17745

NATIONAL LIBRARY
OTTAWA

CANADA

BIBLIOTHÈQUE NATIONALE
OTTAWA

NAME OF AUTHOR YUEN ABRAHAM CHICK-TO

TITLE OF THESIS GENERATING CITIZEN INVOLVEMENT COMMUNITY COUNCIL

UNIVERSITY UNIVERSITY OF ALBERTA

DEGREE FOR WHICH THESIS WAS PRESENTED M A

YEAR THIS DEGREE GRANTED FALL 1973

Permission is hereby granted to THE NATIONAL LIBRARY OF CANADA to microfilm this thesis and to lend or sell copies of the film.

The author reserves other publication rights, and neither the thesis nor extensive extracts from it may be printed or otherwise reproduced without the author's written permission.

(Signed) [signature]

PERMANENT ADDRESS:

4228 Aspen Dr East
Edmonton 73 Alberta
Canada

DATED August 15 1973

NL-91 (10-68)

THE UNIVERSITY OF ALBERTA

GENERATING CITIZEN INVOLVEMENT: COMMUNITY COUNCIL

by

(C) ABRAHAM CHICK-TO YUEN

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE

OF MASTER OF ARTS

INTERDEPARTMENTAL COMMITTEE IN COMMUNITY DEVELOPMENT

EDMONTON, ALBERTA

FALL, 1973

UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance a thesis entitled "Generating Citizen Involvement: A Community Council", submitted by Abraham Chick-to Yuen in partial fulfilment of the requirements for the degree of Master of Arts in Community Development.

Supervisor

Date June 12 19 73

ACKNOWLEDGEMENTS

I would like to express my gratitude to those who have given me continuing support in this study. I am thankful for the friendly co-operation and assistance received from the citizens of Area 13, volunteer workers, and staff of the Area 13 Co-ordinating Council. Without their help this study would not have been possible.

I am indebted to Professor Rex Beach, my supervisor, Dr. C. A. S. Hynam and Dr. A. S. A. Mohsen for their guidance and assistance during the course of carrying the research to its completion.

Above all, I would like to thank my parents, brothers, sisters, and my fiancee, Ellen Yeung, for sacrificing so much.

TABLE OF CONTENTS

LIST OF TABLES

LIST OF FIGURES

LIST OF MAPS

CHAPTER I

STATEMENT OF PROBLEM

INTRODUCTION

Citizen participation in a voluntary capacity is a salient characteristic in community life. Alex de Tocqueville was impressed with the number of 'public associations' - civic, fraternal and social, when he first visited America a century and a quarter ago. For him, these associations were the backbone of American democracy (Warren 1966, 444), for in them citizens both learned the rules and procedures of democratic government and exerted an influence on that government. There are a number of different types of associations in which residents involve themselves in efforts to improve their lot. These associations deal with a wide range of local problems. They have a variety of names, such as block organizations, neighborhood councils, community leagues, community associations, etc. Citizens become involved in them because they offer a channel through which they can relate themselves meaningfully and effectively to the larger forces which influence their lives. Many of these community organizations share similar structures and procedures; their memberships are open to residents or to representatives of local organizations and groups or to some combination of both; their meetings are democratically conducted. They also share a similar goal, which is some form of community development; community improvement and control over housing conditions, schools,

recreational facilities and programs, health and social services, etc. (Harper & Dunham 1959, Ross 1967, Dunham 1970). This goal is to be achieved through processes at various times called citizen participation, community involvement and community control, all of which stand in some degree for the right of citizens to make decisions about community affairs.

The writer believes citizen participation is one vital element in the community development process. In order to foster and facilitate citizen participation, it is imperative that some locally based, community-wide organizations be established. A successful community council can engender personal growth and, at the same time, provide the participants the opportunity to decide on matters that affect their lives, in accord with basic democratic principles.

PURPOSE OF STUDY

The purposes of this study are:

1. To examine how a community council operates in the City of Edmonton.

2. To examine the effects of Council's activities on the community as well as the success or failure in getting people involved and keeping people participating.

3. To develop practical guidelines to assist the Council in making decisions with regard to its organization, goals and procedures.

FOCUS OF STUDY

The focus of the study is the Area 13 Co-ordinating Council

in the City of Edmonton. The study covers the period from Council's inception in March 1971 to May 1973.

NATURE OF PROBLEM.

Community organizations in which people participate are usually set up for solving a particular problem or problems. This ranges from identification of the problem and explanation of its nature, scope, and implications, through the establishment of a plan of action, to action. It also involves processes of community integration in which individuals and groups, by participating, develop the skills and capacities essential for the solution of community problems (Hillman 1950, Ross 1967, Dunham 1970). Through these processes, a community is better equipped to identify and deal co-operatively and skillfully with problems. In this view, the community organization is part planning and part learning.

It is often assumed that if a community organization fails in a particular project, it is because there is a lack of adherence to some set process (Kahn 1960, 76). But a community organization may solve its problems by means of a number of processes: from informal discussion among family heads or people of high status to behind the scene negotiation with politicians, or referendum and plebiscite. In a situation of conflicting interests, values, and attitudes, orderliness and rationalism are demanded for the process of identifying needs, of setting priorities, of procuring resources, and of meeting needs. Since these processes affect one another, the way each process works in actual practice differs from case to case.

Frequently, a program that is good for the community is assumed to be good for the organization and vice versa. This is not always true. Something conceivably good for a community might destroy a community organization if it creates great internal conflict and provokes great external opposition. The process orientation pays little attention to the fact that an organization leads a life of its own, governed by its need for survival and dictated by the interests and desires of its members. These needs and desires may alter the goals and procedures of the organization. Without realizing this, the organization could neglect to perceive and deal with goal displacement as illustrated by Mobilization for Youth and similar community-action organizations in America (Weissman 1969).

Judging from the American experience in the establishment of local community councils in the Mobilization for Youth and Mobilization for Economic Opportunities programs (Weissman 1969), the results achieved by these organizations have not, in general, been impressive. Gordon Blackwell's statement still holds:

> America is a graveyard for community councils under whatever name or sponsorship they may have appeared. More often than not, community councils have followed a rather well-established cycle from birth to a splurge of enthusiasm and activity, to sudden death or at best gradual disintegration. (Blackwell 1954, 60).

Studies (Perrow 1970, Weissman 1970) have indicated that a community organization's success relates to its ability to adapt structure, select goals and modify procedures to suit the conditions that exist in the community. Failure to do so can be disastrous.

RATIONALE

The significance of this study is spelled out in the preceeding paragraphs. In our quest for community in the highly urbanized society, the writer believes that the community council is a potentially effective mechanism by which community development program and process can be successfully carried out.

The Area 13 Council is one of the two community co-ordinating councils established in the City of Edmonton, Alberta, under the 1955 Societies Act. Membership is open to citizens and organizations in the area. There is a formal structure of committee and officers. The membership makes the decisions and carries out the programs of the Council following democratic procedures. The Council is dedicated to programs that stress equal opportunities and responsibilities in community affairs for area residents. It serves a well-defined area, with a population of approximately 30,000 people.

Another justification for the study is that the Chairman of the Co-ordinating Council, Mr. Gary Caster, requested that one be done to help guide and direct the Council. (Appendix 1).

RESEARCH PROCEDURES

This study was made possible by the request, consent, and co-operation of the Area 13 Co-ordinating Council in the City of Edmonton. In many discussions with volunteer workers about the study, the point was made that the research was concerned with the operation and maintenance of the Council. It was also argued that the study would enrich the existing body of knowledge and thus strengthen the community council

movement in the City of Edmonton. Throughout the research the Chairman and core staff of the Council offered support to the researcher and provided valuable factual information and special insights about the community and its organization. The responsiveness and friendliness of the workers in the Council instilled confidence in the researcher and helped him considerably in carrying out the study according to schedule.

The basic approach used was that of organizational analysis developed explicitly by Selznick (1952, 1957) and others (Perrow 1970, Down 1967). It is a form of analysis that takes the total organization, not some subpart, as its object. The approach focuses on the relation of goals to structure and the pressures to change goals arising from both the environment and the internal arrangement of the organization. The Co-ordinating Council was viewed as a mechanism in which individuals, organizations, and groups, invested resources in the hope of securing a variety of rewards.

Three interrelated concepts form the core of the analysis:

1. Council has zones of activities, goals, and norms of procedures and relationships that are more or less operationalized.

2. Council wishes to affect target populations, organizations and decision centers.

3. Council exists among a welter of other agencies. It has external relations that could facilitate, impede, or be neutral to the accomplishment of its goals.

These concepts are mutually inclusive, yet as each is focused on somewhat different observations, for the purpose of exposition, they are dealt with separately.

The main sources of information for the study consisted of:

1. Review of related literature. The review centered on citizen participation and community organization. It formed the writer's conceptual and theoretical base.

2. Area 13 Council files and records. These provided essential background information on the Council's structure and functioning.

3. Non-participant observation. By attending Council meetings as an observer only, the writer gained not only information but insight into group activities and motivations that could hardly have been obtained in any other way.

4. Interviewing. Interviewees were drawn from three different categories of people: Council members, citizens of the Area in general, and public service officials who had dealings with the Council.

The purpose of interviewing was to secure information through face-to-face association with members which would supplement data from the sources and/or give rise to new insights and speculations. Some of the interviewees who had been in contact with members of the Co-ordinating Council under study were sources of secondary information.

THE FORMAT OF THE THESIS

The plan of this thesis can be conveniently conceived of as consisting of three major parts: general introduction; analysis; and conclusion and recommendation.

The first three chapters provide information of a general introductory nature. Chapter I is devoted to stating the research problem, providing some background information and describing research procedures. In Chapter II an attempt is made to clarify some of the

problem's conceptual difficulties, through a review of pertinent literature. Chapter III gives the background of the Area of the Co-ordinating Council and its history up to date.

Chapter IV is the analytical part of the thesis. It deals with analysis and evaluation of organization for goal attainment, organizational maintenance, and community involvement.

Conclusions are given and recommendations are made in Chapter V.

CHAPTER II

REVIEW OF RELATED LITERATURE

THE NEW CITIZEN PARTICIPATION MOVEMENT

Historically, the most widespread aspect of citizen participation has been the use of the ballot-box: the citizen participates in a democratic government through the exercise of the franchise, and government gets its authority from the consent of the governed. As early as 1787, Madison considered citizen participation as a form of countervailing power, possessing the possibility of checking the influence of other powerful groups exerting pressure upon government on behalf of their own interests (Drapter 1971, 14).

Citizen participation therefore is not a new phenomenon. In the past, voting was not open to all citizens but only to those who met certain income and/or property requirements and other civic activities seemed to be the concern of only upper and middle-class groups: Rotarians, Kiwanians, Chambers of Commerce, and professional associations.

In recent years there has been both a qualitative and quantitative change in the nature and extent of citizen participation. The new movement includes activities of tenants demanding decent homes, welfare recipients organizing against welfare bureaucracies, neighborhoods organizing for involvement in urban renewal activities, and for improved health and social services.

Contemporary social critics are very much aware of the new

movement (Cahn and Passett 1971, Bendixon 1972, Savas 1971 and Spiegel 1968), and they provide five basic reasons for its development:

1. The Expanded Role of Local Government. Functions of governments have multiplied and expanded beyond the citizens' control and comprehension. Local governments now impinge on the people they serve in many different ways. This expansion of government functions, power and programs requires a redefinition of the meaning of genuine enfranchisement in a democracy.

As a government grows bigger, it becomes more complicated and more bureaucratic; it inevitably takes longer for its values and attitudes to change.

As a result of the expansion of roles and functions of governments, most of their agencies tend to be monopolistic, their staffs are tempted to exercise monopoly power for their own parochial advantages. The civil system, designed to promote quality in public service by providing security for employees and freedom from external influences, has come to mean freedom to be unresponsive to the changing needs of society. The result is mindless bureaucracies that appear to function solely for the convenience of staffs rather than the public whom they are supposed to serve.

2. Increased Confidence of the Citizens. Through continuing education, the mass media and other innovative communication channels, people are more informed and become more self confident. They are prepared to knock on the door of the city hall to voice their opinions.

3. Councillors Getting Out of Touch. This is just a reflection of the fact that in cities like Edmonton, Calgary, or Vancouver,

the electorates of individual councillors are so gigantic that it is impossible for personal contact to exist between any large proportion of people and the councillors.

4. Malaise of Urban Industrial Society. Industrialization has rendered existence impersonal, and society more fragmented. Powerlessness has resulted in indifference, alienation, and a fatalistic view of life. There is a repeated quest for community.

5. Professionalism and Specialization. Increased expertise, specialization and professionalism in the technological age pose a peculiar threat to a democratic credo which vests ultimate authority in citizen qua citizen. Increased professionalization of occupations has a significant effect upon all sectors of society and upon the controls exercised: it gives more control to various professional organizations, thus reduces the power the individual local community has in formulating its decisions in community affairs.

As a result of these forces, advocates of citizen participation aim at opening up the structure itself and extending citizen participation beyond involvement in decisions made by the power structure to a redistribution of political power and authority.

The view of citizen participation as a categorical term for citizen power, which is held by Cahn(s), Morris and Spiegel, points to the redistribution of power that enables the citizens, presently excluded from the political and economic processes to be deliberately included in the future. Citizen power is stressed by a number of other writers in the field. Dahl sees greater potential for participation in the pluralistic system of New Haven (Dahl 1961) while Hunter warns that citizen

participation cannot become a reality in Atlanta unless the closed power system is open to share authority and responsibilities (Hunter 1953). Perloff maintains that participation without power is a cynical ritual (Spiegel 1968, 5). Kotler makes some concrete suggestions regarding the transfer of authority to local neighborhoods by the formation of neighborhood corporations.

Recent American experiences with Model Cities and Mobilization for Youth reveal that efforts to implement the concept of citizen participation have taken two principle forms: representation of the poor on boards or councils of local programs and employment of members of the client population in the programs.

Based on three different programs, Arnstein attempts to cut across the euphemisms and the rhetoric of citizen participation and proposes an eight-rung typology of citizen participation (Cahn & Passett 1971, 69-91):

FIGURE I

Eight-Rung Typology of Citizen Participation

Citizen Control	Levels of Citizen Power
Delegated Power	
Partnership	
Placation	Degree of Tokenism
Consultation	
Informing	
Therapy	Non-Participation
Manipulation	

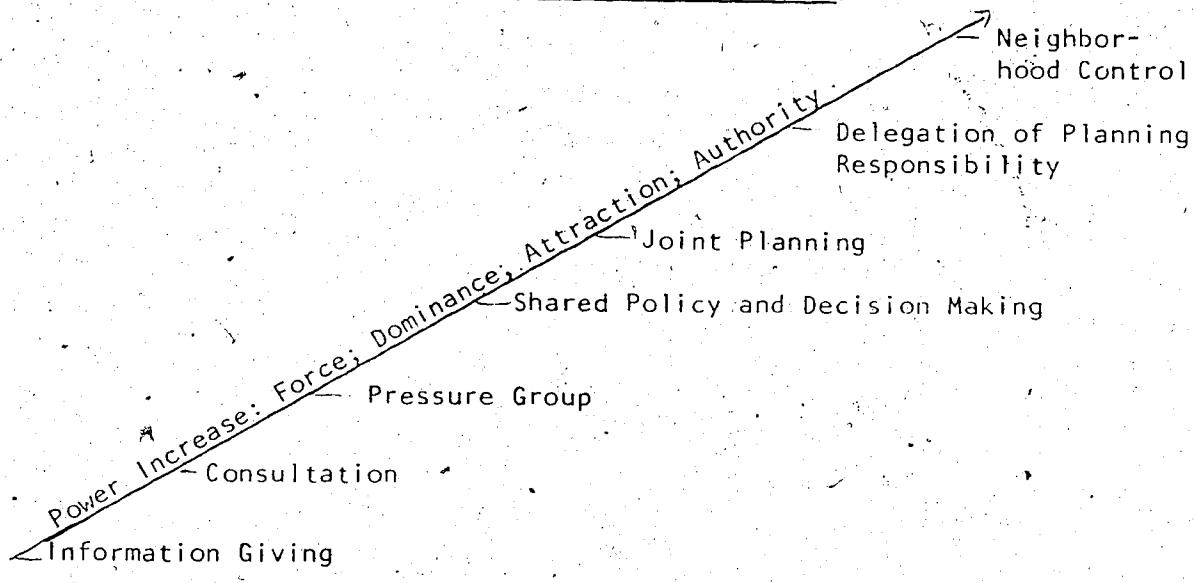
The bottom rungs of the ladder, Manipulation and Therapy, are considered as non-participation because their real objective is not to enable people

to participate in planning or conducting programs, but enable the power-holder to 'educate' and 'cure' the participants. Informing and Consultation are considered as forms of tokenism because they are proffered by power-holders as the total extent of participation; citizens may indeed hear and be heard, but under no condition are they ensured that their views will be heeded by the powerful. Placation is a form of high level tokenism because the ground rules allow the have-nots to advise, but retain for the power-holders the continued right to decide. Further up the ladder are levels of citizen power with increasing degrees of decision-making clout. Partnership enables citizens to negotiate and engage in trade-offs with traditional power-holders. At the topmost rungs, Delegated Power and Citizen Control, the have-nots obtain a majority of the decision-making power or full managerial power.

Along the same line of thought, Beach, in his study of citizen participation in education, presents a somewhat similar typology with seven orders (Beach 1972):

FIGURE II

Seven Orders of Citizen Participation



His three lower levels, Information Giving, Consultation and Pressure Groups are similar to Arnstein's rungs of tokenism whereas the levels of Shared Policy, Decision Making, Joint Planning, Delegation of Planning Responsibility and Neighborhood Control are similar to those of Citizen Power in Arnstein's ladder of citizen participation.

A MODEL OF CITIZEN PARTICIPATION

McLusky, H. (1970) has developed a model which is useful in clarifying the many variables involved in citizen participation. It is a general model of participation which explains why some people participate more than others.

In developing this model McClusky introduces the concepts of margin, power and load. Margin is a function of the relationship of load to power. Load refers to the self and social demands required by a person to maintain a minimum level of living. Power refers to the resources - abilities, possessions, positions, etc. which a person can command in coping with load. Margin then is the surplus energy or power left over after coping with immediate personal needs and demands from others, e.g. family. A necessary condition for participation then is access to and/or the activation of a margin of energy that may be available for the process of participation.

From McClusky's model it can be inferred that people have varying amounts of load, power, and margin and that the relationship between these three variables is a major determinant of one's stability to participate in any activities apart from the immediate demands of their own lives. If steps were taken to reduce an individual's load or increase his power, his potential for citizen participation becomes much greater.

There are research data to support McClusky's model. Harry, J. (1970) in his research found that children have an inhibiting effect upon the social participation of parents and that family is not an institution which facilitates participation in voluntary associations, except for those associations in which participation is based upon family interests, e.g. Boy Scounts. There is also some evidence which shows that mothers participate more as the family moves from the stage of pre-school children to the stage of school-aged children. Thus there are a wide range of obvious needs to be met, such as a demanding job, a young family, etc. which create such a great load that citizen participation in other areas is not feasible. Part of the 'load' may also be of a psychological nature. This aspect may be important in demanding why people do not participate when they seemingly have the time to do so. The psychological load referred to here may include feelings of inferiority, lack of self-confidence, poor social skills, fear of failure in interpersonal relationships, etc. Ziller, R. C. (1969) found a relationship between low self-esteem and alienation which suggests that self-esteem may be a determining factor on the degree of citizen participation. In this case, if self-esteem could be raised, the load would be reduced, and the likelihood of participation would be greater.

Foskett (1959) also notes that citizen participation is not uniformly distributed throughout the population but tends to be concentrated in a minority of citizens. Since some people have more contact with others, especially leaders, they are structurally well placed to participate. Some people are better equipped to communicate their ideas; they possess the social skills needed for participation. What may be implied from Foskett is that for lower and working class people, the

costs of community participation generally outweigh the rewards. Whatever risk is involved is greater for them because they could lose what little they have, and because of this risk, community participation involves a higher cost. They often do not possess the time, money, or even the clothes necessary to participate in community organizations. Fact-finding delegations and drawn-out deliberations are not direct or fast enough and, therefore, frustrating. According to McClusky's model, the limited power they have in coping with the load leaves them little margin to become involved in citizen participation.

THE VALUES OF CITIZEN PARTICIPATION TO INDIVIDUALS AND COMMUNITY

The Individual and Participation

Citizen participation can be viewed simply as the process of interaction with significant others, on a voluntary, formal or informal basis. The patterns of interactions have most often been studied in relation to kin, neighbors, friends, and voluntary associations. Citizen participation is not limited to any particular sphere of human endeavour; it may be of an educational, political, economic, religious, or recreational nature. Patterns of interaction may be seen as a social network or personal community, as proposed by Katz, F.E. (1966) and Henry, J. (1958) respectively. It is this group of people on whom an individual can rely for support and for approval and a set of persons who can get in touch with each other and therefore affect the individual's life.

Blackman and Goldstein (1968) have postulated that genuine involvement with others on an individual or group basis greatly reduces the possibility of emotional illness. This is so because as friendships are

formed, an informal reciprocity network evolves; an informal exchange system is resulted whereby when an individual helps a friend, giving him goods or services, he can expect at a future date that that friend will in turn help him. This system of 'debit' and 'credit' is built up among friends so that in time of need, an individual may draw upon his credit and expect return from his friends. Similarly, he would be expected to help if he were called upon.

Along the same line, Allport, G. (1937) uses the concept of extension of the sense of the self. By ego-extension he means the capacity to take an interest in more than one's body and one's material possessions. Participation or involvement is something outside the self or one's ego is necessary for psychological health. He considers true participation gives direction to life. Maturity advances in proportion as lives are decentered from the clamourous immediacy of the body and ego-centeredness. Self extension is the earmark of maturity. By authentic participation, which means involvement based on rational decision-making, many of the catabolic functions which generate psychological illness can be removed. These catabolic functions are:

- Escape or withdrawal
- Repression or dissociation
- Other 'ego defences' including rationalization, reaction formation, projection, displacement and
- Uncontrolled impulsivity
- Restriction of thinking to concrete level
- Fixation of personality at juvenile level
- All forms of rigidification

Social participation creates a human setting people get into on the basis of feeling. When associations are founded on a collective criterion for work or for living, they are called socio-groups. Choices within the socio-group have a collective, impersonal basis freer of the uniqueness of the private personality aspects of response. In other words, only certain aspects of personality are exposed to other members as only certain aspects are appropriate to the tasks significant to the specific socio-group life. On the other hand, psyche-groups, which are as real and important as socio-groups, are more of a private nature: choices for members of such groups have a more completely personalized basis. The psyche-group is an important structure where the uniqueness of the individual as a personality is appreciated and allowed for, with varying degrees of spontaneous indulgence and affection. The membership of a given psyche-group may overlap and be a part of the socio-group, but while functioning as a socio-group member, the individual is expected to relinquish roles which may be appropriate only in the psyche-group.

Through socio-group and psyche-group participation, most of the meta-needs or B-values of the 'actualized' man suggested by A. Maslow, are satisfied or their fulfillment is greatly enhanced as indicated in TABLE I.

A complete list of all the meta-needs is not intended, and in reality the functions performed by each participation type frequently overlap.

Citizen participation, therefore, produces a sense of personal responsibility as well as a sense of social responsibility. Personal responsibility, in essence, is the capacity derived from a symbolic image

TABLE I

Enhancement of Meta-needs by Participation

Socio-group participation	Psyche-group participation
Truth	Beauty
Goodness	Aliveness
Unity	Uniqueness
Necessity	Perfection
Justice	Simplicity
Order	Playfulness
Totality and Richness	Self-sufficiency
Meaningfulness	

of the future, delaying gratification and ability to strive according to one's conceptions of the best principles of conduct for oneself. Social responsibility, on the other hand, can be described as democratic social interest derived from symbolization and trust stemming from the possession of ideas and the necessity of self-control.

Active participation tends to increase the level of confidence and efficiency of the participant. One example is the gain from role playing which occurs, because the active participant tends to be impressed by his own cogent argument, clarifying illustration, and convincing appeals which he is stimulated to think up in order to do a good job of selling the ideas. This process of growth can be viewed from the point of inner and outer conflicts in participation, which the healthy personality weathers. Human growth requires an increasing sense of inner unity, judgment, and capacity to do well according to the standards of those significant to the individual.

In his research of alienation and participation, Rose, A. M. (1962) used leaders from community-oriented groups. His findings indicate that the high social participators are more likely to be socially integrated and less likely to be alienated from the society than the general population. The interpretation of these findings is in terms of the very participation and activity of the group leaders in the groups of which they are leaders rather than in terms of their individual personalities.

From the above observations it can be postulated that citizen participation promotes psychological health and reduces the probability of the onset of mental illness. Furthermore, it generates personal growth and enables the individual to develop his own talents and personality; it offers him the opportunity of serving the community and therefore becoming involved in its life, contributing to its well being and enrichment; and learning the complex of organizational skills that lie at the heart of community organization. Thus the establishment of a social network results from the process of interaction with significant others.

The Community and Participation

Advocates of citizen participation like Draper (1971), Spiegel (1968), Cahn and Passett (1971), have pointed out the many values of citizen participation, at the societal or community level. The following is a summary of points considered important by these authors.

1. An Affirmation of Democracy: Citizen participation is seen as the desire to approach as far as possible the classical ideal of 'government of the people, by the people, for the people'. People should be able to say what sort of community they want and how it should be developed.

2. A Means of Mobilizing Available Resources: Citizen participation can mobilize untapped resources, both human and physical, for development purposes. Through the process of participation better utilization of resources can also be achieved.

3. A Source of Knowledge: Citizen participation contains a source of special insight, of information and experiences, both corrective and creative. It provides a channel of feedback regarding policy and program and a sense of invention and innovation.

4. Promise of a New Community Spirit: Citizen participation holds out this promise of overcoming alienation, apathy, withdrawal, destructive urges, hostility, etc. by having faith in the possibility of people asserting control over their indigenous environment.

5. A Negative Value: A prophylactic function is placed on citizen participation by making it clear that government dispenses with meaningful citizen participation at its own peril. People do not live happily with deprivations, but they can reconcile themselves to those scarcities, if they have had a say in choosing between alternatives.

6. Values in Planning: Citizen participation improves decision-making and facilitates the implementation of planning policies. The fact that some people may ultimately be hurt only strengthens the need for them to know of the proposal early, to understand it and to be involved in shaping it.

CONCEPTUAL AND PRACTICAL PROBLEMS OF CITIZEN PARTICIPATION

Why is it that effective, genuine citizen participation cannot easily be achieved and practised despite its desirability? The Zegreb

1971 Conference of International Union of Local Authorities (I.U.L.A.) evaluated the consequences of direct versus representative democracy in portraying the nature of the dilemma (Banovetz 1972).

The Criticism of Direct Democracy

1. It creates a leadership vacuum by failing to suggest a role for the executive function and by failing to legitimize a system for advancing policy initiatives.

2. It is unstable, prone to citizen disinterest, apathy and neglect, leaving it vulnerable to oligarchic ambitions; it is also prone to hyperactivity, or a state of mob rule, which has been the historic farrowing ground for repressive, dictatorial leadership.

3. It fails to provide a system of rules, or procedural safeguards, to protect the less aggressive and vocal members of the policy from the schemes, demands of, and domination by, their more active and insistent peers.

4. It cannot be functionally adapted to the realities of the twentieth century life and its mass societies involving communities of many thousands of people.

The Criticism of Representative Democracy

1. It presents a problem of legitimacy - how can representatives be chosen who will reflect totally both the variety and the intensity of feelings held by the populace at large?

2. Representatives tend to seek only to sustain the system and themselves in positions of power or reflect only the preferences and values of a small segment of the population, usually the big businesses which are totally insensitive to an important segment of the

population, such as the have-nots.

3. It finds itself immobilized and unresponsive when confronted with demands from a variety of divergent interests which it is unable to reconcile.

These same sorts of problems are discussed by Styles, but he uses the terms Classical Theory of Democracy and Elitist Concept of Democracy (Styles 1971).

Beyond the conceptual difficulties with the problem of citizen participation, there are a number of practical complexities or difficulties. Wilson, Starr, Crain and Rosenthal are convinced that citizen participation has low efficacy in attaining the goals of public programs; and that its main effect of increasing citizen power vis-a-vis Authority is to promote a high level of controversy, immobilize political processes and contribute to instability (Spiegel 1968, 7-9).

Kornhauser, in his study of the fluoridation controversy in Northampton, concludes that people are indifferent toward everything beyond their immediate private concerns. They develop little interest in the larger world and thus are unable to understand what is going on. But in a crisis situation, they can sometimes get involved in controversial and highly irrational and extremist interpretations of events. (Warren 1966, 494). This same view is held by Heilbrun (Spiegel 1968, 278) and the I.U.L.A. 1971 Conference at Zegreb.

The problem of complexity in decision-making processes is cited as a major hindrance in facilitating citizen participation. The I.U.L.A. 1971 Conference found out that complexity of decision-making poses a barrier to effective public participation and may, in effect,

serve to discourage many persons from such participation. Arnstein points to the inadequacies of a community's political and socio-economic infrastructure and knowledge base which results in difficulties of organizing responsible citizen effort (Cahn and Passett 1971, 73).

There is a problem of compromise in citizen participation. Styles states that the involvement of larger numbers of people in the process leading to compromises of view points would lead to action only on the most innocuous of proposals. Involvement, although it facilitates legitimation, impedes innovation, and therefore, participation runs the risk in the situation of ensuring that only the most harmless of proposals are pursued (Styles 1972, 165).

Citizen participation might increase the existing inequality of citizens. Both Wraith and Styles refer existing inequality to differential knowledge, understanding and participatory experience is reflected in inequalities in income, status, and education. The wealthy and articulate citizen groups have an advantage over the others (Wraith 1972, 84: Styles 1972, 166).

THE ENHANCEMENT OF CITIZEN PARTICIPATION BY COMMUNITY ORGANIZATION PRACTICE

Because of the many and serious impediments to effective and meaningful citizen participation, the International Union of Local Authorities in their 1971 Conference, suggested eight guidelines to achieve optimum levels of participation: (Benovetz 1972, 57-59)

1. Assurance of Availability of Requisite Opportunities.

2. Simplification of Decision-making System and Structures at Local Government Level.

3. Early Encouragement of Participation.

4. Allocation of Real Decision-Making Power to Participating Citizens.

5. Change of Attitudes of Bureaucrats, Technocrats at the Local Level.

6. Presentation of Information and Decision in Non-Technical Terms.

7. Development of Citizen Leadership.

8. A Broader Definition of the Concept of Community.

The need for structural change is recognized in Canada as well. The Canadian Council on Urban and Regional Research Bulletin, June 1972 issue states that:

> Increasing size and differentiation within settlements and growing technical complexities in meeting their demands, as well as new awareness of the defects and disparities they display, are all altering the structures through which urban choices are being made. These structures can be adapted within limits; beyond those limits they fail and new structures have to be invented. (p. 4).

Lithwick, in his study of urban Canada, has made this comment which is in line with the idea of structural change:

> Any attempt to reverse this trend, in which decisions are made increasingly by bureaucrats and politicians generally neither familiar with nor sensitive to local needs and wants, must involve an attempt to provide machinery for including urbanites at a very micro-cosmic level within the process of interest accumulation. (Lithwick 1970, 39).

Structural change in local government is also advocated by Styles, Savas, and Kotler. Styles suggests decentralization of political decision-making in the form of area committees consisting of elected representatives from the Central Authority operating also at the local level. Decentralization, in terms of administration of

officers, is not enough. The structure must give the opportunity for more points of contact between the elected few and the citizens it represents (Styles 1971, 165). Savas calls for the relaxing of the stronghold of government monopolies and the breaking up of monopolies into smaller pieces (Savas 1971, 58). Kotler proposes neighborhood corporations as a form of structure change to facilitate citizen participation (Cox, 1970, 263).

There are basically three orientations to deliberate or purposive community change in contemporary Canadian and American communities; all involve a definite amount of input from community organization. Rothman identifies these orientations as locality development, social planning, and social action (Cox 1970, 20-36).

Locality Development presupposes that community change can be pursued optimally through the participation of a wide spectrum of people at the local level in goal determination and actions. According to Dunham, some themes emphasized in locality development include democratic procedures, voluntary co-operation, self-help, development of indigenous leadership and educational objectives (Dunham 1963). Biddle and Biddle (1965) and Richard Franklin (1966) also elaborate on community organization methods based on this approach.

Social Planning emphasizes technical process in problem-solving. Under this model, community participation may vary from much to little depending on how the problem presents itself and what organizational variables are present. The concern is with establishing, arranging, and delivering goods and services to the people who need them. Building community capacity does not play a central part. Advo-

cates of this approach for social change include Perloff (1961) and Morris and Binstock (1966).

Social Action presupposes a disadvantaged segment of population that needs to be organized in order to make adequate demands on the larger community for increased resources or treatment in keeping with social justice. It implies redistribution of power, resources, or decision-making in the community, or changing the basic policies of formal organizations. Good examples of the social action are the Industrial Area Foundation projects headed by Alinsky (Alinsky 1946, 1971).

Wachtel presents some interesting organizational strategies for influencing community policy based on the two types of community power structures used by Hunter (1953) and Dahl (1961). In dealing with the elitist type of power structure he disapproves of the "no-win" shock strategy of (Rustin 1965). He suggests starting with a project that does not conflict with the dominant interests and gradually taking control of power, as illustrated by unions in mining towns. The strategy involves locating vulnerable points, identifying those in the community who can made decisions and how they can be influenced to make certain decisions which they can be persuaded are really in their own interests. "Hit it where it is vulnerable" is a slogan of Minnis (1964, 78). Another side of the strategy consists of organizing the disenfranchised: informing people about the nature of power in the community and mobilizing them to take united action toward specific objectives could unstructure and restructure power (Minnis 1964). In dealing with the pluralistic type of community power structure, Wachtel points to the significance of coalition. The power structure is shifting all the time in a pluralistic system, thus even a relatively weak group can sometimes

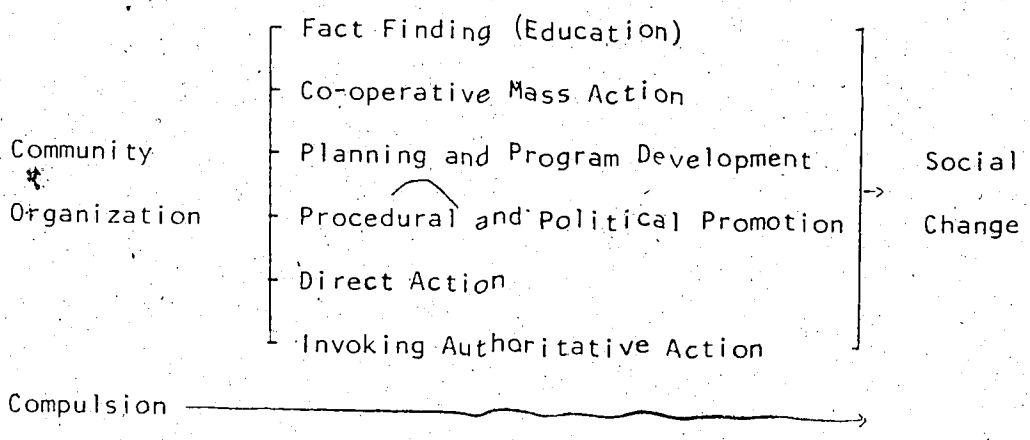
exert considerable influence by holding the balance of [illegible].

Lines of strategies cannot always be drawn sharply and Banfield has also noted that in some instances a strategy favouring pluralistic power structure may also be applicable to a monolithic one (Banfield 1961, 319).

Community organization can bring about social change through directive and/or non-directive approaches. Dunham has suggested the following model of social change through community organization. The approaches as indicated do not usually occur in pure form but are likely to be intermingled in a variety of ways:

FIGURE III

Approaches to Social Change



It has been documented that there are four sets of aims to which the community organization could direct its efforts (Ecklein and Lauffer 1972, 11):

1. Improvements in social services and amenities.
2. Changes in the social structure.
3. Redistribution of power and influence.
4. Building patterns of interaction leading to a sense of community.

To pursue these directions separately or jointly, two broad strategies can be adopted, one that leads to confrontation with social problems, and the other leading to confrontation with the social structure. The former tends to be particularized and situation-limited. Groups organized to achieve such limited objectives may have difficulty in joining together in wider associations, resulting in disintegration after minor victories, transference into service organizations or selection of new short-term goals as evidenced by experiences with Mobilization for Youth (Weissman 1969). The other line of strategy directed at confrontation with the social structure at the local level has much wider implications. The objective may be to expose the system as inefficient, irresponsive and repressive, and to make appropriate changes toward the enhancement of participatory democracy (Ecklin and Lauffer 1972, 14).

THE DEVELOPMENT OF COMMUNITY COUNCILS

Community councils have evolved out of a long series of developments. In order to fully understand its development, one has to look at the development of community organization and social welfare services in America. Dunham identifies four distinctive periods in the development of community organization since 1870 (Dunham 1970, 36-52):

Charity Organization. This era, starting in 1870, was designated by the establishment of seven state charity boards. In 1872, the first of the statewide citizens' welfare planning associations was established. This period ended in 1917 with the establishment of a National Conference of Social Work. During this time, there was a proliferation of city-wide charity societies which included church groups, ethnic groups, and government agencies. Community organization, though

not always identified as such has, from the beginning, been one of the major characteristics of settlement programs in urban ghetto areas. There was community concern with the well-being and development of the local community.

Rise of Federation. This period (1917-1935) was noted for the rapid growth of community chests and social agency councils. The American Association for Community Organization organized in 1918, later became the Community Chest and Council of America. Three other types of councils originated in this period, health councils first established in 1917 in Cincinatti, rural community councils first established in 1918 in Massachusetts, and co-ordinating councils, the first of which was established in 1919 in California.

Expansion and Professional Development. This began with the enactment of the Social Security Act in America in 1935. There was a further move in the direction of federal and state governmental leadership in the development of community organizations. The creation of the Federal Security Agency in 1939 was a vital event in the subsequent development of community organization. Professional development in community organization dates back to 1946 and before the establishment in 1955 of the National Association of Social Workers. Paralleling this development in the area of national organization were the activities of groups of teachers in community organizations in educational institutes.

Community Organization and Social Change. The year 1955 was marked by the establishment of the National Association of Social Workers, U.N. publications on social progress through community development, and Ross' attempt to develop an overall theory of community organization (Ross, 1955). Five intertwined themes stand out in community organization in the

last seventeen years; the struggle for civil rights and racial injustice, urban decay and efforts at urban development and redevelopment, war on poverty, mass organizations of consumers and low-income groups and war on environmental pollution. All these developments have resulted in a redefinition of community organization away from the former strong orientation toward social welfare.

Community Councils as such have their origin about the time of World War I (the first ones were organized in Massachusetts between 1918 and 1919). World War II led to a tremendous growth of citizen organizations; more people than ever before gained experience in community action. As a result, after the war, the idea of establishing community councils gained acceptance in a number of cities. However, many of these councils died because of shortages of funds, lack of leadership, and a host of other factors (Dillick 1953). Even so, some of the short-lived ones performed important functions such as keeping neighborhoods from erupting into racial violence and preventing gang warfare. Sower and his associates found that after the death of a council, what often remained was a pattern of interpersonal relationships serving as an informal means of community problem-solving that could be quickly reactivated for formal purposes when required (Sower 1957).

In the last two decades there have been two divergent opinions in the field of community organization. One contended that community councils could help to enhance citizen participation more toward the great ideals of social democracy and restore lost community spirit in highly industrialized and highly complicated societies; the other held that they were impractical and idealistic as solutions to the problems we confront today. These opposing views appear frequently in many of the

American federal programs aimed at promoting maximum feasible citizen participation.

THE SIGNIFICANCE OF COMMUNITY COUNCILS

Morris and Rein in their essay "The Voice of the People" suggest six specific values of community-wide organization which can be aptly applied to community councils (Spiegel 1968, 132):

1. They could be used to encourage the residents of a community to come to terms with demands of a wider society.

2. They could be used to force the institutions of society to adapt more sympathetically and responsively to the special needs of a community.

3. They could be used as a form of therapy to treat apathy and social disintegration and disorganization.

4. They could promote the social mobility of potential leaders, championing cases of personal injustice.

5. They could generate concerns about mutual support within the community.

6. They could provide a new source of power to reinforce pressure for institutional change.

Added to this list should be the value of co-ordination. As the Ontario Report on Recreation Services succinctly pointed out:

> .... rarely did any form of machinery exist to ensure that the conditions conducive to inter-agency co-operation were provided.... Forms of joint planning, co-operation, co-ordination were not used to any extent, so that the avoidance of duplication was accidental. (Ontario Department Report on Recreation Services 1970, 19-23).

It can be seen therefore that there are three types of goals a community council can pursue: task goals, process goals, and relationship

goals, all of which come under the umbrella of community development.

Task goals are concerned with meeting specific needs, performing definite tasks, and achieving certain concrete objectives, for instance, provision or extension of some social, health, or recreation services fall in this category.

Process goals are concerned with helping people to help themselves, strengthening the quality of citizen participation, self direction, and co-operation and co-ordination between groups and agencies in the community.

The concept of community development with its stress on process has influenced thinking about organization. Process goals can perform a maintenance function in a community. A community council therefore can be seen as a system for creating self-maintaining community problem-solving structures. Rothman calls these goals maintenance goals (Cox 1970, 25).

Relationship goals concern the changing patterns of relationships and decision-making in the community. The term is suggested by Dunham (1970, 88) with special reference to specific achievements of social action and civil rights groups.

The community council of today involves residents in decision-making, programming community activities, considering and meeting felt needs, stressing self-help, focusing on the community as a whole, enlarging its scope and stressing an interdisciplinary approach to community problems (Clinar 1966, 334).

The Task Force on Urbanization and The Future in Alberta recognizes the value of community councils and recommends that legislation be enacted to establish community councils in cities (Task Committee Report 1972, 36). It suggests that locally selected community councils could

serve two important purposes:

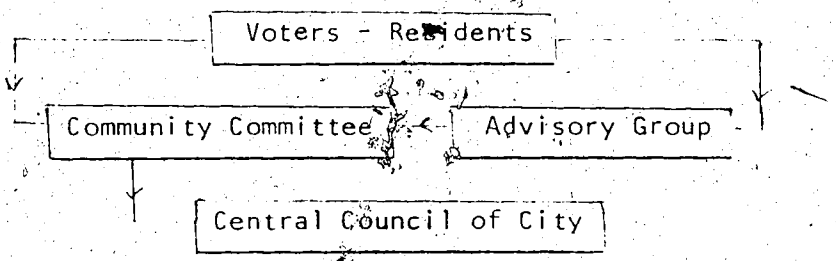
A Communicator Role - to provide a means for citizens to make representation to, and to learn about the plans of city council, school boards, and such special purpose boards as might exist.

A Service Role - to perform certain local services at present handled by city-wide administration.

The idea of community councils has been incorporated into the system of political representation in the City of Winnipeg since 1971 (Axworthy 1972, 32). The City of Winnipeg is divided into fifty wards based on a population of 10,000. The councillors of three to five wards form a community committee which has the power to supervise local administration, pass on zoning applications and initiate area planning. It is viewed as a sub-committee of the central council. Attached to each community committee is an advisory group elected annually from the wards under which the community committee is formed. There is no mention of what specific powers this advisory group has.

FIGURE IV

Winnipeg: Community Committee
Citizens Linkage



The Winnipeg scheme, however, is not aimed at participation of people in exercising power, making plans, implementing programs, but at providing heightened consultation, closer contact and ready access of people to their representatives.

DISCUSSION

The review of the forms, modes, values, and dilemmas of citizen participation has demonstrated its varied implications in community organization practice. From this examination, it can be established that there is more to be gained in the long run than lost by going through the process of citizen participation; as Spiegel says, "... it is costly, it is time consuming, it is frustrating; but we cannot dispense with it". (Spiegel 1968, 218).

Looking at our current system at the community level today, there are no formal organizations which have as a central function the cultivation of citizenship. There is no institutional sector devoted primarily to motivating participation in community affairs, developing the needed skills among the citizenry, and facilitating and organizing their involvement and participation in the recognition, definition, and resolution of community problems and issues. This points to the need to develop mechanisms for citizen participation.

It has been demonstrated that various models of organizational practice could enhance the ideals of community development at the localized community level. To reiterate, a citizen participation organization could

1. Strengthen social bonds between residents.
2. Enable individuals to develop their own potentials and to assume leadership roles.
3. Increase communication with other systems.
4. Develop inter-organizational and intra-organizational communication and planning systems.

5. Encourage optimum utilization of both physical and human resources.

Based on these premises it is suggested that the community council set up on a geographical basis a viable mechanism to foster and facilitate citizen participation. No two community councils will be exactly alike in program, structure, objectives, and procedures, but they share the general purpose of improving all phases of community life. The most vital part of the community council's job is to study problems and needs and plan co-operatively to meet them by encouraging informed citizen participation, fact-finding, developing public understanding and support, co-ordinating community activities and services and co-operative action.

CHAPTER III

AREA 13: BACKGROUND OF COMMUNITY AND CO-ORDINATING COUNCIL

THE COMMUNITY

Location: Area 13 is defined according to the divisional boundaries of the Department of Parks and Recreation in the City of Edmonton (the scheme of divisions was revised in March 1973 and since then Area 13 has been considered as a part of the Southeast Division; see Maps I and II). Area 13 is located at the southeast end of the City, south of the Saskatchewan River, and is composed of six districts, again defined by the City's Department of Parks and Recreation, namely, Capilano, Gold Bar, Fulton Place, Forest Heights, Terrac Heights and Holyrood. Area 13 is adequately service by E.T.S. (Edmonton Transit System). Movement from Capilano, Fulton Place and Gold Bar to Forest Heights and Holyrood is somewhat restricted because of the natural physical barrier of the ravine and the intrusion of the Capilano Freeway (see Map III).

Settlement: The districts of Forest Heights and Holyrood were established after the Second World War, much earlier than the rest of the other communities in the Area. By 1956, the combined population of these two districts was 7,790 as compared to that of 377 in the other four districts (City of Edmonton census). Not until 1961 were all the districts fairly well populated. Population in the Area has remained almost constant since that date.

Like most areas in the City of Edmonton, Area 13 has a multi-

ethnic population. According to the O.F.Y. team survey of 1971, the majority of the population has a European background; English, German, Ukrainian, Polish. There were few families of Oriental origin. A variety of churches with strong cultural overtones are in keeping with the population's ethnic composition.

All six districts are essentially residential. Housing costs range from $50,000 for single-family type units to less than $10,000 for low cost duplexes. Capilano and Fulton Place are wealthier districts and most of the dwellings are owner-occupied and single-detached which means that single family houses are completely separated on all sides from other dwellings. Based on the Department of Parks and Recreation information, housing land-use in Area 13 in 1967 presented an interesting picture.

TABLE II

Area 13: Housing Land Use

District	Single Family Houses	Apartment/Flat Low Density	Apartment/Flat High Density
Capilano	100%	-	-
Fulton Place	98%	-	2%
Gold Bar	87%	13%	-
Terrace Heights	88%	2.5%	9.5%
Forest Heights	97%	-	3%
Holyrood	92%	7%	1%

Low density housing usually represents low-cost housing units such as duplexes and town house type units whereas high density housing refers to high-rise apartments.

Demography: The history of the Area does not go beyond the

Second World War and its development as a residential area did not come until the mid-1950's. Population has been growing since, but the forecast for the next ten years is for a steady population drop in the Area, due to suburbinization of the surrounding cities close to the City of Edmonton.

TABLE III

Area 13: Population Growth

Year	Population
1956	8,168*
1961	25,325*
1966	26,898+
1971	27,585+

Sources: *Edmonton City Census Statistics
+Census of Canada Statistics

Population growth in specific age groups has significant implications for the social development of the Area. The distribution of four specific age group populations is illustrated in Table IV.

TABLE IV

Area 13: Population by Age Groups

Year	Pre-School	Junior Teen	Senior Teen	Senior Citizen
1966	2,488	3,093	2,238	973
1971	2,010	3,580	2,990	1,380

Source: Census of Canada Statistics

Family Income: According to the O.F.Y. Team's 1971 survey of family income in the Area, there is a wide variation in annual incomes received by families, ranging from below $5,000 to over $15,000.

TABLE V

Area 13: Annual Family Income

(N = 79)

Family Annual Income	No. of Respondents	% of Respondents Received
Up to $ 5,000	21	26.9
$ 5,000 - $10,000	33	42.3
$10,000 - $15,000	18	23.0
$15,000 and over	7	7.8

This information revealed that in 1971, more than a quarter of the families in the Area were living at or below the 'poverty line', receiving an annual income of $5,000 or less; that the majority of the families were middle class families according to income received; and that only a relatively small percentage of families in the Area could be considered to be higher middle or higher class.

Services and Facilities: Existing services and facilities at the community level are vital to community improvement schemes. Citizens in Area 13 had expressed concern about the quality and quantity of the services and facilities they received. An inventory was done in 1971 by the O.F.Y. team.

Under the Public School Board, there are four elementary schools, two junior high schools; under the Separate School Board there are two of each. There is no senior high school in Area 13. However, two senior composite high schools are located close to the Area and these schools serve Area 13's senior high students. The Hardisty Junior High was designated a community school in 1972; this school is being operated for and

by the community with the help of a co-ordinator hired by the government.

Four neighborhood shopping centers are located in convenient places in the Area. These usually include grocery stores, drug stores, a service station and other small shops. Close by is a large regional shopping centre, the Capilano Mall.

There are seven churches serving the Area, each under a different denomination and with its own congregation. There were four health clinics, three day-care centres, one public library, one Family Drop-In Centre, and one Information and Referral Centre, the Open Door. The Area has a community newspaper, the Area 13 News, which serves as a medium of communication between local groups and individuals.

The river valley along the northern edge of the Area has been preserved and partly developed as parks in which there is a golf course, nature walks, and picnic grounds. There are, in various parts of the Area, available rinks, school gyms, tracks, tennis courts, and ball diamonds. A covered ice arena was opened in July 1972, and a swimming pool to be located at the Hardisty Junior High School is in the planning stage (April 1973).

Community Vertical Patterns: Area 13 is essentially a residential area. Its ties to the larger City and surrounding areas are so strong that it is questionable whether the ties of community units to each other on the local level are sufficiently strong and meaningful for them to constitute a true local community. This perspective is, however, based largely on economic considerations and not necessarily true from a social psychological or social organizational point of view.

A look at the functional relationships of the Area's various

units and sub-systems to extra-community systems reveal important linkages between them. Five types of extra-community functions can be identified:

1. Training of personnel. Agencies such as colleges, university, etc. prepare people who are eventually used by the larger system and/or local systems.

2. Services. Extra-community organizations such as school boards, churches, and government agencies, provide some sort of services to local people. In return, they share dues or funds passed to the larger system.

3. Financial assistance. Local systems benefit from grants, etc. passed on to them by the larger system.

4. Goal-setting. Local people may be persudaded to think and act in accordance with program objectives formulated to include not only themselves, but a number of other external systems.

5. Decision-making. Many centralized extra-community systems did not, in the past, make explicit provision for representation from local units. There are recent indications, however, that the citizen participation movement is resulting in more local representation.

Community Horizontal Patterns: In viewing the functional relation of the Area's various social units and sub-systems, the following functions were readily identified:

1. Performing a locality-relevant function. These functions were enumerated as production-distribution-consumption, socialization, social control, social participation, and mutual support. They are provided by the churches, stores, government agencies, and community groups such as the Open Door, Community Leagues, Hardisty Drop-in Centre and

Hardisty Community School. They all operate as units in some types of interactional relationship with local citizens based on propinquity and therefore are locally relevant.

2. Providing employment and income. Private enterprises, government agencies, and voluntary units, are sources of some employment and income, although the extent in Area 13 was not large as compared to other areas in the City. Schools and stores are the major sources of local employment and income.

3. Providing a linkage between various units and individuals. In the Area, the Open Door, the Area 13 News, Hardisty Family Drop-In, and the Area 13 Co-ordinating Council, facilitate both community inter-organizational and interpersonal communication and interaction whereas community leagues, home and school associations, and churches, provided channels for linkages between individuals.

THE EMERGENCE OF CITIZEN INVOLVEMENT

The development of the Area 13 Co-ordinating Council in the City of Edmonton can be traced back to February, 1968. A number of residents from the Area attended a meeting, then sponsored by the Family Service Association, in southwest Edmonton and they learned about the Hillcrest experiment and success in operating a Family Life Series in that area. This sparked the interest of concerned citizens and they started meeting each other and discussing the possibility of running a similar series in Area 13. With the assistance of home and school associations, community leagues, churches, and youth groups, a community committee was formed to pursue this end.

The Family Life Series: Subsequent to a series of planning sessions, the Committee ran a Family Life Series in October, 1968 with

the sponsorship of the Family Service Association, the Pupil Personnel Services of the Edmonton Public School Board, the City Parks and Recreation Department and the Hardisty Junior High School. The series attracted 250 people in the Area. It was found that the topic which created the most interest and concern was the emotional problems of living. The Committee therefore felt that this kind of social action within the Area was desirable and should be expanded.

The success of the Family Life Series and the broadened awareness of common needs resulted in a search for acceptable community objectives. Meeting almost once every week for three consecutive months, the group came up with five objectives to guide their future endeavors:

1. To develop a sense of community.
2. To develop services to enhance the quality of life.
3. To prevent social breakdown.
4. To make better use of public facilities.
5. To make available a centre where people of all ages could congregate.

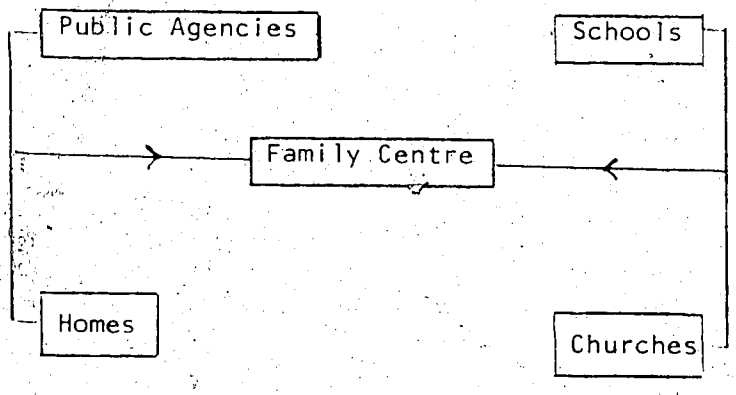
To achieve these objectives, the group, as a first step, started making plans to obtain a Family Centre. Through the Area Recreation Director, and the co-operation of the Public School Board, the Committee was able to obtain the use of the Hardistry Junior School as such a Centre. Their initial purpose in setting up a community-wide Family Centre was to enhance community interaction, problem identification, and problem solving (particularly drug abuse and alcoholism) among the youths and adults.

The Hardisty Drop-In Centre: After much hard work in programming and staffing, the Hardisty Family Drop-in Centre was opened in September, 1969. Twenty-five adult citizens, an anchor team, committed to

keeping the Centre running for nineteen and one-half hours a week, ninety additional volunteers were involved in supervision of Centre activities. Participation of clients ranged from one hundred to five hundred each day depending on activities.

FIGURE V

THE FAMILY CENTRE AS THE FOCUS OF COMMUNITY INTERACTION



In their efforts to program activities for the Centre, the Committee was able to initiate and facilitate interaction between such groups as Home and School Associations, churches, and community leagues. Events, such as parties, slide shows, and seminars on contemporary social issues, e.g. drug abuse, created discussions between these groups and therefore an increasing awareness of their community problems, thus a co-operative community spirit began to emerge.

Youths were able to plan their own programs at the Centre. Most activities were not structured in advance. The flexibility of carefree atmosphere thus created was an attraction to the young people in the Area. Many of them took part in activities such as drama, sports, music listening, fitness, dances, folk singing, parties, and table games.

It was hoped to provide regular counselling services to young people and families but this did not materialize because of lack of funds from the City Department of Social Services. If specific problems were identified, however, appropriate referrals were made.

Three kinds of discussions on a casual basis were facilitated: adult-teen, adult-adult, and teen-teen.

There was limited use of the Centre by adults and or citizens. The space available, however, was often filled to capacity. This prompted the Community Council to seek the use of further facilities and equipment. Requests were made to open the school library, drama room, art room, and the home economics room. These applications were refused; instead, extension classes were made available at the Hardisty Junior High School for those who were interested, by the Extension Department of the Edmonton Public School Board.

The continuing success of the Hardisty Family Drop-In Centre, and the opening of adult classes, motivated those who were involved to further efforts toward community improvement. Much help in this connection was given by the local representative of the City Department of Social Services and the Area Recreation Director from the City's Department of Parks.

The Mothers' and Childrens' Program: This was initiated by the Community Committee and funded jointly by local churches, the Y.W.C.A., The City Parks and Recreation Department, and the Family Service Association. Starting in 1970, it was designed to provide services for mothers and children residing in the low-cost housing area of Gold Bar. One purpose was to give an opportunity to low income housewives to go shopping and visiting once a week without having to worry about hiring a baby-

sitter whom they could not afford. Volunteers were used to babysit and supervise children's activities. The program, now known as the Gold Bar Neighbors, has become an on-going project.

During the two-year period, 1969 to 1970, efforts of the Community Committee increased citizen participation in the Area, gave them some confidence in their being able to effect community change, started to educate them in community organization and broadened their awareness of their own community. All this provided impetus for the establishmen f an Area Co-ordinating Council in 1971.

AREA 13 CO-ORDINATING COUNCIL - A HISTORY

The Process of Establishment: With generally broadened awareness of the residents in the Area subsequent to the success of the number of projects carried out by the Community Committee, discussions were generated on community needs and involvement. In late 1970, community meetings were held frequently to define issues and needs that could be dealt with by the Committee. Groups participating in discussions included the Community Committee, local churches, community leagues, home and school associations, and representatives from the City Parks and Recreation Department and Social Services. Issues dealing with such subjects as a community school, a swimming pool and arena, and an information and referral centre, were raised. There was general consensus that in order to deal more effectively with these issues, some kind of co- ating body at the community level was necessary to represent the community as a whole, and to facilitate communication between groups and individuals. It was felt that they should rely on the resources of the University of Alberta to help them plan the pro-

posed community co-ordinating body. Dr. D. H. Mills from St. Stephen's College accepted the invitation and a three-day planning session took place in January and February, 1971 at the Hardisty Junior High School.

A good functional process was of paramount importance to the group as they had all experienced the frustration of 'unproductive' community meetings in the past. Planning activities included the following items (see also Appendix IV):

1. Assessment. The Community of Area 13 was examined in terms of facilities, resources, possible funding, existing groups, services, etc.

2. Assumptions. On the basis of the assessment referred to in 1, assumptions were made about the future of Area 13.

3. Areas of Concern. Particular areas of concern which related to the purpose were analyzed. Broad and general problems were expressed as needs.

4. Goals. Within each area of concern, specific goals were set up, and specific actions, outlined with dates, funds, personnel needed, etc.

5. Program Design. This task was carried out at the next meeting on March 15, 1971. Additional concerns, goals, or objectives which had been omitted, were also dealt with.

6. Implementation. Following the program design, members assumed responsibility for the tasks required to achieve the objectives. It was outlined that the success of implementation depended on two things: time and capacity to carry out duties and availability of volunteers.

7. Evaluation. It was argued that at the end of the year there would be an evaluation to see if the objectives and goals had been achieved as planned. Based on these findings, the group could then plan for the following year accordingly.

Seven committees were set up to prepare for the formation of the co-ordinating body subsequent to the planning session with Dr. Mills. They included the Nomination Committee, Structure Committee, Membership and Funding Committee, O.F.Y. Committee, Information and Referral Committee, Swimming Pool Committee, Ball Diamonds Committee, and Community School Committee.

At a meeting om March 15, 1971, with thirty-five people attending, the inauguration of the Co-ordinating Council took place at the Hardisty Junior High School. A broad representation of various community groups and organizations endorsed the results of the processes planned at the January and February meetings. This representation included delegates from community leagues, home and school associations, churches, and City department officials. On April 26, 1971, an Interim Committee was formed to co-ordinate the activities of the various committees, and on May 25, 1971, the organization was named The Area 13 Co-ordinating Council.

The Membership. Four possibilities were put forward by the Membership Committee:

1. That people on the Council represented themselves as interested citizens. No restriction on membership is to be imposed.

2. That every member of the community be a member of the Co-ordinating Council.

3. That delegates be appointed from existing groups to form

the membership of the Co-ordinating Council.

4. A combination of the above.

After extensive discussion it was felt that membership should be from a wide range of community interests who would be willing to be 'working delegates'. Decisions were made that the Council needed to be comprised of people dedicated to the purpose of the Council to pursue the objectives as outlined and that a strong co-ordinating communication component was needed, made up of a wide variety of people from as many different organizations as possible. The group further decided that delegates from existing organizations might bring needs of their respective organizations to the Council and attempt to have their special needs fulfilled. This could be in conflict with the broader interests of the community.

The Structure: Registration under the Societies Act was not made until April, 1972. The Council before that, however, had their own formal structure to carry out their activities. The nature of the organizational structure is now more horizontal then vertical and the system is more open then closed. The existing Council structure is indicated in Figure VI. Committees were formed as needed, and when their tasks were accomplished, they were dissolved. Dissolved committees in the past two years included the Ball Diamonds Committee, the O.F.Y. (Opportunity For Youth) Committee, and the Area Committee.

The Executive Committee originally consisted of four members, a Chairman, and three ordinary members. Chairing of the full Committee by members of the Executive was on a rotating basis. This arrangement was changed after the Council became registered under the Societies Act.

The constitution required the creation of a board which was to consist of a Chairman, two Vice-Chairmen, and nine members made up of Committee heads, and other interested members. There were two secretaries, one treasurer, and one publicity officer. All these positions in the Council were voluntary and the term of office was one year.

Ad hoc committees under the Council have considerable autonomy in funding and staffing. Reports are read, policies are discussed, approved or rejected at the plenary Council meetings, programs are implemented by respective committees. When problems arise or when resources are needed, the Council would use the resources they possess to ease the situation if the Board considers it justified and necessary.

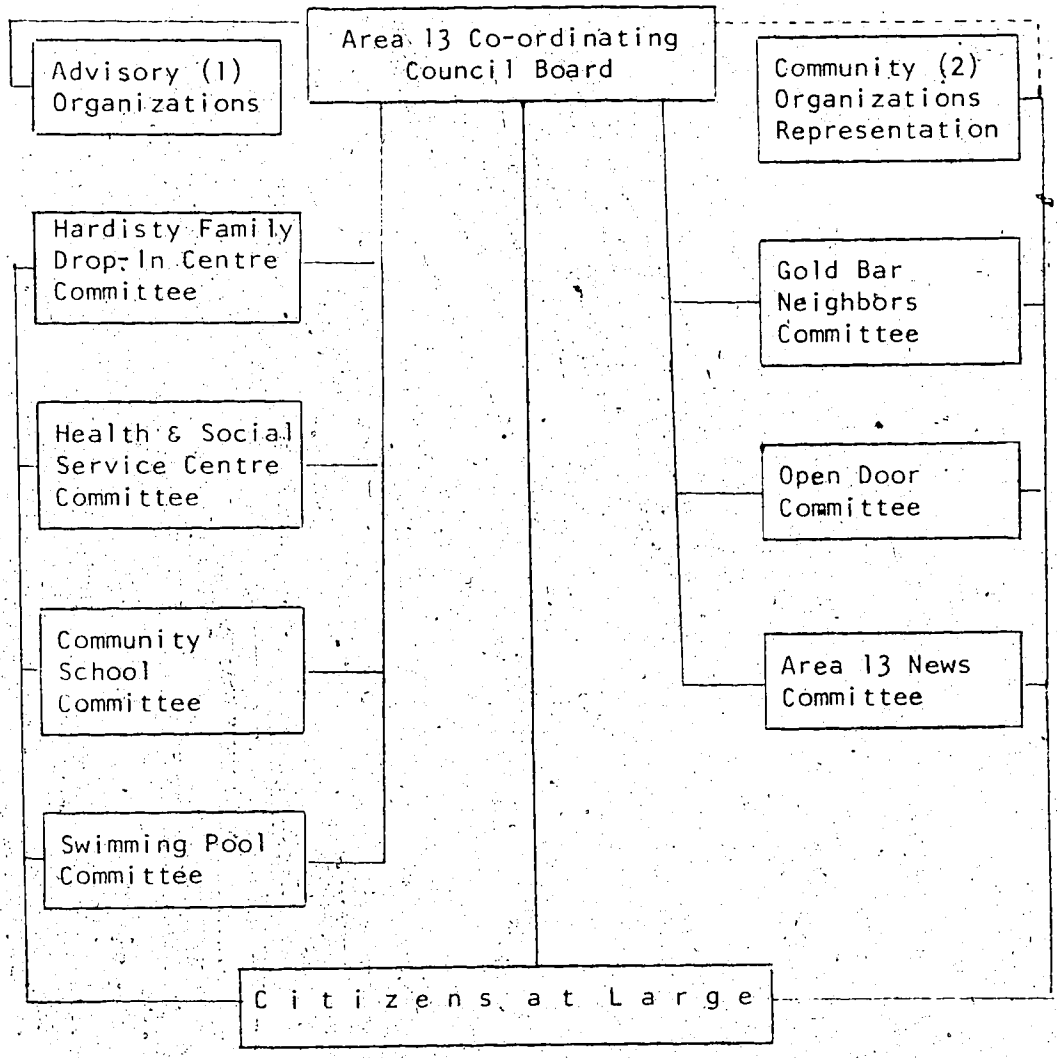
Funding: It was suggested that each organized group should contribute a small amount annually to finance the Council and that individuals in the community not actually involved might be asked to contribute to the cause. In September, 1971 Council's request for $100.00 for seed funding from the City Parks and Recreation Department was turned down, and eventually in November, 1971 an amount of $85.00 was obtained from two churches, two community leagues, and the Edmonton Catholic Women's League. Postage and necessary advertising literature were supplied by the City's Department of Parks and Recreation.

The decision to register under the 1955 Societies Act was partly due to the fact that Council could not apply for grants without legal status. But after registration was made, no attempt was made to seek funding for the Council. It was felt that support from existing groups and concerned citizens was adequate to meet the necessary expenses and that government grants usually had strings attached.

Accomplishments: The Council's accomplishments to date were:

FIGURE VI

Area 13 Co-ordinating Council Structure



Note: (1) Advisory Organizations

City Department of Social Services

City Department of Parks and Recreation

(2) Community Organizations

Churches
Community Leagues
Home and School Associations
Schools

_____ Two-way linkages

--------- Unofficial linkages

1. Continuation of the Hardisty Drop-In Centre. The Council was able to continue the operation of the Drop-In Centre with the co-operation of the Public School Board and a large number of volunteers who assumed supervisory roles. Youths themselves were given a free hand to program their unstructured activities, dances, and film shows, etc. with assistance from the adults. So far the Council had been unable to persuade the Social Services Department to attach a permanent worker with counselling skills to the Drop-In Centre. Minor unpleasant incidents, caused by teen behavior, were dealt with effectively by the Council. Adult involvement in the Centre was limited to supervision; there were some efforts made to involve the adult community in participating and planning their own programs but with little success.

2. Community School. Much work had been done by the Community Committee prior to the establishment of the Co-ordinating Council. In April 1971, the Community School Committee of the Council submitted a Memorandum and Resolution to the Edmonton Public School Board setting out the Council's position on the community school. In June, 1971, the Council made it known that they welcomed the Provincial Innovative Projects and approved the proposal in principle. Reasons were given why Hardisty Junior High School should be made a Community School. Opinions were voiced on the need for and duties of a Co-ordinator. Stress was laid on community involvement rather than a completely separate school with a board structure of its own. In response to the request of the Co-ordinating Council, a brief on the designation of Hardisty Junior High School was submitted to the Minister of Education in January, 1972. After the government's approval of the Hardisty Junior High School as a

Community School, the Community School Committee began to look further into three different levels of involvement:

(a) Relating the School to the Community. There is a need for research into future school curricula, e.g. field trips, and facilitation of studies in the community and about the community.

(b) Relating the Community to the School - by means of more visiting, having ordinary citizens on advisory councils, dealing with curricula, making use of resource persons in the community, and in general, encouraging voluntary citizen involvement.

(c) Community Use of the School - encouraging optimum use of school facilities by the community. The future of the community school is being actively investigated. It is also suggested that a bus for off-campus travel be purchased immediately.

3. Open Door - Pioneer work on this information and referral centre was done by the O.F.Y. Team during the summer of 1971. A committee responsible for acting on the findings of the O.F.Y. Team worked for almost four months and finally submitted a brief to the City's Social Services Department concerning the need for such a centre. A preventive social service grant of $7,340 was approved in April, 1972 to cover the rent of an office, a part-time secretary, a phone, office equipment, and supplies. Open Door was officially opened in July, 1972.

To date, Open Door has concentrated on such matters as provision of an information and referral service and facilities for the community use and co-ordination of local services. In addition to meeting some immediate community needs, Open Door is facilitating contacts between churches, schools, and the six community leagues in the Area.

Open Door has been able to enlist twenty volunteers to man

their information services, and legal services are provided every Wednesday evening by a student from the Law Society, University of Alberta.

Because of the heavy burden on Open Door's management team, attempts are being made to acquire a grant of $21,000 to cover an additional half-time co-ordinator.

4. Ice Arena - After much research on the need for an arena in the Area and on the distribution of arenas in the City as a whole, the Arena Committee submitted a brief to the Public Affairs Committee of City Council in November, 1971. In January, 1972, approval was given for it to be built at Fulton Place Elementary School. After its opening in July, 1972, the Committee became involved in scheduling public skating, etc. and efforts were made to exercise more control of local facilities for the benefit of the local community.

5. The Area 13 News - Suggested by the former Community Committee and first started by the O.F.Y. Team in 1972, the Area 13 News aims at pulling together all community news (letters, bulletins, notices, etc.) into one paper. Advertisements are taken to support the printing and material costs, and community leagues and churches supply news and take care of the delivery of the paper. This community paper was originally part of Open Door's function but was handed over to a separate management team in 1973. This monthly newspaper has become popular with the residents and groups of the Area. Approximately 8,500 copies have been printed each month and so far it has been able to remain self-sufficient. A need now is for skilled personnel in editing and layout. Funds are being sought to hire a co-ordinator.

6. Swimming Pool - The Swimming Pool Committee was formed before the establishment of the Co-ordinating Council. Research on swim-

ming pool standards and location of existing pools in the City was carried out by the Committee early in 1971. There was, however, a split in the community on the question of location of the pool. The majority favored its central location at the Hardisty Junior High School instead of at the McNally Composite High School, the original suggestion. A lot of public relations work and canvassing was done by the Committee and a brief was submitted to City Hall in 1972. The project to date (May, 1973) is still on the drawing board, but the decision to relocate the proposed pool in keeping with the wish of the majority has been made by the Planning Section of the City's Department of Parks and Recreation.

7. Gold Bar Neighbors - This was the continuation of the Mothers and Children Program started by the former Community Committee. (see page 46). The basement of the Ottewell Curling Club was secured for this purpose and the program now is in its fourth year and is functioning well.

8. Health Services Centre - Sparked by the Hastings Report, contained in the Canadian Medical Journal of August 19, 1972, a Committee was formed to look into the idea of establishing a Health Centre where simple diagnoses and treatment could be performed by a nurse instead of patients having to wait for a doctor. Attempts made to involve public health nurses in the project got good results and a public meeting held on April 12, 1973 was a success; more than two hundred people turned up.

Other accomplishments include the improvement of ball diamonds, the submission of a brief to the City regarding Rapid Transit, the provision of a number of Family Life lectures and forums on social

issues and the arrangement of bi-monthly bag-lunch meetings for professionals serving the Area. Council also facilitated a joint request from all the six community leagues to the City asking for tennis and lacrosse facilities on Fulton Place Community League property.

CHAPTER IV

AREA 13 CO-ORDINATING COUNCIL

ANALYSIS AND EVALUATION

THE OPERATION OF THE AREA 13 CO-ORDINATING COUNCIL

Structure. Council has never made a clear choice between setting itself up as an organization of individuals or a federation of local organizations. The decision to combine both aspects was made by the original Executive Committee for several reasons:

1. Most local organizations do not have sufficient resources to maintain a Council that is active in all areas of community life that are in need of help.

2. Conflicts among the local organizations make it difficult to obtain support for a Co-ordinating Council.

3. Large segments of the population in the Area are not represented in local organizations, as indicated in Table VI.

Because of the reasons given above, Council has never been able to solve the problem of representation. The tactic adopted by the Council of inviting representation from local organizations to Council and suggesting to them that Council should send a representative to their meetings has had little success so far. This would seem to indicate that there is an imbalance of costs and rewards to the local organizations resulting from participating in the Co-ordinating Council. This point will be dealt with more extensively

in the section on Organization Participation. The Co-ordinating Council to date is still seen as an interest group attempting to exercise undue influence on existing local organizations. Its composition is a mixture of lone individuals and representatives of local groups.

TABLE VI

Area 13: Resident - Community Organization Affiliation

(N = 80)

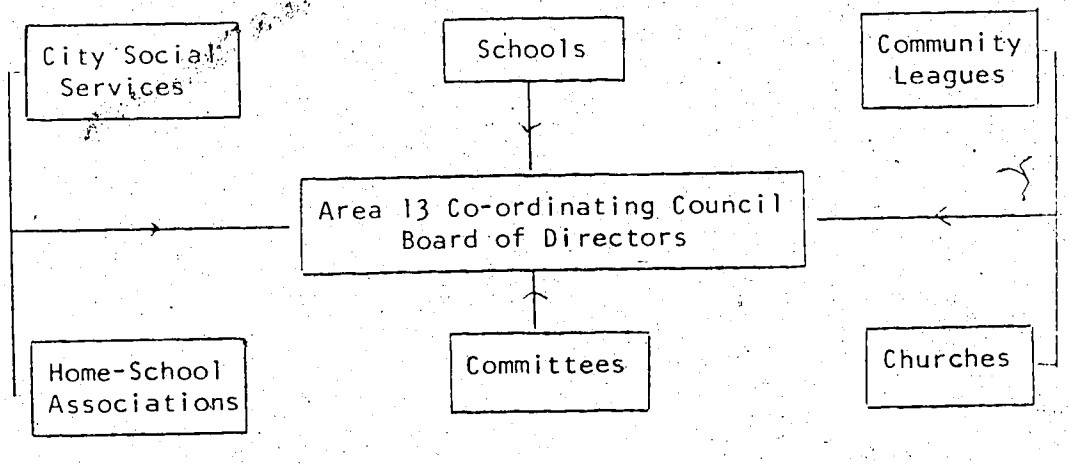
Affiliated Organizations	Percentage of Residents
Community Leagues	34
Home & School Associations	15
Churches	84
Others	35
None	27

Note: See Appendix II "Schedule for Interviewing Area 13 Residents".

Total adds up to more than 100% due to multiple coding.

FIGURE VII

Linkages of Area 13 Co-ordinating Council



So far, strong linkages have been established with the Hardisty Community School and only one community league. Other groups are either not attached or only loosely attached. Even if the majority of local organizations are represented in the Council, the 27% of the population not affiliated to any organization will still have to be taken care of.

The fact that Council Committees are formed as needed and dissolved when projects are completed deserves special comment. This not only avoids unnecessary maintenance costs of dysfunctional committees but also builds up a reserve pool of resources for development of innovative and vital future projects.

Another strong point of the Council's committee structure is that each Committee has considerable autonomy in funding, staffing and decision-making. This distributes the load more evenly and may have been a major reason for the Council's success up to date.

However, the lack of co-ordination of the work of the various committees has been cited as an important area of concern. Attempts to facilitate better inter-committee communication and actions are needed.

Functions. Council's performance to date indicates that it is able to carry out five specific functions:

1. Serving as a watchdog over local government agencies. It has been said that it is good for local agencies to know that Council is concerned about their activities; this knowledge keeps them on their toes.

2. Keeping the public informed as to proposed solutions to current community problems, e.g. Ice Arena, Area News.

3. Acting as the Area's bargaining group in dealing with city government, e.g. pressing the Area's claim for funds to pay supervisors for playgrounds and the Hardisty Drop-In Centre, and to cover a grant for Open Door.

4. Increasing community-mindedness amongst professionals and residents, e.g. 'bag lunch' organizes bi-monthly meetings of professionals serving the Area and the Area 13 News supplies general information about what is going on in the Area.

5. Providing services for the Area. Open Door provides community information and referral and legal services; the Hardisty Drop-In serves as a Centre for people of all ages to go to at no cost; and Area 13 News, in addition to being a good communication medium for community leagues and churches, carries advertisements for local businesses as well.

It has not attempted to do certain things that it might have done. It did not attempt to encroach upon the area of legislation. It took into account existing organizational patterns of local decision-making and attempted to bring about changes within these patterns. By gearing itself to activate dormant functions of existing structures, Council met less resistance from these structures than it would have if it had attempted to usurp these functions.

Process. Council was successful in achieving a number of its goals. It also had some success in changing participants' attitudes and ideas.

The attitudes and values of Council participants and the functioning of the Council reflects a basically different approach to the

TABLE VII

Learning Through Volunteer Participation

(N = 50)

Response	Percentage
Learned about community and problems	60
Learned that things can be accomplished through united action	52
Learned where to get information and services	44
Learned to respect other groups (age/organization)	38
Learned little or nothing	14

Note: See Appendix III "Schedule for Interviewing Council Workers"

Total adds to more than 100% due to multiple coding.

task of community organization, i.e. the community development approach. This technique focuses on individual change and heightened social consciousness; the latter directs itself toward changing social institutions through strategies based on social organization and action. Efforts aimed solely at changing attitudes will not be effective in achieving institutional change. To produce stable behavioral change following attitudinal change, an environmental change must be produced which will support the new attitude and behavior. Evidence such as the Ice Arena and Area 13 News projects indicate that Council is well aware of this symbiotic relationship.

Process in its ideal form has not been carried out by Council, even though the attitudes and values of participants have been changed

in the process of participation. A number of reasons for this can be identified.

1. The vast majority of volunteer members did not view the Council as an educational organization or one that develops leadership skills, as is shown in Table VIII.

The process of education through involvement can occur only when those involved are thoroughly committed to learning as one of the major reasons for being in the Council. Otherwise confusion and frustration over lack of action or slow progress will result. Internal pressure to take quick action in Committee was often considerable and many educational opportunities were missed.

2. The expertise of a few members of Council was relied upon; they did not view themselves as teachers, and sometimes the presence of these few negated the need for others really to become involved in the process, thus encouraging 'elite' control. General meetings were used to drum up interest in programs or projects already decided upon by a few rather than to create a setting for democratic decision-making.

3. The fear of the council not surviving was continual. Projects were instituted without full discussion and without sufficient study of community situations. Discussions were held not so much to inform people about problems but to get them to participate. The stress on participation prevented the full process being followed.

It is obvious that community development process can only take place when members define their role as being something akin to learning by doing; when the tendency toward authoritarianism is removed, projects are fully discussed and sufficient internal resources are available so

that the fear of survival does not become chronic.

TABLE VIII

What Council Should Do

(N = 50)

Response	Percentage
Promote neighborliness	54
Solve Community Problems	80
Promote Co-ordination of Services	65
Promote Participation of Local Groups	40
Develop Local Leadership	20

Note: See "Schedule for Interviewing Council Workers"

Total adds up to more than 100% due to multiple coding.

Goal Attainment. The Council was geared to attaining specific goals (see Appendix IV). In its effort to attain these goals, Council encountered problems such as lack of resources, lack of adequate local involvement, and inadequate organizational co operation. These factors are discussed in other sections of this Chapter. Because goal selection has important implications for goal attainment and, in fact, is the source of what and how things are being carried out by Council, it is considered essential to have some understanding of it.

A classification of project goals based on where the Council gets its necessary resources is given in Table IX. "Co-operative" goals are those toward which several organizations pool their resources under the aegis of the Council. "Do-it-yourself" goals are those toward which

the Council controls the necessary resources.

TABLE IX

Classification of Council Projects

Co-operative	Do-it-yourself
Hardisty Family Drop In Community School	Open Door
	Community Survey (O.F.Y. projects)
Area 13 News	Ice Arena
Gold Bar Neighbor	Swimming Pool
Bag Lunch	Ball Diamond Improvement
Social and Health Service Centre	Volunteer Training
Community Bus	

Goals that require co-ordination among various organizations are difficult to achieve because they necessarily call for some loss of organizational autonomy and/or function. Thus co-ordinated objectives may be regarded by one or more organizations as being too costly. Thus co-ordination is often difficult to bring about in non-crisis situations unless the project offers obvious resource benefits, as in the case of the community school and the Area 13 News. The purchase of a community bus, on the other hand, was stalled, because of insufficient interest among some groups or simply because in some cases it was felt that the costs outweighed the rewards derived from it.

"Do-it-yourself" goals are connected with a "needed" service. They provide major rewards for task accomplishments. Most often these projects require the investment of a great deal of time, skills, etc. of Council members, and may also be relatively costly. "Do-it-yourself"

projects are best advised when they provide service of a permanent nature so that emotional and service rewards are cumulative, e.g. Open Door, Ice Arena.

The Council has rarely been able to achieve broad goals in any one project. Perhaps they are not sufficiently aware of goal relationships. The Community School, for example, should be part of a series of Council projects aimed at changing the educational pattern in the Area. Each project should be planned so that it could enhance future projects.

Instead of concentrating only on running a social and health centre, the ad hoc Committee could have started by helping social workers and doctors with certain recurrent routine problems that they have to contend with, e.g. the aged who need someone to get their medicine from drug stores, families with so many problems that they are ready to fall apart, youths who have drug or/and alcoholic problems, etc. The Committee might have included citizens, doctors, nurses, and social workers. They would have represented the less verbal, increased the level of awareness about the Area, and most significantly, offered to the Council increased resources toward making the project a success.

Council's activities already noted indicate that Council ranged widely in its activities, many of which were consensual, e.g. Community School, Open Door, and Area 13 News, while others were controversial, e.g. Hardisty Family Drop-In, and the Swimming Pool. Tactics used, it is suggested, should concentrate on consensus rather than on the conflicts that exist in the Area, e.g. the Community School Committee should press for better community school programs related to the community as a whole rather than stress school non-co-operation; should publicize the need

for a swimming pool and a Social and Health Centre in the Area, rather than protest inadequacy of services provided by the City Agencies. This approach is now being adopted by the Council, and to a certain extent, its public espousal of the values of consensus and co-operation has enabled it to set itself up as the conscience or voice of the Area, even though inadequate representation of local groups might make its legitimacy questionable.

Capable Council leadership has been a major factor in its success. This ability was based on much more than rational skills and personality traits, leadership often had influence over people and groups through the control of money and other facilities. Many of the board directors not only had executive and administrative positions but could command other needed resources and facilities in and outside the Area.

Leadership often attained goals by setting up new committees in which the costs of investing the needed resources were lower than in the Council itself, e.g. Open Door and the Hardistry Family Drop-In; or it got already existing organizations or groups to undertake projects, e.g. Gold Bar Neighbors; or it exercised some control over a needed resource, e.g. Area 13 News, by threatening loss of prestige to non-participants. In deciding on appropriate tactics, it would be wise for Council to appraise the range of procedures open to it: mass public meetings, committee meetings, forums, delegations, submission of briefs, surveys, etc. In such an appraisal Council should estimate the rewards and costs likely to be related to the various procedures before adopting what is best in the particular circumstances.

Council is operated by formulating, at their annual planning sessions, broad plans of action toward the solution of local problems. Seldom were all the needed resources readily available. Their next task was to locate groups, organizations and individuals, suitable for particular projects and develop plans for securing their services and resources. This ofen involved much personal contact and persuasion.

Resources recruited for one project often carried over to a second one. This was clear in the cases of the successful arena and Open Door projects, they encouraged citizen participation in later ventures.

Maintenance. Much of what Council achieved came about because it existed as a stable organization over a period of two years, time enough to establish rapport and credibility with City Agencies, community leagues, churches, etc.

A number of interrelated factors are responsible for Council's stability. Success in one project made it easier for Council to succeed in others and thus organizational prestige was cumulative which further enhanced Council's stability. Involvement of City Agencies and local groups bridged conflicts of interest, thus providing short-term as well as long-term rewards. All of these factors have already been discussed or will be dealt with in other sections of the Chapter. Other factors which deserve some attention are:

1. Accommodation. Council should produce rewards for organizations whose co-operation is needed - and not criticize them unduly. The local organizations received rewards in that they become aware of what Council was doing. On-going projects make it likely that the Council will be able to continue co-operative relationships with certain organ-

izations in the future.

Accommodations, however, are not always good. They prevent Council from entering into healthy controversy and therefore should be adapted only when rewards clearly outweigh costs.

2. Commitment. Increasing the commitment of its members is the best hope for making the Council more stable. Project involvement was seen as the major technique, but this technique does not seem to secure commitment beyond the immediate project. Sole reliance on it has limitations. It is a known fact that some people form attachments on the basis of ideas and values; some on personal relationships and some on group loyalty. Relying exclusively on one or other of these is being short-sighted.

Involvement in formal meetings alone is also a poor mechanism for securing commitment. Often a month will go by without contact among members. One requirement for dedicated membership is that members know what they can and cannot do in the context of Council. Unfulfilled and unrealistic expectations can be disastrous. Council has to develop means of socializing members to its overall values, as well as ways by which members can learn to perform Council's organizational roles.

3. Consensus. Council was able to maintain internal harmony by normative appeals. Their Committee structure also minimized conflict. Discord and tension could be contained in the specific Commi- ee and kept from spreading throughout the Council.

4. Leadership. Those performing leadership roles in the Council have demonstrated that they possess the requisite knowledge of community life and have some skills in organization, fund-raising, work-

ing with groups and public relations. These qualities are certainly important in Council maintenance but not necessarily sufficient. There appears to be a lack of leaders with skills in educating members in the roles and techniques of organization maintenance and the developing solidarity and commitment among members by the creation of enduring symbols.

5. Funding. Council has continually been subject to financial difficulty because there are no regular funding sources. Dependence on the generosity of local organizations and individuals without built-in mechanisms to enforce contributions will always be a threat to Council's survival and expansion.

During the two years Council received funding from local organizations and individuals on a voluntary basis, all contributions at any one time were less than $100.00. This has obvious limitations.

INDIVIDUAL PARTICIPATION

TABLE X

Member Attendance at Council Meeting

(1971-1973 period)

Member Attending	Meeting
0 - 10	7
11 - 20	11
21 - 30	1
31 - 40	1

Member Participation: The relatively small number of participants in Council meetings as indicated in Table X is a source of concern to Council. Nothing is more demoralizing and discouraging than

having only the Chairman and a few members present at a meeting. In such situations little can be accomplished.

Judging from results, it would seem that a large membership is not necessary for successful goal attainment. Council managed to accomplish a great deal with a small number of active members. One respondent summed it up by saying, "I am amazed at how much a few people can do!" However, it cannot be denied that many projects were unnecessarily delayed and some were never started.

Area 13 was predominantly middle class (see Table V), the Council tended to be also predominantly middle class. Participation in project implementation is fairly uniformly distributed throughout the population but involvement is limited. The logical reason is that certain people have more contact with others who are occupationally better placed to participate than are others. The occupations of the board members in the period 1972-1974 is indicated in Table XI.

A more balanced composition of the Board is difficult to achieve because the required knowledge, verbal facility, and technical expertise are not widely available. The Council has, however, through its different projects, achieved good citizen participation where project implementation is concerned, e.g. Open Door (20), Hardisty Family Drop-In (100), Area 13 News (12). Once people are involved there is at least the possibility of changing the perception that limits more extensive and varied participation.

Rewards for Participation. Council offers a range of rewards to participants in Council and in Council projects. The four types of rewards are:

TABLE XI

Board Member's Occupation

Occupation	Board Member Number 1972-1973-74*
Minister	1+
School Principal/School Board	1
Business men	1
Social Worker	1
Housewife	4
Professional	7
Others	2

Note: * According to election in April, 1973
+ Group of Ministers taking turns

1. Service Rewards - rewards engendered by the services that Council produces, e.g. Ice Arena, Open Door, Hardisty Family Drop-In.

2. Emotional Rewards - Rewards of a primary emotional nature, e.g. friendship, praise, self-esteem.

3. Ideological Rewards - rewards satisfying one's commitment, e.g. a good citizen, a good Christian.

4. Negotiable Rewards - rewards which enhance the prestige of a particular group or which gets one into the public eye.

To obtain a true picture of what can accrue to a particular participant it is necessary to realize that each individual has more than one status. The fact that each person is a multi-status individual and that one status may conflict with another sometimes makes the question of rewards a difficult one. This problem is discussed in the section on A Model of Citizen Participation in Chapter II.

The Council offers rewards to participants in three ways:

1. Through the achievement of specific goals.

2. Through the ways in which goals are achieved.

3. Through structural devices, such as formal offices and informal cliques. It is obvious that the quantity and quality of rewards available in the Council may be varied by manipulating its goals, procedures and structures.

Council has not yet had, as a goal, a commitment to itself as an organization and solidarity among its members. Once such a goal is developed, a new source of rewards will be generated because commitment and solidarity, once developed in a member, can act as a self-rewarding mechanism.

TABLE XII

Rewards Received by Participants

(N = 50)

Reward	Percentage
Service	80
Emotional	64
Ideological	14
Negotiable	4

Note: See "Schedule for Interviewing Council Worker"

Total adds up to more than 100% due to multiple coding.

From a common sense viewpoint as well as from observing the Council in action, it is to be expected that members will in some ways derive emotional rewards from participation. However, the low percent-

age reporting receiving ideological and negotiable rewards in surprising. It may be that the respondents are not aware of what is meant by ideological and negotiable rewards.

Initiation of Participation. As indicated by Table VIII, less than one-third of the participants involved in Council projects were participating because of self-directed civic interest. The level of community awareness or social conscience of the residents in the Area is well shown by this indicator.

TABLE XIII

Initial Involvement of Participants

(N = 50)

Initial Involvement	Percentage
Self-directed civic interest	30%
Invitation from a friend	66%
Sent as a Representative	0
Don't remember	4%

Note: See Appendix "Schedule for Interviewing Council Worker"

The two-thirds of the participants in Council projects initiated by personal contact indicates that individual participation can be increased more effectively through such indirect action than by appeals to citizen values and norms.

Council's attempt to recruit individual members from local groups was relatively unsuccessful. Even when some did join, they rarely represented their groups in the sense of facilitating access to their group's resources. These individuals were only able to give Coun-

cil their own personal resources.

Council was able to get along with a small group of active participants because they were genuinely committed to the ideals of citizen responsibility and citizen participation in creating a better place in which to live. The skills, knowledge and experience available in this small group enabled it to form an active core that has done a tremendous job in community betternment and in heightening the visibility of the Area 13 Co-ordinating Council.

ORGANIZATIONAL PARTICIPATION

Extracommunity Organizational Participation. It has been noted that official exchanges between Council and other organizations remained minimal during the last two years. However, in this period of council establishment, it interacted unofficially with a large number of different groups. Such interaction is considered imperative for Council's operation, maintenance and survival. Table XIV clearly shows the types of interaction existing between Council and extracommunity organizations.

TABLE XIV

Extracommunity Organization - Council Interaction

Interaction	Extracommunity Organizations
Supportive: Finance	City Department of Social Service City Department of Parks & Recreation Secretary of State Edmonton Catholic Women's League Kinsmen Rotary

Physical Resources	City Department of Parks & Recreation Edmonton Public School Board AID (Advice, Information, Direction) Media Co-op Edmonton Journal
Manpower	City Department of Social Service City Department of Parks & Recreation University of Alberta University Hospital Alberta College Edmonton Public School Board Edmonton Family Life Association YWMCA, YMCA Task Force on Urbanization and the Future Media Co-op
Consultative:	City Department of Parks & Recreation City Department of Social Service City Hall Federation of Community Leagues West 10 AID Task Force on Urbanization and the Future. Provincial Department of Education Canadian Poor People's Council Provincial Department of Labor Provincial Department of Health and Social Services
Co-operative:	City Department of Parks & Recreation City Department of Social Service Community League Edmonton Family Life Association Task Force on Urbanization and the Future Edmonton Public School Board Provincial Department of Education AID YMCA, YWCA

This list does not intend to be exhaustive but to serve to reveal the range of interactions in existence. It is obvious that the interactions and involvement of these extracommunity organizations in

Council activities had important consequences. Many of the resources needed to carry out Council projects were acquired through them. It also demonstrated a degree of commitment of extra-community organizations to a better local community life. As a result of these interactions, regardless of the presence or absence of intangible outcomes, the visibility of the Council increases; this undoubtedly facilitates its image and enhances the chances of success of future projects.

Council should note that there is a constraint on extracommunity organizations to define Council projects as being good for the Area and Council as well as being good for them. Extracommunity organizations are also influenced by the constraints of scarcity of resources and bureaucratic procedures entrenched in the system. This is reflected in the refusal of Council's request for seed funding, slowness in implementing matters agreed upon, a general lack of co-operation, and skepticism about Council projects expressed by some extracommunity organizations.

Intracommunity Organization Participation. The significance of the interactions between intracommunity organizations and Council is indicated in Table XV. Council is to a very large extent dependent on the involvement of these organizations, even on an unofficial basis, if they are to function optimally.

Area 13 is geographically small and the memberships of local organizations seem to overlap. It is common for people to go to several organizations. What goes on in one therefore has effects on the others.

It has already been mentioned that there is a finite amount of time, money, skills, etc. available for voluntary community activities. This results in latent conflict among organizations over limited re-

TABLE XV

Intracommunity Organization - Council Interaction

Intracommunity Organizations	Supportive	Consultative	Co-operative
Area Office:			
City Parks and Recreation	x	x	x
City Social Service	x	x	x
Community Leagues	x	x	x
Churches	x	x	x
Home and School Associations	x		x
Business Enterprises	x		
Brownies		x	
Scouts & Guides		x	
Schools	x		x

sources. From this vantage point there seems to be an inherent conflict between Council and other community organizations. This discord is intensified by the possibility of Council assuming the functions of other local organizations. A case in point is the summer camp program offered by the Hardisty Family Drop-In Committee. The community leagues will no longer be able to perform this function exclusively and may be weakened thereby.

The traditional community organization process relies on building co-operative attitudes through participation with other organizations in Council activities. This attitude takes considerable time to develop. Thus it may be important that Council should concentrate on the rewards it has to offer to local organizations. It is clear that a local organization will be more apt to co-operate with Council if it can secure re-

sources for the achievement of its goals while working on Council goals - Area 13 News, bringing all local organizations together, offers salient rewards to each participating organization as well as to the Council.

Council has been continually urging projects on city agencies, it seldom urges projects on local organizations; it only urges them to send representatives to the Council. It would seem that the costs to individuals working on a project in their own groups would be lower and the opportunity for rewards greater. This tactic has not been used because Council was considered as a place where all groups could come and work together on common projects.

It is submitted that it will be useful for Council to develop an effective tactic over a period of time for co-operating with local organizations. The newspaper provides the Council with a medium for praise, criticism, promotion or opposition. The Open Door and the Family Drop-in Centre give Council prestige and an aura of potential power and visibility. All these resources are also useful to other organizations.

In case organizations do not participate or do not wish to accept the rewards Council offers because the costs are too high, Council should ideally be able to raise the cost of non-participation to such an extent that they outweigh the costs of participation (such as fear of losing prestige or being labelled as non-co-operative). The imposition of these costs rests on the Council's ability to gain control over a resource or resources that the organizations view as vital to their existence.

Before inviting an organization to co-operate, Council should

know what the strong points of the organizations are. Instead of asking the organization to provide resources to the Council, it should be asked to sponsor projects that would help the community and the Council as well.

Community projects cannot be achieved by Council solely through appeals geared to social values or rational ends, such as the more effective provision of services. There are overt and latent conflicts among local organizations. Tactics aimed at mutual benefits, imposition of costs for non-participation, and increasing rewards for participation should be utilized.

CHAPTER V

CONCLUSION AND RECOMMENDATIONS

The approach used in looking at Area 13 Co-ordinating Council is one that draws heavily on the human relations school and less on the classical model of organization. It is considered that the traditional model has important limitations, particularly when examining community organization, as it is too concerned with formal structure and not sufficiently concerned with the individuals who make the structure work. My emphasis on human relations, however, has resulted in some inadequacy in the analysis of tasks that are considered important in building organization and some lack of insight into the correlation between jobs and corresponding methods.

Another limitation of this study is that it has given little attention to the interactions existing between extra-community organizations and the Co-ordinating Council and the effect these interactions have had on the Council's freedom to choose its own goals. The scope of this study does not allow for an examination in depth of the relationship between the Council and each of its sub-parts, although this may be important for a complete understanding of the Council's work and function.

This study is motivated by the primary conviction that community development relies principally on the time and effort that citizens give to participation; these local resources have to be utilized as efficiently and effectively as possible. The Area 13 Co-ordi-

nating Council has been able to involve quite a number of residents in a variety of projects in respect of goals: tasks, process, and relationship, although to varying degrees.

Task goals. Council has been able to arouse citizen interest, participation, and support in its efforts to improve social services and amenities. Most of the Council's projects have been task oriented and, so far, Council has been most successful in influencing both extra- and intra-community organizations in bringing into the Area better and/or new services. A climate has been produced which is favorable to innovation and functional change.

Process goals. Council has, to some extent, attained goals of a process nature (see page 32 for a definition of process goals). Its attempt to introduce new interaction patterns into the Area are certainly commendable. Whether these will lead to a better sense of community and strengthen social bonds between the residents in the Area is perhaps too early to say. It can be submitted, however, that Council has established communications with other systems, developed inter- and intra-organizational communication and planning systems, encouraged better utilization of both physical and human resources and, to some extent provided a mechanism for intra-community service co-ordination.

The concept of life-long education has not yet been accepted by residents or even by the average Council worker. Whether or not Council has helped individuals to develop their own potential as leaders is something that is too early to assess. The Council's achievement in the past two years indicates that it is obviously strongly service-oriented.

Relationship goals. Council to date has not dealt with redistribution of decision-making power as it affects community affairs in the Area, nor has it involved itself in changes in the social structure. Perhaps as it becomes better established and citizens become more politicized, efforts to achieve relationship goals will be made. Successful social development of any one of the local areas will eventually affect others. This overspill effect will strengthen the case for a community council. Coupled with support from extra-community agencies such as the Task Force Committee on Urbanization and the Future, and Area 13 Co-ordinating Council; and given the right political climate, Council will no doubt aim at establishing and/or improving relationships.

It may be concluded that Area 13 Co-ordinating Council's success has depended largely on its leadership, its horizontal organizational structure, the selection of goals and projects based on real needs, interests and available resources, its ability to assess rewards, and costs to participating individuals and organizations.

Based on the observations and analysis as noted in Chapters III and IV, specific recommendations are made on specific aspects of the Area 13 Co-ordinating Council. These recommendations should only be considered as tentative and suggestive. By pinpointing particular areas of concern and providing suggestions for improvement, it is hoped that this will reinforce citizen interest and develop a fuller and a more insightful understanding of the efforts of the Council toward the betterment of the community.

It is further suggested that should these recommendations be

accepted by the Council in principle, they should be released to the residents of the Area for full discussion before attempting to vote on their adoption and implementation .

1. Geographic Boundary. It is recommended that the geographic area to be represented by Council be reduced to three districts, namely Capilano, Fulton Place, and Gold Bar (See Map III). This not only limits the client population to between 10,000 and 15,000, a more feasible and manageable size, but also makes for more Council-resident contact, a vital factor in the development of citizenry. The smaller geographic area has further advantages in that it lessens the difficulties inherent in organizing for adequate representation (See page 85) on the Council and hence its legitimacy.

2. Structure. Council should take upon itself the task of obtaining full area representation. The strategies for acquiring intra-community representation, (discussed in Chapter IV) as well as block representation, should be utilized simultaneously. The following procedures are recommended for organizing block associations:

A. Preparatory:

1. Form a canvassing team.
2. Train canvassing members.
3. Develop plans for block boundaries.
4. Draw up a work schedule and a time schedule.

B. Organizing:

1. Ask people what has been done in the neighborhood.
2. Ask people what they want.
3. Advise people that it is possible others may have the same or similar thoughts.

4. Suggest a little group meeting in the block to find out how widely needs are shared.

5. Seek out leaders.

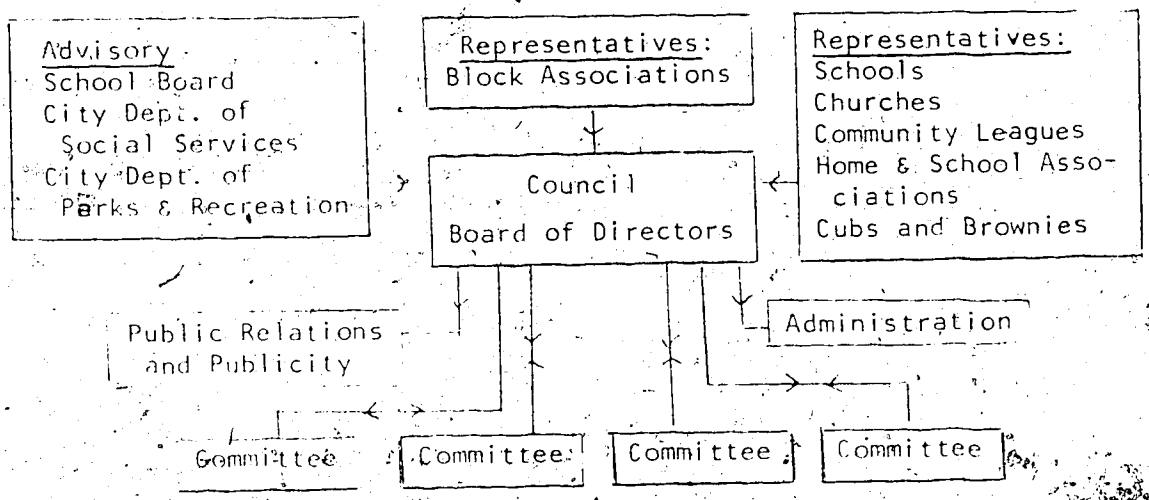
6. Give block leaders necessary support.

7. Encourage block leaders to get together.

It is submitted that a desirable Council structure is one which is flexible, chosen to meet local needs, supported by citizens and voluntary organizations, subject to constant, objective evaluation and adjustments resulting from ideas, and constructive criticism from participating citizens.

FIGURE VIII

Model Structure of Co-ordinating Council



It is recommended that the present relationships between Committees and the Council Board remain as they are, and that better co-ordination between Committees be developed through an improved formal and informal communication network in addition to the structural requirement of a representative from each Committee on the Board.

Goal Selection. The educational value of participation in Council activities must be recognized as a prime justification for the Council's existence. This is in keeping with the community development goals discussed under Process in Chapter IV.

Community control should be established as the long-range goal. Community control should be understood as essentially a process for problem-solving in which, ideally, there is complete and open sharing of all information and fact; full discussion and ultimate participation in decision-making by everyone in the community in its own best interests as well as for those of the larger society. Care must be taken to avoid attempting control for the benefit of only certain segments of the population.

In its efforts to attain community control, Council should try to determine what decisions should be made locally, what services should be decentralized and what degree of citizen participation in decision-making should be encouraged. All these determinations rest on judgments as to the best way to achieve efficiency and at the same time eliminate feelings of alienation and powerlessness. Trials of a variety of arrangements should be made as different types and combinations of citizen participation and community control will be needed to suit the differing conditions that exist.

Council should not choose projects simply on the assumption that they will be good for the community. Some may be beyond its capabilities or financial resources, other may not. It is recommended that Council select projects based on values and interests of participants as well as on the projects' costs and feasibility.

There seems to be a need for projects involving junior and senior teens. Such projects which are only designed to direct youth's excess energies and get them "off the street", or only to control undesirable attitudes and behavior, are not solving the problems. They should provide learning situations in which both youths and adults can grow together in developing their potentialities. Community studies and surveys, various types of social action, e.g. polution control, entertainment functions, e.g. multi-cultural shows, are some of the things youth should be actively engaged in.

The Area Council seems to have ignored the senior citizens. With increasing numbers of old people living in the Area (see Table IV), Council must devise plans to involve groups of senior citizens in community activities so that they will feel they are an integral part of the community and not a group that has been left behind.

New members and allies. To attract new participating members and allies, Council must demonstrate a potential for success. Having at their command resources such as money, skilled leaders, active members and technical assistants, might serve as evidence of the ability to achieve goals. Success in service projects may overcome the widespread disinterest in political activities. This tactic has been discussed in Chapter IV.

Although aid from allies implies some limitation on Council activities and orientations, sponsorship may sometimes be accepted because of the accompanying status and resources.

Council should make an effort to locate strong allies with an ideology that it can respect. Co-operating with such organizations

as West 10 and other Councils in other areas of the City in a common cause, will be mutually supportive and may enhance organizational legitimacy.

Resource acquisition. The survival of a council depends upon its capacity to maintain and increase membership and prestige. To do so, it needs to have adequate financial and other resources.

Council must develop financial plans (including fees for membership, if need be) which are acceptable to existing intra-community organizations and individuals. At the expedient political time, Council should exert pressure on government to enact appropriate legislat for the establishment, protection, etc. of community councils in t e C f Edmonton.

With regard to resource personnel, Council should make extensive use of the pool of resources available in local schools. The high school is an excellent source of help. Tapping this source of help is multi-beneficial: it provides the required resources, generates interest among young people in community affairs, diverts young people from destructive activities because of excess energies, raises the level of adult awareness of community responsibilities and bridges the gap between youth and adults.

Council should also make use of the resources available at the University of Alberta, particularly the Interdisciplinary Program in Community Development and the Department of Sociology. Linkages should also be established with the Grant McEwan Community College.

Membership Loyalties. It is recommended that Council should occasionally display influence in the bargaining arena by selecting goals

which are tangible and easy to achieve. Quick and impressive victories, and tangible rewards, are important in sustaining membership loyalties.

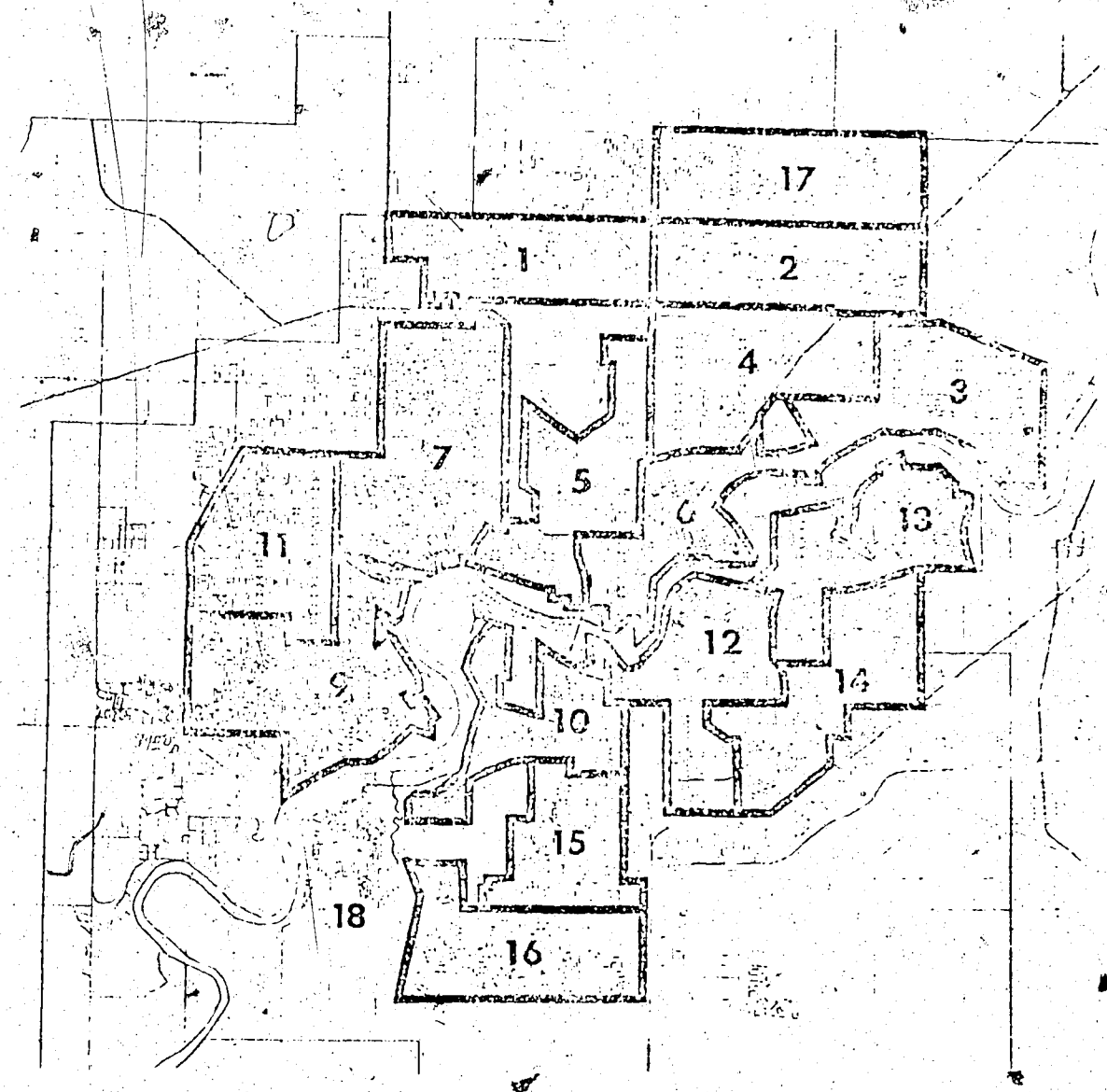
Council should also demonstrate that participants will have more than a marginal effect on anticipated rewards, and that rewards can be obtained only through participation.

Leadership Development. Dependence on exogenous skilled personnel creates problems; they are expensive to obtain and are often available only for short periods of time, thus there is usually little commitment, dedication, or continuity. Council must aim at developing its own leaders for the carrying out of its central functions.

The problems of Council's dependence on a few active core people have already been pointed out and the endemic effects of becoming "burnt out" are becoming obvious. It is of first importance that Council locates leadership potential in the Area and set up regular leadership training courses and workshops with sponsorship from the University of Alberta or the Grant McEwan Community College.

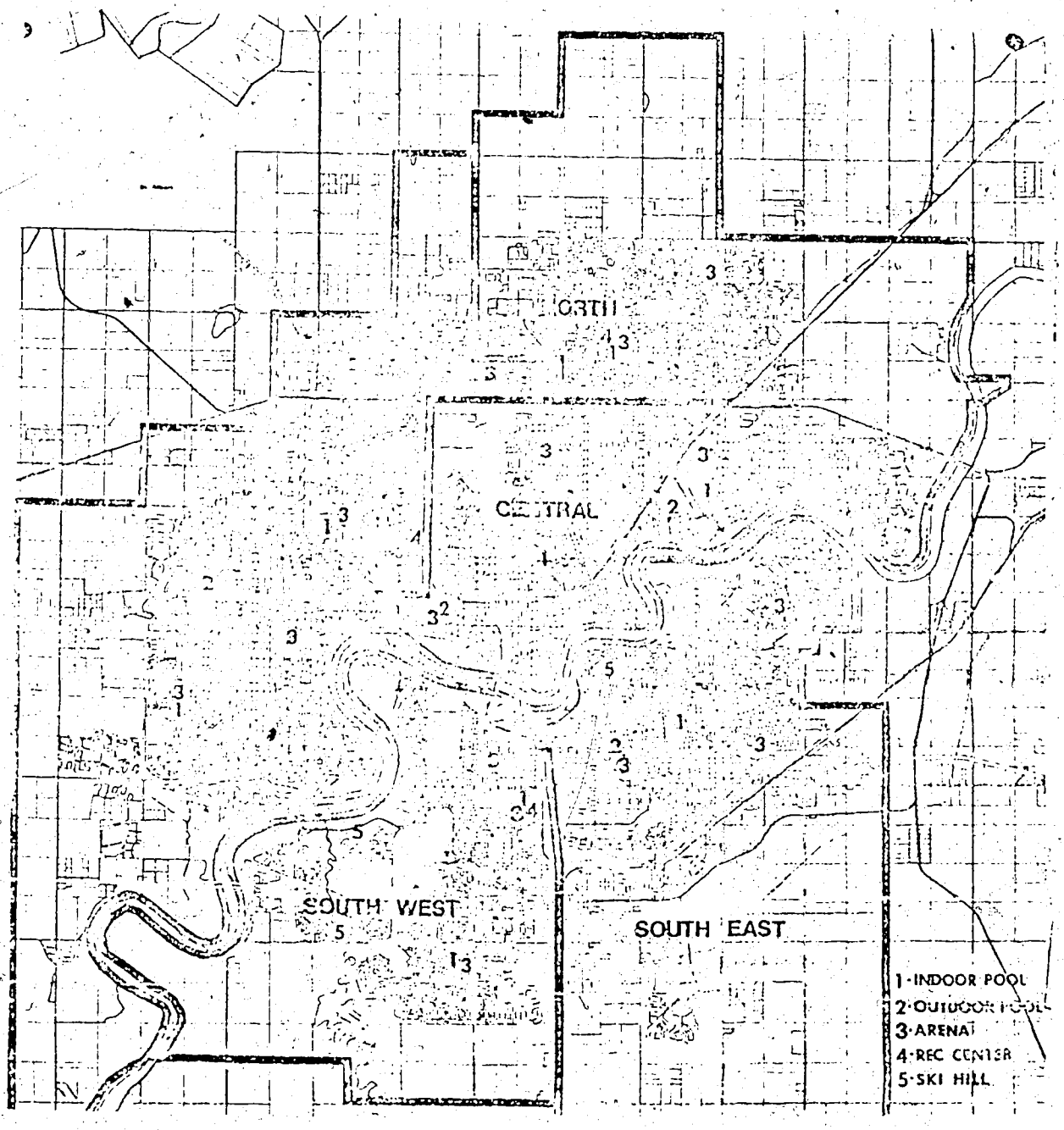
MAP 1

AREA BOUNDARIES - CITY DEPARTMENT OF PARKS AND RECREATION



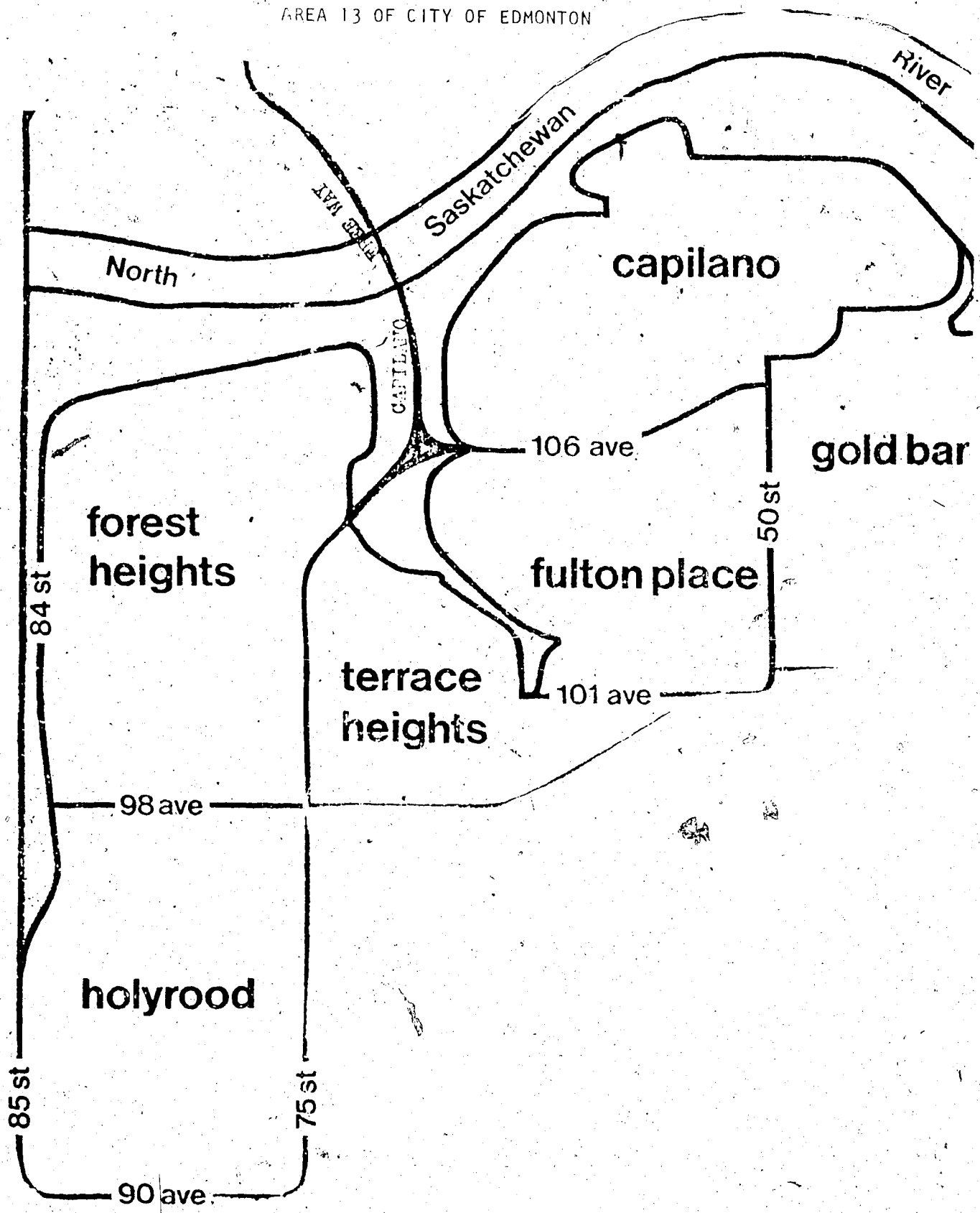
MAP 11

DISTRICT BOUNDARIES - CITY DEPARTMENT OF PARKS AND RECREATION



MAP III

AREA 13 OF CITY OF EDMONTON



BIBLIOGRAPHY

ALINSKY, S. D., Reveille for Radicals. New York: Vintage Books, 1946

ALINSKY, S. D., Rules for Radicals. New York: Random House, 1971.

BANFIELD, E. C., Political Influence. New York: Free Press of Glencoe. 1961.

BANFIELD, E. G. and WILSON, J. Q., City Politics. Cambridge, Mass., Harvard University Press, 1963.

BANOVETZ, J. M., "Public Participation in Local Government", Studies in Comparative Local Government 6 (1), Summer 1971, 54-61.

BEACH, R., A Study of Conflict: Citizen Participation in Education. An unpublished paper, 1971.

BIDDLE, W. W. and BIDDLE, L. J., The Community Development Process. New York: Holt, Rinehart and Winston, Inc., 1965.

BLACKWELL, G., "A Theoretical Framework for Sociological Research in Community Organization". Social Forces, XXXIII (60), Oct., 1954, 60.

BLAU, P. M., Exchange and Power in Social Life. New York: John Wiley & Sons, 1964.

CAHN, E. S. and PASSETT, B. A., (Ed.) Citizen Participation: Effecting Community Change. New York: Praeger Publishers, 1971.

CLINARD, M. B., Slums and Community Development. New York: Free Press of Glencoe, 1966.

CRAIN, R. L. and ROSENTHAL, D. B., "Community Status as a Dimension of Local Decision Making", American Sociological Review, 32 (6), Dec., 1967, 970-984.

COX, F. M. and others, Strategies of Community Organization. Ithaca, Illinois: F. E. Peacock Publisher, 1970.

DAHL, R. A., Who Governs: Democracy and Power in an American City. New Haven: Yale University Press, 1961.

DOWNS, A., Inside Bureaucracy. Boston: Little, Brown & Co., 1967.

DRAPER, J. A., Citizen Participation: Canada. Toronto: New Press, 1971.

DUNHAM, A., The New Community Organization. New York: Thomas Y. Crowell Co., 1970.

DUNHAM, A., "Some Principles of Community Development", International Review of Community Development, 11, 141-51, 1963.

DYE, T. R., "Popular Images of Decision Making in Suburban Communities", Sociology and Social Research, 47 (1), 1962, 75-83.

EISENSTADT, S. N., "Review of Exchange and Power in Social Life", American Journal of Sociology, LXXI, Nov., 1965, 333-334.

FRANKLIN, R., Patterns of Community Development. Washington, D. C.: Public Affairs Press, 1966.

GREER, S.A., Social Organization. New York: Random House, 1955.

GROSSER, C., The Legacy of the Federal Comprehensive Projects For Community Organization, 25th Annual Program Meeting, Council on Social Work Education, 1967.

HAHN, H., "People and Politics in Urban Society", Urban Affairs Annual Reviews, BeverleyHills - London, Sage Publication, 1972, (vol. 6).

HALIK, J. S. and CLAYCOMB, J. H., "Search for Leadership", Journal of Co-operative Extension, 2 (4), Winter, 1968, 235-241.

HAMPTON, W., "Little Man in Big Societies", Journal of The Town Planning Institute, 57 (4), April 1971, 168-170.

HARPER, E. B., and Dunham, A., Community Organization in Action. New York: Association Press, 1959.

HAYES, D. P. and others, "Community Structure and the Mobilization of Support", Can. Review of Sociology and Anthropology, 4 (2), 1967, 87-98.

HILLMAN, A., Community Organization and Planning. New York: The Macmillan Co., 1950.

HUNTER, F., Community Power Structure. Chapel Hill: University of North Carolina Press, 1953.

KAHN, A. J., "Social Science and the Conceptual Framework for Community Organization Research:, Social Science Theory and Social Work, (ed.) KOGAN, L. S., New York: National Association of Social Work, 1969.

KAHN, S., How People Get Power. New York: McGraw-Hill Book Co., 1970.

KAPLAN, H. B., "Implementation of Program Change in Community Agencies", Milbank Memorial Fund Quarterly, 45 (3), 1967.

KRAMER, R. M. and SPECHT, H., Readings in Community Organization Practice. New Jersey: Prentice-Hall, Inc., 1969.

LARSON, V. W., Key to Community: Organizing For Co-ordinated Effort in Communities. Saskatoon: Centre for Community Studies, University of Saskatchewan, 1963.

LIPPITT, R. and others, The Dynamics of Planned Change: A Comparative Study of Principles and Techniques. New York: Harcourt, Brace, 1958.

MEYER, D. G., Participative Decision Making: An Analysis and Review. Iowa City: Center for Labor and Management, University of Iowa, 1970.

MINNIS, J., Care and Feeding of the Power Structures. New University Thought, Summer 1964, 78-79.

MORRIS R. and BINSTOCK R. H., Feasible Planning for Social Change. New York: Columbia University Press, 1966.

Ontario Department of Education, Report of the Study Committee on Recreation Services in Ontario, 1970.

OVERLY, D. H., "Decision Making in City Government", Urban Affairs Quarterly, 3 (2), Dec., 1967.

PERLOFF, H. S., Planning and the Urban Community. Pittsburgh, Carnegie Institute of Technology, 1961.

PERROW, C. B., Organizational Analysis: A Sociological View, Belmont, California: Wadsworth Publishing Co., Inc., 1970.

ROSSI, P., Power and Community Structure, Urban Government, ed., Banfield, E. C., New York: Free Press of Glencoe, 1961.

ROTHMAN, J., "Three Models of Community Organization Practice", Strategies of Community Organization, (ed.) Cox, F. and others, Ithaca, Illinois: F. E. Peacock Publishers, Inc., 1970.

ROSS, M. G., Community Organization: Theories, Principles and Practices, New York: Harper & Row, Publisher, 1967.

RUSTIN, B., "From Protest to Politics: The Future of the Civil Rights Movement", Commentary, 39 (2), Feb., 1965, 25-31.

SAVAS, E. S., "Municipal Monopoly", Harper's Magazine, Dec., 1971, 55-60.

SELZNICK, P., The Organizational Weapon New York: Rand Corporation, 1952.

SCISM, T. E., "Public Opinion and Public Decisions in Small Cities", Social Science Quarterly, 52 (1), June 1971, 204-210.

SPIEGEL, H. B. C., Citizen Participation in Urban Development, Volumes I and II, Washington: Center for Community Affairs, NTL Institute for Applied Behavioral Science, 1968.

SIMMIE, J. M., "Public Participation: A Case Study From Oxfordshire", Journal of the Town Planning Institute, 57 (4), April, 1971, 161-162.

SMITH, P. J., Public Goals and the Canadian Environment, Speech read at Annual Meeting of the Town Planning Institute of Canada in Edmonton, July 20, 1970.

SOLOMAN, D. D., Key to Community: Evaluating Community Program, Saskatoon, entre for Community Studies, University of Saskatchewan, 1963.

STENSLAND, P., Key to Community: Community and Development, Saskatoon: Centre for Community Studies, University of Saskatchewan, 1962.

STYLES, B. J., "Public Participation - A Reconsideration", Journal of Town Planning Institute, 57 (4), April 1971, 163-167.

The O.M. Collective, The Organizer's Manual, New York: Bantam Books, 1971.

THOMAS, W. H., and others, "Forum on Public Participation in Planning", Journal of the Town Planning Institute, 57 (4), April 1971, 171-175.

TRECKER, H. B., Citizen Boards at Work: New Challenges to Effective Action, New York: Association Press, 1970.

VROOMAN, P. C., "The Power Dilemma in Citizen Participation", Canadian Welfare, 48 (3), May-June 1972, 3-7.

WACHTEL, D. D., "Structures of Community and Strategies for Organization", Strategies of Community Organization, (ed.) Cox, F.M., and others, F. E. Peacock Publishers, Inc., 1970.

WARREN, R. L., Perspectives on the American Community, Chicago: Rand McNally & Co., 1966.

WARREN, R. L., Community Development and Social Work Practice, New York: National Association of Social Work, 1962.

WARREN, R. L., The Community in America, Chicago: Rand McNally & Co., 1963.

WEISSMAN, H. H., Community Council and Community Control, Pittsburgh: University of Pittsburgh Press, 1970.

WEISSMAN, H. H., Community Development in the Mobilization for Youth Experience, New York: Association Press, 1969.

WRAITH, R., "Participation by Public Inquiry", Theoria to Theory, 6 (1), Jan., 1972, 82-91.

co-ordinating council

6226-fulton road
edmonton, alberta
T6A 3T4

Open Door,
9 January, 1973.

Mr. G.A. Eyford,
Room 240 Campus Tower,
University of Alberta,
Edmonton, Alberta.

Dear Mr. Eyford:

The Co-ordinating Council of Area 13 would like to know if your department has a graduate student who would be interested in doing practical community development work and study in our community. I have enclosed a history and a newspaper clipping to give some background on the Council.

At present we need help in the following areas:

1. Help with the Councils internal structure.
2. Input as to the Councils future direction i.e. role the Council, when and if regional government comes into effect.
3. Organizing the community at a grass roots level.
4. Pulling information needed by Council, in setting priorities, from 1% Survey, done in the Fall of 1971.

I trust the above is in line with your conversation with Mr. Merril McDonald and Mrs. Pauline Edwards at Open Door on 18 December, 1972.

Yours sincerely,

Pauline Edwards
for.
Gary Caster,
Chairman
Co-Ordinating Council of Area 13.

serving:

capilano forest heights fulton place gold bar holyrood terrace heights

APPENDIX II

SCHEDULE FOR INTERVIEWING COUNCIL WORKERS

Sex _____ Age ___ Marital Status _____ Religion _____

Occupation _____

Years of school completed _____

Number of Children _____

1. When did you first become involved in the Council? _____

2. In what way are you involved in the Council? _____

3. What do you see as your contribution to the Council? _____

4. What should the Council do? _____

5. What are the main accomplishments of the Council? _____

6. How could Council be improved? _____

7. As a result of your membership, what have you learned or how have you been affected? _____

APPENDIX III

SCHEDULE FOR INTERVIEWING RESIDENTS IN AREA 13

1. How long have you been living in this community?

2. Do you see areas which need improvement in this community? What are they?

3. To what community organizations do you belong? (Examples: Home and School Association, Church, Community League, Fraternities, etc.)

4. Describe your participation in them

5. Do you know about the Area 13 Co-ordinating Council? What do you know about it? Have you participated in any of Council's activities?

6. Do you read the Area 13 News regularly? How does it impress you?

APPENDIX IV

PURPOSE: As citizens of Area 13 concerned with the organization and co-ordination of community programs, to take the initiative to secure and facilitate a better use of human and physical resources where the need is evident, to encourage learning from already established programs, and to foster growth in citizenship for all age groups in body, mind, and spirit.

1. Area of Concern: Need for adequate structure within the co-ordinating body.

A. Goal: To implement a co-ordinating structure by March 15, 1971.

Objectives:

1. Committee of five people to consider possible structures and names and make recommendations to a meeting at Hardisty Junior High on February 15th at 8.00 p.m.

2. Committee of three to consider and make recommendations on membership of co-ordinating body at the February 15th meeting.

B. Goal: To name the co-ordinating body.

Objectives:

1. Committee on structure to consider and recommend a name at the February 15th meeting.

C. Goal: To obtain seed funding (minimal operating costs).

Objectives:

1. Funding through Parks and Recreation at present

Area of Concern: Need for more adequate use of present facilities and programs, and development of additional facilities and programs.

A. Goal: To list and assess already existing facilities.

Objectives:

1. Profile committee (Concern III, Goal A, Objective 1) to assess the extent, use, and availability of all facilities in Area 13.

Report by May 1, 1971

B. Goal: Enable the Citizens of Area 13 to participate in planning for swimming facilities for this area.

Objectives:

1. Find by March 15 a person to initiate action to co-ordinate groups interested in swimming facilities for this area; and to keep Co-ordinating Council informed.

2. Approach by April 1 existing swim clubs to ascertain their views on development by city proposed swimming pool and/or other possible swim facilities.

3. Convene by May 1st, appropriate meetings to co-ordinate and activate these views.

4. Co-ordinating Council to keep matters under review during program year and take any necessary action.

C. Goal: To work toward an agreement for maximum community use of facilities and programs; and to co-ordinate program planning.

Objectives:

1. Executive to secure by April 1, 1971, a committee which will see that action is taken to create opportunities to resolve conflict with regard to use of facilities.
(a) Above committee to arrange by April 20, 1971, for a public forum and inform and seek community understanding and will about the concept of community school. The forum will be sponsored by the Co-ordinating Council.
(b) Above committee to bring together by the end of April people who have conflict over baseball diamonds.
(c) Above committee to bring together by the end of September 1971 people who have conflict over ice time.
(d) Encourage discussion by November 30 regarding maximum use of community hall and other facilities.

II. Area of Concern: Need for adequate and appropriate channels of communication and sharing of information: internally within Area 13, and externally with organizations and governments outside Area 13.

A. Goal: To define and assess present channels of communication with Area 13.

Objectives:

1. To establish a committee of three to find out and assess how groups in the community (e.g. religious, community leagues, education, business, others) comunicate with each other and the general public and what information they communicate. Initial report due April 15, 1971. Final report of information gathered and observations of committee due June 15, 1971.

B. Goal: To define and assess present channels of communication between Area 13 and outside communities and organizations.

Objectives:

1. Same committee of three (as in Goal A) to find out and assess how community groups of Area 13 communicate with external organizations (e.g. government, media, agencies, groups in other areas) and what they communicate. Initial report May 15, 1971. Final report of information and observations due June 15, 1971.

C. Goal: To obtain a comprehensive overall picture of communications within Area 13 and between Area 13 and outside organizations.

Objectives:

1. To prepare and distribute combined final reports to be made available for the community by June 30, 1971. To be done by Committee stated in goals A and B with a budget of $50.00 or $60.00.

D. Goal: To recommend and/or initiate improved channels of communication within Area 13.

Objectives:

1. To find and involve a person from the community, experienced and/or interested in aspects of communication skills (media, etc.) to act as a resource for the total community. The executive shall find said person by March 30, 1971.

2. The communications person is to educate himself in varying types of communication and establish relationships with existing media by May 30, 1971. Budget $20.00.

3. To establish a committee to work with the communications resource person by May 1, 1971.

4. The committee and resource person to meet with and begin co-ordination of all available community publicity persons by September 30, 1971.

E. Goal: To recommend and/or intiaite improved channels of communication with appropriate agencies and organizations outside Area 13.

Objectives:

1. Executive to find by March 30, 1971 a person who will become familiar with structures and lines of communication within public and private organizations outside Area 13. It is expected that this task will take the program a year. He will be expected to document his findings continuously and report in March 1972.

Area of Concern: Need for more adequate use of present facilities and programs, and development of additional facilities and programs.

A. Goal: To list and assess already existing facilities.

Objectives:

1. Profile committee (Concern III, Goal A, Objective 1) to assess the extent, use and availability of all facilities in Area 13.

Report by May 1, 1971.

B. Goal: Enable the citizens of Area 13 to participate in planning for swimming facilities for this area.

Objectives:

1. Find by March 15 a person to initiate action to co-ordinate groups interested in swimming facilities for this area; and to keep Co-ordinating Council informed.

2. Approach by April 1, existing swim clubs to ascertain their views on development by city proposed swimming pool and/or other possible swim facilities.

3. Convene by May 1st, appropriate meetings to co-ordinate and activate these views.

4. Co-ordinating Council to keep matters under review during program year and take any necessary action.

C. Goal: To work toward an agreement for maximum community use of facilities and programs; and to co-ordinate program planning

Objectives:

1. Executive to secure by April 1, 1971, a committee which will see that action is taken to create opportunities to resolve conflict with regard to use of facilities.
(a) Above committee to arrange by April 20, 1971 for a public forum and inform and seek community understanding and will, about the concept of community school. The forum will be sponsored by the Co-ordinating Council.
(b) Above committee to bring together by the end of April people who have conflict over baseball diamonds.
(c) Above committee to bring together by the end of September 1971 people who have conflict over ice time.
(d) Encourage discussion by November 30 regarding maximum use of community hall and other facilities.

D. Goal: To facilitate development of program to meet needs not now being met in Area 13.

Objectives:

1. Advertise to community and encourage use by community of information and personnel of co-ordinating council.

Existing communications systems and means will be used.

2. To establish a study group to learn about possible development of information and referral centre in Area 13 (e.g. to investigage location, rental, use of volunteers, paid staff, equipment necessary, etc.) Executive to find a person who will form the above study group by September 30, 1971. Recommendations to be reported to community by March 1, 1972.

3. To establish a referral and information centre in Year II program.

III. Area of Concern: Need to foster community spirit and involvement, recognizing the variety of interests to needs (e.g. social, economic, religious, etc.) of the residents of Area 13.

A. Goal: To define and assess varying social, economic, religious, etc. factors in Area 13.

Objectives:

1. To establish by March 15, 1971, a committee of four to prepare an area profile in regard to:
(a) economics (income)
(b) ethnic origins
(c) religious affiliations
(d) facilities: churches, schools, businesses, community leagues, parks and playgrounds, sport facilities, health, etc.
(e) zoning
(f) age groupings (families, aged)
(g) any other

Using maps, charts, graphs, and written information.
Initial report December 30, 1971
Final Report March, 1972.

B. Goal: To help those in the community who have need to articulate those needs, and to foster awareness of these needs by the total community.

Objectives:

This is considered to be a second year project.

C. Goal: To develop personal involvement in community life by residents.

Objectives:

1. Executive to find by April 16, 1971, a person to initiate a study group which will discover and learn about possible techniques of personal involvement in community life (e.g. participation and leadership skills). The group (a) to compile a report with bibliography by September 30, 1971, and (b) to recommend to the executive a pilot project on which to test techniques of personal involvement.

D. Goal: To assess needs for facilities not currently existing.

Objectives:

1. Year Two Project

E. Goal: To initiate appropriate action to get needed facilities.

Objectives:

1. Year Two Project

I. Area of Concern: Need for adequate structure with the co-ordinating body.

A. Goal: To implement a co-ordinating structure by March 15, 1971. Completed

B. Goal: To name the co-ordinating body - completed

C. Goal: To obtain seed funding (minimal operating costs)

- crisis money received from community leagues and churches
- Parks and Recreation have done mailing

II. Area of Concern: Need for adequate and appropriate channels of communication and sharing of information: internally within Area 13, and externally with organizations and governments outside Area 13.

A. Goal: To define and assess present channels of communication with Area 13.

B. Goal: To define and assess present channels of communication between Area 13 and outside communities and organizations

- will be done this summer (1972) by O.F.Y. project
- difficult for Co-ordinating Council to do research projects - time
  - O.F.Y. available
  - expertise
- objectives too complicated
- needed more people and more money

C. Goal: To obtain a comprehensive overall picture of communications within Area 13 and between Area 13 and outside organizations.

- not done

D. Goal: To recommend and/or initiate improved channels of communications within Area 13.

- partially done
- partially done by involvement with Media Co-op.
- have used more varied types of communications
- Edmonton Journal has covered Co-ordinating Council
- Two issues of Newsletters
- mailed out minutes making public and private organizations aware of Co-ordinating Council

E. Goal: To recommend and/or initiate improved channels of communication with appropriate agencies and organizations outside Area 13.

- Newsletters
- Public Relations job for Co-ordinating Council well done

III. Area of Concern: Need for more adequate use of present facilities and programs, and development of additional facilities and programs.

A. Goal: To list and assess already existing facilities.

- done by O.F.Y. by September, 1971

B. Goal: Enable the citizens of Area 13 to participate in planning for swimming facilities for this area.

- Arena-Pool sub-committee took responsibility
- Public meeting held in fall
- dates delayed but everything happened
- city council approached - agreed to change site of pool from McNally to Hardisty
- arena now under construction in Fulton Place

C. Goal: To work toward an agreement for maximum community use of facilities and programs; and to co-ordinate program planning.

- Community School - Provincial Government has been approached in regard to appointing a Community School Co-ordinator at Hardisty Junior High School
- Diamonds fixed - conflicts reduced
- Conflicts over ice time - not dealt with
- some community leagues approached to use schools instead of building new facilities

D. Goal: To assess needs for facilities not currently existing

- Year two project (1972-73)

E. Goal: To initiate appropriate action to get needed facilities

- Arena
- Money requested from City - Local Improvements Projects
- Arena project chosen to make Co-ordinating Council known to the public
- co-ordination within community took place
- council proved that city government does respond to community requests

IV. Area of Concern: Need to foster community spirit and involvement recognizing the variety of interests and needs (e.g. social, economic, religious, etc.) of the residents of Area 13.

A. Goal: To define and assess varying social, economic, religious, etc. factors in Area 13

- done September 1971 by O.F.Y. project
- followed up by Co-ordinating Council
- waiting for U. of A. completion of community survey

B. Goal: To help those in the community who have needs to articulate those needs, and to foster awareness of these needs by the total community

- not done formally, but some good things have happened in this area

C. Goal: To develop personal involvement in community life by residents

- not done

D. Goal: To facilitate development of programs to meet needs now being met in Area 13.

- Arena issue - satisfactorily completed
- Pool issue - on-going process
- applied for funds
- plan for "Open Door" formulated
- see "Open Door" process plan
- Opening June 1st, 1972 - pending funds

APPENDIX V

CONSTITUTION

OF

CO-ORDINATING COUNCIL OF AREA 13

PURPOSE: As citizens of Area 13 concerned with the organization and co-ordination of community programs, to take initiative to secure and facilitate a better use of human and physical resources where the need is evident, to encourage learning from already established programs, and to foster growth in citizenship for all age groups in body, mind, and spirit.

OBJECTIVES: The objectives of the Co-ordinating Council shall be:

I. To establish adequate and appropriate channels of communication within Area 13, and externally with organizations and governments outside Area 13.

A. By defining and assessing present channels of communication within Area 13.

B. By defining and assessing present channels of communication between Area 13 and outside communities and organizations.

C. By obtaining a comprehensive overall picture of communications with Area 13 and between Area 13 and outside organizations.

D. By recommending and/or initiating improved channels of recommendation within Area 13.

E. By recommending and/or initiating improved channels of communication with appropriate agencies and organizations outside Area 13.

II. To foster community spirit and involvement recognizing the variety of interests and needs (e.g. social, economic, religious, etc.) of the residents of Area 13.

A. By defining and assessing varying social, economic, religious, etc. factors of Area 13.

B. By helping those in the community who have needs to articulate those needs, and to foster awareness of these needs by the total community.

C. By developing personal involvement in community life by residents.

III. To facilitate more adequate use of present facilities and programs and development of additional facilities and programs.

A. By listing and assessing already existing facilities.

B. By enabling the citizens of Area 13 to participate in planning for swimming activities for this area.

C. By developing personal involvement in community life by residents.

MEMBERSHIP: Membership in the Co-ordinating Council of Area 13 shall be open to any group, organization, or interested citizen who is in agreement with the stated purpose and objectives of the Co-ordinating Council.

STRUCTURE: BOARD OF DIRECTORS: The Board of Directors of the Co-ordinating Council shall consist of an Executive Committee (Chairman, Secretary, Treasurer), and shall include the Chairman of all project Committees.

ANNUAL MEETING AND RE-EVALUATION: The Co-ordinating Council of Area 13 shall hold an open general meeting annually, not later than March 15th of each year. The Council shall at this time provide an opportunity for the community to re-evaluate Council goals and objectives in relation to current community needs.

MEMBERSHIP FEES AND FUNDING:

At present there is no membership fee to belong to the Co-ordinating Council.

The Council is at present looking for seed funding.