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Evaluation
Report
The Edmonton General
Municipal Plan
Citizen Participation Program

Volume 1
August 1980

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October 24, 1980

Mr. Tom Fletcher
Manager, General Plan Review
City of Edmonton, Planning Department
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10020 - 101 'A' Avenue
Edmonton, Alberta
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Dear Mr. Fletcher:

It is with great pleasure we submit our Evaluation Report on the Citizen Participation Program for the General Municipal Plan Review. This report documents the Description and Results, Interpretations and Conclusions and Recommendations.

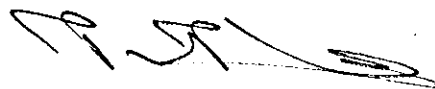
We trust this information will prove helpful to you as a record of the extensive work and effort put forth by all parties who were involved. Also, we hope that by using conclusions and recommendations combined with the original proposal, in future programs you will achieve greater cooperation and mutual benefit in any future Citizen Participation Programs.

We thank the various members of the City Council and Administration who have been helpful and supportive of this effort. Above all, we thank the many citizen volunteers who participated whole heartedly in the many steps of this Program.

It is noted that this Evaluation Report reflects the individual and corporate views of Management Team members and Program staff. These views do not necessarily represent the opinions of Edmonton City Council or Administration or the Board of Directors of the Edmonton Social Planning Council.

The submission of this report concludes our contract with the City of Edmonton Planning Department.

Sincerely,



TREVOR THOMAS
Executive Director
EDMONTON SOCIAL PLANNING COUNCIL

TT/mc



United Way
A Member Agency

EVALUATION REPORT: CITIZEN PARTICIPATION PROGRAM OF THE
EDMONTON MUNICIPAL PLAN REVIEW PROJECT

SYNOPSIS

The Citizen Participation Program was conducted by the Edmonton Social Planning Council under contract with the City of Edmonton as a component of the City's review of the General Municipal Plan. The Program was designed to be an effective and realistic attempt to provide the citizens of Edmonton with the opportunity to influence the General Municipal Plan; a document that would direct the development of the city over the subsequent 15 years.

The purposes of this Citizen Participation Program were: (a) to provide the best possible process which would enable citizens to communicate their concepts about the future growth of the city to the City of Edmonton planners, (b) to review the content of the General Municipal Plan Draft By-law and the extent to which citizens' views had been incorporated and (c) to assist citizens in expressing their views on the General Municipal Plan Draft By-law to City Council at Public Hearings.

The Program was divided into two major phases: (a) the Input Phase which was designed to assist citizens in identifying key issues for the city's future, exploring and deciding on planning alternatives which would guide the future of the city and submitting this information to the City Planning Department for consideration for inclusion in the General Municipal Plan Draft By-law; and (b) the Evaluation Phase where citizens were helped to become familiar with the Draft By-law, to evaluate the policies and objectives of the By-law and to communicate their evaluations to City Council prior to the adoption of the General Municipal Plan By-law.

With the acceptance of the Edmonton Social Planning Council's proposal to conduct the Citizen Participation Program by the City of Edmonton Planning Department, several organizational groups began operating simultaneously: the Process Design Team, the Management Team and

the Edmonton Social Planning Council Program Staff. An intense organizing period was undertaken by all groups so that deadlines could be met for promotion and advertising as well as designing the content and processes to be used in the public meetings and workshops of the Input Phase.

Following the eight Information Exchange Sessions and eight Area Workshops of the Input Phase, a corporate "Citizens' Report" was prepared by the Program Staff and it was submitted to the Planning Department on behalf of the citizens who had participated in the Input Phase.

At the conclusion of the Input Phase, a three-month extension was required by the Planning Department in order to complete work on the General Municipal Plan Draft By-law. During this extension, the Planning Department produced the "Report Back" which identified how the input of citizens had been incorporated into the Draft Plan. It was noted however that the "Report Back" did not address citizens' inputs which had not been dealt with in the Draft By-law. It was felt that the "Report Back" would have been a more useful document if it had identified those concerns and suggestions of citizens that were not incorporated into the Draft By-law along with an explanation of why they had not been included.

With specific reference to the impact of the extension on the Citizen Participation Program, several undesirable consequences were identified. The three-month lull created a general loss of momentum in the Program. It had been originally planned that the effect of promotional activities conducted during the Input Phase would carry over to the Evaluation Phase. Most of the promotional budget was therefore expended during the Input Phase and insufficient funds were available to conduct a major promotional

campaign in the Evaluation Phase. The fact that 379 individuals participated in the public events of the Input Phase compared with only 95 in the Evaluation Phase was thought to be explained in part by the three-month lull.

The extension also resulted in the resignations of the Program Coordinator, Senior Animateur and several members of the Management Team. The need to bring new individuals into these positions was judged as having a negative impact on the continuity of the Program.

The Evaluation Phase commenced when City Council received as information the General Municipal Plan Draft By-law, the "Citizens' Report" written by Program Staff and the "Report Back" prepared by the City Planning Department. This Phase consisted of six Public Information Meetings and five Workshops through which citizens were assisted in their evaluation of the Draft By-law. Citizens were encouraged to present their views and evaluations of the Draft By-law at Public Hearings held by City Council, which concluded the Evaluation Phase. It was noted in the Workshops that citizens had difficulty in becoming familiar with and understanding a document as lengthy and complex as the Draft By-law even though the Workshops had been specifically designed to help citizens to develop their understanding of the document.

It was found that the goals and objectives of the Program were sound and that they were, for the most part, attained. It was also found that the principles on which the Program was built and operated were valuable in creating standards of consistency throughout the process. This Citizen Participation Program framed specific principles for co-operation and partnership among the major participant groups in an attempt to re-direct the more traditional confrontation methods of affecting change that previously tended to operate in the city. The process, which incorporated direct interaction between planners and citizens, was successful in establishing a co-operative relationship between these two groups. Unfortunately, the Program was not successful in including elected officials in the co-operation partnership with citizens. This lack of partnership was evidenced in the Public Hearings where interaction was seen as being confrontative rather than co-operation.

There were two facets of the Program which were judged to have been particularly outstanding and which grew out of the creative enthusiasm of the individuals involved. First was the 'I Love Edmonton' Day promotion through which thousands of students and adults focussed their attention on the future of their city. Although the day was highly successful as an event in itself, it was thought that it could have benefitted the Program even more if it had been specifically linked to the promotion of the Citizen Participation Program.

The second outstanding aspect of the Program was "The Game" which was used as a conceptual tool by participants in the Input Phase. "The Game", developed by Program personnel, was also accepted by both Edmonton School Boards for inclusion in the 75th Anniversary package for Social Studies classes.

The Evaluation Report on the Citizen Participation Program also addressed two additional components of the Program: the Management Team and the publication of corporate documents on behalf of citizens.

The concept of the Management Team was deemed to be experimental insofar as it attempted to involve volunteers in the Program in more than an advisory capacity. Although struggles with this expanded role was found throughout the Program, the Management Team was judged to have been a valuable component of the Program. A number of suggestions were identified in the Evaluation Report on how the Management Team approach might be improved.

The use of the Citizens' Report to document and convey the input of citizens in the initial phase was found to be a useful mechanism. It was noted, however, that the task of compiling the report took more time than had been originally planned. Although no corporate report was used to document citizens' evaluations of the Draft By-law, it was believed that such a report would have been a useful addition to the submission of briefs at the Public Hearings.

In summary, the Program was judged to have been a success. The basic elements of the citizen participation process were seen as having been both practical and beneficial. Much was learned about citizen participation in the Program; recommendations were offered whereby this learning could be incorporated into future citizen participation programs.

EDMONTON SOCIAL PLANNING COUNCIL

August, 1980

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CHAPTER I:

PREAMBLE

- A) Introduction to the Report**
- B) Historical Overview of the Program**
- C) Designing and Initiating the Citizen Participation Process**

A) Introduction to the Report

The Edmonton Social Planning Council (E.S.P.C.) designed and conducted a Citizen Participation Program for the General Municipal Plan Project of the City of Edmonton. In general, the Program represented an honest attempt to carry out the best citizen participation process possible. The goals of this Program were (a) to provide for practical and effective citizen participation in the review of the General Municipal Plan and (b) to create an awareness of the political process involved in planning. These goals were subsequently translated into a series of objectives. These were:

1. To inform 250,000 citizens about the broad range of alternatives of the General Municipal Plan and to suggest ways for their involvement.
2. To involve 25,000 citizens in making known their views on the General Municipal Plan.
3. To involve 500 citizens in the core process of the Citizen Participation Program.
4. To raise four key questions relative to the content of the General Municipal Plan.
5. To inspire and facilitate on-going citizen participation in the City of Edmonton.

As described in greater detail later in this report, it was generally thought that the Program was successful in meeting the goals and objectives. It was, for example, found that a broad spectrum of citizens were made aware of the General Municipal Plan and that their involvement was encouraged. Although no methods were known whereby the future impact of this newly designed process could be assessed, it was generally believed that the cooperative relationships established in the Program would continue in future citizen participation undertakings in city planning.

It was found that some areas of the Program were more successful than others and yet in other areas expectations differed from results. "I Love Edmonton" Day and "The Game", which simulated options within the General Municipal Plan, were both found to be highly successful. Flexibility in the citizen participation process and the holding of public

meetings at locations across the city were deemed as being not only desirable but also beneficial aspects of the program. In another vein, it was noted that some dissatisfaction was voiced by lay individuals with having to digest as complex a document as the General Municipal Plan Draft By-law in a relatively short period of time. This dissatisfaction was thought in part to explain the difficulty of individuals in moving beyond attempting to gain more than a basic understanding of the content of the Draft General Municipal Plan in the Evaluation Phase of the Program.

In the final analysis, it was recognized that we were dealing with a new design for citizen participation; a process that would require additional work and refinement. This process may be compared to that of learning to walk; where ups and downs (some of which are painful) are common. It was similarly expected that fluctuations would be experienced in the growth of citizen participation in this city, and we hope that this Program contributed to the overall citizen participation picture in a positive and constructive manner.

This report is divided into three major sections. The first two chapters essentially describe the background, the people, the process and the results of the Citizen Participation Program. The third chapter consists of the interpretations and conclusions for the Program as identified by the members of the Management Team and the E.S.P.C. Citizen Participation Program staff. The final chapter contains recommendations derived from the experience of the Program for future citizen participation in this and hopefully other cities.

B) Historical Overview of the Program

This historical overview of key activities in the Citizen Participation Program of the General Municipal Plan Project is provided to give a broad perspective from which to view the overall process. It should be noted that this is not intended as a comprehensive overview. Rather, a number of key activities over time are identified. A more detailed description of the Citizen Participation Program activities is contained in the body of this report.

DATE	ACTIVITY
1977	Provincial Planning Act revised advising citizen input be obtained in the development of the General Municipal Plan.
September 1977	Work began on the review of the Edmonton General Municipal Plan with the Planning Department undertaking data collection and analysis.
October 1978	The Edmonton City Council approved the Planning Department's revised Work Program for the General Municipal Plan Project, including a more extensive citizen participation component.
November 1978	The City of Edmonton Planning Department contacted the Edmonton Social Planning Council and requested that they submit a proposal to the City of Edmonton in which the E.S.P.C. would assist in organizing a public information and feedback process to the Edmonton General Municipal Plan Review.
December 1978	A written proposal was submitted to the Planning Department.
January 1979	A two-phase, five component Master Design for the Citizen Participation Program was identified by the Edmonton Social Planning Council.
	The phases and components were:
	<ul style="list-style-type: none"> I. Input Phase - Initiation <ul style="list-style-type: none"> - General Plan Seminars - General Plan Area Workshops II Evaluation Phase <ul style="list-style-type: none"> - General Plan Evaluation - Public Hearings.

DATE	ACTIVITY
January 1979	The City of Edmonton Planning Department released the first of a series of Issue Papers.
February 1979	The contract for the Citizen Participation Program was signed. Management Team initiated and Program staff hired. Continued release of Issue Papers by the City of Edmonton Planning Department.
March 1979	Five General Municipal Plan Open Houses were conducted by the City Planning Department.
March 1979	Start up of the Citizen Participation Program
April & May 1979	Eight Information Exchange Sessions and eight Area Workshops of two evenings each were held.
April 1979	"I Love Edmonton" Day held on April 10, 1979.
May 1979	The Edmonton Social Planning Council began to draft "The Edmonton General Plan Citizen Participation Program: Volumes I & II (also known as the 'Citizen's Report') based on input gained from citizens at the Information Exchange Sessions and the Area Workshops.
May & June 1979	Special Interest Group Workshops held.
June 1979	"The Edmonton General Plan Citizen Participation Program: Volumes I & II" published by the Edmonton Social Planning Council.
July 1979	First draft of the "Edmonton General Municipal Plan By-Law" published by the City's Planning Department.
Summer 1979	Evaluation Phase of Citizen Participation Program planned by Management Team.

DATE	ACTIVITY
Summer 1979 (Cont'd.)	New project staff hired to replace those who resigned as a result of the delay over summer and new members to the Management Team recruited.
September 1979	Edmonton City Council received for information and authorized release for public review the following documents: "Edmonton General Municipal Plan, Draft By-law #5773: Volumes I & II prepared by the City Planning Department; "The Edmonton General Plan Citizen Participation Program: Volumes I & II" prepared by the Edmonton Social Planning Council; and, "Report Back" on the Citizen Participation Program" prepared by the City Planning Department.
September 1979	Evaluation Phase of the Citizen Participation Program commenced.
October 1979	Six Public Information Meetings at locations across the City to inform citizens of the content of the Draft General Municipal Plan. "A Summary" newspaper, prepared by the City Planning Department was released.
November 1979	Five Evaluation Workshops on specific topics (The Growth Strategy, The Downtown, The Inner-City, The Suburbs, and Citizen Participation) held at Edmonton Social Planning Council offices. Several evaluation workshops conducted for special interest groups. Resource centre of back-up documents to General Municipal Plan for use by citizens in the preparation of briefs opened.

DATE	ACTIVITY
November 1979 (Cont'd.)	Revised edition of the "General Municipal Plan Draft By-law #5773: Volumes I & II" published by City Planning Department.
December 1979	Public Hearings for citizen input and reaction to the General Municipal Plan held by Edmonton City Council. Planning for the evaluation of the citizen participation process conducted.
January 1980	Public hearings on the General Municipal Plan held by the Public Affairs Committee of City Council. Work commenced on a report evaluating the citizen participation process.

C) Designing and Initiating the Citizen Participation Process

Although the Citizen Participation Program on the General Municipal Plan officially came into being with the signing of the contract between the City of Edmonton and the E.S.P.C. in February, 1979, several events relevant to the Program preceeded its inception.

In the summer and winter of 1977, a task force of citizens formed by the E.S.P.C. submitted two proposals to the City outlining a citizen participation process for inclusion in the review of the General Municipal Plan. Although these proposals were not accepted due to the time constraints of the City Planning Department, they did identify several key components to a citizen participation process which were subsequently included in the Edmonton General Municipal Plan Citizen Participation Program. The second major event from the E.S.P.C.'s perspective was the Mayor's Conference on Neighbourhood Planning conducted during the summer of 1978. In the Mayor's Conference, citizens identified issues of concern, defined underlying problems and recommended courses of action to the City. This conference was deemed relevant insofar as it set the stage for the Citizen Participation Program by actively engaging citizens in a planning process for their city.

The first major event relative to the Program occurred in October, 1978, when a newly formed General Municipal Plan Team of the city received approval from City Council for including an extensive citizen participation component in the review of the General Municipal Plan. The E.S.P.C. was then asked by the Planning Department to submit a citizen participation process proposal. The process outline, timeline and preliminary budget were negotiated between the Planning Department and a group from the E.S.P.C.; comprised of the Executive Director, four members of the Board of Directors and several former staff of the Mayor's Neighbourhood Conference.

At the same time as the negotiation meetings were being held, a Process Design Team comprised of the E.S.P.C. President and Executive Director and three community consultants developed the Master Design for the Citizen Participation Program. In addition to incorporating the results of the negotiation meetings, the Master Design was also developed from principles identified at an E.S.P.C. sponsored citizen's workshop entitled: "The Power of Citizen Planning" held in May, 1977. These principles, which were viewed as being crucial to responsible and useful public involvement in a General Municipal Plan review, provided the framework on which the proposal to the Planning Department was built.

These principles were:

1. There be a co-operative partnership between the three main parties (civic politicians, civic administration and the public) in planning.
2. Information be truly available to all participants.
3. There be a mutual sharing of information and resources among all parties.
4. Adequate time be allowed for all parties to become familiar with the problems and issues.
5. Organizational assistance and resources be made available to the public to fulfill its role in the review of a General Municipal Plan.

The proposal was submitted to the Planning Department in December, 1978.

The Master Design

The Master Design, which provided the basis on which a contract was signed in February, 1979, between the E.S.P.C. and the Planning Department, essentially consisted of a 2-phase, 5-component model (See Table 1). In addition to identifying the five major components into which the process was divided, the Master Design also established the purpose and objectives of each component.

The Input Phase essentially involved activities geared toward citizens identifying issues or concerns for inclusion in the draft of the General Municipal Plan. These activities involved providing information about a General Municipal Plan to citizens, then assisting them to identify the planning issues they deemed as being relevant for inclusion in the Plan. The major events of the Input Phase included the general dissemination of information and material, information exchange sessions where the public and the Planning Department discussed the purpose and content of a General Municipal Plan and workshops at which planning issues and alternative courses of action for inclusion in the Draft Plan were identified by the public.

The Evaluation Phase consisted of citizens critically evaluating the recommendations in the Draft General Municipal Plan with a view to preparing briefs for submission to the Public Hearing. The events in this Phase were generally the same as those in the Input Phase, with information being widely distributed to the public, and information meetings and evaluation workshops being conducted.

Subsequent to establishing the Master Design, a timeline graph was developed which depicted when the various events of the process would occur (See Appendix A). The Master Design along with the timeline graph provided overall direction and guidance to the Citizen Participation Program throughout the Input and Evaluation Phases.

TABLE I: MASTER DESIGN
OF THE CITIZEN PARTICIPATION PROGRAM

PHASE	COMPONENT	PURPOSE	OBJECTIVE
1. INPUT P H A S E	1. Initiation of the Process	To establish the partnership network and credibility of the Program.	<p>a) To organize and activate the program management including a steering committee and Program Co-ordinator.</p> <p>b) To establish a network of individuals and agencies to assist in the work program.</p> <p>c) To establish a network of individuals and agencies across the City to assist in the involving of citizens in the Program.</p> <p>d) To co-ordinate this work program with other programs related to the General Municipal Plan Review.</p>
	2. Exploration of Issues and Alternatives.	To provide the citizens with comprehensive and digestible information on the possibilities for the future and related issues by means of the General Municipal Plan Seminars.	<p>a) To disperse and discuss the Citizen's Preview and related information.</p> <p>b) To disperse and discuss Issue Papers.</p> <p>c) To prepare, disperse and discuss issues or alternatives from the Citizen's Report.</p> <p>d) To identify issues or alternatives not previously considered.</p>
	3. Consideration of Alternatives.	To mold visionary planning with political and economic reality by means of the General Municipal Plan Area Community Workshops.	<p>a) To prepare a written statement of guidelines for the content of the General Municipal Plan.</p> <p>b) To prepare a screen for evaluating the consistency of the General Municipal Plan with the recommendations of the citizens.</p>

PHASE	COMPONENT	PURPOSE	OBJECTIVES
			<p>c) To develop favourable growth patterns with development strategy recommendations.</p> <p>d) To identify the contradictions in the chosen alternatives with recommendations for resolution.</p>
<p>2.</p> <p>EVALUATION PHASE</p>	<p>4. Evaluation of the General Municipal Plan.</p>	<p>To evaluate the General Municipal Plan and provide resources for additional citizens' input by means of evaluation sessions.</p>	<p>a) To review and comment on the General Municipal Plan.</p> <p>b) To review and comment on the response of the Planning Department to the citizens' recommendations from Component 3.</p> <p>c) To check the General Municipal Plan against the screen from Component 3.</p> <p>d) To provide assistance to citizens in preparation of presentations to the public hearings.</p>
	<p>5. Recommendations to the Public Hearings</p>	<p>To formulate the public will and give direction to the policy makers in deciding on the final plan.</p>	<p>a) To facilitate presentations by representatives of those citizens involved in Components 1,2,3,4.</p> <p>b) To facilitate presentations by any citizen interested in the General Municipal Plan whether involved in this process or not.</p> <p>c) To prepare an evaluation report by the Edmonton Social Planning Council on the Work Program and the public participation process.</p> <p>d) To prepare recommendations by the E.S.P.C. on the on-going review of the General Municipal Plan and methods of implementation.</p>

CHAPTER 2

DESCRIPTION AND RESULTS

- A) Overview of the Citizen Participation Program.
- B) Implementation of the Citizen Participation Process.

**A) Overview of the Citizen
Participation Program**

- i) Goals, Objectives,
Principles**
- ii) Actors**
- iii) Planning the Process**
- iv) Promotion of the Program**
- v) Special Events**
- vi) Budget**

A) Overview of the Citizen Participation Program

1) Goals, Objectives and Principles

One of the first tasks of the Management Team was to identify Goals for the Program that were consistent with the proposal and also to define objectives which would assist in achieving those goals. This task was accomplished at an all-day workshop of the Management Team members on Saturday, February 10, 1979.

a) Goals

1. To provide for practical and effective citizen participation in the review of the General Municipal Plan, and
2. To create an awareness of the political process involved in planning.

b) Objectives

1. To inform 250,000 people about the broad range of the alternatives of the General Municipal Plan and suggest ways of involvement.
2. To involve 25,000 people in making views known.
3. To involve 500 persons in on-going back-bone process.
4. To raise the four key questions:
 - a. What are we deciding about?
 - b. What are the real possibilities?
What are the preferred alternatives?
 - c. Which way are we going?
What is the preferred alternative?
 - d. What are the difficulties?
What can we do about it?
5. To inspire and facilitate on-going citizen participation in City of Edmonton planning.

In establishing the goals and objectives, the Management Team found it necessary to deal with a number of concerns that had been raised by people involved in other citizen participation projects. These concerns included:

- the importance of involving those who do not usually participate in civic affairs,

- the desirability of mutual education and creative input rather than simple reaction, and
- the challenge of bringing participation out of everyday backyard issues and into the area of future, city-wide concerns.

The preceding objectives were planned to be met in the following methods:

1. The Management Team explored a range of methods which could be used to reach 250,000 persons to inform them of the Program available to them. Numerous committees were formed to investigate a variety of approaches to ensure the greatest coverage within available resources. Three directions were given to this promotion: media coverage, promotion with Civic Administration, and Networking with established organizations. Details of the extent of this promotion is covered in Section iv, a,b,c, of this Chapter titled "Promotion of the Program".
2. The objective of involving 25,000 in making their views known required a different approach, that of requesting input from citizens directly. The "I Love Edmonton" Committee of the Management Team decided on a promotional campaign which would involve a designated day to attract attention and which would focus on schools as well as the general public. A questionnaire was designed to stimulate thinking about the future of our city and was distributed throughout the two school systems and Safeway Stores, and MacDonalds restaurants. See Section iv, d., of this chapter under "Promotion of the Program: Special Events" for specific results of this approach.
3. Objective 3 was to involve 500 persons in the on-going process. This process was composed of a series of public meetings; eight Information Exchanges and eight Workshops during the Input Phase and six Information Meetings and five Workshops during the Evaluation Phase. Citizens were encouraged to attend one Information Exchange in their neighbourhood and a two-night workshop in the Input Phase as well as an Information Meeting and one or more Workshops in the Evaluation Phase. During these public meetings 474 individuals attended from one to five meetings. See Appendix C: "Man Hours...." for a breakdown of attendees and the total hours they participated in the process.

4. The four key questions were an integral part of the process and were incorporated into the process. Questions one and two were part of the decision-making process involved in "The Game" used during the workshops of the Input Phase with the preferred alternatives being incorporated in the "Citizens' Report" to the City Planning Department in June 1979. Questions three and four were the basis of study by citizens of the General Municipal Plan Draft By-Law during the Evaluation Phase Workshops.

5. Question five which was to inspire and facilitate on-going citizen participation was the most difficult on which to report results. This Citizen Participation Program was designed to create a new model for cooperation between citizens and civic administration by the interchange of information in meetings and an exchange of reports. This exchange of information between parties in all Public Meetings did take place (see Agendas in Appendices H and I) and the exchange of reports was also completed with the publication of "The Edmonton General Plan Citizen Participation Program: Volumes I and II" which stated the citizens' input at the workshops in the Input Phase, and the "'Report Back' on the Citizen Participation Program", the reply from the City Planning Department. These two steps in cooperative exchanges were seen to be methods which would inspire future participation.

C. Principles

Five principles identified by the Design Team and outlined in Chapter I. Section C entitled "Designing and Initiating the Citizen Participation Process" were viewed as guidelines for establishing the methods to be used.

The principles and the methods designed to fulfill the principles were as follows:

1. "There be a co-operative partnership between the three main parties (civic politicians, civic administration and the public) in planning".

- A briefing session was conducted to inform City Council about the Citizen Participation Program. This was held at City Hall in March 1979 with most councillors, the President

of the Board of E.S.P.C., the Program Co-ordinator and members of the City Planning Department in attendance.

- Contact was made with different departments of the civic administration such as Social Services and Parks and Recreation and briefings were given to their representatives by Program personnel about the Citizen Participation Program. They were asked to participate and to encourage citizen participation through their organizational structures.
- City Planning Department Staff and citizens were encouraged to exchange information with one another in all public workshops held as part of the Program.
- The Public Hearings for citizens before City Council where the briefs would be presented on evaluation of the General Municipal Plan Draft By-law was a planned conclusion of the Program.
- The Mayor was invited to proclaim "I Love Edmonton" Day which assisted in the promotion of the Program.
- The formal exchange of information in reports was incorporated into the program as a constructive means of cooperation.

These planned activities were established to assist in cooperation between the three groups among whom good communication and cooperation were essential in planning.

2. "Information be truly available to all participants"

The City Planning Department published and distributed "Issue Papers" on nine planning subjects and a "Citizen's Preview" prior to the Input Phase to give citizens a chance to become familiar with the many alternatives available in planning a city. They also published the "Summary" of the General Municipal Plan Draft By-law to assist citizens to evaluate the contents of that document during the Evaluation Phase. The reports from the citizens to the City Planning Department and the City's 'Report Back' were readily available to all citizens upon request. The Information Exchanges in the Input Phase and the Information Meetings of the Evaluation Phase were organized primarily to see that the information citizens would need was readily available.

3. "There be a mutual sharing of information and resources among all parties".

- The sharing of information on planning between City Planners and citizens was extensive, both verbally in meetings and in written material.
- Other resources shared were manpower and meeting places. Members of the City of Edmonton Planning Department were in attendance at all public meetings and assisted in the mechanics of the meetings as well as providing and receiving information. Other City Departments were involved in assisting to book facilities and all paid publicity and promotion was assumed by the city.
- Manpower of a great number of volunteers from the community was recruited to assist in creating a good process for the citizens to work in the public workshops. Many of these same citizens also served as leaders in workshops which resulted in an even greater development of citizen expertise in the Program. This also added to the number of citizens who participated in the General Municipal Plan.

4. "Adequate time be allowed for all parties to become familiar with the problems and issues"

- This concept was built into the arrangement of the public Meetings. Citizens were encouraged to do a fair amount of reading on their own after the Information Meetings and before the Workshops. The General Municipal Plan was a very complex subject and every effort was made to provide the information and the opportunity for study and to ask questions in the Workshops.
- The steps designed in the Program were organized in sequence to provide adequate time for assimilating information, study and evaluation. See Chapter 2, Section B "Implementation of the Citizen Participation Program" for more detailed description of this design.

5. "Organizational assistance and resources be made available to the public to fulfill its role in the review of a General Municipal Plan."

- The structure of the Public meetings was specifically designed for the input and evaluation by citizens with assistance from organizers, leaders, resource persons and materials and information provided for their use.
- The program was structured to facilitate a realistic achievement-oriented program. Citizens were made aware in the Input Phase Workshops that their views were being recorded and would be sent to the City Planning Department. Also that the City's reply and the new General Municipal Plan Draft By-law would incorporate or reflect their input. Those who participated in Workshops were sent copies of the report forwarded to the City, called "Citizen Participation Program, Volumes I and II" published by the E.S.P.C. and the "'Report Back' on the Citizen Participation Program" published by the City Planning Department. They were also invited to participate in the evaluation of the new General Municipal Plan Draft By-law. When the new draft By-law was produced, citizens were able to purchase their own copies from the City Planning Department at a nominal fee of \$2.00 so they could review the future design of their city as seen by the City Planning Department. Citizens were given the opportunity to evaluate the contents of the Draft By-law in the workshops of the Evaluation Phase with the aid of resource personnel and materials and were encouraged to work in neighbourhood groups outside of the planned workshops with the help of E.S.P.C. Program Staff if so desired. The last step of the Program was to assist citizens in their preparation of briefs which they would present to City Council at the Public Hearings.

ii) Actors

A wide variety of persons were involved in the Citizen Participation Program; from the planning of the process, through the many phases of the process, to the final evaluation. The following is a brief accounting of the numbers of persons involved and a description of the role they played.

The Program involved the following seven categories of actors:

- a. Process Design Team
- b. Management Team
- c. E.S.P.C. Program Staff
- d. Research & Development Groups
- e. Volunteer Leaders
- f. City Planning Department
- g. Citizen Participants in Public Meetings.
and Workshops.

a. Process Design Team

At the outset of the process, two meetings were held where five persons with backgrounds of relevant professional training and community experience were brought together by the E.S.P.C. to develop the Master Design for the Citizen Participation Program. This was the only purpose of the Team and it did not continue as a Team after January 1979.

To create the successful design of a large citizen Participation Program it was considered necessary to have some continuity of membership from the Design Team to the Management Team and this was fulfilled by three members serving in both groups.

b. Management Team

The Management Team participated in evolving the design and implementing the Citizen Participation Program and were also responsible for making key decisions on design and implementation as the process developed. Acting in an advisory and process planning role, the Management Team carried out their work through regular meetings (a total of 24 meetings between February 1979, and March 1980) as well as by sub-committees. Various Team members worked on Program promotion by making media appearances, distributing information and organizing "I Love Edmonton" Day. Some members also volunteered their time to serve as chairpersons and/or group leaders at various public meetings held

throughout the process. During the Evaluation Phase, several Team members attended noon hour work sessions with Program Staff to develop tools to be used in the public meetings and to generally design the process to be followed in this Phase.

The Management Team demonstrated a willingness and commitment to a positive approach to citizen participation in a review of the General Municipal Plan. Many varied ideas were generated by the Team members such as "I Love Edmonton" Day, the Educational Project, the Shopping Centre displays, and most members gave freely of their time to implement and promote these ideas. It was estimated (see Appendix C, Hours) that the Team members volunteered some 669 hours to this Citizen Participation Program over the period of a year, which reflects their commitment to their belief in the value of citizen input into future planning in their city.

The Management Team was composed of seven voting members: five volunteers each representing a different area of the City, the E.S.P.C. President, and the Program Co-ordinator. The E.S.P.C. Executive Director, the Director of the General Municipal Plan Team from the City Planning Department and a Recording Secretary were ex-officio members of the Team. Of the five volunteers, two served throughout the total process. Due to resignations of three members during the Program, new members were appointed to serve in the Evaluation Phase. The E.S.P.C. President served in a volunteer capacity during the entire process, taking an active part in Process Planning, conducting Workshops and in Committee meetings. During the Program, the E.S.P.C. Executive Director changed, with the new Executive Director assuming the role of Management Team Chairman in September 1979.

There were changes in volunteer membership of the Management Team due to the extended time they were expected to serve. Originally, the members were requested to serve for about six months, but this time was extended to twelve months.

c. E.S.P.C. Program Staff

There were three full-time, contract positions in the Program: Co-ordinator, Senior Animateur and Recording Secretary/Administrative Assistant. Staff members were hired in February 1979. The function of the Co-ordinator was:

- a. to oversee the Program and keep it on schedule,
- b. to make key contacts in the community,
- c. to maintain contact with City officials,
- d. to be visible to the media for Program promotion,
- e. to submit regular Program reports,
- f. to submit the Citizens' Report to the City Planning Department.

The Senior Animateur was responsible for co-ordinating the promotional efforts involving temporary staff, directing the preparation of materials for use in the Information Exchanges and Workshops and preparing the Citizens' Report to the Planning Department. The Senior Animateur position was dropped during the Evaluation Phase.

The contract positions of Co-ordinator and Senior Animateur were to have run from February to July, 1979, however, in May 1979, the Planning Department extended the Plan preparation process by three months. This extension meant that the Co-ordinator and Senior Animateur positions would be inactive for a three month period over the summer and as a result, both people in the positions resigned in June to seek other employment.

In September when the Citizen Participation Program was re-started, the Co-ordinator and Senior Animateur positions were not renewed as contract positions. Rather, two E.S.P.C. Planners carried out the functions of the original positions each giving half-time to the Program from September to December 1979.

Three professional animateurs were employed on a part-time temporary basis to assist in networking and promotion prior to the Public Meetings in the Input Phase.

The Recording Secretary acted as an animateur during the first month of the Program and then assisted with administration until the end of the Input Phase. During the Evaluation Phase, she acted as Administrative Assistant. Throughout the Program she attended Management Team meetings.

Three clerks were employed on a part-time, temporary basis during the beginning of the Input Phase to make telephone contact with organizations in order to set up appointments for the animateurs.

The Program Staff, through their combined experience in community work, provided considerable enthusiasm to create and inspire participation in the Program. Effort was continually put forth to establish a cooperative atmosphere with the City Planning Department, the Management Team, and the many volunteers involved in Leadership and in designing the Process.

The pressure in the Input Phase, to initiate the promotion of the Program, co-ordinate ideas generated by the Management Team, assemble volunteers for designing the Process, and plan the Public Meetings placed great demands on the E.S.P.C. Program Staff. They worked a great amount of extra time outside of regular office hours to ensure that the many aspects of the Program were followed through. (See Appendix C 'Hours' for an estimate of that extra time.)

d. Research and Development Groups

Under the chairmanship of the President of the E.S.P.C. Board of Directors, 53 individuals volunteered their time in four weekend sessions of 12 hours each and in 6 one-day sessions from 1 to 4 hours each to assist in designing the citizen participation process in the Input Phase. These volunteers were recruited from

among persons active in leadership roles in a broad variety of community organizations in the city. During these sessions 'decision areas' to be used in focussing participant's work during public meetings were defined using a modification of "Aids to Strategic Choices". (See Section ii: "Planning the Process" for a description of "Aids to Strategic Choices".) Assistance was also given Program Staff in defining appropriate methods and structures for the Information Exchange Sessions and Area Workshops of the Input Phase.

(Note: Members of the Management Team and E.S.P.C. Program Staff filled the role of the Research and Development Groups for the Evaluation Phase).

e. Volunteer Leaders

Volunteer group leaders were used extensively during the Input Phase Area Workshops and during the Evaluation Phase Information Meetings and Workshops. Group Leaders were responsible for guiding participants through the meeting process and drawing in resources needed by participants. There were nineteen volunteer group leaders.

During a weekend session in April, six volunteers from the Area Workshops and two group leaders assisted Program Staff in assembling information gathered from the citizens at the workshops for inclusion in "The Edmonton General Plan, Citizen Participation Program: Volumes I and II".

Many of the volunteer group leaders who had been part of the Research & Development Group assisted citizens who attended the public workshops. Often tight time schedules did not allow for group training sessions of volunteer group leaders as planned, so orientation was given on an individual basis prior to the Public Meetings. Because attendance at these meetings was not predictable, some leaders were not needed when they did come which was unfortunate but unavoidable. Their help was valuable to the small staff responsible for these meetings as a manpower resource and their

expertise did assist the citizens in comprehending the problems of decision-making in city planning. Comments from citizens were that the leaders used in small group sessions of the Public Meetings were valuable '... to help to maintain objectivity.'

f. Planning Department

Two or more persons from the General Municipal Plan Project Team of the City Planning Department were available at all public meetings during both the Input and Evaluation Phases. One representative of the General Municipal Plan Project Team attended each Management Team meeting and also attended some sessions to design the process in both Phases of the Program.

One of the roles of the General Municipal Plan Project Team in the Program was to prepare and publish materials to be used for study by the public and to assist in advertising. This included in the Input Phase producing nine 'Issue Papers', a Citizens' Preview, brochures and posters. In the Evaluation Phase they produced the "Summary" of the General Municipal Plan Draft By-Law. They also prepared and presented a slide tape of information at the public meetings in both Phases, as well as at the Public Hearings held by City Council in December 1979. Their advertising consisted of the paid advertising in daily and weekly papers during both Phases.

The Planning Department held five open houses in different areas of the city for the public-at-large immediately prior to the Information Exchange Sessions and the Area Workshops conducted by the E.S.P.C. At these open houses, they distributed copies of the nine Issue Papers, the Citizens' Preview, brochures of dates and places for public meetings and other Planning Department literature. They also provided an audio-visual presentation for public viewing and discussed issues related to planning.

The Planning Department also received "The Edmonton General Plan Citizen Participation Program: Volumes I and II" from the Input Phase and responded via the "'Report Back' on the Citizen

From a sample of registrations obtained at the public meetings, results showed that eighty-five percent of the citizens attending represented themselves and not an organization (See Table 2).

TABLE 2

SAMPLING OF REGISTRATIONS AT PUBLIC MEETINGS IN INPUT PHASE

	NUMBER	PERCENTAGE
Sample No. 1	5 participants were identifiable	10.63%
10% of List	42 participants were citizens-at-large	89.36%
Sample #2	9 participants were identifiable	18.65%
10% of List	39 participants were citizens-at-large	81.25%

An average of these two samplings would suggest 15% of the citizens at public meetings could be identified as representing a specific group and 85% were citizens-at-large. Examples of the groups which could be identified would be:

Concerned citizen

Groups: i.e. Calder Action Committee
Community of Oliver Group

Media: i.e. North, South, West Edmonton
Examiners, Edmonton Journal,

City Departmental

Field Staff: i.e. Social Service, Parks &
Recreation

Members of City
Council

iii) Planning the Process

The methods used to assist citizens in planning the future of the city and evaluating the document "General Municipal Plan Draft By-Law" was defined as the 'Process'.

With the acceptance of the proposal by the City for the Citizen Participation Program in the General Municipal Plan Review, the task of more clearly defining the process which citizens would use to study a General Municipal Plan's implications was undertaken.

Deciding on Issues for Discussion.

A Research and Development Group, comprised of the President of the Edmonton Social Planning Council, plus several professional planners and volunteers from the community, used a modification of the "Aids to Strategic Choice" technique in identifying the focus for public input to the General Municipal Plan Review. This modified technique involved the following steps:

1. Using the General Municipal Plan Issue Papers and the Report on the Mayor's Neighbourhood Conference as resource documents, 'decision areas' relative to the General Municipal Plan were identified; with a 'decision area' being defined as an area of concern or an issue requiring a decision between two or more mutually exclusive options. The following 'decision areas' were identified; Growth Distribution, Growth Form, Growth Strategies, and Growth Control.
2. The 'options' within each 'decision area' were then identified (e.g. Growth Distribution: high density, medium density, low density).
3. The degree to which different 'decision areas' were inter-related was subsequently identified in order to ascertain the extent to which the making of a decision relative to one area would have impact on or would predetermine the decision in another area (e.g. deciding on a level of density would impact on the decision relative to the types of residences to be chosen).
4. The 'decision areas' were then analyzed by putting them on a matrix and rating their importance, controllability and urgency.
5. 'Decision areas' that needed to be dealt with initially were identified, while others were set aside for future consideration.
6. A determination was made as to which combinations of options were possible.

To make this process of planning more easily understood by citizens, a visually stimulating game was designed by E.S.P.C. Program Staff which became an effective tool and aid in decision-making. This "Game" was also the basis of a "Build Your Own City" kit which was sent out to persons who phoned or wrote to request information. "The Game" as it became known during the Program was also used in the schools. See Section B, i,f: of this Chapter under "The School Spin-off" for more information. Also see Appendix D for a sample of "The Game".

In the Evaluation Phase of the 'Process', it was required that citizens work directly with the General Municipal Plan Draft By-law document. This was a complicated document requiring understanding of its structure before the content could be constructively evaluated. A considerable amount of time and study by Management Team members and staff went into providing reference charts, resource materials and agendas for the Information Meetings and Workshops.

The City Planning Department created a slide tape presentation on the Draft By-law and provided Planners as additional resources to aid citizens in their attempt to understand and evaluate the General Municipal Plan Draft By-law.

The final step in the 'Process' was the presentation of briefs by the citizens at Public Hearings before City Council. A Resource Centre was created for citizens' use with related and back-up materials provided by the City Planning Department and the Edmonton Social Planning Council. Manpower was available by Program Staff to assist neighbourhood groups who wished to evaluate the "Plan" in relation to their specific interests.

iv) Promotion of the Program

a) Materials

The materials essentially consisted of background materials for use by citizens to assist their study of planning issues and their evaluation of the General Municipal Plan Draft By-law, and of promotional materials required to create interest in the Citizen Participation Program.

The City Planning Department assumed responsibility for publication of background information such as the nine Issue Papers on subjects pertinent to planning (i.e. Transportation, Parks & Recreation), a Citizen's Preview for the Input Phase and the 'Summary' of the General Municipal Plan Draft By-law in the Evaluation Phase. Also printed were the brochures with dates and places for both Phases and posters for the Input Phase. (See Appendix B for samples).

Before the Public Meetings of the Input Phase were to be held a great deal of effort was put forth to distribute the Issue Papers, brochures and posters throughout the city. There were approximately 95,000 Issue Papers, 203,000 Brochures and 20,000 Summaries distributed by the parties involved in this Citizen Participation Program. (See Appendix F for a more complete breakdown of the distribution and who assumed responsibility for it.)

b. Methods

Although there was a slight overlapping of activities, the methods used to promote the Program and distribute materials can be separated into four patterns of activities: Media coverage, Promotion with Civic officials and Civic Administration, Networking with established community organizations, and Special Events. We cover each of these separately.

Media

The media campaign involved principally the project Co-ordinator for the E.S.P.C. Program Staff and members of the Management Team. All daily and weekly newspapers and radio and television stations were contacted to create as broad an interest with the public as possible. A few articles appeared in the daily newspapers with the weekly papers providing a quite consistent flow of articles throughout both the Input Phase and the Evaluation Phase. The City Planning Department assumed the responsibility for the paid advertising in both daily and weekly papers throughout the Program.

The radio stations and television stations gave a fair amount of coverage during the major part of the promotional campaign with some radio stations giving continuous coverage throughout. Free community announcements were utilized on both radio and television during the Input Phase and Evaluation Phase. Some radio advertising was paid for by the E.S.P.C. during the Evaluation Phase to promote the Resource Centre.

During the Input Phase a series of ten programs were planned and aired over Community Cable television to stimulate citizen interest in planning for the city's future. These programs were organized and conducted by Staff, Management Team Members and other volunteers.

(See Appendix E for a complete listing of the contacts made with Press, Radio and Television).

Promotion with Civic Officials and Administration

In March, 1979 a Press Conference was held for Aldermen, City Commissioners and the Press to outline the Citizen Participation Program and to begin the promotion. Numerous radio spots and some television coverage resulted from this conference as well as a newspaper article in the Edmonton Journal.

With the cooperation of Senior Civic Administration, briefings were given to both Parks and Recreation Department Field Staff and Social Services Field Staff regarding the Citizen Participation Program, and their co-operation and participation was enlisted.

The Mayor was invited to proclaim "I Love Edmonton" Day on April 10th, to provide extra impetus to the promotional campaign. (See 'Special Events' for more details on the Day.)

The City Planning Department held special briefings for members of City Council in September and December, 1979, to inform and promote the Citizen Participation Program as part of the redrafting of the General Municipal Plan Draft By-law.

Networking

The promotion strategy used in this part of the Program took the form of the following:

- assemble mailing lists from the Edmonton Social Planning Council, City Planning Department, AID Services, Alberta Heritage, Community Leagues, HUDAC, and Senior Citizens Groups.
- contact by telephone with an executive member of as broad a cross-section of organizations in the city as possible to set up an appointment.
- one of the E.S.P.C. Program Staff met with executive members to find means of cooperation with their organization.
- information was returned to Program Staff for implementation of suggestions such as distribution of information, provision of speakers, cooperative letters of support.

(See Appendix G for a general list of the kinds of organizations contacted and some of the results of the contacts made in the Input Phase).

Prior to the Evaluation Phase in the fall of 1979, the networking plan took on a different design. Five hundred letters of explanation of the progress of the Citizen Participation Program and Brochures were mailed to former participants of the Input Phase of the Program, to Presidents and Publicity Chairpersons of Community Leagues, Community Planning Agencies, and community planning interest groups. A distribution of brochures and Summaries was undertaken which is detailed in Appendix F.

It was believed that a broad intensive networking would serve for the whole Program throughout the Input and Evaluation Phases. However, the extension of three months between Phases did change the effectiveness of this plan.

v. Special Events

A committee headed by a Management Team member, organized a special promotional day called "I Love Edmonton" held April 10, 1979. Events

during the day included a proclamation ceremony at City Hall, street performances by Catalyst Theatre, promotion with Radio Personalities, and distribution of "I Love Edmonton" buttons. This day's activities were also supported by the Edmonton 75th Anniversary Committee.

The chief purpose of "I Love Edmonton" Day was to obtain positive input from a large number of citizens on planning for the future development of the city and to attract media attention. To facilitate this purpose, a four-question open-ended questionnaire was designed and distributed. The questions were:

1. What do you most like about living in Edmonton?
2. If you had the final say about how this city will change as it grows in the future, what would you change?
3. What do you think will be the greatest problems Edmonton faces in the next 20 years?
4. What do you think you can do to help Edmonton grow the way you'd like it to?

Questionnaires were distributed to all city schools with an explanatory memo being forwarded to school principals and student council presidents at the senior and junior high school levels. One hundred thousand questionnaires were delivered. Eleven thousand written responses plus over one hundred drawings were received from students. As follow-up, all school principals were contacted and it was estimated from their responses that sixty-five thousand students focused attention on planning for the future of Edmonton on April 10th. (See Chapter 3, Page 31, of "The Edmonton General Plan Citizen Participation Program, Volume I, June 1979" published by the Edmonton Social Planning Council, for more specific results of this "I Love Edmonton" Day promotion and the questionnaires.)

Questionnaires were also distributed to the public through MacDonald's Restaurants and Safeway Stores, and an additional 1,000 questionnaires were placed in government offices. Non-student responses numbered about 500 written and 20 telephone calls. All responses were tabulated by a team of volunteers and the results were recorded in the Citizens' Report.

Vi) Budget

The total budget of \$62,000 is detailed in Table 3.

Two-thirds of the budget was expended from February to June during the Input Phase with the balance being required for the Evaluation Phase.

In addition, the City Planning Department spent considerable amounts on the Citizen Participation Program for publications, advertising, displays, audio-visuals, and extra staff time at public meetings and the open houses.

TABLE 3

E.S.P.C. CITIZEN PARTICIPATION PROGRAM BUDGET

ITEM	AMOUNT
Consultants	2,000.00
Senior Program Staff Persons	36,000.00
Support Staff (Professional)	9,000.00
Support Staff (Clerical)	4,000.00
Honorarium & Expenses	5,000.00
Staff Recruitment	200.00
Travel	1,500.00
Additional Office Space	300.00
Supplies and Equipment	1,500.00
Printing	<u>2,500.00</u>
	<u>\$62,000.00</u>

The \$62,000 comprised the amount of the contract with E.S.P.C. The Program ran out of money before the Evaluation Report was completed. It was thought one of the reasons for which the Program ran out of money was the lag in the middle of the Program, which is dealt with elsewhere in the Report. The second reason had to do with the writing and the exchanging of reports. In working with a Program such as this where reports required several drafts in order for Management Team members to concur and because reports were responded to, it was found that significantly more time was required than was allotted. With specific reference to the Program Evaluation Report, the two weeks allowed for this activity was found to be inadequate.

B) Implementation of the Program**i) Input Phase**

- a. Information Exchange Sessions
- b. Area Workshops
- c. Interest Group Workshops
- d. The School Spin-off
- e. The Citizens' Report
- f. 'Report Back'
- g. Edmonton General Municipal Plan
Draft By-Law

ii) Evaluation Phase

- a. Public Information Meetings
- b. Public Workshops
- c. Resource Centre
- d. Special Interest Group Workshops
- e. Public Hearings

B) Implementation of the Citizen Participation Process

1) Input Phase

Prior to the events scheduled by the E.S.P.C., the City of Edmonton Planning Department held five Open Houses in different areas of the city where they provided the public with information in many forms about the Citizen Participation Program. They used an audio-visual tape presentation, display panels, distributed Issue Papers, the Citizens Preview, other related planning materials, and talked with citizens.

The major events during the Input Phase of the Program were the Information Exchange Sessions and the Area Workshops of two consecutive evenings. Each event was designed to be complete in itself, but also to encourage continued participation in subsequent events. The Exchanges were designed to provide participants with information which would facilitate developing their preferred yet realistic city design in the Area Workshops. The Information Exchanges and Area Workshops were held in each of eight locations around the city to provide as many opportunities to participate as practical: given the time and resources available. (See Appendix B for copies of Brochures in the Input Phase and the Evaluation Phase with dates and places.)

a. Information Exchange Sessions

What is a General Municipal Plan? How can I participate in the General Municipal Plan Review? Answering these two questions was the purpose of the Information Exchanges. The E.S.P.C. Program Staff felt it was necessary to educate the public as to the nature of the General Municipal Plan and encourage them to participate in the Program. To achieve this, the agenda covered various approaches by using different methods to present the relevant information.

The evening began with a slide-tape presentation prepared by the City which gave an overview of what a General Municipal Plan decides. A Catalyst Theatre presentation humourously provided insight into the generality of the General Municipal Plan. These two elements of the agenda were followed by a Planning Department technical overview of the General Municipal Plan and an outline by the E.S.P.C. Program staff of the citizen's role in the General Municipal Plan Review.

A second Catalyst Theatre presentation gave a dramatic rendition of a possible future Edmonton. The final element of the agenda was a group brainstorming of likes and dislikes about 'Edmonton in the present and desires for the future. A closing summary reviewed the participation process and invited people to attend Area Workshops.

The elements as outlined above formed the core of the agenda for the Information Exchange Sessions. Although there was some adaptation of the ordering and style according to the presentor's style and participant responses, the basic elements remained the same through all the Sessions.

A total of 234 individuals attended the Information Exchange Sessions. Eleven people, including members of the Management Team, E.S.P.C. Program Staff and volunteers were involved in leading the Sessions. Representatives of the Planning Department participated in the presentations and were available to field questions from the participants.

b. Area Workshops

At the Information Exchanges, citizens were given a basic understanding of what a General Municipal Plan entails. The subsequent Area Workshops were designed to assist participants in experiencing the complexities and ambiguities involved in deciding how a city should grow. In essence, the Workshop process addressed four major questions:

1. Where will growth be distributed in the Edmonton Urban Region?
2. What city form will be best suited to handle the growth?
3. What are the strategies to handle growth?
4. How should the growth be controlled politically?

It was also intended that workshop participants should see the city as a whole, understand the inter-relatedness of urban living and struggle with the trade-offs involved in making planning decisions. The end result of this process was seen as the presentation of desirable but realistic recommendations on growth management being made by the citizens to the Planning Department.

Those involved in the process planning struggled with the workshop format. It was recognized that the task was a complex one which was difficult to communicate in words. Thus, great importance was placed on the use of visual aids in the Workshops.

The Research and Development Group had produced a list of 'decision areas' it felt a General Municipal Plan should address and a set of 'options' to be considered in making choices. The concept of a game was discussed and worked on by E.S.P.C. Program Staff with the end result of the 'Build Your Own City' Game being developed. "The Game" was based on the assumption that growth was inevitable, and it provided participants with the opportunity to work on a minimum, medium or maximum growth design. Necessary decisions were identified and options were visually depicted. Participants then made their decision. (See Section iii, titled "Planning the Process" in Chapter 2, Section A, for more details of "The Game").

'The Game' became the focal point of the Area Workshops with a two-evening agenda developed around it. The first night began with a review of the Citizen Participation Program and an overview of the Workshop process and content. The film 'Boomsville' was shown to illustrate the process of urban growth and development; as well as its possible future. At this point, participants broke into discussion groups. The groups began with personal introductions and a conversation which focused on people's vision of Edmonton in the year 2001. Having stimulated people's future thinking in this way, 'The Game' was introduced and explained. Participants then broke into working groups according to their choice of minimum, medium or maximum growth option to play 'The Game'.

The second evening the working groups were asked to review the choices which they had made the first evening and record why they made their decisions and what the strengths and weaknesses of these decisions were. To complete the evening, the smaller working groups shared with the whole group their completed games and the rationale for their choices.

A total of 151 individuals attended the Area Workshops. Forth-seven attended both nights while 104 attended one night. Of those attending, 58 had also attended the Information Exchange Sessions. E.S.P.C. Program Staff assumed responsibility for chairing the Workshops. Thirteen volunteer group leaders assisted in the facilitation of small group discussion and guiding groups through 'The Game'. Representatives of the City Planning Department were present as resource people to provide content information.

c. Interest Group Workshops

The E.S.P.C. Program Staff provided groups with the opportunity to hold their own General Municipal Plan workshops after the dates of the Public Workshops. Due to a concern that ethnic minorities tend not to be represented in public participation programs, an effort was made to initiate workshops with eight minority organizations. Those groups contacted expressed an interest in the process and two group workshops were organized in the time available.

Two organized citizens' planning groups invited E.S.P.C. Program Staff to conduct workshops with them using the same game as in the Public Workshops. They reached planning decisions which were similar to the Public Workshops which indicated that the level of understanding attained was similar.

In total, 58 people attended interest group workshops. Three participants had attended other General Municipal Plan events.

d. The School Spin-Off

The E.S.P.C. Program Staff, a General Municipal Plan Project member and a Management Team member worked with the Education subcommittee of the City's 75th Anniversary Committee to see what use could be made in the schools of the materials prepared during the Citizen Participation Program. Following a testing of the 'Build Your Own City' game in grade 6 and grade 12 classrooms and negotiations with the two School Boards, the School Boards agreed to include an adaptation of 'The Game' in an 'Anniversary Social Studies Kit' for use throughout the schools in the public and separate school systems.

e. The 'Citizens' Report'

This two volume report titled 'The Edmonton General Plan Citizens' Participation Program' was an accumulation of the information garnered from the citizens' work on approximately 50 'Games' during the Area Workshops. The method used to assimilate these materials was as follows:

1. Writing area workshop summaries.

Once all of the Area Workshops were completed, volunteers and the E.S.P.C. Program Staff spent over 80 manhours reviewing information from the Workshops and listing all the concerns and values presented.

2. Volunteers reviewed the Workshop information for consistence and compatibility and used matrices and statistical tables to analyze their findings. The Workshop results were categorized under headings of: Growth, Neighbourhood, Downtown, Transportation and Growth Control.

3. In writing the report, the Program Staff used the actual Workshop data, written summaries from the small discussion groups and the results of the volunteer citizen input. This report referred constantly to actual workshop quotations to illustrate various points. Three drafts were prepared and critiqued internally by the E.S.P.C. Program Staff and the Management Team. At that time a conference was held with members of the General Municipal Plan Review Team of the City to examine the draft and obtain their input on its clarity.

These volumes were published by the E.S.P.C. and submitted to the City Planning Department in June, 1979, to be considered for incorporation into the General Municipal Plan Draft By-law on behalf of the citizen participants.

The information generated during the Input Phase was useful to the Planning Department because it confirmed the values and views of citizens which had been extracted from the Mayor's Neighbourhood Conferences and the Citizens' Concerns Study. This "Citizens' Report", as

a vital link in the chain of participation designed to build co-operation between civic administration and the citizens, was not released to citizens until September. The City Planning Department chose to present it to City Council with their 'Report Back' and the first Draft of the new General Municipal Plan By-law.

f. The 'Report Back'

This one volume report titled "'Report Back' on the Citizen Participation Program" was the City Planning Department's response to the 'Citizens' Report'. One objective of these reports was to provide an opportunity for the General Municipal Plan Team and in turn, City Council to gain a better understanding of what the values of the community were, what priorities citizens had, and what compromises they were willing to make in planning.

g. "The Edmonton General Municipal Plan Draft By-law"

This first draft By-law published by the Planning Department was released in September, 1979. The two-volume draft incorporated current departmental studies and input from the Citizen Participation Program. It was understood that the Draft By-law would be revised as input was received from Public Hearings and other segments of the public before finally being adopted by City Council. The new Land-Use By-law was closely linked to this General Municipal Plan Draft By-law.

ii) Evaluation Phase

The Evaluation Phase, which was originally planned to begin during the summer, did not actually start until September, 1979. In May, 1979 City Council gave approval to the Planning Department to extend the Plan preparation exercise by three months to allow them sufficient time to incorporate into the Plan the input from internal City departmental reviews and from the Citizen Participation Program.

The Management Team met numerous times over the summer to continue to identify criteria for evaluation and to design procedures to involve the public in reviewing and commenting on the General Municipal Plan Draft By-law.

City Council received as information "The Edmonton General Plan Citizen Participation Program" Volumes I & II, the "'Report Back' on the Citizen Participation Program" and "Edmonton General Municipal Plan Draft By-law" in September 1979, thus allowing public release and distribution of these documents. At this time, the Evaluation Phase of the Citizen Participation Program was initiated to assist citizens in reviewing and evaluating the General Municipal Plan Proposals and in preparing briefs to the Public Hearings before City Council.

In early October, 1979, E.S.P.C. Program Staff and members of the Management Team met to identify major 'decision areas' and 'policy' recommendations made in the General Municipal Plan Draft By-law, and to further develop the format of the Public Information Meetings.

In order to give broad exposure to the Draft General Municipal Plan during the Evaluation Phase, the following four objectives were outlined:

1. To develop publicity and awareness of the objectives and policies of the Plan.
2. To present an overview of the Plan format and contents at Public Information Meetings.
3. To study further specific policy areas at Public Workshops.
4. To give the public an opportunity to look more closely at the Plan as it related to their area through special community workshops and a Resource Centre where groups could obtain information on the Plan.

There were five parts to the Program in the Evaluation Phase where citizens could be assisted to evaluate the General Municipal Plan Draft By-law, which were as follows:

Public Information Meetings
 Public Workshops
 Resource Centre
 Special Interest Group Workshops
 Public Hearings

a. Public Information Meetings

In early October, 1979, the Management Team decided upon a tentative format and agenda for the Public Information Meetings.

Volunteers were recruited to act as group leaders and dates were set aside for orientation. Resource materials (See Appendix H) including a map index, reference chart to 'decision areas', an overview of the public review process, graphics relating to density and a questionnaire were developed and distributed at the Information Meetings along with a copy of the City's 'Summary' of the General Municipal Plan Draft By-law.

Six public Information Meetings were held throughout the city during the last two weeks of October to give interested persons and groups a first look at the Draft General Municipal Plan and the policy decisions proposed in it. The City Planning Department presented an audio-visual overview of the eighteen point strategy which provided the framework for the Plan's policies, and responded to questions raised by the presentation. Task groups were formed around topics/areas of interest to address two questions: "What decisions are being made? Does the General Municipal Plan recommend a policy which represents a change?" Groups discussed the slide-tape presentation as it related to their topic using the 'Summary' of the General Municipal Plan, Volume I of the Draft By-law and the resource materials provided. The E.S.P.C. Program Staff and volunteers assisted groups with the task of studying the Draft Plan and addressed the two questions, while City Planning Department Staff provided groups with background information on the recommendations in the Plan.

Following the small group discussions, group delegates reported back to the larger group to allow participants to share a broader overview of the policies contained in the General Municipal Plan. The evening ended with a wrap-up of the work accomplished, and participants were encouraged to participate in forthcoming workshops and Public Hearings.

Questionnaires were completed by participants evaluating the meeting format and process. Generally most people commented that the Information Meetings provided them with a good overview of the "General Municipal Plan Draft By-law" format and policies. Having City Planners available in the small groups to answer questions and

clarify policy assisted people in taking an initial, overall look at the Draft. (See Appendix I for Agenda used). Throughout the six Public Information Meetings 60 individuals attended. (See Appendix B for dates and locations in the Brochures).

b. Public Workshops

During the week the Public Information Meetings were being run, Program Staff and some Management Team members were involved in final planning and preparation of the format for the five Public Workshops which were to follow immediately afterwards. Workshop resources which were developed to assist participants evaluate General Municipal Plan policies included: overhead maps, a reference chart of objectives and policies, an information guide for study of the Plan and a guide for preparing briefs. Graphics to assist participants visualize development of density nodes and the concept of density in a neighbourhood were seen to have high priority. (See Appendix I).

The Management Team identified five major topics for focus of these five Public Workshops which were held in the Edmonton Social Planning Council Offices. The topics identified were: 1) the Growth Strategy; 2) the Downtown; 3) the Inner City; 4) the Suburbs; and 5) Citizen Participation in the Design Process. These topics were chosen to give participants a broad familiarity with the "General Municipal Plan Draft By-law" policies and objectives within each topic.

Each Public Workshop session began with an overview of the Citizen Participation process to date and a review of the evening's purpose and agenda. This purpose was to review the General Municipal Plan policies relative to the intended objectives, to introduce a possible framework for individuals or groups to evaluate the Plan and to present information on preparing and submitting briefs. Sub-topics of interest within the overall theme were identified and small study groups were formed around each sub-topic issue to study and evaluate Plan policies in detail. Four questions provided the framework for the evening's work: "What is at issue? What is the "General Municipal Plan Draft By-law" recommending?

Do you support the Plan recommendations? What alternatives does the group suggest?" Study groups discussed sub-topic issues with reference to the General Municipal Plan: Volume II policy statements and developed arguments of support or recommended alternatives for policies proposed in the Plan. The workshop concluded with a review of the group's work for the evening, a presentation on preparing and presenting briefs to the Public Hearings, and written evaluation of the evening by participants.

It was found at the first workshop and continued to be found throughout the five workshops that as many as three-quarters of the people who attended workshops had not attended earlier Public Information Meetings. Following the first evening workshop (The Growth Strategy) the agenda was expanded to allow participants to break into study groups according to those who were familiar with the General Municipal Plan (from previous meetings, or through self-study) and those who were unfamiliar with the Plan. This allowed participants familiar with the Plan to begin immediate detailed study of sub-topic issues of interest to that group. Those unfamiliar with the Plan were given an overview of the Plan, and a review of the framework of principles and key objectives before proceeding to identify sub-topics for further study and evaluation.

To encourage participants to formulate their own evaluation of the Plan recommendations, the role of City Planning personnel changed. Previously, where they had been members of each study group; they were now more of a resource to the group participating in discussions upon request. Study group leaders (E.S.P.C. volunteers) encouraged the group as much as possible to develop their own understanding of the Plan and its implications through discussion and reference to the Plan recommendations (Volume I) and the supporting policy statements (Volume II). Planners then moved in and out of study groups providing information with respect to existing policies and policy alternatives, which the group could then apply in their evaluation of the "General Municipal Plan Draft By-law" proposals.

Attendance at the five workshop sessions totalled 46. Comments and reactions from participants indicated that they found the workshops

to be informative and helpful in developing an understanding of the Plan policies. The format of the workshops assisted small groups to work through the Plan, and people generally found it helpful to discuss their ideas with Planners and other participants. Some people commented that there was insufficient time for study, and several people felt the information presented was too confusing and complex for study only at the meetings and needed additional individual study to assess so complex a document.

c. Resource Centre

A Resource Centre composed of reference materials and related planning information was established by E.S.P.C. Program staff for citizens to use. Additional information on independent studies such as those done by planners for City Parks and Recreation and Transportation were on loan from the City Planning Department as well as studies from other areas of the Province and other cities in Canada and the United States. Copies of "The General Plan Citizen Participation Program, Volumes I & II" published in 1979 by the E.S.P.C. and the "'Report Back' on the Citizen Participation Program" published by the City of Edmonton Planning Department were made available. Citizens could also purchase copies of "Edmonton General Municipal Plan Draft By-law No. 5773, Volumes I & II" at a nominal fee from the Resource Centre and from the City Planning Department. The Resource Centre was not used by citizens to the extent expected.

d. Special Interest Group Workshops

Special Workshops were requested by the Calder Action Committee and the Rosssdale Community League who wished to focus on issues and policies affecting their respective communities. These workshops were conducted immediately following the workshops held at the E.S.P.C. offices and before the Public Hearings. The agendas for these workshops were very similar to those designed for the Public Workshops but became more focussed on issues for each specific group. (Agendas for these workshops are contained in Appendix J).

Community Workshops provided the opportunity to explore the Plan from a neighbourhood perspective. The two community groups involved

chose the aspect of the Plan which was of greatest concern to them and explored it in depth. It was found that these two groups were concerned not only with how the Plan affected them but also with its implications for the city as a whole.

e. Public Hearings

On December 5, 1979, Public Hearings were held by City Council regarding the "Edmonton General Municipal Plan Draft By-law". Seventeen presentations were made to City Council representing seven community groups, eight special interest groups, and two organizations. Of these seventeen presentations, there were twelve groups which presented written briefs. The General Municipal Plan By-law was given first reading and referred to the Public Affairs Committee of Council on January 9, 1980, where nine representations were made. (See Appendix K for listing of groups presenting briefs).

It was acknowledged that most presentations to City Council came from groups or persons who had experience in presenting briefs and they did not come from citizens-at-large; although both kinds of persons had become involved in some part of the Program. The content of the briefs and the presentations themselves were generally viewed as being good by Program Staff and members of the Planning Department.

CHAPTER 3

INTERPRETATIONS AND CONCLUSIONS

- A) OVERVIEW OF THE PROGRAM
- B) IMPLEMENTATION OF THE PROGRAM

CHAPTER 3

In this chapter, the results of the General Municipal Plan Citizen Participation Program are briefly reviewed and interpretations and conclusions made when possible. The interpretations and conclusions were derived from a number of sources; the major sources being Management Team members, Program Staff and participants (through a review of their responses to the questionnaires distributed at public meetings and workshops). As such, this chapter constitutes the evaluation of the Citizen Participation Program.

The format followed in the preceding chapter entitled Description and Results is generally followed in the making of interpretations and conclusions. The chapter begins with an overview through which the Program was evaluated in light of the goals and objectives established by the Management Team and the principles of the Design Team. Subsequent sections address parts of the program, such as, Promotion of the Program, and Budget. The final section addresses the implementation of the process which was used to involve citizens in discussions and decision-making in planning for the City's future and in evaluating the "General Municipal Plan Draft By-law".

A) Overview of the Program

- i) Goals, Objectives, Principles**
- ii) Actors**
- iii) Planning the Process**
- iv) Promotion of the Program**
- v) Special Events**
- vi) Budget**

A) Overview of the Program

In an attempt to obtain an overall assessment of the Citizen Participation Program, its success was viewed in relationship to the objectives and goals identified by the Management Team and Program Staff at the Program's inception. This assessment was made in order to ascertain whether or not the Program accomplished what it set out to do. Similarly, the principles identified by the Design Team at the outset of the Citizen Participation Program (refer to Chapter 2, Section A, Part i) were reviewed to determine if they were adhered to.

i) Goals, Objectives, Principles

a. Goals

Goal Number I (from Chapter 2, Section A, Part i,): "To provide for practical and effective citizen participation in the review of the General Municipal Plan" was deemed to have been attained. It was felt that every reasonable effort had been made to inform citizens of the Program, to invite their participation and to encourage this participation. The production of Issue Papers and holding events across the city were judged as exemplifying the attempt to attain a 'practical' review. The fact that the content and process of the various public events were re-planned and re-structured in accordance to the feedback of participants was also felt to address the 'effective' component of the goal. It was, therefore, concluded that a practical and effective process had been provided whereby citizens could participate in the General Municipal Plan Review.

Goal Number 2 (from Chapter 2, Section A, Part i): "To create an awareness of the political process involved in planning" was judged to have been attained. Citizens involved in the Input Phase understood that their planning choices and comments would be forwarded to the City Planning Department for consideration in the "General Municipal Plan Draft By-law". Citizens in both Input and Evaluation Phases of the Program were encouraged to consider presenting a brief for or against sections of the "General Municipal Plan Draft By-law" as the final stage of the Citizen Participation Program.

Program participants did present 13 briefs at the Public Hearings and thus were actively involved in the political process of planning decisions.

B) Objectives

To translate the above goals into practical application, the five objectives outlined in Chapter 2 were interpreted, with conclusions drawn from them as follows:

1. Informing 250,000 people.

It was realized when established that the first objective of informing 250,000 citizens about the Citizen Participation Program that it could not be definitively measured; either quantitatively or qualitatively. However, the broad distribution of materials and the extensive promotion were concluded to have met the objective, especially in the Input Phase where the greatest emphasis was on promotion through the Media, Networking and Special Events.

2. Having 25,000 citizens express their views.

The majority of Program staff and Team members felt that the second objective of having 25,000 citizens make their views known was successfully attained; even though the majority of those citizens were school students, they are the citizens of the future. The Edmonton General Plan Citizen Participation Program: Volume I (1979) stated that "Eleven thousand individual responses as well as over twenty compilations from schools, and numerous class projects ..." (p.33) relating to the 'I Love Edmonton' Day questionnaires were received. This same report states that "...some 65,000 students did focus attention on planning Edmonton for the future (p.31)..." by class room discussions and made their views known at least to their peers. Receipt of written views from students, compilations and telephone calls did meet this objective.

3. Involving 500 people in the back-bone process.

Since 550 individuals were involved in the planning and implementation of the Program or as participants in the meetings or workshops, it was concluded that the third objective of involving 500 persons in the on-going, back-bone process was attained. It should be noted that one hundred participants involved themselves in two to

five events; which was encouraged but not demanded by the process. The process was designed so people could enter or leave at any stage or follow through from beginning to end, as some did. (See Appendix C for a breakdown of the numbers of participants and their attendance at various events throughout the Program.)

4. Raising the four key questions.

The fourth objective of raising the four key questions was judged to have been attained. Question one "What are we deciding about?" and question two "What are the real possibilities? What are the preferred alternatives?" were part of the decision making process involved in "The Game" during the Workshops in the Input Phase. This judgement was made on the basis that individuals involved in the process were able to grapple with the questions and to reach decisions. "The Game" was found to be very beneficial in helping people to focus on the broad issues of the city's future. In the area of growth, for example, people were able to recognize that little control could be exercised over the number of people coming to Edmonton and area over the subsequent fifteen years. Within this context, citizens were able to opt for medium growth strategy, recognizing that minimal growth for the city was perhaps an unrealistic expectation and that maximum growth was perhaps undesirable. The preferred alternatives were incorporated in "The Edmonton General Plan Citizen Participation Program, Volume I" (1979) which was forwarded in June of that year to the City Planning Department by the E.S.P.C. on behalf of the citizens who had participated in the Process.

Question Three "Which way are we going? What is the preferred alternative?" was identified as the direction in which studies in the Evaluation Phase Information Meetings were structured. Question Four "What are the difficulties? What can we do about it?" was identified by participants in the Workshops in the Evaluation Phase. Citizens were able to identify aspects of the Draft General Municipal Plan they viewed as being critical to the future of the City and to make decisions on preferred alternatives. Discussion on the District Planning System was felt to be a good example of the extent to which

citizens not only struggled with the questions but also reached decisions when applying the questions to specific areas of the Draft General Municipal Plan.

5. To inspire and facilitate on-going citizen participation.

Attainment of the fifth objective "To inspire and facilitate on-going citizen participation" could not be adequately evaluated due to insufficient passage of time since the Program's completion. However, the citizens' responses to the structure of District Plans in the General Municipal Plan Draft By-Law was an objection to that structure because it seemed to them that their effective future participation was being threatened. It could be concluded that they desired further participation in planning on the neighbourhood level at least and could see city-wide participation as being valuable. Also, the E.S.P.C. has, since termination of the Program, continued to receive requests for information and workshops on the General Municipal Plan from citizen groups.

C) Principles

The five principles identified by the Design Team as being prerequisites to responsible and useful public involvement in the General Municipal Plan Review Project served as the second method by which the overall Citizen Participation Program was evaluated. This evaluation was based on the premise that failure to adhere to one or more of the principles would reflect negatively on the success of the Program. The five principles were:

1. There be a co-operative partnership between the three main parties (civic politicians, civic administration, and the public) in planning.
2. Information be truly available to all participants.
3. There be a mutual sharing of information and resources among all parties.
4. Adequate time be allowed for all parties to become familiar with the problems and issues.
5. Organizational assistance and resources be made available to the public to fulfill its role in the review of a General Municipal Plan.

Interpretations and conclusions of the results of each of the above principles are stated below.

1. Cooperative Partnership.

The first principle calling for a cooperative partnership in planning among civic politicians, civic administration and the public was judged to have been partially adhered to. In the beginning, an approach was made to City Council members to familiarize them with the Citizen Participation Program; the response was not encouraging from some of the Council members. However, five members of Council did attend the Public Meetings organized for the Program and most members of Council were in attendance some of the time at the Public Hearings. It was generally agreed that this cannot be called a true cooperative partnership.

The partnership did however generally exist between civic administration (i.e. City Planning Department) and the public and was agreed to have been good. The attendance of Planning Department representatives at all public functions was deemed as having been crucial to this partnership. This permitted citizens to directly approach the individuals responsible for drafting the General Municipal Plan and to have their questions answered, their concerns addressed and their suggestions listened to and commented on. While the Planning Department members were sensitive to the wants of citizens, it should also be noted that citizens were sensitive to the fact that the General Municipal Plan was a document dealing with the entire city and that it was not appropriate to deal with 'backyard' issues in the context of such a broad document. The removal of parochial issues from the Information Exchange Sessions was also viewed as contributing to a general atmosphere of cooperation and partnership.

2 & 3 Availability and Sharing of Information

The second and third principles which dealt with availability and sharing of information and resources was adhered to by civic administration and the public in the views of Management Team members and Program Staff. Printed materials (i.e. Issue Papers, Summaries)

were produced and generously distributed to the public in both Phases. The timing of released material in the Evaluation Phase was not considered ideal (i.e. the Summary was not available until the first Public Information Meeting, and the Draft By-Law was in short supply when first released), but it was recognized that there were constraints within the administrative structure of the City Planning Department. The mutual education between the administration and the public took place primarily in the public events where a sharing of information and resources was evident.

The submitting of preferred alternatives by citizens for changes in planning to the City's Planning Department and that Department's reply in the 'Report Back' was a built-in component of the Citizen Participation Program. Also, the presentation by citizens of briefs to City Council on the contents of the General Municipal Plan Draft By-Law was a planned exchange of ideas and information. These two components of the program were considered strengths which were very constructive to a new direction in citizen participation and did denote good cooperation and sharing between the civic administration and the public.

4. Allowing Adequate Time for Citizen Participation.

In reflection it has become apparent that there are two aspects of this 'adequate time' principle which should be included in this section. One aspect is the concept of time in relation to the length of time from the Input Phase Workshops to the Evaluation Phase Workshops. The second aspect is the amount of time in the workshops. We will deal with each one separately.

The Time Lag between Phases.

The time lag between the Input Phase and the Evaluation Phase was concluded as a detrimental element for the effective participation of citizens. However, the extension of three months was requested of City Council by the City Planning Department to allow them time to coordinate planning research from other city departments and the Citizen Participation Program. They felt it was

important to coordinate all possible input into the writing of the General Municipal Plan Draft By-Law.

The extension of three months had a great amount of influence upon the E.S.P.C. Program Staff and the membership of the Management Team. The staff and Team member changes as noted in Chapter 2, Section A, Part i, did have an influence on the manner in which the Evaluation Phase was conducted. Because the momentum of Citizen interest was lost, it was most difficult to reach the same peak of community involvement which appeared to have been evident in the Input Phase. The greater expenditure of budget was allotted for the first Phase of the Program expecting the momentum of publicity and promotion to also assist the latter Evaluation Phase. However, the additional three months between Phases lost that momentum and there were not sufficient resources left to rebuild to the same degree.

Time for Citizens in Workshops.

It was recognized during all the Workshops that citizens came into and left the Program at their own convenience, many following through more than one event. It was evident in each workshop in the Evaluation Phase in particular that there was a mixture of understanding by citizens of the planning issues which were involved in evaluation. Some citizens were familiar with the General Municipal Plan Draft By-Law and were well informed and ready to work in depth, but there were also new participants at each Workshop who had to be given time to become familiar with the Program information. For some individuals, sufficient time did not exist for moving from familiarization to evaluation.

It was concluded that there were opportunities available for citizens to participate in the Program on more than one level and that the time required for all parties to become familiar with problems and issues would fluctuate. It was also concluded that there was adequate time planned for those citizens who began with the Program and followed the process through.

5. Providing Organization Assistance.

The final principle of providing organizational assistance and resources to the public was concluded to have been fulfilled. In fact, it was an overriding concern throughout the Program that citizens be given assistance whenever requested. The organizing of assistance to citizens who wished to have input into a review of the General Municipal Plan was the basis of the Citizen Participation Program. The many steps designed: to inform at the Information Exchange Sessions, to assist in decision-making at Workshops, to organize and publish their preferred alternatives to the City Planning Department in the Input Phase exemplified this concept. As well the steps such as: to inform at the Public Information Meetings, to assist in evaluating the General Municipal Plan Draft By-Law at the Workshops, to provide resource material in a Resource Centre, and to provide special workshops in the Evaluation Phase, were all in the nature of organizational assistance.

Summary

It was judged that the level of attainment of the principles of this project was indeed satisfactory even though some expectations were not fulfilled. The concept of a participation process which is creative rather than reactive and which operated on the basis of dialogue rather than combat has not often been the foundation of participation in Edmonton. As such, this program was seen as a significant step in the development of valuable citizen participation in planning in our city.

ii) Actors

a. Design Team

It was concluded that using a Design Team which had a diversity of experience and expertise was profitable to the Program and also that the design which was created was realistic and worked to the benefit of the Program.

b. Management Team

It was seen that having members of the Management Team with diverse community experience and interests added greatly to the creativity of the Program. Although the Management Team concept was found to be successful, it did experience problems particularly with respect to its role. Uncertainty existed among Team members and between the Management Team and other key actors in the Program regarding the need to work within the framework of the proposal accepted by the city, the extent and type of management that was expected of the Team and the lines of authority between the Management Team and the other actors. Given the turnover of Management Team members, particularly as a result of the three month lull in the Program, it was concluded that greater attention would be required of the time demands being made of volunteers in future undertakings.

c. E.S.P.C. Program Staff

It is felt that experienced, enthusiastic full-time staff is a requirement for success in any citizen participation program. It is concluded that it is necessary to be creative because working with citizen groups makes creative demands on the staff.

It has been concluded that it is undesirable to have Program Staff change in mid-stream, because continuity is deemed necessary for maximum success.

d. Research & Development Groups

It has been concluded that the research and development volunteers were a successful element of the Program. They did some of the preliminary work in the Program in identification of 'decision areas' which in essence provided a dry-run of the process. It allowed the Program to go to the public with a process that had been tested and a content that had been thought through. An additional benefit of the Research and Development Group was that it provided a mechanism whereby community groups could be brought into the Program.

It was felt that their share in the Program was different from the citizen participants in the Public Meetings, but certainly no less valuable and should also be counted as citizen participation.

e. Voluntary Group Leaders

Voluntary group leaders were valuable because of their experience and training, Staff did not have to train them; just orient them to the objective which were to be achieved. For the most part we used group leaders who were enablers because we wanted to have citizens explore for themselves.

It was concluded that voluntary group leaders who have a range of capabilities to enable citizens to learn and make decisions were necessary for small group work to be effective.

f. Planning Department Members

It was found in working with members of the Planning Department during the Program that personnel who had previous experience and positive feelings and beliefs in citizen participation were the most valuable. We also found it to be necessary to have personnel who were truly knowledgeable about the structure and contents of the Draft Plan. It was felt there was encouragement in back-up support by Department Staff in this Citizen Participation Program.

It was found that a necessary component to a good working partnership between Planners and Citizens is a strong belief, by both parties, that citizen participation in planning can work and is valuable.

g. Citizen Participants

It was seen throughout the public meetings that the majority of citizens were the public-at-large and they were not generally active in civic affairs; therefore, it was concluded that the Program was successful in attracting the general public.

While it was recognized that the largest attendance at Public Meetings is attained when vital issues in a neighbourhood arise, and considering the non-issue orientation of the information distribution and the public meetings, the attendance of 474 distinct citizens was deemed satisfactory.

iii) Planning the Process

One conclusion was that "Aids to Strategic Choices" was a highly productive tool for it imparted complex information into a manageable form, thereby allowing citizens to work with that information. Similarly "The Game" was also a very useful tool which built on the materials from the "Aids to Strategic Choices".

Another conclusion was that it was critical that the process of a Program be planned and rehearsed.

The quality of the work coming from the workshops was very high, particularly in the Input Phase. The Planning Department found the work from the workshops of a high quality and useful, which is one indication that the process designed was successful.

iv) Promotion of the Program

It was generally felt that the promotion in the Input Phase was well done, however promotion in the Evaluation Phase was seen to be somewhat lacking. The lack of this promotion was in part due to the planning that the Program would be continuous and only one promotional thrust was needed. The 3 month lapse between Phases prevented this continuity and insufficient resources remained to conduct an additional promotional campaign for the Evaluation Phase.

It was speculated that the promotional campaign in the Input Phase resulted in attendance of 441 participants while the comparative lack of promotion in the Evaluation Phase resulted in 133 participants.

It was therefore concluded that extensive promotion is critical in attracting participants to Public Meetings.

a. Materials

Materials available for studying, such as the Issue Papers, Citizen's Preview and the Summary were of excellent quality and attractive in format. Materials used for straight promotion were the brochures in both the Input & Evaluation Phases and the Posters used in the Input Phase only. Because these items were valuable in stimulating the interest of the Media and the public-at-large, their availability was critical to the promotion of the Program. In the Evaluation Phase, the Summary was not available to the Media or for mailing to former participants as planned, until the meetings actually began. It was thus concluded to have been less effective as a tool for promotion than it otherwise might have been.

b. Methods

Media

Media coverage of the Program was judged as not meeting expectations. Few articles appeared in the daily newspapers on the General Municipal Plan during the Input Phase, although various approaches were made to the press. Because the promotion was not issue oriented it was understood to be more difficult to interest the media. The length of time over which the Program was to run also precluded maintaining a high image for an extended time. It was noted that after the Public Hearings in December, newspaper coverage was slightly higher, issue oriented and controversial. The weekly district papers did write excellent feature articles and editorials, with quite consistent coverage. Their distribution was considerable although no figures were available regarding their circulation.

It was concluded that radio and television coverage was not as extensive as desired. However, due to the personal interest of some media personalities, some good interviews were obtained. It was concluded that media contacts had to be made on a personal, on-going basis to receive good coverage. Free radio and television spot announcements were utilized but their effectiveness was difficult to assess.

In the Evaluation Phase, questionnaire responses showed that the most effective method of reaching the public was by Brochures, with personal contact being the second best approach. Newspapers were third and personal letters fourth. Radio and Television approaches were the least productive.

The conclusion was made that to produce attendance at public events printed information distribution (i.e. brochures, neighbourhood newspapers and personal letters) and person-to-person contacts were more effective than radio and television.

Promotion with Civic Officials & Administration

One of the goals of the Program was to establish a working partnership with civic officials. The Press Conference was an attempt to publicly demonstrate the partnership goal of the Program. Using promotion as a strategy to demonstrate partnership was deemed unsuccessful.

Networking

Establishing contacts with existing organizations was a valuable promotional approach. Since the networking and promotion were more extensive in the Input Phase than in the Evaluation Phase and because substantially more people attended in the Input than in the Evaluation Phase, it was suggested that networking in combination with other promotional activities was a useful process for informing the public and securing the participation of citizens.

v) Special Events

The promotion attached to "I Love Edmonton" Day enhanced the possibility of having the citizens, student or adult, answer the questionnaires on that particular day. It also helped to get people to think positively about their city and to get everyone to think about their city and discuss it. It was seen as significant to have everybody talking about the future of their city on the same day.

vi) Budget

It has been concluded that the proposed budget under-estimated the amount of time and staff required in one area in particular. This was in the preparation and exchange of reports; specifically, the reports between the Input and Evaluation Phases, and the final Evaluation report.

With respect to the exchange of reports, it was found that this exchange required substantially more time and effort than had been originally planned, and the expended time resulted in the loss of momentum between Phases.

Regarding the final Evaluation report, the time required for documenting and writing was under-estimated in the proposal and it is thought that three months rather than two weeks allotted would have been more realistic.

B) IMPLEMENTATION OF THE PROGRAM**i) Input Phase**

- a. Information Exchanges
- b. Area Workshops
- c. Interest Group Workshops
- d. The School Spin-off
- e. The Citizens' Report
- f. 'Report Back'
- g. Edmonton General Municipal
Plan Draft By-Law

ii) Evaluation Phase

- a. Public Information Meetings
- b. Public Workshops
- c. Resource Centre
- d. Special Interest Group Workshops
- e. Public Hearings

B) Implementation of the Citizen Participation Process

Introduction: With respect to the overall implementation of the Process, several general conclusions were identified. Citizens responded well to the opportunities provided for their involvement and were willing to participate in those terms.

It was found that regardless of background, interest and experience, given good tools, a concrete process and a sound meeting structure the citizens could attain good involvement and understanding of issues and could make relevant planning decisions.

1) Input Phase

a. Information Exchanges

At the Information Exchanges it was felt that citizens interpreted the amount of information to be 'too much' or 'not in-depth enough' according to their own level of experience and understanding in civic affairs. Thus it was concluded that the variety of methods used to present the considerable amount of information was useful and would be valuable in future public meetings. Citizens showed a desire to work at some task which would be valuable for them and not be just receivers of information.

b. Area Workshops

The two-night Area Workshops were concluded to have successfully involved citizens, allowing them to experience the difficulty of making trade-offs and expanding their thinking beyond their own locale to the future of the entire city. "The Game" was a very helpful method of bringing practicality to the concepts which are initially very abstract.

It was concluded that the structure of each evening was complete in itself and provided a challenge in a working situation which was constructive.

It was also concluded that citizens were very willing to have their input organized by the Program and presented on their behalf to the City Planning Department.

c. Interest Group Workshops

It was concluded that the offering of workshops to special interest groups was a successful process, as an addition to the public workshops. It was also concluded that had more community groups been offered their own workshops during the networking in addition to our request that they help to disseminate information, a good level of success would have been realized there also.

d. The School Spin-Off

"The Game" which was found to be an effective learning tool and which stimulated the awareness of the decision-making process in city planning was also found to be very beneficial in student studies. Insofar as "The Game" will be used by future social studies classes, it was again concluded that "The Game" was a very beneficial result of the Citizen Participation Program.

e. "Citizens' Report"

Citizens expressed considerable interest in knowing that the results of the workshops in which they were involved were being forwarded to the City Planning Department on their behalf. It was speculated that many citizens who had participated lost interest in the Program because this Report was not released to them until September.

f. "Report Back"

There was no survey made of citizens to ascertain their reactions to the "Report Back" but a few personal comments were supportive of the City Planning Department's effort to show how the alternatives preferred by citizens had been incorporated into the General Municipal Plan Draft By-Law.

With respect to the influence of the "Report Back" as a component of the Program, it was felt that this document was not as useful as it might have been. This conclusion was based on the fact that when citizens received the "Report Back" and the "Citizens' Report" they still required a copy of the General Municipal Plan Draft By-Law in order to

complete their own study. Constant referrals in the "Report Back" to the Objectives of the Draft By-Law made possession of the Draft By-Law essential to examination and evaluation.

It can be suggested that future success of a "Report Back" document either spell out the objectives of the By-Law or that a copy of the By-Law be made readily available for examination.

The opinion was expressed by several participants in the Program that the "Report Back" dealt with only those aspects of citizens' input that had been included in the Draft By-Law. It was felt the "Report Back" failed to deal with input not incorporated in the Draft By-Law. It was suggested that the inclusion of 'alternatives' which had not been included and an explanation for their non-inclusion would have been a useful tool in educating the citizens in the perspectives of planners.

In summary, no definite conclusions with respect to the usefulness of the "Report Back" can be made besides in the above statements.

g. "The Edmonton General Municipal Plan Draft By-Law"

The General Municipal Plan Draft By-Law documents were very complex and it was a challenge to understand their framework and content. It was felt that citizens found the assistance given them in the process, by staff and planners, with resource materials and by group discussions, valuable in enabling them to evaluate the documents.

It was thus concluded that although the Draft By-Law documents were complex the Program did assist citizens to evaluate the content in relation to their own input and the future design of the city.

ii) Evaluation Phase

Introduction

In the Evaluation Phase where no corporate report was forwarded on behalf of citizens or participants, citizens found the task of evaluating the Plan and presenting a brief quite difficult. This

conclusion was to a large extent substantiated by the observation that briefs were only presented by those individuals and groups having had previous experience with Public Hearings.

The above conclusion suggests that citizens should be offered the opportunity to have their evaluative input contained in a corporate document in addition to the option of presenting their own brief.

a. Public Information Meetings

It was found that Public Information Meetings needed to be flexible to accommodate citizens' requests for information and their desire to work constructively at a task.

It was concluded that both needs were provided for in the agenda and that the variety of methods used to present information was acceptable to most participants.

b. Public Workshops

It was deemed that the complexity of the General Municipal Plan documents was the foremost reason which citizens gave for needing more time for study. It was recognized that citizens would likely study in-depth the areas they considered most relevant to their interests.

It was concluded that the framework designed for the workshops did assist citizens to focus on their particular area of interest and enlarged their understanding of the structure of the Draft of the Plan.

c. Resource Centre

The Resource Centre was significantly under-utilized by citizens to the extent expected and it was believed there were numerous possibilities behind this factor; such as: citizens were receiving all the information they wanted at the Public Meetings and Workshops, or they were able to assemble any information they needed on their own, or they did not wish to present a brief at the Public Hearings.

It has been concluded that citizens were willing to study and contribute to planning for the future but it did not necessarily follow that they were capable or willing to appear in public to defend their beliefs in a confrontation situation.

d. Special Interest Group Workshops

It was concluded that cohesive special interest groups did exist in the community who were interested in receiving assistance in evaluating the General Plan Draft By-Law in relation to their community.

It was concluded that communities who felt threatened by changes in their neighbourhood needed access to relevant information on planning and advice on procedures to follow to reach decision makers in planning. It was felt this specific need will always exist in some part of the city and the Planning Districts outlined in the Draft By-Law could take this into consideration. That is, within the Planning District, information should be readily available to concerned citizens, and there should be knowledgeable and cooperative persons available to assist them.

e. Public Hearings

It was felt that because briefs were for the most part presented by citizens and groups who were familiar with civic affairs, it would be unfair to assume that this was an appropriate measurement of citizens' concern or involvement in the Program.

It could be concluded that in working with citizens-at-large there was a different expectation by them regarding their input into the General Municipal Plan. In the Input Phase a corporate document was used and that was acceptable to citizens. Whereas, in the Evaluation Phase citizens were expected to present their own briefs and this was thought to be less acceptable to them.

It was therefore concluded that the option of a corporate document of citizens evaluations of the Draft By-Law would have been desirable in the Evaluation Phase.

CHAPTER 4

RECOMMENDATIONS

- A) Overview of the Program
- B) Implementation of the Program

A. Overview of the Program

- i) Goals, Objectives, Principles**
- ii) Actors**
- iii) Planning the Process**
- iv) Promotion of the Program**
- v) Special Events**
- vi) Budget**

Introduction

This chapter on Recommendations is compiled in the same framework as the two preceding chapters. Some sections have various recommendations flowing from conclusions and others would recommend no change from what was done in the Program. Where there are recommendations which cover more than one area, references are made to the appropriate section.

The recommendations which follow are to be considered as changes or additions to the original proposal which would be useful in future Citizen Participation Programs of this nature.

A) Overview of the Program

i) Goals, Objectives, Principles

a. Goals

- no change

b. Objectives

- no change

c. Principles

1. Establishing of a Cooperative Partnership.

Recommended: that support of a cooperative partnership citizen participation program be shown as coming directly from City Council to the Media at the inception of the promotional campaign and throughout the Program.

Recommended: that the City (City Council or the Planning Department) accept responsibility for bringing together in face-to-face dialogue the relevant actors in city planning; specifically, citizens, ward representatives, planners, developers, etc.

ii) Actors

a. Design Team

Recommended: that a Design Team be used in any future major, city-wide programs of Citizen Participation and continuity of membership be maintained in any additional citizen advisory group.

b. Management Team

Recommended: that span of time requested of volunteer citizens serving in an advisory group (such as the Management Team) be from three to five months. Commitment for greater lengths of time may be difficult to receive due to other obligations.

Recommended: that volunteer citizens who are asked to serve on a Management Team understand the:

- a) line of authority.
- b) amount of management possible.
- c) necessity to agree to work within the framework of a given proposal.

c. E.S.P.C. Program Staff

Recommended: in conducting citizen participation programs that personnel be specifically sought who are experienced in creation of materials and writing of reports in addition to other qualifications.

d. Research & Development Groups

- no change

e. Volunteer Group Leaders

- no change

f. City Planners

- no change

g. Citizen Participants

- no change

iii) Planning The Process

Recommended: that to effectively operate a citizen participation process, cooperative rather than reactive methods be planned for all aspects, including Public Hearings.

Recommended: that a variety of mechanisms (in addition to Workshops and Public Hearings) be planned, whereby citizens can make their views known to the decision makers: i.e. surveys, questionnaires.

iv) Promotion of the Program

Materials & Media

Recommended: that a clear statement of the area of responsibility for all parties involved be made in regards to the content, production, costs and distribution of materials relevant to promotion and that this statement be made at the beginning of any Program.

Recommended: that should Programs operate over more than a three month period, promotional strategy and materials be planned to maintain momentum.

Recommended: that the major direction of a media campaign be towards printed material distribution in neighbourhood and weekly newspapers, and personal contacts.

Promotion with Civic Officials & Administration

See Section A, Part 1, I. "Establishing a Cooperative Partnership"

Networking

- no change

v) Special Events

Recommended: that with respect to "I Love Edmonton" Day and not to detract from it's success as a media event, the recommendation is

tentatively formed that an attempt be made to make the promotional link between events of this nature and the citizen participation program it is related to. This recommendation seems particularly relevant because this promotion was effective in itself and yet we had experienced difficulty in interesting the media in the broader Program.

vi) Budget

Recommended: that where a cooperative partnership between citizens and civic administration is planned, and the exchange of reports is part of that planning, that time, staff, and money be budgeted specifically to accommodate this endeavour.

B) Implementation of the Program

i) Input Phase

- a. Information Exchanges
- b. Area Workshops
- c. Interest Group Workshops
- d. The School Spin-Off
- e. The Citizens Report
- f. 'Report Back'
- g. Edmonton General Municipal
Plan Draft By-Law

ii) Evaluation Phase

- a. Public Information Meetings
- b. Public Workshops
- c. Resource Centre
- d. Special Interest Group Workshops
- e. Public Hearings

i) Input Phase

a) Information Exchanges

Recommended: that Public events be task oriented where citizens can feel their input is valuable and will be used by Planners.

b. Workshops

- See preceeding item

c. Special Interest Workshops

Recommended: that existing groups (special interest and ethnic) be offered the opportunity to hold their own meeting or workshop in addition to being invited to participate in Public Meetings and Workshops.

d. The School Spin-Off

- no change

e. The "Citizens' Report"

- see Section vi, "Budget"

f. The "Report Back"

- see Section vi, "Budget"

g. The General Municipal Plan Draft By-Law

- no change

ii) Evaluation Phase

a. Public Information Meetings

- see Section B, i, a. "Information Exchanges"

b. Public Workshops

-- see Section B, 1, a. "Workshops"

c. Resource Centre

- no change

d. Special Interest Group Workshops

Recommended: that Workshops for special interest groups be made available as well as public meetings when public participation programs are being organized.

e. Public Hearings

Recommended: that more than one avenue of response be available for citizens. One suggested additional avenue was that a corporate document (a brief or a summary) be compiled on behalf of participants by the organization running the Program.

Recommended: if Public Hearings are part of the participation program, they be held at a time and in a location conducive to the average persons life style and that an effort be made to ensure that the atmosphere is conducive to dialogue.

APPENDICES

Appendix A	Time Line Graph
Appendix B	Brochures
Appendix C	Man Hours by Volunteers and Staff
Appendix D	"Build Your Own City" Kit
Appendix E	Media Contacts
Appendix F	Distribution of Materials
Appendix G	Networking
Appendix H	Agenda and Resource Materials - Input Phase
Appendix I	Agenda and Resource Materials - Evaluation Phase
Appendix J	Agendas for Special Community Workshops - Calder - Rossdale
Appendix K	List of Briefs Presented at Public Hearing

NOTE: APPENDICES NOT INCLUDED IN THIS COPY.
ANYONE WISHING TO SEE THE APPENDICES
SHOULD CONTACT THE CITY OF EDMONTON,
PLANNING DEPARTMENT, OR THE EDMONTON
SOCIAL PLANNING COUNCIL.