiated groups and meetings. Government can invest in four areas: money, information, technical assistance, and/or public authority but can not overpower in any one area. Here, the government role is completely educative and supportive. The focus is on sharing resources not controlling resources.

### **Openness of Government**

A shift in power from a government to a community is based on a fundamental assumption that the government in question is open, i.e. that there is acceptance of the right of people to be involved in the decision making process. Abott (1995:163) states that this is the arena within which cd operates most successfully. The problem is that there are many degrees of openness. What degree works best for cd to operate?

It seems that there must be political commitment to the process, and government must openly recognize the value of the approach (Lotz, 1987:45). Lotz feels that the process is enhanced when line civil servants recognize the need to operate across statutory lines, and concentrate on meeting the needs of communities rather than promoting the agendas of their agencies. This approach requires a shift in thinking on behalf of civil servants and their mindsets. It is necessary to have a belief in a job as that of serving the publics best interest, and not necessarily the goals of the institution that signs your pay cheque. Upper levels of government have to initiate and support front line workers as individuals, and in their roles as a community support resource or spokespersons.

## Leaders

There is much discussion on the topic of what makes a great political leader. Possibly one of the best descriptions can be summarized in a short excerpt from McAfee (1993). McAfee believes leaders have to be relational, reciprocal and disposed to being reciprocal, and interested in conversations: which means listening, interpreting, and informing their constituents. They have to understand politics and be interested and involved in developing politics. McAfee goes on to list other qualities he feels are essential to powerful leaders: "*passion, a sense of humor, and what we call anger, which is rooted in a real understanding of relationships and an understanding of injustice*" (McAfee,1993:5).

These qualities should not only apply to political leaders but possibly to any professional position, which allows decision-making on issues that affect other people. Being able to communicate, particularly in possessing listening abilities, is crucial for cd work to take place. Civil servants should learn this trait over the ability to talk for and at people.

Five points could improve community-government relations if taken seriously by the branch of government or civil servant involved. These points are suggested by Kretzmann and Mcknight (1993:372):

1. *Use the term "public servant", a servant supports but does not control.*
2. *Be clear on the limits of government. Don't deliver any false promises.*
3. *Don't replace local initiatives and create dependency. Support local effort.*
4. *Give the credit to local citizens. Don't have the community do the work for a project then have the mayor cut the ribbon. Give credit where it is due.*
5. *One size doesn't fit all. Governments which are characterized by uniformity, standardization, and formality, seek to establish general guidelines and regulations that will "fit all". There is need for diversity, proliferation, and informality in the cd process.*

To close this section a quote from Jane Jacob, a noted Canadian social commentator, is given for all those working in an established bureaucracy to ponder. Jacob says, "*Things that don't work fail, and there is a natural tendency when a policy fails just to keep doing it because you don't know what else to do and you can't just stand there doing nothing*" (Warren,1993:15). All civil servants, political leaders and decision-makers may want to assess this statement with the work they are presently involved in. If this statement rings true of the work being undertaken then take on the challenge of trying to stop the cycle by creating change through a different approach to planning.

## **Community**

*"People will support what they have helped create"* (Littrel and Hobbes, in Christenson and Robinson,1989:63).

There are many references in the literature that imply involvement in public participation makes individuals better citizens. Unfortunately, this is difficult to prove without hard facts. It is more a feeling or emotion, which positive action can create and only those involved, can understand. Mansbridge states that, "*participation does make better citizens. I believe it, but I can't prove it. And neither can anyone else*" (Mansbridge,[http:// mulwala.looksmart.com:8080/101th/FrameLolth.html](http://mulwala.looksmart.com:8080/101th/FrameLolth.html), 03/11/1997:1). She goes on to say that in 1960 Arnold Kaufman wrote, "*that democratic participation - by which he meant exercising real power over the decisions that affect one - would improve, generally, one's "powers of thought, feeling and action."* Participation would also improve one's sense of political efficacy. Again, these are things that are very personal in nature and hard to measure through data collection. Civic action and its affects on a person are unique to the individual.

If it is accepted that action and participation does indeed make people better citizens, it is important to look at the factors necessary to make participation more effective. Essentially, for cd work to take place, a community and its members have to realize how important of a role they play in taking control over community matters and

issues. In order to do this, three components have been selected for further inquiry on the subject. These include the meaning and importance of civil society, community commitment, and community structure and organization.

## **Civil Society**

In order for communities to take control over their neighbourhood and the decisions that affect them, it is important for those involved in the process to reacquaint themselves with the idea of "civil society". Civil society, as outlined by Barber, [http://www.cpn.org/sections/affiliates/whitman/leg\\_civil\\_soc.html](http://www.cpn.org/sections/affiliates/whitman/leg_civil_soc.html), (2/28/1996, p.2) is considered, *"the sphere of social relations which lie between the domains of government and market, and teaches citizens the arts of liberty and self government. Within such institutions as voluntary or civic associations, such as neighbourhood watch groups, people become more thoughtful citizens capable of solving problems together without the help of experts, acting as partners with their elected representatives. Civil society thus enlivens democracy"*. Barber, on page five, goes on to say that only in civil society can citizens educate themselves about the responsibilities of political judgment and decision-making. Only there can they understand governing institutions as an extension of their agency, rather than being opposed to it.

In light of what civil society stands for, powerful and meaningful partnerships have to be bonded between the average citizen and the decision-making authorities. This partnership cannot be ornamental or traditional in-nature. It is essential that both parties take theirs and the other's role seriously and respectfully. How government bodies and officials can contribute has already been discussed. Citizens and community groups have to start by taking their role to heart and relearn to believe in themselves and the change they can create. Change that not only can benefit and improve their lives personally, but also those around them - their neighbours and community. Hopefully there will come a time when this type of activity is not an effort but a norm. Civil society stands on the belief that people can and should be concerned for the well being of each other as human beings and as a result can make decisions for themselves based on well informed

decisions as to what best suits them and also fits into the world around them.  
Commitment to the betterment of community and society fuels civil society.

## **Commitment**

As mentioned, citizenship has to be taken seriously in order to create change. People have learned to expect things from the government and to demand that the experts fix the problems. There has to be a strong commitment by community members as individuals and as team players for the process to work. There is usually little to no money exchanged for service given to a community by a member. Therefore, the commitment is usually linked to genuine feelings for and beliefs in civil society.

According to Boothroyd (1991:113), a strong community involves more than occasional voting, socializing, the odd volunteer activity and paying property taxes. Boothroyd believes a strong community involves "*commitment to people and place, identity developed through time and reaffirmed through rituals, and cooperation in a broad range of activities - in brief caring and sharing*" (1991:113).

A strong leader, committed to the process and one who is good at representing the whole community, as well as dealing with other institutions is key to successful cd work. In essence, commitment drives the whole process. Individuals have to be committed to the betterment of society on the whole. The community has to be committed to creating a democratic system or process that represents the community's direction. A community leader has to be committed to supporting individuals and community groups in any way possible. One way a community leader can support community effort is by making sure clear structure and organization is in place to aid the process.

## **Structure and Organization**

A community must create an appropriate structure to handle the cd process. After reading the literature and reviewing case studies, it can be concluded that communities have to be able to cope with a high degree of ambiguity in cd projects and be creative in

implementation of solutions. As suggested by Lotz (1987:46) there is a need for the community to form and act as a “mediating structure” with a management committee made up of representatives of all segments of the community (to avoid one person speaking for the community’s interests). In essence a community can be run productively like a small business. These roles (Lotz,1987:46), are seen as essential to this approach:

*1. Idea person*

*This person is always scanning in and out of the community looking for new ideas and opportunities. This way the community board and groups can be proactive rather than reactive.*

*2. Good (project) managers*

*People that are involved in executing community ideas should be committed, knowledgeable and accountable for the affairs they are involved in.*

*3. Development officer*

*This person helps groups and individuals in a community to become informed and act in matters of development in their community.*

*4. A good public information strategy*

*People can then be continually involved and informed on community matters and have the opportunity for participation and input. All community members should be aware of community dealings.*

Once a structure that suits a community is in place to aid the cd process the approach to problem solving can vary greatly. The following approach is suggested by Alexander and Caillou (1991:40), and contains notions that could help the cd process:

*1. problem identified at local, regional or global level,*

*2. all citizens are capable of problem solving through dialogic teaching and learning.*

*Community workers assume citizens are committed to the process when invited to act,*

*3. citizens must share knowledge to resolve problems,*

4. *all available resources - human, financial, cultural, spiritual, material, etc., have to be networked to create solutions for community betterment and self actualization,*
5. *self-determination is a priority for lasting change,*
6. *citizens must come to see their community as a learning lab.*

Fundamentally, these authors believe that, "*the seeds of solutions are contained within the community*" (1991:41). This type of approach to community planning sees the potential for all citizens to contribute as a teacher, learner, practitioner, visionary, critic, or commentator. More importantly each citizen believes in their input as valuable in each of these capacities.

Usually, where there is structure and organization there is the potential for power struggles. Because cd aims to overcome issues of power it is important to address the potential for conflicts of power at the community level of community politics. Nozick (1992:135) identifies three types of power: power *over*, power *within* (personal), and power *with* others. Power *within* and power *with* others are two necessary conditions for the establishment of community will and a community power base which can challenge our top down social powers and structures. Power *over* others has to be avoided, as this type of governing approach will only support the traditional and existing power structures. Unfortunately, power and the approach an individual takes are more of a personal characteristic and are less learned. Open lines of communication can hopefully prevent a *power over* approach from dominating a process. People have to be willing to confront those individuals that adopt a *power over* approach and demand a more open process.

### **Getting Down to Action: Examples of Community Building Projects**

Examples of community building efforts can be found in more detail throughout the 'community and community building' literature. The following ideas are taken directly from a Vancouver community written, city funded book entitled, *The Citizen's Handbook: A Guide to Building Community in Vancouver* (1995).

### Child Minding Co-ops (51)

Child minding co-ops are organized groups of people in a community which are made up of people who need child care and or those who can provide it. Access is easy and organized with a secretary planning the bookings. Safety checks are in place and the candidates are screened. Types of payment for service vary as per the community and individuals involved but swapping between parents is a popular method of balancing time put in and hours needed for care.

### Community Gardens (53)

Community gardens are parcels of land divided into plots where residents grow their own flowers, fruits and vegetables. Funding can be found for this type of endeavor through private donations or government grants. Gardeners share common space, tools, and sometimes the cost of buying seeds. The community decides upon organization but there are usually several formal and informal meetings throughout the year to make group decisions.

### Community Kitchens (55)

Community kitchens give people the chance to share the costs, planning and preparation of healthy meals. This also gives people the opportunity to socialize with community members, try unique and different cultural foods, and to share food preparation techniques for those either new to the country or inexperienced in the kitchen. Organization and food planning often takes place once a week in the residence of those involved.

### Block Watch and Block Parents (56)

These types of organized groups focus on residents taking some control over safety issues in their community. The local police usually support this program. The police check and approve team leaders in a community who in return organize groups of residents to respond to safety and crime issues in their neighbourhood. Members educate one another and form networks that watch over each other's houses and families. Block parent signs

are put into the windows of homes for children to identify as a place safe to go to in the case of an emergency. Names, addresses and numbers are circulated and a network is established for response to safety crisis.

#### Community Crime Prevention (58)

This type of initiative is solely preventative in nature. Working with the police, a community group sets up an office where residents can meet and discuss areas of community concern over safety and crime issues. Public workshops, sharing of information and the forming of partnerships, and local problem solving could take place through such efforts.

#### Block Parties (59)

Block parties are an informal way of allowing neighbours to meet and socialize while having fun. Parties can be held anywhere accessible for the whole neighbourhood. Themes or special dates can also add to the effectiveness of a block party.

#### Block Cleanups (60)

Block cleanups not only provide an opportunity for residents to meet and socialize but also to improve the community image. Initiatives can range from garbage collection on streets and in parks, to cleaning of graffiti, fence painting, or gardening and weeding. There is also the potential for partnerships with city departments. A garbage truck may be donated for a day of cleanup or gardening tools for park improvement initiatives.

#### Parades and Festivals (62)

Culture, music, art, food, ethnicity may provide a community with the chance to celebrate something unique. This activity provides not only an opportunity for fun but also a chance to show off local talent and hard work.

### **Guerrilla Gardening (63)**

Residents take it upon themselves to beautify public areas, such as traffic circles, stops signs or back lanes by planting bright flowers in abundance.

### **Community Image Making (65)**

Communities can organize initiatives to highlight their special personalities with banners, signs, flags, clocks, or gates. Local artists can contribute time or work to be hung or painted on buildings to communicate community messages. The messages or characteristics chosen are left up to the community.

### **Environmental Activities (68)**

Committees, along with city support, can take on initiatives, which focus on cleaning and restoring a city's ecosystem, such as streams or natural lands. Environmental groups can also play an educative role to the community on the damage done to these systems and preventative steps against stop harmful action.

## **Literature and Research**

Literature on "do it - yourself" community organizing can be found in abundance at local libraries, in universities, and at community support agencies in most urban centres. Since independence and self-reliance are a large part of the cd process, locating and reading these resources is important. Learning and sharing experience with other communities is also another important source of information. It is crucial that action takes place after the community has become informed and has made decisions based on this research. This way the community can start to build upon their own experience and become motivated by their accomplishments.

Research on the following steps of community organization is helpful and available for communities starting a community building process: beginning, researching, planning, acting, getting noticed, evaluating, getting people, keeping people, leading, meeting, decision making, facilitating, and fundraising. All of these stages are important

to the development of communities and the oversight of any one stage may work against the community groups' efforts.

### **Planners as Community Workers**

The most powerful and applicable statement made on planners and the affects their work can have, has been made by social commentator Jane Jacobs (Warren, 1993:17). Jacobs states, *"I think it is a big mistake for people to try to reform something they hate, because their destructive feeling will ooze into what they prescribe. That was one of the greatest troubles with city planning, it was formed by people who really hated cities and they couldn't help but be destructive to them. People who love cities ought to be doing the planning for them"*. Jacobs believes even more importantly, people who love people should be planning because ultimately planning is a product of the needs of humans in a society.

That being said, there are many different approaches on how to become an appreciated and proud planner that emulates Jacobs' philosophy and is conducive to effective cd work. Each of the following authors on the topic of the planner's role in cd lays out different planning approaches and planner characteristics, however, most approaches achieve similar goals.

Lotz (1987:45) writes his view of the planner's role in cd as:

*"Cd workers are, in effect, organizing and educating in response to the needs of individuals and groups in the communities. They set individual problems within a community context, and they identify available resources. All communities are fragmented, and contain individuals and groups with different, and often competing, interests. Effective cd shows individuals and groups how to handle these tensions, and how to obtain, in a cooperative manner, what they were unable to secure on their own"*.

Lotz therefore sees the cd worker as a support system that does not make decisions but helps guide the decision making process. A common element throughout

the literature and cd experience seems to be the evolution of the cd worker as no longer gatekeeper to the information needed to make informed decisions but educator on the access and meaning of that information.

Littrel and Hobbes foresee many different roles for the cd planner throughout a chapter entitled, "The Self-Help Approach" found in, Community Development in Perspective (1989). They believe the field worker should act as a catalyst to set ideas in motion as well as facilitator to help structure the development process as and when people require (1987:55). Again, one role that is described quite often of cd workers, and is found here again, is that of facilitator. The role as a catalyst could be debated as some cd workers may argue that the community and not the worker should initiate ideas or projects. In addition, the role of 'educator' in the capacity of information relater about the problem and its sources is once again found (1987:57). Echoing Lotz, (1987:61) Littrel and Hobbes state cd workers should be able to bring together different factions of community and deal with conflicts and help them find shared interests (1987:62). Another interesting role for the planner (1987:61) directly relates to the discussion of civil society as outlined in the previous section. The authors feel the planner should begin the process of helping people learn (relearn) how to actively participate in decisions that affect them. As discussed, people need to perceive themselves as making a difference in order to participate. Official decision making processes are often vindicated by apparent lack of public interest. This cycle has to be broken. Possibly planners can have an active role in this process. Finally, the planner should be able to be analytical and offer suggestions, even opinions on the process unfolding without controlling the outcome (1987:65).

Agreeing with the second last point of Litrell and Hobbes, Alexander and Calliou (1991) also feel that the new practitioner has to be able to organize effective meetings to enable the cd and civil society movements to happen. Trust has to be established. This is when citizens can be, "re-educated to accept and trust themselves as continuously active and curious teachers and learners and decision makers about their home. The new practitioner can reawaken a belief in citizens as actors" (1991:43).

To take this point one step further Nozick (1992:134) believes that to sustain cd it requires community organizing, and the planners new role in this process may be motivating people to care about their community, and empowering people to act for themselves. This goes far beyond planner as supportive and reactionary in nature and places the planner in a position to motivate, challenge and question people in their role as citizen.

Roland Waven's, cited in Alexander and Calliou (1991:42), view of the new community planner has a passionate characteristic to it, "*ethical, non-paternalistic, permissive, flexible, equalitarian individual who is very much interested in the relatedness of the parts of the community to each other. The opposite to this is a dinosaur*". Along with this, Alexander and Calliou list other skills. A cd planner must possess the ability to wear many different hats and play different roles. This much has become evident in the discussion thus far. Planners must also promote a cross-disciplinary approach to environmental and social issues and encourage the fusion of expert and experiential knowledge. There should also be a dedication to searching for causes rather than quick-fix solutions. And finally a cross cultural understanding is needed.

Education to become effective facilitators, mediators, and conflict resolvers can and should be actively pursued by planners. Many of these courses are offered through universities, colleges, and provincial associations. Continuing training and learning should become part of the profession. Networks between planners and community workers should be established where there is opportunity for all to learn from everyone's experiences - success and failures.

### **Findings from the Survey**

Throughout the survey it became clear what two attributes are needed for a planner to be part of successful cd work: trust and respect. These two characteristics were named by all those planners claiming to practice effective cd. Other points mentioned in the survey were:

- the initiative should be left to the community and not taken over by planners or department,
- the planners' main roles are as support and access givers,
- there has to be progressive policies in place for planners to accomplish cd projects and support by the decision-makers and the planner's supervisors,
- partnerships have to be forged. All affected groups have to be at the table.
- clear balance of objectives. Corporate and community interests have to be declared and reconciled,
- recognize the areas which create conflict of interests and openly deal with them,
- trust and respect are the key to the process and set the stage for positive relations. Planners can do their job when acting with trust. Therefore there is less criticism and more communicating.

### **Role of other Institutions**

There were two examples of other institutions involved in cd work found in the literature reviewed for the purpose of this project:

#### Universities

##### Campus Circle Comprehensive Neighbourhood Revitalization Initiative

This initiative is an effort to marshal the strengths of the various professional schools, departments and institutional outreach of the University. Initially created to focus on housing and commercial needs, the project in cooperation with its community partners and the City of Milwaukee, has expanded to encompass significant quality of life issues including job creation, education, homelessness, youth programs, crime and public safety. As a result, 200 units of affordable housing have been created and a decrease in drug trafficking and other criminal activity has occurred (<http://oboe.symgrp.com/habitat/cgi/detail.cgi,12/29/1996>).

The interdisciplinary idea behind this project could easily be duplicated in other cities. The idea of pooling resources with different groups that are working toward similar goals lends itself directly into the philosophy of cd. The universities across Canada are in unique positions to accomplish the same results by undertaking similar projects.

## Malls

Kevin Mattson, Research Director - Walt Whitman Centre, dedicates some of his organization's time and publications towards designing new and retrofitting old shopping malls to include more public space usable for town meetings and civic gatherings (Mattson, [http://www.cpn.org/sections/affiliates/whitman/leg\\_civil\\_soc.html](http://www.cpn.org/sections/affiliates/whitman/leg_civil_soc.html), 12/28/96, p.2). The idea behind this initiative lies in the creating of a meeting place for community members and citizens being able to meet in a central and accessible location for all. Malls have great quantities of space available for large public meetings and most malls are easy to access because of public transit leading to their door. Furthermore, malls have high traffic made up of mostly local people and provide the opportunity for exposure to local and citywide issues. The opportunity for feedback and input from citizens can also be incorporated into the project if the appropriate forum is set up for the people to participate either in writing, through video, or in person through conversation.

## Conclusion

Those groups involved in cd, government, community, planners, should focus on all the points raised in this chapter and gear it towards the improvement of the practice of cd. Although some of the information delivered requires a dramatic change in the way we live our lives as citizens and the way government functions as a bureaucracy, some of the changes can be made through subtle everyday personal actions. It is up to the individual, either as citizen, government official or planner, to start respecting and acting as caring neighbours and citizens. With this personal change in attitude cd will evolve on

its own as a healthy and vibrant approach to community planning. Not only will cd improve community life but also society on the whole.

Based on the past five chapters, the final chapter will outline precise and to the point recommendations that should be considered when initiating cd projects. The recommendations in the next chapter, as well as the information in the past sections, has to be read and interpreted to fit each individual cd project as needed. There is not one way of performing cd more correctly or better than another. Keep in mind, cd practice is more about taking the general philosophies behind cd and civil society and putting the two together to create new solutions to planning than traditional planning has normally allowed.

## **Chapter Six**

### **Lessons Learned and Resulting Recommendations**

The information in the past five chapters can be broken down into two groups. First, there is the information that lends itself easily into the formulation of concluding recommendations. However, some of the information and comments are more abstract and emotional in content. This is the information that does not fall neatly into any category of implementable recommendations for cd but is equally, if not more, important than those that do. This is the information that needs to be considered by those involved in the cd process on a personal, rather than strictly professional, level for cd to make significant and meaningful progress. For this reason, the recommendations will be broken down into two parts. There are recommendations, which can be criteria for cd work or implementable suggestions. There are also suggestions and recommendations that individuals involved in cd work can take to heart. More often than not a single point contains components of both.

In summary, this chapter will put forth points this author deems necessary for successful cd work to take place. The recommendations result from consideration of all material and interviews compiled throughout this document. Most of the following recommendations have been considered at some length throughout this project but are important enough to elaborate upon when considering the actual implementation of cd. As has been the case throughout this document, the recommendations will be broken down into three components: government (decision-makers), community groups and planners.

#### **Criteria, Recommendations and Suggestions for Cd Work**

##### **Decision Makers (Planning Departments and Municipal Governments)**

If cd is to be successful, those holding decision-making authority should consider several points:

- Cd has to be sincerely “desired” and “accepted” as a goal for a city and planning department. Cd does not work well if it is only given lip service as an approach to planning. Support has to be ensured by city council. Furthermore, public participation has to already be seen as meaningful and valued by decision-makers involved in planning processes for cd to be implemented successfully. Cd involves further steps than is normally required for standard public participation.

Decision and policy makers have to support their employee’s cd efforts and provide them with the safe environment community workers need to question established practice and past approaches to planning. Planners should be allowed to explore other roles and wear different hats other than that of “obedient municipal planner.”

- There should be a clear distinction made between traditional public participation and newer techniques of cd. It may not be as important to define cd word for word, possibly the outlining of intended goals of cd as a broad movement will prove to be important for all parties involved. Let each group involved in a cd project define the process for themselves. Cd, on the whole, seems to have common traits (referred to on page 6, Chapter One). This differs from traditional public participation where input from the public is limited and sometimes dismissed. Cd should be discussed openly in a planning department, agreed upon in goals, and accepted as a practice. “Buy in” from those involved in planning processes is integral to cd success, as mentioned above, but agreement on what cd is to achieve by the group is equally important.
- Channels of communication between the different departments in a city hall involved in cd projects and initiatives have to be open and easily accessible. As is evident in the survey results, many different departments are involved in any one municipal cd project. Communication between these different groups and with the community is necessary to the success of a project. Departmental barriers have to be broken along

with focus on individual “departmental goals” which can interfere with open communication channels and the accomplishment of “community goals.”

- The concept of power has to be revised within a municipal setting. Power “over” others has to lessen, while power “with” other groups like communities have to become the focus. A realization that people are capable of making decisions for themselves on issues that affect they’re own community better than those not part of the community.
- Methods of evaluating cd work in a community have to be established and implemented. Such practice in the field of cd is currently limited. A form of community feedback, whether it is a survey or public meeting, should be initiated at time intervals to assess the success of a project, as well as how it can be improved upon. Possibly such evaluations could take place at one, two and five years after project implementations. Feedback is an essential, and generally, overlooked component in cd processes. Practitioners have to start learning from past experience and build on in future projects. Documentation of planning and cd experience and information will also start to strengthen the field. Others can then learn from one another’s experience.

## **Planners**

There are specific points that should be considered by planners or field workers in order for successful cd work to take place:

- Put a huge amount of focus and effort into establishing trust and respect between the community group and the planner involved. Trust and respect are essential to the cd process. Without these two elements the cd process cannot evolve into a meaningful and effective process. Trust and respect must sincerely be present for cd to take place. How trust is established is particular to the people and process taking place.

- Community planners should become more flexible in their approach to community planning. There should be less stress on need for standardized approaches to planning which are to be implemented in any community-planning project. Planners should take each community project and focus on the individuality of the community and the process needed to deal with community issues. Each project can vary in approach but still be based on principles of cd practice.
- There should be less focus on a narrow role of “city worker” and more focus and value placed on planner as a diverse and independent thinking professional who works in the capacity of “civil servant”. Cd does not allow the planner representing the city to work solely for the benefit of the city bureaucracy. The planner should work for the community as best as the planner is capable of; civic workers work for the people of a city and not a bureaucratic institution that is self-serving.
- Continuing education should become an established part of professional accreditation for planners interested in cd work. Courses on facilitation, negotiation, teaching, communication, and mediation should be skills that all planners are required to learn. Continuing to learn throughout a professional career can only strengthen planning on the whole and make planners more valuable in today’s society.
- Learn how to and allow yourself to be passionate about the profession you have chosen. Planning encompasses much more than traditional land use planning issues in today’s world. Planning now affects people profoundly and their quality of life. Therefore, people that care about people, their lives and situations should make planning decisions.

## **Community**

Points that should be considered by community groups, neighbours and citizens to make cd more successful:

- Strong commitment and desire have to be found in a community that wants to establish cd practice. Cd is built on commitment and desire. The process to take greater control over matters that affect a community is a difficult and sometimes long process. A community has to have the commitment and desire to see the process through and not give up after any given disappointment.
- A strong leader in the community to encourage and support the cd process is an integral key to success. A leader to build, foster, and sustain cd support is necessary at first for cd to be implemented. This leader should be proficient in communication and effective in establishing partnerships with all other factions useful to the cd work.
- Structure and organization within a community is necessary for the cd process to be implemented. Those involved in cd work have to have established channels of communication and processes to work with and assist them. Contact people have to be established and easily accessible to those that need their help. Resources have to be readily and easily accessible for community members to read and learn about the cd process.
- Communities, their associations and boards as well as community members have to be prepared to research, learn, and put into action cd principles. Communities have to be prepared to take the responsibility of becoming more knowledgeable and responsible about matters that affect the quality of community member's lives. This process will take time and patience but if the community translates this timely research effort into action, the process only grows and becomes easier.
- Cd works best in a society that embraces components of civil society. Accepting this means a shift in modern day living from individualistic and capitalistic behavior to caring and sharing about one another as citizens and neighbours.

## **General Recommendations**

There are a few points that need to be considered in conclusion to this section. All groups involved in cd need to declare and recognize each other's objectives and identify all areas for conflict. To deal with the potential conflict areas, channels of communication have to be opened and used in an effective manner. All groups have to become effective in communicating their needs and issues as well as sincerely listen to those concerns of other groups. There should be a focus on partnerships in the true sense of the word. Partners work together and occasionally make sacrifices for the other to succeed knowing the favor will be returned when needed. Partnerships are meaningful and last a lifetime.

Community, governments, professionals, universities, and the private sector should all recognize the part they potentially have to play in this process and take it seriously, recognizing the impact it could have in bettering society. When the different and powerful segments of society work together they can create substantial change. These different groups should focus on the positive work they can accomplish together and the opportunities available instead of focusing on negative examples of the past. With this effort we can start learning from and building on each other's positive and negative experience by communicating. This alone is the most important purpose of this document; opening the channels of communication and therefore the process of learning from one another.

## **Conclusion**

Through the reading of this document hopefully it has become clear that there is, at the very least, opportunity for the different groups in society involved in planning to connect together and make the process more about people and quality of life for all citizens. It is up to these groups whether this opportunity is taken advantage of and used instead of viewing each other as entities that do not support, aid or communicate with one another through the process. A shift in values by all those involved is needed; neighbours

and citizenship have to be valued over individuality and autonomy. Citizenship and democracy have to become more meaningful. Working towards the betterment of society is the goal, a worthy one at that. Hopefully, effort to make these changes can result in turning what some see as a cold and lonely world into a meaningful and vibrant place that directly reflects the needs and desires of those living in a community.

Hopefully this project is a starting point for communication, learning and sharing in the field of cd between the different municipalities in Canada. Possibly the different groups involved in community planning have had the opportunity to become more aware of their responsibilities and role in cd work. Most importantly, each group familiar with the literature outlined in this project may be more prepared to work together and not against one another.

There are solutions to be found and ultimately accomplished that could keep everyone involved satisfied and eager to accomplish planning work that truly makes a difference by bettering society. Successful cd can have many far-reaching results. Government will become more open and truly representative of the people being represented. Democracy will become more meaningful. Planning will become a profession in today's society with the ability to facilitate and be part of a process that citizens deem valuable and worthy. Citizens will enjoy their community and relationships with their neighbours and enjoy a higher quality of life. The overall strength and vibrancy of a City would therefore grow. Visionary and idealistic? Maybe, but definitely goals worthy of an honest effort. Cd work is one way to the achievement of these goals.

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