**SUSTAINABILITY
PROJECT ON
SUSTAINABLE
COMMUNITIES**

Prepared by:

New Economy Development Group Inc.

Ottawa, Ontario

Prepared for:

Policy Research Initiative
Canadian Rural Partnership via the Rural Secretariat, Agriculture and Agri-Food Canada
Natural Resources Canada
Human Resources Development Canada
Environment Canada
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FINAL REPORT

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EXECUTIVE SUMMARY

This research paper explores various options to link the federal initiatives and programs that promote sustainable community development. In recent years, a growing number of departments and agencies have been relying upon innovative partnership arrangements in order to support the economic, environmental and social well-being of communities. In this context, the Federal government's Sustainable Communities (SC) platform was initiated several years ago to promote community capacity-building for sustainable development. As governments are being forced to redefine their roles, as a consequence of a reduction in available resources, the value of community-driven processes has been extensively documented, and the potential of equitable partnerships and multi-sectoral initiatives are better understood.

This research project's main objective is to identify a limited number of alternative options for the Federal government to enhance the capacity of rural, remote, and Aboriginal communities to promote sustainable community development. Several research tasks were undertaken in order to meet this objective. First, a file and document review was conducted to learn about a limited number of community development projects and programs from other jurisdictions, with a view to analyzing their functional areas, service delivery structures, funding sources, partnership and collaboration dimensions, and impacts. Second, eighteen project or program profiles were written for the purpose of learning from instructive practices what works and what doesn't work in the area of service delivery at the community level using multi-party partnerships. Third, consultations with a limited number of key stakeholders were conducted with members of the IWGSC; community leaders and group representatives; and government representatives from different jurisdictions; as well as with academics and community development experts. These consultations were designed primarily to provide the information required to flesh out issues relating to the development of the framework options.

One section of the report provides an overview of selected federal or joint federal/provincial/local initiatives aimed at promoting sustainability in communities. The intent was to report those programs and projects of direct relevance to the promotion of sustainability in communities and which provide insights on a federal framework for promoting sustainability in communities. This overview makes it clear that there are several innovative, government-sponsored programs and initiatives that have effectively contributed to the promotion of sustainability in communities. Multi-year funding on the basis of multi-faceted partnerships, flexible pooling of funds, effective community capacity-building, joint decision-making, and a holistic approach to community sustainable development are some of the features embodied in most of the highlighted programs and initiatives. The analysis suggests that the success of these selected programs and initiatives often depends on the presence of a local champion, favorable circumstances, and supportive local conditions. It thus leaves partly unanswered the question of how can government successfully replicate or scale up these programs and initiatives.

A significant share of the research's efforts went into the development of eighteen profiles originating from all regions of Canada. The profiled projects/programs represent innovative examples of community-based partnerships which integrate elements of capacity building, but not all touch upon the economic, social and environmental dimensions which are typical of initiatives designed to promote sustainable community development. In fact, a majority of the profiles emphasize environmental sustainability, but not necessarily at the expense of economic and social considerations. This "bias" is more by accident than by design, since the final project selection was guided by a multi-faceted selection process.

Important lessons can be derived from both these profiles and the key stakeholder interviews. In terms of the federal role in building community capacity (CCB), the paper makes a first point that leadership development is an undervalued strategy for building local capacity. Cases such as Opportunities 2000, in the Kitchener-Waterloo area, shows the importance of engaging in a long-term process of community capacity-building when tackling broad-based problems and issues such as poverty. Another observation is that the specific mix of relevant capacity-building interventions will depend on the community's existing level of development, the strength of its social capital, and the nature of its developmental problems. The paper further observes that support to both community-based *structures* and development *process* which can promote community sustainability is essential given that a central thrust of CCB is the enhancement of a community's social capital.

On the same CCB theme, the paper highlights a number of overarching principles for government intervention. They include: playing a supportive, non-directive development role; seeking partnerships and cooperation; paying attention to communities' organizational capacity; adopting a long-term view on development; focusing on people's development; and integrating flexibility into program design.

The paper also discusses the nature of effective government – community partnerships and concludes, on the basis of the project profiles, that collaborative partnerships are not necessarily synonymous with equally shared partnerships. It makes the additional point that a predominant government lead role is to provide financial support, both to the *structure* of the partnership and to the specific *projects* or activities being carried out. By and large, the analysis suggests that government tends to play a significant, but rarely predominant, role in community-based partnerships designed to promote sustainability.

Upon examining various funding arrangements, the paper recognizes that examples abound where government has provided funding which is consistent with the longer term, holistic nature of sustainable development at the community level, and that continuity of government commitment and support is vital for community capacity-building. Interestingly, such type of long-term, combined operational and project-based funding can be found beyond the realm of pilot projects and in programs such as Industry Canada's (IC) Community Futures. In addition, several of the profiled projects feature one form or another of integration of hitherto separate funds into a unified financing

vehicle. A central lesson here seems to be that flexibility exists within government to pool resources, as long as accountability requirements are met.

The paper provides a perspective on the role of information and communications technologies (ICTs) as a community development enabler. Several federal government initiatives are already actively promoting ICTs as a tool for accessing and using knowledge and information. Programs such as NRCan's GeoConnections and IC's Smart Communities are instructive in this regard. ICTs can also be seen as a means of fostering community sustainability by providing communities and individuals with a single access point for government services. In this context, Service Canada represents a government initiative aimed at providing a one-stop access to government services. A third perspective on the role of ICTs is to view them as a means to promote the creation of community learning networks, which are community vehicles designed to increase citizen participation in lifelong learning. Here again, the federal government is already providing invaluable assistance. By and large, ICTs represent an effective *enabler* and *supporter* of community development processes, both by providing easy and comprehensive access to information, knowledge and government resources, and by providing the backbone to community networking and mobilization activities aimed at lifelong learning.

Another important lesson centers around the importance of sustainability indicators in the context of a federal framework for promoting sustainability in communities. At the community level, sustainability indicators can been seen as a tool for planning, monitoring and evaluating projects and initiatives implemented in the context of a community sustainable development strategy, and the integration of indicators into a planning process provides an opportunity for local citizens to develop ownership of the process. Governments are also recognizing the importance of measuring progress towards sustainability on the basis of indicators that track social, economic and environmental trends. Examples abound of tools that can be used both by communities and government for the purpose of monitoring and assessing progress toward sustainability. For instance, the case of the Oregon Benchmarks provides important lessons on how to integrate development indicators into a broad-based framework for decision-making, evaluation and accountability. The application of this framework has had the effect of shifting the focus of public scrutiny from specific government expenditures to targets and outcomes.

On the basis of these important lessons, the research paper describes some implications for the federal role. It first makes the point that a re-examination of the central purpose of government and governance — which should be to enhance the human development of the population — is urgently warranted. At a more fundamental level, some authors have argued about the need for a shift from government to governance, the latter referring more broadly to the range of organizations and institutions, in addition to government, which take decisions affecting others.

Second, the paper examines what can be learned in terms of the most effective ways to promote horizontal programming. It concludes that there are no universally-accepted regional or local structures which could play the role of a government-supported

intermediary organization and act as a point of access to the Federal government's community sustainability services. It further observes that incremental changes at the policy or program levels will probably not suffice to remove some of the barriers currently hindering program integration and horizontal programming. Finally, the paper reviews some of the barriers and challenges to government's efforts to replicate or scale up innovative models and experiments, noting that the key to significant change does not lie in the launching of more pilot or demonstration programs or projects.

The framework options which are proposed build upon a common vision statement and set of guiding principles, and a set of *process* and *structure options*. The proposed options for process and structure are based on the recognition that the promotion by government of sustainability at the community level requires two intertwined processes and structures: one for horizontal programming and another for collaborative government – community partnerships. The framework options thus rely upon two parallel streams — one at the regional/community level and the other at the government-wide level.

The regional/community level process starts with the development of regional/local Sustainability Strategies and ends four steps later with the monitoring and evaluation of Sustainability Plans. The a government-level process embodies six steps, starting with the development of a vision and a national Sustainability Strategy and ending with the monitoring and evaluation of the Strategy based on sustainability indicators. For each step, different options are presented in terms of design and implementation structures. The proposed framework options in some cases depart significantly from existing «ways of doing things». They rely upon communities to identify development issues, problems, and needs, and to participate in the solutions, and they move away from a strictly programmatic solution to problems and needs, relying instead upon the concept of a *Sustainability Strategy* as the means to achieve sustainable community development objectives.

The regional/community level process and structure rests upon five steps: developing regional/local sustainability strategy and identifying sustainability indicators; developing regional/community operational plans; identifying and allocating Sustainability Plan resources; implementing these plans; and monitoring and evaluating the Sustatainability Strategies. For each of these steps, different structure options are proposed, ranging from slight modification to existing delivery structures to creating new ones.

The need to account for a government-level process stems from the recognition that such a process is needed to sort out issues of horizontal programming and integrated decision-making. A six-step process is proposed: developing a national vision and sustainability strategy, and identifying a core set of sustainability indicators; developing departmental performance targets; identifying departmental sustainability policy instruments; developing regional sustainability strategies; implementing these strategies; and monitoring and evaluating them on the basis of performance targets defined by sustainability indicators. Again, the structure options which are proposed range from incremental changes to existing structures to entirely new mechanisms.

By and large, the framework options which are presented in this research document provide policy makers with a broad range of possibilities in terms of how to better promote sustainability at the community level. The approach which is proposed builds on existing structures and processes, rather than to by-pass them. It emphasizes reinforcing and extending community capacity and recommends breaking out of the repetitive pilot project cycle which has been so evident in recent years. The paper positively ascertains that there is extensive community sustainability activity already happening across Canada, and the Federal government has demonstrated innovation and flexibility. The challenge is to build upon this positive experience in a way which is responsive to community needs.

1. INTRODUCTION

1.1 Background

In recent years, the federal government has been rethinking its traditional ways of supporting the development of rural, remote, and Aboriginal communities. Instead of intervening directly and independently, as was often the case in the past, a growing number of departments and agencies are now relying upon various partnership arrangements with other levels of government, and with the private and the civic society sectors, in order to support the economic and social well-being of these communities. In this context, the federal government's Sustainable Communities (SC) platform was initiated several years ago to promote community capacity-building for sustainable development.

Several federal agencies and departments link their programs and projects to the SC platform. But despite the creation of the Interdepartmental Working Group for Sustainable Communities (IWGSC), much remains to be done before a coordinated federal approach to program design and delivery in the area of community capacity-building for sustainable development becomes a reality. At the same time, it must be recognized that without a concerted government-wide commitment to implement the SC platform in a way which is consistent with the integrated nature of the concept of sustainability, the potential to bring about durable community changes will be limited.

The context within which sustainable development policy and practice is being considered is changing significantly. Governments are being forced to redefine their roles, as a consequence of a reduction in available resources and person power. As well, research and recent practice have also helped define just what government does well and where it can be most effective. Concurrently, the value of community-driven processes and greater local initiative and involvement have been extensively documented in the area of sustainable and community development. The potential of equitable partnerships and multi-sectoral initiatives are also better understood. In terms of community development issues, the problems of resource-dependent communities, lack of local control over land and other natural resources, limited access to capital (especially in non-urban areas) and the need for developing new skills for a new economy, are themes consistently heard from communities across Canada. The policy and practice of sustainable development must be brought up to date to reflect these realities and the rapidly changing global context.

In light of the recent history and context described above, the present document explores various framework options to link the federal initiatives and programs that promote sustainable community development.

1.2 Structure of the Document

Consistent with the terms of reference of this research project, the present paper starts with a review of its objectives and of the methodology used to complete the work. The following section deals with definition issues, as a means to provide a common understanding and a context for the central concepts inherent to the research: community, sustainability, capacity and development.

Chapter 3 which follows provides insights about possible elements of a federal framework for sustainability by presenting examples of particularly relevant, innovative government practices for the promotion of sustainability. Given the volume of activity within government in this area and the project's resource limitations, the examples chosen were drawn from the departments which are most directly involved in sustainable development – the members of the Interdepartmental Working Group for Sustainable Communities (IWGSC).

The core of the paper focuses on the lessons learned from the hands-on, grassroots experience in the area sustainable development. Eighteen project profiles are presented from across the country in Chapter 5 and pertinent lessons learned are noted. Emphasis has been placed on project mandates, the nature of the community linkages and partnerships, their activities and delivery structure, as well as their impacts and learning.

As an important supplement to this documentation, a cross section of key stakeholders from within government, the private sector and practitioners involved with project activities across the country, were interviewed. This information was used to develop a deeper understanding of the nature of the issues facing communities, in addition to the policy development challenges facing both governments and local people. The analysis of this information has been combined with the project's review of documentation and the compilation of project profiles in order to identify common themes and important lessons which can inform the design of the federal framework. These discussions and analyses can be found in Chapters 6 and 7.

The final section of the report looks at the range of policy and program options relevant to a comprehensive, coherent government-wide and community-driven approach to promoting sustainability in communities. The framework options place emphasis upon innovation and building on available project experience and research, rather than simply remaining within the limits of the status quo or, by contrast, reinventing the wheel.

2. OBJECTIVES AND METHODOLOGY

2.1 Objectives

The project's main objective is to identify a limited number of alternative options — or frameworks — for the federal government to enhance the capacity of rural, remote, and Aboriginal communities to promote sustainable community development. In order to meet this central objective, several sub-objectives have been defined:

- To provide a working definition of community capacity-building and sustainable development which is consistent with the nature of Federal departments' intervention in this area;

- To define a set of criteria against which Federal initiatives and programs can be selected for analysis;

- To select relevant initiatives and programs based on these criteria and to gather information on them, following a common analytical framework;

- To discuss with selected stakeholders the federal role in enhancing community capacity-building to promote sustainable community development; and

- Building upon the analysis of relevant documentation and key stakeholder consultations concerning existing frameworks, strategies, projects, and programs, to define two or three possible framework options for the federal government.

2.2 Methodology

Several distinct but complementary research tasks were undertaken in order to meet the project's objectives. First, a **file and document review** was conducted to: (1) construct a preliminary list of instructive federal projects and programs to be profiled, and (2) learn more about a limited number of community development projects and programs from other jurisdictions, with a view to analyzing their functional areas, service delivery structures, funding sources, partnership and collaboration dimensions, and impacts. Overall, the file and document review provided important inputs into the development of framework options.

Second, **project or program profiles** were written for the purpose of learning from instructive practices what works and what doesn't work in the area of service delivery at the community level using multi-party partnerships. The profiles were selected on the basis of a grid (Appendix A), and efforts were made to achieve an inter-regional balance, as well as a mix of Aboriginal, rural, and remote communities. Document research and personal interviews were used to gather the required data. A common framework was used to write the project/program profiles, so as to facilitate analysis and consolidation of findings. As a result, the following headings were used for all profiles: description and

background to the project; mandate and purpose; activities and service delivery structure; project or program milestones; partnership elements; nature and extent of community linkages and impacts; and lessons learned.

Third, **consultations with key stakeholders** were conducted, both formally and informally, with the following groups: members of the IWGSC; community leaders and group representatives; and government representatives from different jurisdictions; as well as with academics and community development experts. These consultations were designed to provide the information required to flesh out issues relating to the development of the framework options, as well as to identify additional perspectives on selected federal projects and programs. Areas of questioning included: the federal government's actual and potential role in enhancing community capacity; operational, jurisdictional and other barriers to the successful implementation of federal and collaborative approaches to community capacity-building; views and lessons learned on operational, funding, and logistical aspects of the profiled federal projects and programs; and views on instructive collaborative models and mechanisms of inter-departmental and inter-level partnerships. The interview guide that was used to conduct the interviews is reproduced in Appendix B and the list of persons interviewed can be found in Appendix C.

3. DEFINITIONS

Central to any meaningful discussion of the enhancement of community capacity for sustainable development is a common understanding of key concepts. A brief perusal of the literature reveals that there are as many definitions and interpretations of the concepts of community, sustainability, capacity and development — and of any combination of the above — as there are authors and participants in this debate. The present chapter highlights some of these concepts' main interpretations and proposes working definitions which are consistent with the nature of federal intervention in this area.

Community[1]

Communities are often defined from either a geographical or a social perspective. The geographical approach focuses on groups of people associated in relation to a circumscribed territory where they live and/or interact. The boundaries of such a territory tend to be defined in terms of municipalities, urban neighborhoods, reserves or counties. In contrast, communities defined from a social perspective give rise to the notion of shared interests and social interaction. The ideas of «shared identity» and «interdependence of activities» are often closely tied to this perspective on a community.

Given the thrust of this research paper, the authors favor a definition which embodies both the geographical and the social dimensions of community. Thus, the community becomes a milieu in which members are linked by both a common geographical space and a sharing of values, interests, and social networks. This concept of a community is well captured by O'Neil and, as a result, is **proposed as a working definition for the purpose of this research paper**:

> A community is more or less a circumscribed geographic locality in which the residents tend to see their destinies as somehow bound together… their lives are linked together by interdependent economic, social, and political activities and organizations.[2]

From a community development perspective, agreement on this definition does not automatically imply that a shared identity or core values result in shared needs or priorities on the part of community members. Still, it is undeniable that communities are composed of individuals and even distinct groups who have as much in common as they have differences. Hence the importance of working toward a common vision and development objectives for community development.

Translated into policy terms, however, the concept of a community presents conceptual simplicity but practical difficulty. While a large number of policy makers would probably accept the relative simplicity and attractiveness of a definition of community such as that

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[1] The discussion on community borrows from previous research for NRCan on community capacity building (Perspectives Paper on Capacity-Building, New Economy Development Group, 1999), particularly on pages 3-4.
[2] O'Neil, 1994: 60-61.

proposed by O'Neil, at the end of the day there is always a temptation to use existing program delivery structures operating at the local level — such as the Community Futures areas — without questioning their relevance to the local reality. In light of this apparent contradiction, it is clear that local inputs need to be taken into account in trying to determine community boundaries for the purpose of targeting program delivery.

Community capacity

While the literature offers many different definitions of capacity-building, most writers on the subject would agree that it has more to do with the development of people, particularly people working together for common goals, than with the development of resources and other physical capital. An important objective of community capacity-building is to enable communities to adapt to change. The interest in considering the concept of *community capacity* in the overall context of sustainable development stems from an acknowledgement that:

> [c]ommunities of all kinds, businesses, and the government and institutions of other countries all lack some of the capacity needed to take sustainable development thinking and apply it in practical, effective ways to their own economic, social and environmental situations.[3]

The community development literature suffers from a certain degree of confusion in its use of the term «community capacity». The most consistent set of views on community capacity — and on how to support or build this capacity — emerges from the field of community economic development (CED). Central to the definition of community capacity, as put forward by CED practitioners, is the notion of *organizational* capacity and the collective ability to respond to changes and opportunities.

At its simplest level, community capacity refers to "the ability to get things done" (Lewis, 1994: 5), or the "ways and means needed to do what has to be done" (Frank and Smith, 1999: 10). A related view, shared by several CED authors, focuses on a community's ability to respond to changes. For instance, Reimer (1999: 1) talks about community capacity as the ability to identify issues, to be reflective, to realize objectives, and to self-organize. Such a view is supported by the Aspen Institute (1996), which defines it as a means to "[i]mprove the ability of individuals, organizations, businesses, and governments in their community to come together, learn, make well-reasoned decisions about the community's present and future, and to work together to carry out those decisions."[4]

These definitions also find resonance in the works of the Pacific Resources Centre (2000) and Kusel (1996), the latter insisting that while community capacity is internally predetermined, it can be enhanced through concerted, internally- and externally-initiated actions. He offers the following definition:

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[3] Environment Canada, 1999, page 13.
[4] As quoted in HRDC, 1999, page 29.

> [It is] the collective ability of residents in a community to respond to external and internal stresses; to create and take advantage of opportunities; and to meet the needs of residents, diversely defined. It also refers to the ability of a community to adapt and respond to a variety of different circumstances.[5]

Kusel further argues that community capacity is defined by the state of three types of community *capital*: physical, human, and social. He makes the case that of the three, social capital appears to be the most important determinant of community capacity. The Pacific Resources Centre (2000) adds a fourth element: environmental capital. Several authors have focused their attention on the importance of social capital for community development.[6] However, a lack of consensus – and sometimes clarity – on social capital's contribution to sustainable development or even to community development has limited the usefulness of this concept. Economists such as Temple (2000), while admitting that a focus on social capital is controversial, have at least attempted to provide a theoretical foundation which links social capital and economic growth. Much remains to be done before a model that would relate social capital to community sustainability can be commonly accepted.

A new twist on the definition can be found in the seminal work on *community resilience* recently undertaken by the Centre for Community Enterprise (1999). According to the Centre's research, a "resilient community is one that takes intentional action to enhance the personal and collective capacity of its citizens and institutions to respond to, and influence the course of social and economic change."[7] Thus a resilient community is one that has developed its capacity to respond to change.

Behind most of these authors' views on community capacity is the sense that it can be strengthened through concerted actions, including partnerships with governments. Among the better-known proponents of community capacity-building (CCB) as an effective community development strategy are Kretzmann and McKnight (1993), who identify the process of CCB as building communities «from the inside out». The recent popularity of CCB has also given rise to the use of this approach as an increasingly common public response to community development issues and problems. Recent research by HRDC (1999) and NRCan (2000), have found resource materials or as part of departmental initiatives, offered testimonies of the CCB approach's attractiveness.

Despite the relative simplicity and attractiveness of the CCB concept, at least one group of authors has warned us about the difficulty of translating this concept into effective development policies. McGrath et al. (1999) have argued that the articulation of the CCB approach is flawed, for the following reasons:

- It is an idealized and a historical [sic] paradigm, considering its location within community development literature and the inadequacy of the concepts in real live practice;

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[5] Kusel, 1996, page 369.
[6] For example Roseland (1998), Pacific Resources Centre (1999), HRDC (2000b).
[7] Centre for Communtiy Entreprise, 1999, page 2.

- The concept of CCB suggests an unused resource base that may not exist in some communities, particularly those experiencing changes brought about by broad economic forces;

- The local social structure of communities is highly complex and, thus not easily mobilized for a common purpose; and

- There is no evidence that the third sector (a central actor in the CCB process) exists separately from the state and the market or that this separation is to be preferred (McGrath et al., 1999: 18).

McGrath et al.'s arguments should help remind us that, while CCB is a useful policy concept, there are no quick fixes or magical solutions to communities' development problems, and community processes are complex and location-specific. Nonetheless, the concept of CCB at least points to the importance of community resources and mobilization as key elements of a effective developmental process.

For the purpose of the present research document, it is useful to refer to studies and research which view community capacity-building as a component of sustainable development. In this regard, the works of Beckley (1999) and the New Economy Development Group are instructive. The former argues that sustainability has a lot to do with *people development*, with sustaining the community by equipping it to adapt to change and to be involved in defining its future.

In a research study on community capacity-building, the New Economy Development Group (1999a) has proposed a framework for the analysis of the government's role in promoting such capacity-building. The framework associates community capacity-building with the organizational development of a community. Organizational development can be broken down into several development *functions,* namely community planning, community mobilization, provision of information, and leadership development. Each function, in turn, is further broken down into a number of activities. This framework is useful since it allows the mapping of the specific types of support (or activities) government or other partners are directing at building community capacity. Elements of this framework will be used later in the text as a means to identify a possible federal role for promoting community capacity-building.

Translated into policy terms, thus, the concept of CCB requires that government provide assistance and support to these organizational development functions as outlined above. It would mean, for instance, that funding would go beyond project-specific financial assistance, to supporting the core operations of community development organizations, or to supporting community development *processes* (as opposed to financing projects or so-called *content elements).*

Sustainability

The promotion of sustainable development, and particularly of sustainability at the community level, is finding increasing public support both in Canada and elsewhere. For

example, Environment Canada (1999: 1), adopting a policy and program development stance, defines sustainable development in terms of integrated decision-making based on three major elements:

1. A long-term focus seeking to preserve and enhance economic, social and natural capital in order to improve the quality of people's lives and ensure a continuing legacy for the future;

2. A horizontal perspective that fully incorporates social, economic and environmental factors; and

3. A recognition of the interdependence between domestic and global activities.

The above definition **fits the central tenets of this research document and is therefore proposed as a working definition**. It also lays a foundation for defining some key principles of government intervention designed to promote sustainability in communities. In addition, it could provide some criteria for assessing the relevance of current government interventions in this area.

Roseland (1998: 23-24) argues that sustainable development policies "should favor bottom-up over top-down approaches; redistribution over «trickle-down»; self-reliance over dependency; a local rather than a regional, national, or international focus, and small-scale projects rather than grand-scale or megaprojects."

Discussing sustainability in the context of community development implies that the related concepts of sustainable development and community sustainability be examined. A perusal of the literature reveals that sustainability has been defined from a number of different angles, all having to do with the context in which the discussion takes place.

In general, it is fair to say that the concept of sustainability has its roots in the environmental movement. It emerged as a highly visible public policy issue after the release of the 1987 Brundtland Report on the Environment and the Economy. The principle of *sustainable development* was at the core of the Report, where it was simply defined as "meeting the needs of the present without compromising the ability of future generations to meet their own needs, through a process of change."

In his extensive review of the concept of sustainable development, Roseland (1998) observed that the term *sustainable development* has been criticized as being too ambiguous and open to misinterpretation. He offers the view that, while disagreements over a definition are unavoidable, the term has a core meaning which remains and which can be expressed as a set of principles:

1. Environmental considerations must be entrenched in economic policy-making;

2. Sustainable development incorporates an inescapable commitment to social equity; and

3. Development does not simply mean «growth», but implies qualitative as well as quantitative improvements.[8]

Although the term has been defined differently by various authors, there seems to be a consensus that sustainable development "is the process of integrating and balancing the three pillars of sustainability: economic sustainability, social sustainability, and environmental sustainability" (Health Canada, 1999: 3). While this definition is attractive because of its simplicity, it begs the question of what exactly is meant by sustainability, particularly social sustainability. Moreover, the definition leaves unanswered the issue of how government can encourage sustainability at the community level.

Transported into the community development arena, the concept of sustainable development finds relevance in the concept of a *sustainable community*. While several authors have made a distinction between *community sustainability* and a *sustainable community*, the distinction appears to us mostly semantic, since a review of the definitions associated with the two concepts reveals important overlaps.

Simply stated, sustainable communities "are communities which apply the principles of sustainable development."[9] The Interdepartmental Working Group to Promote Sustainability in Communities (IWGPSC), in an unpublished paper, offered the following definition of a sustainable community, which appears to capture several of the elements associated with community capacity-building and sustainability discussed earlier:

> A sustainable community empowers itself to achieve a hopeful and common vision for the future, and effectively responds to change through community-based, integrated decision-making, increased resilience and economic self-reliance, and sound environmental stewardship.[10]

This definition is appealing because it implies a community development process based on, and responding to, internal as well as external forces. Authors from the social, health, economic, and environmental fields have tended to stress one area of sustainability or another, but there is general agreement that a sustainable community takes into account economic, social and environmental development concerns from a long-term perspective.

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[8] Roseland, 1998, page 4.
[9] Natural Resources Canada, 2000c, page 1.
[10] IWGPSC, 1999, page 1.

4. EXAMPLES OF INNOVATIVE GOVERNMENT PRACTICES FOR THE PROMOTION OF SUSTAINABILITY IN COMMUNITIES

This section of the document provides an overview of selected federal or joint federal/provincial/local initiatives aimed at promoting sustainability in communities. A quick review of the literature shows that there are literally hundreds of programs and projects which relate – at least in name — to sustainability in communities, at one level or another. The development of a compendium of existing government initiatives would clearly go beyond the resources and the thrust of this research document; rather, the intent here is to report those programs and projects of direct relevance to the promotion of sustainability in communities and which provide insights on a federal framework for promoting sustainability in communities. The focus is thus mostly on initiatives involving the federal government departments which are members of the Interdepartmental Working Group on Sustainable Communities.

4.1 Agriculture and Agri-Food Canada

The Co-operatives Secretariat and the Rural Secretariat, both within Agriculture and Agri-Food Canada (AAFC), provide examples of innovative, cross-government initiatives.

Rural Secretariat

The Rural Secretariat of AAFC is a focal point for the federal rural policy. The federal government is coordinating programs through the **Canadian Rural Partnership** (CRP) initiative. The CRP's overall goal is to enhance the quality of life in rural communities and better equip the communities to compete in a global economy. It supports rural community development by adopting new approaches that run across government departments in response to rural concerns. It ensures that federal programs, policies and activities provide a coordinated network of support to rural communities. Currently, 29 federal departments and agencies (which compose the Interdepartmental Working Group) are working together to deliver programs and services that foster sustainable communities in rural and remote Canada. The Rural Secretariat is leading and coordinating these efforts. In addition, every province and territory has a Rural Team to ensure cross-government coordination all the way to the local level. The CRP is funded by $20 million over four years (1998-2002).

The Rural Secretariat delivers two key programs that directly promote sustainable communities and enhance community capacity-building: the Pilot Project Initiative and the Canadian Agricultural Rural Communities Initiative (CARCI).

The **Pilot Project Initiative**, funded under the CRP, provides funding to rural associations, organizations, and residents for projects that demonstrate creative, self-sufficient approaches to development in rural and remote communities. Funding is

normally available up to $50,000 per project or one-third of project costs, whichever is less. These projects are funded in collaboration with the private sector, the voluntary sector, co-operatives, and various levels of government. It has been allocated $10 million over three years (2000/01 to 2002/03).

CARCI, funded for $9.3 million over three years (2000-01 to 2002-03) by the Canadian Adaptation and Rural Development fund, provides financial support (to a maximum of 50% of eligible costs) to projects that help to enhance the sustainability of agricultural rural communities, particularly those affected by the changes in the agricultural sector. CARCI is targeted to projects that:

- enhance the capacity of regional rural organizations to develop responses to agricultural community issues;

- implement partnership projects which test community-based responses to the socio-economic adaptation issues faced by agricultural communities in transition;

- provide assistance to conferences, workshops and seminars that identify rural needs, programs and services gaps, and ways to overcome the challenges facing agriculture rural communities; and

- undertake research on agricultural rural community issues.

The Rural Secretariat also conducts activities that indirectly impact on the sustainability of rural communities and on the building of community capacity. Through the Rural Lens approach, it encourages federal organizations and agencies to consider the impact of new policies and programs on Canadians living in rural and remote areas. This approach is to ensure that federal programs and services are appropriate for rural Canadians, that they are accessible in rural and remote areas, and that there is flexibility for decision-making at the local level.

Co-operatives Secretariat

The Co-operatives Secretariat supports the use of the co-operative model in Canada as a tool to build self-sufficient urban and rural communities which provide for the social and economic needs of citizens.

The Co-operatives Secretariat plays a coordinating role within the federal government, and works closely with partners in the co-operative sector and in other levels of government. The Secretariat meets its goals by building awareness of the contribution that co-ops can make to economic and social well being, by providing expert advice, and by supporting research and innovation on best practices and new applications of the co-op model.

Examples of capacity-building products that the Secretariat has developed in co-operation with partners include an information kit for entrepreneurs, a guide to starting a health care co-op, and several volumes of co-operative success stories.[11]

4.2 Environment Canada

Given that the concept of sustainable development has acquired visibility and credibility largely because of the environmental movement, it is only natural that Environment Canada (EC) has become an important federal actor in efforts to promote sustainability at the community level. Several of EC's programs have direct relevance to the promotion of sustainable development at the community level and are thus worth mentioning here.

In 1991, the department initiated the **Atlantic Coastal Action Program** (ACAP), as a means of mobilizing communities to address their environmental and development challenges. ACAP is essentially a community mobilization and planning vehicle. It provides communities with the means to define common sustainability objectives, and to develop action plans. The program has so far involved 14 sites located in the Atlantic provinces, and it relies heavily on local involvement and support (see Section 5.1 for a profile of ACAP St John). Given the reliance upon local involvement, each of the sites operates on the basis of a non-profit corporation specifically established for the program's purpose. Funding and in-kind support is provided by both levels of government and many local partners.

A 1997 evaluation study of this initiative has highlighted several factors which are responsible for its success in promoting sustainability at the community level: a multi-stakeholder approach, operational funding for professional staff, and a consensual/consultative approach to decision-making. Another important finding is the observation that «projects that provide social, economic and environmental benefits can also serve to raise public awareness, public participation, and deliver other government programs."[12] These lessons point to the relevance of adopting a multi-faceted, multi-partner approach to sustainability at the community level, as well as a participatory approach at the local level.

Also of relevance to the present document is the **Community Animation Program**, funded jointly by EC and Health Canada. Although this program provides only relatively small amounts of money, it is designed to strengthen the ability of communities to act on linked health and environment issues, using training, facilitation, and information-gathering activities. The program provides funding for buying resource materials, hiring facilitators, and undertaking training in areas such as strategic planning, fundraising, and working with volunteers. The program is interesting because it represents an example of departments working together to fund a program which relates to community

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[11] These are all available from the Co-operatives Secretariat web site at www.agr.ca/policy/coop.
[12] Environment Canada, 2000.

development, and because it builds on the premise that communities are the logical vehicle for initiating, nurturing, and sustaining developmental changes.

EC has also supported the dissemination of resource materials related to building sustainable communities by encouraging community involvement processes. The availability of several of these documents on-line,[13] free of charge, is further evidence of the department's inclination to favor and support community responses to sustainable development challenges.

In the context of an internal discussion paper, EC (1999) has laid out the foundation for a potentially coordinated federal approach to sustainability. The document's proposed strategy uses an *integrated decision-making* approach. This paper represents a useful attempt to put forward fundamental principles and to provide the basis of an action plan to ensure that the federal government plays a more effective role in the sustainable development arena. It defines action plan priorities along three avenues:

1. Building the Capacity of Three Key Decision-Makers:
    • communities and individuals
    • industry
    • global actors

2. Strengthening the Tools for Integrated Decision-Making:
    • knowledge for sustainable development
    • financial incentives

3. Strengthening the Federal Capacity to Lead on SD:
    • integrated decision-making
    • sustainable development strategies
    • a research and human resources strategy

Such a broad, strategic approach to SC has several interesting features. First, it recognizes that capacity to apply integrated decision-making for SD has to be built not only in communities, but also among their partners. As such, it represents a departure from the heavy focus placed on community capacity-building common to a large number of other existing SD programs.

Second, it provides a rationale for making available or facilitating access to information and knowledge, in keeping with the requirements of the «new economy». It makes provision, for example, for the incorporation of sustainability indicators into an integrated decision-making process. The adoption and integration of a common set of sustainability indicators by government and communities could create a focal point for government partners, enabling them to focus their efforts towards a common set of SD goals.

Another interesting initiative is the **Sustainable Community Planning (SCP) Program,** launched jointly by Saskatchewan Environment and Resources Management (SERM),

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[13] http://www.ns.ec.gc.ca/community/resources/

Environment Canada, and Health Canada. This program is highly relevant to the present paper because it has goals similar to those of the federal framework being outlined here. The SEP program is designed to provide communities located in Saskatchewan with support for preparing and implementing sustainable community development plans and strategies. Moreover, as noted above, it is the result of inter-governmental and inter-departmental collaboration. For these reasons, it provides useful guidance on the design and implementation of a future federal framework for SD.

The SCP Program is currently being offered on a two-year pilot basis to any community in Saskatchewan. The application process and program delivery are managed through SERM, while program implementation is coordinated through a Community Environmental Management Advisory Committee. The program's specific objectives are:

1. To contribute to the development of community capacity to identify and address long-term community social, economic and environmental sustainability issues in the province;

2. To encourage and mobilize Saskatchewan communities to become models of «environmental excellence» and sustainable «socio-economic progress»;

3. To enable communities to access available resources in government departments, local governments, associations and non-government organizations for pursuing community socio-economic progress and environmental excellence; and

4. To assist in creating a network of self-empowered communities in Saskatchewan as models of sustainable socio-economic progress and environmental excellence.

Objective #3 is of particular interest since it speaks of gathering resources from different partners in pursuit of a common goal, an objective which is also at the heart of the federal framework to be discussed later in this document. In addition, the SCP Program presents other features which could inform the design of a future Federal framework:

• In defining eligibility, the SCP Program adopts a definition of a «community» which is broad and flexible. It can be a single «local municipality» or a «local board» (locally-based, quasi-public structures); a group of municipalities or group of local boards; or a local citizens' organization singly or jointly with municipalities, local boards, or other organizations. More important, it allows local citizens to determine for themselves what the community's boundaries ought to be, and whether it should be strictly geographically defined, a community of interests or both.

• The SCP Program places the onus of undertaking strategic planning and implementing sustainability projects squarely on the community's shoulders, thereby recognizing that communities need to play a leadership and ownership role.

• The program is practice-oriented and provides specific guidance on what planning steps should be undertaken, what results to expect, and how to go about planning and implementing sustainability projects, although the focus is on the former activity. As such, it goes beyond conceptual considerations and into the realm of tools and procedures.

- The program proposes a long list of sustainability indicators for use by communities, grouped into the six categories of economy and individuals; business; agriculture and natural resources; education; environment; and government. Each category contains a relatively large number of indicators, among which communities can pick and choose according to their needs.

While the above features may be desirable from the standpoint of a broad federal framework for promoting sustainability in communities, the SCP Program places heavy emphasis on community strategic planning, which may not suit communities which are at a more advanced stage of development. Nevertheless, it provides useful guidance on how to plan for sustainable development from the bottom up.

4.3 Health Canada

Health Canada (HC) is also taking the SD route by focussing on three inter-related themes: (1) creating social and physical environments that sustain health; (2) strengthening integration of SD in departmental decision-making and management processes; and (3) minimizing environmental and social effects of the Department's operations and activities. As part of theme 2, HC has developed a Sustainable Development Management System and a draft Sustainable Development Policy, as well as a risk management decision-making framework.

Its Community Action Program (CAP) which is managed jointly by Health Canada and Environment Canada began in 1994 and ran until March, 2000. It is managed and delivered at the regional level and addresses the interrelationship between human health and sustainable environments. CAP activities combine both health and environmental elements, stress sustainability and are community-driven.

As part of this priority, Health Canada published a toolkit in June, 2000 called the **Intersectoral Action Toolkit**. It is described as a guide to undertake so-called *intersectoral action*. The toolkit's authors define such action as "working with more than one sector of society to take action on an area of shared interest."[14] The uniqueness of this approach that it spells out a general model and detailed steps for inter-agency collaboration which could be applied to a wide range of contexts and projects. It is also interesting to note that it has been tested and its results documented. The toolkit is based on a so-called *Cloverleaf Model*, which divides the actions required to undertake joint actions into four stages. Each stage describes specific actions to be undertaken and challenges to be faced, in addition to listing milestones:

Stage 1: Picture results by working individual to individual

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[14] Health Canada, 2000, page 1.

Main outcome: To build trust

Challenges:
1) Bring people together
2) Enhance trust
3) Confirm your vision
4) Specify desired outcomes

Milestones:
1) Membership list, with a statement of members' self-interests
2) Meeting agendas and summaries
3) Vision and focus statements
4) Statements of desired outcomes and strategies

Stage 2: Empower the team by working individual to sector

Main purpose: To define authority

Challenges:
1) Confirm organizational roles
2) Resolve conflicts
3) Organize the effort
4) Support the members

Milestones:
1) Letters of commitment from member organizations
2) Creative conflict resolution
3) A collaborative structure/model
4) Decision-making protocol and communications plan

Stage 3: Empower the team by working sector to sector

Main purpose: To take action

Challenges:
1) Manage the work
2) Create joint systems
3) Evaluate the outcomes
4) Renew the effort

Milestones:
1) Action implementation plan
2) Joint agreements
3) Evaluation plan
4) Checklist for changes

Stage 4: Build continuity by working ISA team to community

Main purpose: To promote the results and the process

Challenges:
1) Create visibility
2) Involve the community
3) Change the system
4) End the collaboration

Milestones:
1) Promotional plan
2) Succession plan
3) Guide to system change
4) Ending rituals

In the context of this study, the toolkit presents several interesting features, as well as some limitations. On the plus side, it provides concrete suggestions — and examples — of what specific steps organizations and departments can undertake in order to collaborate on joint initiatives or programs. The suggested stages and related steps are sufficiently broad that they could be used in the context of an inter-departmental effort at promoting sustainability in communities.

One particularly innovative feature of the model is that it proposes a gradual «buying-in» of potential partners into a collaborative initiative, starting with the building of one-to-one relationships, moving to individual-to-sector and then sector-to-sector collaboration, and culminating in an opening to the larger community. For each stage, the model proposes various tools designed to meet stage-specific challenges. For instance, the model offers guidance on conflict resolution at a stage when participants from the various organizations are expected to learn to work as a team. Such a gradual approach is attractive since it works on a human scale and does not require drastic, immediate shifts in an organization's culture or interests in order to make the collaboration work.

The proposed model has been applied to at least two initiatives, one being the creation of the Alberta Community HIV Fund (ACHF) and the other the Jasper Community Outreach Services Project. The ACHF derives from a partnership involving eighteen organizations grouped under a so-called Population Health Consortium, which includes Alberta Health and Wellness, Health Canada, and several community-based AIDS organizations. One important feature of this partnership is that it combines two previously separate grants and contributions programs (from two levels of government) into a common fund. The Population Health Consortium determines the allocation of funding.

Integrating the two funds was not easy, given the differences in the mandates and accountability requirements of the two funders. The solution eventually adopted involved maintaining different reporting procedures in areas of project outcomes and financial reporting, and having a full-time ACHF «Steward» to facilitate the funding process. This

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example provides important insights on how to combine financial resources from different agencies into an integrated funding mechanism.

Despite its many positive features, the Intersectoral Action Toolkit is not without limitations. First, it does not explicitly recognize the role to be played by community constituencies at the design stage of the process, for example in defining the parameters of the joint initiative. This shortcoming can be explained by the fact that the toolkit has so far been used primarily as a vehicle for integrating *existing* programs, not for designing new ones. That said, the model's proposed steps are sufficiently broad to allow for the consideration of community inputs at any stage. Another, more minor limitation is that the model appears to be targeting ad hoc initiatives. Indeed, the model at some point suggests the creation of «ending rituals», in which participants are invited to share memories of individual and group accomplishments. Such an activity would find little relevance in the context of establishing a federal framework for promoting sustainability in communities.

Despite the above limitations, the Intersectoral Action Toolkit provides instructive lessons on the "how to" of setting up an operational structure for collaborative partnerships involving government partners. It offers sensible advice on how to avoid the pitfalls associated with having people from different organizations work on a joint undertaking.

4.4 Human Resources Development Canada

Human Resources Development Canada has had a long history of promoting community development through, for example, the Community Futures program (which has since been transferred over to Industry Canada). One major thrust of the department in promoting sustainability at the community level has been its community capacity-building efforts. For instance, HRDC's Labour Market Learning and Development Directorate (LMLD) has produced a number of toolkits and training manuals aimed at building community capacity through community planning and partnership development.[15] These texts have been widely distributed across the country. In addition, LMLD provides training course for HRDC employees across Canada on the facilitation of partnerships and CCB.

HRDC's Community Engagement Division will also be launching a **Community Capacity Building Portal**[16] in late March, 2001. The portal will provide community groups, government employees, community developers, and other interested individuals with a variety of tools, ideas, and research materials or relevance to CCB. The CCB Portal will provide a message forum for networking and problem solving targeted at groups which may not otherwise have such opportunities. It can also potentially be used for the coordination of activities and resources between communities.

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[15] See HRDC, 1999a and 1999b.
[16] At www.participation.net

The existence of **Human Resources Centres** exemplifies HRDC's delivery efforts at the community level. These centres use a CCB approach in their work with communities across the country. Initiatives supported by these centres vary from region to region, ranging from supporting community groups in forest management, to bringing different community organizations together to build local partnerships, to facilitating fire prevention in Aboriginal communities.

One HRDC-sponsored project of particular relevance to this research document is the so-called **Community Vitality Project**.[17] Originally developed in 1999, this project has not been completed (only Phase One has received funding), but some of its features provide insights into the type of support government can provide to stimulate community capacity-building, in the context of sustainable development.

The Community Vitality Project was originally designed as a three-year, multi-partner project aimed at helping rural and resource-based communities to build a sustainable community within the context of the knowledge-based global economy. The project's principal tenet is that CCB can be enhanced through learning and shared decision-making. Not surprisingly, then, one of its main thrusts is the application of methods for community-based learning. Four overarching themes define the underlying nature and characteristics of the project: sustainable development; adapting to the knowledge economy; strengthening social capital; and community-based learning. The project's key components have involved:

- the production of background papers that would present experiences, characteristics, and best practices of community sustainability initiatives at the community level;

- workshops bringing together community leaders and resource persons in both the Atlantic and the Pacific coasts regions, at which tools and training for sustainable rural development would be developed and disseminated;

- pilot testing of the tools in six to eight communities in those two regions; and

- a Sustainable Communities Conference aimed at rural communities, where networking and the dissemination of results from the pilot testing would be encouraged.

The first component of the Community Vitality Project has been completed and a research document produced.[18] Some of the most interesting aspects of the document include:

- Its promotion of the concept that a key to integrated decision-making for the purpose of achieving sustainability at the community level is multi-party decision-making. Building upon that concept, the paper proposed a set of principles for building effective multi-party decision-making processes.

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[17] See HRDC, 2000a.
[18] Pacific Resources Centre, 2000.

- Its interesting insights about different methods of community-based learning which can be used for the enhancement of a community's capacity to become sustainable. Examples of such methods include study circles, community round tables, and resource centres.

- Its laying out of possible roles for the federal government in promoting community learning centres, deemed the corner stone of CCB for sustainable development. Such roles include:
  i) Establishing a common framework for resource centres built on principles of sustainability and CCB;
  ii) Establishing the principles on which community learning centres would run, demonstrating an integrated approach;
  iii) Making government resources and expertise available through a learning centre, focusing on those that have been developed for community uses;
  iv) Providing some funding, possibly in partnership with others. Seed money could provide facilitation services to bring together key players to jointly establish the Centre;
  v) Developing resource materials on how to set one up and the steps to take; and
  vi) Hosting an annual conference on aspects of learning, capacity-building and the transition to sustainability.

Overall, the most interesting aspect of the Community Vitality Project is that it integrates both content and process elements into a framework that starts with an integrated approach to sustainability. In the context of the present research paper, this project will help further define the principles behind a federal framework and provide guidance on the specific role the Federal government can play in promoting sustainability at the community level.

4.5 Fisheries & Oceans

DFO has been successful in advancing sustainable development of Canada's oceans through implementation of the *Oceans Act* in collaboration with other federal departments and agencies, provincial and territorial governments, Aboriginal organizations, coastal communities, and other stakeholders. Sustainable development of Canada's oceans is being implemented through several programs, including **Marine Protected Areas** (MPA's), **Integrated Management** (IM) and **Marine Environmental Quality** (MEQ). These programs form the backbone of the national Oceans Management Strategy, together with horizontal initiatives such as the National Programme of Action for the Protection of the Marine Environment from Land-based Activities (NPA).

Significant ongoing DFO program delivery by Regional Offices involves working with local communities, in development of fish habitat protection or restoration activities, in support given by Small Craft Harbours to local Harbour Authorities to help them adhere to environmental management standards, or in fisheries diversification initiatives. In addition, DFO works with coast communities as part of the **Canadian Coast Guard**

Environmental Response program, which oversees in excess of 250 spill cleanup operations annually. Significant cooperation between DFO and other federal departments is also fundamental to the establishment of MPA's and in implementation of ecosystem initiatives under the leadership of Environment Canada.

Specific projects have also been initiated to test ways to enhance effective co-ordination across departmental mandates and jurisdictions to facilitate support to communities seeking sustainable development objectives. In Nova Scotia, for instance, DFO is one of the champions of the **Sustainable Communities Initiative** (SCI), which includes approximately 40 other federal and provincial government departments (see Box below). The Initiative is aimed at having all levels of government working in a more integrated and collaborative way with each other and with communities to address sustainability issues.

Nova Scotia Sustainable Communities Initiative

Background

This is an innovative plan for governments at all levels to work more closely with each other and with communities. The focus of these efforts in the Bras d'Or Lakes and Annapolis/Fundy areas will be to identify and address key issues that affect the long-term health and vitality of the local community.

Depending on the priorities defined by these community areas, the Initiative should achieve measurable progress in quality of life-whether it's a cleaner environment, higher literacy, improved health, better infrastructure, safer streets or more opportunities to earn a good living.

The purpose of the Initiative is to coordinate and improve citizen-centered programs and service-delivery across all governments and to forge new partnerships and collaborate with local citizens in their efforts to build strong, sustainable communities.

Partners

A small Secretariat located in the Halifax World Trade and Convention Centre coordinates the activities together with a multi-stakeholder Steering Committee, Working Group, Field Teams and Planning Committees. To date governments have focused on internal bridge-building. It will involve federal and provincial departments, municipalities, First Nations, RDAs, community leaders and organizations with an interest in sustainable community development. The Initiative will also target traditionally under-represented groups in society, among them women, youth, visible minorities, the disabled, and the poor.

Provincial:

- Nova Scotia Youth Secretariat
- Nova Scotia Labour Market Development Secretariat
- Nova Scotia Economic Development and Tourism
- Nova Scotia Department of Natural Resources
- Nova Scotia Department of Housing and Municipal Affairs
- Nova Scotia Department of Fisheries and Aquaculture
- Nova Scotia Department of Education

- Nova Scotia Advisory Council on the Status of Women

Federal:

- Nova Scotia Federal Council
- Health Canada
- Human Resource Development Canada
- Environment Canada
- Enterprise Cape Breton Corporation
- Department of Justice
- Department of Indian and Northern Affairs
- Department of Fisheries and Oceans
- Department of Canadian Heritage
- Canada Customs and Revenue Agency
- Atlantic Canada Opportunities Agency
- Agriculture and Agri-Food Canada

Budget

The Initiative operates on a small annual budget — in the $250 to $300,000 range, with cash and in-kind contributions from several departments. It is supported and sponsored by the Federal Economic Development Coordinating Committee (FEDC-DM), which is the inter-governmental forum of senior provincial and federal officials in Nova Scotia. The focus is a better coordination of existing resources, services and programs, and to support, collaborate and facilitate citizens' efforts to build sustainable communities.

Major Milestones

Phase I: Building internal structure and support

- October 1999: Concept approval by FEDC-DM

- November 1999: Federal-Provincial Steering Committee Established

- January 2000: Federal-Provincial working group established

- March 2000: Field Staff workshops in each partner community area

Phase II April - October 2000: Expanding Support and Structure in the Partner Areas

- April 2000: Secretariat established

- June 2000: Information Exchange Sessions in Bras d'Or and Annapolis Fundy. The Exchanges showcased past collaborative efforts toward sustainability, and spotlighted the relevant roles and responsibilities across various government departments.

- July 2000: Website launch; recruitment of permanent program coordinator, communications officer and executive assistant

- July - August 2000: Environmental Scan and Asset mapping of existing initiatives and capacities in each partner community

- September 2000: field workshops in partner communities with participation to be determined

Phase III November 2000 - March 2001: Engaging partner communities

- November 2000: Multi-stakeholder process established

- December 2000: Key issues identified in each community

- January 2001: Community action plans in place

The community action plans, scheduled to be in place in January, 2001, are not yet in place, although two field teams are actively working toward community engagement and mobilization in the Bras d'Or and Annapolis areas.

Insights for A Federal Framework for Promoting Sustainability in Communities

Analysis of this initiative suggests that many issues affecting the sustainability of a community go beyond one department, one level of government, one budget source, or one interest group. To address the complex and inter-related challenges of sustainable development, a broad-based approach is needed that involves many stakeholders and takes into account the inter-relationship between environmental, economic, social and cultural concerns.

While this initiative has yet to demonstrate any outcomes beyond government and community planning, information sharing and coordination, it provides useful guidance on how to implement a structure for coordinating and supporting the efforts of a large number of government (provincial and federal) departments and agencies in promoting a common agenda.

DFO employees in Regional Offices across Canada are also contributing to **Canadian Rural Partnership** (CRP) initiatives. (Please refer to Agriculture and Agri-Food Canada for a more in-depth description). DFO employees have participated in inter-governmental teams that organized rural community development pilot projects and in consultation sessions under the **Rural Dialogues** program during 1998-1999. The Rural Dialogues consultations took place in rural communities across Canada to identify their challenges, opportunities and priorities and resulted in the Federal Framework for Action Canada, announced in May 1999.

4.6 Indian and Northern Affairs Canada

At least one Indian and Northern Affairs Canada's (INAC) program is of particular interest in the context of this paper. The **Community Economic Development Program** (CEDP) represents INAC's main economic development program, with approximately 60% of its economic development program expenditures. The overall philosophy of the program is to encourage and establish community control over economic development. CEDP's main objective is to provide long-term employment and business development opportunities to Aboriginal groups, businesses, and individuals by giving them the means to develop and manage skill development programs, economic institutions, and businesses.

The Community Economic Development Organizations (CEDOs) and the Regional Opportunities Program (ROP) are the two program components for which funding is provided. CEDOs represents the predominant component, with a 2000-2001 budget of $51.1 million. The CEDOs are managed by and accountable to Tribal Councils, bands, and Inuit and Innu communities, which are also responsible for setting policies, retaining

control over CEDO services, and for ensuring that quality of service and accountability are maintained. CEDOs' main role is to carry on the delivery of programs and services previously provided by the department.

The second, and more minor, component of CEDP is ROP, which is only funded in Saskatchewan, Ontario, Quebec, NWT, and the Atlantic. As said earlier, the CEDO component of the program has been the central focus of this paper, although the APMF could serve to evaluate ROP with minor modifications.

4.7 Natural Resources Canada

Natural Resources Canada has had direct and indirect involvement with the promotion of sustainability in communities for several years. Given the department's mandate, such involvement has been primarily though not exclusively directed at environmental sustainability. Of particular note is NRCan's support of community capacity-building, which is a means by which the department promotes community sustainability. An inventory undertaken by NRCan in 2000 pinpointed 34 departmental programs, project's and initiatives with links to CCB.[19]

GeoConnections is a national partnership initiative begun in 1999 with $60 million for the purpose of making geographical data available to all Canadians via the internet. It is creating technologies and policies to improve the access to and use of geographic data for community benefit. It has seven funded partnership programs with the three levels of government, as well as the private and education sectors.

One of GeoConnections' most relevant programs is the **Sustainable Communities Initiative** (SCI), which was launched in 1997 in partnership with a number of other federal government departments. SCI's stated mandate is to build or strengthen the capacity of Canadian communities to use geographical information or services delivered on the internet for community development purposes. While the SCI's eligibility criteria are broadly defined, most of the communities which have accessed the program to date are rural municipalities and Indian reserves.

A Steering Committee composed of eight federal departments[20] which share a common interest in the concept of sustainable communities provides oversight for the SCI program, which is operationally managed by NRCan. This advisory role was envisaged to include strategic goal-setting, resource-sharing, networking, and community liaison, as well as information dissemination. Thus far, its role has been limited primarily to networking and information sharing.

The SCI provides tools, information, training, and expert advice to communities. The program provides computer-assisted tools to analyze multi-disciplinary and geo-spatial

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[19] Natural Resources Canada, 2000a.
[20] The eight departmental partners are: NRCan, Health Canada, Environment Canada, HRDC, Indian & Northern Affairs, Agriculture Canada, Statistics Canada, Industry Canada.

data and models to strengthen local decision-making. The SCI supports the technical training of local people so that expertise can be built at the community level. At this stage, its goal is to equip communities with the technical knowledge and access to computer-based systems in order to synthesize different streams of geo-spatial data on-site. The program also provides expert advice on these tools and data required by communities. More specifically, it provides computer systems upgrades; applications know-how and training.

The SCI recently undertook a pilot project phase involving twelve communities, which it concluded in the fall of 2000. Over the next five years, it is expected that up to 100 communities will receive assistance from the program, on the basis of $5 million in funds to be spent over the entire period.

A 1999 review of the SCI observed that the program was generally well received by communities.[21] Based upon a critical analysis of several of the program's pilot projects, the review also emphasized that collaborative partnerships involving shared funding and joint decision-making characterized all of the projects supported by the SCI. While the program places heavy emphasis on natural resources and the application of knowledge, it nevertheless represents an important piece of the federal government role in the promotion of sustainability at the community level.

The same review also highlighted a number of key strategic issues which needed to be addressed if the full potential of the SCI program was to be realized. These issues included the importance of actualizing the "opportunity to transcend departmental boundaries"[22] to initiate a federal government-wide partnership for the promotion of sustainable communities. The report emphasized the need for departments to change their traditional ways of operating, and the opportunity presented by a replication of the SCI program to demonstrate federal policy, program management and delivery innovation.

Another relevant NRCan's initiative in the context of the present research paper is the **Model Forest Program** (MF). The MF program was launched in 1992; there are currently 11 model forests located in eight provinces across Canada. (See Sec. 5.8 for a profile of one of those projects, the Foothills Model Forest). Each model forest is a locally-based partnership of stakeholders that reflects different forest uses such as timber harvesting, hunting, trapping, and recreational uses. The partners work together on many projects that are designed to address the unique challenges of their model forest. These projects involve research, technology transfer, and the trying-out of new methods for forest management that integrate economic, environmental, and social objectives. Phase 2 of the program is funded at a level of $42 million over five years (1997-2002). Of interest is the fact that the program is very flexible and allows communities to take an active decision-making role in project identification, program design, delivery, and monitoring.

In the same vein, it is worth mentioning the **First Nation Forestry Program** (FNFP). The objective of the FNFP is to improve economic conditions in status Indian

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[21] SCI Situation Analysis & Action Plan, New Economy Development Group, 1999b.
[22] Ibid, New Economy, page 7-6.

communities by enhancing First Nation capacity to operate and participate in forest-based businesses and long-term jobs, as well as their capacity to manage reserve forests in a sustainable fashion. The focus of the program is to create jobs, encourage financially viable forestry operations, and enhance First Nation forest management techniques. Skills to be improved include: techniques and practices to manage reserve forests in a sustainable manner, improvement of First Nation capacity to form business ventures and to undertake forestry-related work for themselves and with provincial governments and industry. The ultimate goal is to make First Nations more economically independent.

Total federal funding for this program is $24.9 million over a 5-year period. The program is jointly funded by INAC and NRCan, and the Canadian Forest Service is the designated delivery organization. The program is managed by a National Management Committee with representatives from both departments and First Nations organizations. There are also Management Committees in each province and territory to oversee and administer the program. These provincial and territorial committees include Tribal Councils and provincial-level First Nations organizations.

Mention should also be made of the **National Climate Change Consultation Process** and its resulting implementation strategy. This consultation process, which involved more than 450 stakeholders including all levels of government, resulted in the development of a business plan in which all new measures would be gauged according to SD criteria. Several of the programs and initiatives that resulted from this broadly-based initiative included a community capacity-building component and resulted in innovative partnerships.

5. PROFILES OF INNOVATIVE PRACTICES AT THE REGIONAL AND COMMUNITY LEVEL

This chapter reports on eighteen program and project profiles that were written for the purpose of learning about what works and what doesn't work in the area of service delivery at the community level using multi-party partnerships. Efforts were made to achieve an inter-regional balance, as well as a mix of Aboriginal, rural, and remote communities. A common framework was used to write the project/program profiles, so as to facilitate analysis and consolidation of findings. The profiles were selected on the basis of a grid (Appendix A) which included the following criteria, which were deemed essential:

- A community-based organization must be actively involved or must be sponsoring the project/program;

- Broad-based participation in decision-making is required;

- It must reflect a multi-level partnership with at least one level of government involved;

- It must have a community capacity-building focus or integrate capacity-building elements into it; and

- It must demonstrate a measurable track record and information about it must be easily accessible.

As a result of applying these criteria, the type of projects and programs which are profiled here is quite broad. While all the projects/programs represent innovative examples of community-based partnerships which integrate elements of capacity building, not all of them touch upon the economic, social and environmental dimensions which are typical of initiatives designed to promote sustainable community development. In fact, it is fair to say that a majority of the profiled projects and programs emphasize environmental sustainability, but not necessarily at the expense of economic and social considerations. This "bias" is more by accident than by design, since the final project selection process was guided exclusively by the above-mentioned selection grid.

5.1 Atlantic Coastal Action Program (ACAP) Saint John, New Brunswick

Description and Background

ACAP Saint John is a non-profit community-based environmental management and research organization. The Atlantic Coastal Action Program Saint John (ACAP-SJ) was created as part of the federal government's Green Plan of 1990. Thirteen coastal environment areas under stress, identified through background studies by Environment Canada, were identified as areas that could benefit from a community-based approach to managing their aquatic environment.

While Environment Canada provides funding and organizational support, each multi-stakeholder group is allowed to set its own objectives, choose the means by which to achieve those objectives, and establish its own timetable for action. ACAP Saint John was formed to find community solutions to local problems. The initiative began when Environment Canada made a public presentation in Saint John offering a possibility of support for environmental improvement. Out of that meeting four or five individuals came together to create a group and take advantage of the offer of support from Environment Canada.

When ACAP was established, Saint John was a community whose economic fortunes were based primarily on large industry. The city's major employers were the Irving Oil refinery and Saint John Ship Building.

ACAP sites receive up to $50,000 per year to hire a coordinator and maintain an office. The project's primary objectives were to:

- Produce a comprehensive environmental management plan which outlines a vision and sets goals and objectives.

- Conduct an environmental quality assessment.

- Choose remedial, conservation, and prevention measures.

- Create action projects and build education and awareness.

Mandate and Purpose

ACAP Saint John's two primary goals are to:

- Improve the environmental health and integrity of the Saint John Harbour and Estuary.

- Respond to the growing demand from the public to be more involved in environmental decision-making.

The community's role within the ACAP framework is to support and maintain the ACAP site by implementing a variety of projects to achieve the goals and objectives listed above. The federal government's role is to provide funding and other support so that the local community can maintain the site and meet its goals and objectives.

A wide range of citizens, community groups, businesses, industries, and local governments within the watershed have been active in ACAP Saint John.

Community Linkages and Partnership

Local organizations work in cooperation with ACAP to help develop a more sustainable community. They participate as equal partners in a multi-stakeholder group. Throughout the years ACAP Saint John has partnered with and received support from many local

organizations. A count down shows that support has been received from 19 local and regional businesses, nine industrial partners, ninecommunity organizations, 10 government partners at all levels, and four other contributors.

Many of these organizations have provided funding or in-kind support for specific projects. In some cases, members of the Board of Directors will belong to one of the organizations, which provides a more direct influence on the organization and its activities. While long-term funding and overall structure are provided by the federal government, ACAP Saint John functions as a bottom-up, community-based organization. Government in partnership with others provides the means and tools by which local citizens manage and solve local environmental issues.

Activities and Service Delivery Structure

Some of the specific projects completed by ACAP Saint John include:

- Environmental Folklore of Marsh Creek
- Marsh Creek Beautification & Restoration
- Urban Runoff
- Urban Stream Recovery
- Biological Assessment of Marsh Creek
- Upper Hazen Creek Stream Assessment
- PAH Survey of Marsh Creek and Saint John Harbour
- Saint John Harbour Food Web Study

In addition, ACAP Saint John has a series of ongoing programs and activities, some of which include:

- Environmental Economics
- Community Awareness and Education
- Water Conservation
- Paint Swap
- Water Quality Monitoring
- Household Hazardous Waste Reduction
- Beach Sweep
- Creek Sweep

Furthermore, ACAP Saint John operates an Eco-System Resource Centre and has the capacity to provide specific research and information-gathering services related to environmental issues and concerns.

Perhaps the most important accomplishment has been the Comprehensive Environmental Management Plan (CEMP), which took five years to complete and serves as the work plan for ACAP Saint John. The CEMP takes into consideration the concerns of a broad range of stakeholders. The report and its recommendations were drafted by a committee of volunteers drawn from environmental groups, the three levels of government, industry,

and academia. This document was then approved and validated by the larger ACAP Saint John stakeholder group. The recommendations are accompanied by rationales, proposed action items in support of the recommendations, and success indicators. The lists of actions and indicators are not intended to be comprehensive, and stakeholders may add to them as they see fit.

Recognizing the importance of each stakeholder's input, the group made a serious effort to involve all parties in preparing the management plan. Monthly board and stakeholder meetings were always open to the general public and the media. As well, all stakeholders were allowed to join the initiative's numerous single-purpose committees. This encouraged the participation of interested individuals where they felt most able and most confident. The CEMP committee also explicitly requested and considered input from concerned citizens and all the municipal councils.

Overall effectiveness and cost-efficiency

It is difficult to compare planned versus actual project costs because this was not a single project. It continues to be a series of connected projects over a number of years within the evolutionary framework provided by the larger ACAP initiative. These projects are based largely on what the local community has identified and continues to identify as issues. From year to year, projects and activities change as the community's overall priorities change.

Impacts and Lessons Learned

The lessons learned arise not only from the Saint John experience but from all of the ACAP sites. Environment Canada reviewed the ACAP initiative and found that:

- Watershed boundaries provide an appropriate definition of community.

- The multi-stakeholder approach to addressing issues is effective, although obtaining full representation of all interests is difficult.

- ACAP sites find that decision-making by consensus is effective for most decisions.

- ACAP participants perceive many mutual benefits in cooperating with other organizations that share ACAP's interests.

- It is important to inform the public of the results of the planning exercises that went into the creation of the Community Environmental Management Plan.

- Annual conferences and workshops can provide valuable assistance to participants in community-based initiatives.

- Participants in community-based initiatives require and value ongoing training to better participate in volunteer organizations.

- Projects that provide social, economic, and environmental benefits can also serve to raise public awareness and increase public participation in the delivery of other

government programs.

- Multiple sources of core funding should bring broader support for achieving ACAP objectives.

- Core funding enables community-based groups to have professional staff (who greatly assist volunteers), and to establish a presence in the community through a permanent office.

ACAP Saint John has been able to gain considerable support from the local community, from individuals to corporations, in the form of volunteers and funding. The lesson here is that a well- organized community group that has sufficient government core funding to hire professional staff on a full-time basis may be better able to leverage funding from local sponsors and others.

The government played a key role in fostering the right conditions for establishing and maintaining a community group. The government provided core funding to establish the group and provides core funding every year to maintain essential staff. The ACAP program has established a network of sites, which facilitates the sharing of ideas. The ACAP sites provide assistance and serve as a model for other watershed and environmental groups throughout Atlantic Canada. ACAP sites also provide a way to bring local stakeholders together to solve local problems. The network of sites is an important vehicle for encouraging local stewardship.

Another important lesson from the Saint John project is the importance of human/technical support as well as funding in making a local initiative like ACAP a success. The provision of funding, while important, is not always sufficient to help an initiative through its "growing pains." Often, technical and human support is also necessary. Here, Environment Canada staff's personal contacts and relationships with other players in the project proved very important. These relationships helped build trust and accountability between local people and government, and demonstrated that government employees are genuinely interested in helping the people of Saint John.

The federal government also has a role to play in showing community members what a sustainable community is. It is not always clear what constitutes sustainability in any given situation, and the level of sustainability may vary from place to place. Government departments' experience with a broad range of local initiatives can help a community come up with a definition of sustainability appropriate for its situation and level of resources.

5.2 Basin Head Marine Protected Area, Prince Edward Island

Description and Background

The local community group consists of a nine-member, Basin Head Lagoon Ecosystem Conservation Committee (known as the Basin Head Committee). It has a broad representation of community and provincial government interests, including agriculture, tourism, fishing, and municipal government. The federal Department of Fisheries and Oceans (DFO) has an ex-officio role.

The Committee met on a regular basis with the goal of raising awareness in the community to the conservation issues of the area. The Committee developed a proposal for submission to DFO to become a Marine Protected Area. This proposal identified many of the key ecological and management issues of the area and was presented to the broader community for review. "In June 1999 Basin Head became the first coastal 'Area of Interest' in the Maritimes under the Marine Protected Areas (MPA) Program".[23]

Basin Head is a shallow coastal lagoon located on the eastern tip of Prince Edward Island, near the town of Souris. Approximately 5 kilometres long, it is a unique coastal environment that the community, conservation organizations, and both the federal and provincial governments are working towards protecting for generations to come. Funding partners have included the federal Department of Fisheries and Oceans, the World Wildlife Fund, and various departments of the Prince Edward Island provincial government.

Mandate and Purpose

The Committee identified the following general objective for an MPA in the area "...the conservation and protection of the Basin Head Lagoon ecosystem including the unique form of Irish moss currently present and to maintain and enhance the ecosystem which may provide future economic benefits to the region" (Boyd and Smith, 2000).

The community's goals are to:
- Maintain and enhance the ecosystem.
- Maintain a viable population of the Basin Head strain of Irish moss.
- Provide the public with an understanding of the morphology of this species.
- Ensure that any potential economic benefit offered by this plant is not lost by destruction of this small, unique ecosystem.
- Conserve and protect the lagoon through ongoing management by regulations.
- Provide for multiple use of the ecosystem with activities that meet the objectives.

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[23] Boyd and Smith, 2000.

To this end, the community's role in the project is to:

- Develop a proposal nominating Basin Head as a potential Marine Protected Area under the *Oceans Act* (completed in 1998-1999).

- Work with government partners to develop a management plan for the proposed MPA and Marine Conservation Area (MCA) designations.

- Ensure that maximum aesthetic, recreational and economic benefits come from the site.

- Provide day-to-day administration of the project.

- Organize and chair public meetings.

- Liaise with landowners and local industry.

Community Linkages and Partnership

The primary partners in the project are Fisheries and Oceans Canada, Agricultural and Agri-Food Canada, Rural Partnership Program, and Basin Head Lagoon Ecosystem Conservation Committee.

The federal role and responsibilities of other partners include:

- Facilitating solutions to issues that arise when integrating industries and interests in oceans and coastal management.

- Partnering and working with various stakeholders.

- Providing technical research and advice.

- Working towards a legal framework for the MPA.

- Working with various stakeholders to create a management plan.

The provincial government's role and responsibilities include:

- Conserving the biological integrity of the site.

- Working with various stakeholders to create a management plan.

- Passing and implementing provincial legislation to help maintain and protect the site's ecological integrity.

Activities and Service Delivery Structure

Specific project activities currently underway include:

- Scientific studies to support the area as a Marine Protected Area under the Oceans Act.

- Community goal-setting.

- Development of a management plan.

- Community participation program.

- Community education program.

Overall Effectiveness and Cost-Efficiency

Since the project has not yet been completed and is still very new, no information is available on its overall effectiveness and cost-efficiency.

Impacts and Lessons Learned

Given the newness of the project, it is difficult to determine what impacts it has had on the community. What can be said is that the initial, short-term impacts have generally been positive. These include good turnouts at public meetings, good cooperation between the various levels of government, and a high degree of public support for the project. The community is playing an important role in the development of the management plan, which will be ready very soon.

An important lesson here is the need for flexibility in launching a local initiative. While the initial work plans and frameworks designed to implement MPAs have been followed fairly closely, they have also been modified to better suit the needs of the local situation. Initially DFO had established a framework for implementing MPAs across Canada, but later found it necessary to change the framework to better suit local needs. The government has also found that initial timelines have had to be pushed back. The project has taken longer than expected due to the many participants and partners involved. Nonetheless, the community group has played an important role and has developed quickly to meet the challenges of working closely with residents of the community. On balance, the benefits of developing a strong community group outweigh any drawbacks caused by delays in the project.

A second lesson learned is that government outreach into the community and public education are very important to developing local projects, because this kind of government involvement helps to build trust in the community. Related to this, a third lesson is the importance of making use of government's technical and legal expertise. The federal and provincial governments are playing a big role in this project because of their legal and legislative responsibility and the interpretation required. Also, the project is a highly technical one requiring scientific research and analysis which the community would not have been able to provide on its own. Without appropriate legal and technical assistance from the two levels of government, this kind of project would have little chance of succeeding.

5.3 ***Coalition pour la gestion intégrée du bassin versant de la rivière Cascapédia* [Coalition for the integrated management of the Cascapédia River watershed], Gaspé Peninsula, Quebec**

Description

The *Coalition pour la gestion intégrée du bassin versant de la rivière Cascapédia* (CGIRC) was formed in 1998, under the initiative of the *Société Cascapédia* [Cascapédia corporation]. The Coalition brings together four local organizations: the *Société Cascapédia*, the municipality of Cascapédia-St-Jules, the Gesgapegiag Band Council and the *Corporation de développement Cascapédia-St-Jules* [Cascapédia-St-Jules development corporation]. The organization has had a significant impact on sustainable development in this area of the Gaspé Peninsula. The *Société Cascapédia* is a not-for-profit organization whose mandate is the development, management and conservation of salmon within the boundaries of the Rivière Cascapédia Wildlife Sanctuary. Its board of directors is composed of six members appointed by the Cascapédia-St-Jules municipal council, six members appointed by the Gesgapegiag Band Council and one chair, elected by the board.

Some important facts
- The salmon sport fishing industry creates 130 direct jobs in the communities of Cascapédia-St-Jules and Gesgapegiag and generates $3 million in economic benefits each year.

- This activity is traditional in both communities, with the responsibility of being a wildlife guide or guardian passed down from father to son for 125 years.

- These jobs are being threatened by the forestry activity taking place in the watersheds of the Cascapédia River. Forty-three problem sites causing sedimentation in the river as well as a number of violations of the Regulation respecting standards of forest management were observed in 1998 by the environment branch of the Quebec Department of Natural Resources around the Branche du Lac source of the river.

Background

The CGIRC is located in Cascapédia-St-Jules in the offices of the *Société de gestion du saumon de la rivière Cascapédia* (*Société Cascapédia*) [Cascapédia River salmon management corporation (Cascapédia corporation)]. The movement that led to the creation of the Coalition was sparked by complaints from fishers and guides who work on the river. They had noticed abnormalities and marked deterioration of the river: sediment in pools, bank erosion, etc. The populations of Cascapédia-St-Jules and Gesgapegiag count on the river's economic contribution to their communities. The economic spinoffs for local businesses and the number of jobs created have significant impact. Protecting existing sports-fishing assets and planning the sustainable

development of the salmon and forestry industries remain high priorities for the Coalition.

Environmental Issue

It seems apparent that the adverse effects of clear-cutting are threatening the Cascapédia River. A report by the Department of Natural Resources, made public in February 1999, indicates that forest road work has had an adverse effect on the Branche du Lac. A number of violations have been observed and more than one hundred sites had to be repaired in 1999 and 2000. All these anomalies speed up bank erosion and cause sediment to accumulate in pools and salmon spawning areas. Currently, this branch of the river is seriously damaged.

Mandate and Structure

The CGIRC wants to promote integrated management of the Cascapédia River watersheds, thereby ensuring that forest practices are carried out in such a way as to protect the habitat of the Atlantic salmon. It also wants to ensure that this new watershed-based approach to forest management be adapted and integrated in the new forest plan put forward by the Quebec Department of Natural Resources for all Atlantic salmon rivers in Quebec.

General Goals

- To make changes to forest standards and the new forest plan, which was expected to be adopted in fall 1999.

- To promote joint action among the various users of resources in the Cascapédia river watersheds.

- To implement a new way of managing forestry operations that includes in the decision-making process all users with an interest in wildlife resource management.

- To make the general population aware of the impact of forest practices on wildlife in general and the Atlantic salmon habitat in particular.

Community Linkages and Partnership

The goal of the integrated management project for the river's watersheds is to harmonize relations among the various industries and create partnerships that will allow users to live together in the same environment. Watershed-based forest management is a complete departure from existing industrial practices in Quebec. The creation of community-industry partnerships may also be a forest management method that could revolutionize current forest practices.

Coalition members:

- *Société Cascapédia*
- Cascapédia-St-Jules municipality
- Community of Gesgapegiag
- *Corporation de développement Cascapédia-St-Jules*

Main forest companies involved:

- Cédrico Group
- Tembec Forest Products Group (Gaspé Peninsula division)
- *Produits forestiers GDS* [GDS forest products]
- Coopérative forestière de St-Elzéar [St-Elzéar forest cooperative]
- Coopérative forestière de St-Alphonse [St-Alphonse forest cooperative]

Activities

The following is a list of the activities of the CGIRC since December 2, 1998:

- Submission of a memorandum to the Government of Quebec;
- Opposition to the five-year forest development plan;
- Request for a one-year moratorium on logging;
- Participation with forest industry representatives and government departments in consultation meetings regarding development plans;
- Organization of an information meeting on March 31, 1999, to inform the public of the results of the Department of Natural Resource's analysis of the impacts of forest road work around Branche du Lac and to make public the new plans for forestry projects in 1999-2000;
- Protest involving village populations in front of the offices of the Department of Natural Resources in Caplan;
- Participation in mediation imposed by the Quebec Department of Natural Resources;
- Acceptance of the mediation report;
- Organization of a scientific panel on the issue;
- Organization of a national and international conference in Montreal on October 13 and 14, 1999, where the impacts of operations around the watersheds of Atlantic salmon rivers were described;
- Attempt to form a watershed council in order to establish an ongoing consultation process regarding the use of resources in the Cascapédia river watershed.

Main demands

- Immediate review of the forest plan,
- Integrated watershed-based management,
- Inclusion of Atlantic salmon river managers in strategic planning of logging and roads around the watersheds of Atlantic salmon rivers,

- Protection of countryside surrounding salmon rivers,
- Respect for riparian zones around salmon rivers and their tributaries,
- Ongoing consultation between the river manager and the company that holds the Timber Supply and Forest Management Agreement (TSFMA) and,
- Presence of an on-site Atlantic salmon industry representative to observe forestry operations near salmon rivers.

Effectiveness

A close review reveals the accuracy of the main budget forecasts and results contained in Appendix 1.

Repair and clean-up operations represent approximately 10% of the annual economic benefits of salmon sport fishing in the communities of Cascapédia-St-Jules and Gesgapegiag, which total about $3M. The per capita costs of these operations can also be estimated at $300 for the 1,200 people living in the two communities involved.

Training was given to contractors and labourers working in the watersheds of the Cascapédia River.

The scientific conference on the impact of forest practices on rivers and salmon facilitated exchanges among all stakeholders: biologists, forest engineers, forest companies, river managers and fishers. The conference served as an awareness tool.

A video was produced and broadcast on Télé-Québec. The CBC produced a report that was broadcast on the program *La Semaine verte*. All media activities contributed to raising awareness among the general population.

In summer 1999, some Coalition representatives visited a forest project in Revelstoke, BC. The City of Revelstoke is now a major shareholder in the Revelstoke Community Forestry Corporation (RCFC), a private corporation that manages public lands, which are now known as Tree Farm Licence 56. RCFC paid $3.5 million to buy the rights to Westar Timber. An additional $1 million was borrowed for the launch of the company and its working capital. The population of Revelstoke is 8,000 inhabitants. This project is an excellent example of a community-managed forest leading to greater control over resources and the ecosystem. The economic spinoffs benefit the community directly.

Impacts and Lessons Learned

Main impacts:
- Repair of a number of errors from the past around the Branche du Lac source of the Cascapédia River;
- In summer 2000, fourteen people, including biologists, researchers and labourers, worked in the Cascapédia River's watersheds;

- New division of forest area within the Gaspé Peninsula regional forestry unit by watersheds and subwatersheds, forcing forest companies to submit cutting plans that take watersheds into account;
- Creation of a river association and hiring of a forest engineer for the association;
- Better construction, use and maintenance of forest roads;
- Maximum cutting per subwatershed is now 30%;
- Commissioning by Canada Economic Development to implement a management plan adapted to the Cascapédia River watershed. The plan will involve development of a computerized tool based on the concept of sustainability. It will enable the forest industry to take all elements into account when planning forest activities and to improve their understanding of the area.

Current government standards cannot prevent similar disasters. The Government of Quebec is about to adopt a new forest system that will be in effect from 2001 to 2004. It is important that the new forest policy facilitate preservation of the resources the river provides for the Gaspé Peninsula communities of Gesgapegiag and Cascapédia-Saint-Jules. The watershed-based management approach adopted for the Cascapédia River could potentially be used as a model for the watersheds of other Quebec rivers.

There are a number of lessons to be learned from this watershed-based approach to forest management. It must be pointed out that forest companies have realized that the new practices do not cost more. In terms of sustainability, they ensure better long-term regeneration of forest biomass. Here again, we see that the cost of fixing environmental mistakes is very high. As a society, we must equip ourselves with the tools needed to prevent ecological catastrophes. The communities that live in these areas are often the ones to sound the alarm; the government should listen to them and support them, particularly with respect to the development of local resources.

The community forestry approach to forest management is becoming increasingly popular. Revelstoke is a good example of this. In comparison with the Cascapédia river project, the per capita cost of prevention is lower than the cost of fixing mistakes. The government should support and encourage the efforts of communities and populations to take charge of the management and conservation of shared resources, such as forests.

The Atlantic salmon industry is an important part of the local economy in the Gaspé Peninsula, and all efforts should be made to ensure the long-term survival of Atlantic salmon rivers. The forest industry and the provincial government, in partnership with communities, should implement the measures needed to restore the hydraulic conditions in the river and ensure the survival of the Atlantic salmon. Until now, forest management in Quebec has always been focussed on forest biomass, while other related resources were largely ignored. The case of the Cascapédia River demonstrates how forest companies can profit to the detriment of other industries that are very lucrative in the long term. The sport fishery and tourism industries are two good examples. Currently, we

are still a long way from the establishment of real partnerships with the forest industry. Appendix 1[24] describes the Coalition's work since 1999.

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[24] Report produced on behalf of Ecotrust Canada, December 22, 1999. Ecotrust was a major financial backer that supported the work of the *Coalition pour la gestion intégrée du bassin versant de la rivière Cascapédia*.

5.4 Bouctouche Bay Ecotourism Project, New Brunswick

Description and Background

Bouctouche is a small town located on the Northumberland Strait, about 25 minutes north of Moncton. The sponsoring community-based organization is a non-profit, multi-stakeholder group consisting of 20 members of the local community, local and provincial government officials, the regional university, and local industry. The organization is based in Bouctouche and has a full-time coordinator. There is an overall steering committee overseeing the implementation of activities. A number of consultants were hired to conduct studies and prepare an ecotourism development plan. The overall project began in 1996 and continues today.

The project's key priorities were to:

- Provide economic opportunities for residents of Bouctouche.
- Improve the natural environment.
- Encourage cultural renaissance.

In 1996 the Bouctouche region had a population of 37,551. Most were and are bilingual, with the primary language being French. The major employers in the region were involved in seafood harvesting and processing, home construction, forest products, and electronic parts manufacturing. The unemployment rate for the region was 14.3%.

The initial funding came from a variety of sponsors:

Bouctouche Chamber of Commerce	$5,000
Town of Bouctouche	$5,000
Irving Corporation	$20,000
New Brunswick Department of Economic Development Tourism and Culture	$20,000
Atlantic Canada Opportunities Agency	$25,000
For a total of:	**$75,000**

Mandate and Purpose

The Bouctouche Bay Ecotourism Project is a community-based project that identifies ecotourism employment opportunities and provides preliminary design of infrastructure projects built upon the principles of conservation and restoration of the natural and cultural resources. This includes First Nations peoples living both on and off reserve. The project is intended for all people living within the watershed.

Community Linkages and Partnership

The project established a multi-stakeholder committee, as noted above. The role of the local organization is defined by those organizations themselves, and their ability and

interest in the overall project. Community groups and associations were invited to be part of the process and the decision to participate was left to the community groups to make. Other partners include the Université de Moncton and the provincial and federal governments. Faculty from the Université de Moncton provided leadership and technical expertise. The role of the provincial and federal governments was to provide funding, in-kind support, and technical assistance.

What is unique about the local partnership agreement is that the community-based group secured a large corporate sponsorship for many of the projects. Bouctouche is the birthplace of K.C. Irving, founder of the Irving Corporation, one of the largest oil companies in Canada. As noted above, the Irving Corporation provided more than one-quarter of the project's initial funding.

Community action programs include:

- Ensuring the quality of land and water trail maintenance.

- Carrying out hands-on restoration or environmental improvement projects.

- Promoting integrated participation of all communities and residents within the overall watershed.

- Providing information concerning individual actions that can be taken to improve environmental quality.

Government involvement includes establishing communications between existing government departments and the public to:

- Promote environmental education rather than regulation.

- Identify needs not being met and future opportunities for conservation, restoration, and education.

- Promote communication and co-operation between different government sectors and community groups.

- Bring together a wide range of expertise regarding the environment.

The government also took responsibility for drafting and coordinating the tender for a consultant to work with the community. This alleviated some of the local project's administrative burden, and allowed it to take advantage of the government's expertise in developing and coordinating tenders and contracts.

Activities and Service Delivery Structure

The specific projects that were accomplished included:

- Community consultation.

- Background research on the socio-economic and environmental conditions of the

watershed.

- The identification of eco-tourism and sustainable development projects. The watershed is divided into various activity zones. Potential sustainable development activities have been identified for each zone.

- The development of a sustainable development plan.

- The building of strategic or key infrastructure projects (Bouctouche Dune, Pays de La Sagouine historic village, the MicMac Experience, walking and bicycling trails).

Overall effectiveness and cost-efficiency

The Bouctouche project has been very successful. "The multi-stakeholder group has been able through private-public partnerships to generate over $8 million in direct investment in tourism infrastructures."[25] Project leaders have been effective in keeping the project focused on its three priorities, and they have achieved many components of their mandate and purpose, including the involvement of First Nations people.

Impacts and Lessons Learned

The tangible impacts on the community have included new infrastructure and economic spin-offs. For example, the project has resulted in the building of the Irving Eco-Centre, a 17 km nature trail network, and the Sawmill Point Boat Basin and Park, rehabilitation of the old marina, and establishment of the Bouctouche Farmers Market.

The project has also resulted in an increase in the number of visitors to the area. In 1996 there were 4,790 visitors to Bouctouche, but in 1999 it received 13,533 visitors. This has resulted in economic spin-offs in the form of new employment including 45 new tourism businesses created in that time frame. Furthermore, Dr. Louis Lapierre, chair of the project, noted "the community buy-in, infrastructure investment, and economic spin-offs have been phenomenal as the Bouctouche Region has gained credibility and international recognition through its many endeavours."

Unintended impacts of the project include increased traffic congestion from tourism in both the Town of Bouctouche and St. Edouard (a nearby rural community) and conflicts between users of the natural environment. For example, duck hunters can no longer use the Bouctouche dune for hunting, all-terrain vehicle users can no longer access the dunes, and fishers can no longer access their washed-up fishing gear on the beaches.

Lessons learned from the Bouctouche project are:

- The importance of utilizing the expertise of a public partner to assist in the hiring of a consultant.

- The need for communities to use a mix of funding sources for projects including private, community, provincial and federal sources.

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[25] Bouctouche Ecotourism Project Inc, 2000, page 1.

- The importance of having a proposal or plan when approaching government for funding.

- The recognition that funding from a government department usually comes with restrictions such as a requirement for matching funding from other sources, or restrictive time frames.

- Understanding that government departments are able to play an important role in bringing about projects through cooperation, partnerships and outreach.

5.5 Brandon Riverbank Inc.

Description and Background

Like many other cities that have evolved over time, the City of Brandon was settled on the banks of a river and subsequently grew beyond those banks. During the mid-1990's, the Mayor of Brandon at the time had witnessed how the cities of Winnipeg, Saskatoon, Red Deer and Moose Jaw were rejuvenating their river corridors and recognized the potential that the City of Brandon had in its relationship with the Assiniboine River. In early 1994, with the city's successful bid to host the Canada Summer Games in 1997, the river corridor would become the site of many of the Games events, offering the city the opportunity to begin to develop facilities where the quality of life for people and nature in the city would be jointly enriched

Planning towards the regeneration of the Assiniboine River corridor was guided by the desire to achieve a 'made in Brandon' solution developed by the citizens of Brandon. To achieve this, a forum was created to invite the community to participate and direct the preparation of the Draft Master Plan. An 'Assiniboine River Corridor Planning Group' was struck and invitations for participation in the forum were sent to a broad cross-section of community interests, including City Council, business, educators, heritage, cultural, entertainment, Aboriginal, community service clubs, recreation, public services, environmental and naturalist societies, district planning and departmental representatives of federal provincial governments. Eventually, the 'Planning Group' consisted of 70 registered participants with a further 124 people and organizations in correspondence on the mailing and news bulletin list. The result has been the creation of a river corridor regeneration strategy known as the Assiniboine River Corridor Master Plan that celebrates the River's historical past and ongoing contribution to the city's quality of life. Its Vision Statement reads:

> The City of Brandon's Assiniboine Riverbank Enhancement Program shall be a model of health, sustainable and planned revitalization, creating opportunities for community access, use and enjoyment of the river over all seasons, in balance with the protection and interpretation of the river heritage and natural resources.[26]

Brandon Riverbank Inc. was formed as a non-profit organization in 1995 to develop and revitalize the Assiniboine River Corridor in accordance with the City of Brandon's $25 million Assiniboine River Master Plan, to be carried out over 25 years.

Mandate and Purpose

The purpose of the Assiniboine River Corridor Master Plan is to guide the river's regeneration by striking a balance between protection, community access, and enjoyment of natural habitat. The specific aims of the Plan are:

- to preserve the natural river habitat;

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[26] http://www.riverbank.mb.ca/

- to provide opportunities for family recreation;

- to create gathering places for the people of Brandon and Westman; and

- to connect the river with people, places and events.[27]

In the words of the Mayor of the City of Brandon at that time, Rick Borotsik,

> … we are making a commitment to the future of Brandon. We all share responsibility for its implementation. This means maintaining flexibility in the organization of priorities and phasing of the plan so we may be able to respond to opportunities for alliances from within the community and other levels of government to make it happen…Brandon and the region will share the economic benefits of this initiative. It represents a commitment to the long term health and vitality of our City and reinforces Brandon's recognition in Manitoba and Canada as one of the very best communities in which to live.[28]

With the river development that has since occurred, the objectives of the Master Plan have benefited the residents of Brandon through:

- improved parks and recreational facilities;

- increased tourism opportunities since the tourism booth from the Trans Canada Highway has been moved to the riverbank;

- employment opportunities for the Westbran Employment Development Centre, which has seen its role expand from that of maintenance to also include development; and

- opportunities for sponsorship from community, corporate and government groups and organizations to create a legacy for the residents of Brandon.

Community Linkages and Partnerships

As mentioned earlier, the Brandon Riverbank Inc. oversees the development of the corridor. As a non-profit organization run by a Board of Directors, they are able to solicit for funding.

Between 1995 and 1999, more than $5 million was invested in capital projects that contributed to the specific aims of the Master Plan. An initial five-year commitment of $350,000 annually by the City of Brandon brought in matching contributions from the provincial and federal governments and the private sector. Approximately two dollars from other sources for every City of Brandon dollar spent was found. A Metre Trust Fund was also established for development of the riverbanks trails, drawing contributions from 250 individuals, families, organizations, and businesses.

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[27] Trails for All Seasons, Brandon Riverbank Inc.

[28] http://www.riverbank.mb.ca/brandon_river_corridor_master_pl.htm

Contributions of funds, gifts-in-kind, labour, materials at cost and other creative methods of participation all helped to bring phases of the Master Plan into reality. The diversity of contributions can be found in the following list.

- City of Brandon – core funding for capital projects, work of City administration staff

- Government of Canada **-** funding for pedestrian bridge, employment contributions from local Brandon Human Resource Canada Centre

- Province of Manitoba – funding for pedestrian bridge and the Master Plan

- Ducks Unlimited – agreement-in-principle to develop and operate the wetland conservation Area

- Simplot Canada Limited – financial contribution

- Westbran Employment Development Centre – labour and material in kind (e.g. riverbank trail developments)

- Zenith Paving – paving of main walking path between Kirkcaldy Drive north of river and Dike Road, south of river

- Manitoba Hydro – technical expertise: trail lighting system design, mapping

- Brandon Naturalists Society – information and advice re: bird and plant species in river bottom forest

- Brandon University Department of Geography – information re: geomorphology

- Manitoba Natural Resources – information and advice about wildlife species; advice re: design of trail

- A.E. McKenzie Co. Inc. – landscape materials

- Rosser Ward Association/Drew Caldwell – banners for 8th Street bridge

- Bradley Sand and Gravel, Burton Construction, Cumming and Dobbie, Western Concrete, Wheat City Construction, C&C Rentals, Gaiser Construction, Wyatt Rentals – gifts in kind

- Lennon Surveyors – surveying

- Galaxy Computer Systems – hosting website[29]

New corporate sponsors continue to be found throughout the various phases of development. For example, a life-size bronze statue of a Blue Heron, crafted by a Manitoban artist, graces the entrance to the new Discovery Centre, courtesy of the Westoba Credit Union.

There have also been opportunities for innovative partnering involving a local environmental company. A section of walkway at the Discovery Centre has become a test

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[29] http://www.riverbank.mb.ca/riverbank_partners.htm

site for recycled rubber surfacing, funding for which was provided by the Manitoba Tire Stewardship Board.

Activities and Service Delivery Structure

One of the main elements of the Master Plan has been improving and adding to the system of trails along the Assiniboine River. Each year since 1995 has seen development and improvement in the network of trails. In 1997, Simplot Canada Ltd. offered its first, of four yearly installments of $25,000 towards this development. With the City hosting the Canada Summer Games that year, the timely boost allowed for finishing details.

In 1997, the centrepeice of the trail system, a pedestrian bridge over the Assiniboine River on the Red Willow Trail, was also completed. Employment programs of the Human Resources Canada Centre enabled Brandon Riverbank Inc. to obtain the staff support to plan and develop the strategy during the critical start-up period. The eighteen positions created between November 1994 and September 1997 included the crew supervisor, promotions coordinator, landscape architect, and surveyor's labourers. This partnership with HRCC created needed employment opportunities for those on unemployment insurance and contributed to the development of an important community asset with a lasting legacy.

In 1999, another component was added to the network, the Riverbank Discovery Centre. The Discovery Centre houses the Ducks Unlimited Regional Headquarters, Manitoba Habitat Heritage Corporation and a Regional Tourism Centre operated by Brandon Economic Development Board - Tourism and Convention Services. It features an interactive Tourist Information system, travel information and interpretive ponds and walkways. As a pilot demonstration project under Western Economic Development's *Western Tourism Corridors Strategic Initiative*, a $1.5 million repayable contribution was made towards the Discovery Centre's $3 million development. Funding for the Riverbank Discovery Centre also came from Environment Canada, Rural Economic Development Initiative, Industry, Trade and Tourism and the City of Brandon. Ducks Unlimited contributed to the project by developing and maintaining the Interpretive Ponds. In a news release, Mayor Reg Atkinson proclaimed,

> …undoubtedly the City is climbing another ladder toward success and national recognition, this time for our tourism. The opening of this Centre today marks our achievement of overcoming the first rung of that ladder.[30]

Throughout 1999, various picnic and sun shelters were also created throughout the various parks along the Riverbank's trails, courtesy of corporate and service club sponsorships.

The main focus of the Riverbank's development for 2000 has been the building of the Eleanor Kidd Botanical Gardens. The Gardens will be a gathering place for the community and a focal point for various groups and performances, targeting youth to

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[30] http://www.riverbank.mb.ca/Riverbank%20Discover%20Centre%20Opens.htm

seniors. Several new corporate partners have come forward to support this endeavour. CXY Chemicals granted funding in the amount of $25,000 for the Gardens' development, while the Canada Trust Friends of the Environment Foundation have granted $15,000 towards the creation of the Fountain Plaza within the Gardens. The Park currently hosts numerous group events, such as the Alzheimer Memory Walk and wedding parties. The area is also popular for photo shoots. It is anticipated that activities will increase with the completion of the project.

Projects planned for the near future include an amphitheatre, a playground, a second footbridge and riverbank stabilization.

Overall Effectiveness and Cost-Efficiency

Initially, the Master Plan was created with the guidance of 70 registered participants along with the input of an addition 124 individuals and organizations via mailings. In 1999, nearing completion of five years of development under the Master Plan, the Board of Directors of the Brandon Riverbank Inc. wished to 'take stock' of what had been accomplished to date and to set a course for the future, specifically to help shape a plan for the next five-year period. This plan would continue to work within the framework of The Assiniboine River Corridor Master Plan and would set priorities for future capital projects and programming and identify sources of funding. The Board of Directors appointed a Vision Committee to undertake these tasks and asked the Committee to involve the public in the process. The consultation program included two public open houses, an invitational workshop, a website questionnaire, and an open line television show. For the workshop, 36 participants representing a range of community interest groups attended the three- hour event.

The report on the public consultation concluded that …

> … few people expressed dislike for any aspect of the Corridor. Criticisms offered include specific problems with the trail system, lack of programming (including at the Riverbank Discovery Centre), lack of promotion of the Corridor, and the 'idea' of adding housing to the Corridor.

The report continues,

> … about two-thirds of questionnaire respondents felt that multiple sources of funding should be sought for capital projects. Municipal government was listed most often as a source of funding and the majority of respondents (65%) rated further investment of municipal tax dollars in the Corridor over the next five years as a medium priority. Another 25% rated it as high priority and less than ten per cent rated it as low priority. A wide array of specific funding sources were identified.

Finally,

> … questionnaire results strongly supported implementation of programming by the private sector, followed by municipal government. The private sector was also the

preferred choice for funding of programming. Again, specific funding sources were suggested.[31]

The city is proud that, for the first five years, its $350,000 annual contribution has been matched by provincial and federal governments and the private sector, resulting in the securing of approximately two dollars for every one city dollar spent. Now, at the close of year 6 of the 25-year plan, project completion and expenditures are reported to be on track for the $25 million plan, running at approximately $1 million per year.[32] It is also estimated that 50% of the trails are now completed for the 17 km corridor.

Impacts and Lessons Learned

As the project has taken shape over the years, the impacts have included:

- a greater use of, and an unexpected demand for, the continuation of the trails system;

- the evolution of the tourism component, now occupying an equally important focus to that of community use; and

- greater access for the clearing and eradication of an invasive weed plant called Leafy Spurge[33] by virtue of additional grooming activities along the riverbank.[34]

An important lesson learned while involving the community has been to better inform the community as a whole as to the scale of the project. Original plans had allowed for rezoning for residential space within the corridor; however, when this phase begun to move forward, public outrage and protest at the loss of green space within the corridor resulted in the withdrawal of application and the loss in the sale of the land. The monies from the sale were to be used by the City to fund subsequent installments towards the riverbanks development. However, as a result of the public protests, a green space master plan is now being developed.[35]

Another lesson learned is to insure that appropriate operational and maintenance measures are in place before a project is begun. The pedestrian bridge and trails required little maintenance after being built; they needed only to be cleared of snow. However, some loose ends well into the development of the Discovery Centre raised the question of who would be operating it upon its completion. The Brandon Riverbank Inc. ensures now that a project can be afforded not only based on its capital costs, but also on its operating costs before work is begun.[36]

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[31] Intergroup Consultants Ltd., Report of the Public Consultation Program
[32] Conversation with Brian LePoudre
[33] For a more detailed examination of efforts to control this noxious weed In Manitoba, see Profile 5.11, "Leafy Spurge Stakeholders Group."
[34] Ibid
[35] Ibid
[36] Ibid

5.6 Cape Chignecto Provincial Park, Nova Scotia

Description and Background

The local community-based group is the Cape Chignecto Park Management Committee. The committee consists of local members of the community and representatives of the local forestry advisory committee and the provincial and federal governments.

Cape Chignecto Provincial Park is located on the western tip of mainland Nova Scotia, just below the New Brunswick-Nova Scotia border, on the northern Minas Basin and Fundy shores. Overlooking Chignecto Bay and Advocate Bay, the 4200 hectare (10,000 acre) wilderness park offers backcountry hike-in camping, 45 km of hiking trails, picnicking, and access to the Bay of Fundy shoreline. Planning and development of Cape Chignecto Provincial Park involved the Nova Scotia Department of Natural Resources in partnership with local community groups, the Cumberland Regional Economic Development Agency (CREDA) and various funding partners. Funding for the park was received from:

Human Resources Development Canada (HRDC)	$916,837
Atlantic Canada Opportunities Agency (ACOA)	$120,000
NS Department of Economic Development and Tourism	$100,000
For a total of:	**$1,136,837**

The park is the product of eight years of hard work by a group of citizens determined to improve their community's economic future. They wanted a place that would provide their young people with opportunities to stay at home, rather than "going down the road" like so many before them.

The socio-economic context of the local community and region at the time the park was established was one of decline. "We were facing an unemployment rate of 50 per cent," says Ruth Allen, chair of the Cape Chignecto Park Management Committee. "The backbone of our economy — resource-based industries like fishing and forestry — were in serious decline. Our young people were leaving. We knew we had to do something. But these challenges didn't deter us, they gave us real motivation." The socio-economic conditions are similar to those found in other rural areas of Atlantic Canada where young people are leaving, traditional forms of work are changing, and new ideas are required to boost the local economy.

The key priority for this project was the creation of new employment while promoting sustainable development of local resources. Through sustainable management of the local forest and coastal areas and building infrastructure, new employment was created.

Mandate and Purpose

The project's primary objective was to create a locally owned and operated park within the provincial park system. This idea emerged from a community's desire to find new ways to create employment for local people. The groups or people targeted to benefit from the project were residents and local people living in close proximity to the proposed park area.

Community Linkages and Partnership

Today, the volunteers, community groups, business operators, and outdoor enthusiasts who worked together to create their park now manage it through the Cape Chignecto Park Management Committee. Their achievements have earned the Nova Scotia Community Economic Development Award for Excellence in Cooperation.

In 1991, the Province of Nova Scotia acquired the 4,200 hectares of land on which Cape Chignecto sits. The government then appointed a community advisory group to help prepare the park's development and management plans. The federal and provincial governments provided funding for capital costs to build the park infrastructure. With funding from HRDC, a two-year training program was launched for 15 local people. The program covered topics from business and life skills to trail development and park management. The program's trainees studied the rocks, plants, trees, and animals they would encounter while creating the trail. They also learned survival skills to help them while working deep in the wilderness during some of the development. A crew spent six weeks in the forest at one stretch during trail development, because hiking in and out each day would have wasted too much time.

The N.S. Department of Natural Resources was the lead agency for the project. It conducted the land swap with a forestry company so that the province could acquire the land for the park. It also provided technical assistance and training to local people. The CREDA helped the community group obtain funding and provided financial management skills to the group. Funding from ACOA supported infrastructure development and some training.

Activities and Service Delivery Structure

Cape Chignecto Provincial Park is managed and operated by a local community organization (Cape Chignecto Park Management Committee) in partnership with the Nova Scotia Department of Natural Resources.

The Department of Natural Resources has signed a 10-year agreement with the CREDA and the Cape Chignecto Park Management Committee to operate and manage the park. "The opening of this world-class facility is the result of 20 years of planning and hard work by community members from Advocate and Cumberland County," said Ruth Allen, chair of the local management board. "Local associations, as well as individuals who

volunteered their time and materials from the communities around Cape Chignecto, have all played an important role in the opening of this park." The park opened on June 26 for the 1998 season.

After more than a decade, there's still much more to be done. The park will be developed further, and the Cape Chignecto Park Management Committee will handle all aspects of that future development, including marketing and day-to-day management.

Overall effectiveness and cost-efficiency

The park has become a potential model for provincial park development. At a time when governments do not have all the resources necessary to create and maintain parks, local people have taken the initiative and have done the majority of the work. Since the creation of this park there have been several other similar park development processes launched in the province, although no new additional parks have yet been developed or opened.

This project shows that local citizens have the ability to do large-scale community economic development as long as they receive support and assistance from all levels of government. The original idea came from the community, was developed by the community, and was supported by the government to ensure that it became a high-quality tourist attraction. Governments have the people and skills to help communities refine and polish the final product. For example, marketing and promotion are skills which many community groups lack. Providing assistance in these areas becomes an important role for government. The Cape Chignecto case suggests that government investments in these areas may well pay big dividends in the longer term. The park is now being promoted by the province as a tourist destination.

Impacts and Lessons Learned

The impact of the new park development has been positive. Roger MacIsaac of CREDA says the park had an immediate impact on Advocate and the surrounding area. Tourism operators report a dramatic increase in business, the local restaurant has recorded record sales, and the increased traffic has led to the start of new businesses. Moreover, according to MacIsaac, the park has rapidly gained a reputation as a world-class eco-tourism destination.

Through funding from HRDC and other sources, 15 local people who were unemployed or under-employed were retrained either to work full-time in the park or to open their own business in the local community. The first group learned such skills as park management, mapping, and cutting and maintaining trails, while the second received training in areas such as small business management, computer skills, and business planning. The training program had a very positive impact on the local people and has led to an increase in employment and creation of new businesses.

This project also demonstrates what can happen when a community takes responsibility for its own economic development, with the assistance of both provincial and federal governments. Here, a provincial park has been developed and is being managed by local citizens. "This is a model (of development) that could be set up nationally," says Allen. Overall the park has had tremendous support from the local community, and has been instrumental in helping to bring the community together.

The project has also increased local people's job skills and employability. People involved in the project received training, not only in trail development but also in office administration and the use of computers.

A major challenge for the local community was to convince the various funding agencies to buy into their idea and to work cooperatively together to bring it to fruition. Many government departments bought into the idea, but some had difficulty working together because each had their own mandate. As well, some departments were not used to working so closely with the community because they were accustomed to doing entire projects on their own, with little or no community input. The community group worked hard at trying to integrate and coordinate the various government departments so that they could all work towards the same goal.

Because some of the funding came with "strings attached," CREDA played a key role as a sponsoring community agency to allow the local group to receive the necessary funding. Here, its most important contribution was the funding of various feasibility studies which the community group later used to convince the federal and provincial governments that their idea of a provincial park would work, and to help obtain funding from those governments.

An important lesson is that a community-led project with local objectives not only creates a tourism destination and a new model for provincial park development, but can also provide training opportunities for local people. Not only did the project create a physical entity, in the form of the provincial park; it also served as a social development program to increase local people's job skills and help them create their own employment.

A second important lesson is that background studies are important for a local organization, not only in convincing area residents that their idea is solid, but also as a way of "bringing on board" various government department who have the funding to make the project a reality. Without the background feasibility studies, the project might not have gotten off the ground.

A third important lesson is that technical support from government departments (in this case mostly the Nova Scotia Department of Natural Resources) is a valuable resource for local people. Initially the area's residents did not have all of the skills needed to plan, develop, and manage a provincial park. Thanks to the training they received from the Department, they were able to acquire the necessary skills for themselves.

5.7 Project Profile - Columbia Basin Trust, B.C.

Background

As a result of the Columbia River Treaty in 1964, many communities were flooded and severely damaged. Some 2300 community members were displaced and the communities' economy suffered through flooding of the land and the denial of future benefits from sustainable resources. Neither individuals nor the communities were properly compensated, nor did they share in the benefits from hydro generation that went to urban areas outside the Columbia Basin.

The Columbia Basin Trust manages the region's share of downstream benefits from the Columbia River Treaty to bring social, economic, and environmental benefits to the region most affected by dam construction. The Trust serves the basin and its towns and residents, which are located in southeast B.C. Trust offices are located in Nakusp, Castlegar, and Cranbrook. The Trust uses many kinds of programs and initiatives (social, economic, environmental, cultural, water management) within the context of a Management Plan that was developed through extensive community involvement.

The Trust's major objective is to help bring about the economic, environmental, and social recovery from the long-term impacts of the lack of resource-sharing in the Columbia Basin area.

In 1992, a Basin committee was formed to lobby the provincial government to ensure that with future renewal of the Columbia River Treaty, a fair share of benefits would go to Basin residents. As of 1999/2000, the Trust's financial statement showed that $3.75 million in investment income is available for spending programs. The financial statement shows $272 million in assets, $130 million in long-term debt related to the hydro power projects, and $139 million in endowment capital.

Mandate and Purpose

The Columbia Basin Trust supports efforts by the people of the Basin to create a legacy of social, economic, and environmental well-being and to achieve greater self-sufficiency for present and future generations.

The Columbia Basin Trust Act, as passed by the B.C. legislature, states

The purpose of the corporation is to invest, spend and otherwise manage the regional allocation and the corporation's other assets, including any assets that may be transferred to it, for the ongoing economic, environmental and social benefit of the region including, without limitation, for

- *The social well being of the residents of the region,*
- *The preservation, protection and enhancement of the environment of the region,*

- *The economic development of the region, and*
- *Any other prescribed purposes.*

Of special interest is "sustaining the Columbia River in a healthy state for the future," says the Trust's Vice-Chair, Garry Merkel. The Trust's approach is to involve people and organizations both inside and outside the Basin in the development of a strategic approach and sustainability options for the management of critical water issues and ecosystems in B.C.

Community Linkages and Partnership

The Trust is a stand-alone corporation that has full responsibility and authority for managing the Basin's allocation of a fair share of benefits derived from the Columbia River Treaty. The Board includes appointees from First Nations and the full range of communities and interests in the Basin.

The Trust's policy is to have strong partnerships with governments. Its policy is also to partner with existing local organizations for its investing and spending programs and initiatives. These arrangements range from credit unions to community futures development corporations, First Nations, local government, and private sector organizations. In this way, the communities' existing organizational capacity is recognized and supported instead of being duplicated through the development of a large, separate service delivery organization.

What's unique about the organization is its strong community basis for operations. Its direction and expectations are detailed in the longer-term management plan built as a result of the many Basin communities providing their input over a two-year period.

Activities and Service Delivery Structure

The organization's activities include support for hydro power upgrading, management of international water issues, investment programs and spending programs. These programs involve loans and facilitation/ advocacy for small business and business equity investment. The credit unions and community futures development corporations partnering with CBT are able to expand their capital base and increase loan limits to their community clients. The spending programs involve the community taking on the delivery of projects and programs in sectors such as the environment, affordable housing, arts & culture, and heritage. Some programs such as Youthlinks — a Basin-wide program providing career development services — are delivered directly by the Trust. Another type of spending is the direct allocation to local governments that carry on certain funds' administration responsibilities.

As noted in the previous section, many of these project activities occur in partnership with existing community organizations that have the capacity to do the necessary work. The Trust allocates funds that are often pooled with funds from other sources supporting the community initiatives. Sector committees will produce an annual plan and budget

and, after approval by the Board, are delegated the decision-making authority needed to achieve their objectives.

Overall effectiveness and cost-efficiency

With its focus on local partnerships and capacity-building, the Trust has 15 people on staff to cover its range of activities, including the investing and spending programs. The following illustrate some examples of the Trust's activities and results. In the most recent fiscal year, small business lending contributed $2 million and helped to create or maintain over 350 new jobs. The Community Enterprise Fund provided seed funding for new and innovative community business ventures. Twenty students participated in summer experiential learning activities. The environmental activity focused on habitat stewardship and land conservancy while also supporting fisheries rehabilitation. Other initiatives contributed to over 100 community projects.

Impacts and Lessons Learned

The Columbia Basin Trust is young, particularly in terms of the implementation of its management plan. One of this year's projects is the building of a monitoring and evaluation framework. But despite the initiative's relative newness, one can still talk about the impacts achieved from reinforcing and supporting existing community institutions, instead of creating an entirely new and large bureaucracy.

This organizational approach engages the community as service deliverer and end beneficiary. This supports the CBT's emphasis on self-reliance and independence.

Through the delivery approach described earlier, capacity-building is part of every aspect of the Trust's activities. Self-organizing community groups are recognized, allowing services to be tailored to meet the very specific needs of the communities receiving those services. These groups, because of their local knowledge, are well placed to determine what is fair and equitable with respect to the approval of projects and other program decisions. Basin-wide strategic planning is carried out from a larger perspective.

Several lessons can be learned in terms of how government can contribute to community capacity-building:

- Governments should be prepared to make reasonable commitments over the long term, i.e., for a 3-5 year period.

- The notion of only funding pilots and innovation should be questioned. There are good ideas that can be used and applied in more than one place.

- It is important to train government staff in working with communities and in how to make things happen.

- Decision-making authority should be localized to the extent possible. This allows government to maximize the use of local knowledge.

In addition, governments which want to contribute to sustainable development at the community level must ensure that local authorities are responsible to community-based initiatives, and seek to engage in partnerships that tie in to the fabric of the community and support the leveraging of both existing and new resources. Finally, they must also recognize that organization needs to take place "from the bottom up."

5.8 Foothills Model Forest

Description and Background

The idea of "*model forests*" as a place where sustainable forest management practices could be developed, tested, and shared started to take shape in the early 1990's. As one of eleven Model Forests in Canada, the Foothills Model Forest (FHMF) is funded and administered by Natural Resources Canada and the Canadian Forest Service with other cash and in-kind contributions provided by program partners. The FHMF is a non-profit with multiple partners/sponsors that include private, provincial, and federal entities.

Founded in November of 1992, the FHMF was given 5 years of funding from the Canadian Forest Service in order to make their forest a model of sustainability. The FHMF has a total land base of approximately 2.75 million hectares, making it the largest of the eleven Canadian Model Forests. The 2.75 million hectares is comprised of Willmore Wilderness Park, Weldwood Forest Management Agreement Area, Jasper National Park, Crown Forest Management Units, and the Towns of Jasper and Hinton. The economic climate of the community of Hinton at the time was one of growth. The new pulp mill had completed its expansion and the new HiAtha sawmill was nearing completion. All coalmines were reported in full production.[37]

The FHMF reflects cultural, ecological, economic, and natural resource values such as wildlife, biodiversity, watersheds, recreation and fisheries, wood supply, oil and gas, coal, and tourism. A variety of research projects and programs are undertaken by the Model Forest in collaboration with its sponsors and partners. Research projects and programs of the FHMF are:

> Intended to demonstrate a shared commitment to the idea of sustainable forest management and to act as models for others to use towards sustainable development.[38]

Mandate and Purpose

When the FHMF was first initiated, the goals of the program included:

- ensuring a sustainable and predictable supply of forest-based ecological, social, and economic values and benefits through effective management of the forest ecosystem; and

- raising awareness of and commitment to the concept of sustainability, integrated resource management and management of the forest ecosystem among forest users, researchers, and forest managers at the local, regional, national, and international levels.

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[37] Conversation with Robert Udell
[38] Foothills Model Forest website, www.fmf.ab.ca

The FHMF mission statement sets forth the primary purpose for the project, which includes the sustainability of the forest.

> We are a unique community of partners dedicated to providing practical solutions for stewardship and sustainability of our forest lands.

The main objectives for which the FHMF was established are:

- to accelerate and expand new and existing initiatives in sustainable forest operations innovation, integrated resource management, decision support systems research, technology transfer and public involvement in the FHMF;

- to support the development of multi-jurisdictional resource management strategies and programs, particularly regarding transboundary resources;

- to test and demonstrate on the FHMF advanced technology and integrated resource management practices consistent with the principles of sustainable development;

- to use the expertise and facilities of the Environmental Training Centre to assist in knowledge base development and to transfer the knowledge gained in the FHMF program to local, national, and international resource managers and various publics;

- to develop an integrated resource management strategy for the FHMF, representing a balance of integrated resource management objectives, using consensus development techniques, with the participation of representative stakeholders; and

- to support the FHMF in the delivery of the five-year Model Forest Plan and the Annual Work Plan.[39]

Community Linkages and Partnerships

Initially when the federal government put out the call for proposals, the director of the Forest Technology School at Hinton approached Weldwood of Canada Ltd. They agreed to work together on the proposal along with the Alberta Environmental Protection Department, which also committed resources to the ensuing program.[40]

The main partners of the project - Weldwood of Canada Limited (Hinton Operations), Alberta Environment, Jasper National Park, and the Canadian Forest Service - have the land management authority for the land base covered by the Model Forest. Some 73 partners supported the original proposal for the establishment of the FHMF.

Since its inception in 1992, the FHMF has continued to build upon its relationships with the various partners involved. The FHMF has paved the way for sharing of a variety of viewpoints and concerns held by each of the partners/sponsors. The FHMF efforts have led to partnerships that some would consider to involve "strange bedfellows" or, as FHMF has indicated in their mission: "a unique community of partners" that represents the diversity of interests found throughout the region.

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[39] Foothills Model Forest Annual Report 1997/98
[40] Conversation with Robert Udell

While developing the proposal for Phase II of the project, FHMF partners developed a list of what attributes constitute a FHMF partner. These partnership characteristics includes those who:

- are impacted by the FHMF or the FHMF process;

- work together toward mutually beneficial outputs/outcomes;

- represent the values, concerns, and issues of their respective groups;

- ensure as broad a representation as possible;

- recognize each other's differences as well as similarities;

- share information and learning with others;

- act as part of the greater whole, are open and respectful of the view of others, and believe in the democratic process;

- are committed to making a contribution;

- promote FHMF's goals and objectives;

- are responsible for implementing and applying information and outcomes; and

- expect a fair share of the benefits.[41]

The principal sponsors/partners of the project provide financial resources and board commitment. Currently the FHMF has over forty partners involved in the project in varying degrees. Some partners simply support the idea and role of the FHMF, while others provide dollars and direction for specific activities and projects. From a community-based perspective, the Mayor of the Town of Hinton is a member of the Board, representing the community's socio-economic values.

The project has benefited Hinton by ensuring that land managers are properly equipped with continually improving knowledge in sustainable forest management. In turn, the delivery of sustainable forest management provides stability for the community's economic needs. Weldwood accounts for over 50% of the residential taxes paid to the Town of Hinton, in addition to providing the town's water and treating its sewage. Consequently, the company's long-term success is dependent on the successful management of its forestlands, while the town's long-term success of the town likewise depends upon that of the company.[42]

Activities and Service Delivery Structure

Phase II of the model forest program set out to better assist the model forests in working together as a network and included the creation of "*local level indicators of sustainable forest management*". Local level indicators provide the "framework required to measure progress towards sustainability".

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[41] "Leading the Way", Foothills Model Forest, Phase II Proposal, January 1997
[42] Conversation with Robert Udell

At a national level, the criteria for sustainable forest management were laid out as:

- conservation of biological diversity (Do management practices retain the full range of biological variety?)

- maintenance and enhancement of forest ecosystem condition and productivity (Are the forests and ecosystems they contain still healthy?)

- conservation of soil and water resources (Are the water and soil resources in good condition?)

- forest ecosystem contributions to global ecological cycles (Do the forests continue to store carbon and produce clean air?)

- multiple benefits to society (Is there a continuing flow of social benefits for current and future generations?)

- accepting society's responsibility for sustainable development (Does society at large share responsibility for the sustainable use of forest lands?)[43]

In 1998/99 the FHMF and its partners developed 30 local level indicators designed to address their particular socioeconomic, cultural, and environmental conditions. These goals and indicators are intended to be used by FHMF partners in their management plans by measuring their performance in implementing sustainable forest management "*on the ground*".

One of the main activities undertaken by the FHMF involved mimicking natural disturbances. The FHMF partners, recognizing that wildfire is the principal agent of change in their forest, set out to map the pattern of historical natural disturbances in the model forest. The research went back over hundreds of years and is intended to provide direction for forest management strategies including harvest design and prescribed burns. Since 1995, the mimicking of natural disturbances project is a multi-year research project made up of several individual studies of specific disturbance patterns caused by fire, wind, and disease.[44] The latest forest management plan of Weldwood of Canada Limited uses the research results to ensure that harvesting and reforestation mimic natural disturbances as much as possible.

FHMF and its partners have also been actively involved in wildlife research. Most of this research is aimed at the identification of habitat requirements for key species. The goal of this research is to ensure the long-term health of all wildlife.

Both the private and public sectors have utilized the findings of the research undertaken by the FHMF. The Alberta government has decided to use the natural disturbance project as a model when approving management plans for similar forest types.

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[43] Criteria and Indicators of Sustainable Forest Management in Canada, Canadian Council of Forest Ministers, 1995
[44] Foothills Model Forest: A Growing Understanding, 1999/2000 Annual Report, p.11.

Currently, the model forest is also a partner in the development of an interpretive park at the west end of Hinton which employs several community residents. Due to the model forest's location and profile, a number of national and international tours have been attracted, placing money into the service sector.[45]

The FHMF is directed and guided by a Board of Directors which identifies the organization's goals and objectives. The Board is comprised of individuals from the various partner and sponsor agencies as well as individuals who work in areas that have direct impacts on the forestland base. The FHMF's structure is designed to guarantee that the work carried out by the FHMF is of direct relevance to those who manage the land and will be applied when completed. Decision making at the board level is based on traditional rules of order and majority votes. The group is also responsible for networking back to partners and representative groups involved in the program.

> A local member of the Partners Association acts as a liaison between the Board of Directors and the larger partnership. This individual is responsible for bringing larger partnership issues to the Board's attention and for working with the Model Forest Communications Manager to develop effective two-way partner communication tools.[46]

Overall Effectiveness and Cost-Efficiency

In 1996, the FHMF program underwent an evaluation conducted by independent Canadian forest experts. Up to the point of evaluation, model forests had demonstrated success in terms of creating partnerships; however, implementation of what the partners had learned about sustainable forest management practices had not kept pace. Communication of results was another area where model forests needed to improve.

> We are by far the largest model forest in area (2.75 million ha) and have the largest budget. Our research program is broader in scope and funding than any other. On the other hand, some model forests have made more progress in areas such as technology development and knowledge transfer. We are working to improve in such areas.[47]

In 1997/98 Canada's Model Forest Program shifted from Phase I to Phase II. During Phase I, FHMF concentrated on building partnerships and gaining an understanding of the forest's ecology, economy, and social values. The partnerships and the research conducted during the first phase built a solid foundation for FHMF for Phase II (1997-2002). This second phase includes activities aimed at increasing communications with people beyond the organizations involved and turning theory into action.

The FHMF program has been very successful in attracting research funds to its program, using the initial federal contribution as seed money to support administration and core programs. Leverage funding during Phase I of the FHMF was approximately $5.36 million. This sum can be compared with the $4.5 million provided in the form of direct

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[45] Conversation with Robert Udell
[46] "Leading the Way", Foothills Model Forest, Phase II Proposal, January 1997
[47] Conversation with Robert Udell

contributions from the Canadian Forest Service. Currently, the project receives core funding of approximately one million dollars per year (from major sponsors). This allows the FHMF to access and leverage dollars from other sources. The project attracts approximately 2 to 2.5 million additional dollars per year from other sources.

Impacts and Lessons Learned

When asked to comment on the impacts and lessons learned from this undertaking, Mr. Udell, President of the Foothills Model Forest, and Manager of Forest Policy and Governmental Affairs, Weldwood of Canada Limited, replied . . .

> We are learning every day, and adapting our programs and funding accordingly. Every model forest seems to be taking a slightly different approach to how it manages its business, and we learn from each other. The contribution towards sustainable development is substantial, for example our company was able to take many of the learnings from the model forest program and apply them directly to our recent (1999) forest management plan.
>
> One example is the criteria and indicators program wherein we used many of the indicators from the model forest in defining indicators for the Forest Management Plan as well as for our recent certification under the Canadian Standards Association Z809 Sustainable Forest Management Certification System.
>
> Another example is the natural disturbance program, which has led us to take an entirely new approach to our management planning systems. This development at the management planning level is now being progressively enhanced and applied to increasingly detailed plans. The development and application is proceeding more or less in parallel with the research program still advancing at the model forest.[48]

The FTMF maintains an office in Hinton, which employs several local residents. The project also attracts additional activity including training courses at the technology school in Hinton. Discussions on how to expand these types of opportunities in the next phase of the program have begun.[49]

The unique nature of the FHMF partnership is another of the lessons learned from this project. The FHMF has been able to implement an organizational structure that allows it to effectively utilize and engage a large number of partners. The diversity of partners is also a key to the success of the FHMF. Bringing to the table partners who have not historically worked together because of the "*appearance*" of conflicting goals has turned out to be very helpful to the FHMF and its activities.

The importance of ongoing commitment from partners and sponsors is also a critical success factor for the project. The fact that the FHMF is now entering its tenth year of operations has allowed it to build a solid base of partners, attract additional dollars and inform and educate industry participants, government, and the general public. The project's longevity has allowed Hinton to be recognized as a leader in sustainable forest management, and with the result that the ability to attract additional dollars has been

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[48] Conversation with Robert Udell
[49] Ibid

increased still further. Overall, the FHMF is seen as a well-respected group within Alberta, not a "fly-by-night" organization.

5.9 Corporation de gestion de la Forêt de l'Aigle (Maniwaki, Québec)

Contexte

La Corporation de gestion de la Forêt de l'Aigle (CGFA) fut créée en 1996 dans la foulée d'expériences pilotes mises sur pied à cette époque par le ministère des Ressources naturelles du Québec (MRN) et destinées à promouvoir le concept de la *Forêt Habitée*. Ce concept propose un nouveau mode de gestion du territoire forestier. Il vise la prise en charge de la planification et de l'aménagement du territoire en misant sur la participation locale et la concertation entre usagers. Contrairement aux pratiques traditionnelles — où l'on retrouve souvent l'industrie forestière prélevant la matière ligneuse en fonction de ses besoins — les usagers d'une Forêt Habitée s'assoient autour d'une même table et planifient l'utilisation du territoire pour en tirer le maximum de retombées économiques et sociales pour le milieu local. Jusqu'à ce jour, quatorze projets de Forêt Habitée ont été mis de l'avant.

Mandat et raison d'être

Incorporée comme organisme à but non lucratif, la CGFA gère la Forêt de l'Aigle, un territoire de 140 kilomètres carrés situé à environ 20 kilomètres au sud de Maniwaki (elle-même située environ 70 kilomètres au nord d'Ottawa). On en tire actuellement 30 000 mètres cubes de bois à chaque année. Les objectifs de la Corporation sont multiples :

- mettre en valeur les ressources de façon optimale;

- faire participer les membres de la communauté régionale aux décisions;

- contribuer au développement économique de la région;

- stimuler la croissance des activités productives des sites du territoire; et

- assurer le respect de la biodiversité du milieu, tout en visant l'autonomie financière à moyen terme.

Afin de mener à bien ses opérations, la CGFA détient un contrat d'approvisionnement et d'aménagement forestier (CAAF) — des contrats habituellement accordés aux compagnies d'exploitation forestière — et gère ce contrat en fonction des priorités et des projets mis de l'avant par l'ensemble des membres de la Corporation. La CGFA est dotée d'une structure organisationnelle qui regroupe trois secteurs : les finances, la planification et les opérations. Les trois secteurs se partagent sept employés à temps plein, des techniciens à temps partiel, de même que plusieurs travailleurs saisonniers. Durant les périodes d'activité intense, la Corporation employait jusqu'à 85 travailleurs, en tenant compte des travailleurs contractuels. L'organisme est reconnu pour son haut niveau de compétence technique et il est à la fine pointe de la technologie. À titre d'exemple, on évalue que la géomatique est utilisée dans 85 pour cent des activités.

La CGFA opère avec un budget annuel d'opération qui oscille entre 2,8 et 3,0 millions de dollars. Approximativement 80 pour cent de cette somme provient de la vente de bois et le reste de subventions et de contrats de services générés à partir de programmes gouvernementaux. Lors de sa mise sur pied, la Corporation a bénéficié d'une subvention de démarrage non récurrente de $50 000 du MRN qui a servi à réaliser une étude de faisabilité et à jeter les bases organisationnelles de l'organisme. Dans l'ensemble, donc, le financement par le secteur public ne joue pas un rôle prédominant.

Partenariats et réseaux locaux

De quatre organismes membres à l'origine, la CGFA regroupe aujourd'hui sept organismes membres qui participent aux décisions, au financement et bénéficient des retombées de la Corporation. On y retrouve notamment une société sylvicole; une Première nation; une société d'aménagement forestier; deux Zones d'exploitation contrôlée; une municipalité; et un club de motoneigistes. Tous les membres doivent signer une Convention d'adhésion qui détermine les modalités d'adhésion et de retrait, le financement et l'obligation pour les membres de respecter et promouvoir la mission de la Corporation; donc de travailler pour le bien commun.

Chaque membre désigne une personne apte à siéger au conseil d'administration de la Corporation et, de plus, doit contribuer à son financement. Les membres choisissent entre payer une cotisation annuelle de $1 000 pendant quatre ans, ou accorder un prêt sans intérêt à la Corporation de $20 000 ou $25 000, selon les modalités. Cette structure unique assure une certaine stabilité financière à l'organisme, tout en garantissant la prise en compte d'intérêts diversifiés dans le processus décisionnel.

De par sa mission, la CGFA est fortement enracinée dans le milieu régional. Elle tient en moyenne trois grandes consultations par année, qui sont ouvertes au public et qui lui permettent d'aller chercher le pouls du public sur les grandes questions d'aménagement du territoire. Elle est de plus représentée au sein de conseils d'administration de plusieurs organismes locaux et régionaux à vocation économique et environnementale. Enfin, elle collabore étroitement sur plusieurs projets avec des organismes tels le Centre local de développement, la Société d'aide au développement des collectivités, la Municipalité régionale de comté, le Centre local d'emplois et les municipalités.

Une telle diversité de partenaires — chacun promouvant des intérêts souvent opposés — amène parfois des décisions difficiles mais les arbitrages qui s'imposent sont faits au Conseil d'administration de la CGFA en fonction des priorités et des règles établies d'avance. À cet égard, il est intéressant de constater que la très grande majorité des décisions sont prises à l'unanimité. Le directeur de la Corporation explique cette situation par le fait qu'aucun des membres ne détient les droits de gérance ou de propriété sur le territoire puisque c'est la Corporation qui détient ces droits. Cette notion d'appartenance collective contribue donc directement à l'efficacité de la structure décisionnelle tout en réduisant le risque d'impasse.

Activités

La structure multi-sectorielle de la CGFA et sa mission font en sorte que les projets retenus dépassent largement le cadre de la «production de bois» : plans d'aménagement forestier; recherche sur de nouveaux modes d'exploitation forestière (par exemple la mise en place de coupes de bois avec chevaux plutôt qu'avec machinerie); sentiers récréatifs; programmes de caractérisation de l'habitat de diverses espèces animales; et bien d'autres. Les projets sont choisis en fonction bien sûr des intérêts des membres de la Corporation mais aussi de leurs retombées économiques et sociales dans leur milieu d'accueil.

La compétence de ses employés a permis d'accroître la visibilité et la crédibilité de l'organisme et elle a contribué à élargir son champ d'activités. Un nombre croissant d'organismes publics et à but non lucratif et des entreprises font appel à ses services moyennant rémunération. Par exemple, la Corporation a réalisé des plans d'aménagement de lots intra-municipaux au profit de diverses municipalités. Les membres de la Corporation peuvent exécuter les contrats proposés par la Corporation et ils possèdent un droit de premier refus sur ces contrats.

Impacts et leçons

Compte tenu de sa courte histoire, la CGFA ne s'est pas encore livré à l'évaluation systématique de ses opérations et, par conséquent, elle dispose de peu d'indicateurs de performance. En outre, la large portée de son mandat et la nature même de ses activités — on parle entre autres d'initiatives de planification et de concertation — font en sorte qu'il est difficile de connaître les impacts directs nets de ses actions.

Ceci étant dit, l'évidence anecdotique suggère que l'existence de la Corporation a eu des retombées positives dans le milieu. Premièrement, il est indéniable que l'exploitation des ressources de la Forêt de l'Aigle telle que préconisée par la CGFA a contribué à assurer un développement des ressources forestières plus durable et diversifié que s'il avait été orienté uniquement vers la coupe forestière. En soi, ce constat suggère que les retombées économiques et sociales sont réparties parmi un plus large éventail de groupes et individus.

Deuxièmement, il appert que plusieurs organismes et entreprises qui gravitent autour de la Corporation ont pu bénéficier directement de ses activités, qui sont en pleine croissance et de plus en plus diversifiées. Ainsi, une nouvelle entreprise de bois de chauffage a vu le jour et les activités de plusieurs membres de la Corporation ont augmenté de façon substantielle. La Société sylvicole, membre de la Corporation, a pris le tournant de l'informatique et de la géomatique grâce aux liens étroits qu'elle a pu tisser avec les employés de la CGFA.

Au sein de la collectivité locale, on constate que certaines initiatives ont vu le jour en partie grâce au travail de planification et de concertation de la Corporation. Par exemple, un groupe de suivi a pris naissance suite aux activités de recherche et de défense des intérêts de la CGFA. Selon un intervenant, certains bénéfices intangibles seraient

attribuables aux efforts de la Corporation : le rehaussement de la fierté locale et du sentiment d'appartenance et la collaboration entre organismes qui jusque-là s'étaient plutôt ignorés. Les retombées de ce genre sont impossibles à mesurer mais elles témoignent de la portée globale et de l'approche holistique qui caractérisent les travaux de la CGFA. La courte histoire de cette Corporation démontre que le gouvernement peut avoir un rôle important à jouer lors de la mise en place de structures de coordination et de planification telle la CGFA. Vu sous un autre angle, le concept de forêt habitée nous apparaît comme un modèle de gestion des ressources naturelles innovateur pour les collectivités qui visent le développement à long terme des activités forestières.

5.10 Great Plains Distance Education, Manitoba

Description and Background

The White Horse Plain School Division #20 (WHPSD) initiated an educational Instructional Interactive Television (IITV) program in 1995 as an innovative way to offer high school education to Hutterian colonies. White Horse Plain has about 1,020 students in elementary and high schools, 340 of whom are in small schools in 12 Hutterian communities. These are located within a 22 km radius of Elie, a town 32 km west of Winnipeg on Highway #1.

In 1995, the IITV technology was relatively new in North America. The WHPSD had experimented with a rudimentary interactive television system in the amateur band width in the early nineties, but possibilities for further development had been limited and had also been curtailed. When the federal-provincial government offered infrastructure funds that could be applied towards telecommunications, the WHPSD, along with other school divisions in rural Manitoba, sought to place IITV on a firmer and more expanded footing. Because of its previous experimentation, the WHPSD quickly moved forward. What made this initiative unique was not only the readiness of the school division but also the milieu within which the new technology was being introduced and adapted.

Hutterian colonies are composed of between 60 and 160 persons, and are based primarily on mixed agriculture. Hutterians follow the Anabaptist creed, but though they are traditional in governance and lifestyle, they do adopt modern methods where these fit with cultural norms and hold the promise for greater agricultural efficiency. Currently there are about 70 Hutterian colonies in Manitoba. Their collective farms are quite large and successful, in part because the colonies seek to stay at the leading edge of agricultural technology. Moreover, Hutterian colonies are diversifying, particularly as land becomes expensive and low commodity prices prevail. The move to value-added agri-business and manufacturing is placing additional skill demands on young people entering the workforce.

The Hutterian communities in the White Horse Plain School Division (WHPSD) realized that their youth needed to gain additional and more advanced skills to sustain their communities in the future. Most Hutterian community schools are one or two room facilities, with usually one teacher tending to the needs of a relatively few students spread over the elementary and senior grades. The needs of senior students are increasingly difficult to meet as they advance through the grades, and the vast majority of students have not been able to finish high school.

The colonies were searching for a way to provide a full senior (S1-S4) program in the communities that would retain students and produce graduates that could better contribute to the community's development. They had been making more demands on correspondence and teacher-mediated courses, funded through the WHPSD. The trustees, anticipating mounting costs, could not justify an expansion of these modes of education delivery given the resulting low retention and graduation rate. When Michael Stainton,

the chair of the WHPSD, and Ms. Ammeter, the school principal, visited the colonies with the idea of submitting a proposal for IITV, the colonies responded favourably, though some concern over receiving "TV" in their communities was voiced.

Initial concerns of the cultural threat of "TV" were largely allayed as the Hutterian leadership became familiar with the technology and its safeguards. As Jerry Waldner, German teacher for Poplar Point Colony explains

> It was a matter of explaining that the TV was really just an educational monitor…the community could have control over the content. They can ask the teachers to not show other channels, and to screen the material they use from the internet.

The WHPSD obtained an initial grant of $ 15,000 to determine the feasibility of the IITV concept for the 12 Hutterian communities. The technology required a studio in Elie with a transmitting tower that could reach a radius of over 35 km to encompass the participating colonies. The favourable technical report led to a successful proposal to the Canada-Manitoba Infrastructure Works Program.

The funds for the program flowed through a federal-provincial committee, co-chaired by Western Economic Diversification Canada and the Manitoba government's Executive Council. Manitoba Education Research & Learning Information Networks (MERLIN), a provincial agency supporting technology for education, became involved in the provision of technical assistance. The federal government, the province, and the Hutterian colonies in the WHPSD each contributed 1/3 of the $190,000 capital cost.

Mandate and Purpose

Various mandates and objectives coincided in this initiative. The federal government wished to spur job creation and economic development through infrastructure development. These were objectives shared by the province. The White Horse Plain School Division became involved as a result of its commitment to "provide a diverse range of educational opportunities in a safe, stimulating and inclusive environment". The WHPSC saw the hopes for higher education in the Hutterian colonies as the mandate of the project while appreciating the concern for maintaining a degree of control for reasons of content relevance and conformity with cultural norms.

The colonies, the key stakeholders in the initiative, wished to make it possible for students to stay in their home colony schools and graduate with a high school degree. In having the students remain in the colonies for the senior years of high school the colonies' leadership hoped to cultivate young adults with essential skills for the modern world, ready to apply their talents to community social and economic development within the context of Hutterian values.

The technology that could realize the above mandates and objectives was deemed to be IITV, a wireless method of communication. With IITV, the WHPSD was able to offer courses of low enrolment across the dispersed colonies. IITV provides real-time video and audio programming between schools and the St. Paul's Collegiate site in Elie.

Community Linkages and Partnerships

The Hutterian colonies in the Elie region are separate communities linked by creed, geography, and cooperation. Each is led by a spiritual leader, who also acts as chief executive, aided by an advisory board elected from the community. Significant initiatives in a colony require the minister's approval.

The cooperation in the IITV program was extensive. The communities came together to promote the proposal. Once the grant was announced, the colonies made cash donations to establish their local transmitting towers or roof mounts.

The colonies further cooperated by establishing a parent advisory council (PAC), composed of a representative from each of the 12 colonies. The PAC worked closely with the School Division staff and government officials, funnelling community concerns and providing ideas on curriculum and program structure.

The partnerships in this program also ran vertically, encompassing the White Horse Plain School Division/Hutterian colonies, province of Manitoba, and the federal government. At the provincial level, MERLIN played a facilitating role, assisting in the request for proposals that led to the selection of Telewave as the vendor. Following the installation, MERLIN has also assisted the colonies in arranging the maintenance contracts to support the ongoing delivery of IITV.

Activities and Service Delivery Structure

The turnkey installation of the IITV was carried out on schedule, and classes were held in the 1996 scholastic year. The WHPSD was responsible for the Elie tower and two studios. Broadcasts to the Hutterian colonies were made in the frequency range of 2,542-2,548 MHz, in analogue form and over one channel.

Over time courses have been added to the curriculum. In 1998 the expansion of courses necessitated adding another channel. Currently the WHPSD provides 24 courses via IITV to the colonies.

The Parent Advisory Council has functioned from early stages, providing suggestions for keeping the content consistent with Hutterian values. This has on occasion meant that certain topics have been given careful treatment or have been dropped from the curriculum (e.g. sex education and objectionable literature) or additional topics have been suggested (e.g. biblical accounts). Generally the content issues have been dealt informally, with the teachers showing sensitivity in introducing the Manitoba curriculum.

Some technological hiccups have been experienced, particularly in the first two years. For instance, the signal occasionally doubled as it bounced on the snow-laden and very flat landscape. These problems have been overcome and have never threatened the initiative's viability or feasibility.

Overall Effectiveness and Cost-Efficiency

The WHPSD chose to deliver courses remotely without making full use of the IITV technology. One-way video was used instead of two-way video (the teacher cannot see the students). Two-way voice communication takes place through the MTS telephone line. WHPSD realized that the colonies could not afford the fully interactive component in view of their small population base. The transmitters for two-way video would have added another $250,000 (exceeding the $190,000 start-up cost of the project).

The cost of purchasing and installing the transmitting towers/or roof mounts in the colonies ranged from less than $1,000 to around $6,000 for the most costly installation. This is a significant burden for small colonies, but it must be seen in the context of the great effort made by Hutterian communities to obtain education partly on their terms; a community must build the school if it is to have the education delivered in the colony.

Because of cultural and religious beliefs, three of the colonies opted for only an audio feed, foregoing the video possibilities. This limitation makes it more difficult for learners and teachers, but it has still been found to be workable.

The limitation in the one-way video and two-way audio (the choice of nine colonies[50]) saved a great deal of money, and did not significantly detract from the quality of the learning. In all colonies, teachers were able to get to know students by voice recognition, and additional activities allowed for occasional face-to-face interactions (field trips, occasional visits by the teachers, testing in the Elie central site).

Traditionally, the WHPSD assumes the costs of operations and maintenance for all Hutterian schools, including the provision of the teacher, while the community is responsible for the provision of the building. Now, even with the reduced technology package, the WHPSD faces upkeep expenses related to the technology. Recurrent costs range from 5% to 7% of the initial investment. The WHPSD has found that these maintenance costs can be covered from the ongoing provincial transfer for small school maintenance.

The investment and upkeep expenses must be weighed against the benefits derived. Prior to the IITV program, there was no expectation of graduates from high school. Since the selection of IITV capabilities, 14 students have graduated, and 8 more are expected to graduate in 2001 (see Appendix). Furthermore, of the 65 students currently enrolled in the senior years (S1-S4), it is anticipated that 55 will likely graduate. The IITV program is evidently an effective way of delivering needed and appropriate education to the Hutterian communities. The question of cost-efficiency, however, lies in the future of these communities and the investment in their youth.

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[50] Barrickman, BonHomme, Huron, Iberville, Lakeside, Maxwell, Milltown, Poplar Point, and Waldheim. Those only using the audio link are James Valley, Rosedale, and Starlite.

Impacts and Lessons Learned

The most evident and intended impact of the IITV program is that students are staying in school, and are beginning to graduate from high school. The program has been able to achieve this goal while keeping costs reasonable.

The success of the IITV initiative in Hutterian communities can be attributed in part to these communities' serious attitude toward education. Hutterian children are initiated into adulthood at age fifteen, when they are still in high school. Before the introduction of IITV, most individuals reaching that age would have ended school and would be expected to contribute to their community through their work, conducting themselves as adults. Young adults staying in the school system recognize the opportunity they are been given, and approach the learning with a sense of responsibility. This is evidenced in the comparable high school test achievements of Hutterian students with provincial counterparts, and in the proper stewardship of equipment and wise use of privileges associated with the IITV technology (e.g. telephone links).

The IITV initiative has had spin-off effects. It has increased the cooperation of the colonies on educational issues. As Michael Stainton, chair of the WHPSD, explains "Previously 12 voices would be speaking to the colonies' principal based in Elie. With the parent group being formed, communication has improved." The increased communication between the WHPSD and the colonies creates a more solid foundation for future cooperation.

The WHPSD's willingness to experiment, its resolve to respond to the growing needs of the Hutterian communities, and its ability to tap political leadership all played a role in realizing the IITV initiative. This initiative then also speaks to the importance of vibrant local institutions that are able to integrate diverse constituents and mobilize local resources.

The potential of IITV has fed increased demand for education from the Hutterian community. The colonies are hoping to enlarge the current 24-course offering. Key among the next set of subjects are practical training in electronics and agriculture. It is worth noting that some of the graduates are mature students. It is a small step from the present situation to a system of continuing education. Some adult courses have already been offered (Hutterian History, Child Development, Nutrition, Math), and the need for upgrading in the trades (e.g. power mechanics) for adults in general has already been voiced.

Soon, the participating communities will have a strong base of graduates to not only aid in economic diversification, but also to enter specialized programs for post-secondary training and education; such as the Hutterian teacher program at Brandon University.

Another cluster further south of White Horse Plain has been initiated, based on five colonies. They have had to fund the initiative largely on their own. They have obtained some corporate support in the form of transmission tower use from Cargill, thus reducing expenditures for the overall infrastructure package.

It may be difficult for other communities to follow WHPSD's lead. The 2.5 GHz part of the spectrum is a low range microwave frequency used by educational and commercial interests. It is becoming increasingly important to commercial interests, and the technology of choice to exploit the bandwidth is now digital. Those communities that already have an established IITV system may be able to negotiate improvements in their systems by leasing part of their capability to telecommunication companies (e.g. WiBand, Sky Cable). In this potential model, the analogue system would be converted to digital (enlarging capacity by a factor of six), allowing for improved IITV broadcast and yielding considerable capacity for profitable commercial use by the telecommunication company. A new educational entrant into the IITV field will likely have to deal with companies that have obtained the rights to the spectrum and must be able to afford digital capacity.

The Infrastructure Works Program was largely intended to spur job creation and economic growth. The program proved to be flexible enough to encompass other pressing needs as these became evident. Initially short-term in its orientation, the program became sufficiently responsive and long-term oriented to support local sustainable development efforts. A lasting impact of the program will flow from the social, economic, and self-governance benefits derived from the innovative use of technologies in rural communities.

As a model for future initiatives, the Hutterian IITV experience shows that it is possible and desirable for the education system (and government) to adapt and align policies and support to be consistent with community values and practices, rather than demanding that the community align itself with standard policies and practices (i.e. bus your children to a large high school outside the community). The lessons learned may be transferable to other settings in Canada where rural and remote school divisions work with dispersed populations, particularly First Nation communities. The current efforts to deliver culturally appropriate education to these communities could benefit from IITV and its ability to offer youth the opportunity to remain in their local supportive environment while providing quality education that will ensure students graduate and are well prepared to contribute to their community's development.

5.11 Leafy Spurge Stakeholders Group, Manitoba

Description and Background

The Leafy Spurge Stakeholders Group (LSSG) was formed in the fall of 1998 to examine the issues and impacts of leafy spurge. This plant is an invasive noxious weed that infests thousands of acres in Agri-Manitoba. The LSSG is a broad coalition of agricultural and conservation groups and all three levels of government. This coalition is spearheaded by the Weed Supervisors Association of Manitoba and coordinated by WESTARC Group Inc. of Brandon University. The current objectives of the group are:

- to raise the awareness of the leafy spurge problem and the need for action by all levels of government, private landowners, producer groups, and conservation organizations;

- to provide accurate and locally-based information on the extent and economic impact of the leafy spurge problem in Manitoba;

- to provide information to landowners to enable them to effectively control and manage leafy spurge on their properties; and

- to co-ordinate leafy spurge control efforts in Manitoba to ensure the best use of resources by all agencies.

Leafy spurge is an invasive deep-rooted perennial from eastern Europe that is spreading through the grassland and forage production lands of western Canada and the central plains of the United States. With no natural predators in North America, it can spread rapidly. Once established, it is difficult to eradicate because of a limited range of natural or chemical control options.

Being non-digestible, leafy spurge reduces the productive value of grazing and forage land as grazing animals choose more desirable plants, thus enhancing the weeds' foothold. In Manitoba alone, it is estimated that over 340,000 acres of land are infested and the negative economic impact of leafy spurge in the economy exceeds $20 million per year.

Extremely adaptable, leafy spurge also degrades wildlife habitats, wetlands and other non-agricultural lands. Research conducted by American universities has indicated that leafy spurge has the potential to choke out other plants, thus potentially reducing species diversity. Several mechanisms including widespread seed dispersal, an aggressive root system, and a resistance to herbicide treatment gives leafy spurge its competitive advantage. There is also concern that leafy spurge may be negatively impacting endangered plant and animal species by altering sensitive wildlife habitats.

During the period extending from 1998 to 2000, the LSSG collectively raised over $47,000 of financial contributions. In-kind contributions of time, equipment, travel, and other resources significantly exceed the direct cash budget.

Mandate and Purpose

As stated previously, the primary purpose of forming the stakeholders group was to coordinate activities that would control and limit the spread of leafy spurge. The ultimate objective of the stakeholder group is to develop and encourage the adoption of a comprehensive, province-wide "integrated pest management strategy".

The stakeholders group believes that the project's activities should be accountable to the member organizations and the communities they represent. Another key policy was that information on controlling leafy spurge should remain in the public domain.

During the first two years of operation, the focus of the stakeholders group was to identify the scale and impact of leafy spurge in Manitoba and to communicate the need to control its spread to landowners and managers. Specific groups targeted by the communications efforts included agricultural landowners, right-of-way operators (road, rail, pipeline), and public land managers.

In 2000, a field research project was added to the activities to develop an understanding of effective bio-control strategies that could be used by Manitoba landowners and managers. In 2001, proposed field research and demonstration activity included addressing species at risk situations and conducting multi-species grazing control strategy trials.

Community Linkages and Partnerships

As illustrated in the following list, the stakeholder membership includes representation from agricultural landowners, conservation organizations, and all three levels of government:

- Manitoba Agriculture and Food
- Prairie Farm Rehabilitation Administration
- Ducks Unlimited
- Canadian Forces Base Shilo
- Manitoba Equine Ranchers Association
- Keystone Agricultural Producers
- Manitoba Weed Supervisors Association
- Canadian Wildlife Service
- Manitoba Cattle Producers Association
- Sheep Association of Manitoba
- Manitoba Habitat Heritage Corporation
- Assiniboine Community College

- Agriculture and Agri-Food Canada

- Nature Conservancy of Canada

- Manitoba Conservation

- Association of Manitoba Municipalities

- Manitoba Department of Highways

A Steering Committee of the LLSG provides overall direction and coordination for activities. Individual organizations such as Ducks Unlimited, the Manitoba Cattle Producers Association or the Manitoba Weed Control Supervisors Association have participated in and provided financial or in-kind resource contributions to advance research, demonstration, or communications activities.

Provincial and federal government agencies have provided support both in terms of financial assistance and technical expertise. For example, the research division of Agriculture and Agri-food Canada contributed scientific oversight to the conduct of the bio-control research project as well as a financial commitment under their Matching Investment Initiative. Similarly, Manitoba Agriculture and Food has provided vital financial support for the coordination of the stakeholders group through the Covering New Ground Program and in-kind contributions of the expertise of extension personnel to support demonstration and communications activities.

One of the innovative features of the stakeholders group is a developing partnership with the Rural Development Institute of Brandon University. The Institute is managing the conduct of the bio-control field research activities. It is also serving as a means of gaining access to academic research capabilities, both within the university and in other institutions such as North Dakota State University.

Activities and Service Delivery Structure

The following activities of the LSSG were reported for fiscal year 1999-2000:

- developed an Impact Assessment of leafy spurge in Manitoba, which included the following steps:

  - convened a Steering Committee Meeting to develop a strategy for assessing the impact of leafy spurge;

  - collected infestation data from Weed Supervisors and Ag Reps;

  - assembled a working group of the Steering Committee to conduct an economic analysis;

  - produced maps to graphically display the extent of leafy spurge infestation in the province; and

  - convened the LSSG to review and accept for release the Impact Report, and to strategize the next action steps.

- Initiated public communications and awareness raising activities, including:

- writing news articles on leafy spurge for submission to producer and local newspapers; and

- making presentations to stakeholder groups, producers, and industry representatives.

Since that reporting, the Stakeholders Group has contributed towards a production of a fact sheet describing control strategies. Members of the stakeholders group are distributing these fact sheets to land owners and managers.

Accountability measures implemented included both accountability with respect to the direction of activities and financial accountability. The Steering Committee of the Stakeholders Group is responsible for determining overall strategic directions and approving the release of new information or reports. Financial accountability with federal and provincial government agencies is governed by contribution agreements for specific projects including required reporting for activities directly related to these financial contributions.

Overall Effectiveness and Cost-Efficiency

It is difficult to gauge the LSSG's overall effectiveness and cost-efficiency at this stage of development. Previous research conducted by North Dakota State University has found that the amount of land infested by leafy spurge can double every ten years if controls are not in place. As stated previously, the Impact Assessment conducted by the Leafy Spurge Stakeholders indicated that over 340,000 acres of land was infested, possibly costing the Manitoba economy over $20 million per year. Without action, these costs could be expected to increase.

Another potential comparison in terms of efficiency is with Team Spurge in the United States. Team Spurge was created with a five-year, $5 million commitment of financial support by the US federal government. In comparison, the Leafy Spurge Stakeholders Group has drawn on in-kind contributions of resources and expertise in an attempt to minimize financial costs.

The project's communications activities are still evolving. As illustrated in the following table, a range of communications strategies has been employed in 1999-2000 to reach different audiences.

Type of Communication Activity	Target Audience	Attendance/Circulation
Field Days	Weed Control Supervisors	15
Presentations at Meetings	Stakeholder groups, producers, municipal personnel	5 presentations to an approximate total audience of 300
Press Releases	Producers, industry, general public	Various (5,000-100,000 circulation)
Newsletters (Update)	Stakeholders groups, Producers,	25 stakeholder groups

	industry	
Responded to Information Requests	MCPA, Nature Conservancy of Canada	2 organizations

Since that reporting, additional news articles on leafy spurge have been published in community and agricultural press. In addition, several thousand fact sheets have been distributed into the stakeholder community.

Impacts and Lessons Learned

To date, the LSSG has increased the visibility of the potential impact of leafy spurge in Manitoba. The organization has also served as an effective means for developing linkages among stakeholders and linking stakeholder organizations to public sector agencies.

While progress has been made on advancing research and demonstration projects, it is not clear at this time if they are having the desired impact of improving control practices. Several member organizations have indicated a need to appoint a provincial coordinator to further build capacity and expertise.

The availability of seed funding support from the provincial government played a key role in advancing the organization and development of the stakeholders group. Financial and in-kind contributions of time by member organizations, including government agencies, have also built capacity. However, the absence of a stable, multi-year funding framework has hampered longer-term planning and development.

Gaining access to scientific and technical expertise in the public and academic sectors has played a contributing role in development. It would not have been possible to develop an impact assessment without the in-kind contribution of time by weed control supervisors to collect field data and the participation of federal and provincial government personnel in the analysis of field data.

A potential lesson for the federal government is that sustainable development extends beyond communities formed by geographic boundaries to include communities formed by like interests. In this situation, communities of like interests such as agricultural producers, municipal government authorities (weed control supervisors), and public land managers identified a shared need to respond to the infestation of leafy spurge on a regional or provincial basis. Communities of like interests can also be extended to include academic research and outreach organizations, which can provide an institutional home for field research and research dissemination activities.

5.12 Nicola Watershed Stewardship & Fisheries Authority, B.C.

Description and Background

The Nicola Watershed Stewardship & Fisheries Authority (NWSFA) is under the direction of the Nicola Tribal Association (NTA), which is comprised of seven bands. The organization was formally launched when the NTA signed the Aboriginal Fisheries Strategies agreement in 1993.

The project was launched to protect and enhance the watershed and its resources, particularly chinook and coho stocks which were being threatened with extinction due to inadequate management of the habitat and stocks. (It should be noted that these fish are a key element of community members' cultural practices). The management of the habitat and stocks was inadequate. The project's major focus was on capacity-building through protection of the chinook and coho stocks and habitat; it was <u>not</u> about the right to fish as such.

Under the AFS agreement, the NWSFA was provided with funds to do habitat and riparian restoration and stock assessment on the local salmon stocks in the Nicola watershed. NWSFA has received from $375,000 to $1 million dollars annually on a variety of contracts that are awarded to it by a number of different groups, including industry, federal and provincial governments, and the general public.

Mandate and Purpose

The project's primary objective is restoration of the Nicola Watershed's fish habitats and stocks to historical levels to provide the seven communities with an opportunity to fish for the future. To this end, the NWSFA works on capacity-building with the NTA's seven bands to enable them to participate in fisheries resource management. Related objectives are to add to existing knowledge about the stocks and habitat and to build the community's human capacity by training residents in fisheries management and technical management. These objectives are directly connected to the community's needs for employment, enhanced resources and resource management capacity, and future economic development.

Sustainable development has been promoted by bringing diverse groups including local organizations, industry, and the provincial government together to work as one to protect the watershed. To this end, the project has established a "Nicola Roundtable" comprised of First Nations as well as other interested parties as a forum for discussion of watershed issues. A major focus for the group's efforts has been the temperature of streams and rivers. The "temperature sensitive" issue is crucial because changes in water temperature affect the health of fish stocks and may even threaten their survival.

Groups benefiting from the project's activities include First Nations communities, non-Native community groups, and provincial and federal government agencies that have objectives being met by the NWSFA's proactive work.

Community Linkages and Partnership

The NWSFA has full responsibility for planning and carrying out all project activities. It also provides leadership to the Nicola Roundtable and encourages the many interests represented there to work together.

The Nicola Roundtable, one of the project's most important achievements, is comprised of agriculturists, ranchers, and representatives from the forestry industry, local government, First Nations, and federal and provincial government agencies. First Nations have initiated the collaborative planning and action and promoted trust and respect among the Roundtable's players. A partnership provides for a watershed coordinator who offers technical support to the Roundtable and the NWSFA.

What is unique about the local partnership arrangement are the relationship-building and the cooperation of federal and provincial agencies such as the provincial ministries of Forests and Environment, Lands & Parks and the federal Department of Fisheries & Oceans with the Nicola Valley Tribal Council and Industry. A local riparian management committee is ongoing; it focuses on best practices for the forest industry. Another unique aspect of the project is its application of traditional use information provided by elders to current planning in forestry and fisheries management.[51]

Activities and Service Delivery Structure

The project has funded such diverse activities as watershed planning, habitat restoration, and the promotion of public awareness of sustainability through newspaper articles, radio and TV appearance,s and presentations in local schools. It has also supported local participation in the B.C. Aboriginal Fisheries Council, training in basic safety, fish identification, and habitat restoration techniques, and bear safety, as well as post-secondary training in resource management and the development of a native plants greenhouse for use in riparian restoration and displays. Throughout, local organizations have played a key role in project planning, implementation, and management.

Accountability was ensured through a variety of mechanisms, among them the roundtable's public forums for feedback, input, and questioning from community groups and members. Other accountability mechanisms include NWSFA reports to the Thompson Fisheries Council for the use of Fisheries Renewal BC funding; reporting by NWSFA to DFO on the Aboriginal Fisheries Strategy agreement; and NWSFA reports to the Chiefs and leadership of the seven NTC Bands and the public at large.

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[51] Traditional use information has provided the project with valuable information on such issues as stock and habitat tendencies, fish size and location, and interconnectedness of the various resources.

Overall effectiveness and cost-efficiency

All projects are financially accountable and subject to annual audits. The project focus is on maximizing the use of available dollars through achieving project objectives, including the employment of community members. Since the beginning of the project, members have been trained and their skills and knowledge enhanced to levels that have earned the confidence of government officials. On average, 50 to 70 local First Nations people have been trained and employed each year.

It is not possible, and may not even be meaningful, to calculate project expenditures on a per capita basis, given the community-based focus of most of the project's activities. What can be said is that when community-based groups plan and implement community development projects, their extensive use of volunteers and low-cost labour generally make them much less expensive than otherwise comparable projects delivered by government or the private sector. It should also be noted that the NWSFA organization has achieved economies of scale by helping all groups to work together, using core funds to leverage other funds, and keeping administration costs low.

Impacts and Lessons Learned

The project has benefited the community in a number of different ways. Most obviously, coho and chinook stocks have increased over the past few years. There has also been a growing public awareness of the environment, forestry and fisheries, native plants and their connectedness. Linked to this awareness is the growing trust and respect of groups working together for common issues and actions.

Gradually, more government information has become available for local planning and decision-making. However, the provincial Ministry of Environment, Lands and Parks (MELP) is still reluctant to provide information on fisheries-related issues. Historical information is available from the elders but MELP doesn't want to ask for it, preferring to do its own thing!

Nonetheless, attitudes have been changing, as participants (particularly MELP) are becoming more respectful of the role of First Nations as they realize they don't need to watch over FN as much as they once did. There has also been an embracing of participation by local people who have much more to say on natural resource management. Groups using the watershed have learned how to work together to protect the watershed and its resources.

The NWSFA project offers a number of lessons which illustrate how government can contribute to community capacity-building. First, an increase in funding directly at the community level, through AFS and other programs, has contributed to the community buy-in to that has led to sustainable resource management. The project also shows that First Nations have a role in educating government agencies that have not previously been aware of all the relevant information on the fisheries and other resource-related issues. The First Nations will need to take the initiative to go out and educate government

officials and others on these resource-related issues since the government has not taken a proactive position on these issues.

Governments seeking to promote sustainable community-level development need to recognize that many relationships are built around personalities and that as government officials leave their positions, their replacements will need educating and orientation with a special emphasis on building relationships. They should invest more in training generally, particularly in staff training and orientation on Aboriginal government and the effects on Aboriginal people of poverty, unemployment, and lack of access to natural resources.

Federal government consultation practices will need to be changed so that First Nations are properly consulted and recognized as user group with rights and priorities. Consultation should be defined by First Nations and government, together. Both parties need to recognize that consultation is not simply information-sharing, but entails decision-making on a government-to-government basis.

From a national community development perspective, the NWSFA case suggests that a forum for policy dialogue could address sustainability issues while also helping to build capacity for better service delivery.

The case also suggests that government should play a supportive role through the transfer of resources to community organizations that determine best use and priorities, rather than determining these things for themselves. In this regard, DFO's stewardship coordination position is an excellent one. Community organizations need more of this kind of capacity. The local community level can be enhanced by being clear on principles and practices and having regular audits which cover more than simply basic financial issues.

5.13 Project Profile: Opportunities 2000

Description and Background

Opportunities 2000 (OP 2000) was launched in May, 1998. Its aim was to provide community groups with sufficient technical assistance, training, resources, and support to enable 2000 families to rise above the poverty level by the year 2000. The project is based in the Waterloo region of Ontario, an area about 150 km. southwest of Toronto which takes in the cities of Kitchener, Waterloo, and Cambridge. OP 2000 was undertaken by Lutherwood CODA, a nationally-recognized community development organization with extensive experience in training and microenterprise development.

The project was launched in a difficult economic climate. Waterloo Region was hard-hit by layoffs and plant closures during the recession of the early 1990s. For the most part, the region has successfully managed the shift from a manufacturing-based economy to one driven primarily by the service and information technology sectors. But recovery has been uneven. As late as 1997, unemployment remained close to 8%, and a significant number of employed residents had incomes below Statistics Canada's low-income cut-off level.[52] Poverty rates remained stubbornly high, particularly for single parents under 30 and unattached individuals. These problems were aggravated by federal government policies implemented during the mid-1990s which significantly tightened eligibility criteria and reduced benefit periods for employment insurance (EI), and by Ontario's welfare benefit reductions of 21.6%, implemented in 1995.[53]

Over the past few years, economic disparity has increased. In 1999 alone, over 10,000 new jobs were created in the region, and unemployment has dropped from 8% in 1997 to just over 5% in 2000. The year 2000 also saw a record number of people—some 226,000—employed in the local economy.[54] But even as the region's economy has been growing, so has its poverty. From 1990 to 1995, its official poverty rate rose from 12% to 14.6%.[55] In 1999, nearly 25,000 people were assisted by emergency food hamper programs throughout the region, and between 1500 and 2000 people were estimated to be homeless. As this case is being written, two emergency shelters are consistently operating above capacity, and about 4000 households are on the waiting list for public non-profit or coop housing.[56]

Granted, the number of people receiving social assistance in the region has dropped significantly since 1996.[57] But it isn't clear what this decline means. It could be a sign that people are finding permanent employment, but it could also be a reflection of more restrictive eligibility requirements for social assistance, or a simple shift of assistance

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[52] Caledon Institute of Social Policy, "Opportunities 2000 Series," May, 1998, p. 1.
[53] Ibid., p. 2.
[54] "Turning Point: The Newsletter of Opportunities 2000." Fall, 2000 issue, p. 3.
[55] Statistics Canada, as quoted in "Turning Point," p. 3.
[56] "Turning Point," p. 3.
[57] Ibid., p. 2.

recipients into the ranks of the working poor,[58] without any real improvement in their living standards.

Total project funding was about $2.15 million. The project received $1,120,000 from five major sponsors, $40,000 in smaller grants from four partners, and a $1 million grant from Human Resources Development Canada (HRDC) to support its various community projects.[59] Milestones included the project's launch on May 12, 1998 and its Oct. 14, 2000 "Step Ahead" symposium for low-income residents, where over 50 people participated in information and personal development sessions and 14 expressed interest in playing a role on the Community Action team.[60] Earlier in October, OP 2000 partners met to decide the initiative's future, and agreed that it should continue, albeit with a more strategic focus.[61]

Mandate and Purpose

Initially, the primary purpose of the project was to raise 2000 families in Waterloo Region above the poverty level by the year 2000, thereby giving the region the lowest poverty level in Canada in the long term. To help achieve this objective, OP 2000 set a target of engaging in partnerships with at least 30 community organizations.[62] But there were a number of other objectives, as well, particularly after an interim evaluation revealed that many participants were uncomfortable with the initial "2000 by 2000" objective, believing it was failing to capture many important aspects of the project's work.[63] These other objectives included building the capacity of OP 2000's partners, in part to enable them to solve other complex community problems in the future. As Torjman has suggested, "The real work of the project is to establish the long-term structures that can enable the community to reduce poverty, change policy, and introduce innovation."[64] For individuals, the project has sought to provide an enhanced sense of belonging, renewed self-confidence and hope, strengthened personal support networks, and improved access to services such as transportation, child care, health care, education, and training.[65]

While the project's poverty-reduction efforts have been heavily targeted at low-income individuals and families, broader objectives such as building partners' capacity and affecting government policy clearly relate to the region as a whole.

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[58] Ibid.

[59] "Turning Point," p. 7 and Sherri Torjman, "Are Outcomes the Best Outcome?" in *Making Waves,* 11:2 (Summer, 2000), p. 17.

[60] "Turning Point," p. 5.

[61] Ibid., p. 2.

[62] Torjman, p. 15.

[63] Eric Leviten, "The 3 Levels of Outcome: A Framework for Evaluating Multidimensional CED," in *Making Waves,* 11:2 (Summer, 2000), p. 6.

[64] "Outcomes," p. 17.

[65] Leviten, "3 Levels," p. 8.

Community Linkages and Partnerships

This complex, multi-dimensional initiative has forged and benefited from an uncommonly broad range of community linkages and partnerships. Obviously, as sponsoring organization, Lutherwood CODA played a pivotal role, bringing to bear its many previous years of experience in training and micro-enterprise development as well as serving as a focal point for the efforts of the project's many partners.[66] Those partners also played a key role, both through their financial support and by participating in overall long-term planning for the initiative as a whole, as well as planning and implementing more specific activities. Partners were drawn from the corporate sector, municipal and regional government, and community, religious, and charitable groups ranging from the Cambridge Chamber of Commerce to the regional food bank and United Way.[67]

OP 2000 has also benefited from the support of various organizations located outside Waterloo Region. Major long-term funding was provided by the Atkinson Charitable Foundation, Royal Bank, and the J.W. McConnell Family Foundation, as well as HRDC.[68] But these organizations' assistance has gone beyond the provision of funding, important though that is. Royal Bank, for example, has served on the Leadership Roundtable (discussed below). Its business bankers have been involved as consultants, its employees have taken part in fundraising projects, and the bank has even loaned some premises to a local food bank.[69] For its part, the Caledon Institute of Social Policy has served as research partner, providing research assistance of both a general and a specific nature as well as coordinating the project's learning and dissemination program.[70]

A highly innovative aspect of the OP 2000 venture has been its Leadership Roundtable. The Roundtable, comprised of members of the business, labour, community, and government sectors as well as low-income residents, has met regularly to develop long-term strategic plans for poverty reduction and to provide technical assistance to OP 2000 activities.[71] Recently the Roundtable has been involved in setting new directions for the initiative to take when its current mandate expires later this year.[72]

Activities and Service Delivery Structure

In a relatively brief case study, there is space to give only a small sample of the broad range of OP 2000 project activities. Certainly a major thrust of the project was activities

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[66] On Lutherwood CODA, see Caledon (1998), p. 1. A detailed examination of this organization's earlier work may be found in Brian Reid, *From Welfare to Work: A Community Success Story in Creating Employment Opportunities* (No place of publication listed, Community Opportunities Development Association Publications, 1997).

[67] For a complete list of project partners and sponsors, see "Turning Point," p. 8 (back cover).

[68] Major funding was also provided by Rick and Norma Brock. The researcher has not been able to determine whether Mr. and Ms. Brock are area residents. A local organization, the Conestoga Rovers, was also a major contributor to the project.

[69] John Cleghorn (Chairman and CEO, Royal Bank), "A True Partnership," in "Turning Point," p. 7.

[70] Caledon (1998), p. 4; "Turning Point," p. 8.

[71] See Caledon (1998), p. 3.

[72] "Turning Point," pp. 1-2.

related to employment or training for employment. One important initiative was the creation of a manual on human resource practices that reduce poverty in business. Over 1500 copies were distributed, and efforts have been made to ensure that the regional HR association will continue to research and promote such practices in the future.[73]

Other project activities resulted in changes to the mandate of community organizations designed to make them more responsive to poverty-related problems. For instance, the United Way of Cambridge and North Dumfries seconded a staff member to work on poverty with the Cambridge business community, community groups, and their donors.[74] The project also worked with local employers to make it easier for low-income area residents to enter the work force. For example, when the Compelis Corporation needed free-lance data entry operators to process data from their homes, it agreed to allow the positions to be advertised exclusively through OP 2000 community partners. Eventually the company hired seven people as a result of this process.[75]

In the area of training, the project has launched or partnered in a number of initiatives designed to prepare low-income residents to obtain meaningful employment. In this regard, an approach that seems to offer considerable promise is "customized training," whereby people are trained for specific jobs known to be available in the community. One noteworthy venture of this kind is "Experience Matters," a Waterloo Region program design to help long-term unemployed residents learn the skills they need to enter the food services industry and to link them up with jobs once they've completed their training. To date, over 60 people have received training, and a number of them have secured employment in food services.[76]

Individual Development Accounts (IDAs) are an innovative approach developed by OP 2000 partners to aid low-income families by making it easier for them to build assets and save for expensive investments, such as education or starting a business. It should be noted that Lutherwood CODA and other OP 2000 partners were the first groups in Canada to start IDA projects.[77] Using a predetermined ratio, a financial sponsor "matches" every dollar a family saves. Families are also provided with financial planning courses.[78] Over the past three years, various IDA projects have helped eleven single-parent families save $1000 each for various types of investments and have helped 16 low-income families save for a home computer.

Accountability to the community has been ensured through the Leadership Roundtable, through which most major stakeholders are, in effect, represented on the initiative's board of directors. More formally, accountability has been maintained through an interim as well as final program evaluation.[79] As noted earlier, the interim evaluation, far from

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[73] Ibid., p. 5.
[74] Ibid.
[75] Ibid., p. 3.
[76] Ibid., p. 6.
[77] Ibid., p. 5.
[78] Ibid., p. 5.
[79] See Leviten, pp. 6-8 and "Turning Point," p. 3.

being a mere *pro forma* exercise, led to important changes in the initiative's focus and objectives.

Overall Effectiveness and Cost-Efficiency

As of October, 2000, OP 2000 partners had launched more than 40 projects affecting over 1600 residents of Waterloo Region. By March, 2001, that figure is expected to top 2200. The number of partners in the OP 2000 network has increased from about 30 in 1998 to nearly 80 last year. Moreover, although the project did not achieve its initial goal of "2000 by 2000," it has made an important difference in the lives of many low-income residents. Through October, 2000, the project's activities helped 461 people obtain new or better jobs. They were also responsible for 72 business starts or expansions. In addition, 136 people had returned to school or training and 60 had obtained more affordable housing.[80]

Because of the project's complex, multi-dimensional nature, it is difficult to compare it to other community development initiatives, or to come up with a precise estimate of per capita costs. More concrete data should be available once the Caledon Institute releases its report indicating how much extra income households participating in the project have earned, listing other types of economic and social improvements achieved by participating households, and indicating the extent to which people felt participation in the project has improved their situation overall.[81] In the meantime, what can be said is that OP 2000 appears to have achieved its results quite economically, thanks to the broad range of partnership support it has managed to obtain both in the community and outside and thanks to innovative initiatives such as IDAs (described above), whereby a financial sponsor "matches" every dollar a family saves.

Impacts and Lessons Learned

As noted in previous sections, OP 2000 activities have helped individuals obtain jobs or employment-related training and start businesses and have helped families save for otherwise unobtainable investments. Through the human resource practices manual described earlier, the community has been given access to "best-practice" information on how businesses can reduce poverty. Community capacity-building has also been fostered through the Leadership Roundtable and by means of the partnerships forged between OP 2000 and existing community groups (as through the seconding of a United Way staff member to work on anti-poverty projects in the community). A major—and very positive—unintended impact was Lutherwood CODA's selection as one of ten sites across Canada that will participate in a national IDA pilot program run by the Self-Employment Development Initiative and HRDC.[82] Another was the unexpectedly large number of partners joining the initiative—almost 80 as compared to an initial estimate of 30.

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[80] "Turning Point," p. 3.
[81] Ibid. Unfortunately, the new Caledon report was not available to the researcher at the time of writing.
[82] Ibid., p. 5.

OP 2000 offers a number of useful lessons to community development organizations. One is the need to combine short-term goals likely to yield immediate results with longer-term goals aimed more at capacity-building objectives. Another, closely-related lesson is the need to be flexible about goals. When the interim evaluation revealed that many community residents were uncomfortable with the early strong focus on raising 2000 families out of poverty by the year 2000, this initial objective was complemented by others, such as an improved sense of self-esteem and well-being and increased access to basic services. At the same time, the fact that the initial goal was both concrete and extremely ambitious gave project organizers and local residents something tangible to aim for, and forced all concerned to set their sights extremely high. As Leadership Roundtable co-chairs Joe Allen and Pat Henderson have suggested, this was an important factor in the success of the overall initiative.[83]

For governments interested in becoming involved in community development initiatives or in formulating nation-wide or province-wide strategies, OP 2000 offers some equally important lessons. One is that poverty may continue to increase even in an economy which is improving overall; despite the conventional economic wisdom, a rising tide doesn't necessarily raise all boats. This suggests the usefulness of targeting project activities at selected groups, such as the working poor or single parents, who may continue to remain in poverty even in what would seem to be a buoyant economy. The fact that poverty continued to increase in Waterloo Region even as the region was becoming home to many high-tech ventures also suggests that poverty is not confined to "old-economy" bastions. The project also suggests the usefulness of training designed specifically to prepare people for jobs currently available in a local area. It also suggests that if people are going to stay out of poverty, they must have gainful and meaningful employment. In this regard, the fact that over one-half of all regional residents whose incomes were below the poverty line were working is instructive, if chilling.[84] Simply moving people from EI or social assistance to the ranks of the working poor won't get or keep them out of poverty.

In a similar vein, the OP 2000 initiative shows that no matter how hard and effectively community development organizations and other non-profit groups work, by themselves they cannot end poverty in a community. Governments continue to have an important role to play, as do businesses and even individual residents.[85]

Other useful lessons learned from the project include the following:

- The value of partnership in community development, particularly partnerships forged with existing local institutions that may have expertise in areas relevant to the project;

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[83] See "Turning Point," p. 1.
[84] Ibid., p. 6.
[85] Ibid., p. 1.

- The important benefits to be gained from periodic reassessment, such as the one provided through the project's interim evaluation;

- The importance of complementing results-based evaluation indicators with process-based ones that may more accurately reflect a project's longer-term contribution to community capacity-building; and[86]

- The need to involve low-income residents themselves in planning projects which may affect their future.

Epilogue[87]

On October 4, 2000, the various Opportunities 2000 partners met to decide the future of the partnership. The meeting was the culmination of six months of community consultation.

As a result of this meeting, the partners decided to continue working together. The following strategic directions were adopted:

- Keeping the best of what OP 2000 currently does;

- Regenerating the partnership and leadership to enable the second phase of the initiative to develop the community's potential to address poverty beyond the year 2001; and

- Identifying a limited number of strategically chosen initiatives to make the best use of partners' skills and resources.

- "Keeping the Best" initiatives for the current year include:

- Helping partners to maintain "best projects" that will benefit 350 households trying to rise out of poverty;

- Increasing the number of partners to over 100, including additions from such sectors such as labour and education; and

- Sponsoring community poverty reduction forums to review what has been learned from OP 2000's final evaluation and identify the "very best" which must be continued.

Regeneration goals for the current year include developing a regional poverty reduction plan for the years 2002-2005, creating a systems thinking approach that will identify and respond to the root causes of poverty, making "significant progress" in creating generally accepted poverty reduction indicators, designing and securing financial commitments for the ongoing work of the project, and redesigning the project's organizational structure to reflect its new goals. To learn more about "systems thinking," Leadership Roundtable

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[86] On this point, see Torjman, pp. 15-17.
[87] Material for the Epilogue is drawn from "Turning Point."

members and project staff spent a day in October with DuPont Canada staff, who have been using this approach successfully in their work for some time.

Strategic initiative goals for the current year include the following:

- Identifying and pursuing three to five priority areas where collective action will have a major impact on poverty in the region;

- Completing strategic plans, with targets, for each priority area;

- Creating inter-sectoral teams in each priority area; and

- Benefiting 150 households in poverty.

Overall, the partners remain convinced that the initiative's ultimate objectives must include improvements in the lives of families and individuals as well as capacity-building goals for the community.

5.14 The Oregon Benchmarks – a focus on results

Description and Background

During the late 1980's, the state of Oregon's economy was in serious trouble as its key forestry and fishing industries went into decline and the national economy also moved into a recession. The state government had little choice but to begin to identify a new vision for the state. With the energetic leadership of the state governor, a broadly representative task force was established to undertake the necessary strategic analysis and visioning. In 1989, this process produced a visionary document entitled "Oregon Shines" which called for specific improvements in the state's economy, natural environment, and quality of life. The document set the stage for a state-wide revitalization plan and identified three overarching goals: to invest in its people, the work force; to maintain the natural environment; and to become globally competitive. The new vision, which emphasized investment in education, training, and work force development, was a significant departure from the State's historic, narrow focus on exploitation of natural resources.

Mandate and Purpose

In addition to outlining a mandate, the Oregon Shines document also outlined three important ways of implementing its goals:

1. "Form institutional partnerships among groups that have traditionally operated independently or even antagonistically toward one another;

2. Invest in public facilities that directly affect business operations and costs and in services that enhance the quality of the human environment, including schools, public safely and parks;

3. Contain costs of doing business through (State) cutting energy rates, unemployment insurance, etc"[88]

The CCE study quoted above notes that what was unique in the Oregon context was the document's call for "significant new government intervention which was a direct affront to the then conventional economic development wisdom"[89] characterized by privatization and a laissez-faire approach to the economy.

The extraordinary innovativeness of the Oregon initiative is most evident in the way that the state went about implementing Oregon Shines. Following the document's release, the state legislature created a ten-member Oregon Progress Board (OPB), chaired by the governor, to identify measurable indicators to monitor and evaluate progress towards the desired outcomes. As the Board's first Executive Director said "…A lot of states have

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[88] The Oregon Benchmarks, Background Study, Centre for Community Enterprise (CCE),
  Port Alberni, 1999, p. 2.
[89] Ibid, p. 9.

written strategic reports, but no state has ever translated that plan into a set of measurements to focus where government programs need to head. They built plans, but never created the accountability for getting results."[90] In identifying the indicators, the Oregon Progress Board involved a huge number of organizations and citizens through town meetings, electronic voting, and other participatory means. Each of the desired outcomes and implementation recommendations were translated into measurable, results-oriented state targets which when brought together constituted a report card on the achievement of the Oregon state vision.

Community Linkages and Partnership

Initially the community's role was largely consultative. During the development of the Oregon Shines vision document, much of its energy was channelled through organizations such as the Business Council. As noted above, citizen involvement eventually extended much further, as the Oregon Benchmarks were identified through participatory approaches involving a broad spectrum of Oregon society in an exercise called "Conversation with Oregon" led by the governor in 1992. The message from this government-citizen interaction stimulated by the discussion of benchmarks was summarized by the then-governor who said that "…We learned that when voters demand efficiency, they don't mean just cut programs – they mean spend my tax dollars better."[91]

At first, the Benchmarks were a means of encouraging citizens to consider policy and priorities, as well as getting people to think about long-term objectives. Once again, the community was involved in a major consultation when the first draft of the Benchmarks was taken back to a cross-section of community, business, and institutional leaders for revision and refinement. As part of this process, every committee of the legislature was engaged in reviewing the draft before a final version was published and widely distributed to the public.

The Benchmarks were used as touchstones during a drastic state budget-cutting exercise in 1992, when government agencies were rewarded if they linked their priorities to the Benchmarks. Recently, the state governor has required agencies receiving government funds to establish performance measures linked to the Benchmarks.

In 1994, the Benchmark process came to the attention of the Federal government, which was seeking to reinvent itself in partnership with other levels of government, particularly state governments. The result of this shared interest was the creation of the Oregon Option, a formal understanding between the two levels of government aimed at the identification of mutually desired results. Part of the agreement included making the elimination of regulatory, paper burden barriers a priority. In addition, there was commitment to create a new Federal delivery system with importance placed on simplicity, co-ordination, and prevention, in addition to greater flexibility in the use of the resources allocated. A Federal Interagency Action Team was formed to bring together

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[90] L. Schorr, Common Purpose, Anchor Books/Doubleday, New York, 1997, p. 132.

[91] Ibid, p.133.

officials from a number of key federal agencies to carry out the improvements promised by collectively focussing on goals that had more breadth than those of any single agency or level of government, namely the Oregon vision.

Activities and Service Delivery Structure

The Oregon Progress Board (OPB) was the "long term caretaker of the strategic vision", but it was not in the true sense a delivery structure. It animated the development of the targets and indicators — the Oregon Benchmarks — and it provided oversight for the legislature on the degree of movement towards the established targets. The Board began with only three staff — the Executive Director, an office manager and one analyst. A decade later, it has added just one person to the staff, and its budget last year was a modest $700,000. Rather than delivering resources, the OPB focused on identifying the first set of benchmarks/indicators and in monitoring and reporting on progress towards the Oregon Shines vision.

The OPB's legislative mandate did include helping guide government agencies to resolve problems, but this element of the mandate was disregarded in favour of one which emphasizes animating a consultative process, developing analytical tools, and pointing to best (or instructive) practices, as well as monitoring and communicating results. In this way, the Board has avoided wrangling with departments and elected officials, instead maintaining its focus on helping Oregonians better understand where they stand as a society and whether they are meeting their own goals.

The Oregon Progress Board legislation initially had a five-year sunset clause, but in recent years the statute was revised and the Board is now a statutory agency of the State government which is perceived as and acts ". . .like an independent state planning and oversight agency that is the steward of the state's 20 year strategic plan."[92] The OPB's Executive Director now has a permanent seat at the State cabinet table and is a senior advisor to the Governor.

Overall Effectiveness and Cost-Efficiency

The Oregon Benchmark process was a compelling and low-cost approach to involving citizens as volunteers in shaping the government's agenda and priorities and in assessing the results, using indicators which were meaningful to them. Some 2,000 citizens voluntarily participated in the electronic voting in the Benchmark setting process which was just one stage of the proceedings.

Operationally, the Oregon Progress Board which directed the undertaking depended on a very small staff of four and limited budget ($700,000 in 2000), leveraged by networking and contracting with universities. It has also received in-kind support from the Oregon Business Council and various other organizations. Inspired by the Benchmark process,

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[92] CCE, p. 13.

the Business Council launched a $250,000 Values and Beliefs study which contributed directly to the refinement of the Benchmarks.[93]

The Benchmark initiative also provided ready-made input into the budgetary allocation and reallocation processes. It helped departments and agencies realign their priorities to meet pre-approved targets within an overall vision, without the necessity of commissioning additional research or consultations.

With the help of the Oregon Community Foundation, nine local governments are building on the process and are working within the Benchmark framework to adopt their own locally relevant indicators in line with the state plans. Schorr also indicated that there is considerable evidence that some of the smaller counties have been able to mobilize (locally) around the process to collaboratively work on some of the Benchmark outcomes.[94]

A further mark of the effectiveness of the Oregon Benchmark process was the unexpected benefit of the federal government's interest resulting from the experience. In 1994, the Oregon Option was announced. As noted above, this brought the federal and state governments together to reinvent government by simplifying procedures, removing barriers, and creating new, co-ordinated delivery systems. As a consequence, there are federal programs " …that have loosened the strings attached to Federal money and Federal regulatory agencies which have reduced and on occasion waived regulations where performance measures are in place."[95] The benefits included the strengthened federal-state partnership resulting from working together to define and measure the results to be achieved using federal funds. The new partnership also resulted in state and local governments achieving greater autonomy, a reduced paperwork burden, and fewer restrictions on how they could achieve the agreed-upon results. In parallel, Federal agencies consolidated funding pools and cut red tape through the work of a Federal Interagency Action Team.

Impacts and Lessons Learned

The Oregon Benchmark experience has had a number of implications which are directly relevant to the construction of a federal framework for sustainable development policy.

After almost a decade in operation, the Oregon Benchmarks process has had a number of intended and unintended or unexpected impacts. Former Governor Roberts, an energetic supporter of the initiative, summed up one assessment by describing it as "…a magnet for collaboration."[96] She was referring to the widespread volunteer involvement in the exercise by citizens, business, and most other sectors, as well as by local, state, and federal officials and elected representatives.

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[93] Ibid, p.11.
[94] Schorr, p. 133.
[95] Ibid.
[96] Ibid.

A study by the Annie E. Casey Foundation found that local people felt that the Oregon Option continued to be a useful instrument in leveraging "…collaboration and co-ordination between Federal and State agencies in relation to local government and citizen led initiatives."[97] The CCE report also notes that within the state government structure the education, workforce development, social support, human services, police, forestry and fisheries agencies have been working with the Benchmarks.[98]

A further impact of the Benchmark process was its contribution to reinventing government by responding to the public's desire for proof of results without falling back into micro-management and over-regulation to obtain accountability. It enables elected officials and the public to focus on targets and outcomes rather than specific expenditures. Schorr maintains that this "…attention to outcomes rather than inputs is central to reinventing government."[99] She goes on to say that outcomes accountability can free human services (and presumably other programs) from rigid regulation, and concludes that the Oregon Benchmark process is "…the best alternative to the top down centralized micro-management that holds people responsible for adhering to rules so detailed that they impose an enormous paper burden – rules that focus on complying with regulations instead of on responding effectively to a wide range of urgent needs."[100]

Another important lesson is the impetus that initiatives like the Oregon Benchmark process can provide to new, more constructive partnerships between the various levels of government. Describing the Oregon Option as "…an unprecedented marriage between a federal government bent on reinvention (led by Vice-President Gore) and a state that was ready,"[101] Schorr sees the Option as a way of giving states and localities more say in how funds will be used, while assuring accountability focused on mutually agreed-upon results.

The implementation of the Benchmark exercise is also instructive to those involved with public policy development and the rethinking of the role of government. It provides evidence of how to involve the public in a government change process in a meaningful and ongoing way, at a reasonable cost and without a massive bureaucratic structure. In fact, the Oregon Progress Board is a unique example of an institution which animates, assists, and monitors and reports on progress in the change process, but does not directly deliver any services. Other agencies, private sector groups and volunteers contributed to its need for data, input, and analysis, thereby becoming willing participants, part owners, and of course supporters of the change process and its implications.

An important lesson is provided by the evolution of the mandate of the Oregon Progress Board itself. As we noted above, it was established through legislation which included a five-year sunset clause for the Board. The renewal of its mandate and its representation at the state Cabinet table are clear signs that the role of "steward" which the Board has

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[97] CCE, p. 13.
[98] Ibid, p. 27
[99] Schorr, p. 117.
[100] Ibid, p. 118.
[101] Ibid, p. 133.

exercised is an innovative and useful one, and a durable approach to reinventing government and creating a framework for policy and action.

A further lesson learned from the Oregon benchmark process is that it is vital to have a continuity of action, an iterative process such that the front-end investment in mobilization and consultation is utilized effectively over a reasonable period of time. The Benchmark process is now a decade old, but if Schorr and the CCE research are to be believed, it is still vital and still evolving in Oregon within many sectors and communities. While far from perfect in its initial conceptualization and subsequent implementation, it broke new ground and it continues to evolve and adapt. The CCE paper concludes that it has "several features which (are of continuing importance):

- It is a work in perpetual process that is based upon a combination of expert application of critical analysis, including the OBM performance measuring;

- It fosters transparency which enables and empowers social learning, participation and enhanced public input, and the creation of incentives leading to a wider cultural acceptance and participation in performance evaluation;

- Coupled with other measures ..the benchmark system creates the backdrop against which co-operation and co-ordination between diverse segments of Oregonian society is being encouraged and reinforced;

- The benchmark system is a mechanism that directly contributes to strengthening the capacity of government and other sectors of society to manage the ongoing challenges of becoming a more sustainable society."[102]

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[102] CCE, p. 18.

5.15 Quidi Vidi Rennie's River Development Foundation, Newfoundland

Description and Background

The Foundation is a non-profit, registered charitable organization formed in 1985 by a coalition of interest groups and professional associations. Its major priority is to take a creative approach to enhancing the City of St John's freshwater resources and open spaces.

The Foundation completed a master plan that became the blueprint for development and restoration activities along Rennie's River and around Quidi Vidi Lake. The Foundation's goal was to implement the plan over a 10-year period. The major project was the construction of an environmental interpretation centre, known as the Fluvarium. The building itself cost about $2.6 million to construct.

The Foundation received major funding for the 10-year Master Plan (1985-1995) from all levels of government:

- ACOA $1,400,000
- City of Saint John's $250,000 (per year for 10 years)
- Province of Newfoundland and Labrador $50,000 (per year for 5 years)
- Industry Science and Technology Canada $330,000
- Pippy Park Commission $100,000
- Newfoundland Inshore Fisheries Agreement $25,000
- Department of Fisheries and Oceans Canada $15,000

Other funders included:

- Wildlife Habitat Canada $66,000
- National Parks Citizens Centennial Committee $30,000
- Corporate and Private donations $200,000

For a total of: **$5,166,000**

Since it was opened in November 1990, the Fluvarium has received over half a million visitors. More than 12,000 of these have been students who have taken part in environmental education programs, which are closely tied to the school curriculum. It has also received an Attractions Canada Award.

Since the completion of the 10-Year Plan, the Foundation has received no regular operational funding. Its principal revenues are derived from admissions to the Fluvarium, rentals of its meeting room, school program fees, and the Friends Program. The Foundation also carries out innovative fundraisers such as the Annual Rubber Duck Race.

Generous donations have also been received from the corporate and private sectors. Funding from a variety of local and national organizations and agencies has been provided for specific projects such as exhibit development, educational programs, trail signage and re-introduction of Atlantic salmon to the City's rivers.

Mandate and Purpose

The Foundation's mandate is to develop an awareness, appreciation, and understanding of freshwater systems, and to encourage active participation in the conservation and stewardship of these systems. A direct purpose stemming from this mandate is to clean up the fresh water resources in the City of Saint John's. The groups that are targeted to benefit from the projects include the general public, youth, and citizens of Saint John's.

Community Linkages and Partners

As in the case of other sustainable development projects, the role of local organizations depends greatly upon the role they want to play. In this case, many local organizations were involved from the beginning as potential funders and providers of volunteers and in-kind support.

The founding organizations and groups were:

- Breakers Boat Club
- City of Saint John's, Parks & Recreation Dept.
- East End Residents' Association
- Friends of Pippy Park
- Interpretation Canada
- Natural History Society of Newfoundland and Labrador
- Newfoundland Association of Architects
- Newfoundland Association of Professional Engineers
- Newfoundland Wilderness Society
- Pippy Park Commission
- Saint John's Canoe Club
- Saint John's Regatta Committee
- Saint John's Rowing Club
- Saint John's Municipal Council
- Salmon Association of Eastern Newfoundland

Several other partners at one point or another became associated with the project.[103]

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[103] Environmental Partners Fund, Newfoundland Power, Reuters News Agency, Newtel Communications, Ducks Unlimited Canada, The Samuel and Saidye Bronfman Foundation, Nfld. Broadcasting Corporation, Atlantic Salmon Federation, Central Dairies, Nfld. and Labrador Hydro, Salmonid Assoc. of Nfld.& Lab., Perlin Family Trust, Molson Breweries, Peter Gough, Nfld. Broadcasting Corporation, Johnson Family Foundation, Chester Dawe Ltd., Science Culture Canada, Capital Crane Ltd., Patterson

What is unique about this project is that community groups and associations came together to form a foundation to realize the project, then disbanded once the project was realized. Some founding members are still on the Board of Directors, but most have stepped aside.

Generous funding enabled the education staff to enhance the Kindergarten to Grade 12 programs, which are currently offered to schools. These environmental programs are viewed as an extension of the school curriculum and are always popular.

Activities and Service Delivery

Projects undertaken include:

- Construction of a fish ladder around the dam on Quidi Vidi Lake to allow sea-run brown trout to swim upstream and spawn.

- Enhancement of aquatic, semi-aquatic, and riparian habitats for fish, waterfowl, and passerine birds.

- Restoration of channelized and culverted streams.

- Construction of 7.5 km of walking trails, including boardwalks and look-out areas, along the banks of Rennies River and around Quidi Vidi Lake.

- Construction of a waterfowl lookout and marsh observation deck on Long Pond.

- Construction of the Fluvarium in Pippy Park. This building contains a series of underwater viewing windows that enable visitors to look into an actual stream and observe brown trout and other aquatic creatures in their natural environment. The building also contains a variety of unique environmental exhibits and offers a series of fully developed educational programs.

The Annual Rubber Duck Race has been a major fund raiser for the Foundation for the past 13 years. All money raised from this event helps to fund the Foundation's many projects, such as the development of lake and riverside walking trails and restoration of the salmon in the river systems of Saint John's. Most important of all, these funds help to maintain the Fluvarium and its environmental education programs.

Overall Effectiveness and Cost-Efficiency

Palmer Hunt Murphy, Metal World Inc., Esso Petroleum, P & A Aerospace, Mobil Oil Canada Ltd., Fishery Products International, IBM Canada Ltd., Matchless Paints Ltd., Atlantic Shopping Centres, Charles R. Bell Ltd., Hibernia Management and Development Company, Labatt Breweries, Newfoundland Soft Drink Industry Association, Govt. of Nfld. and Labrador, George Cedric Metcalfe Family Foundation, Environment Canada (Action 21), Visual Artists of Nfld. and Lab., Crosbie Group, St. John's Maple Leafs Hockey, Air Canada, Terra Nova.

The project created a 10-year master plan that both met its objectives and allowed it to fulfil its financial obligations. Over 12,000 students have toured the Fluvarium and received some training, and thousands of tourists visit it every year. Moreover, the Fluvarium employs seven people plus a number of summer students. Equally important, about half a million people have used the walking trails and board walks created by the project. While precise data on the cost per person benefited are not available, the figures just cited suggest that the project has made very good use of its initial funding of slightly over $5 million.

Impacts and Lessons Learned

The project has had a positive impact on the local community. It has provided much information about the local fresh water environment to the general public, youth, and visitors to Saint John's. As for its impact on community planning and decision-making, the fact that so many groups have become partners has almost certainly helped increase the community's consciousness about environmental issues and actions. The project has also cleaned up the Rennies River, which flows through the heart of Saint John's. The Fluvarium is the only public fluvarium of its kind in North America, dedicated to teaching school children and visitors alike about our freshwater world.

In addition, the project has helped build the community's capacity. Among other things, volunteers have developed skills in environmental stewardship, fund-raising, promotion, project management, environmental education, and sustainable development.

The lessons here include: the importance of private sector support in building credibility; the importance of creating a long-term plan which, while ambitious, was still doable; and the significance of obtaining a funding commitment from the city which allowed the Foundation to leverage funding from federal government departments. The project shows that a well-organized community group with a clear plan and lots of support can achieve much when federal government departments support the group both financially and with technical in-kind support (primarily from Fisheries and Oceans).

5.16 Ts'il?os Provincial Park, B.C.

Description and Background

In 1989, concerns over proposed mining, logging, and recreational uses for the land and the ability of its members to go on exercising Aboriginal rights and carrying on their traditional way of life within the traditional territory led the Xeni Gwet'in to make a declaration of the Nemiah Aboriginal Wilderness Preserve.

After the 1991 establishment of the Chilko Lake Study Team and subsequent publication of its recommendations, on January 13, 1994 the Premier of British Columbia accepted these recommendations and declared most of the region as Ts'il?os Provincial Park. The park covers 233,000 hectares and is located approximately 180 kilometers south west of Williams Lake, B.C. At that time, the B.C. government and Ts'ilhquot'in People of Xeni signed a memorandum that provides assurances to the Xeni Gwet'in that they would be involved in the planning and management of the area.

The establishment of the park is without prejudice to any aboriginal rights and title that the Xeni Gwet'in may have.

Project milestones involved creation of a master plan (1997) and the development of a cooperative relationship with the Xeni Gwet'in as described in the Memorandum of Understanding.

Mandate and Purpose

Ts'il?os Provincial Park was established to conserve vegetation, wildlife and fish habitats, and Aboriginal cultural values. Those values could be adversely affected both by recreation use in the park and by development in and around the park. The protection of the Xeni Gwet'in traditional territory is critical if Xeni Gwet'in members are to be able to continue traditional activities such as hunting, fishing, trapping, and food and medicine gathering.

B.C. Parks and the Xeni Gwet'in formed a management team, known as Gwa Najegwaghaten or "people working together for Ts'il?os". The team meets monthly.

Vision Statement

> Ts'il?os Provincial Park is known and will continue to be known as a wilderness park. The main focus of management has been to develop a cooperative working relationship between B.C. Parks, the Xeni Gwet'in and a local advisory group. The park is carefully managed to protect the important diverse biological resources typical of the Central Chilcotin Ranges ecosystem, while at the same time allowing for traditional lifestyles as well as tourism and recreational pursuits.

The project's main objectives are:

- To develop a long-term, cooperative arrangement between B.C. Parks and the Xeni Gwet'in for the planning, operation, and management of the park;

- To foster a cooperative relationship between B.C. Parks, the Xeni Gwet'in, local residents, tourism operators, recreationists, and other government agencies in the stewardship and use of Ts'il?os Provincial Park;

- To work with the Xeni Gwet'in to increase historical and cultural knowledge and protect important cultural and historic resources as they become known and to provide information and education on the park's human heritage;

- To help protect and maintain the park's water and aquatic resources, habitat, and wildlife; and

- To allow for such recreational activities as front-country camping, back-country hiking, mountaineering, mountain biking, horseback riding, fishing, hunting, recreation guiding, and winter recreation, while ensuring that visitors appreciate the park's natural and cultural heritage.

Community Linkages and Partnership

The Xeni Gwet'in participate with B.C. Parks officials in a long-term, cooperative arrangement for the planning, operation and management of the park. As well, a local advisory group composed of representatives from local residents, First Nations, naturalists, labour, industry, recreation, and government agencies is involved in developing management and stewardship plans for the park and in reviewing and evaluating the Master Plan.

Activities and Service Delivery Structure

A Master Plan was developed over a two-year period by the local advisory committee and the Gwa Najegwaghaten. There have been many activities and results over the last three years resulting from the implementation of the Master Plan.

The Xeni Gwet'in have taken on various projects such as fencing, weed control, inventories of natural resources, studies of traditional uses and wildlife patterns, building campsites, taking down old cabins, and cleaning up garbage. As well, a member has been employed as a park ranger, on a seasonal basis.

Overall Effectiveness and Cost-Efficiency

The project is very successful, particularly since the parties are still working together for proper management of the park. The approach to building bridges between groups is also successful, in that other First Nations and agencies are looking at it as a credible approach for future work and relationships. The traditional territory is being protected and Xeni Gwet'in members have kept their capacity to do what they want to do.

Impacts and Lessons Learned

Among the most tangible impacts have been increases in community members' income and employment levels. The community's lifestyle and ecologically balanced use of the land and its resources have been sustained as the management committee (Xeni Gwet'in and Parks B.C. officials) works through issues such as permit applications and requests for commercial operations within the park.

The relationships of the partners are built solidly on trust, respect, and good communication.

In terms of community capacity-building, several youth have expressed an interest in natural resource management, as evidenced through their participation in project activities, development of resource management skills, and enrollment in related post-secondary studies. Community leadership has been further supported by the successful working relationships and tangible results from Ts'il?os Park management. Capacity for land management has been sustained as community members continue to carry on their roles in the territory.

As an additional benefit, other agencies are seeing the management committee as a model and linking with its process (monthly meetings) to work on issues relevant to the Xeni Gwet'in.

Several lessons have been learned in terms of how government can contribute to community capacity-building:

- The need to allow the community determine the appropriate timing for development initiatives;

- The need to recognize that First Nations know the land, wildlife and water and therefore, the government needs to work with First Nations and learn from them in planning community development initiatives;

- The importance of recognizing that community leaders often have the best understanding of what a community needs to move forward;

- The need for government and community to have a common goal (in this case, sound management of the park);

- The need for sponsoring government agencies to have a field person who has established a solid relationship of trust with the community to serve as liaison between the government and the community; and

- The need for government to provide resources, including technical support as well as funds, to allow communities to participate both in planning and in follow-up activities.

There are other lessons learned that can influence the design of a federal framework for community-based sustainable development:

- The need to ask the community about the direction it wants to take. This may be a traditional way of life or one based on resource extraction and development. If the government agency and the community have common thoughts, then they have potential to work together. Otherwise, government should simply allow the community to pursue its own direction;

- The need to involve First Nations in land management and related issues, while ensuring that only sustainable development is pursued;

- The recognition that development of First Nations communities is likely to proceed more smoothly once outstanding land claims are settled;

- The importance of recognizing the uniqueness of each community and customizing development approaches to suit the people, community, and land; and

- The need for the federal government to look at sustainability for First Nations both as a nation and also on a community-by-community basis.

5.17 West Broadway Neighbourhood Housing Resource Centre

Description and Background

A housing coalition was developed in Winnipeg during the early 1990's as a result of public forums held in response to cutbacks to government housing code enforcement programs. Fearing the impact these cuts would have on older inner city neighbourhoods, the larger coalition later developed into localized neighbourhood groups. The West Broadway Neighbourhood Housing Resource Centre was established to coordinate one of these inner city communities.

Decaying infrastructure and a transient population raised issues of safety within the neighbourhood. With the loss of proactive housing code enforcement and housing repair grants, these vulnerable community neighbourhoods would inevitably deteriorate further due to the neglect of expensive maintenance and renovations. The lack of regular maintenance would soon transform neighbourhoods into a 'checkerboard' of deserted buildings. Throughout the late 1990's, Winnipeg was also experiencing a major increase in arsons, seen as another of the ramifications of inner city decay.[104]

The West Broadway Neighbourhood Housing Resource Centre set their priorities to deal with the issues of housing, safety, and youth as a means of fostering neighbourhood stability. With a budget of approximately $90,000 per year from various sources, the Centre has been able to develop and run several programs, including the Tenant Landlord Cooperation, the Odd Jobs for Kids, and Restorative Justice.[105]

Mandate and Purpose

The Centre adopted a model for creating neighbourhood stability based on cultivating neighbourhood pride. Seen as a capacity-building approach to healthy neighbourhoods, "An Integrated Community Approach to Health Action" was designed on the concepts of:

- local neighbourhood ownership;

- leadership at the neighbourhood level;

- civic participation;

- empowerment;

- capacity-building and skill development; and

- partnerships at the local level and with the larger community.[106]

By encouraging residents to take more responsibility for their surroundings, the approach would enhance residents' sense of belonging, thereby increasing the neighbourhood's

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[104] Tools in the Hands of Communities: Planning and Working at the Neighourhood Level, p.10
[105] Conversation with Linda Williams
[106] Tools in the Hands of Communities: Planning and Working at the Neighourhood Level, p.1

vitality. Hence the premise of the Centre was that stability would equal employment, and employment would equal stability. While initially housing and safety issues brought people in the neighbourhood together, the Centre also supported community gardens, clean-up campaigns, festivals and other events. Smaller block associations within the neighbourhood have aided residents in dealing with more specific issues such as traffic, local youth involvement, street safety, lighting, and the physical environment. Block celebrations also encourage residents to get to know one another, allowing these smaller groups to identify and tackle specific issues while subsequently leading to an increase in confidence and participation in neighbourhood-wide events.[107]

Community Linkages and Partnerships

Work with neighbourhood residents, landlords, tenants, community organizations and agencies proceeded for several years before the various players hit on a direction for community projects. The work was slow because it was difficult to find funding for community organization until the Centre realized that its approach was similar to that of the 'community capacity-building model' of the Promotion and Programs Branch of Health Canada. This model stresses the relationship between health, well-being, and human environment. The participation of residents in the planning process was also vital in establishing a healthy communities concept.[108] Consequently, with the support of Health Canada, a three-year partnership project was initiated from 1996-1998 where the Social Planning Council of Winnipeg and three local neighbourhoods would work together to address similar issues of neighbourhood safety and housing. In each neighbourhood, a key person assumed the organizing role. A community worker, working with the neighbourhood, facilitated the process.

Once underway, the Centre established many successful partnerships among residents, organizations, and agencies located in and outside of the neighbourhood. Meetings held on a regular basis with these parties to share their concerns and vision for the future of the West Broadway area resulted in the formation of the West Broadway Alliance. The Alliance's purpose is to exchange information and to provide direction for the West Broadway Development Corporation through a Board of Directors. While the Centre is now more focused on the social environment, the West Broadway Development Corporation has been incorporated to act as the vehicle to implement Alliance-directed initiatives and projects to address the economic environment.[109] Once solely dependent on the cooperation of the businesses, agencies, and government services for funding, the Corporation may now, in addition to its traditional methods of funding, receive and disburse grants and is accountable back to the neighbourhood through the Alliance.[110]

The Centre's role is now that of providing quality social, educational and recreation programs. Examples of its partnering and programming are:

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[107] Tools in the Hands of Communities: Planning and Working at the Neighourhood Level, p.10-11

[108] Tools in the Hands of Communities: Planning and Working at the Neighourhood Level, p.11

[109] Email from Sheri Blake

[110] Broadway Broadcaster, Summer 2000

- Gordon Bell High School offers 'alternative classrooms' for Grades 7 and 8 during the mornings at the Centre's drop in centre;

- University of Winnipeg and the University of Manitoba have placed Social Work and Geography students in field placements at the Centre;

- local programs have been offered at both the Lions Manor (a seniors residential facility) and Balmoral Hall (a private girls' school located in the area); and

- special activities have been offered in partnerships with Child and Family Services Central Office and the City of Winnipeg Police.

Ms. Linda Williams, Coordinator of the Centre, has noted that funders have also been important partners because along with the financial support they provide, they may also lend shape to the projects, programs, and organization. The Centre's fit with the broader concept of health enabled Health Canada to lend technical resources to assist in building community capacity.[111]

The current two-year term of neighbourhood activity is now supported through the United Way of Winnipeg. Their funding provides the foundation from which activities are developed and implemented. Along with this support, assistance from city, provincial, and federal programs allows for a $90,000 operating budget per year.[112]

The Centre has found another strong and innovative partnership with the Alliance's Board of Directors, which is composed of residents who have been able to offer professional expertise as consultants. Through various steering committees, their guidance has been available for such Centre activities as restorative justice, tenant-landlord cooperation, and youth engagement, thus furthering sustainable development by investing in human capacity.

Activities and Service Delivery Structure

A very popular program of the Centre has been the Odd Jobs for Kids initiative that specifically targets area youth who are trying to live independently. Funding from Human Resources Development Canada has made this youth employment available (delivered through the Centre for Aboriginal Human Resources Development). Residents and/or business owners requiring assistance with various tasks such as yard work, delivering flyers, or general maintenance can hire youth through the Centre. The youth are paid cash directly by the Odd Jobs organizers.

The Tenant Landlord Cooperation program recognizes buildings and apartment blocks that are safe and in good condition, and have a good reputation. These buildings receive a sign to post at the entrance, which signifies the quality of the building.[113]

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[111] Tools in the Hands of Communities: Planning and Working at the Neighourhood Level, p.13
[112] Conversation with Linda Williams
[113] West Broadway Neigbourhood Housing Resource Centre brochure

The Centre also helps local families threatened with eviction to stay within the neighbourhood. Housing registries placed inside local schools offer appropriate dwellings within the neighbourhood as alternatives to leaving the neighbourhood altogether. Ensuring that children remain with their friends and in their local schools minimizes the disruption of a move in their life, thereby increasing the likelihood of their staying in school longer.[114]

Another program offered is based on restorative justice. Youth community justice forums are a community-based alternative to offer restitution involving the victim, offender, and community. Different from the traditional court process, it offers community justice for offenses against property such as theft, fraud, breach of trust, break and enter, and robberies. Cases are referred to the forum process by justice committees in the probations courts.

Resident 'Street Strolling" has also been an initiative of the Centre designed to allow residents to take their streets back and make them safer for everyone. Introduced in the summer of 1998, resident street strollers offer a form of neighbourhood watch. Neighbourhood participants have since found it to be a useful means to get know their neighbours and to get exercise.

Additional activities at the Centre have been regular children's, youth, adult, and seniors recreational and arts programming; a Neighbourhood Access Computer Program that offers complete Internet and basic computer skills classes as well as regular access to the computers; and an Aboriginal Headstart Program designed to meet children's spiritual, emotional, intellectual, and physical needs through intervention strategies (this program also offers a parents group program).

Overall Effectiveness and Cost-Efficiency

An independent evaluation on the Centre covering its activities over the initial three-year period was completed in October 2000. Some of its findings are:

- the establishment of block associations has brought down the barriers of isolation and helplessness. Barbeques, street strolling and clean-ups have brought the residents together and reduced their uneasiness about an unsafe neighbourhood;

- the involvement of youth through the Odd Jobs for Kids has allowed youth to be seen involved in positive settings, allowing for an increased perception of safety;

- the grassroots framework has strengthened the capacity of the neighbourhood to identify, prioritize, and address issues of significance to them; and

- collective minor changes have produced an impact that has led to greater stability of the neighbourhood (i.e. longer periods of residency).[115]

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[114] Tools in the Hands of Communities: Planning and Working at the Neighourhood Level, p.13
[115] Leskiw and Associates, October 2000

The results are visible in the streetscape as more children are playing outside and families are walking the neighbourhood. The trash is cleaned up and buildings are occupied. Furthermore, the Tenant Landlord Cooperation has been able to post 25 signs on buildings designating them as good places to live. And the Odd Jobs for Kids program has employed 170 neighbourhood youth since its inception in 1997.[116]

It is still premature to assess the financial implications of this partnership. However, the potential financial and non-financial benefits associated with a safer, healthier, and more attractive community atmosphere may be significant. Residents are walking on the streets, boarded-up buildings have been repaired and citizens have experienced a better quality of life.

Impacts and Lessons Learned

While it is evident that change has occurred, much more change is needed. The evaluation found that…

> … there remains a high degree of pressure on the neighbourhood and its residents. Social and economic pressures, violence and transience continue to exist, and must be addressed on a consistent basis.[117]

The report continues with suggested recommendations in order to strengthen the work and to further efforts towards resident capacity:

- the need to provide increased recognition for the United Way for the support given in contributing to the overall development and implementation of projects delivered by the Centre;

- the need to provide stable support mechanisms to insure the stability of resident capacity-building endeavours, since in neighbourhoods with a high transient population, sustainability cannot be achieved through volunteerism alone;

- the importance of keeping the neighbourhood's youth in positive contact with the neighbourhood in order to insure stability;

- the need for continued promotion of the Centre and the projects through which it has seen results to let residents know not only that the Centre is there, but also to show what they have accomplished, and how residents may become involved to generate greater neighbourhood participation and ownership; and

- the need to continue emphasizing block association events and gatherings for the benefit of newcomers in a still transient neighbourhood in order to develop and foster residents' sense of belonging.[118]

The sustainability of a neighbourhood depends on its ability to function and build upon its capacities, avoiding the decline that comes through the exhaustion of required

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[116] Conversation with Linda Williams
[117] Leskiw and Associates, October 2000, p.14
[118] Ibid, p. 14-15

resources. Local leadership, partnerships, informal relationships, civic participation, and physical and financial resources all contribute to the sustainability of capacity-building efforts in local neighbourhoods. Evaluation findings suggest that *long-term resources* are required for achieving sustainability as neighbourhoods long beset by many social issues climb through a progression of stages while moving towards a healthier community.[119]

Ensuring that resources remain sufficient throughout a neighbourhood's transition appears crucial so as to continually move capacity-building efforts along. The provision of *'seed' funding* through a partnering program could ensure that these endeavours take hold in the community and maintain their momentum throughout the transition. West Broadway has been able to progress through several of the stages of transition due to the six concepts it has applied to its work in adopting the capacity-building approach "An Integrated Community Approach to Health Action," as previously outlined.

The Centre has also benefited from a *paid Coordinator's position*, and the *alliances* it has formed with the Social Planning Council of Winnipeg and the Universities of Manitoba and Winnipeg. Community-led consultation, prioritization, and solutions to the issues it faces, together with the resources and tools provided by 'professionals,' seem to have been a win-win combination and one of the key lessons learned from West Broadway's transition.

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[119] Tools in the Hands of Communities: Planning and Working at the Neighourhood Level, p.44

5.18 West Coast Sustainability Association, B.C.

Description & Background

The West Coast Sustainability Association (WCSA) was created in 1994 to help First Nations and Non-First Nations community members work together to solve common social and economic problems. It serves the 27,000 people living within the Nuu Chah Nuulth Traditional Territory, on the west coast of Vancouver Island. This territory includes the towns of Port Alberni, Gold River, Tofino, and Ucluelet. The Association focuses on community social and economic development through access to resources and increased local resource management.

At the time the WCSA was founded, the area was suffering from massive unemployment caused by major employment reductions in the fishing and forestry industries. Public policy decisions on fishing licenses had also contributed to major reductions in infrastructure, particularly within the First Nations sector. The economic crisis had led many residents to feel very cynical about the prospects for improvement, and had caused others to adopt a kind of victim mentality.

The WCSA was designed to address the following key priorities:

- Negotiating shared management of natural resources among many different players, including First Nations, the local community, and the provincial and federal governments;

- Regaining and maintaining area residents' access to natural resources;

- Providing a foundation for subsequent treaty settlements; and

- Building the community's capacity to access and manage resources (including the conservation of fish species and the natural habitat).

At the project's peak, its annual funding amounted to $2,000,000. Major funders included Human Resources Development Canada (HRDC), Fisheries Renewal B.C., and the federal Department of Fisheries and Oceans. HRDC provided major labour market adjustment funds beginning in 1996. As WCSA proved that it could get the necessary work done, in terms of supporting the community's transition, other sources including Fisheries Renewal B.C. (1998), Fisheries and Oceans, and various foundations began contributing as well.

The project's milestones have included a May, 1997 "Future Search Conference," which established a shared vision and commitment by all partners to work together, and a June, 2000 agreement on draft terms of reference for a West Coast Vancouver Island Aquatic Management Board.

Mandate and Purpose

The primary purpose of the project is to restore health to the communities and to the local eco-system by providing local control and input into resource management and ensuring that residents of the community have access to resources. Throughout, the project has been marked by a high degree of community involvement. The community has no interest in token consultation or *pro forma* program or project activities.

Related objectives include:

- Conservation of the habitat and of natural resources;
- The promotion of economic development by increasing value-added use of resources and the utilization of new species;
- Communication of the project's work to the community and the general public;
- Work toward broad area-based eco-system management, as opposed to the management of specific species;
- Responsiveness to First Nations rights and treaty obligations; and
- Training of community members to assume meaningful positions as managers and staff workers, with an eye to building the community's overall capacity.

The above objectives are based on two key principles: a) respect for all groups and species; and, b) recognition of the interconnection of all species and groups (including governments). The concept of sustainable development arises directly from those principles.

Youth and women have been specifically targeted in several of the project's initiatives. More generally, particular community groups have taken on specific projects which relate to the community's overall needs and opportunities, while at the same time engaging the interest and utilizing the strengths of those groups. But project initiatives are not designed to enrich individuals or small groups. The focus is on community development, since this is been the organization's main purpose since its inception. Its comprehensive approach is designed to promote economic development and community capacity-building by taking a broad-brush, long-term perspective on issues such as the protection of plant and animal habitats and wise stewardship of natural resources.

Community Linkages and Partnership

Community members and local organizations are closely linked to the WCSA through its board of directors, which includes representatives from such local organizations as tribal councils and municipal and regional governments. The board is responsible for financial and administrative management as well as project implementation. In addition, both NGOs and government agencies are involved in providing funding, access to funding, and technical support of various kinds.

One of the distinctive features of WCSA's partnership arrangement is the high degree of involvement of First Nations governments. The partnership is also notable for the sheer

diversity of interests represented—from fishers and environmentalists to processors—and for its ability to move beyond people's personal agendas and work for the greater good of the community. Over time, the partners have shown a high degree of commitment to the organization's basic principles and an ability to stay together despite numerous attempts to drive them apart. They have also remained committed to charting their own course on tough, potentially divisive issues such as treaty rights and resource allocation.

Activities and Service Delivery Structure

WCSA has been responsible for the development and operation of a Clam Board, and for the development of new and innovative fisheries such as tanner crab, sardines, and mackerel. It has also funded shellfish aquaculture projects for species such as abalone and the gooseneck barnacle.

With regard to resource conservation, the project has engaged in watershed planning activities and has established a stewardship program that includes monitoring, education, mapping, and the training of coordinators. One of its achievements has been improved decision-making in fisheries management through changes in policies affecting species such as herring, salmon, hake, and prawns and through increased local participation in management of the fisheries.

WCSA's community capacity-building activities have included providing practical skills training to community residents, establishing economic development committees, and developing information management mechanisms such as a database and website. The skills in which local residents have been trained range from technical ones such as fisheries management and rehabilitation to interpersonal ones such as negotiation—a key element of the work of board members.

Local organizations have figured prominently in service delivery. WCSA itself delivered the labour adjustment and employment programs and provided overall project management. The Regional Aquatic Management Society (RAMS)[120] has delivered projects funded by Fisheries Renewal B.C. Its responsibilities have included the generation and selection of projects, program design, monitoring, and contracting with local organizations for project implementation.

Accountability mechanisms were clear for the community organizations. Project partners generally took a while to develop these mechanisms; however, when the work was done, it was clear who was accountable for what. Accountability was less clear in the case of government agencies. A key issue here was: How does the community hold government accountable? From a community perspective, government accountability operates primarily within its own "chain of command," and seldom becomes evident to local residents.

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[120] RAMS was created by WCSA together with other community organizations including the First Nations, Nuu-Chah-Nulth Tribal Council, commercial fishing and processing interests, sport fishery groups, environmental organizations and local and regional government.

Overall Effectiveness and Cost-Efficiency

It is difficult to measure the project's overall effectiveness and cost-efficiency because precise information regarding things such as the number of people assisted and level of support provided is not currently available. What can be said is that the organization became more cost-effective over time as it learned to realize economies of scale by coordinating its efforts with those of partners engaged in similar work. Significant savings were realized by sharing office space with partners and avoiding duplication. As well, improved relations resulting from WCSA's carefully-nurtured partnerships meant time was saved in planning and preparation for implementation. Decisions could be made and policy developed more quickly, thanks to those improved relations. The strong partnership network also meant that WCSA was able to broker equitable settlements of major policy issues more easily than might otherwise have been possible.

The project's results, then, can be linked directly to the relationships built between different groups and the added opportunities resulting from those relationships. These results include more efficient program planning and delivery, an improved basis for working through interpersonal conflict, and a greater visibility around change. They also include greater confidence for First Nations people, who were treated with respect and understanding throughout.

Again, the lack of specific data makes it difficult to compare the cost of a project like WCSA with that of similar projects and programs. But the project's low administrative costs—only about 5% of its total budget—can be directly related to the strong partnerships formed with other local organizations. Had a government department operated the project directly, it might not have succeeded as well as WCSA in building such partnerships. Administrative and other costs might therefore have been higher.

Impacts and Lessons Learned

The project restored streams and plant and animal habitats, helped establish joint fishery ventures for species like the tanner crab, and helped leverage some $6 million in foundation support that might not otherwise have been made available to the community. It also compiled an extensive data base on program outputs, which allowed local residents to see for themselves how effective the programs were and to have input into future decision-making. In addition, it assembled a broad range of information on access to resources which enabled community members to compare the losses through reduced access to resources to the revenues generated through regional harvesting and processing of those resources. Another important and direct impact of the project was the way in which it contributed to development of the community's organizational capacity.

WCSA had other, perhaps less tangible but nonetheless profound impacts on community capacity-building. For one thing, the project made people feel more positive about their community and the prospects of changing it. For another, it developed community residents' skills in many different areas, from technical fisheries management to contract

and program management and the people management and governance skills required by board members.

To be sure, the venture was not without some unintended impacts, including a number of cases of burnout sustained by overcommitted volunteers. In addition, the project's successful initiatives sparked a kind of backlash from industry and government bureaucrats. A more positive unintended impact was the way in which many diverse groups and interests came together, overcoming barriers of geographic distance, lack of information, and lack of information to solve problems affecting them all.

The project offers a number of lessons illustrating how government can contribute to community capacity-building. The positive results obtained from WCSA's partnership-building efforts suggest that government should give priority to initiatives where partners are trying to come together.

Other lessons learned include:

- The need for training and technical assistance to accompany government funding;

- The need for governments to increase coordination and cooperation between departments;

- The importance of respect for local communities and a high degree of local participation in planning and implementing government policies and development programs which affect their future;

- The need to promote government policies that ensure that the benefits of locally-harvested resources are received locally, and to discontinue policies which have the opposite effect, and thus serve to disenfranchise communities;

- The need to establish accountability mechanisms which will make government more clearly (and visibly) accountable to the communities and people it is attempting to serve;

- The importance of having community policies and programs designed by people who are aware of community needs and resources; and

- The need for equitable resolution of treaty and partnership issues.

The project also shows that governments can contribute to sustainable development at the community level by enabling communities to have direct access to resources and by providing stable, long-term support to community-driven organizations that can coordinate local partnership arrangements and deal effectively with government agencies. Overall, the WCSA experience suggests the value of a comprehensive, long-term approach to community development, one which focuses on empowering communities and local residents by ensuring accountability between all partners, establishing formal partnership links, and maintaining supportive and responsive attitudes at all levels.

6. LESSONS FROM THE PRACTICAL EXPERIENCE AND FROM THE CONSULTATIONS

Both the project profiles and the key stakeholder interviews undertaken as part of the research for this paper provide important lessons that can inform the design of a federal framework for promoting sustainability in communities. Some of the profiles, in particular, can be seen as hotbeds of innovative SD practices involving multi-level partnerships. They exemplify what innovative practices can achieve and give us useful indications of how government can successfully support community capacity-building for the purpose of sustainable development. The challenge, of course, is to identify the conditions, factors of success, and key ingredients relevant to differing local settings. Instructive pilot projects abound, but creating an overall sustainable development policy and program framework to support scaling up these successes is a step not yet taken which is central to obtaining a longer term impact.

In this chapter, an attempt is made to identify elements from a number of selected project profiles which are relevant to, and which can provide guidance on, the design of a federal framework for the promotion of sustainability in communities. Findings from the project profiles are complemented by input from the key stakeholder consultations and a review of relevant documentation. These consultations involved representatives from public, private, and not-for-profit agencies and groups. For the purposes of analysis, the research results have been grouped into several theme areas.

6.1 Federal role in building community capacity

A growing number of federal government partnership arrangements, with both private industry and other levels of government, are seeking to move beyond the old ad hoc, project-by-project approach to community development and replace it with a more integrated, comprehensive approach. Roseland (1998) sums up the importance of CCB when he states that "[s]ustainable development requires sustainable communities,"[121] and that the key to a sustainable community is strong local capacity to undertake and sustain development initiatives. Accepting this view which emphasizes the importance of capacity-building has prompted us to analyse this aspect carefully in the project profiles documented in the preceding chapter.

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[121] Roseland, 1998, p. 211.

Table 2
Support to community capacity-building as demonstrated in the project profiles

Project	Community planning				Community mobilization				Provision of information				Leadership development			
	Coordination	Facilitation	Visioning	Strategic plans	Public meetings/works.	Formal networking	Public decision-making	Consensus building	Labour market/economy	Government programs	Natural resources	Technology, markets	Leadership or Board Training	Mentoring for managers	Apprenticeship for managers	Conflict resolution trai.
ACAP St John	■	■		■	■		■				■					■
Basin Head Marine Protected Area		■			■						■					
Bassin de la Cascapédia				■			■	■		■						
Bouctouche Bay Ecotourism	■							■			■					
Brandon Riverbank Inc.	■							■			■					
Cape Chignecto Provincial Park								■			■	■			■	
Columbia Basin Accord				■	■			■			■					
Foothills Model Forest				■		■			■			■				
Forêt habitée de l'Aigle				■				■			■					
Great Plains Distance Education		■		■	■			■			■					
Leafy Spurge Stakeholder Group	■			■	■			■			■					
Nicola Valley Watershed Stewards.				■	■					■						
Opportunities 2000	■	■		■	■							■				
Oregon Benchmarks	■			■					■							
Rennies River Restoration	■			■							■					
Ts'ilos Provincial Park			■	■			■				■					
West Broadway Neigh. Housing	■	■		■			■	■	■						■	
West Coast Sustainability Ass.	■	■		■			■			■	■				■	

Many of the project profiles as well as the consultations provide insights as to how government and other partners can contribute to community capacity-building. In order to critically review this contribution, the framework developed by the New Economy Development Group (1999a) and discussed earlier (see Chapter 3) is used to consider the role of the community, government, and other partners in supporting activities that directly contribute to community capacity-building. Table 2 below outlines, in the left column, the projects or initiatives which were profiled as part of this research, while the top row presents the various activities which make up the community capacity-building *functions.* Each project/initiative is assessed on the basis of whether it contributes to community capacity-building in the broad areas of community planning, community mobilization, the provision of information, and leadership development.

One general observation is that a majority of the profiled projects and initiatives did not carry out activities which contributed to leadership development, suggesting perhaps that leadership development is an undervalued strategy for building local capacity. An exception such as Opportunities 2000 has provided Board training as a way of strengthening their leadership capacity. Two other projects, the Cape Chignecto Provincial Park and the West Coast Sustainability Association ones, have taken a different stance, focusing on training for managers as a component of their capacity-building approach.

A number of cases — such as ACAP-St John, Brandon Riverbank Inc., Opportunities 2000, and the West Broadway Neighbourhood Housing Resource Centre — illustrate the importance placed on community planning by several groups engaged in sustainable development work. These four initiatives have undertaken coordination, facilitation, visioning, strategic planning, and public meetings as essential pillars of a broad-based sustainable development strategy. Of these cases, Opportunities 2000 represents perhaps the most instructive example of a bottom-up, multi-dimensional and multi-partner initiative which placed heavy emphasis on community capacity-building. It did so by carrying out a wide range of community planning, community mobilization, and information dissemination activities, perhaps reflecting the broad-based nature of its actions and its wide partnership base. This case shows the importance of engaging in a long-term process of community capacity-building when tackling a problem like poverty, which has both complex internal and external causes and far-reaching implications.

Not surprisingly, Table 2 above shows considerable variation in the type and intensity of activities carried out in support of community capacity-building. Such variation illustrates the fact that there are different levels of capacity present at the local level. While there are probably few communities which start at "ground zero" in terms of their capacity to undertake sustainable development, ultimately the level of community capacity will dictate the specific role communities and their partners will play in efforts designed to promote sustainability.

From a policy standpoint, the case was made earlier that building the social capital — or put another way, the organizational capacity — of communities is an important prerequisite to undertaking sustainable development at the community level. The above

observations suggest that the specific mix of relevant capacity-building interventions will depend on the community's existing level of development, the strength of its social capital (however one defines or measures it), and the nature of its developmental problems. Given the inherent difficulty in measuring social capital, the development of appropriate indicators will likely play a key role in determining the nature and extent of the federal government's role in supporting community capacity-building.

6.2 Nature of the partnerships and the government role

There is a near-consensus that any discussion of the federal government's role in promoting sustainability in communities must focus on building collaborative partnerships at the local level. Before discussing the nature and extent of such partnerships, it may be useful to review the documentation on the government role in SD, as this step will set the stage for a more focused discussion of the government role in the context of local partnerships.

Taking a broad stance on the issue, Roseland (1998) argues that provincial and federal governments need to use the whole range of policy instruments at their disposal — including regulations, expenditure, voluntary instruments (such as technical assistance from civil servants), and financial incentives — in order to influence both the general public and individual firms or industries in the direction of sustainable development practices. His point here is that since local governments are limited in their regulatory and financial authority to promote SD, higher levels of government can and should use these levers on the communities' behalf. Roseland's discussion about the government role for SD is not, however, specifically situated in the context of public – community partnerships.

Hancock (1996) also adopts a broad perspective on the issue of the government's role for SD when he calls for the development of a holistic approach to government, recognizing that disciplinary and departmental silos can no longer respond to and meet peoples' interconnected needs. At a more practical level, Torjman (2000) focuses on the social dimension of sustainable development by proposing that an important federal government role be to identify indicators — including social development indicators — which can help determine whether desirable SD objectives are being met. She also believes that the federal government should document and disseminate information on departmental activities that are deemed relevant in the context of sustainable development.

A particularly important contribution to this discussion on the federal role is that of Bell and Schwartzberg (2000). In a review of strategies aimed at advancing sustainable community development, the authors argue that the federal government can play two important roles for supporting sustainability in communities by providing: (1) an infrastructure for local sustainability action, in the form of information for decision-making using the Internet and geomatics; and (2) an action framework to help

communities take on sustainability challenges. The latter role is of particular interest, since it speaks to the same central issue that underlies the present research document.

Bell and Schwartzberg's action framework builds on four distinct but complementary strategies for the Federal government:

- Identifying and using leverage points;

- Building on federal strengths that can encourage collaboration between departments;

- Drawing on lessons from other jurisdictions; and

- Forging key partnerships.[122]

The notion of *leverage points* is interesting for several reasons. Leverage points can be described as starting or entry points where positive actions can begin; they can also be seen as issues such as air quality or preservation of green spaces which may serve to mobilize community resources. The concept of leverage points thus recognizes that each community is at a different level of development and is confronted by different sustainable development challenges. The key is to identify these leverage points and forge partnerships around them. In addition, the authors suggest the use of leverage points not only directly in communities but also within government itself. They suggest leveraging government resources by building on promising, ongoing sustainable community initiatives (which need more resources) rather than once again starting new pilot projects.

We can draw on a variety of information sources in addressing the more specific issue of the federal role in promoting sustainability in communities through collaborative partnerships. First, the consultations with various key stakeholders have provided a wide range of opinions on what specific roles the communities, the federal and provincial governments, and other partners should play in the context of collaborative partnerships aimed at promoting sustainability in communities. The analysis of these consultations' results indicates a lack of overall consensus on the most appropriate roles different partners might play in those types of partnerships. This said, some commonalties can be observed, including the following:

- Community groups are the legitimate "drivers" of collaborative partnerships for promoting sustainability, since they are in the best position to mobilize their constituencies, and identify needs, areas of collaboration and other partners (based on demonstrated involvement and capacity).

- A logical starting point of these partnerships is the identification of community assets, needs, and priorities.

- Useful roles for the private sector include the provision of supporting technology, assistance with needs identification, provision of targeted funding, technical assistance and infrastructure, and delivery of projects.

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[122] Bell and Schwartzberg, 2000, page 16.

- The municipal government should not automatically be selected as the primary local partner, although it is important that it plays a role.

- Useful federal government roles include: the provision of financial and technical support to community capacity-building as a prerequisite to sustainable development initiatives, infrastructure funding on the basis of measurable SD outcomes, the provision of information and "toolkits", funding for SD projects on a multi-year basis, and acting as a facilitator as required.

While the above opinions are not necessarily new, they serve to establish certain distinctions in terms of a "division of labour" between partners. These views are complemented — and to some extent reinforced — by a second important source of information, the project profiles.

The project profiles provide additional insights on appropriate roles for government and other players in partnerships designed to promote sustainability in communities. Table 3 below provides visual clues on the nature and intensity of the partnerships illustrated in the profiled projects and initiatives. In order to allow for a more detailed analysis, the table breaks down the partnerships into multiple organizational and operational aspects, reflecting the fundamental separation that exists between the design and implementation of partnerships. For each aspect of partnership, the project profiles are evaluated in terms of whether the community or the government plays a more important role. In the absence of easily quantifiable measures of partnership intensity, the analysis presented in the table is based on best judgment and anecdotal evidence. The analytical grid used here builds upon some of the researchers' earlier work on the analysis of local partnerships.[123]

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[123] New Economy Development Group, 1996.

Table 3   Nature and intensity of partnerships as demonstrated in the project profiles

Project	Organizational aspects of partnership					Operational aspects of partnership						
	Initial design	Decision-making for objectives	Communications	Funding of structure	Bringing other resources	Development of policies	Decision-making staffing	Design of activities	Funding of activities	Management of activities	Delivery of activities	Evaluation
ACAP St John	G	S	C	G	S	C	S	C	G	C	C	G
Basin Head Marine Protected Area	C	S	C	G	G	S	C	G	G	S	S	
Bassin de la Cascapédia	C	C	C	S	S				G	C	C	
Bouctouche Bay Ecotourism	C	C	C	S	S	C	C	C	S	C	C	
Brandon Riverbank Inc.	C	C	C	S	C	C	C	C	S	C	C	S
Cape Chignecto Provincial Park	S	S	C	G	G	C	C	C	G	S	S	
Columbia Basin Accord	G	S	C	G		S	S	S	G	C	C	C
Foothills Model Forest	G	S	C	G	S	S	C	C	G	S	C	C
Forêt habitée de l'Aigle	C	C	C	G	C	C	C	C	S	C	C	
Great Plains Distance Education	S	C	S	G		S		S	G	C	C	
Leafy Spurge Stakeholder Group	C	C	C	S	C		C	S	S	S	S	
Nicola Valley Watershed Stewards.	S	S	C	G	S	S	C	C	G	S	S	
Opportunities 2000	S	S	S	S	C		S	S	S	S	S	C
Oregon Benchmarks	G		G	G	G			G				G
Rennies River Restoration	C	C	C	S	S	C	C	C	S	C	C	
Ts'ilos Provincial Park	S	C	G	C		S	C	S	G	C	C	
West Broadway Neigh. Housing	C	C	C	S	C	C	C	C	S	C	C	S
West Coast Sustainability Ass.	S	C	C	C	C	C	C	C	G	C	C	

Note: A white space indicates that no information was available.

LEGEND: ▨ Mostly community role (C)   ▦ Mostly government role (G)   ■ Fair degree of shared responsibility (S)

Overall the table shows, not surprisingly, that the partnerships vary widely as to which type of partner plays a lead role and in which aspects of the partnerships. Such diversity undoubtedly reflects the specific strengths and needs of the partners in question, as well as the underlying intent of the partnerships. But beyond this obvious generalization, a few additional observations can be made.

First, it appears that *collaborative* **partnerships are not necessarily synonymous with** *equally shared* **partnerships**, since only one of the profiled partnerships — OP 2000 — is characterized by the equal sharing of a majority of its organizational and operational elements. In this case, there was a strong willingness from the start to "cast the net wide" in terms of the number of partners and the degree of sharing of roles and responsibilities, in part reflecting the initiative's broad and multi-faceted nature. This observation is consistent with the findings of a 1996 study of local partnerships which suggested that partnerships which included a large number of partners tended to share roles and responsibilities more equally.[124]

As for the other projects/initiatives presented in Table 3, it would seem that the roles of the partners tend to follow their respective strengths, interest and mandate, which is not surprising. One can also observe from the table that **a predominant government lead role is to provide financial support, both to the** *structure* **of the partnership — by which we mean the organization or group responsible for carrying out the partnership's mandate and actions — and to the specific** *projects* **or activities being carried out**. That said, several of the projects do not fit the traditional stereotype of government as the sole funder of the partnerships, since funding responsibility is shared.

Typical community lead roles include communications and management and delivery of activities, but it is difficult to discern any overall patterns for other aspects of these partnerships. Projects such as Brandon Riverbank Inc. and the Forêt habitée de l'Aigle represent good examples of partnerships in which the local community plays a predominant role in most aspects of the initiative. In these cases, community groups were the instigators of their respective initiatives and were able to bring other partners — including provincial and federal governments — to the table.

It is clear from the OP2000 profile that there is no set partnership formula for success. The roots of the OP2000 project grew from two founding organizations Lutherwood and CODA which formed a community partnership and coalesced into one organization – the sponsoring organization, Lutherwood CODA. The original objective in 1998 was to engage in partnership with at least 30 organizations drawn from the corporate, community, religious and charitable sectors, as well as the municipal and regional governments. The partnership network grew to 80 by the end of 2000 and the role of the partners evolved from being supporters, to resource providers, research collaborator and in October, 2000 to being planners for the future of the OP2000.

By and large, this analysis of the projects' partnership elements suggests that government tends to play a significant, but rarely predominant, role in community-based partnerships

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[124] Ibid, page 138.

designed to promote sustainability. While the limited number of cases presented here does not allow for widespread generalizations, the analysis may nevertheless help to dispel the myth that government does not provide operational funding to community-level projects/partnerships. It is clear from our research and project profiles that government is an important contributor in these two funding areas. What is missing from this analysis, however, is a sense of how partnerships evolve over time. Knowledge of such evolution would undoubtedly provide useful guidance on how to build flexibility into these types of partnership arrangements.

6.3 Funding arrangements

Two central issues tend to monopolize discussions on the design of funding arrangements for the promotion of sustainability at the community level. The first is about how to provide funding in a way which is responsive to community needs, and congruent with the nature of the sustainable development process. In other words, how can government and other partners make available financial resources in the context of long-term, holistic community development while meeting accountability requirements. Given the perceived ad hoc, compartmentalized and short-term nature of program funding, the second issue of relevance is whether it is desirable, and if so how, to consolidate program funding from various departments and agencies into a single financing vehicle for SD projects.

With regard to the first issue, our review of project profiles (section 6.2) reveals that examples abound where government has provided, in full or in part, funding which is consistent with the longer term, holistic nature of sustainable development at the community level. Initiatives such as Brandon Riverbank Inc. or OP 2000 have highlighted the importance of multi-year, combined operational and project-specific funding for the achievement of sustainability objectives at the community level. These cases stressed the fact that continuity of government commitment and support is vital for community capacity-building, itself an essential condition for achieving sustainability.

It is interesting to note that this type of long-term, combined operational and project-based funding can be found beyond the realm of ad hoc experiments and pilot projects. For example, the federal funding of the **Community Futures** program (as described in Chapter 4) is unusual in its longevity. This program is fifteen years old and, although it has evolved and adapted to the socio-economic reality of its host communities, its central thrust has essentially remained unchanged. Not only does it provide financial (and other types of) assistance to individual projects and individuals, but it also contributes to local capacity-building by providing operational funds to a locally-based and controlled development organization. It thus represents one of the few federal programs directly delivered to communities which has been sustained over a relatively long period of time.

In relation to the issue of consolidating distinct government program dollars into one financing vehicle, several of the projects and initiatives discussed earlier provide hints on how to effectively undertake such consolidation. One relevant example is that of the **Alberta Community HIV Fund** (ACHF), which combines two previously-separate

grants and contributions programs (from two levels of government) into an amalgamated fund. The allocation of funds is determined by a broad-based consortium of organizations. Given the differences in the two funders' mandate and accountability requirements, different reporting procedures in areas of project outcomes and financial reporting were maintained, and a full-time ACHF «Steward» was on hand to facilitate the funding process.

Several of the profiled projects (Chapter 5) also feature one form or another of integration of hitherto separate funds into a unified financing vehicle. While the mechanics of how the funders manage to implement such integration is not always clear from the available information, a central lesson seems to be that some flexibility exists within government to pool resources, as long as accountability requirements are strictly met. In this regard, the experience of the Oregon Benchmarks initiative is instructive: the principle of outcomes-based accountability, which underlies the way the Benchmarks initiative operates, has meant that government departments were encouraged and able to reorient their program expenditures according to a common set of expected results. Together, these Canadian and other experiments pave the way for the design of funding arrangements which are potentially more responsive to community needs in the area of sustainable development, while allowing funders to meet strict accountability requirements.

6.4 Governance issues at the community level

The theme of changing the way government works in the community development arena is central to most of the findings of this research project. In particular, those findings suggest that government has often failed to appreciate the integrative, holistic, comprehensive, long-term approach that is needed to practice sustainable development. The feedback also highlights the fact that the embracing of the SD approach represents a significant opportunity for governments to reinvent themselves and to redefine their roles and responsibilities in support of community sustainability.

Few of these messages are new, but many of those interviewed agreed that the current organization and modus operandi of government must first be addressed if a supportive Federal SD policy framework is to become a reality. To be sure, it is important to realize that such sentiments should not be confused with simple government-bashing. While Schorr (1997) speaks of "Taming bureaucracies to support what works,"[125] it is important to bear in mind that she sees a significant positive role for governments, in partnership with other players. As she, Lewis (1999) and others have noted, standard solutions to the bureaucracy problem such as: devolution; service integration and improved collaboration/co-ordination; and privatization and entrepreneurship (including contracting out, reliance on markets, reliance on charities, etc) haven't worked up until now and are unlikely to be much more successful in the future. These actions, while laudable in themselves, constitute marginal improvements to the status quo, in contrast to

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[125] Schorr, 1997, p. 65.

the fundamental change which may be required to support a sustainable development priority.

A quotation from Schorr concisely sums up what many respondents, project profiles and the research have observed:

> " … all the forces aligned against change drag innovations back to the status quo. If effective interventions are not to be limited by the short-term funding that they can attract from peripheral sources, if they are not to stay stuck at the margins of public policy and at the margins of people's lives, replicators and their supporters must recognize and resolve the contradictions that effective interventions pose to the prevailing institutions and systems."[126]

In the Canadian community development context, the plethora of coordinating mechanisms, inter-departmental committees, forums, recast programs, short-term initiatives, best practice examples, research studies, etc, can be easily seen and have been documented. Many are instructive in their own limited, often unconnected ways, but they operate within a largely unchanged bureaucratic environment. What are the limitations of the current framework within which SD projects live?

Lewis (1999) describes the characteristics of the current bureaucratic system as including: fractured mandates, stovepipe delivery and compliance-driven rules and procedures, all of which are often manifestations of a narrowly-cast, short-term evaluation mind set. Many interviewees spoke of the same characteristics as barriers to the development of a vital Federal sustainable development framework.

On a more positive note, Schorr argues for the establishment of a better balance between rules to protect certain public objectives and regulations that prevent important public priorities from being achieved. She emphasizes that setting a better balance means understanding the trade-offs. For example:

- rules that assure equity can undermine responsiveness;

- rules that assure quality can also undermine responsiveness;

- when resources are inadequate, rules that assure equity undermine effectiveness;

- controls intended to protect against wrong-doing can seriously inhibit discretion;

- an accumulation of rules can lead to paralysis, etc.[127]

The idea of "trailblazers" in the United States, "instances in which public officials mobilized a critical mass of common purpose and managed to relax the stranglehold of regulation imposed on key public sector institutions"[128] gives Schorr hope that fundamental systems change can be effected within government. Her research documents important instances where officials have addressed the bureaucracy problem head-on. Lewis summarizes her research as follows:

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[126] Ibid, p. 64.
[127] Lewis, 1999, p. 6.
[128] Ibid, p. 7.

"They (the officials) recognized the distinction between functions that must be standardized from the top down, and functions whose effectiveness hinges on being responsive to specific individuals, families and communities. They have recognized that in agencies (or departments) … the centralized procedural orthodoxy has undermined the effectiveness (of programs), rather than guaranteed it . Through good management, training, and technical assistance, the new policies and practices are assuring quality, equity, and accountability without sanctioning arbitrariness. "[129]

Analysis of the project profiles and interviews confirms the importance of a government role in supporting local SD initiatives whether through the provision of technical assistance, access to information and the internet, or through direct operational funding. Thus it is not whether governments should become involved in local SD initiatives, but just how they can become effectively involved that is the key to a sustainable development policy or program.

Healthy Sustainable Communities

A growing healthy communities movement signals a conceptual shift from economic to human development and thus a change from seeing economic activity as an end in itself to its becoming a means to an end. Initiating a more integrated approach is central to the ecosystem perspective advocated by Hancock (1996) which puts health at the centre of sustainable development. In his writings about healthy sustainable communities, he also argues for a holistic approach, given the overlapping nature of the economic, social, and environmental spheres. He is clear that initiating a more integrated approach demands significant changes which "can only be dealt with as a process and not by design alone. He goes on to say: "… this course has profound implications … for the governance of communities … we need to train planners and others who can think across traditional disciplinary boundaries."[130]

6.5 Information technology as a community development enabler

Much hope has been placed on the role information and communication technologies (ICT) can play in enabling communities to become more sustainable. The impetus for government to promote ICTs as a vehicle for community development comes from the view that "government must embrace the digital revolution or their communities could well be left on the side of the information highway."[131] Furthermore, the widespread use of ICTs within government and by regular citizens wishing to interact with it represents a key component of new public management.

In the context of the present research, the discussion of ICTs can be taken at three different levels. First, there is the perspective that ICTs can be used by communities as a tool for sustainable development, by allowing them to access knowledge, information,

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[129] Ibidem.
[130] Hancock, 1996, p. 18.
[131] Ludlow, 2000, p. 19.

and computerized tools — such as Geomatics Information Systems (GIS) — as inputs to the development process. A second and related perspective considers ICT as a means by which communities can access government services from a single entry point. The third perspective is to view ICT as the backbone of so-called *community learning networks* (CLNs), which can be defined as community-based structures designed to support learning for their members.

In relation to the first perspective which considers ICTs as a tool for accessing and using knowledge and information, several federal government initiatives are already making relevant contributions. For example, **GeoConnections**, which is led by Natural Resources Canada in partnership with other departments and partners, is a $60 million initiative which focuses on making geographical data and data analysis tools available to communities through the Internet. One program component, the Sustainable Communities Initiative (SCI), is designed to increase community capacity by making available data and technologies in support of community decision-making and planning. SCI is only now scaling up its operations, after a two-year pilot project phase.

Other programs such as Industry Canada's **Community Access Program**, which is a key component of the Federal government's Connecting Canadians, **Volnet**, and **Schoolnet**, work at providing affordable public access to the Internet and the skills which are required to use it effectively in as many communities as possible. IC's **Smart Communities Program** goes further by directly promoting the achievement of economic, social, and cultural objectives through the use of ICT. While the program does not contain a SD component, it represents a good demonstration of how communities can use ICTs as a development tool. On the downside, the program is still at the stage of demonstration projects — they are very limited in number and relatively expensive — making potential replication an outstanding issue.

Several government WEB sites have been developed in recent years as community access points for information that could possibly be used for sustainable development purposes. The problem is that such sites often deal with only one or a few types of information, reflecting the mandate and activities of their government sponsors. Some sites, however, are worth mentioning since their information content is more directly relevant to SD. One such site is GeoConnections' **Access Program**, which provides a single Internet access point to geographical information originating from various departments and agencies, thus making it possible for communities to access community-level data on social, economic and environmental trends. Another is HRDC's **Community Capacity-Building Workshop**, which makes accessible information on community capacity-building resources, toolkits, and initiatives.

Clearly, the above examples represent only the tip of the government-sponsored information services iceberg. What may be missing, to quote one respondent, is a common WEB site dedicated to community sustainability, which would "bring together all relevant information and links into a common Universal Resource Locator, [in order

to] make it easy for communities to find, retrieve and network sustainable community development-related information and appropriate contacts."[132]

The second perspective on how government can promote ICTs as a means of fostering community sustainability has to do with providing communities and individuals with a single access point for government services. Such a perspective builds on the rationale that communities are currently faced with a myriad of entry points to government support and services, and ICT-based solutions might ease this access barrier. In this context, **Service Canada** represents a government initiative aimed at providing a one-stop access to government services. Through a single window, this initiative makes available information on Government of Canada programs, services, and initiatives. Through a single portal, Service Canada provides direct access to various departments' and agencies' on-line resources.

While initiatives such as Service Canada directly contribute to streamlining the interface between government and the communities, as well as providing easier access to program information and other resources, they do not allow a much better coordination and integration of government SD efforts. Communities still have to tailor their demands to suit program-specific criteria and accountability requirements. Government portals, thus do not necessarily bring us much closer to a holistic government approach to promoting sustainability in communities.

A third perspective on the role of ICTs is to view them as a means to promote the creation of CLNs. CLNs can be seen as community vehicles which utilize ICT as a tool for the rebuilding of communities and for mobilizing local people, particularly rural communities and remote or isolated groups. CLNs also offer the potential to increase citizen participation in lifelong learning. Here, the technology is applied to the building of networks which support more collaborative approaches to learning. CLNs thus have direct relevance to sustainability and community capacity-building, since education and learning have been linked to the improvement of communities' social capital, as was highlighted in this paper's discussion on community capacity-building (see Chapter 3).

HRDC's Office of Learning Technologies (OLT) has been at the forefront of the Federal government's efforts to promote life-long learning through CLNs. The Office currently offers the **Community Learning Network Initiative**, which provides technical and financial support to communities to expand access to technology-based learning opportunities. A review of different CLNs across Canada, done in 1997 on behalf of the OLT, concluded that there is broad agreement as to CLNs' positive impact on community revitalization, innovation, and a reduction in the sense of isolation and marginalization. The usefulness of CLNs as a tool for mobilizing a broad cross-section of people, creating networks and identifying underutilized local resources was also noted in the report.[133] In the final analysis, the concept of a CLN seems to offer promises as a means to use ICTs for promoting sustainability in communities, but the concept is still new and its relevance to SD needs to be explored further.

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[132] Roy Hanna, Aug. 03, 2000.
[133] New Economy Development Group, 1997.

By and large, the above discussion on ICTs' potential as a means of promoting sustainability in communities leaves one with the impression that they are not the magical solution to communities' SD challenges. They do, however, represent an effective *enabler* and *supporter* of community development processes, both by providing easy and comprehensive access to information and knowledge or to government resources, and by providing the backbone to community networking and mobilization activities aimed at lifelong learning. In a sense, ICTs provide access to some of the *content* elements (information and tools) which are required for sustainable development, as well as supporting community SD *processes* by providing effective means of community networking, mobilization, and information dissemination and exchange. In light of these considerations, the Federal government should continue its efforts to promote the use of ICTs in communities.

6.6 Sustainability indicators

A discussion on sustainability indicators in the context of a federal framework for promoting sustainability in communities can be justified at both the community and the government levels. At the community level, the discussion primarily centers around the notion that, on the road to community sustainability, "what gets measured gets done."[134] Sustainability indicators, thus, can been seen as a tool for planning, monitoring and evaluating projects and initiatives implemented in the context of a community sustainable development strategy. The integration of sustainability indicators into a community planning process also provides an opportunity for local citizens to develop ownership of the process and increase their participation.

One practical tool that can be used by communities for the purpose of monitoring and assessing progress toward sustainability is the **Sustainable Community Indicators Program** (SCIP), a joint initiative of the Canada Mortgage and Housing Corporation, Environment Canada, and the FCM. Launched in the Spring of 2000, SCIP is a Web site and interactive software package designed to help communities measure and monitor sustainability and quality of life. It is made up of three principal components: a software package, core indicators and data that can be accessed, and the Web site. Together, these components provide a relatively simple and accessible entry point for creating, selecting, analyzing and reporting on community sustainability. One interesting feature of SCIP is that community users can access national indicators that can be used as national benchmarks, allowing a comparison with local indicators.

This preoccupation with measuring progress along the road to sustainability is obviously shared by governments. Governments are recognizing "the importance of measuring progress towards sustainability [and] indicators that track key social, economic and environmental trends and are playing an increasingly vital role in ensuring the effective planning, monitoring and evaluation of sustainability initiatives."[135] Another incentive to

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[134] Roseland, 1998, p. 203.
[135] Forum, 2000, p. 8.

integrate sustainability indicators in a federal framework comes from the Government of Canada signing the *Agenda 21*, which calls for the appropriate monitoring of progress towards sustainability. Agenda 21, and more specifically its *Chapter 40*, falls under the responsibility of the United Nations' Commission for Sustainable Development. It calls for countries to develop and use indicators of sustainable development in the context of improved decision-making. So far, however, Canada's answer to this call "has been fragmented along departmental lines, has lacked an integrated framework, and been under-resourced."[136]

Several national and provincial initiatives have recently been implemented, apparently as a response to the need for monitoring and evaluating progress toward sustainability. The best known is the National Round Table on the Environment and the Economy's **Environment and Sustainable Development Indicators Initiative** (ESDI), a three-year, $4.5 million endeavor launched in August, 2000. ESDI's main goal is to generate a national set of sustainable development indicators that can be used universally in Canada. The Initiative has been designed to be of use to different groups, and not only to government. Its underlying purpose is to "integrate environmental and social considerations into economic decision making by government, business, and civil society; and to track progress towards sustainability."[137] ESDI's agenda is ambitious, since it purports to define a range of sustainability indicators at the national level that are both easily available and widely accepted by a larger audience.

It is fair to say that there is mounting interest in Canada and abroad for research and policy development work that can assist decision makers in integrating social, environmental and economic criteria for planning and decision making purposes. In this regard, several initiatives are worth noting, including: the Federation of Canadian Municipalities' Quality of Life project (which has been integrated into the SCIP discussed above); research on the same topic by the Canadian Policy Research Network; development of an economic well-being framework by the Centre for the Study of Living Standards; as well as the Genuine Progress Indicators Program in Alberta and the Genuine Progress Index initiative in Nova Scotia.

Implicit to the ESDI and some of the other sustainability indicator projects outlined above is the notion that measures of progress toward sustainability are required not only for planning and decision making, but also for community and government accountability. Schorr (1997), although she was not referring specifically to sustainable development, observed that, as part of the widespread public sector move toward management by results, communities and government bodies need to adopt *outcomes-based accountability*.[138] Furthermore, she makes the case that *interim indicators* are also required so that progress toward meeting long-term goals can be tracked in a timely fashion. Her belief that "these interim indicators should not have to be produced

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[136] Environment Canada, 1999, p. B1.

[137] National Round Table on the Environment and the Economy Web site: www.nrtee-trnee.ca/eng/programs/Current_rograms/SDIndicators\SDIndicators_e.htm

[138] Schorr, 1997, p. 128.

individually and ad hoc by every local agency"[139] would probably find resonance in ESDI's drive to define nationally-accepted indicators.

The case of the **Oregon Benchmarks**, profiled in Chapter 5, provides important lessons on how to integrate development indicators into a broad-based, commonly-accepted framework for decision-making, evaluation and accountability. The Oregon Benchmarks initiative, as was seen earlier, has had the desired effect of shifting the focus of public scrutiny from specific government expenditures to targets and outcomes. Accountability, in that context, was directly dependent on proof of results rather than micro-management and over-regulation.

The Oregon Benchmarks also provide guidance on the type of community partnerships that could be put in place for promoting sustainability, and the role sustainability indicators can play in such partnerships. The process of jointly defining and agreeing upon the Benchmarks has given states and localities more say in how funds are used and what mutually agreed-upon results should be targeted, in effect laying the foundation for true collaborative partnerships. In addition, the Benchmarks effectively allow government departments to orient their interventions — by means of regulations and expenditures — according to a common set of expected results, thereby enabling better coordination and integration of their actions. By working together toward the achievement of desirable outcomes, various departments are induced to realign their priorities in order to meet pre-approved targets. In the context of a federal framework, these lessons are quite relevant.

6.7 Lessons learned about the promotion of sustainability in communities

Given the central focus of this paper, it is useful at this stage to recapitulate the central lessons that can be learned about how the federal government can promote sustainability in communities using a CCB approach. In this regard, the project and initiative profiles presented in Chapter 5, as well as the key stakeholder interviews, provide invaluable inputs.

The most important lesson is that an important and effective federal role consists in providing technical and financial assistance to both projects and structure designed to promote sustainability in communities, on a multi-year basis. Several of the profiled projects, including ACAP-St John, Brandon Riverbank Inc., Opportunities 2000, and the West Broadway Neighbourhood Housing Resource Centre, represent concrete examples of this type of support. The question, thus, becomes which community organization(s) should be eligible for receiving this type of assistance and how can these organizations be effectively identified.

On this front, our review of instructive examples of government intervention in communities — presented in Chapter 4 — provides some guidance. The government can

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[139] Ibid, p. 130.

either rely upon a community self-selection process — by disseminating program information at large and waiting for community responses — or work closely with pre-selected community groups and help them identify and involve other community partners, in the context of a community-wide development process. The Community Futures program represents a good example of the latter.

Support to community-based *structures* which can promote community sustainability, thus, is essential given that a central thrust of CCB is organizational development, or the enhancement of a community's social capital. By extension, government support should focus on the *process* of community development as much as on specific projects or initiatives.

Another important lesson is that, although community strategic planning was key to the success of many an example of community – government partnerships, it must be recognized that some communities have been "planned to death" and that they do not want to start at "ground zero." Following Bell and Schwartzberg's (2000) model, it may be relevant to suggest that government support for CCB (in the context of SD) be connected to communities' so-called *leverage points*, and not be necessarily tied to a community planning process. In essence, it means that the community should decide for itself how, when and where technical and financial assistance should intervene, and recognize that this assistance might not be connected to a community planning process, although such a connection is desirable. Support can be tied, instead, to a specific community priority, crisis, need or project, or a combination of those.

In terms of the specific activities that the federal government can support to enhance community capacity-building, this paper's analysis of the profiles and other information (section 6.1 to 6.6) indicates that there is a broad spectrum of activities and initiatives that the government already supports: the provision of information or toolkits, facilitation, support to community planning and mobilization, training, etc. This type of support should obviously continues, with perhaps more emphasis placed on community leadership development.

On a closing note to this chapter, it is appropriate to quote from a New Economy Development Group's (1999) study of the government role for CCB, which reviewed specific federal government programs and their relevance to CCB, and concluded on a number of overarching principles for government intervention in CCB:

Principle #1: Playing a supportive, non-directive development role

An important premise of community development and capacity-building is local control of the development process. In practice, it means that community residents are in the driver's seat when it comes to deciding on the development priorities, strategy, and initiatives to be implemented. Within this context, the government can play a facilitative role at the community planning stage, and make available its expertise and resources on an as-needed basis.

Principle #2: Seeking partnerships and cooperation

Community development problems are multi-faceted and require comprehensive solutions. It is thus difficult for one player to provide all the support required to promote development. Several of this paper's project profiles can be considered as innovative partnerhsip practices, in that they build on the respective strengths of the partners, provide clear lines of authority, decision-making and responsibility, and involve extensive resource sharing. The federal government should build on this expertise and on the credibility it is gaining as a facilitator of innovative partnership arrangements.

Principle #3: Paying attention to communities' organizational capacity

Support to the organizational functions of community development is lacking, particularly in the areas of leadership development. The Federal government could reinforce its commitment to enhance communities' organizational capacity in this and other areas.

One downside of providing support to building organizational capacity is that it does not always produce immediate, measurable results. Unfortunately, this feature of organizational development does not sit well in a context of performance-based management where tangible and measurable results are important. To help get around this problem, support should be tied also to the realization of measurable goals, measured on the basis of sustainability indicators but, given what was said earlier, some of the goals should legitimately be linked to a CCB *process*. The communities ought to be involved in determining the mix of qualitative and quantitative indicators to be selected.

Principle #4: Adopting a long-term view on development

Development takes time and, as a result, there needs to be a recognition that government investment in community sustainable development — whether it takes the form of project or core funding, or technical assistance, for instance — must be somewhat stable and predictable, and be set in a mid- to long-term time horizon of five years or more. Second, there must be acknowledgement on the part of government that the results of developmental efforts are often not visible in the short term. Therefore, its evaluation activity and accountability requirements need to be set within a longer-term framework.

Principle #5: Focusing on people's development

As noted earlier, sustainable community development is about enhancing people's quality of life and their capacity to adapt to change. In this context, actively supporting and sponsoring human capital development takes on added importance. Focusing on people's development also implies that every interest group in the community is given a chance to participate in an equitable manner in the development process. Inclusiveness can best be achieved through supporting *community mobilization* efforts, an area where the Federal has had some successes via programs such as NRCan's Model Forest and others. The Federal government needs to build on these experiences and look at how it

can further encourage broad-based public participation in decision-making within the limitations of its expertise, resources, and mandate.

Principle #6: Integrating flexibility into program design

Multi-faceted programs such as CF or FNFP illustrate that flexibility is essential when responding to community needs which vary widely from one place to another. Flexibility thus needs to be integrated into a government response as a means to ensure that the appropriate solutions can be found to problems which are specific to each community. Integrating flexibility also means that the range of support activities to be provided must be tailored to suit the development *level* of the community in question.

7. IMPLICATIONS FOR THE FEDERAL ROLE

7.1 Government and Governance

The implications for government and governance are profound in Hancock's (1996) view, both in terms of structure and functioning. Once again, his views found resonance with many of those whom we interviewed, most of whom agreed that there is a need for a shift in societal values from viewing economic growth and development as the overriding objective to seeing it as one objective to be balanced with others such as sustainability, equity, livability, social cohesion, and environmental quality. He too speaks of important implications for government and governance.

Specifically, Hancock calls for a re-examination of the central purpose of government and governance which in his view should be enhancing the human development of the population. Along with others cited earlier in this report, he challenges our disciplinary and departmental silo approach because individual sectors can no longer respond to and meet peoples' needs. His prescription includes working from a holistic perspective which implies inter-sectoral linkages and a collaborative style to achieve a common purpose. To this end, he provides the examples of new processes, new styles and new structures.

He cites the work of the University of British Columbia's Task Force on Healthy and Sustainable Communities working with the City of Richmond to develop and apply an index of community carrying capacity or ecological footprint. CMHC's work on healthy and sustainable communities as a basis for planning was also noted.[140] The environmental "roundtables" developed at the national, provincial and local levels are also mentioned as innovative mutli-sector models, including the National Round Table on the Environment and the Economy (NRTEE). The NRTEE is an independent advisory body established by federal legislation in 1994. It provides decision makers, opinion leaders and the Canadian public with advice and recommendations for promoting sustainable development. Members are appointed by the Prime Minister and represent a broad range of sectors. NRTEE takes an impartial, inclusive approach using a roundtable format to consider sensitive issues.

The level at which government intervenes is also a relevant issue. Hancock believes it is moving both upwards to the bio-regional level and downwards to that of the neighbourhood. A new management style of government is also called for that emphasizes "power with" rather than "power over". In Hancock's view, this new style of government would be marked by negotiations rather than directives, collegiality rather than competition, a holistic rather than a sectoral approach, and win-win strategies generally. He also feels that the structure of government will need to change from one organized along sectoral lines to a new form, modeled for instance like Toronto's Healthy City Office which has an overarching corporate mandate. He concludes with a theme which appears elsewhere in this paper that there must be greater, meaningful

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[140] Ibid, p. 21.

community involvement in all aspects of government. Co-design, co-ownership, co-control and co-management are key elements of his sustainable world. Ultimately, he believes that social and political will are critical if a sustainable world is to be achieved.

Others have made similar points about the need for government to reinvent itself. For example, in a recent paper prepared for NRCan, Bell and Myers (2001) agree that "Governments are experiencing considerable difficulty identifying an appropriate role as a promoter of sustainability." Indeed, they go as far as to say that "government's leadership is now in question."[141] This reinvention process, the authors note, entails a shift from government to governance, the latter referring more broadly to the range of organizations and institutions, in addition to government, which take decisions affecting others. Implicit in this distinction is the notion of "governance encompassing collective decisions made in the public sector, the private sector and civil society."[142]

Thus once again, support for collaboration and partnerships with other governments, the private sector, and civil society organizations is deemed vital for the implementation of a sustainable development policy and practice. Bell and Myers reiterate that "sustainability favours participatory forms of decision-making, and places a high value on openness and transparency … [as well as] ... encourag(ing) processes and structures that can build consensus and collaboration, with input from all stakeholders."[143]

Within government, Lewis reminds us that there is no single model of successful debureaucratization, but he supports Schorr's view that there are successful models worth learning from, as her research demonstrates. On this last point, Schorr sums up her position by insisting that

> …the bureaucratic model that has grown dysfunctional at the end of the twentieth century can indeed be modified. With the creation of new public-private partnerships and post-bureaucratic models of public accountability, the heavy hand of bureaucracy can be gentled, neighbourhood and front-line discretion can be achieved, and public purposes can be realized.[144]

The recent NRCan discussion paper by Bell and Myers (2001) makes almost exactly the same point about the inappropriateness of the current structure of government for the governance of sustainable development. Their quotation from Ann Dale notes that the current model is "structured around functions and services, rather than around solving problems,"[145] as it would need to be to be able to confront the challenges of sustainable development policy.

Thus Schorr, Lewis, as well as Bell and Myers share a concern that new models of governance must be developed within government structures in order to create the potential for a new relationship with communities and civil society in general if

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[141] Bell & Myers, 2001, p.17.
[142] Ibid, p. 18.
[143] Ibid, p. 18.
[144] Schorr, 1997, p 114.
[145] Bell & Myers, 2001, p. 19.

sustainable development is to have a macro-level impact. A footnote in the Bell and Myers paper highlights a further important factor inhibiting the potential of a sustainable development policy. Here, Ann Dale is quoted as saying that:

> "trying to undertake horizontal initiatives within an organization (like the Federal government) dominated by vertical structures poses huge management challenges, not the least how to structure appropriate incentives to recognize the contribution and effectiveness of staff who are involved in inter-departmental collaborative work."[146]

The same report calls for government to be a strong voice for change and to display leadership to promote fundamental change. It insists that: "Sustainability is not a possible spending priority that needs to be fitted into a complicated agenda of other priorities. On the contrary, sustainability is a way of approaching the entire policy agenda, a different lens through which to view the competing priorities. Ultimately, (it concludes) … sustainability will provide a new policy paradigm that will link public policy to the newly emerging "sustainability economy."[147] As well, the report speaks of the need for political leadership and the fact that most political leaders in Canada have "…not been convinced to move away from traditional energy-, resource- and waste- intensive models of economic development."[148]

7.2 Coordination and integration of federal SD efforts

One issue which is central to the drafting of a federal framework is how to ensure the coordination and integration of federal departments' and agencies' efforts to promote sustainability in communities. Coordination is required to avoid duplication of efforts, build on specific departmental strengths, and provide a more easily identifiable entry point for communities in need of public support for sustainable development.

The research has provided some clues on how to improve coordination in the context of the federal government's efforts to promote sustainability in communities. In this context, it is useful to address the issue at two different levels: at the government-wide and at the community levels.

The idea of relying upon a locally- or regionally-based, government-supported, intermediary organization which would act as a point of access for government services in areas of community sustainability, has been presented to key respondents. When questioned on the usefulness of this approach, the respondents provided a number of important insights, which are reviewed below.

Several interviewees agreed that (Industry Canada's) **Community Futures Development Corporations** (CFDCs) could be an appropriate government access point at the community level, given their long track record and, in some cases, strong local

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[146] Ibid, Bell & Myers, page 19.
[147] Ibid, p. 23.
[148] Ibid, p. 23.

roots. Others, however, do not share this view, commenting that the CFDCs' presence varies markedly from one region to the next, and is generally weak in urban-based communities.

The same divergence of views was expressed concerning Agri-Food and Agriculture Canada's **Rural Teams**. Several observers noted that Rural Teams have been relatively successful at pooling funds from different federal departments, thus establishing the potential for the coordination of federal rural development initiatives. Others, however, contended that this model seems to work best for small projects and, furthermore, turnaround time has been unacceptably long in some regions. In the absence of formal evaluation data, it is difficult to conclude whether in fact the Rural Teams could play an effective coordinating role for sustainability at the community or regional level, but one suspects that the final answer will depend upon local and regional circumstances.

The idea of creating **local roundtables**, modeled on the National Round Table on the Environment and the Economy, have been suggested as a forum for dealing with cross-cutting issues and as a means of encouraging inter-departmental collaboration. In a slightly different context, based on the same concept, the Pacific Resources Centre (2000) introduces the idea of community round tables, described as "structures to advance the sustainability agenda at the local level… and [different] from other types of local advisory committee and task forces in that they have a broad mandate to equally take into account economic, environmental and social factors…"[149]

The parallel to be made between the National Round Table model and that developed by the Pacific Resources Centre is that both would play a research, advocacy, community planning, mobilization, and coordinating role, which is relevant in the context of coordinating SD efforts at the community level. One limitation, however, is that these models do not serve as access points to the government's financial and other policy resources.

Some key stakeholders have drawn attention to experiments and structures which exist outside government or at other levels of government which may inform the discussion on local coordination of federal efforts. In this regard, the experience of the Montreal-based **Community Economic Development Corporations** is telling, since they represent multi-partner, multi-funder structures designed to pursue broad social and economic development objectives. As a example, the CEDC evaluation of the community development corporation Relance economique et sociale du sud-ouest (Montreal), known as RESO specifically makes reference to the fact "…that the lack of government coordination of programs continues to be seen as a major obstacle to area development."[150] This particular experience highlights the difficulty of relying upon multiple sources of government funding while trying to maintain a uniform reporting and

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[149] Pacific Resources Centre, 2000, page 41.
[150] New Economy Development (1996), page 88.

accountability system, as well as providing flexible solutions to community-based problems.[151]

In the same line, several observers mentioned that provincial structures such as Newfoundland's **Economic Development Boards**, and Quebec's **Centres locaux de développement** (local development centres) are worth looking into, as possible sources of guidance on how best to coordinate and integrate government-wide efforts at the community level. Although their respective mandates are narrower than sustainable development, these community development vehicles are characterized by a pooling of resources — financial and otherwise — and community representation in their decision-making structures. They do not, however, go very far in terms of coordinating and integrating the efforts of different departments and agencies.

Other initiatives such as **OP 2000** (profiled elsewhere in this document) or Ottawa's **Partners for Jobs** represent interesting examples where various government departments — both provincial and federal — have collaborated on a single issue, provided joint funding to specific projects and to an organizational structure, and played an important enabling and facilitative role. The problem with those ad hoc initiatives and others, of course, is that their "success" largely depends on local circumstances. Hence, the issue of replication, which is discussed later, takes on added importance.

Another potentially relevant model is the Federation of Canadian Municipalities' (FCM) **Green Municipal Enabling Fund** and **Green Municipal Investment Fund**. These $125 million funds focus on improving the environmental efficiency and cost-effectiveness of municipal infrastructure. As such, they only cover one particular aspect of community sustainability. Nonetheless, the two funds possess various features which can guide the design of a more coordinated approach to government services at the community level:

- These funds are administered by an intermediary organization, in this case the FCM, on the basis of agreements which are jointly funded by two federal departments;

- Regional and local delivery is ensured by councils responsible for the direct management of the funds, and by review committees which evaluate project proposals. Both of these structures benefit from the participation of representatives from municipalities, provincial governments, the private sector, environmental groups, and the Federal government, thus ensuring broad-based representation.

This model is interesting because it represents a concrete example of the integration of two federal departments' programming priorities — and related financial resources — into one delivery vehicle, while paying close attention to regional and local needs and circumstances, as well as sharing decision-making regarding project selection and funding.

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[151] See for instance New Economy Development Group (1996), for a discussion of Montreal's RESO, pages 74-88.

Yet another relevant model is the **Fraser Basin Council** (FBC), established in 1997 with the mandate to enhance the economic, environmental, and social integrity of B.C.'s Fraser River system. It does so by acting as a facilitator and a catalyst of agreed-upon initiatives on behalf of its various partner bodies. It provides a forum for federal, provincial, local and First Nations, as well as private, corporate and industrial concerns, to work together toward achieving common objectives. The Council is unique in its capacity to combine and balance economic, social, and environmental sustainability. This capacity is secured through the adoption of a *Charter for Sustainability*, which can be defined as a non-binding guide and good faith agreement between the parties.

The FBC is governed by a 36-member Board of Directors which includes representation from the federal and B.C. governments; the eight regional districts of the Basin; the eight First Nations language groups; the five geographic regions which also reflect the main economic sectors; and four Basin-wide interests reflecting social, economic, and environmental considerations. Funding for the Council comes from a diversity of sources, reflecting the broad base of its membership, and in almost equal measures from the three levels of government. The FBC represents a model for new partnership arrangements where the federal, provincial, and local governments become part of the decision-making structure of regional or community-based non-governmental organizations. For the federal government, it provides an opportunity to participate in cooperative decision-making when resources are scarce and inter-jurisdictional complexities are increasing.

By and large, the above discussion suggests that there are no universally-accepted regional or local structures which could play the role of a government-supported intermediary organization and act as a point of access to the Federal government's community sustainability services. Given that fact, a central issue is whether such an intermediary structure ought to be created, or whether one should instead rely on existing region or community-specific structures with an established track record which could be remodeled to suit a community sustainability agenda. The discussion on replication and scaling-up presented below will address this important issue.

7.3 Structure for horizontal programming

As was noted earlier, the issue of how best to coordinate and integrate the federal government's efforts to promote sustainability in communities needs to be tackled both from a government-wide and a community perspective. At the government level, this issue can be defined in the context of a discussion on horizontal programming.

One way to get a better understanding of the coordination issue is to consider the external and internal constraints which make government-wide coordination and integration difficult. On this topic, the consultations in particular have allowed the identification of barriers which could hinder the coordination among departments and agencies of a national strategy for the promotion of sustainability. While no consensus exists on what these barriers are, some common elements can be identified:

Barriers to the coordination of federal strategy among departments and agencies
• Conflicting priorities and interest within and among departments and agencies, turf wars, and the need for political visibility at the departmental level
• Treasury Board guidelines for the allocation of funds to departments, which make the pooling of money difficult
• The absence of senior level support and leadership in some departments, and limited buy-in within departments
• Accountability requirements which call for individual program reporting and auditing
• The fact that public servants typically respond to vertical decision-making channels

One implication of the above chart is that incremental changes at the policy or program levels will probably not suffice to remove some of the barriers identified there. More important government-wide changes and even paradigm shifts may be required if all of these barriers are to be removed. The desirability and feasibility of inducing such changes and shifts is discussed in more detail in section 7.4 below, which deals with replication and scaling up.

Both the document review and the key stakeholder consultations provide lessons on how to integrate department-specific programs and initiatives within a government-wide framework without resorting to drastic structural changes. Some of the ideas contained in the research refer to the application of marginal changes to existing Federal government structures, while others deal with other structures. The following provides highlights of some of the most interesting ideas.

At least one observer commented that the whole idea of devising a national mechanism to harmonize departmental efforts may divert attention from the more important issue of trying to ensure flexible and responsive programming at the community level. Several other interviewees remarked that existing structures which aim at harmonizing inter-departmental SD efforts — the ADM Task Force on SD, the Office of the Commissioner on Sustainable Development, the Sustainable Development Coordinating Committee, and the Interdepartmental Working Group for Sustainable Communities — are effective at improving coordination and integration, but only within the strict confines of departmental mandates and accountability requirements. Given these limitations, a few stakeholders feel that guidance and leadership must come from a higher order of government — presumably from PCO or Treasury Board —if departmental boundaries are to be transcended. On this note, one person mentioned that the danger exists that buy-in from other departments could be lessened if one department was to take a lead role in horizontal programming.

In the same vein, several key stakeholders mentioned that one possible mechanism is a **Secretary of State for Sustainable Development**, much like the existing one for rural development. Given sufficient budget and staff, the possible advantages of this model include a capacity to work across departments and the possibility of having a central focal point where a federal vision for the promotion of sustainability can be articulated

and implemented at the community level. Others saw a danger that this single-agency approach could become a bottleneck in itself, pointing to the experience of the Rural secretariat which, while representing a significant improvement over the stovepipe approach to delivery common to many programs, is still confronted to some extent by "vertical" decision-making and accountability requirements.

Several sources called for a renewed role for the **Federal Regional Councils** (FRCs) as one way of promoting horizontal programming across government. A quick glance at the FRCs' mandate suggests that they constitute an attractive concept which, in principle, could be a useful coordinating and integrating vehicle. The reality, however, is that the Councils' primary mandate is to facilitate information exchanges between departments and agencies from a regional perspective, and to undertake informal coordination on a wide range of topics (not just on community sustainability). As such, they do not represent a dedicated mechanism for horizontal programming.

Anecdotal evidence suggests that some FRCs have played a more direct coordination role than others, owing to regional conditions and timing of events. In this regard, it is worth mentioning the steps that the **Nova Scotia Federal Regional Council** has taken to better integrate and coordinate SD efforts from the various federal departments and agencies present in the province. One notable initiative which is actively supported by the N.S. FRC is the **Sustainable Communities Initiative** (see section 4.5 for an overview of this initiative). While still largely a development planning exercise, this initiative provides instructive lessons on how to design a structure for coordinating and supporting the efforts of a large number of government (provincial and federal) departments and agencies for a common prupose.

Another structure which is somewhat related to N.S.FRC's Sustainable Communities Initiative is the **Atlantic Coastal Action Program** (ACAP), which was discussed and profiled earlier (see Project Profile 5.1). ACAP exhibits certain features which can inform the design of a federal framework for the promotion of sustainability in communities, including: multi-departmental funding, a multi-stakeholder approach, the provision of operational funding for professional staff, a consensual, and consultative approach to decision-making, and the integration of social, economic and environmental objectives. Its emphasis on planning, however, suggests that it does not represent the comprehensive solution to the problem of coordinating and integrating federal sustainability efforts in communities that one is looking for.

7.4 Replication & Scaling Up

Heightened interest in results-based monitoring begs the question – if positive results are being obtained in a project, how can this effective methodology be replicated in other locations. It is clear from the results of the projects profiled and the consultations which have been undertaken that successful community development programs and projects exist. However, a key question remains – why have these apparently successful

development initiatives often remained small and scarce when they are meeting such an evident need ?

Replication of promising initiatives and programs by governments is a little-understood process and in Lisbeth Schorr's view constitutes a serious challenge for government. Ms. Schorr refers to the notion of a "ceiling on scale" which is "… made up of a series of elaborate rationalizations that keep us from acting on the implications of what we learn from pilots …"[152] She goes on to suggest that we deluded ourselves into believing that we did not know enough, when we the reason that we did not go to scale was an unwillingness to invest enough funds or a reluctance to disturb the status quo. As a consequence, the cycle of ad hoc pilot projects often continues unabated in spite of repeated and vociferous protests from the community level, as well as from informed public servants and policy-makers. The stop-start sequence of project activity and funding, the discontinuity of support and commitment, and the uncertainty of year-to-year funding are all readily identifiable characteristics of development processes gone wrong. These and other characteristics have been identified in the research for this project as the antithesis of what must constitute the elements of an effective SD framework.

In the introduction to her book entitled "Common Purpose", Lisbeth Schorr observes that "we have learned to create the small exceptions that can change the lives of hundreds. But we have not learned how to make the exceptions the rule to change the lives of millions."[153] This observation is based on a detailed examination of both successful and unsuccessful attempts to replicate and scale-up projects and programs from "model to mainstream."[154]

In a similar vein, Mike Lewis, in referring to the Canadian context and Schorr's research, echoes the same message and stresses the importance of developing a critical mass of activity sufficient to counteract the forces supportive of the status quo. In referring to innovative Canadian CED pilot projects, he states that:

> Successful pilots often fail when applied at a greater scale because we underestimate the importance of local variation, local ownership, and the subtleties of effective community-based initiatives.[155]

The relevance of Lewis and Schorr's work to the design of a community sustainability framework is striking. The importance of changing "the system" which is defined as "something beyond their own (local) control that keeps them (stakeholders) from accomplishing valued social purposes"[156] was emphasized by stakeholders time and again throughout the consultations undertaken for this project.

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[152] Ibid, Schorr, page 25.
[153] Ibid. p. xiii..
[154] Ibid, p. xiii.
[155] Lewis, 1999, p.1.
[156] Ibid, p. xiv.

What, then, is needed to help change the system? Some relevant answers may be found in a recent Canadian CED Network Draft Policy Framework paper. Summarizing the results of some recent Canadian initiatives, the paper concludes that:

> "(the Learning Enrichment Foundation, Lutherwood-CODA, Seed Winnipeg, RESO and HRDA) models …are effective because they are:
> - integrated and holistic
> - long-term
> - results oriented
> - client-driven
> - connected to real jobs and opportunities
> - supported by community-based partnerships."[157]

The success of these initiatives suggests that they are well worth replicating. The fact that the various Canadian success stories—several of which have been profiled in this report—have not been more widely replicated suggests that issues associated with replication and scale must be faced in designing a future Federal SD framework.

In this regard, Schorr's work on identifying the elements of successful models is directly relevant. She concludes that:

- successful initiatives take strategic action within an overall plan;

- successful initiatives rely on a community's own resources and strengths as the foundation for action;

- successful initiatives draw extensively on outside resources and outsiders provide three key inputs: provision of money that is predictable; provision of clout to remove obstacles; and provision of technical assistance;

- successful initiatives achieve concrete long-term outcomes with durable benefits.

It may be worth comparing Schorr's approach with a recent Environment Canada draft paper on sustainable development which summarizes how to implement a federal sustainable communities approach. The EC paper includes the following principles:

- collaborative decision-making

- sharing local, traditional and scientific knowledge

- equity and inclusiveness

- shared accountability

- long-term commitment

- horizontal management

- measurable reporting on progress.[158]

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[157] Canadian CED Network, Draft Policy Framework, September, 1999, appendix B, page 26.

Schorr refers to the seven attributes of highly effective programs (or projects for that matter) and hits on a number of the same themes, which may be summarized as follows:

- successful programs are comprehensive, flexible, responsive, and persevering;

- successful programs see children in the context of their families;

- successful programs deal with families as parts of neighborhoods and communities;

- successful programs have a long-term, preventative orientation, a clear mission, and continue to evolve over time;

- successful programs are well managed by competent individuals with clearly identifiable skills;

- staffs of successful programs are trained and supported to provide high quality, responsive services;

- successful programs operate in settings that encourage practitioners to build strong relationships based upon mutual trust and respect."[159]

In many important ways, the DOE draft report echoes themes expressed not just by Schorr and Lewis, but by respondents interviewed as part of the research undertaken for this report. But the issue of replication and scaling up is where the similarity ends. While Schorr focuses on the challenges of replication and scaling up, the DOE (and many other government reports) concentrate, not surprisingly, on government organization issues and jurisdiction, giving the important issue of replication very short shrift. In this regard, the DOE paper lists the following "*challenges* for the Government of Canada of proceeding with a Sustainable Communities Approach ..

- jurisdictional issues

- (government) organizational issues

- partnership and the loss of government control

- partnership and the loss of departmental recognition

- dilution of mandate

- dilution of finite resources, etc."[160]

While noting that successful models can be identified, Schorr insists that the key to significant change lies not in the launching of more pilot or demonstration programs or projects, but in their effective replication. Lewis summarizes Schorr's views on «replication that works» by noting that successful efforts possess certain important areas of commonality. Among other things, such efforts:

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[158] DOE Draft Report, Moving Forward on a Federal Government Approach to Sustainable Communities, October 25, 2000, p. 7.
[159] Schorr, 1997, p. 6.
[160] Ibid, DOE, page 9-10.

- replicate the essence of the successful initiative while adapting many of its components to a new setting or new population;

- enjoy the continuous backing of an intermediary organization that offers expertise, outside support, legitimization and clout;

- recognize the importance of the systems and institutional context and invest effort in creating a positive, supportive environment;

- recognize the importance of people participating directly in the replication effort;

- judge success by its outcomes;

- tackle, directly and strategically, the obstacles to large scale change.[161]

Effective replication, Schorr concludes, happens when communities, governments, and philanthropic organizations, working in partnership, develop strategies, make investments, take the risks, and support the disruptions to the status quo that large-scale change entails. Otherwise, she feels that we will end up with a watered-down or distorted, stifled version of what was once a success.

As noted earlier, the elements of success whether reported by Schorr, Lewis, Environment Canada or the project profiles and interviews associated with this paper, echo many common themes. Thus, the key challenges go well beyond simply disseminating the information about positive experiences more broadly; this is clearly not sufficient to bring about significant change and heightened impact. The research also tells us that marginal improvements in the way government organizes itself and defines its role are also not sufficient if the promise of sustainable development is to be achieved in Canada.

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[161] Lewis, 1999, p. 5.

8. FRAMEWORK OPTIONS

8.1 Scope

This framework outlines a government-wide approach to promoting sustainability at the community level, together with community and other partners. It represents an integrated and locally-sensitive response to the challenge of achieving sustainable development and enhancing Canadians' quality of life.

The framework is designed to meet three principal objectives:

1. To provide guidelines for the coordination of federal efforts for capacity-building at the community level;

2. To provide a process and structure for horizontal programming in the area of sustainable development at the community level; and

3. To guide the creation and nurturing of partnerships for sustainability at the community level.

This federal framework is intended to serve the federal, provincial, and local partners involved in the design and delivery of existing and future programs and projects designed to promote the social, economic, and environmental aspects of community sustainable development. It contains the following components:

1. **Federal Vision Statement** which outlines the government's approach in promoting sustainability at the community level;

2. **Guiding Principles** providing overall guidance on how the vision can be integrated into program design and delivery; and

3. **Process and Structure** which provides detail on the partners' specific roles, and the structure and process to be put forward to help communities achieve sustainable development objectives.

In keeping with one of the objectives of our research — to provide framework *options* — the section of the paper outlining the framework process and structure (Section 8.4) will discuss various options ranging from marginal improvements to the existing situation to more drastic changes to the way the Federal government promotes sustainability in communities. The first two sections of the chapter, however, are not organized on the basis of options, since they represent the common ground upon which the process and structure options can be developed.

8.2 Federal Vision Statement

The vision, to be shared and promoted by all departments, should reflect the values and take into account the organizational culture prevailing within the federal public service. At its core, the vision builds on mutual respect and underlies an integrated public service approach aimed at preserving and enhancing the natural, economic, social, and institutional fabric of Canadian communities, improving quality of life, and ensuring a continuing legacy for future generations.

> Through its policies and programs, the Government of Canada will improve quality of life, and create developmental opportunities and remove barriers to sustainability. It will do so in the respect of priorities identified by communities and in a manner which aligns policies, integrates programs, contributes to community capacity-building, and reflects government-wide and community priorities.[162]

8.3 Guiding Principles

The following principles will guide the integration of departmental policies and programs for sustainability at the community level:

Long-Term Planning and Policy Integration: The vision inherent in this federal framework will guide the design and implementation of current and future government policies and programs. It will attempt to integrate the economic, environmental, social, and institutional dimensions of the needs and issues that these policies and programs are addressing.

Equity and Inclusiveness: Decisions taken today will take into account the social, economic, and environmental impacts on current and future generations of Canadians, and care will be taken to ensure that the decision-making process is transparent and inclusive.

Strategic Partnerships and Community Perspective: Since community development problems are multi-faceted, the design, delivery, and evaluation of government policies and programs will be based on collaborative partnerships to the greatest extent possible. Such partnerships will clearly define the expectations and roles of partners, focus on community-identified needs and assets, and encourage community ownership of issues and solutions.

Communication, Information and Continuous Learning: The success of integration hinges upon timely and relevant communication between departments and among partners, including the communities. Departments will be encouraged to provide information which is responsive to community needs and which encourages lifelong learning for sustainable development.

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[162] Adapted from a Draft Report by the Interdepartmental Working Group on Sustainable Communities, 2000.

Traditional and Scientific Knowledge: The framework recognizes that both traditional and scientific knowledge, from local and other sources, can make a useful contribution to the design and implementing of policies and programs.

Capacity-Building: The framework considers capacity-building as the cornerstone for community sustainability and self-sufficiency. In recognition of that importance, government actions at the community level will support to the extent possible the organizational functions of community development, such as leadership development and community mobilization, which are essential to long-term capacity-building.

Flexibility: Since community needs and assets vary widely from place to place and from group to group, flexibility is essential when designing and delivering policies and programs for sustainable development. Such flexibility will be achieved by tailoring the range of departmental initiatives and programs to suit communities' development level, assets, and needs.

Accountability: Information and knowledge will be used to learn more about the effectiveness, impacts, and effects of sustainable development initiatives at both the government and community levels. By means of a comprehensive reporting strategy and feedback mechanism, accountability to both the government and the community stakeholders will be ensured.

8.4 Options for process and structure

In analyzing the documentation, project profiles, and interview results, it became clear that the promotion by government of sustainability at the community level requires two intertwined processes and structures to account for the framework's central tenets: one for horizontal programming and another for collaborative government – community partnerships. Consistent with the objective of establishing and nurturing collaborative partnerships for promoting sustainability at the community level, and given the focus on building capacity (both internally within departments and in communities), the processes and structures proposed here thus involve both the federal government and its community and regional partners. The framework relies upon two parallel but closely connected streams — one at the regional/community level and the other at the government-wide level.

The proposed framework options in some cases depart significantly from existing «ways of doing things». First, they embody a process which relies more heavily upon communities to identify development issues, problems, and needs, and to participate in the solutions. Second, they move away from a strictly programmatic solution to problems and needs, relying instead upon the concept of *Sustainability Strategy and Plans* as the central focus for achieving sustainable community development objectives.

The framework options are laid out in terms of two multi-step processes: (1) a regional/community level process which starts with the development of regional/local

Sustainability Strategies and ends four steps later with the monitoring and evaluation of Sustainability Plans; and (2) a government-level process which embodies six steps, starting with the development of a vision and a national Sustainability Strategy and ending with the monitoring and evaluation of the Strategy based on agreed-upon sustainability indicators. For each step, various options are presented in terms of design and implementation structures, and coordination and accountability structures.

8.4.1 Regional/community level process and structure

Table 4 below provides concrete suggestions for articulating a regional and community-level process to implement the federal government's Sustainability in Communities agenda. This regional/community process has direct connections to the government-level process, and thus forms an integral component of the proposed federal framework for promoting sustainability in communities. The proposed process makes provision for the fact that the development of *local* Sustainability Strategies may not be realistic or desirable everywhere, hence the reference to *regional* Sustainability Strategies *in lieu* of local ones where appropriate.

A caveat needs to be made: the proposed process and structure at the regional/community level assume that the promotion of sustainability will be orchestrated on the basis of a community (or regional) development planning process. This planning stance derives from the recognition — most evident in the project and program profiles presented in Chapter 5 — that CCB efforts are maximized if they are anchored to a sustainable community development process. That said, it is clear that there is not always a shared view in communities about the desirability of linking CCB to a development outcome or process. Some communities, indeed, may feel more comfortable applying a more iterative approach that would follow a change management philosophy of start small, get early success, and build community support and commitment. In light of this view, the regional/community process and structure jump should be flexible enough to allow communities to «jump in» at different stages or use the above-discussed leverage points in order to leverage resources for sustainable community development.

Table 4
Regional/community level process and structure for promoting sustainability
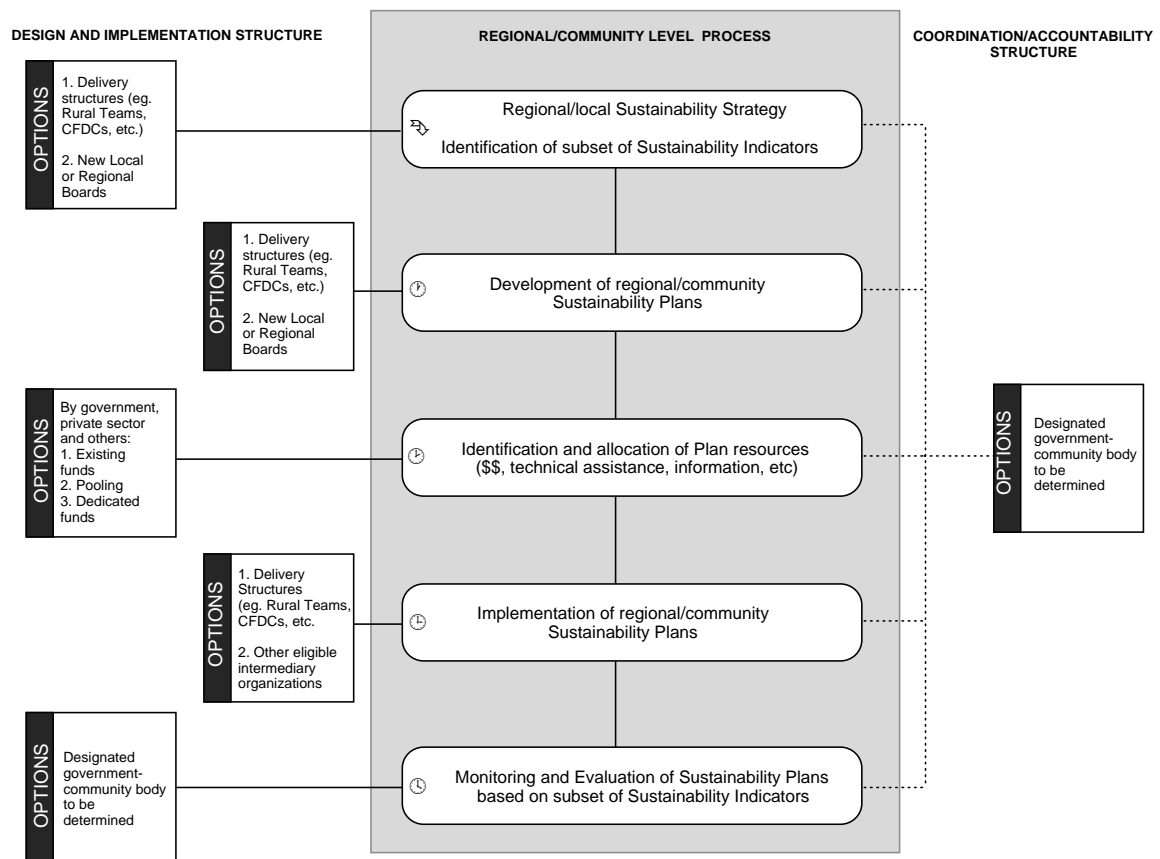
Source: New Economy Development Group, 2001.

Process Step 1: Regional/local Sustainability Strategy and Identification of a Subset of Sustainability Indicators

Consistent with the learning derived from the project profiles (Chapter 5) and from innovative government initiatives (Chapter 4), the most effective way to promote sustainability at the community level is to integrate sustainability objectives into a community (or regional) planning process. Thus a logical starting point for a regional/ community level Sustainability process is to develop regional or local Strategies.

In keeping with the focus and premises of the federal framework, and as a means to link local and regional Sustainability Strategies directly with the National Sustainability Strategy, it is essential to include the identification of Sustainability Indicators as a necessary outcome of the community planning process. It is proposed that the regional/community Sustainability Strategies be based on a subset of the (national) core set of Sustainability Indicators, to allow for easy integration into a federal framework while accounting for community-specific conditions and orientations.

STRUCTURE OPTION 1: DELIVERY STRUCTURES SUCH AS RURAL TEAMS, CFDCs..

KEY FEATURES

- Where they possess the necessary resources, track record, and local connections, existing delivery structures such as the Rural Teams and the CFDCs could play a lead role in developing the regional/local Strategies. Alternatively, other credible local structures such as community economic development corporations or (provincially-sponsored) local development boards could play that role.
- The Strategy would spell out the orientations, priorities, and broad parameters relating to how the community or region intend to achieve sustainability in both the short and long run.

PROS

- Relying upon existing delivery structure reduces the risk and learning curve associated with setting up new structures.

CONS

- There are marked variations in the capacity and local presence of these delivery structures and thus they may not represent an effective vehicle for the delivery of Sustainability Strategies in some regions.
- Their mandate and structure may need to be expanded in order to accommodate a specific Sustainability mandate.

STRUCTURE OPTION 2: NEW LOCAL OR REGIONAL BOARDS

KEY FEATURES

- Local or regional Boards could be established for the purpose of developing regional or local Sustainability Strategies. Their memberships and decision-making base would need to be broad and inclusive of all regional or local groups which share a community sustainability interest, including representatives from the federal departments and agencies which promote a community sustainability agenda.
- They could be supported by a small operational structure, in order to ensure continuity of support and to be compatible with a long-term commitment to sustainability and capacity-building.

PROS

- It would be a dedicated community sustaiability structure representative of local or regional development priorities which could provide effective support at the community level.

CONS

- It would result in a new structure which would need to be financed and staffed.

Process Step 2: Development of regional/community (operational) Plans

These plans would build upon the Sustainability Strategies; indeed, they can be considered as the short-term outcomes of those Strategies. They would spell out the specific directions that the community or region wants to take on the sustainability route, and provide detailed indications on the projects, initiatives, and other actions that it wants to undertake in the short and long term.

The Plans in effect outline the operational requirements, including financial resources, information, need for operational funding, infrastructure, and natural resources, which are needed to implement the Sustainability Strategy. Here again, the process must be inclusive, both in terms of the types of partners it should bring to the table and the types of issues (economic, social, and environmental) that it should consider.

	STRUCTURE OPTION 1: DELIVERY STRUCTURES SUCH AS RURAL TEAMS, CFDCs..
K E Y F E A T U R E S	• See Process Step 1 above.
P R O S	• See Process Step 1 above.
C O N S	• See Process Step 1 above.
	STRUCTURE OPTION 2: NEW LOCAL OR REGIONAL BOARDS
K E Y F E A T U R E S	• See Process Step 1 above.
P R O S	• See Process Step 1 above.
C O N S	• See Process Step 1 above.

Process Step 3:   Identification and allocation of Sustainability Plan resources

In order to proceed with the Sustainability Plans, communities (or regions) and their partners will need to assemble the resources which they need to undertake their sustainability projects and initiatives. From the community perspective, it is essential to

assemble and access these resources without having to go through the usual stovepipe delivery systems which have been identified as a major barrier to community sustainability. The context of the Sustainability Strategies and Plans provides a natural conduit for assembling the partners, including funders, for the purpose of accessing required resources.

Several options can be envisaged at this juncture, from accessing existing program funds — the existing «way of doing things», to pooling resources or devising ways to create new dedicated Community Sustainability funds. Clearly, the focus should be on not reinventing the wheel and building on the successes. Our review of innovative government initiatives (Chapter 4) and projects (Chapter 5) provides ample examples of the type of funds or funding arrangements which are relevant to the discussion.

STRUCTURE OPTION 1: ACCESS EXISTING PROGRAMS AND OTHER RESOURCES

KEY FEATURES

- Relevant funds, information and expertise available locally or regionally are allocated to the implementation of the Sustainability Plans. Here either existing delivery structures such as Rural Teams and the CFDCs, or newly-created local and regional Boards could play a lead role in facilitating access to these resources.
- Special attention should be paid to building local capacity, which may require that operational funding be accessed within a multi-year time frame.

PROS

- Does not require any new structure or delivery mechanism.
- Some existing programs and initiatives have an enviable track record and have demonstrated flexibility in meeting community needs within a relatively long time frame.

CONS

- The onus is on the community groups or organization to search for, and comply with, different programs in order to access funds and other resources.
- May be incompatible with the multi-faceted nature of the Sustainability Plans

STRUCTURE OPTION 2: POOLING OF FUNDS FROM DIFFERENT SOURCES

KEY FEATURES

- Different departments and/or partners agree to pool their resources into a single vehicle for supporting the implementation of Sustainability Plans, following some of the examples contained in Chapters 4 and 5.
- In the case where funds from distinct programs are pooled, attention must be paid to ensure that accountability requirements are met, perhaps through separate financial reporting procedures.

PROS

- Could simplify community or regional access to funds and other resources by providing a single access point.

CONS

- Ad hoc by nature, thus not compatible with the long-term focus of Sustainability plans.
- Dependent on the willingness of local/regional partners to pool their resources, thus can be location-specific.

STRUCTURE OPTION 3: CREATING NEW DEDICATED COMMUNITY SUSTAINABILITY PROGRAMS	
K E Y F E A T U R E S	• Dedicated Community Sustainability funds and programs are created for the single purpose of supporting the implementation of Sustainability Plans. • These dedicated funds would provide funding, information, and technical assistance where other programs and funds are absent, within a multi-year framework. They would also provide operational funding to support community capacity-building, if required. • Another idea would be to set up a Sustainable Community Foundation, which would attempt to attract public, private and charitable organization funding, and thus would not be dependent strictly on government funding.
P R O S	• Provides a unified, single access point for communities to access funds and other resources for the purpose of community sustainability. • If sufficiently flexible and broad in terms of the support it can provide, it would be more compatible with the needs of communities for support than existing mechanisms.
C O N S	• Create another structure with its accompanying budget, staff and set of procedures. • May in part duplicate existing departmental programs. • May not provide all the flexibility which is required to meet community needs.

Process Step 4: Implementation of Regional/community Sustainability Plans

Once resources have been assembled, the projects and initiatives which make up the Sustainability Plans can take place.

STRUCTURE OPTION 1: DELIVERY STRUCTURES SUCH AS RURAL TEAMS, CFDCs..

KEY FEATURES

- While several of the Sustainability Plans' projects and initiatives will be carried out by the Community Sustainability partners, it may be appropriate to designate one organization — such as a Rural Team or a CFDC — for overseeing the implementation of the Plans.

PROS

- Existing delivery structures often posses the managerial capacity which is required to coordinate and financially monitor the smooth implementation of a wide range of projects and activities, so there is no or little learning curve associated with the Sustainability Plans' implementation.

CONS

- There are marked variations in the capacity and local presence of these delivery structures and, thus they may not represent an effective vehicle for the implementation of Sustainability Plans in some regions.

STRUCTURE OPTION 2: OTHER ELIGIBLE INTERMEDIARY ORGANIZATIONS

KEY FEATURES

- In communities or regions where existing government intermediary organizations could not be considered the best delivery vehicle for Sustainability Plans, the use of other delivery organizations cam be considered.
- These groups or organizations would need to meet specific eligibility criteria. They could supervise and manage the implementation process on a fee-for-service basis.
- Organizations such as Quebec's Centre locaux de développement or Newfoundland's Economic Development Boards represent examples of potential intermediary organizations.

PROS

- It could increase the financial stability of these organizations and, by extension, contribute to capacity building.
- It would mean that no new structure needs to be created.
- It builds upon local or regional capacity.

CONS

- It may not be easy to identify these intermediary organizations at the outset, but qualifying criteria would be developed by key stakeholders.
- It leaves open the question of accountability for the use of public funds.

Process Step 5:   Monitoring and Evaluation of Sustainability Strategies

The monitoring and evaluation of Sustainability Strategies closes the regional/community process loop. Consistent with the proposed government-level process to be discussed below, the monitoring and evaluation of the Strategies ought to be based on the Sustainability Indicators defined during Step 1 of the process. Fundamentally, the integration of a subset of Sustainability Indicators into regional/local monitoring and evaluation activities provides the essential connection between the national- and the regional/community-level sustainability processes.

Tools such as the Sustainability Community Indicators Program (discussed in Section 6.8) appear particularly relevant for the purpose of monitoring changes in Sustainability Indicators, since they allow communities to compare their own indicators against a national set. That said, it is unclear at this stage which structure, besides the community itself, should be responsible for the design and implementation of these monitoring and evaluation activities. Given that public funds are being accessed during the implementation of regional/local Sustainability Strategies, reporting and accountability need to be directed to both the community and the government levels.
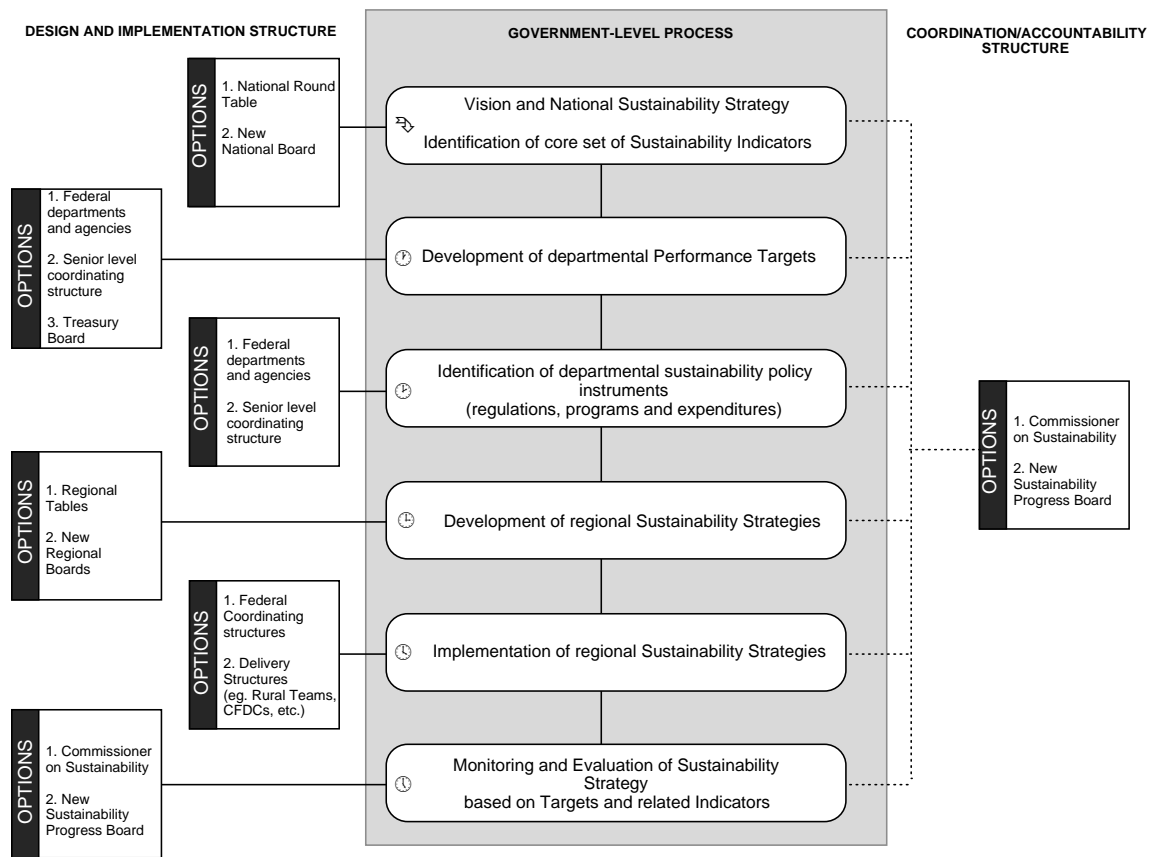
STRUCTURE OPTION 1: DESIGNATED BODY TO BE DETERMINED	
KEY FEATURES	• Monitoring would be carried out on the basis of regional/local subset of Sustainability Indicators. • A vehicle which brings together government (funders) and community interests would be the most appropriate, provided that it does not lead to the creation of an entirely new structure.
PROS	To be determined
CONS	To be determined

8.4.2 Government-level process and structure

While the focus of a federal framework for the promotion of sustainability in communities rests with community-based partnerships, there is a need to account also for a government-wide process and structure. This need stems from the recognition that a

government-wide process is needed to sort out issues of horizontal programming and integrated decision-making. As a result, Table 5 below graphically reproduces the process and its associated structures for coordinating and integrating the federal government's efforts at promoting community sustainability. A distinction is made in terms of the structures required for the design and implementation of the government-level process, and the structures needed for coordination and accountability. The text below discusses each step of the process and, for each one, outlines different structural options.

Table 5
Government-level process and structure for promoting sustainability in communities

DESIGN AND IMPLEMENTATION STRUCTURE	GOVERNMENT-LEVEL PROCESS	COORDINATION/ACCOUNTABILITY STRUCTURE
OPTIONS: 1. National Round Table 2. New National Board	Vision and National Sustainability Strategy / Identification of core set of Sustainability Indicators	
OPTIONS: 1. Federal departments and agencies 2. Senior level coordinating structure 3. Treasury Board	Development of departmental Performance Targets	
OPTIONS: 1. Federal departments and agencies 2. Senior level coordinating structure	Identification of departmental sustainability policy instruments (regulations, programs and expenditures)	OPTIONS: 1. Commissioner on Sustainability 2. New Sustainability Progress Board
OPTIONS: 1. Regional Tables 2. New Regional Boards	Development of regional Sustainability Strategies	
OPTIONS: 1. Federal Coordinating structures 2. Delivery Structures (eg. Rural Teams, CFDCs, etc.)	Implementation of regional Sustainability Strategies	
OPTIONS: 1. Commissioner on Sustainability 2. New Sustainability Progress Board	Monitoring and Evaluation of Sustainability Strategy based on Targets and related Indicators	

Source: New Economy Development Group, 2001.

Process Step 1: Vision and National Sustainability Strategy and Identification of a Core Set of Sustainability Indicators

It was clear from our consultations that the various federal departments and agencies involved in SD need to share a common vision as a basis for a National SD Strategy. The sharing of a common SD vision and development of a National SD Strategy is thus a logical starting point for the integration and coordination of federal SD efforts.

A second important element of this step is the identification of a core set of Sustainability Indicators. Our analysis of Sustainability Indicators, presented earlier in Section 6.8, made it clear that it is essential for government to be able to track progress toward sustainability. The identification of such indicators, and their integration into the whole government SD process, will provide the information required for monitoring progress and reporting on the basis of outcomes and results.

STRUCTURE OPTION 1: NATIONAL ROUND TABLE ON COMMUNITY SUSTAINABILITY

K E Y F E A T U R E S	• Loosely based on the mandate of the NRTEE, but with a revised organizational structure, so that it becomes the conduit for designing and implementing the Vision and the National Sustainability Strategy. • Build upon the work done at the NRTEE on Sustainability Indicators in order to come up with a government-wide set of Sustainability Indicators.
P R O S	• Build on a structure which has recognized, national expertise in SD. • NRTEE has recognized expertise in the area of Sustainability Indicators, and it features a broad, multi-partner consultative structure.
C O N S	• A new structure to develop, staffed and financed. • May not have the track record and credibility required to encourage interdepartmental cooperation.

STRUCTURE OPTION 2: NEW NATIONAL BOARD

K E Y F E A T U R E S	• A new National Board could be created in order to facilitate the process of developing a national Vision and Sustainability Strategy. • It would require the involvement of regional and community representatives and could be modeled on the same consultative structure as the NRTEE. • It could commission the preliminary research on Sustainability Indicators and then facilitate the process of identifying a shared set of indicators.
P R O S	• Since it would be designed from scratch, it could potentially become a effective, single-purpose government – community vehicle for harmonizing community sustainability efforts at the national level. • Proper representation outside government would ensure credibility and legitimacy. • This specifically-designed and targeted structure would add permanency and focus to government sustainability efforts.
C O N S	• Would require the creation of a new structure, with an associated learning curve.

Process Step 2: Development of Departmental Performance Targets

The adoption of departmental Performance Targets would allow departments and agencies to link their mandates, priorities, and resources to the achievement of specific and measurable sustainability targets. It would also facilitate inter-departmental cooperation since the targets often cut across departmental boundaries. The targets could be derived directly from the core set of Sustainability Indicators identified under Step 1, or they could be derived from a logical link with an indicator, a measure of something that moves towards the realization of a benchmark.

The rationale behind the development of Performance Targets follows that of the Oregon Benchmarks and the work by Schorr (1997), in that performance targets linked to measurable indicators can provide a focus for action and guide the allocation of resources within an overall context of outcomes-based accountability.

As part of the process of developing departmental Performance Targets, the federal departments and agencies would be invited to set regional targets as well. Such targets would provide essential guidance for the development of regional Sustainability Strategies, to be discussed later.

STRUCTURE OPTION 1: FEDERAL DEPARTMENTS AND AGENCIES

KEY FEATURES

- Federal departments and agencies would be responsible for developing their own Performance targets, perhaps within the existing process of developing the SD Strategies that go to the Commissioner on Sustainable Development.
- This department-led process would still represent a departure from the «existing way of doing things», in that it would require the alignment, monitoring, and reporting on programs and resource allocation based on outcomes-based targets.

PROS

- An effective way to make departments accountable on the basis of results and achievements.
- Does not add another layer to the bureaucracy, nor does it involve a significant investment in resources.
- Represents an incremental change which may have a better chance of being implemented.

CONS

- Does not allow for the integration and coordination of departmental efforts in the area of community sustainability.

STRUCTURE OPTION 2: SENIOR-LEVEL COORDINATING STRUCTURE

KEY FEATURES

- A structure such as the DMs' SDCC would be responsible for the development of departmental Performance Targets, which represents a significant departure from their existing mandate.
- It would require extensive rounds of consultations both within and between departments in order to arrive at Performance Targets which take into account the political and bureaucratic reality of the Federal government.

PROS

- Provides a good vehicle for inter-departmental coordination of efforts and it allows horizontal programming to take place.
- Provides an effective interface between departmental staff and the political system.

CONS

- Structures such as the DMs' SDCC may not have the resources to undertake this process and it may lead to work overload; its mandate and structure may therefore need to be expanded in order to accommodate this extended process.

STRUCTURE OPTION 3: TREASURY BOARD	
K E Y F E A T U R E S	• Under this third options, Treasury Board would be responsible for developing the departmental Performance Targets, in close consultation with the departments.
P R O S	• Since Treasury Board is placed in a higher position of authority than the line departments, it would have the clout required to «impose» integration and coordination of departmental efforts. • Treasury Board represents an important element of the Federal government's accountability equation, and having it involved in the development of Performance Targets would contribute to making these targets a central focus for reporting and accountability activities. • Since Treasury Board would be closely involved in the process, the departments would be in a good position to negotiate realistic targets, or increased budget allocation.
C O N S	• To have Treasury Board involved in this target development process would require a realignment of roles and responsibilities between the Board and the departments, which may be cumbersome to undertake and could lead to a greater centralization of authority than is desirable in a community sustainability context.

Process Step 3: Identification of departmental sustainability policy instruments

This step involves identifying, at the departmental level, the mix of policy instruments, including regulations, programs, and spending powers, that can be used for meeting Performance Targets. In effect, this step would encourage departments and agencies to take stock of their programs, regulations, and spending powers of relevance to sustainability, and identify their strengths and weaknesses accordingly. It could lead them to reallocate budgets and other resources in such a way that they can realistically meet their set Performance Targets. The targets, in this context, become a beacon that can guide the resource allocation process and help reorient policy priorities.

It may be that some departments would come to the realization that their current mix of policy instruments would not realistically allow them to meet the set targets. The process of identifying these instruments and linking them to results-based targets would thus give the departments some useful directions for developing new programs or adapting existing ones.

STRUCTURE OPTION 1: FEDERAL DEPARTMENTS AND AGENCIES	
K E Y F E A T U R E S	• Departments and agencies would be required to produce inventories of their existing CCB programs, policies, and other resources, with a view to assessing their potential relevance and effectiveness in meeting Performance Targets. • Such a process implies that departments can articulate logic models which link departmental resources to outputs to results and outcomes, as defined in the Performance Targets, thus reinforcing the application of results-based management.
P R O S	• The departments and agencies are the logical actors for undertaking this process since they have the best understanding of their policy instruments' relevance to community sustainable development. • This option would not add to the government's bureaucratic structure.
C O N S	• Some departments with less expertise in the area of community sustainable development may find this process difficult or incompatible with their mandate.
STRUCTURE OPTION 2: SENIOR-LEVEL COORDINATING STRUCTURE	
K E Y F E A T U R E S	• A strcuture such as the DMs' SDCC would spearhead the identification of sustainability policy instruments and become the recipient of departmental inventories of such instruments, thus allowing a sharing of information between departments. • The retained structure would need to work closely with department staff.
P R O S	• Build upon the retained structure's track record for inter-departmental information sharing. • Offers the potential for inter-departmental cooperation.
C O N S	• May place a heavy burden on the retained structure's workload and/or go beyond its mandate and capacity.

Process Step 4: Development of Regional Sustainability Strategies

Once pertinent sustainability policy instruments have been identified and assessed, and resources reoriented as needed in order to meet specific Performance Targets, the

integration and coordination of hitherto separate departmental efforts can take place in the context of developing Regional Sustainability Strategies. This step would require departments and agencies to jointly examine the regional distribution of their efforts in this area, and adjust this distribution to reflect a national and regional balance. This interactive process would lead departments to reexamine their regional targets on the basis of their relative contribution to the National Sustainability Strategy. Another outcome of this strategy development process could be the identification of region-wide projects and initiatives that might be funded directly at the regional level.

Based on the analysis presented in Chapter 6 of the nature of collaborative partnerships between government and communities, it would be logical at this stage to involve partners outside the Federal government. Provincial government representatives, community group representatives, and the private and not-for-profit sectors are obvious partners to involve in the development of regional sustainability strategies. Such involvement would signal that the federal government is serious about building inclusive, multi-partner partnerships which are sensitive to regional and community needs and issues. Another important feature of these regional sustainability strategies is that they be based on a multi-year time frame.

STRUCTURE OPTION 1: REGIONAL ROUND TABLES	
KEY FEATURES	• Regional tables buidl on, for example, NRTEE's existing network of Regional Round Tables, could be put to use for the development of regional Sustainability Strategies. They would need to go beyond the mandate of existing organizations such as the NRTEE — which focuses on planning, research, consultation and coordination — and undertake broad-based regional processes of setting priorities, goals and objectives on the basis of a collaborative process. • The Regional Round Tables would need to work closely with, on the one hand, the regional offices of federal government departments and, on the other, with relevant and credible regional and community-based partners, so that economic, social and environmental considerations can be integrated into the Strategies.
PROS	• If it were designed on the basis of existing structures such as the NRTEE's Regional Round Tables, it could rely upon well-established and credible regional intervenors in the area of SD, and their network would provide an important starting point for establishing collaborative partnerships at the regional level.
CONS	• Existing structures such as NRTEE's Regional Round Tables have been designed primarily for planning, consultation and coordination purposes; the development of Sustainability Strategies may go beyond their capacity or expertise. • These Regional Round Tables may not have the type of regional and community representation which is required for developing regional Sustainability Strategies.

STRUCTURE OPTION 2: NEW REGIONAL BOARDS	
K E Y F E A T U R E S	• New Regional Boards would be created with the specific mandate to provide a regional interface between the federal government's planning and implementation infrastructure for sustainability, and the network of regional partners. • These Boards would represent the locus where all the partners meet, set regional priorities, and identify regional projects and orientations for community sustainable development. • Their membership would reflect a balance between government and non-government partners, and take into account social, economic, and environmental concerns. • The Boards would have the organizational capacity, possibly through a small core staff, to ensure continuity of support.
P R O S	• It could potentially represent a good vehicle for inter-departmental, between-partner collaboration. • The Board could play an important support and information-sharing role to the departments in their efforts to come up with the right mix of policy instruments in support of community sustainable development.
C O N S	• Creating a new structure involves an outlay of financial and other resources, and may contribute to the increased bureaucratization of the process.

Process Step 5: Implementation of regional Sustainability Strategies

In the context of this government-level process, the implementation of regional Sustainability Strategies would imply that the regional mix of policy instruments originating from all departments and agencies and integrated into the regional Sustainability Strategies should be delivered at the regional level.

In particular, it would mean that information about the strategies and their attached resources would be disseminated at the regional level, and measures would be taken to facilitate access to relevant policy-instruments.

STRUCTURE OPTION 1: FEDERAL COORDINATING STRUCTURES

KEY FEATURES

- Given their history of working on cross-sectional issues, often with partners from provincial and local governments, federal coordinating structures such as the Federal Regional Councils (FRCs) might be an appropriate vehicle for implementing the regional Sustainability Strategies.
- This would require a change in the mandate of such organizations, since their role so far has essentially been to coordinate departmental efforts on horizontal files and act as a clearinghouse for information.
- Their new mandate could borrow from the Nova Scotia FRC, which has undertaken a broad-based, multi-partner process of promoting SD, but it would have to go further and provide direct access to government funding and other resources.

PROS

- Structures such as the FRCs represent proven ground for inter-departmental collaboration and, in some cases, inter-governmental co-operation.
- The promotion of community sustainable development is a natural focus for structures such as the FRCs, which have been designed from the outset to deal with horizontal issues.

CONS

- An implementation role clearly goes beyond the current mandate and capacity of these structures and would thus require a change in mandate and, possibly, additional resources.

STRUCTURE OPTION 2: DELIVERY STRUCTURES SUCH AS RURAL TEAMS, CFDCs,..

KEY FEATURES

- While the presence of government delivery structures such as the Rural Teams and the CFDCs vary from one region to the next, and tend to be less visible in urban areas, these structures have a track record which can be used to deliver the regional Sustainability Strategies.
- Where it makes sense (based on track record and presence), these structures could be given the additional mandate of supporting the projects and initiatives, and delivering the programs, which are included in the Sustainability Strategies.

PROS

- Delivery organizations such as the CFDCs have a strong local presence, a decision-making structure which has strong local roots, and a broadly-based mandate, all of which are compatible with the holistic nature of regional Sustainability Strategies

CONS

- There are marked variations in the capacity and presence of these delivery structures and, thus they may not represent an effective vehicle for the delivery of Sustainability Strategies in some regions.

Process Step 6:   Monitoring and Evaluation of Sustainability Strategies based on Performance Targets and related Sustainability Indicators

The final step of the government-level process involves the monitoring and evaluation of the regional Sustainability Strategies based on the Performance Targets and related Sustainability Indicators. In keeping with the notion that this federal framework should attempt to move away from narrowly-defined, programmatic, and input-based reporting and accountability, the monitoring and reporting of the programs, projects, and initiatives which make up the Strategies need to be based on the outcomes-based targets and related sustainability indicators.

Currently, one comparable model exists in the form of the Commissioner on Sustainable Development, who acts as the central authority to which departments are accountable for their SD achievements. However, these achievements are assessed on the basis of departmental SD Strategies and often lack specificity. The present step would likely alleviate this problem. One implication, however, is that the data required for producing the Performance Targets and Sustainability will need to be collected at the regional, and possibly local, level.

	STRUCTURE OPTION 1: COMMISSIONER ON SUSTAINABILITY
KEY FEATURES	• Based on the Commissioner on SD, the Commissioner on Sustainability would be a logical conduit for monitoring and evaluating the implementation of regional Sustainability Strategies, and their contribution to achieving the National Sustainability Strategy. • The existing Commissioner on SD's role would need to be expanded in order to fulfill this expanded mandate, particularly in the area of monitoring and providing continuous feedback to departments on the achievement of their objectives and specific targets.
PROS	• Builds on an existing, dedicated structure which could play an effective monitoring and evaluation role without a steep learning curve • The Commissioner on Sustainability would possess the legislative authority to which departments can be held accountable.
CONS	• If one were to build upon the Commissioner on SD, it needs to be recognized that the Office of the Commissioner is not currently equipped for undertaking significant monitoring and evaluation activities. It is unclear how well it could adapt to an expanded mandate.
	STRUCTURE OPTION 2: NEW SUSTAINABILITY PROGRESS BOARD
KEY FEATURES	• The idea of a Progress Board derives from the Oregon Benchmarks model, in which the Oregon Progress Board plays a central role. • As is the case for the Oregon Benchmarks model, it could have a small staff and a legislative mandate to make departments accountable for the achievement of their Performance Targets. • It would also be responsible for monitoring and evaluating the regional Sustainability Strategies.
PROS	• By playing a broad monitoring role, the Progress Board could bring about better coordination and integration of departmental efforts.
CONS	• A new structure, however light, could contribute to bureaucratization and increased government spending. • It may make the Office of the Commissioner on Sustainability appear redundant.

Coordination and Accountability Structure

While Process Step 6 outlined above deals specifically with monitoring and evaluation regional Sustainability Strategies, there is a need at the broader government level for

overall coordination and support. In this regard, the experience of the Oregon Benchmarks is instructive, in that a legislated structure called the Oregon Progress Board (see Section 5.14) was credited for having played a highly effective (and important) coordination, facilitation, and support role that went beyond what a structure such as the Office of the Commissioner on Sustainable Development has done in Canada.

STRUCTURE OPTION 1: COMMISSIONER ON SUSTAINABILITY

KEY FEATURES

- The current mandate of the Commissioner on SD could be expanded to include a broad coordination, facilitation, and information-sharing role, in addition to being the authority to which departments are accountable for their efforts in the area of community sustainable development.

PROS

- This expanded mandate would nevertheless build on an existing structure which has a dedicated mandate and focus.

CONS

- It is unclear whether the Office would have the capacity and flexibility to handle these new responsibilities.

STRUCTURE OPTION 2: NEW SUSTAINABILITY PROGRESS BOARD

KEY FEATURES

- The Board's role would be not only to monitor progress toward meeting sustainability targets, but also to play an overall coordinating role, to be the long-term caretaker of the SD Vision, and more generally to animate the process of defining and integrating into policies and programs their version of Sustainability Indicators.

PROS

- By playing a broad facilitation, support, and accountability role, the Progress Board could provide the glue to the whole government-level sustainability process.

CONS

- A new structure could contribute to bureaucratization and increase spending.
- It may make the Office of the Commissioner on Sustainability appear redundant.

8.5 Conclusion

The framework options which have been presented here provide policy makers with a broad range of possibilities in terms of how to better promote sustainability at the community level. The options range from marginal changes to existing means of designing and delivering programs to more drastic changes which call into question the status quo. One attractive feature of the proposed framework is that decision-makers are not compelled to buy into a wide range of options if this is not deemed realistic or suitable. They can also choose a mix of options, some leading to incremental changes and others to more radical ones, as a means of testing the limits of integration, horizontal programming and collaborative government – community collaborative partnerships. In short, the framework options provide numerous avenues to engage the federal government on a more focused path to sustainability.

The approach proposed in this paper seeks to build on existing structures and processes, rather than to by-pass them. In particular, it emphasizes reinforcing and extending community capacity and recommends breaking out of the repetitive pilot project cycle which has been so evident in recent years. The paper presents a sample of the extensive community sustainability activity across Canada and challenges government and community leaders to build on the extensive knowledge already available and to scale up and effectively replicate this work. Its framework options take into account a recognition that there are limits to government effectiveness and stressed the vitality and innovation that community-driven initiatives can bring to the process and to the outcomes. The importance of equitable community-government partnerships as a vital ingredient, is a constant theme throughout the research, the interviews and the project profiles. It is therefore a central piece of the proposed framework options for promoting sustainable community development.

Appendix A
Project Selection Grid
Project Name:_____

	Does not meet criterion ➔ Meets criterion entirely			
A. Important Criteria				
A community-based organization must be actively involved or sponsoring the project	0	2	4	6
Broad-based participation in decision-making	0	2	4	6
Must be a multi-level partnership, with at least one level of government involved (municipal, provincial or federal)	0	2	4	6
Have a community capacity-building focus or integrate capacity-building elements into it[163]	0	2	4	6
Has a measurable track record and information easily accessible	0	2	4	6
	Sub-Total:			
B. Desirable Criteria				
Integrates economic, social and environmental objectives	0	1	2	3
Involves the federal government	0	1	2	3
Involves inter-departmental cooperation	0	1	2	3
	Sub-Total:			
	Total (A+B):			

Notes:

The "project" can be an ad hoc initiative/project or an existing program

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[163] Community capacity defined here as "the collective ability of residents to respond to chages, meet their needs and take advantage of development opportunities."

Appendix B

Federal framework for promoting sustainability in communities

Date: _____ Name: _____

Position/organization: _____

A framework that would outline a federal government-wide approach to promoting sustainable development at the community level, in partnership with community and other partners, is being discussed. It would represent an integrated and locally-sensitive response to the challenge of achieving sustainable development and enhancing the quality of life of Canadians. Your inputs are sought on the principles and structure that may shape this framework.

Sustainable development is defined here as a process of change in which actions and decisions are made which are consistent with future as well as present needs. It implies a long-term focus and seeks to preserve and enhance economic, social and natural capital.

1. From the government stand point, one key principle of promoting sustainable development at the community level is the requirement for government to work with communities — defined here as a community of interests which is also a geographically-defined area, on the basis of collaborative partnerships.

   a) What specific tasks, functions or activities should <u>communities</u> normally be responsible for within the context of these partnerships?

   o I do not know

   o The following:

   _____

   _____

   _____

   _____

   _____

   b) What specific tasks, functions or activities should <u>other partners</u> (i.e. provincial governments, private sector) normally be responsible for within the context of these partnerships?

o I do not know

o The following:

_____

_____

_____

_____

_____

_____

c) What specific tasks, functions or activities should <u>the federal government</u> normally be responsible for within the context of these partnerships?

o I do not know

o The following:

_____

_____

_____

_____

_____

d) How does one identify and choose the community organization or resource person(s) which could partner with the federal government for the purpose of advancing sustainable development?

_____

_____

_____

_____

_____

2. Another important objective for a federal framework is to achieve better coordination among federal departments in support of sustainable development at the community level. In this context, one possible option is to rely upon one locally-based, government-supported intermediary organization or an individual who would act as a point of access for government services?

a) Is there an existing structure/mechanism which could act as a single point of access?

_____

_____

_____

_____

_____

_____

b)Does this existing structure/mechanism need to be reworked? If so, how??

_____

_____

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c) If it does not exist, what barriers could prevent attempts to implement such an intermediary structure or mechanism?

_____

_____

_____

_____

_____

3. Do you think it is important to have a single federal department or agency taking a lead role in promoting sustainable development at the community level?

o Yes   o No   o I don't know

Please explain your answer:

_____

_____

_____

_____

_____

4. There are at least three internal tasks for the federal government in sustainable development. What structure or mechanism is required to carry them out?

   a) Coordination of a the federal government's approach to promoting sustainable development at the community level:

o   I don't know

o The following:

_____

_____

_____

_____

_____

   b) SD communications among departments:

o I don't know

o The following:

_____

_____

_____

_____

   c) Determining which sustainable development project/initiative gets funded:

o I don't know   o The following:

_____

_____

_____

_____

_____

_____

d) Can you think of a better way of coordinating federal efforts for the promotion of sustainable development at the community level, one which is responsive to both government and community priorities?

o Yes　　o No　　o I don't know

Please explain your answer:

_____

_____

_____

_____

_____

_____

_____

5. Do you know of any models, best practices or examples of federal departments playing a significant and innovative partnership role in helping communities increase their capacity for sustainable development?

o YES　　　　o NO

If YES, can you describe it briefly or identify a source where we can learn more about it?

_____

_____

_____

_____

_____

_____

_____

6. Do you think technology — including information technologies — can help the federal government promote sustainable development in communities?

o YES　　　　o NO

If YES, how?

_____

_____

_____

_____

_____

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_____

7. Additional comments:

_____

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_____

Reply by way of interview, email or fax to (613) 238-1495

Appendix C

LIST OF PERSONS INTERVIEWED

- Alexander, Lawrence
  Green Economy Secretariat, B.C. Government

- Allen, Ruth
  Cape Chignecto Park Management Committee

- Anderson, Lorne
  Fisheries and Oceans Canada

- Bates, Pat
  Cape Breton Labrador Stewardship Society

- Beaudoin, Marc
  Director General
  Corporation de gestion de la Forêt de l'Aigle

- Bell, David
  York University

- Boyd, Paul
  Department of Fisheries and Oceans, N.S.

- Brilliant, Sean
  ACAP Saint John

- Crenna, David
  Consultant

- Donnelly, Ken
  Human Resources Development Canada

- Dostaler, Ann
  Environment Canada

- Ferguson, Craig
  Environment Canada

- Gilbert, Bruce
  Conservation Corps of Newfoundland/Labrador

- Grodzik, Bob
  Planning & Policy, MB Intergovernmental Affairs

- Hanna, Roy
  Human Resources Development Canada

- Hanson, Catherine
  Natural Resources Canada

- Hugues, Brandon
  Canadian Rural Partnership

- Jackson, Andrew
  Canadian Council on Social Development

- Karasek, Pamela
  Executive Director of the Fluvarium

- Kariya, Paul
  Fisheries Renewal of British Columbia

- Kingsmen, Brian
  Nova Scotia Department of Natural Resources, Parks and Recreation

- Leviten, Eric
  Caledon Institute of Social Policy

- Lucas, Steve
  Natural Resources Canada

- Merrifield, Scott
  FEDNOR

- Mogan, Aurelie
  Agriculture and Agri-Food Canada

- Mussell, Chief Roy
  Fraser Basin Council

- Pack, Darrell
  Regional Rural Development, Rural Secretariat

- Pipke, Linda
  Saskatchewan Council for Community Development

- Pollard, Doug
   Canada Mortgage and Housing Corporation

- Rainer, Rob
  Atlantic Data Conservation Centre

- Scott, Sally
  Fisheries and Oceans Canada

- Slasor, Rick
  Environment Canada

- Torjman, Sherri
  Caledon Institute on Social Policy

- Whittaker, Rita
  Health Canada

- Will, Krista
   Environment Canada

- Wilmot, Bob
  BC Hydro

Appendix D

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