D E M O N S T R A T I O N   P R O J E C T   S U B M I S S I O N

STRATEGY FOR COMMUNITY DEVELOPMENT CORPORATION FORMATION
IN INNER-CITY EDMONTON

DEMONSTRATION PROJECT SUBMISSION

STRATEGY FOR COMMUNITY DEVELOPMENT CORPORATION FORMATION
IN INNER-CITY EDMONTON

PREPARED BY:

Mike Burns, Project Co-ordinator
Edmonton Social Planning Council

and

Cheryl Moir-VanIersel, Research Assistant
Edmonton Social Planning Council

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S U M M A R Y

(Refer to Appendix A, in Outline for Demonstration Project Submission, Reference
Manual, Health and Welfare Canada.)

DEMONSTRATION PROJECT SUBMISSION

1. **TITLE**

   PROPOSED STRATEGY FOR COMMUNITY DEVELOPMENT CORPORATION FORMATION IN
   EDMONTON

2. **STATEMENT OF PROBLEM**

   The CDC is proposed as a multi-purpose organization to demonstrate an
alternative way of dealing with the following problems.

   Welfare Recipients and the Working Poor

   It is proposed that the CDC may provide long-term employment for unemployed
employables in an inner-city neighborhood, as a constructive alternative to
income maintenance programs. An overall goal related to this is one of integration
of welfare recipients/unemployed into the community.

   Inner-City Decline

   It is proposed that a CDC may be demonstrated as an effective strategy for
dealing with inner-city decline by channeling new capital, users, residents,
community organization and functions into such areas.
(Refer to pages 6, 7, 8, 10, 11, 12 - Part I, THE PROBLEM DESCRIBED; PROGRAM
IMPLICATIONS.)

3. **THEORETICAL FRAMEWORK**

   Urban decline is triggered by redevelopment pressure, speculative investment,
poor original development and lack of community organization. A CDC may operate
to resist decline and revitalize declining communities by strengthening community
organization and community control of development. This is developed by increasing
community ownership and decision making power of residents in community affairs.
Goals of a CDC include leadership development, human capital development, physical
asset development, housing, income and wealth creation, reduced out-migration, and

more favourable treatment of the community by the public and private sector.
(Refer to pages 8, 9, 13, 14 - Part I, THEORETICAL FRAMEWORK; GOALS OF THE
COMMUNITY DEVELOPMENT CORPORATION.)

4.   PROJECT OBJECTIVES

(1) To operationalize an organizational development process. This proposed
process is as follows:

<div align="center">

interim board

developmental staff

permanent board

permanent staff

advisory committee.

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Interim Board is currently formed.
(Refer to pages 41 - 47, Part III - ORGANIZATIONAL DEVELOPMENT PROCESS.)

(2) To operationalize venture planning. Preliminary investigation is in
process by residents. Investigation is focusing on housing as a possible initial
venture.
(Refer to pages 47, 48 - Part III, VENTURES.)

(3) To implement board/staff development. A series of workshops and
seminars are proposed to develop constructive board/staff functioning and
knowledge necessary or helpful to board and staff.
(Refer to pages 55 - 64 - Part III, BOARD/STAFF DEVELOPMENT AND TRAINING.)

(4) To develop appropriate administrative structures and functions.
Guidelines for the following areas have been suggested: type of board, board
structure and functions, board executive functions, decision making process,
relationship between CDC, funding sources and residents.
(Refer to pages 49 - 55 - Part III, ADMINISTRATIVE STRUCTURES.)

(5) To plan and implement ventures. Preliminary investigation of possible
ventures is being carried out by volunteers, focusing on possible housing ventures
at this point.
(Refer to pages 47, 48 - Part III - ORGANIZATIONAL DEVELOPMENT PROCESS, "VENTURES".)

(6) To evaluate the effectiveness, effort and efficiency of the CDC developmental process and implementation. A record keeping system (functional accounting) and evaluation methodology is outlined.

(Refer to pages 65 - 69, PART III - RECORD KEEPING and pages 71-82, Part IV, EVALUATION.)

5. CLIENTELE

Unemployed and welfare population of the candidate neighborhood (Parkdale) is described. (Refer to pages 26 - Part II. B., COMMUNITY PROFILE.)

In addition, the community as a whole is profiled, in light of the understanding that the community as a whole is the target clientele. The profile emphasizes redevelopment pressures, need for environmental improvement, community organization, need identification by neighborhood residents. (Refer to pages 27 - 37, PART II, COMMUNITY PROFILE.)

6. PROJECT DESCRIPTION

(a) Duration

A three year period is proposed for CDC development and implementation, subject to evaluation after a two year period. A five year period may be more realistic, however, this will be an area for evaluation. (Refer to pages 83, 84 - Part IV. F., IMPLEMENTATION PROCESS, WORK PLAN.)

(b) Operational Setting

The neighborhood of Parkdale is the proposed setting. The community has a concerned community organization (Parkdale Concerned Citizens Committee) which will work towards CDC implementation. This organization has experienced some successes (zoning freeze, obtaining and administering a LIP grant for community consciousness raising). (Refer to pages 31, 32 - Part II, COMMUNITY PROFILE (COMMUNITY ORGANIZATIONS and Letter of Support/Resume, Parkdale Residents.)

(c) Selection of Project Clientele

Selection criteria for the candidate community have been specifically outlined. (Refer to pages 18, 19 - PART II, THE COMMUNITY, A. COMMUNITY SELECTION PROCESS, (a) Selection Criteria.)

Criteria include income, unemployment rate, social assistance caseload, housing condition, potential pressure for redevelopment, need for environmental improvement, extent of government and non-government programming, demographic characteristics, community organization, demonstrated interest, commitment to community, potential for venture development. (Refer to pages 18, 19 - Part II, COMMUNITY SELECTION PROCESS.)

(d) <u>Administrative Structure and Procedure</u> to be considered are outlined. (Refer to pages 49 - 55, PART III. C., ADMINISTRATIVE STRUCTURES AND FUNCTIONS.) Detailed procedures and functions are to be developed by the Board/Staff.

(e) <u>Personnel Training Program</u>
(Refer to pages 55 - 64, Part III. D., BOARD/STAFF DEVELOPMENT AND TRAINING.)

(f) Not applicable.

(g) Detailed administrative structures and procedures will be developed by the Board/Staff. Proposed administrative structures are outlined. (Refer to pages 49 - 55, Part III. C., ADMINISTRATIVE STRUCTURES AND FUNCTIONS.)

(h) Clientele will be selected according to venture employee needs and candidates' skills.

(i) Not applicable.

7. <u>EVALUATION METHODOLOGY</u>

A functional accounting system is proposed as a cost-analytical technique of evaluation of project efforts related to effectiveness (refer to pages 65 - 69, Part III. E., RECORD KEEPING.) In addition, a quasi-experimental method is proposed for evaluation of project effectiveness. Procedures, criteria, data gathering methods and design are indicated. (Refer to pages 79 - 82, Part IV. D., EVALUATION, PROJECT IMPLEMENTATION.)

8. PROJECT STAFF

Qualifications: developmental and permanent community workers staff:
                  emphasis on community work experience (Refer to pages
                  42, 43 - Part III. B. (b), DEVELOPMENTAL STAFF.)

Qualifications: Director:
                  to be determined by the Board. Business practice has been
                  suggested. (Refer to pages 45, 46 - Part III. B. (d),
                  PERMANENT STAFF.)

9. FOLLOW-UP, REPORTING

(Refer to pages 82 - 83, Part IV. E., PROJECT FOLLOW-UP, REPORTING.)

10. WORK PLAN FOR THE FIRST YEAR

(Refer to pages 83, 84 - Part IV, F. IMPLEMENTATION PROCESS, WORK PLAN.)

11. BIBLIOGRAPHY

(Refer to pages 87, 88 - BIBLIOGRAPHY.)

12. BUDGET

(Refer to pages 85, 86 - PART IV. G., BUDGET.)

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THE FRAMEWORK

A. PROJECT INITIATION

Edmonton Social Planning Council in the Inner-City

The Edmonton Social Planning Council (E.S.P.C.), a voluntary agency funded by the United Way and through a civic grant provided by the City of Edmonton, began operations in 1939. It is a charitable non-profit organization administered by a voluntary Board of Directors composed of fourteen individuals representing a number of interests and a range of socio-economic levels.

The role of the E.S.P.C. is primarily concerned with provision of free services for citizen groups and individuals in the City. These services attempt to provide assistance for citizens in the areas of policy planning, focusing on citizen involvement in urban social planning. The agency's area of responsibility includes promotion of the relationship between physical and social planning, facilitation of planning mechanisms, facilitation of government - citizen interaction. Services include:

(a) Consultation: Information flow and exchange.

(b) Public Education: Non-government perspective on various problem areas, such as housing policy, urban related problems, policies and issues, and service delivery systems.

(c) Organizing: Provision of assistance in group leadership development and maintenance, and issue orientated group organizing.

(d) Research: Provision of social research to fulfill citizens' requests for assistance, and research of alternative strategies for problem solving, particularly citizen participation strategies.

(e) Co-ordination: Co-ordination of groups and services around various issues.

(f) Liaison: Provision of means for co-operation and communication between government and citizens.

It has become evident, through interaction with numerous citizens and citizen groups in Edmonton, as well as voluntary sector agencies and Municipal Government Departments, that one area of the City currently under the greatest pressure, in both social, economic and physical terms, is the inner-city, which encompasses a proportion of older neighborhood areas. The Edmonton Social Planning Council has been involved in the inner-city in several ways.

(a) The E.S.P.C. provides consultation for inner-city neighborhood groups regarding urban development concerns.

(b) The E.S.P.C. has sponsored conferences focusing on inner-city planning policies and priorities, co-operative planning and citizen participation policy.

(c) The E.S.P.C. is facilitating citizen planning mechanisms in the inner-city (planning committees, working groups).

(d) The E.S.P.C. is aiding in the formation of a non-profit housing corporation in an inner-city community.

(e) The E.S.P.C. provides training to volunteers, some of whom become resource people in inner-city communities.

(f) The E.S.P.C. has co-ordinated planning regarding community development intervention in the Boyle Street/McCauley area of Edmonton.

(g) The E.S.P.C. has facilitated board development in relation to neighborhood improvement and day care groups in older neighborhoods.

(h) The E.S.P.C. has planned and implemented a series of seminars concerned with planning issues, problems and policies, community involvement, community problems, and citizen participation policy.

(i) The E.S.P.C. is developing a "Citizen Resource and Planning Manual" which will outline the process of neighborhood self-help planning.

Given these and other involvements by the Edmonton Social Planning Council, it has become evident that a great deal of potential exists in many inner-city communities in relation to self-help planning with respect to urban development

concerns. Many citizens' initiatives have focused on public participation in neighborhood planning. It is within this self-help urban development framework that led the E.S.P.C. to consider the Community Development Corporation, as a potentially new and constructive strategy to deal with inner-city decline.

B. PHILOSOPHICAL FRAMEWORK

The Edmonton Social Planning Council's philosophical base of operation stresses activities related to facilitation of a more humane urban environment in which people's basic needs and the opportunity for personal growth can be provided. In order to strive towards a humane urban environment, the Edmonton Social Planning Council accepts the notion that social development policies cannot be formulated in a vacuum if they are to be responsive to actual community needs. Isolation from the process of planning one's own environment often leads to citizen alienation, meaning in this instance a feeling of not belonging to, and/or positively relating to that environment. Lacking adequate opportunity to have impact on social, economic and physical environmental policy decisions, citizens, out of frustration, frequently retreat to an individual concern level, with little regard for the welfare of the community at large. In this light, the E.S.P.C. has adopted, as an overall goal, the facilitation of citizen partic-ipation in policy planning at the local level.

Public Participation: Possible Benefits

In a cost-effective way, the E.S.P.C. holds that citizen participation can lead to a cost saving in policy formulation. Involvement of those to be affected by policy decision may lead to valuable input related to possible consequences which are less likely to be detected when planning occurs at some distance from those to be affected. In this manner, costly planning errors can be avoided.

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In addition, effective public participation can help reduce long-term conflict over adopted policies. Conflict can result in longer delays in implementation than might occur through a participatory process. Delays include expensive court and legal costs, which often negates decisions, thereby requiring that the non-participatory process of decision making be reiterated time and time again. A participatory process is more likely to be responsive to actual problems and issues at hand and is thereby likely to be a better decision. Participation can help to strengthen the democratic process. It can act as a check and balance against vested political interests and powerful technocrats. Participation can be cost effective through cost avoidance.[1]

Within this philosophical framework, the concept of community economic and social development by way of the Community Development Corporation, represents a strategy for citizen participation in urban social development concerns. The C.D.C. represents effective citizen participation, by way of a self-help approach to neighborhood planning, by development of community resources, and by greater influence of local residents over community development. The C.D.C. is in fact a new community tool created and controlled by people in low income areas, to gain influence over social and economic conditions of their lives. The C.D.C. aims to increase influence for a declining community as a whole, not just for specific individuals or groups. For this reason, the C.D.C. operates solely under the guidance of a community based and community selected Board. It should be noted that the urban C.D.C. is a multi-purpose organization, usually organized on a non-profit basis, managed and controlled by neighborhood people, independently of municipal or other levels of government.[2]

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(1) Note Appendix I for further discussion and references on the issue of citizen participation.

(2) Note: Rita Mae Kelly, Community Participation in Directing Economic Development, Centre for Community Economic Development, (Cambridge, Mass. 1976).

Michael Brower, "The Emergency of Community Development Corporations in Urban Neighborhoods", "The Inner City Development Corporation", Virginia Law Review, (55(5), 1969,) 872 - 908.

C.   THE PROBLEM DESCRIBED: DECLINE OF INNER-CITY NEIGHBORHOODS

(a)   Welfare Recipients and the Working Poor

Inner-city neighborhoods are those located at the periphery of central business district nodes.   In inner-city neighborhoods of Edmonton, the working poor are increasingly concentrating.   This grouping includes low income people,[3] whatever their other characteristics, ostensibly located in older neighborhoods due to inexpensive, centrally located housing.   Found in Alberta are 11 percent of young Canadian working poor families and 6 percent of other poor families. In population centres, 100,000 or more, the major urban centres in Alberta, are found 50 percent of the working poor and 49 percent of other poor.[4]   This indicates that over 50 percent of the poor in Alberta are located in Calgary or Edmonton, most of these in older neighborhoods.   Many of the poor people in inner-city neighborhoods are reported to work; many of these however work intermittently. Cases have been reported where working families remove children from school to put them to work in order to meet increasing living costs.   Cases have also been reported where people stopped working because welfare produced more dollars than employment.[5]   Many of those people registered with the Unemployment Insurance Commission are those unemployed employables within the working poor grouping.

In addition to the working poor, concentrated in inner-city neighborhoods are social assistance recipients, especially single parents and aged, and a smaller percentage of social assistance recipients classified as employable.[6]

Many elderly people live in inner-city neighborhoods, either due to inexpensive accommodations, or because it is home and it is convenient.[7]

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(3)   Statistics Canada, Census Tract Bulletin, Edmonton, Population and Housing Characteristics, 1971.

(4)   The Working Poor, A Statistical Profile, prepared by the National Council of Welfare, June, 1977, pgs. 4 - 9.

(5)   Identification of Social Needs in the Inner-City, Edmonton and Calgary, by Co-West Associates, Edmonton, Alberta, April, 1977.

(6)   Humans on Welfare, membership distribution, Edmonton, Alberta.

(7)   Edmonton Services to the Elderly, 1974, Edmonton Social Services and the Society for the Retired and Semi-Retired.

Correlated with low incomes and welfare populations in inner-city communities are many people with severe emotional and alcohol related problems; many transient workers live in the area between jobs, and many voluntary City and Provincial social service agencies operate in the inner-city.[8]

Concentration of the working poor and welfare recipients in inner-city neighborhoods is an important condition which we define as a social problem. It is emphasized however that this is only one component of a larger problem described as neighborhood decline.

(b) Decline

A number of general trends have been identified in Canadian inner-cities. Four basic types have been categorized, namely Decline, Stability, Revitalization and Massive Redevelopment. Though most inner-city neighborhoods are affected by general trends, the rates of change and the impact of these changes vary a great deal from one neighborhood to another. Many neighborhoods in inner-city Edmonton are experiencing decline - Decline is characterized by the following pattern:

(a) Continuing loss of population, particularly the economically mobile, leaving an increasing concentration of low income people.

(b) Decreasing socio-economic status.

(c) An exodus of families with a corresponding increase in the percentage of non-family and elderly households.

(d) Worsening housing and environmental conditions.

(e) A lack of community organization, and a corresponding inability to deal with the area's problems.

(f) Often, an increasing proportion of tenants and non-resident ownership.

(g) A loss of quality business establishments and a subsequent increase in questionable business enterprises.

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(8) Identification of Social Needs in the Inner-City, Edmonton and Calgary, Co-West, 12.

(h) Property values which are increasing at a much lower rate than the metro
average, or which in some cases are declining.

(i) Increasing redevelopment pressure.

(j) Concentration of social services and welfare recipients.

(k) A growing feeling of alienation from the community, decreasing identification
with the community.[9]

The problem of decline is a complex one involving the elements indicated
above. As a complex problem, a problem solving strategy should involve several
related elements which focus on dealing with causes of decline as opposed to
dealing with methods of helping community residents cope with declining community
conditions. An examination of why decline is occurring will have program
implications which relate to the objectives of a Community Development Corporation.

D. THEORETICAL FRAMEWORK, WHY INNER-CITY DECLINE?

A process of decline can be triggered or influenced by several factors.
There is no single cause, nor is there a single evolutionary process which
every declining neighborhood follows. The most important factors associated
with decline have been indicated as the following:

(a) Redevelopment Pressure

Neighborhoods located adjacent to commercial and employment centres
experience pressure related to the spread of commercial and higher density
development, and circulation of traffic. The threat of redevelopment hanging
over a neighborhood for years often produces a reluctance on the part of owners

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(9) "The Changing Canadian Inner-City, Urban Paper, A. 75-3, Ministry of State
for Urban Affairs.

Older Neighborhoods, Volume I, Planning Perspective, Prepared by Rehabilitation
and Redevelopment Branch, Edmonton City Planning Department, February, 1977,
7 - 10.

to invest in their properties, and leads to an exodus of mobile families.[10]

(b) Speculative Investment

In anticipation of redevelopment, an investor may buy properties, and allow them to deteriorate. For many residents, their property provides a long term residence with little regard for its potential as an investment. For others, lower prices of older homes allows them to purchase property, build equity, which can be exchanged for better accommodation in the future. Given speculative investment by investors and residents, the neighborhood may be subject to pressure for change, prior to any physical change occurring. Speculation encourages a cycle by increasing residents anxiety and willingness to sell, thereby depressing local property values and encouraging speculation.[11]

(c) Poor Original Development

Some inner-city areas were developed decades ago. The housing was not of high quality when it was built, and few major improvements have been effected since. Environmental amenities and neighborhood facilities in older areas contrast sharply with newer areas. Municipal standards were lower, leading to problems of inadequate local amenity and service provisions related to park space, utilities and other facilities. Housing conditions vary from well maintained houses, to those with repairable faults, to those with serious deterioration.[12] Others have noted the impact of substandard housing on adjacent housing, recognizing that rundown neighborhood conditions have a negative impact on surrounding properties due to property value reduction, speculation and out migration.[13]

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(10) The Changing Canadian Inner-City, Ibid.; Page 3.

(11) Older Neighborhoods, Ibid.; Page 6.

(12) The Changing Canadian Inner-City, Ibid.; Page 6.

(13) Truman Hartshorn, "Inner City Residential Structure and Decline", Annuals of the Disassociation of American Geographers, (Vol. 1, No. 1, March, 1971), pp. 72 - 96.

Frieden has stressed the importance of physical and social neighborhood surroundings in relation to resident morale, implying that necessary environmental conditions are a precursor to rebuilding older areas.[14]

(d) Lack of Community Organization

Another condition associated with neighborhood decline is a lack of community organization in many inner-city communities. Community organization is important for two reasons. Firstly, concerned individuals acting alone cannot obtain or wield much power, particularly the relatively lower income and lower status people in inner-city areas. Secondly, in order to deal with the many interrelated problems of decline, it is necessary to make co-ordinated efforts on several dimensions of the problem at once. This implies a multi-purpose development organization, controlled by neighborhood residents.

Many older neighborhoods in Edmonton are subject to the dynamics indicated above, leading to a process of urban change. Given the nature of decline, and its causes, the implication stressed here is that appropriate programs must be tailored to this type of dynamic, and will be different from programs relevant to stable or massive redevelopment areas.

E. PROGRAM IMPLICATIONS

Given the dynamics and nature of decline, the perspective presented here is that programs designed for declining areas should focus on stimulating improvement and preservation by channeling new capital, users, residents, community organizations and functions into such areas, with the benefit of the resident population as the main criterion. New functions and activities introduced into the area should be of the sort which will generate significant beneficial effects

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(14) Bernard Frieden, <u>The Future of Old Neighborhoods</u>, Rebuilding for a Changing Population (Cambridge, Mass., M.L.T. Press, 1964).

such as revenue, services, housing, for the residents. This perspective is in contrast with existing programs which tend to be concerned with protecting existing elements of the community.[15] Neighborhood Improvement Program (N.I.P.) and Residential Rehabilitation Assistance Program (R.R.A.P.) offer respectively, improvement of services including public utilities, roads, recreational and social facilities, and grants and/or loans to repair the housing. These programs, however, are designed for stable areas with low to moderate pressure for redevelopment.[16] There remains a need for effective programs to deal with areas having higher redevelopment pressure and high potential need for environmental improvement. These are declining areas. In these areas resident owners tend to have insufficient income to take advantage of the programs and non-resident owners tend to be not interested. Secondly, the programs are physically oriented, with no congruent social and economic programs co-ordinated with physical development.

Other programs, at the neighborhood level, include recreational programming, social services and social assistance, water and sanitation maintenance, roadway improvements and control of local traffic. These programs by themselves are inadequate for the purpose of revitalizing declining areas. It is not enough to protect and strengthen existing elements of the community in declining areas. There is too little capital for investment in the neighborhood, too few activities which generate local economic development, lack of community control and organizational skills.[17] Based on this, the Ministry of State for Urban Affairs has suggested the following program elements for declining areas.

(a) Provision of job opportunities to channel new sources of income into the area.

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(15) The Changing Canadian Inner-City, Ibid., p. 5.
(16) Older Neighborhoods, Ibid., p. 28.
(17) "The Changing Canadian Inner-City", Ibid., pp. 1 - 9.

(b) Introduction of new functions and groups, such as new employment centres, recreational facilities, commercial facilities and housing to stimulate the area, while at the same time benefiting present residents.

(c) Programs to rehabilitate housing available to low income groups.

(d) Assistance for community development activities, the development of the community's ability to analyze and deal with its problems and with government.

(e) Integration of economic development with urban programs.

(f) Improvement in the delivery of social services and co-ordinating existing social services. Social programs for the elderly are of special concern in declining areas, and have to be tailored to their needs.[18]

Generally the goals of the C.D.C. strategy to resist decline are in line with the kinds of program elements indicated above.

F. GOALS OF THE COMMUNITY DEVELOPMENT CORPORATION

Goals for the C.D.C. and related ventures, as they relate to declining areas in Edmonton, emphasize an integrated community strategy. These goals are varied, designed to benefit a community as a whole, as opposed to few individuals or groups. Consequently, although a direct employment goal is emphasized as an alternative to traditional income maintenance programs, the C.D.C. goes beyond this to stress development of citizen influence over community changes. The following are overall goals being stressed for C.D.C. activities in Edmonton.

(a) Employment: Creation of additional jobs, employment of previously unemployed community residents, reduced unemployment.

(b) Integration of people on welfare with community as opposed to stigmatizing and segregating from community.

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(18) "The Changing Canadian Inner-City", Ibid., p. 6.

(c) <u>Human Capital Development</u>

<u>Managerial</u>: Creation of new managerial skills in community residents through employment and training in C.D.C. ventures.

<u>Technical</u>: Creation of new technical skills in community residents through training programs, and employment in C.D.C. ventures.

(d) <u>Planning and Leadership Development</u>: Creation of new skills in planning and policy determination through Board training and active involvement. Development of community leadership through elections for Board members.

(e) <u>Physical Asset Development</u>: Increased land available to community for development purposes. Increased land development and improvement in the community. Improvement of commercial property.

(f) <u>Housing</u>: Rehabilitation of housing and area. Increased number and quality of new housing units available to residents. Increased ownership of homes.

(g) <u>Income and Wealth Creation and Control</u>: Increased wage and salary income for venture employees, reduced financial dependence of venture employees on non-employment income services, increased standard of living of employees, income from ventures for additional development.

(h) <u>Community Control of Development</u>: Increased ownership and decision making power of community residents in C.D.C. ventures; increased ownership management by community residents in businesses in the community; increased interest in community improvement and development; new community development projects; increased individual participation in community economic, social and physical development and planning.

(i) <u>Out Migration</u>: Reduced propensity to migrate on the part of C.D.C. and venture employees; reduced propensity to migrate on the part of community residents as a result of social, physical and economic change brought on by C.D.C. activity; reduction of out migration due to more positive perception of community.

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(j) Institutional Responsiveness

    1.   Influence Public Sector Policy: More favorable treatment of community
by government agencies, increased representation of community interests
in wider community political system, increased community development
activity by formal or informal community leadership, increased
responsiveness of local leadership.

    2.   Attract Private Sector Resources: More favorable treatment of community
by outside business community. Additional funds available from out-
side the community as investments or credit, creation of new markets
for community enterprises, increased technical assistance from outside
business sector.

(k) Consumer Benefits: Increased variety and quality of consumer goods
available to consumer residents; increased accessibility of consumer goods for
community residents.[19]

    The stress on community in the Community Development Corporation strategy
stems from a realization that community deterioration is not only physical but
also institutional. People who have migrated from a declining community have
been those with the greatest leadership potential, both for maintaining community
institutions, and for becoming active in community affairs. By addressing
institutional deterioration of declining communities, the C.D.C. seeks to build
a new commitment to community and action base for intervention in community
affairs.

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(19) National Conference for Community Economic Development, Information Package
     and Conference Results, (Cambridge, Mass., February, 1977).

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G. SIGNIFICANCE OF THE INNER-CITY

Given decline of inner-city communities in Edmonton, the E.S.P.C. holds that preservation and revitalization of inner-city neighborhoods is significant for the following reasons.

(a) The inner-city neighborhoods represent a substantial proportion of single family housing stock. Older neighborhoods in Edmonton generally comprise about one-third of the City's single family dwellings, and over three-quarters of its multiple housing units.[21]

(b) The inner-city is an important source of accommodation for low and moderate income families. Nearly two-thirds of the city's older citizens live in older neighborhoods.[22]

(c) The inner-city represents a considerable investment in municipal services. Due to existing infra structure and transportation routes, the inner-city is cheaper to service. Service delivery in the inner-city includes a relatively high social service component.

(d) The continued existence of living communities near the city centre is vital to Edmonton as a whole. These residents are available to utilize the city centre over the course of the day for a variety of activities, thereby helping the city centre to remain an interesting, varied and stimulating area.[23]

(e) Citizens groups, recognizing the value of older neighborhoods are requesting the assistance of various levels of government in resisting decline in their neighborhoods. Many residents through their action, have indicated a commitment to their neighborhood.

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(20) Rita May Kelly, Community Participation in Directing Economic Development, Ibid., p. 17.

(21) Older Neighborhoods, City of Edmonton, page 4.

(22) Older Neighborhoods, City of Edmonton, page 4.

(23) Note: S. Vincent, "The Inner City - A Winnipeg Example", in L. Axworthy Ed., The Citizen and Urban Renewal, (Institute of Urban Studies, Winnipeg, 1975), pp. 43 - 69.

PART II

THE COMMUNITY

A. COMMUNITY SELECTION PROCESS
   (a) Selection Criteria
   (b) Information Collection
   (c) Selection Procedures
   (d) Selection Rationale

B. COMMUNITY PROFILE
   (a) Demographic, Social, Physical Characteristics
   (b) Community Survey Results
   (c) Community Need Identification

T H E   C O M M U N I T Y

A.   COMMUNITY SELECTION PROCESS

(a)   Selection Criteria

Several older neighborhoods in Edmonton were examined on the basis of criteria related to two general variables:

    a.   Degree of community being disadvantaged;

    b.   Potential project feasibility.

By considering both these variables, we hoped to find a neighborhood which was disadvantaged, as determined by indicators to be outlined, and yet demonstrated some potential for project success.

Indicators of a Disadvantaged Community

1.   Average income; below City average.

2.   Unemployment rate; relatively high.

3.   Social assistance caseload; relatively high.

4.   Housing condition; fair.

5.   Potential pressure for redevelopment.

    a.   Rate of Absentee Ownership: This is directed towards ascertainment of the degree of absentee or outside control of property disposition and maintenance. Absentee owners tend to hold property with a greater orientation toward profit generation.

    b.   Unrealized Development Potential Under Existing Zoning: Where substantial differences exist between actual and permissible development, neighborhoods could be subject to high potential pressure for redevelopment.

    c.   Frequency of Zoning Applications: This indicates interest in zoning changes and subsequent redevelopment.

    d.   Public Projects: Major projects, such as road widening, Commonwealth Games Stadium, are accompanied by effects exerting pressure on adjacent neighborhoods.

6. Need for environmental improvement:
   a. Parkland and recreational facility deficiency.
   b. Water and sanitation problems.
   c. Housing condition, fair.
   d. Land use compatibility: certain combinations of commercial, industrial and transportation land uses within residential areas create negative conditions.

7. Extent of government and non-government programming: Is the community currently benefiting from major programs?

8. Demographic Characteristics: Population, age and sex distribution, ethnic composition.

Indicators Related to Potential Project Feasibility

1. Community organization: Some degree of resident organization which could be utilized for communication purposes, and provide initial resident consultation in relation to project planning.

2. Demonstrated Interest: Expressed interest and commitment to the concept of a Community Development Corporation.

3. Potentially employable population.

4. Commitment to the community: Expressed interest in remaining in the community (population stability).

5. Potential for venture development: Community location and condition may foster a variety of venture developments.

(b) Information Collection

Information related to the indicated criteria was collected on communities from the following sources:

a) Census data (1971): Census information had been reprogrammed to
   conform to neighborhood boundaries (Statistics Canada, Edmonton
   Profile).

b) Unemployment Insurance Commission statistics: up to date, programmed
   to neighborhood boundaries.

c) Alberta Department of Social Services and Community Health: social
   assistance statistics, programmed by neighborhood.

d) Older Neighbourhoods, Vol. 1, 2. City Planning Department, provided
   neighborhood summaries on potential pressure for redevelopment, and
   potential need for environmental improvement.

e) A.I.D. - A Directory of Community Services for Edmonton.

f) Parks and Recreation Master Plan, City of Edmonton.

g) Commercial Strips in Edmonton, Long Range Planning Branch, City of
   Edmonton.

h) Consultation with: (a) Social Planner, City of Edmonton
                       (b) Urban Planning Specialist, Westrede Institute
                            (private researchers)
                       (c) Community Workers, City of Edmonton
                       (d) Planners, Edmonton Social Planning Council
                       (e) Humans on Welfare (a welfare rights organization).

i) Consultation with community residents: community meetings, interviews.

j) Neighborhood surveys and studies.

k) City Plans.

(c) Selection Procedures

   I. Initially, seven neighborhoods were chosen as study candidates. These
were selected on the basis of being older inner-city neighborhoods, lower income
areas, subject to redevelopment pressure, in need of environmental improvement,
and were considered to contain a concentration of welfare recipients. This

initial selection was based on information from the Edmonton Social Planning Council staff, Older Neighborhood Report and census data. These neighborhoods were: Brittania-Youngstown, Beverly, Parkdale, Riverdale, Strathcona, Alberta Avenue-Eastwood, McCauley.

II. The seven candidate communities were examined in more detail with regard to unemployment, social assistance caseload, housing condition, demographic characteristics, redevelopment pressure, environmental needs, government and non-government programming, and community organization. Data input during this phase of selection came from census statistics, Unemployment Insurance Commission statistics, social assistance statistics, Older Neighborhoods Report, City Parks Plan, City Plans, neighborhood surveys and studies, and consultation with community workers, Edmonton Social Planning Council staff, Westrede Institute, and City social planner. Based on this procedure, the seven neighborhoods were narrowed to four: Parkdale, Riverdale, Alberta Avenue-Eastwood, Brittania-Youngstown.

III. The final phase of neighborhood selection involved consultation with residents of the four candidate neighborhoods. This consultation took the form of group meetings with neighborhood representatives. The objectives of these meetings were:

1. To orientate residents to the concept of community development corporation as a vehicle for economic and social development.

2. To assess interest and potential commitment of those residents to the community development corporation concept.

3. To assess potential for volunteer workers in the neighborhood.

4. To assess the viability of community organization(s) as initial structure(s) with which to work through.

5. To gather more up to date information about the neighborhoods, regarding city plans, community trends, community surveys, statistics.

6. To obtain an initial assessment of resident commitment to the area.

A great deal of weight was attached to the community consultation phase, particularly the assessment of interest and commitment to the community development corporation concept, potential volunteer recruitment and willingness to participate in CDC proposal formation, all of which would be critical in relation to the feasibility of CDC implementation. Generally, we did find immediate and keen interest in the CDC concept among representatives of three candidate neighborhoods.

(d) Selection Rationale

Given this input, and examination of the other criteria, we selected the neighborhood of Parkdale, for the following reasons:

1. Neighborhood representatives expressed keen interest in the CDC concept, and indicated potential for effective volunteer workers.

2. Parkdale has an existing community group through which initial planning, volunteer recruitment and community consciousness raising could be facilitated. This group is newly formed, issue oriented, but keen to develop constructive alternatives for Parkdale.

3. The neighborhood has a significant unemployed but employable population.

4. There is a relatively high proportion of welfare recipients in the area.

5. Neighborhood income is below City average.

6. Parkdale is subject to growing redevelopment pressure and need for environmental improvement.

7. Parkdale is not eligible for major environmental improvement programs.

8. Parkdale appeared to have potential for a variety of CDC related ventures; (i.e., related to 118th Avenue commercial strip, light industrial area, housing needs, public projects).

The other candidate neighborhoods were rejected for the following main reasons:

1. Riverdale: small population, few unemployed employables, immediate future is questionable.

2. Alberta Avenue-Eastwood: receiving Neighborhood Improvement Program (N.I.P.) which would confuse evaluation of the effectiveness of a CDC as a neighborhood improvement tool.

3. Brittania-Youngstown: little community organization, few unemployed employables, small welfare population, little interest in the CDC concept.

B. COMMUNITY PROFILE

PARKDALE AND ITS ENVIRONMENT

Edmonton
Exhibition
Grounds

LIGHT INDUSTRY
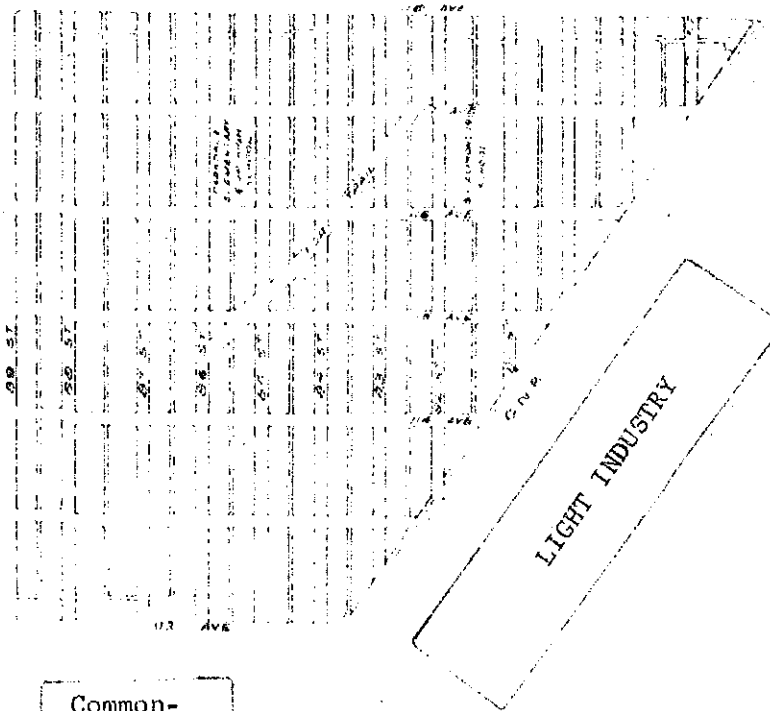
Common-
Wealth
Games Site

PARKDALE = 46
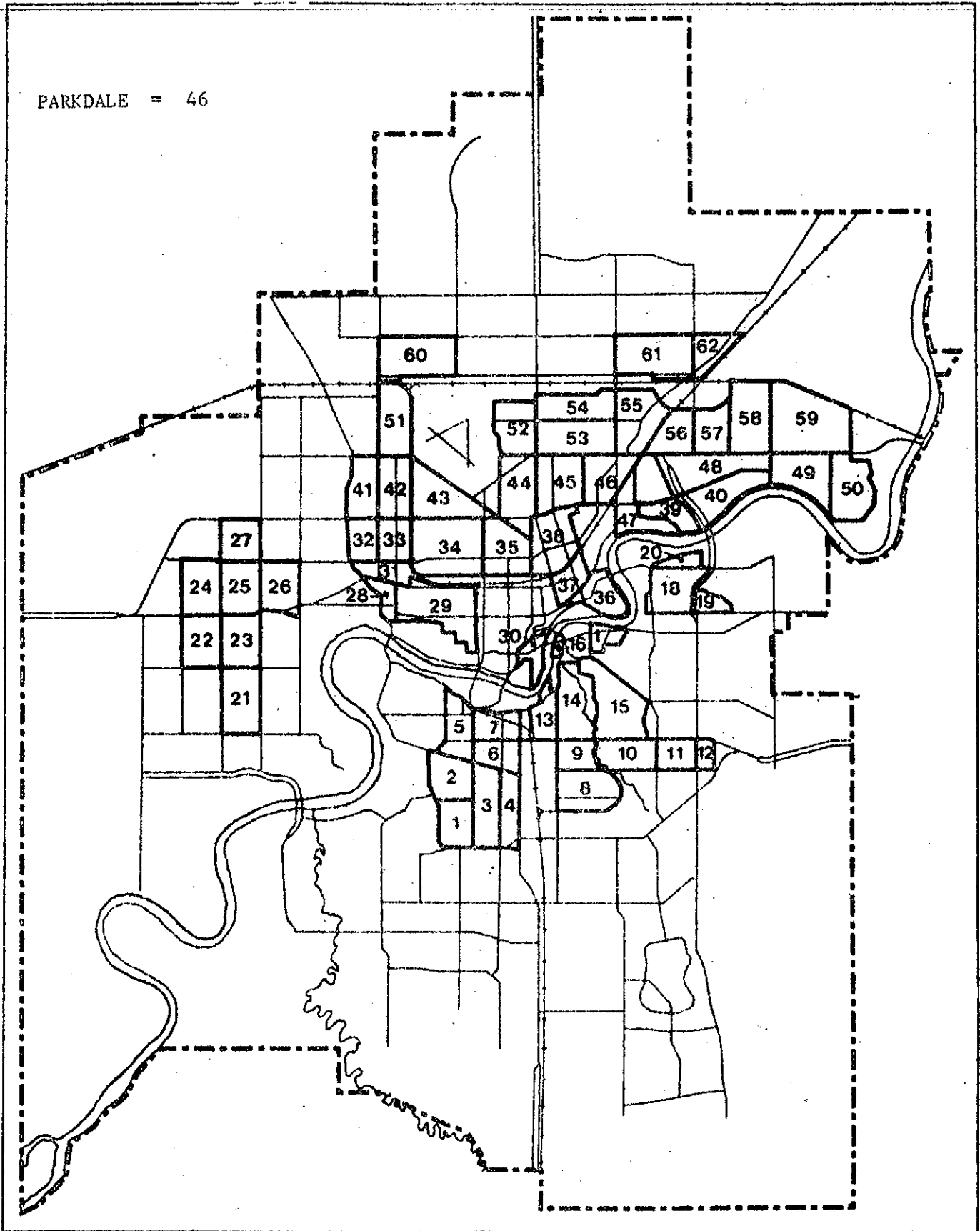
OLDER NEIGHBOURHOODS

MAP   1

(a) Demographic, Social, Physical Characteristics

Population: Parkdale population has dropped from 5,188 in 1971 to 4,406 in 1976. Senior citizens (65 years plus) comprise approximately 11% of the total population which is above the City average of 7%. Approximately 60% of Parkdale's population is under 35 years.

Ethnicity: Parkdale has both a high Ukrainian and Italian population, 20% and 15% respectively. A large portion of the population (36% is of British descent.

Income: The average total income per household in Parkdale was $7,341.00 in 1971. The City average for the same year was $10,660.00.[25]

Social Assistance: Approximately 12% of the households in Parkdale are presently receiving social assistance. This is well above the Provincial average.[26] The following chart provides a breakdown by reasons for assistance.

CASELOAD BY REASONS FOR ASSISTANCE

Reason for Assistance	Age 60+	Persons with Dependent Children	Physical Illness/ Health Disability	Mental Ill Health	Mental Retardation	Employable	Unsuited for Employment	TOTAL Caseload
Number	23	84	31	9		20	5	172
% Distribution	13.37	48.84	18.02	5.23		11.63	2.91	100

Unemployment: Most recent statistics from the Unemployment Insurance Commission indicate that 55 persons unemployed in Parkdale, as of May, 1977.[27] Over half of these individuals have skills in the construction trades.

Land Use Control: Parkdale is zoned residentially for mainly RC-1 (residential conversion) and R-4 (residential) along the northern portion of the area. A small strip along the eastern boundary (future site of the rapid transit) is zoned M-3 (industrial).[28]

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(25) City of Edmonton, Census, 1976. Census Tract Bulletin, 1971, Census of Canada, Edmonton Profile.
(26) Alberta Social Services and Community Health, Research and Planning, May, 1977.
(27) Unemployment Insurance Commission, May, 1977.
(28) Older Neighborhoods, Vol. II, Ibid.; p. 158.
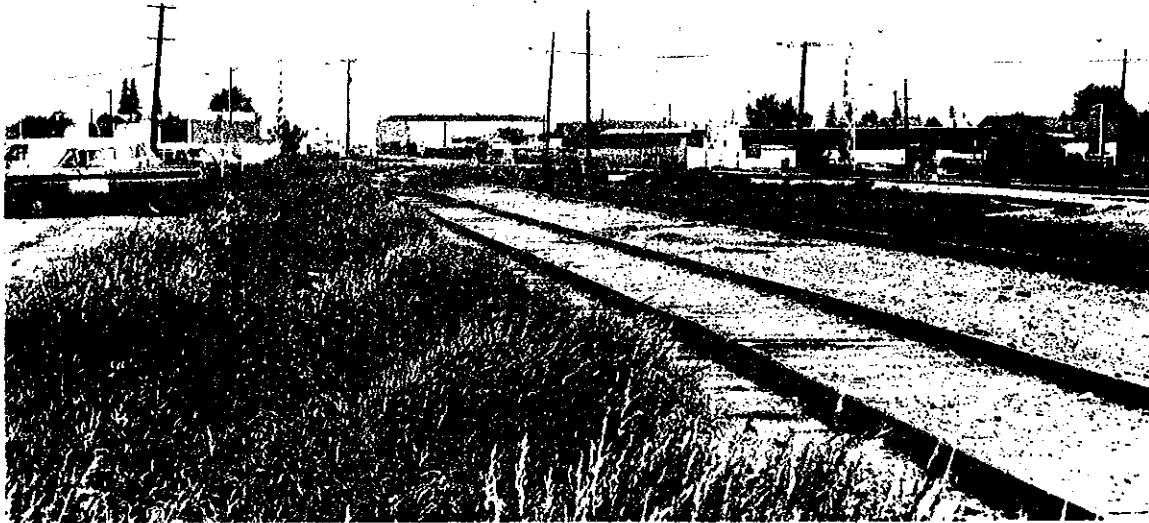
RAILWAY TRACKS ALONG THE EASTERN BOUNDARY OF THE NEIGHBORHOOD

REDEVELOPMENT PRESSURES

The Older Neighborhood Report characterizes Parkdale as having <u>high</u> potential pressure for redevelopment.

<u>Rate of Absentee Ownership</u>: The rate of absentee ownership in Parkdale is considered moderate, between 20-37%. The city-wide average is 12.6%.

<u>Unrealized Development Potential</u>: Unrealized development potential is also moderate. A limited portion of the neighborhood could be redeveloped within the existing designation.

<u>Frequency of Rezoning Applications</u>: Between 1961 and 1975 there has been moderate interest (3 - 13 applications) in zoning changes and subsequent redevelopment in Parkdale.

<u>Public Projects</u>: Public projects have been rated high in the neighborhood. The Commonwealth Games Stadium borders along the southern boundary. To the east of Parkdale lies the Edmonton Exhibition Grounds and the community faces the constant prospect of expansion. The proposed Northeast Rapid Transit Corridor will also have a major impact on Parkdale. The threat of high density development, increased traffic and parking problems are a major concern for residents. In addition, the city is proposing the widening of 112 Avenue which will mean the demolition of homes and increased traffic flow through the neighborhood.[29]

<u>PICTURE #2</u>
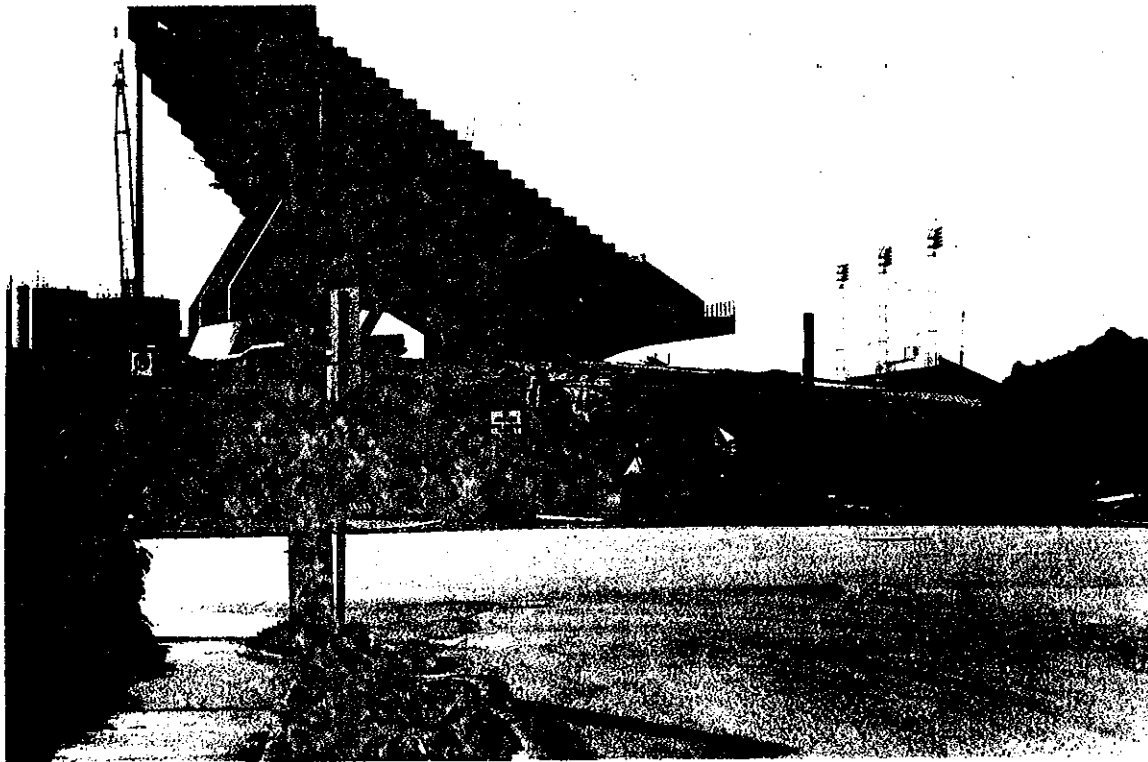
COMMONWEALTH GAMES SITE

The 118th Avenue commercial strip along the northern border of the community provides an additional impact in terms of redevelopment pressure. The diversity

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(29)   <u>Older Neighborhoods</u>, Ibid., p. 154.

of uses, as on most strips, is extreme. The section between 82 - 89 Street, consisting of a travel agency, a series of automobile centres and furniture and hardware stores, presents a number of problems for Parkdale residents including:

1. increased traffic flow

2. parking overflow

3. improper waste storage

4. physical blight.

In addition to these physical problems, the 118th Avenue area suffers an unusually high crime rate.[30]

Due to the fact that Parkdale is considered to have a high potential pressure for redevelopment, it is ineligible for either the Neighborhood Improvement or the Residential Rehabilitation Assistance Programs.

PICTURE #3

118 AVENUE COMMERCIAL STRIP

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(30) Commercial Strips in Edmonton, Long Range Planning Branch, City of Edmonton, p. 25.

According to the Older Neighborhood Report, Parkdale has a <u>high</u> potential need for environmental improvement.

<u>Parks and Recreation</u>: The <u>Edmonton Parks and Recreation Master Plan</u> has recommended a total of 7.50 acres of parkland in Parkdale. At the present time there is 1.55 acres of existing parkland in the neighborhood, a deficiency of 5.95 acres. The Older Neighborhood Report also indicates there is an urgent need for improvements in parkland and recreational facilities in this area.[31]

<u>Water and Sanitation</u>: Based on engineering standards and frequency of complaints in 1976, Parkdale has been evaluated as in great need of servicing system improvements.

<u>Housing Conditions</u>: There is a total of 1,655 dwelling units in Parkdale, 1,050 of which are owner occupied. The majority of the housing stock in this area is considered in <u>fair</u> condition. These pictures give some indication of the housing decline in the area.

<div align="center"><u>PICTURES #4</u></div>

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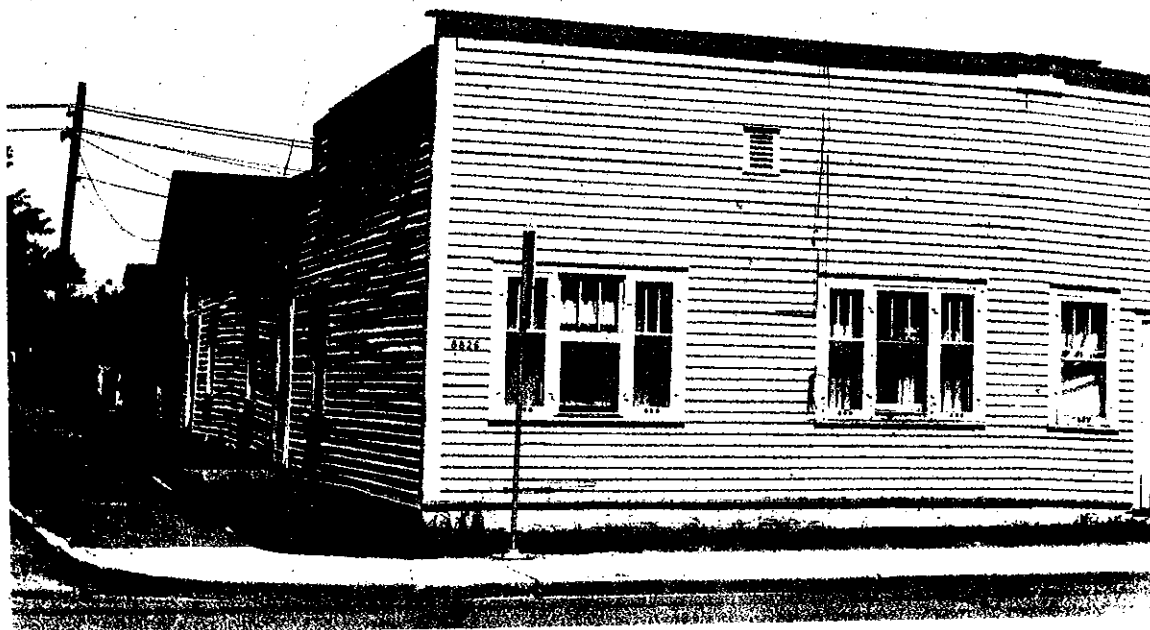
(31) <u>Parks and Recreation Master Plan</u>, City of Edmonton, 1970-1980, p. 100.
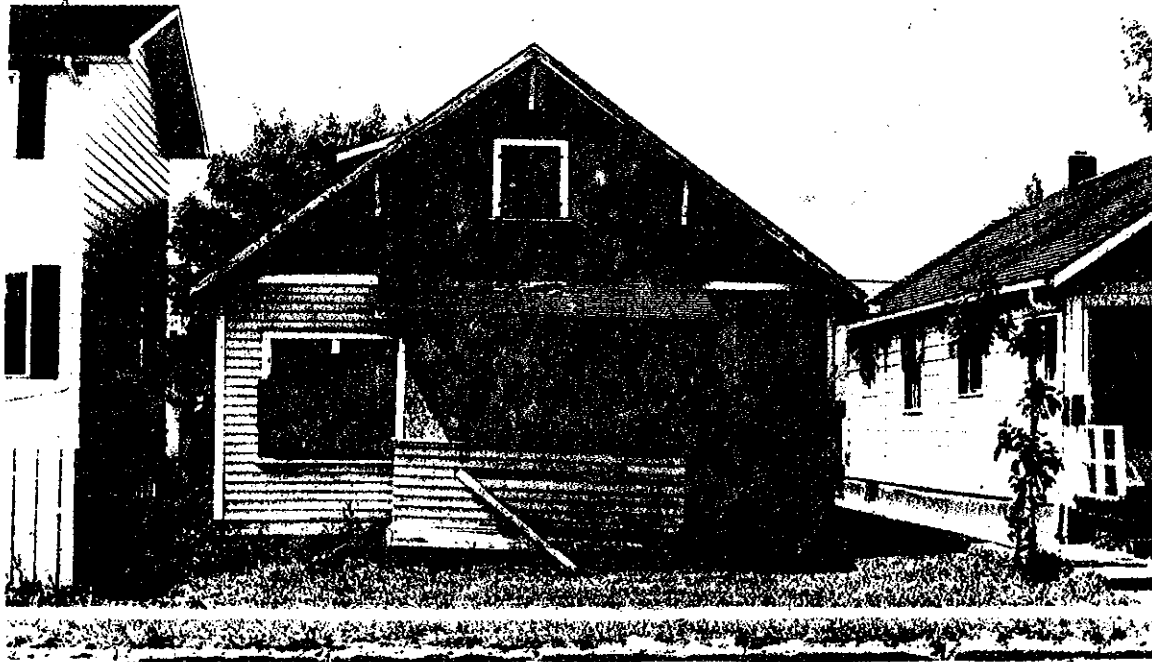
Land Use Compatability: The mix of land use types in Parkdale is considered to have a negative effect, in terms of noise and odour, on a limited portion of the neighborhood area.[32]

COMMUNITY ORGANIZATIONS

An active group in Parkdale at the present time is the Parkdale Concerned Citizens Committee. This group, consisting of approximately 20 residents, formed in the Spring of 1976 in response to increasing redevelopment pressure in the neighborhood. The group has focused primarily on the rapid transit issue. It has managed to obtain a temporary zoning freeze and members have asked to participate on the rapid transit study.

Another area of concern for this group has been the lack of a community plan in Parkdale. The neighborhood has been the receptacle for a growing number of public projects, a situation which residents feel will continue unless a comprehensive plan is developed for the area. At the present time there has been no indication that Parkdale will receive a community plan.

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(32) Older Neighborhoods, Ibid., p. 154.

Other community sponsored organizations include a playschool and seniors drop-in centre which is operated by a community board.

The Parkdale Community League is involved primarily in recreational activities. The League is unable to offer an extensive social and recreational program as it lacks a facility - an issue which has proven extremely frustrating for residents.

S U M M A R Y

Given the profile of the community, it is evident that Parkdale represents a disadvantaged neighborhood. In terms of redevelopment pressure and need for environmental improvement, it rates particularly high. Demographically, it encompasses a number of district ethnic groups and also supports a relatively high welfare population.

This data has direct implications for venture planning in the CDC. It indicates the types of individuals the corporation will be representing and provides some background information on community needs. Project feasibility is enhanced by an active community organization in the form of the Parkdale Concerned Citizens Committee. In addition, the location of Parkdale suggests that potentially, a variety of venture possibilities could be explored relative to the commercial strip, warehousing, light industrial area, public projects, not to mention environmental conditions in the community (i.e., housing).

(b) Community Survey

(a) Purpose: In an effort to communicate the concept of a CDC to a larger segment of the Parkdale population, the E.S.P.C. conducted a community

survey in June of 1977. A major function of this exercise was to create an
awareness of the project as well as to assess the following:

> (1)   community needs
>
> (2)   commitment to the neighborhood
>
> (3)   receptiveness to the concept of a CDC
>
> (4)   perceived desirable ventures
>
> (5)   potential volunteer labour.

(b)   Methodology

1.   Sampling: Subjects for the interview were selected using a <u>random</u> <u>process</u> to ensure that each element of the population had an equal chance of being included.   Considering time frame and amount of volunteer labour, every tenth household in Parkdale was chosen using the City of Edmonton Address Directory. This resulted in a sample of 120 households.

2.   Communication: The sample households were sent a letter of introduction stating the purpose of the survey, and informed they would be contacted by a volunteer to arrange for an interview.   Accompanying the letter was a pamphlet which outlined briefly some basic principles of a community development corporation.[33]

Eight volunteers from Parkdale and two from the E.S.P.C. were recruited as interviewers.   One resident, who spoke four languages, offered to act as an interpreter.   Each volunteer participated in an orientation prior to the actual interviewing.

3.   The Questionnaire: The questionnaire was designed as a structured interview type.   It was pre-tested to determine which questions needed clarification. The pre-test also indicated the need for additional questions and the elimination of others.   The resulting interview format consisted primarily of a mixture of fixed alternative questions and open-ended questions, to which the respondent answered using his own frame of reference.[34]

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(33) Note Appendix II, Community Development Corporations.
(34) Note Appendix III, Community Surveys.

Of 120 households approached, 57 households responded to the questionnaire. This is a moderate interview success rate of about 50%. There are a number of reasons for this moderate return, the most obvious being timing. Warm weather and vacations guaranteed that many of the subjects were not available for interviews. A number of interviewees had recently moved from the neighborhood or were in the process of moving. A small minority refused to participate in the survey for personal reasons.

Of the 57 households which did respond, 63% planned to remain in the neighborhood over five years which indicates a certain commitment to the area. 21% were undecided, and 15% did not plan to stay more than five years.

The most popular reasons for residing in Parkdale were: proximity to downtown (54%), access to public transportation (38%), and character of the neighborhood (33%). Major disadvantages cited were the heavy traffic flow and noise resulting from the exhibition grounds and stadium.

75% of the respondents indicated they would like to see the present residential nature of the community maintained. The results of the Parkdale Concerned Citizens Committee Survey (May, 1976) also support this finding.[35] An additional 42% were in favor of housing rehabilitation. Only 19%, however, felt the neighborhood would maintain its present residential nature. A high percentage thought there would be an increase in high density residential development in Parkdale in the future.

The question "What kinds of services or facilities do you feel are lacking in Parkdale?" was left open in order to allow for free expression. The majority of subjects felt there was a definite lack of recreational facilities in the neighborhood. Particularly activities for seniors and youth.

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(35) Note Appendix III, Community Surveys.

The next two questions, relating to housing and neighborhood improvements, respondents were asked specifically to determine whether there is a need for physical rehabilitation in Parkdale. 56% of the respondents indicated that their living accommodation is in need of some type of repair. 84% felt there were physical improvements needed in the community, particularly in the areas of parks, streets and general beautification.

54 individuals (95%) stated they would support the creation of a Community Development Corporation in Parkdale. Of these 54, 31 persons were willing to volunteer or be employed in some capacity on the CDC.

The question on potential ventures elicited a variety of responses. The most popular suggestion, once again, related to recreational services and facilities. Other ventures included housing rehabilitation, commercial activities, a day care centre, services for seniors and real estate.[36]

INTERPRETATION

Three objectives of the survey were related to assessment of the degree of commitment of Parkdale residents to their neighborhood, receptivity to the CDC concept, and potential for recruitment of volunteers.

Information from discussions with Parkdale people indicate that residents tend to be very receptive to the CDC concept and would willingly participate in the CDC in some capacity. This finding is significant in relation to project feasibility. Community commitment and willing volunteers are considered to be key to project success.[37] In addition, the finding that residents tend to be concerned about and committed to Parkdale, favoring its residential nature, suggests willingness to support a community development corporation which has as a goal, improvement of the community.

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(36) Note Appendix III for compiled data.

(37) Note R. M. Kelly, Community Participation in Directing Economic Development, Ibid., 144 - 152.

(c) **Community Need Identification/Related Ventures**

<p style="text-align:center;">Summary - Interpretation</p>

(a) **Survey Results**

Two objectives of the community survey were to obtain some indication of community needs as perceived by Parkdale residents, and perceived methods of meeting needs (i.e., ventures). For purposes of consciousness raising and planning, it was deemed important to know how residents tend to interpret community needs and problems. This information can be utilized as a starting point in community development work. In addition, this information can be used as base line data with which to measure changes over time in terms of resident interpretation of community needs, and methods of meeting needs.

In order of priority, residents tend to stress recreational needs, especially for seniors and youth, followed by needs related to housing rehabilitation and lastly, neighborhood beautification (parks, streets). Generally, community needs and problems were defined in terms of lack of services (recreational, rehabilitation).

Respondents understandably had difficulty with venture recommendations. Perceived ventures tended to be service orientated, in line with interpretation of community needs, and tended to be somewhat vague, not clearly indicating how profits could be made for further investment in the community.

In order of priority, the survey indicated the following:

1. Recreational services: programs for seniors, teenagers, youth clubs, ethnic centres, tennis court, volleyball club, swimming pool, parks, play areas.

2. Housing rehabilitation service, maintenance services.

3. Commercial services (retail outlets), shopping centre, paper recycling, hotel, lounge, laundromat, home handicrafts.

4. Day care service.

5. Real estate.

The above represents attitudes of a random sample of Parkdale residents. Community needs and problems are generally considered to reflect a lack of services. In addition, in spite of educational preparation (pamphlet, orientation by interviewer) it generally appeared that the CDC was viewed as a service organization. In terms of future actions, this implies a starting point for further consciousness raising among residents, focusing on the goals of a CDC, and manner of community problem interpretation. This kind of process was carried out with a group which became interim board volunteers. The following represents their identification of community needs/ventures.

(b) Group Discussions, Parkdale Residents

Following discussions related to purpose and goals of a CDC, and organizational development process, interim board volunteers and others were asked to identify community needs/problems, and methods of fulfilling needs/problems. Basically, lack of resident control or influence over decisions affecting their community was recognized as a priority problem. A key method of fulfilling this need was seen as property acquisition and making profit from that property. Property acquisition is in fact a key strategy of a community development corporation.

Need	Venture
Community Control	Marginal Profit Real Estate

1. Emphasized here is acquisition of existing housing, to be sold or rented at reasonable rates to lower income families.

2. Building, selling new housing, this requires more capital investment.

3. Other possibilities for property acquisition includes commercial strip businesses, warehousing.

Related to the above, housing rehabilitation services was expressed as a community need. People tend to be charged exorbitant rates for rehabilitation work. This is a problem particularly for disadvantaged people, such as senior citizens. It was felt that rehabilitation services could be provided at reasonable rates, and employ unemployed people with skills in carpentry/construction trades. This service would also rehabilitate housing bought by the CDC.

Need	Venture
Housing Rehabilitation	Carpentry/Construction Company: contracting at reasonable rates.

Other suggestions for possible profit making ventures related to the ever increasing cost of living index, and to a growing need for conservation and energy planning. These are innovative and potentially exciting projects which could be demonstration projects in their own right. It was suggested that these be examined and possibly developed over time.

1. Urban gardening: products to be sold to Parkdale residents and/or larger community; possible development of an urban agricultural co-op.

2. Energy planning project: focusing on possible integration of solar technology and architecture into conventional housing stock for significant reduction of heating costs. Venture to involve assembling, selling and installing active and passive solar technology.

3. Recycling: possible recycling centre (paper, waste).

4. Furniture recycling: production, sales.

The above represents suggested CDC ventures. These require detail feasibility study. This will be discussed in Part III. It is significant, however, that interim board volunteers define priority community need, not as recreational services, but as community control, to be developed by real estate ventures. In addition, lack of influential community organization was discussed as a prerequisite to further development. The following proposed organizational development process resulted.

THE COMMUNITY DEVELOPMENT CORPORATION

IMPLEMENTATION STRATEGY

A. PROPOSED ORGANIZATIONAL STRUCTURE

B. ORGANIZATIONAL DEVELOPMENT PROCESS

   (a) Interim Board

   (b) Developmental Staff

   (c) Permanent Board

   (d) Permanent Staff

   (e) Advisory Committee

   (f) Ventures

   (g) Role of Edmonton Social Planning Council

   (h) Development Time Frame

C. ADMINISTRATIVE STRUCTURES AND FUNCTIONS

D. BOARD/STAFF DEVELOPMENT

E. RECORD KEEPING

THE COMMUNITY DEVELOPMENT CORPORATION
AND ITS ENVIRONMENT

A. PROPOSED ORGANIZATIONAL STRUCTURE

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                    ┌──────────────────────┐
                    │   CITY OF EDMONTON    │
                    └──────────────────────┘
                               ┊
                    ┌──────────────────────┐
                    │ RESIDENTS OF PARKDALE │
                    └──────────────────────┘
                               │
        ┌────────────────────────────────────────────────┐
        │ COMMUNITY DEVELOPMENT CORPORATION MEMBERSHIP     │
        └────────────────────────────────────────────────┘
                               │                                    COMMITTEES
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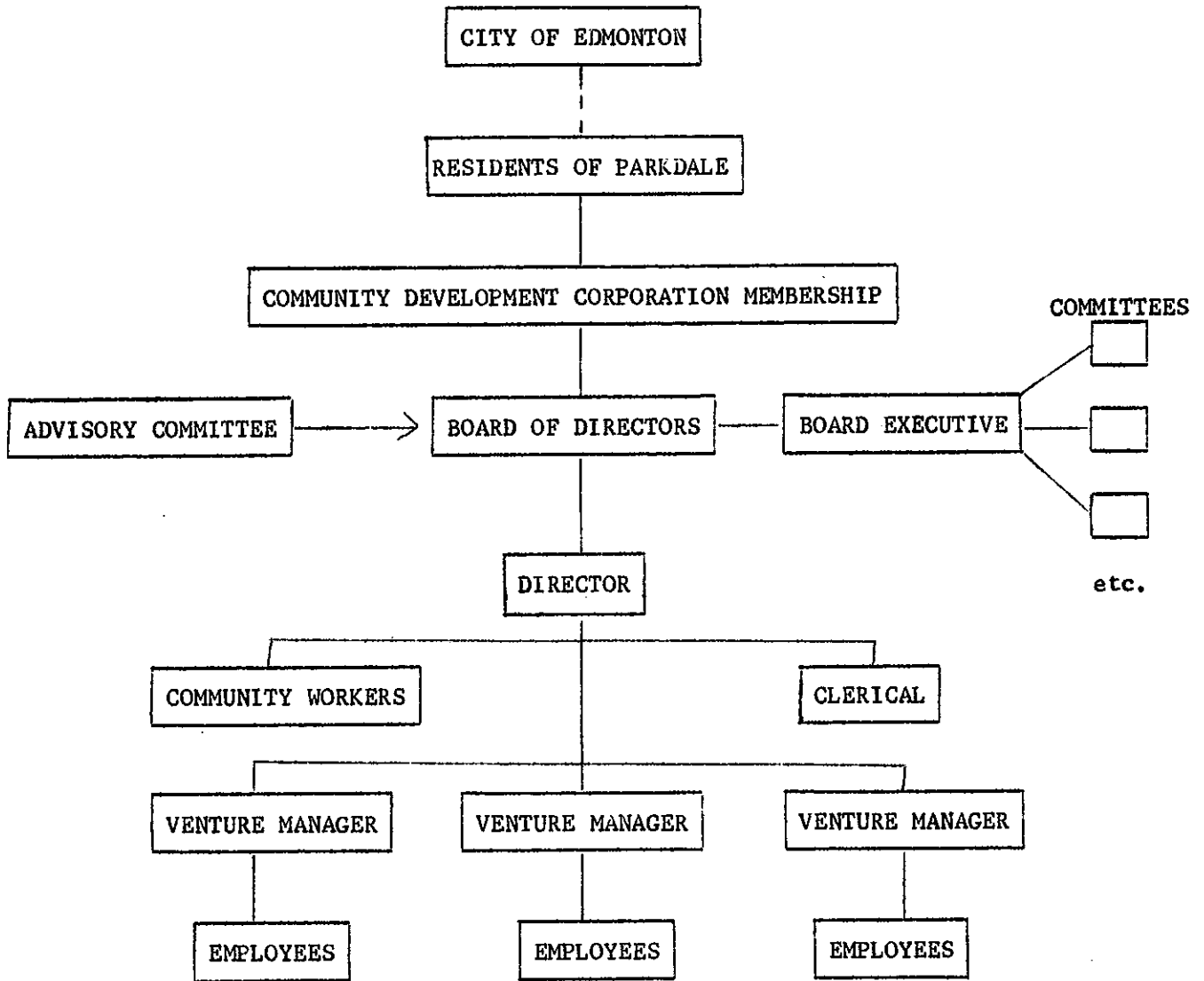
B. PROPOSED ORGANIZATION DEVELOPMENT PROCESS

In conjunction with Parkdale representatives, the following organizational development process has been agreed upon.

(a) Interim Board

(b) Developmental Staff

(c) Permanent Board

(d) Permanent Staff

(e) Advisory Committee

(f) Ventures.

A careful process of board selection and board development has been emphasized in this organizational development process. The reason for this is based on the assumption and on research findings that carefully selected and developed boards are strongly correlated with success of community development corporations. These are boards in which members actively participate in organizational activities.[38]

(a) INTERIM BOARD

Composition: Currently five Parkdale residents have volunteered as interim board members. These volunteers were obtained during planning sessions with Parkdale residents. These people are already actively involved in community affairs. Interim volunteers are:

Gerald Bonema - Teacher, Parkdale

Henry Smigielski

Carole Balbar

Murray Balbar

Marg Bouska - Social Worker, Boyle Street Co-op.

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(38) Rita May Kelly, Community Participation in Directing Economic Development, Centre for Community Economic Development, Cambridge, Mass., 1976.

Functions: Interim board volunteers, in conjunction with Edmonton Social Planning Council staff, have agreed that the interim board will have the following functions:

(a) Outline functions of developmental staff;

(b) Hire developmental staff;

(c) With developmental staff, outline specific responsibilities of each staff;

(d) Develop a permanent board selection process;

(e) Help to implement board selection;

(f) Participate in venture research;

(g) Participate in the process of incorporation;

(h) Participate in the formation of the advisory committee;

(i) Participate in analysis of community needs;

(j) Lobby for the interests of Parkdale.

(b) DEVELOPMENTAL STAFF

Functions: Interim board volunteers have agreed that two developmental staff, in conjunction with the interim board, will have the following functions:

(a) Consciousness raising, community education in relation to the community development corporation;

(b) Work on permanent board selection under direction of interim board (i.e., contacting people, orientation to candidates);

(c) Participation in venture research;

(d) Work on the process of incorporation;

(e) Developing communication networks within the community (i.e., use of community league, use of ethnic organizations);

(f) Researching community needs;

(g) Facilitating general community involvement in CDC planning and implementation;

(h) Developing specific staff responsibilities under the direction of the interim board.

Qualifications: The interim board has recommended that two community workers and one clerical staff be hired as developmental staff. It should be noted that these staff are classified as developmental because they are participating in the development of the permanent organizational form. At the point of incorporation under the permanent board, the developmental staff can then change their status to permanent staff. The developmental period will also be a probationary period for the staff.

In relation to community worker staff, the best combination of the following kinds of training and experience has been recommended:

(a) Training and/or experience in community work; emphasis on experience;

(b) Some business and/or economic training recommended as an asset;

(c) Interested in the concept of community social and economic development by way of the community development corporation;

(d) Personable.

The clerical staff should have the following qualifications: training and/or experience in stenography and bookkeeping.

Functions of Office Staff: Maintaining files, preparing reports, keeping records, keeps a complete set of books to the completion of the financial statement, office receptionist, answering telephone, maintaining office supplies.

(c) PERMANENT BOARD

Composition: Interim board volunteers have recommended that the permanent board will consist of thirteen (13) members, with representatives from the following categories:

(a) Homeowners;

(b) Renters;

(c) Major ethnic groups (British, Ukrainian, Italian);

(d) Senior citizens;

- 43 -

(e) Parkdale businessmen;

(f) Parkdale clergy;

(g) Welfare population;

(h) Youth.

In addition, the interim board members have the opportunity to become, auto-matically, permanent board members. It was agreed that board composition and selection process should be concerned partly with involving in community affairs the usually non-involved and/or isolated members of the community. Consequently, categories of welfare, senior citizens, major ethnic groups and youth were recommended. At the same time, it was stressed that a board representative of the community be a highly functional board, able to get the necessary work done. Consequently, the following qualifications for board members have been recommended.

Qualifications:

(a) Canadian citizen, or in the process of becoming a Canadian citizen;

(b) Resident of Parkdale for at least one year;

(c) Expresses commitment to the neighborhood;

(d) Expresses interest and commitment to the concept of community development by way of the community development corporation;

(e) Has some relevant knowledge or expertise to offer the board (i.e., knowledge of community, knowledge of target population, previous business experience);

(f) Is willing to allocate an adequate amount of time to board work.

Board Selection Process:

In order to select a board which is both representative of the community and functional, the following permanent board selection process has been agreed upon by the interim board. Given the recommended composition of the board, the selection process will consist of requesting board members from organizations which represent the various categories (i.e., ethnic organizations, welfare

rights, churches, senior citizens) and facilitating the following activities:

(a) Education with respect to the community development corporation (goals, values, philosophy, meaning to Parkdale);

(b) Developing with the organization the task of providing candidate board members. The organization will elect potential candidates;

(c) Where organization structure is lacking, individuals representative of appropriate categories will be approached regarding board member candidacy;

(d) Candidates will be interviewed by interim board;

(e) Decisions are made by the interim board with advisory input from the Edmonton Social Planning Council;

(f) Membership development will be on-going, recruitment from Parkdale residents.

(d) PERMANENT STAFF

Desired qualifications and functions of developmental planning staff and clerical staff have been indicated. As permanent staff, the indicated qualifications and functions of the developmental staff would be basically the same. The functions, qualifications and specific responsibilities of the CDC director will be decided by the board immediately following its formation. At this point however some comments about administrator's functions are in order.

The director of the CDC will be employed for the purpose of administrating the project. The following is a list of possible functions to be performed by the director. These demonstrate the potential scope of functions of the director. Decisions regarding functions and responsibilities of the director's position, however, it a joint board/director decision.

Proposed Functions: Director

(a) Providing information input to policy making bodies (board, committees).

(b) Co-ordinating identification of community needs that can be met by the organization. Taking a leadership role in meeting community needs.

(c) Facilitating definition and redefinition of organization purposes by the
board.

(d) Co-ordinating venture planning.

(e) Working to develop leadership in appropriate policy making bodies.

(f) Maintaining positive relationships with community leaders.

(g) Interpreting the organization to the community, developing a proper public
image.

(h) Projecting budget and obtaining financial resources.

(i) Recommending to board, staff development needs and staffing needs.

(j) Organizing and directing the staff and resources facilitating optimum
utilization of staff and resources.

(k) Administering financial assets and resources.

(l) Evaluating project achievements and personnel effectiveness in accordance
with goals and standards set by the board and in conjunction with the board.

(m) Accounting to the appropriate policy making bodies and to the community for
total organization program and operation. [39]

Qualifications:

Decision as to the director's qualifications is a board decision, given key
functions which the director will perform.

The interim board however has suggested that this person have training and/or
experience in business practice as a key qualification.

Emphasis was placed upon practical experience (i.e., real estate).

(e) ADVISORY COMMITTEE

The advisory committee to the CDC board is proposed as a support mechanism.
The advisory committee will provide advice directly to board regarding:

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(39) Note: Trecker, Social Work Administration, New York, National Association
of Social Workers, March, 1968, 6 - 7 - for discussion on administrative
functions.

(a) Board/staff development and training;

(b) Venture planning;

(c) Organization policy development;

(d) Community participation techniques;

(e) Funding sources;

(f) On request, other information. The advisory committee may provide advice directly to staff if the board has agreed upon this. This may be helpful in terms of day to day information needs of staff.

Composition:

It is proposed that the advisory committee consist of persons from the larger Edmonton community. In this manner, two functions are served. First, persons from the larger Edmonton community are directly involved in the CDC and can develop knowledge and support among relevant people in Edmonton. Secondly, a great deal of expertise can be added in an advisory way to the CDC. The specific composition of the advisory committee is a board decision; however, the following representation has been recommended:

- City community worker;
- City Council member;
- Planner, Edmonton Social Planning Council;
- Planner, City Planning,
- Urban Specialist, Westrede Institute;
- Business expert (i.e., Federal Business Development Bank);
- Accountant;
- Housing expert;
- Real estate worker.

Six to ten individuals were recommended.

(f) VENTURES

The final phase of the organizational development process involves establishment of profit and non-profit ventures. Earlier, some possible ventures were indicated, based on responses from Parkdale residents. It is beyond the scope

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of this study to examine the feasibility of possible ventures in detail.
Decisions regarding venture involvement is a board decision. Venture research
and implementation, however, will be an on-going activity of board and staff,
beginning during the developmental stage. Following board development, however,
priority in terms of effort will be allocated to venture development/feasibility
study. At this point, however, some Parkdale volunteers are beginning preliminary
detailed examination of the following possible ventures:

1.   Housing venture: Acquisition of existing stock, rehabilitation, selling

      and/or renting housing. This includes examination of a non-profit housing

      venture.

2.   Housing venture: Building new housing, selling and/or renting.   This may

      include infill housing.

3.   Housing rehabilitation venture: Contracting at reasonable rates.

      Volunteers are beginning consultation on the economic feasibility of the
above areas which were earlier identified as community needs and possible
ventures by community residents.

      Venture Managers:

      Function as co-ordinators to specific ventures, thereby co-ordinating employee
work to venture objectives.

(g) ROLE OF THE EDMONTON SOCIAL PLANNING COUNCIL

      Based on discussions with Parkdale residents, it has become clear that at
least initially an extensive amount of support and direction is expected from the
E.S.P.C. The Edmonton Social Planning Council has indicated willingness to provide
on-going consultation to Parkdale on their developmental process. In conjunction
with the interim board and/or permanent board and staff, the E.S.P.C. has agreed
to the following:

1. Prior to incorporation, to assume responsibility for initial managing of funds.

2. To provide advice on staffing.

3. To consult regarding board selection and development, staff selection and development, and needed areas of knowledge and expertise (note Section D., Board/Staff Development).

4. To provide legal advice.

5. To consult on research process related to possible ventures.

6. To lobby on behalf of the Community Development Corporation.

7. To facilitate advisory committee formation.

8. To facilitate planning and strategizing.

9. To consult on community development techniques.

10. To provide project continuity from E.S.P.C. to the target community.

11. To provide direction regarding the concept and principles of community development, by way of the community development corporation.

In addition, it is proposed that a CDC staff person work full-time, initially from the E.S.P.C., as developmental staff during the developmental phase which is approximately four months. Following incorporation, the staff person would continue in the community as CDC permanent staff. The Edmonton Social Planning Council has agreed to provide as much direction initially, as the interim board agrees upon.

C. ADMINISTRATIVE STRUCTURES AND FUNCTIONS:

An organizational development process has been outlined. Further decisions regarding administrative structure and functions are the responsibility of the permanent board and/or staff. In this section, however, areas in which decisions will have to be made and alternatives to be considered will be outlined.

(a) TYPE OF BOARD

Potentially three types of boards could be utilized by the CDC. These are the policy making board, advisory board and administrative board.

1. Policy Making Board is a governing body for the organization. It makes decisions regarding program policy and allocation of funds, and hires and fires the executive director, who reports to the board and is responsible to it.

2. Advisory Board primarily gives advice and makes recommendations usually to the agency's executive director. The director is not responsible to the board.

3. Administrative Board is a full time working board whose members receive a salary, and makes decisions regarding program and policy, and participates in administrative activities.

It is proposed that the CDC board be a policy making or governing board. CDC boards generally are of this type.[40] By way of a policy making board, residents have decision making power over CDC activities which will influence their community. This is in line with a basic principle of the Community Development Corporation. In addition, a volunteer board is recommended. A volunteer board reflects the value of volunteerism and the value of citizen initiative in community problems based on concern, as opposed to profit.

(b) BOARD STRUCTURE AND FUNCTIONS

The following basic board structure is proposed based on recommendations by the Edmonton Social Planning Council and interim board volunteers:

| BOARD OF DIRECTORS | - - - - - - - - | ADVISORY COMMITTEE |

| BOARD EXECUTIVE |

| PERSONNEL COMMITTEE | | FINANCE COMMITTEE | | VENTURE PLANNING COMMITTEE |

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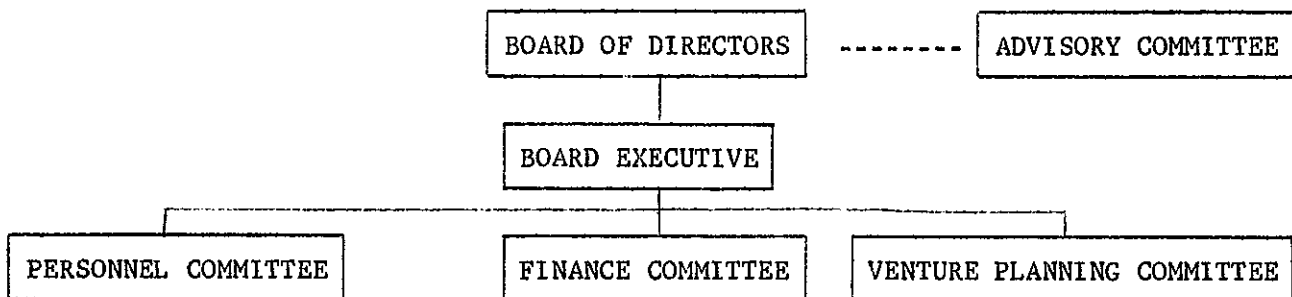
(40) R. M. Kelly, Citizen Participation in Community Economic Development, Ibid., 79 - 108.

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It is recommended that the board consist of a core of 12 - 14 individuals. The executive is to consist of the president, and chairpersons of the three standing committees, all of whom are elected by the board. The three standing committees may be supplemented by other committees which the board deems to be desirable.

Board functions and more specific individual responsibilities is a board/staff decision, to be developed during proposed board/staff workshops (note Personnel Development). The following, however, lists a variety of functions which may be assumed by the CDC board.

1. To establish the legal or corporate existence of the organization;

2. To develop community confidence in the project;

3. To assume responsibility for the obtainment of adequate finances, and be accountable for the expenditure of funds;

4. To take responsibility for formulating general objectives, policies and projects;

5. To provide conditions of work, personnel policies and staff, particularly selection and evaluation of the administrator;

6. To understand and interpret the work of the organization to the community;

7. To study, know and interpret general community needs to the staff;

8. Conduct periodic evaluations of organization operations, with a view to improvement;

9. To participate in community planning.[41]

Regerring specifically to CDC boards, Kelly has found the following functions:

1. Providing advice to management;

2. Determining policy for the CDC;

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(41) Discussed in W. Schmidt, The Executive and the Board in Social Welfare, (Cleveland: Howard Allen Inc., 1959), 39 - 50.

3. Supervising policy administration and implementation;

4. Exercising public relations;

5. Acting in crisis situations to replace the director.[42]

It should be noted that the board will allow for turnover by the re-election of a portion of the board on a periodic basis.

Basic board functions will involve areas associated with the three standing committees; obtaining and spending finances; planning ventures and organizational goals and objectives; and personnel policy (standards of employment, salaries, workloads, promotion, evaluation, selection criteria).

Committees are designed to relate to objectives, goals of the organization, developed around one particular function, issue or subject area, and to utilize the board's source of specialized expertise and knowledge in that subject area. Committees have the advantages of:

1. Dividing the workload;

2. Develop (or utilize) expertise amongst members;

3. Permit decision making between meetings of the full board;

4. Facilitate learning and satisfaction for members.

(c) BOARD EXECUTIVE FUNCTIONS

In general it is proposed that the executive will oversee the routine operations of the CDC by ensuring that the policy set by the board is carried through. This may include diverse activities, such as setting guidelines for staff performance in accordance with board guidelines, answering routine correspondence addressed to the board, representing the organization at various functions, such as public meetings, funding sources.

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(42) R. M. Kelly, Community Participation in Economic Development, Ibid., p. 82.

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The executive will perform a leadership function for the board. It may set agendas for the board and lead discussions so as to ensure that the board makes policy decisions knowledgeably, carefully and expeditiously. It will attempt to develop new leadership in and about the board.

(d)   DECISION MAKING PROCESS

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                              ┌───────────┐
                              │ RESIDENTS │
                              └───────────┘
                                    │
                                    ↓
                              ┌────────────┐
                              │ MEMBERSHIP │
                              └────────────┘
                                    │
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┌─────────────────────┐      ┌────────────────┐      ┌────────────┐
│ ADVISORY COMMITTEE  │─────>│ BOARD DECISIONS │<─────│ COMMITTEES │
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                               ↑    │   ↑                    ↑
                                    ↓                        │
                              ┌──────────┐                   │
                              │ DIRECTOR │───────────────────┤
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                                 ↑  │                        │
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                              ┌─────────┐                    │
                              │  STAFF  │────────────────────┘
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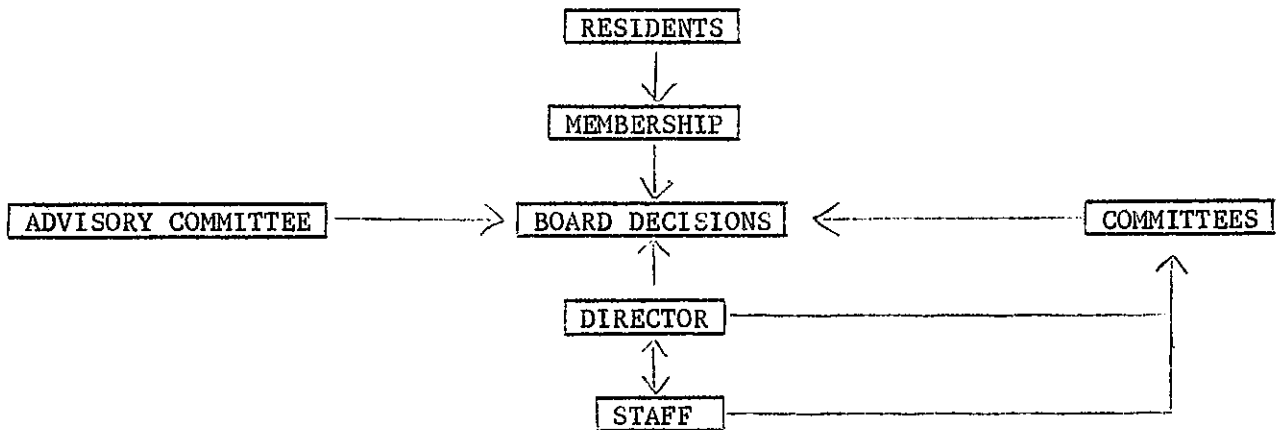
Decisions regarding policy and strategy is a board function. In order that decisions are relevant to community needs and have sufficient information input for "good" decision making, the following process is proposed.

(a) Policies, projects, strategies are discussed at the committee level (i.e., personnel, finance, planning). Committees act as active advisors, whereby the committee investigates and recommends action, and the board accepts or rejects recommendations. Director and staff may provide input to committees, but not vote.

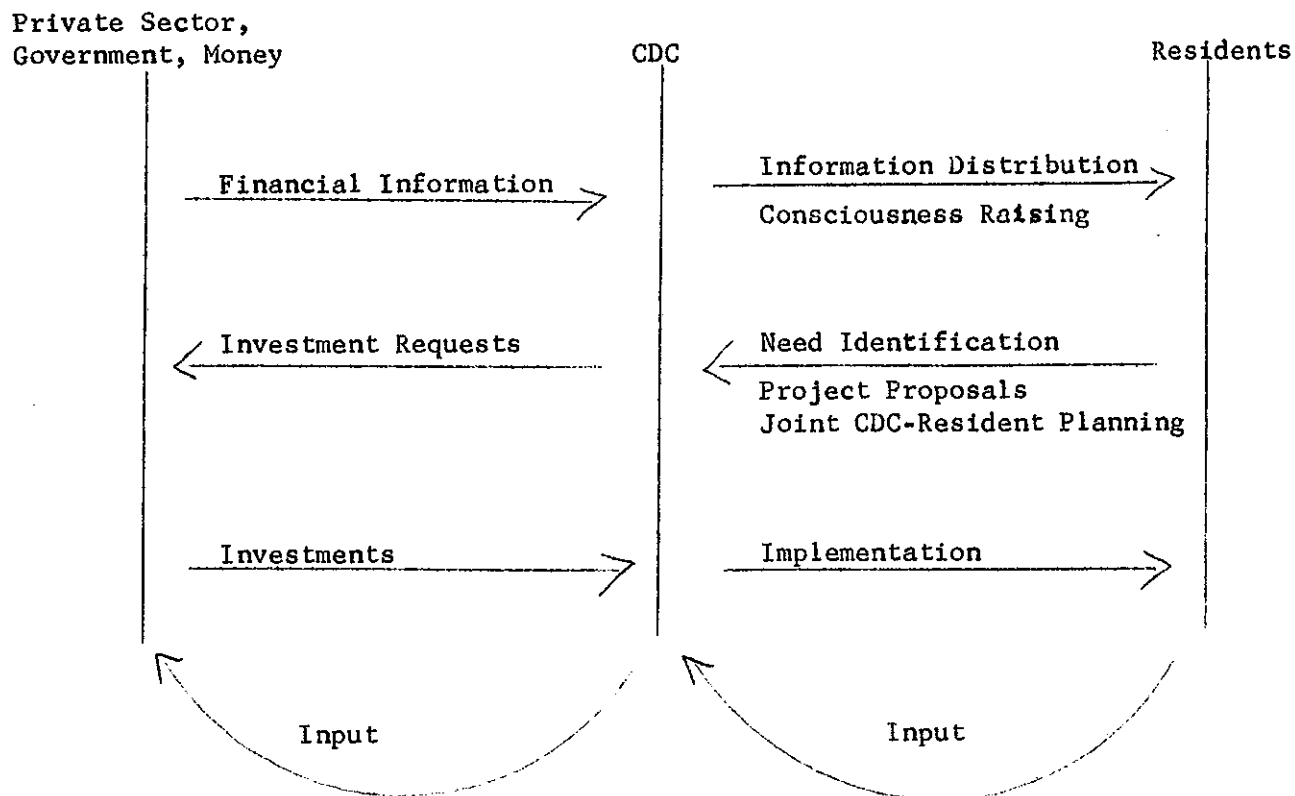(b) Further input to board decisions comes from the advisory committee, director and membership.

The board decides upon policies, strategies.

The board executive is responsible for ensuring that policies, strategies are implemented.

The director/staff implementate board decisions, making day to day discretionary decisions as deemed necessary.

Community input is facilitated by board members and staff in contact with community. In addition, residents may have input to planning by way of community workshops, surveys, interviews.

(e) RELATIONSHIP BETWEEN CDC, RESIDENTS AND FUNDING SOURCES

Private Sector,
Government, Money   CDC   Residents

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        Financial Information ──→        Information Distribution ──→
                                          Consciousness Raising


    ←── Investment Requests              ←── Need Identification
                                          Project Proposals
                                          Joint CDC-Resident Planning


        Investments ──→                   Implementation ──→


            Input                                  Input
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PROPOSED RELATIONSHIP BETWEEN CDC, RESIDENTS AND POTENTIAL FUNDING SOURCES

Upon formation, the CDC will implement a process of venture planning. An important component of this process is that of obtaining on-going input from residents regarding community needs and proposals for fulfilling needs; and input from funding sources regarding availability of finances for proposed projects. On-going facilitation of resident participation in CDC planning activities will help to make the organization relevant to resident needs, acceptable to the community and develop leadership in the community. It is proposed that the CDC adopt the following model:

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(a) CDC will carry out consciousness raising, distribute information and facilitate citizen participation;

(b) Residents, by way of public meetings, workshops, surveys, working committees, etc., can identify community needs/problems and make project proposals through the CDC;

(c) As a component of feasibility study, proposals will be checked out with potential funding sources (private, government, voluntary sector);

(d) Investments from funding sources will lead to proposal implementation with joint CDC staff/resident participation.

This process is orientated to encouraging resident/volunteer initiative in relation to dealing with community concerns. In this manner, as much resident input through the CDC for venture planning can be fostered by the CDC staff and volunteers.

D. BOARD/STAFF DEVELOPMENT AND TRAINING

As a significant component of the Community Development Corporation development process, a series of Board/Staff Development Sessions is proposed in this section. These are designed to provide the opportunity for:

(a) Board/Staff interaction for organization development;

(b) Knowledge development for appropriate Board/Staff in relation to salient areas.

These training sessions will be proposed to the Board for confirmation and/or changes and additions. The present training sessions, however, are derived from important goals of community development corporation, namely:

(a) Involvement of residents in CDC activities;

(b) Venture development;

(c) Seeking resources for investment in fulfilling community needs;

(d) Providing managerial and technical training to venture employees;

(e) Influencing policy related to Community Development Corporation goals.

The first session, however, will focus on extensive re-orientation to the concept of community development by way of the Community Development Corporation.

The second priority area is concerned with development of constructive Board/Staff structure and functioning.

PROGRAM: CDC ORIENTATION

Goal:

To orientate Board/Staff to the concept of the Community Development
Corporation.

Objective:

To develop Board/Staff awareness of CDC's regarding:

1. Goals

2. Philosophical, Theoretical Base

3. Developmental History

4. Clientele

5. Kinds of Enterprises, Examples

6. Administration

7. Impacts

Activities:

1. Make available information package.

2. Discussion by consultant.

3. Compile bibliography.

Resources:

Personnel: Consultant, Edmonton Social Planning Council

Dollars: $20/hour x 3 hours = $60.00

Duration: 3 hours/evening

The per hour rate includes direct instructional time, administrative over-
head, materials.

Evaluation:

Orientation completed by February 1, 1978.

PROGRAM: BOARD/STAFF INTERACTION WORKSHOPS

These workshops are designed to foster constructive board/staff functioning, upon Board formation.

1. PURPOSE:

   To provide a common experience for members of boards and staff for understanding and utilizing basic principles which promote and encourage an effective human service organization.

   Goals: To examine possible alternative ways of functioning (includes types of board, current attitudes of members, how to plan policy, legal and professional responsibilities of board members).

   Activities:

   1. Movie: (basic information for understanding boards).
   2. Workshop on purpose, goals and objectives.
   3. Legal checklist.
   4. Yardstick for individual activity.

2. PURPOSE:

   To analyze the unique roles and responsibilities in the board/staff partnership.

   Goals: To identify and operationalize roles and responsibilities.
   To explore ways for improving communication and encouraging effective fulfillment of responsibility.

   Activities:

   1. Discussion defining responsibilities.
   2. Breakdown of broad categories.

3. Observing demonstrations of execution of responsibility and potential problem areas (board skit).

3. PURPOSE:

    To demonstrate techniques and materials for improved board functioning.

    Goal: To identify structures and methods and implement the techniques (committees, management by objective).

    Activities:

    1. Slide presentation on role of committee.

    2. Discussion on parliamentary procedure.

    3. Discussion on essentials of good minutes.

    4. Checklist for Board Orientation Manual.

4. PURPOSE:

    To consider elements of board orientation.

    Goal: To develop potential new board members.

    Activities:

    Information package on board structure and function, volunteer expectations, kind of expertise required, basis for recruiting.

    Evaluation: Completed by April 30, 1978.

    Resources: Consultation, Edmonton Social Planning Council
    16 hours x $20/hour = $520.00[43]

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(43) Refer to Appendix IV, Board/Staff Interaction Workshop.

PROGRAM: REVIEW OF COMMUNITY PARTICIPATION TECHNIQUES

Goal:

To orientate board and staff to the process of facilitating community participation in CDC activities.

Objectives:

To review with board and staff the following processes:

(a) Planning meetings with the public;

(b) Designing of educational seminars and workshops;

(c) Organizing working committees;

(d) Methods of information dissemination, and communication.

Activities:

(a) Preparation of information package regarding citizen participation techniques;

(b) Presentations by resource person(s);

(c) Role playing;

(d) Group discussions, brainstorming.

Resources:

Personnel: Consultant, Edmonton Social Planning Council

Dollars: $20/hour x 6 hours = $120.00

Duration: 6 hours/evening

Evaluation:

Increased awareness of planning meeting process, educational techniques and information dissemination techniques, as indicated by post-program discussion, by May 1, 1978.

PROGRAM: VENTURE PLANNING PROCESS

Goal:

To outline a process of CDC venture planning for appropriate Board/staff people.

Objective:

1. To outline a process of determining goods and services needed by the community, focusing on:

   (a) community needs survey

   (b) analysis of existing goods and services.

2. To outline a process of determining the feasibility of potential ventures to fulfill community needs. Elements include:

   (a) market analysis

   (b) financial forcasting

   (c) acceptance by community; relevance to community needs.

Activities:

1. Presentations by consultants;

2. Preparation of information package;

3. Group discussions, brainstorming.

Resources:

Personnel: Representative(s) - Federal Business Development Bank (F.B.D.B.)
and
Counselling Assistance to Small Enterprises
(C.A.S.E.)

Duration: 6 hours; 2 evening sessions.

Dollars: $10/hour x 6 = $60.00

Evaluation:

Increased awareness of the process of venture planning by June 1, 1978.

PROGRAM: FUNDING REVIEW

Goal:

To orientate board and staff to available funding and information resources
in the private and public sector.

Objective:

1.   To review existing and potential funding sources in the private and public

sector, examining:

(a)   Capital sources (i.e., banks, foundations, government departments)

(b)   Features of financing programs (i.e., interest, maturities,

collateral, credit criteria, application procedures, etc.).

2.   To review existing resources in the private and public sector related to

consulting expertise, policy information, obtaining information from City

Hall, kinds of information services.

Activities:

1.   Presentations by financial consultants;

2.   Preparation of information package;

3.   Brainstorming.

Resources:

Personnel: Consultants (a) Federal Business development Bank (F.B.D.B.)
             (b) Counselling Assistance to Small Enterprises (C.A.S.E)
             (c) Alberta Opportunity Company (A.O.C.)

Dollars: $10/hour x 3 hours x 2 consultants = $60.00

Duration: 3 hours;evening.

Evaluation:

Increased awareness of funding sources and information resources in the
private and public sector by July 1, 1978.

PROGRAM: HUMAN CAPITAL RESOURCE KNOWLEDGE

Goal:

To orientate board and staff to resources available for skill development among venture employees.

Objective:

1. To review existing and potential technical training resources, concentrating on eligibility, kinds of training, benefits, apprenticeship opportunities.

2. To review available resources and elements involved in management training for venture employees.

Activities:

1. Meeting with resource people.

2. Information collection.

Resources:

Personnel: Manpower Consultant

Dev Core Consultant (consultants on skill development among disadvantaged people)

Federal Business Development Bank Consultant

Alberta Opportunity Company Consultant

Dollars: $10/hour x 3 hours x 2 consultants = $60.00

Duration: 3 hours/evening.

Evaluation:

Knowledge of technical training resources and management training resources developed by August 1, 1978.

Goal:

   To review the means by which CDC board and staff can work towards influence

of public sector policy.

Objective:

   To outline a process of influencing policy related to CDC as a demonstration

project, specifically

   (a) welfare policy

   (b) urban development policy

   (c) citizen participation policy.

Activities:

1. Research relevant departments, personnel;

2. Consultation on report writing, writing briefs, lobbying;

3. Education on policy analysis process.

Resources:

   Personnel: Representative: Health and Welfare
                                Ministry of State for Urban Affairs (M.S.U.A.)
                                Edmonton Social Planning Council

   Dollars: $20/hour x 3 = $60.00

   Duration: 3 hours

Evaluation:

   Knowledge of policy influence process developed by September 1, 1978.

E.   RECORD KEEPING

(a)   ACCOUNTING

It is proposed that the board/staff of the CDC adopt a functional accounting system. Whereas object accounting indicates all items of income and expenditures only as they relate to the organization as a whole, functional accounting involves recording, classifying and reporting all items of support, revenue and expenditure according to easily identifiable functions, which relate to organizational functions. In relation to project evaluation, functional accounting, as a method of cost accounting, allows for knowledge developed which relates project costs to project outputs. As such, this system can be utilized as a cost-analytical technique of organization evaluation.[44] The following outlines the kind of process the board will follow to implement a functional budgeting/accounting system.

1.   Advantages of Functional Accounting

(a)   The actual results achieved by an organization can be matched with the budget. This will show what an agency is trying to accomplish and what it has accomplished.

(b)   Budgets can be developed in relation to project objectives, thus improving financial control.

(c)   The effectiveness and efficiency of organizational objectives can be more easily ascertained.

(d)   Future planning will be facilitated.[45]

2.   Implementation Process

The CDC board, with consultant, should proceed as follows:

(a)   Functions: provided by the CDC should be defined so that the cost ingredients are easily identified with the particular function, and be accounted for accordingly. As an example, some CDC functions may be defined as:

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(44) Functional Budgeting for Canadian Voluntary Organizations (Community Funds and Councils of Canada, 1972).

(45) Functional Budgeting for Social Planning Councils in Ontario, 1971.

1. Community Development: a process through which groups of residents indigenous to an area, are identified and brought together to define, understand and articulate local problems and work toward their solution. Activities include encouragement of participation in social action, within local community, assistance with the specific community action objectives of citizen/ citizen groups.

   Unit of Service Delivered: Paid Professional Staff Hours

2. Community/Venture Planning: Initiating and taking responsibility for activities in which organizational and research methods are used to make rational decisions related social policy and venture choices. Such activities are based on a response to social problems and issues and long term planning in relation to preventative strategies and developmental processes.

   Unit of Service Delivered: Paid Professional Staff Hours   (46)

Wherever possible, items of income and expenditure which can be identified with particular functions should be allocated to those services. Most items can be charged directly to the service for which the costs were incurred (i.e., office supplies, transportation, etc.).

(b) Having determined what functions the organization is providing, the next step is to prepare the chart of accounts in which services will appear as divisions within the books of account. Enclosed is an example of a chart of accounts which has already been adopted by many voluntary organizations. This chart may be expanded or contracted to meet the requirements of both large and small organizations. [47]

(c) Distribution of Administrative and Professional Salaries

In a functional accounting system, all administrative and professional staff are required to keep a simple time sheet. The staff member records to the

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(46) Note: Functional Budgeting for Canadian Voluntary Organizations, "Definition of Services", page 11.

(47) Note Appendix V, Chart of Accounts.

nearest half hour how he divides his time each day among the CDC's functions. This data is accumulated monthly and the administrative and professional salaries are charged to the various functions.

(d) Distribution of Other Administrative Income and Expenditure

Items of income and expenditures which cannot be related to any direct function (i.e., salary of a receptionist) and therefore have to be posted to the general ledger under Administration. These items must be distributed to the CDC direct functions in order to determine the true cost of those functions. Overhead expenses are directly linked to the proportion of the cost of administrative and professional time spent on services. Therefore, the balance of income and expenditures remaining in Administration should be distributed to the direct functions in proportion to the total administrative and professional salaries charged to each direct service.

The Unit Cost is determined by dividing the number of service delivery units provided into the total cost of the service.

SUMMARY: Functional accounting will show what was done, how it was done, and how it was paid for. The functional budget will show what is to be done, how it is to be done, how it is to be paid for. Together, they will show what an organization is trying to accomplish and what it has accomplished.

WEEKLY TIME SHEET

PROFESSIONAL STAFF

COMMUNITY DEVELOPMENT CORPORATION

NAME: _____   DATE: _____

FUNCTIONS	HOURS					
	MON.	TUES.	WED.	THURS.	FRI.	TOTAL
Management and Administration						
Planning, Co-ordination and Development of Ventures						
Education, Training and PR						
Community Development						
Lobbying						
Research						
TOTAL						

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(b) OTHER RECORD KEEPING

In addition to the data to be recorded and compiled by functional accounting, the following basic records will be kept.

(a) Board Meeting Minutes, recording information on policy and program decisions, and how and why they were made.

(b) Staff Reports, monthly accounts of significant project experiences, including problems encountered and how they were dealt with.

(c) Recording (Filing) of all correspondence, reports, written materials associated with project work.

(d) Administrative materials.

(e) Materials related to Finance.

(f) Personnel materials.

(g) Board materials.

E V A L U A T I O N ,   F E E D B A C K   A N D   F O L L O W - U P

A. INTRODUCTION

B. EVALUATION, PROJECT INITIATION

C. EVALUATION, PROJECT CONTACT

D. EVALUATION, PROJECT IMPLEMENTATION

E. PROJECT FOLLOW-UP

F. IMPLEMENTATION PROCESS, WORK PLAN

G. BUDGET

EVALUATION,   FEEDBACK   AND   FOLLOW-UP

A.   INTRODUCTION

This proposal emphasizes the importance of the evaluation component in the demonstration project. Evaluation is ultimately concerned with assessment of the effectiveness of the demonstration project with respect to enhancing social conditions. Although the main interest of evaluators is in the results of project implementation, it is proposed here that assessment of project development and manner of implementation be also stressed. Information of this nature can be useful in planning and management by project staff. For this reason, a process of differential evaluation is proposed. This process focuses on the evaluation of how project resources were utilized, in relation to project effectiveness, for three stages of project development.

(a) Project Initiation Stage focuses on project establishment. Planning processes are stressed in this stage, such as determination of project need, identification of the target population, organizational development planning, resource obtainment and so forth.

(b) Project Contact Stage is concerned with making contact with potential project beneficiaries.

(c) Project Implementation Stage focuses on engaging clientele, giving service or applying a change technology.[48]

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(48) Tripodi, Fellin, Epitein, Social Program Evaluation, Guidelines for Health, Education and Welfare Administration (F.E. Peacock Publishers, Illinois, 1971), 25 - 26.

B. EVALUATION, PROJECT INITIATION

This present stage of project development has been concerned with pre-
liminary planning for resource acquisition, in order to move into further stages
of project development. The following will briefly discuss obtainment of
previously stated project initiation objectives.[49]

EVALUATION: OBTAINMENT OF PROJECT INITIATION OBJECTIVES

1. OBJECTIVE:

To develop a resource body of knowledge on community development
corporations, dealing with theoretical base, developmental history, adminis-
tration, clientele, staffing, evaluation, locations, kinds of enterprises, goals.

EVALUATION:

Body of knowledge has been developed as indicated by amount and variety of
resource material, growing knowledge of CDC's among potential resource people,
and contact established among outside resources (i.e., Centre for Community
Economic Development, Mass.).

Objective One was expanded in this proposal however to include utilization
of the resource materials to develop a framework for CDC implementation (Part I).
This was deemed necessary in terms of providing direction for CDC utilization
as a demonstration project. Considerable effort was expended in developing an
appropriate base for further planning.

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(49) Note: Appendix VI, Demonstration Grant Proposal: Proposal Development
Regarding Community Development Corporation Implementation in Edmonton
(Edmonton Social Planning Council, December, 1976).

2. OBJECTIVE:

To select a community, out of several candidate communities, which demonstrates need for CDC intervention. Need criteria included income, unemployment statistics, social assistance data, housing condition, potential pressure for redevelopment, need for environmental improvement, education, extent of government and non-government programming, demographic characteristics.

EVALUATION:

Criteria related to potential project feasibility were added and considered in the community selection process. These included demonstrated interest, community organization, employable population, venture potential. The candidate community was selected by May 20, 1977, based on criteria related to degree of community being disadvantaged and potential project feasibility (Part II).

3. OBJECTIVE:

To select and identify in more detail the target population within the candidate community. Focus was on the unemployed and hard to employ.

EVALUATION:

The potential target population was identified and described, based on up to date Unemployment Insurance Commission data, and social assistance data. It became evident, however, that the community as a whole is the target population in the sense of potential benefiting from the community development corporation. Based on this, a community profile was developed to describe the target community (Part II).

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4. OBJECTIVE:

To identify goods or services needed and in demand by the community.

EVALUATION:

Need identification was sought from the point of view of community
residents. Residents attempted to relate needs to possible ventures.
Information was gathered by way of a community survey and by way of group
meetings with Parkdale residents. Based on this input, residents identified
perceived key community needs. Further work on need identification is in order
however in project developmental phase.

In this proposal, Objective 4 has been expanded to obtain information on
commitment to community, receptiveness to the CDC concept, and potential
volunteer labor (Part II).

5. OBJECTIVE:

To outline the proposed community development corporation.

EVALUATION:

An organizational structure was outlined. It became evident that a
finalized CDC could not be proposed since this is a Board/Staff decision.
More appropriately, an organizational development process was developed and
outlined in conjunction with interim board volunteers (Part III). This included
functions of personnel and structures in the developmental phase.

6. OBJECTIVE:

To develop an outline for a personnel training program.

EVALUATION:

Personnel training/development programs have been proposed, beginning with orientation, Board/Staff development, community participation, venture planning, resource acquisition, technical skills, and policy influence. These knowledge/skill areas of development relate to key goals of a CDC.

7. OBJECTIVE:

To develop an outline regarding the administration structure and procedures of the CDC.

EVALUATION:

An administrative structure and alternative functions was outlined. This included type of board, board structure and functions, and board executive. This area was expanded to include a proposed decision making process and CDC relationship to community and funding sources. In addition, a record keeping system was outlined as it relates to the importance of functional information being obtained (Part III).

8. OBJECTIVE:

Evaluation objectives 8 and 10 were combined to propose an approach to CDC evaluation methodology in the Contact and Implementation Stages.

EVALUATION:

Proposed outline indicates guidelines for project evaluation.

9. OBJECTIVE:

To outline steps involved in an appropriate CDC implementation process.

EVALUATION :

General implementation process has been indicated. Work plan for the first year has been outlined.

C. EVALUATION METHODOLOGY: PROJECT CONTACT STAGE

Goals in the project contact stage are concerned with bringing together of the project with the target population. Evaluation questions are concerned with the efforts, effectiveness and efficiency with which program contact is managed. The following represents proposed evaluation questions and methods of data collection. It should be noted that stages of project development overlap. In the present initiation stage, for instance, project contact goals have been achieved to some extent (i.e., project awareness among residents, board development).

1. GOAL: To develop knowledge among community residents of the community development corporation and its meaning to the community.

EVALUATION QUESTIONS:

(a) Effort

(1) What amount of time and project resources are devoted to making community residents aware of project existence?

(2) What amount of time and resources are channeled into formal orientation to the concept of community development by way of the CDC?

(b) Effectiveness

(1) To what extent have community residents become aware of project existence?

(2) To what extent have residents become knowledgeable of the concept of CDC?

(3) What is the relative effectiveness of various techniques used to make contact with residents?

(c) Efficiency

(1) What are the relative proportions of staff time devoted to project awareness, and to what extent related to achievement of those objectives?

(2)   What are the relative costs of using different means of contacting

residents?

Measures of Goal Attainment

(a) Effort: 1. Allocation of staff time to project awareness activities.

2. Allocation of program expenditures.

(b) Effectiveness: 1. Numbers attending public meetings.

2. Number of residents indicating awareness and under-
standing of project.

3. Frequency of information requests about project.

4. Numbers volunteering for project involvement.

(c) Efficiency: (Ratio of effort to effectiveness)

1. Staff time, materials relative to effectiveness measures.

2. Cost of involvement techniques relative to effectiveness
measures.

Methods of Data Collection

(a) Effort;   Data from a functional accounting system will indicate staff
     Efficiency: time allocations and project expenditures.

(b) Effectiveness: 1. Head counts (i.e., public meetings).

2. Frequency counts (i.e., phone calls, information requests).

3. Survey a sample of residents.

4. Observation.

2.   <u>GOAL</u>: To complete organizational development (membership, board, incor-

poration, staffing, volunteers).

<u>EVALUATION QUESTIONS</u>:

(a) <u>Effort</u>

What amounts of staff time and project resources are devoted to organ-

izational development?

(b) **Effectiveness**

To what extent has organizational development objectives been achieved?[50]

(c) **Efficiency**

What are the relative proportions of staff time devoted to organizational development, and to what extent is the use of staff time and project resources related to achievement of organizational development objectives?

Measures of Goal Attainment

(a) Effort   Allocation of staff time and project resources to organizational development activities.

(b) Effectiveness   Duration for board development, extent of membership developed, numbers of volunteers recruited, degree of CDC organization by community people, as opposed to outsiders, extent of personnel training, duration for incorporation.

Most of the above organizational development objectives are to be achieved over the initial four month period.

(c) Efficiency   Amount of staff time and other project resources spent, relative to degree of achievement of effectiveness, objectives.

Methods of Data Collection

(a) Effort;
Efficiency   Functional accounting data.

(b) Effectiveness   Head counts, interviews, accounting data.

---

(50) Refer to Part III, Organizational Development Process.

D. **EVALUATION, PROJECT IMPLEMENTATION**

Project implementation focuses on delivery of service and/or application of change technology for achievement of overall project goals. Evaluation questions are concerned with the effectiveness, efforts and efficiency of the implementation process. The following represents guidelines for evaluation methodology during project implementation.

OVERALL GOAL: Project implementation is basically concerned with <u>venture development</u> related to community needs. It is in relation to venture development that associated goals are to be achieved (i.e., employment, human capital development, leadership development, physical asset development, income and wealth creation, community control of development).

Evaluation Questions:

(a) Effort

    1. What amount of staff efforts are involved in the specification of ventures, and in location of resources necessary to achieve venture results.

(b) Effectiveness

    1. What results have been achieved which could be attributed to the CDC and related ventures?

    2. Are there any unplanned outcomes, desirable or undesirable, that could be attributed to the CDC?

    3. How effective is the project in relation to meeting needs of the target population?

(c) Efficiency

    1. What is the relation of costs of project effort to the benefits of results achieved?

    2. What are the relative costs of the project, in comparison with other projects with similar objectives (i.e., community employment programs)?

Measures:

(a) Effort   Allocation of staff time to venture development.
                    Allocation of other project expenditures.

(b) Effectiveness Effectiveness measures can be many and varied but should be

                related to major goals of the CDC and related ventures.
The following are possible effectiveness measures:

Economic, Employment Indicators

1. Number of ventures started.
2. Number of ventures becoming independent.
3. Number of dollars raised from governmental and non-governmental sources.
4. Number of bank loans negotiated.
5. Number of employees.
6. Number of employees given special training.
7. Changes in community employment rates.
8. Changes in average family income.
9. Amount of profits generated.
10. Degree of community physical asset acquisition and development.

Social, Organizational, Political Indicators

1. How many people involved in gathering information for the CDC.
2. How many people active in planning, advisory councils.
3. Do decisions flow from one man.
4. To what degree is CDC organized by community people as opposed to outsiders.
5. Does the membership meet at least once a year to elect the board.
6. How many community members, beyond full-time paid employees, does the CDC employ in some part-time capacity.
7. Has the CDC organized special action groups.
8. Has the CDC fostered growth of other community organizations.
9. Has the CDC community run candidates for elections.
10. Are there more spokesmen for the community.
11. Are there more community members involved in local branches of political parties, other political organizations.
12. Has the CDC community achieved representation on City Council.
13. Has registration to vote increased.
14. Is there an increase flow of municipal funds into community projects.
15. Are existing established centres of power taking notice of the CDC community.

(c) Efficiency   Allocation of staff time and other project resources relative

                to project effectiveness.

Methods of Data Collection

(a) Effort;
    Efficiency   Functional accounting data, staff reports.

(b) Effectiveness Community surveys, census data, accounting data, inter-

   views, self-reports, observation, head counts.

Research Design

Evaluation during project implementation is concerned with providing evidence as to whether or not program efforts are related causably to accomplishment of program goals. In order to obtain such evidence, a quasi-experimental design is most appropriate. It is proposed here that a comparison community be selected for the purpose of providing comparison information. The researcher will select a community that is similar to the experimental community which is receiving the CDC. The comparison community is similar on relevant variables, but does not receive CDC intervention. Variables might include population, income, unemployment, social assistance caseload, housing condition, potential pressure for redevelopment, need for environmental improvement, extent of government and non-government programming, demographic characteristics, community organization.

	BEFORE	AFTER
Experimental Community (Receives CDC)	a	b
Comparison Community (no CDC)	c	d

If the difference between a and b is greater than the difference between c and d, the project is a success.

The evaluator can take periodic measurements over time, with both communities. It then becomes possible to see whether the measures immediately before and after the project implementation are a continuation of earlier trends, or whether they mark a decisive change.

PERIODIC MEASUREMENTS
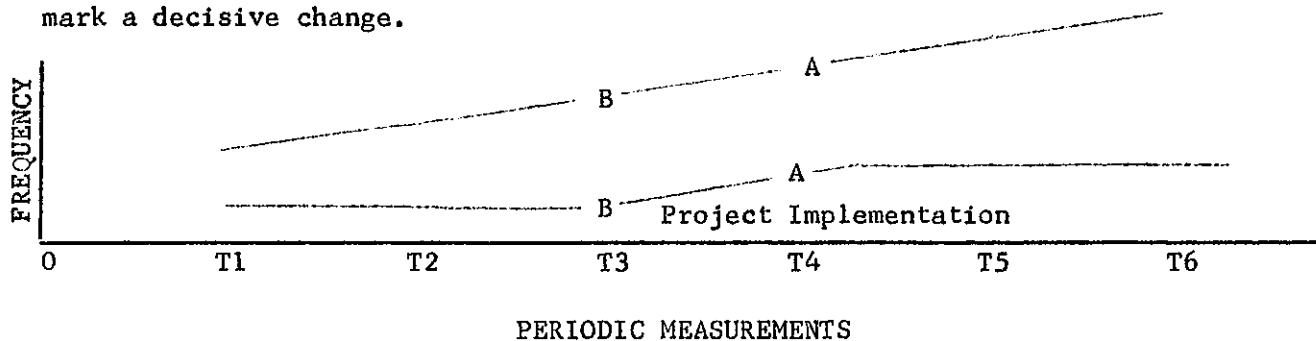
The change from B to A can be attributed to the project only in the bottom case.

Possible Evaluators

Evaluation research consultants, University of Alberta, Department of Social Work, University of Alberta, Edmonton.

Per diem rate: $80.00/day.

Evaluation Schedule

(a) On-going cost analytical evaluation using a functional accounting data collection.

(b) At the end of year two of project development, an evaluator will implement a quasi-experimental evaluation process. This is during the implementation stage.

E. PROJECT FOLLOW-UP, REPORTING

(a) Bi-monthly progress reports to Health and Welfare Canada, Welfare Grants Division, indicating:

      1. objectives for that period

      2. assessment of objective achievement

(b) Formal research report, based on project evaluation to be completed following a three year developmental period. The report should include:

      1. developmental history of project

      2. outline of CDC and related ventures

      3. purpose of evaluation

      4. specification of project goals

      5. research design

6.   measures of goal attainment

        7.   data collection methods

        8.   data analysis

        9.   interpretation of results

        10. recommendations.

Researcher, staff, Edmonton Social Planning Council.

(c)   Final Report: Note Reference Manual, Appendix D, Demonstration Projects,
Health and Welfare Canada, Welfare Grants Division.

(d)   Promotion of the demonstration project as part of a welfare program
is based on relevant evaluation research, with recommendations made to Health and
Welfare Canada, and other relevant departments.

F.   IMPLEMENTATION PROCESS, WORK PLAN

Work Plan: October 1, 1977 - September 30, 1978

Desired Project Initiation: October 1, 1977.

(a)   Interim Board: Organized prior to October 1, 1977.

(b)   Hire Developmental Staff (two community workers; one clerical) by October 21,
      1977.

(c)   Staff Orientation (one week) completed by October 30, 1977.

(d)   Board Selection completed by February 30, 1978.

(e)   On-going community consciousness raising and membership development:
      November 1 - on-going.

(f)   Hire Director by March 30, 1978.

(g) Board/Staff Development Workshops completed by April 30, 1978.

(h) Incorporation: completed by April 30, 1978.

Accounting system established.

(i) Office located, developed by February 30, 1978.

(j) Advisory Committee formation: on-going. Tentatively formed by May 30, 1978.

(k) On-going personnel development (Refer: Board/Staff Development), May 1 -

September 30, 1978.

(l) Venture Research: On-going feasibility research. Decision regarding initial

venture implementation by July 29, 1978.

(m) Venture Implementation Process: on-going to September 1, 1978.

Implementation Process: Year Two - Year Three

(a) On-going venture implementation.

(b) On-going venture feasibility examination.

(c) On-going community work.

(d) On-going organizational development work.

Money making is anticipated to begin by the third year. At that point the

CDC should begin to be independent of federal funds. The question remains as

to whether or not a three year developmental period will be sufficient for

complete project implementation. It is argued here that this question is one

of the demonstration objectives, which may be evaluated after a two-three year

period.

G. BUDGET

PROJECT TITLE:

STRATEGY FOR COMMUNITY DEVELOPMENT CORPORATION IMPLEMENTATION IN EDMONTON

BUDGET FOR FIRST FISCAL YEAR
Beginning October 1, 1977; ending March 31, 1978

1. **PROJECT PERSONNEL**

2 community workers: $1,300/worker/month for 6 months	$ 15,600.00
Director: $1,666/month for 2 months	3,332.00
Clerk Typist: $750/month for 6 months	4,500.00

   FRINGE BENEFITS

   (Canada Pension Plan, UIC, Alberta Health Care, Holidays)

10% of salaries	2,343.20

2. **TRAVEL**

Edmonton - Ottawa Edmonton - Western U.S.A.	1,500.00

3. **OFFICE EXPENSE**

General Office Supplies (paper, pens, envelopes, stamps, etc.) Initial purchase of $400.00; then $40.00/month for 6 months	640.00
Mimeograph Rental ($40.00/month)	240.00
Typewriter Rental ($30.00/month)	180.00
Adding Machine Rental ($25.00/month)	150.00

   FURNITURE

4 desks at $100.00 each	400.00
10 chairs at $16.00 each	160.00
1 long table at $25.00 each	25.00
2 filing cabinets at $60.00 each	120.00

   OFFICE RENTAL

$300/month x 6 months	1,800.00
Electricity: $20.00/month x 6 months	120.00
Telephone: 3 lines at $23/month for 6 months	138.00
Installation	85.00
Office Insurance	250.00

4. CONSULTATION FEES

1. Orientation to CDC
    Consultant: Edmonton Social Planning Council; $20/hr. x 3 hrs.   60.00

2. Board/Staff Workshops
    Consultant: E.S.P.C.; 10 hrs. x $20/hr.   320.00

3. Community Participation
    Consultant: E.S.P.C.; 6 hrs. x $20/hr.   120.00

4. Venture Planning
    Consultant: Business Consultants; $10/hr. x 6 hrs.   60.00

5. Funding Sources
    Consultant: Business Consultants; 6 hrs. x $10/hr.   60.00

6. Human Capital Development
    Consultant: Training Consultants; 6 hrs. x $10/hr.   60.00

7. Policy Influence
    Consultant: E.S.P.C.; 3 hrs. x $20/hr.   60.00

8. Other
    E.S.P.C. Consultation/Involvement
    (initially managing funds, providing advice on
    staffing, board selection, legal advice,
    consultation on planning methodology, strat-
    egizing, providing continuity from E.S.P.C. to
    the community, providing initial direction,   200 hrs.
    on request, with respect to CDC development.)   x $20/hr.   4,000.00

    (The charge of $20/hr. includes direct consultation
     time, preparatory work, materials.)

    TOTAL CONSULTATION   4,740.00

BUDGET REQUEST: First fiscal year, ending March 31, 1978 $ 36,323.00

        Estimated Total Project Budget

        Second Fiscal Year   approximately $70,000.00
        Third Fiscal Year   approximately $70,000.00

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APPENDIX I

CITIZEN PARTICIPATION

WORKSHOP DISCUSSION PAPER

CITIZEN PARTICIPATION

RATIONALE

In her book entitled <u>Participation and Democratic Theory</u>, Carol Pateman notes the arguments of the philosophers Rousseau and Mill, for citizen participation in decision making. Rousseau pointed out that citizen participation allows the individual citizen to be master of his own fate. Secondly, Rousseau argued that participation ensures that no man or group is master of another. Thirdly, Rousseau noted that participation, by enabling collective decision making, assists of acceptance of the collective decisions made. Lastly, Rousseau argued that participation can serve to increase the feeling of "Community" and encourages the citizen to readily identify with the society of which he is a part.

Mill extended Rousseau's argument with his own contentions that citizen participation fosters an active and public spirited citizenship, that through citizen participation citizens can learn to govern themselves and their society, and that citizen participation fosters a co-operative approach to problem solving and decision making.

In a recent paper entitled <u>Planning and Citizen Participation, Costs, Benefits and Approaches</u>, Robert Aleshire considers costs as well as benefits of a participatory process. Meaningful participation is a relatively slow process which requires additional time and staff activities, and can also result in substantial delays in plan completion, thus incurring additional costs. However, non-participatory decisions are often the subject of intensive public debate and opposition. This can result in much longer delays than might be occur through a participatory process, including extensive court and legal costs, which often negates decisions, thereby requiring that the non-participatory process of decision making be reiterated time and time again. In the long run, then, a participatory process may be less expensive and time consuming than a non-participatory process.

Participatory decision making process is less efficient in the sense of involving too many people to permit decisions to be made quickly. A less efficient participatory decision however is more likely to be responsive to actual problems and issues at hand, and therefore is a better decision. The argument then is that an efficiently made bad decision can be more expensive and wasteful than an inefficiently made good decision.

Another possible cost of citizen participation is that it may result in political rather than rational decision making (re lobbying interested citizen groups as opposed to rational and technical considerations.) It would be naive however, to assume that a non-participatory process is not subject to the same weakness.

A potential cost of a participatory process is that the values and preferences of those represented in the process will be the focus of decision making, to the exclusion of the non-represented. This holds however for a non-participatory process as well, if not more so.

Participatory process can also incur greater costs in providing training, information and technical assistance. A concurring benefit in relation to this cost though, is that it can help to develop an informal and capable leadership in the community.

Other benefits:

(a) Participation can help strenthen the democratic process.
(b) It can act as a check and balance against vested
    political interests and powerful technocrats.
(c) Participation can assist in the complex problems of
    defining and evaluating priorities.
(d) Can help ensure that decisions are responsive to
    actual needs.
(e) Can be cost effective through cost avoidance.

CITIZEN PARTICIPATION: TOWARDS A DEFINITION

Although citizen participation has been extensively debated, there is as yet, no consensus on the issue of citizen participation. There persists a number of different viewpoints on what citizen participation means, the value of citizen participation, and on whether it should be incorporated into the planning process, and how.

(a)   At one end of the spectrum, there is a viewpoint shared by many planners, that decision making and planning in a highly complex, technological society, is best done by those whom they consider have the greatest knowledge, awareness, and expertise to bring to bear on the problem at hand. Problems are seen to be very technical and complex, and, it is felt, can only be thoroughly dealt with by a cadre of technical experts. Many proponents of this viewpoint feel that even politicians should not play a part in decision making of this kind, for fear that political consideration and ignorance will contrive to override the technical concerns which should be reflected in the process.

One of the major deficiencies of "technical planning" has been its failure to group the concept that it is dealing not with physical buildings or facilities, as such, but it is dealing with people and their activities, and with how physical facilities can complement the values and attitudes of people, and facilitate the activities in which they take part. This is especially an area in which the planners data base and expertise is inadequate.

As people, planners have some insight into these areas. This insight is limited, however, by the fact that the vast majority of planners and urban experts are of middle class origins. Their middle class backgrounds severely limit their ability to understand the nature of differences between attitudes and activities of middle class and working class people. This effect is complicated by the large proportion of citizens of diverse ethnic backgrounds. The result of this difficulty is that we are faced with a group of experts and decision makers with one set of values, attitudes, and behavior patterns.

(b)   A second viewpoint suggests that citizens act as "watchdogs" over planning decision making. This role can be supported by such mechanisms as appointing citizens to planning boards or by giving citizens an opportunity to respond when decisions are being made by politicians. According to this viewpoint the planner assumes that he is acting in the public interest unless he hears objections to his proposals. The political decision makers guard the interests of their constituents when accepting the proposals, and citizens with objections can influence the decision through their representative or through appearing before the responsible legislative body. The rationale behind this viewpoint

(2)

is that it provides an opportunity to ensure that no one's interests are jeopardized without weakening the efficiency of the planning process, and without dangering technical considerations. Without closing down the process of planning and decision making, an opportunity is provided for objectors to have their interests considered and weighed. This viewpoint however is subject to a number of weaknesses:

(1)   In order for the process suggested by this viewpoint to be effective, it is necessary that all citizens have both an opportunity to object and access to decision makers. In reality this opportunity is not readily available to a majority of citizens. For many citizens, City Hall, is a monolithic structure with which they are incapable of dealing with. Few citizens have the knowledge to understand proposals and to interpret how proposals will affect them. Fewer still can afford the expertise to make effective arguments against proposals. They lack the resources in terms of time, money and expertise to fully examine and critically evaluate proposals on their own objections.

(2)   Moreover, the desire for efficient decision making in light of the possibility of objections, motivate experts to be selective about their work. The less information is made available to the public, the less ammunition there will be for objections. Thus plans are often kept confidential until such time as they have been formulated and presented to decision makers. The citizen is therefore in a position of having to fight City Hall at a time when any changes to be properly made, require a complete re-working of the proposals. The result of course is that the issue is finally resolved on the basis of political power which can be arranged on either side of the conflict, rather than on the basis of the validity of the objections, the inegrity of the proposals, or of the real issues.

(3)   A third viewpoint proposes that the problems of responsiveness to the needs and requirements of citizens of various class and ethnic groups can be overcome while retaining speed and efficiency of the technical planning process. The way this is done is to use citizens as a data base rather than as participants in a process. This viewpoint suggests that planning studies should include a large proportion of surveys and questionnaires designed to elicit information, citizen attitudes, values and activities. If the science of social surveys were adequately developed, this viewpoint might have a great deal of validity. Sociologists however, are constantly criticizing the inadequacy and lack of reliability of social survey data. It is all too common to find that survey questions do not elicit the information they were designed to articulate. The degree to which social survey data can be manipulated and misinterpreted has resulted in social surveys often becoming discredited in the profession.

(4)   A fourth viewpoint on citizen participation suggests that citizens should be more actively involved in planning. Although decisions continue to be made by the elected officials, citizens are consulted on various stages in the decision making process. The mechanisms by which they contribute can vary from public hearings and meetings, to publicity campaigns designed to inform the public and elicit feedback. Planners present proposals, receive feedback and attempt to balance the two, in order to make final plans more responsive. The rationale of this viewpoint is that it permits citizen involvement and structures it in such a way as to maximize efficiency in the planning process. Rarely, however, are the basic assumptions the initial definition of problems, and preliminary judgements of the "experts" open to question. It is only in the evaluation of solutions that citizens have the right to contribute. Thus, there is no assurance that problems, as defined by citizens, will even be recognized or dealt with. The planner is still left in the position of formulating proposals, setting priorities, and balancing opposing points of view. No

provision is made to meet the inadequacies of citizen resources or increase their ability to propose concrete alternatives. The process amounts to little more than justification of decisions which have already been made. In the U.S. particularly, as more disadvantaged and minority citizens have become involved in these kinds of processes, they have helped to encourage an awareness among planners and decision makers that the value systems and attitudes upon which decisions have been based in the past are not universally shared. It has become apparent that decisions made on the basis of these attitudes deal not with real problems of communities, but with the problems that middle class experts and decision makers perceive.

(5)   A fifth viewpoint is coming to be accepted by many planners and politicians. The viewpoint holds that the citizens of a community, given the opportunity, together arrive at a consensus, have the clearest and perhaps only accurate perception of the needs and proper priorities of their community. Planners act merely as organizers and accumulators of resources to fulfill needs of the community as expressed, and to provide the necessary information to the community decision makers as to the constraints, in terms of resources and regulations, within which they must plan. This view includes the right of the citizen to make a wrong decision, a privilege extended to most other decision makers. This kind of model has been popularly expressed by John Friedmann, Theory of Transactive Planning. (Citizen Participation, Staff Discussion Paper, City of Toronto Planning Board.)

In view of a perceived crisis in valuing and knowing, Friedmann outlines a new style of planning appropriate to the conditions in post-industrial society. Over simplifying, transactive planning proceeds essentially by a process of mutual learning between expert and client groups, in which inter-personal relations acquire central importance. The dominant mode of communication is dialogue, which implies a face to face relation in small groups (non-bureaucratic). Given the necessity to differentiate policy responses according to local conditions (because the same policy applied to different environments will not always yield the outcomes intended) dialogue with people in these environments leads to their participation in public policy.

NOTE: For a complete presentation see J. Friedmann, Retracking America, A Theory of Transactive Planning.

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Shirley Arnstein, in an article entitled "A Ladder of Citizen Participation" (j. A.I.P., 1969) introduces a new dimension to be considered in evaluating citizen participation processes. In her view "citizen participation is a categorical term for citizen power. It is the redistri-bution of power that enables the have not citizens presently excluded from the political and economic processes to be deliberately included in the future".

<div align="center">

LADDER OF CITIZEN PARTICIPATION

</div>

8	Citizen Control	)	
7	Delegated Power	)	------------- Degree of Citizen Power
6	Partnership	)	
5	Placation	)	
4	Consultation	)	------------- Degree of Tokenism
3	Informing	)	
2	Therapy	)	------------- Non participation
1	Manipulation	)	

Given that citizens have the best perception of their own problems, it follows that they should have the power to make decisions on these matters. Some participatory processes recognize this implication while others give only the appearance of transferring decision making power.

MANIPULATION: People are often placed on rubber stamp advisory committees or advisory Boards for the express purpose of "educating" them or engineering their support.

THERAPY: Under a masquerade of involving citizens in planning, the experts subject citizens to clinical group therapy. Citizens are engaged in extensive activity, but the focus is on saving them of their pathology rather than changing conditions which create their "pathologies".

INFORMING: Informing citizens of their rights, responsibilities and options can be the most important step towards legitimate citizen participation. Too frequently, however, the emphasis is placed on a one-way flow of information from officials to citizens - with no channel provided for feedback and no power for negotiation.

CONSULTATION: Inviting citizens opinions, like informing them, can be a legitimate step towards citizen participation, however, it offers no assurance that citizen concerns will be taken into account.

PLACATION: Citizens begin to have some degree of influence although tokenism is still apparent. An example is to place a few hand picked people on decision making Boards.

PARTNERSHIP: Power is distributed between citizens and power holders. They agree to share planning and decision making responsibilities through such structures as joint policy Boards, planning committees.

DELEGATED POWER: Dominant citizen decision making over a particular plan or program.

CITIZEN CONTROL: Degree of power which guarantees that residents can govern a program or an institution, be in full charge of policy, and be able to negotiate the condition under which "outsiders" may change them.

SOME MODELS OF CITIZEN PARTICIPATION

A. PUBLIC HEARINGS - has been a common method of involving citizens. These are meetings to inform the public at large about plans, and to encourage feedback, but predominantly to elicit support for completed plans. While there are advantages it is evident that public meetings are directed towards receiving and discussing objections to more or less fully formulated proposals. The meeting is usually structured, the "actors" usually consisting of city officials and planners who control and direct the performance. Edmontonians should be familiar with this model.

(5)

B.   On the other hand a true participatory process is suggested to be similar to "Free Theatre".

NOTE: L. R. Peattie, Drama and Advocacy Planning, Journal of the American Institute of Planners, November, 1970.)

In this model there is no attempt to differentiate between actors (officials) and audience (citizens). All are participants of equal footing in the experience. They all participate in controlling the meeting, its purpose, structure and style.

C.   WORKING COMMITTEES - are composed of City officials and representatives of community groups. The Committee has its own planning staff assigned from the City. Each member of the committee has voting powers. The committee has a responsibility to develop a plan, which then requires political sanction. Trefann Court in Toronto is an example of a successful working committee. This committee was composed mainly of citizens, but included several Aldermen as well, and non-voting city staff representatives. Trefann succeeded in developing and implementing a plan primarily because the Working Committee had political linkages required to stimulate action. Trefann helped to point out that a participatory process can be instrumental in eliciting a constructive and co-operative approach between city hall and community groups.

D.   TASK FORCES - Citizen task forces have frequently been struck to provide citizen input to a planning concern. Usually the task force will assume responsibilities for developing proposals, but have little power to implement. The task force process cannot reach levels of meaningful citizen participation until methods are devised of ensuring that its recommendations are adhered to.

E.   DELEGATED POWER - Negotiations between citizens and public officials can result in citizens achieving dominant decision making authority over a particular plan or program. American "Model City" policy boards on which citizens have a clear majority of seats and genuine specified powers, are a case in point. Such dominant decision making role has been attained by residents in a handful of model cities.

F.   CITIZEN CONTROL: At this end of the continuum of citizen power, a neighbourhood corporation with no intermediaries between it and the source of funds, is the model most frequently advocated. These corporations develop physical assets, goods and/or services needed by the community, both on a profit and non-profit basis. A number of these corporations are in existence and others are developing. This represents a self-help approach to neighbourhood planning, and development of community control.

CITY WIDE PLANNING

As an alternative to the public meeting process, which was discussed earlier, an alternative model which has been used in Dallas, Texas, was to involve citizens through a series of citizen controlled local neighbourhood meetings, community forums, discussion and debates, in an exercise of

devising a set of citizen initiated goals for the city's area-wide concerns. The exercise was initiated and coordinated by a number of different citizens' organizations with both city-wide and local constituencies, and with financial support from government.

Another model to be explored would involve a major change in orientation towards planning. Whereas currently area-wide plans precede and constrain local plans, it might be possible to change the process so that it begins at the bottom, or local level, and works up. Thus, one could bring together participants from a number of local planning processes to take part in planning for issues that affect them all. Such a "federal" system with ultimate power at the local level would likely result in more responsive, though certainly more time-consuming, planning for area-wide concerns. This alternative would have to be carefully structured to ensure that participants remained representative of their local constituencies.

EXAMPLE OF THE WINNIPEG GENERAL PLAN REVIEW: PROPOSAL FOR THE CITIZEN PARTICIPATION COMPONENT

The Winnipeg General Plan is presently under review. Winnipeg, however, is unique in Canada in having a structure for citizen involvement built right into the political system in the form of community committees (composed of local area Aldermen) and associated Resident Advisory Groups (RAG's). The Winnipeg proposal sets out a time frame of 18 months, 12 months for intensive citizen participation followed by more limited citizen involvement during the official adoption phases. This process includes release of discussion papers on the General Plan with only enough publicity to make them visible to the individuals and groups interested in these matters, but not through a major publicity effort. Only two months is given to the background papers review stage. At this point, the program resembles a discussion paper, public meeting formats. The Winnipeg proposal however does go beyond this by arranging for Planning Department staff to meet with community groups within each of the 13 districts, the 12 Community Committee Districts. These meetings will be with members of the Community Committees, the RAG's, and other community groups and individual citizens, and community-wide groups and organizations. Discussion in these meetings will revolve around the content of the background papers and their implications, as well as the process for continuing consultation on the study.

The Winnipeg example of citizen participation in General Plan Review appears to be consultative in nature. It offers no assurance that citizen concerns will be taken into account. Moreover, issues for discussion are defined by city planners. The citizen appears not to have the opportunity to question or develop the basic, the initial definition of issues and problems, and preliminary judgements of the "experts" open to question.

CITY OF EDMONTON CITIZEN PARTICIPATION POLICY

The City of Edmonton has adopted a discussion paper program of information distribution to the public around planning concerns. Discussion papers are "popularized" versions of technical reports and studies, as such have been deficient in information as compared to the larger reports on which discussion papers are based. Following a very limited review period, the discussion paper concept allows public input (by briefs and/or possibly public meetings) in the development of city programs and projects at the proposal stage. The citizen is therefore in a position of reacting to proposals. Few citizens however have the knowledge of understanding proposals and interpret how proposals will affect them. Fewer can afford the expertise, or have sufficient time to effectively analyze, proposals. Additionally, the citizen is therefore in a position of having to fight City Hall at a time when any changes to be properly made require a complete reworking of proposals. Finally, the citizenry have no opportunity to have input into basic assumptions, initial definition of problems and issues, expression of citizen values and preferences.

Only minimum provision is made to meet the inadequacies of citizen resources, or to increase their ability to propose concrete alternatives. Community based groups, area councils and other legally constituted groups are eligible for assistance as the primary organizations through which interested citizen groups may participate. Funds are available only for secretarial, reproduction costs and other approved costs, to a maximum of $250.00 for any one group and one discussion paper. Sufficient time and money for adequate research and development of policy alternatives is not provided.

(Note: Policy for Distribution of Public Discussion Papers, Council Minutes, January 27, 1976.)

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APPENDIX II

PAMPHLET
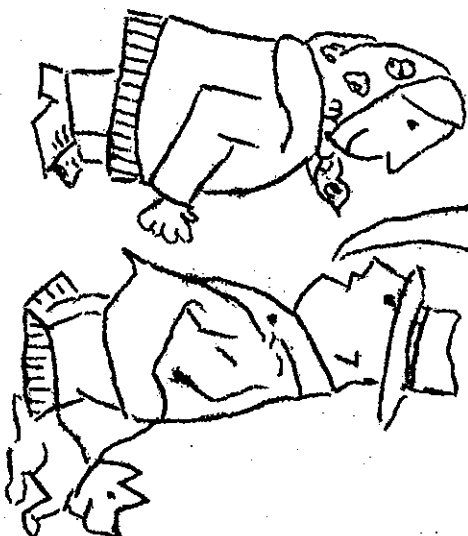
COMMUNITY DEVELOPMENT CORPORATIONS

"Strengthening Our Community!"

COMMUNITY DEVELOPMENT CORPORATIONS

STRENGTHENING OUR COMMUNITY !

APPENDIX III

COMMUNITY SURVEYS:

A. Edmonton Social Planning Council Questionnaire, May 1, 1977

B. Parkdale Concerned Citizens Committee Survey, May, 1976

EDMONTON SOCIAL PLANNING COUNCIL

QUESTIONNAIRE

PART I

1. How long have you lived at your present location?

    0 - 2 years   18
    3 - 5   14
    6 - 10   5
    over 10   20

2. How long do you plan to stay at your present location?

    1 - 5 years   9
    over 5 years   36
    unknown   12

3. Do you own or rent this dwelling?

    Own   34
    Rent   23

4. If renting, would you be interested in buying a home in Parkdale?

    Yes   11
    No   12

5. What are your reasons for residing in this neighborhood?

    Proximity to downtown   31
    Access to public transportation   22
    Low Cost Housing   8
    Reasonable Rent   11
    Quiet Neighborhood   17
    Character of the Neighborhood   19
    Good Neighbors   17
    Culture   3
    Other   9

6. What are the disadvantages, if any, of living in Parkdale?

    Commonwealth Games Stadium   11
    Heavy Traffic Flow   23
    Unstable Future   2
    Lack of Parks and
       Recreational Facilities   10
    Other   19
    No Disadvantages   15

1. What would you _like_ Parkdale to look like in the future?

    Commercial Facilities Developed   6
    Industrial Development   1
    Public Housing   3
    High Density Dwellings:
                 - Walkups   4
                 - Highrises   3
                 - Condominiums   4
    Housing Rehabilitation   24
    Present Residential Nature of
       Community Maintained   43
    Other   3

2. How do you think Parkdale _will_ look in the future?

    Commercial-Business Development   13
    Industrial Development   1
    High Density Residential
       Development   30
    Present Nature Maintained   11
    Other   5
    Unsure   8

PART III

1. What community facilities or services, if any, do you or your family use?

    Community League   11
    Play School   23
    Senior Citizen Drop-in   2
    Parks   25
    Other   5
    Don't Use Facilities   19

2. Are you, or family members, involved with other groups or organizations
    in Parkdale? If so, which?

    Ethnic Organizations   2
    Community Groups   5
    Church Groups   11
    Other   3
    No Involvement   38

3. What kinds of services or facilities do you feel are lacking in Parkdale?

    Recreational Facilities   31
    Day Care   2
    Community League Facility   12
    Services for Seniors   3
    Other   13
    No Services or Facilities Lacking   15

4. In your opinion, is your living accommodation in need of repair?

Roof	10
Paint	20
Floor	10
Wall	8
Foundation	8
General Repair	9
Not In Need of Repair	25

5. Are there other physical improvements which could be made in Parkdale?

Parks	29
Streets	22
Beautification	21
Other	11
No Physical Improvements Needed	9

PART IV

1. Would you support the creation of a Community Development Corporation in Parkdale?

Yes	54
No	0
Uncertain	3

2. If a Community Development Corporation were to be developed in Parkdale, what kinds of projects would you like to see established?

Housing Rehabilitation	10
Day Care Centre	7
Recreational Facilities and Services	25
Services for Seniors	3
Commercial Activities	8
Real Estate	2
Other	5
Don't Know	12

3. Would you be willing to volunteer or be employed in some capacity on the Community Development Corporation?

No		26
Yes:	Board	7
	Research	13
	Organizational Work	17
	Employment on Ventures	15

PARKDALE CONCERNED CITIZENS COMMITTEE   May 10, 1976

Introduction

The Parkdale Concerned Citizens Committee was formed upon recommendation of City officials in February of this year. Its purpose is to present the Parkdale community point of view on planned developments such as the Commonwealth Stadium and the Rapid Transit Stations at Clark Stadium and the Coliseum; and make recommendations for future community development.

Positions of the Committee

The Committee is against rezoning Parkdale from its present RC-1 rating, which allows two and possibly four family dwellings to be built, to any rating allowing a greater density. In other Canadian cities, areas around Rapid Transit terminals have been rezoned to allow high-rise apartments, changing the composition of the neighborhood. The Committee opposes rezoning because of these predicted adverse affects:

1. Rezoning will, over the years, bring in high-rise apartments, increasing the population density and straining the public facilities available - children may have to be bused to schools outside the neighborhood.

2. Rezoning will raise the values of properties, giving the owners incentive to sell. Soon, many will sell their properties to developers, forcing out remaining owners of single, detached homes. In the end, Parkdale will be a community of apartment dwellers. Opposing rezoning will give homeowners incentive to stay and improve their homes and community.

3. Rezoning to allow apartments will attract a transient population - people who contribute and care little for their community because they will soon move elsewhere.

4. Rezoning will change the present Parkdale trend of attracting young people with growing families. These young people will be forced to relocate as they see their neighborhood become progressively more crowded and impersonal.

5. Rezoning, because it would increase the density of Parkdale, would likely result in increased crime and other social problems as is typical of high density neighborhoods.

Actions to be Taken by the Committee

The Committee at present, proposes the following courses of action:

1. Determine if they represent the Parkdale community point of view. This will be done via the attached questionnaire. (If the Committee does not represent the community point of view, there can be no further action.)

2. Ensure that they represent the community by calling all residents to attend a meeting to officially elect members to the committee.

3. Gather data about the composition of the community, a second purpose of the questionnaire.

4. Make recommendations to a City planning committee which is presently constructing a research project to determine the effects of Rapid Transit and the Commonwealth Stadium on Parkdale and other Communities.

5. Approach City Council with a motion to freeze the Parkdale zoning at its present level, which would automatically reject all applications for rezoning.

****

Please complete the attached questionnaire.

A community worker will pick up your completed questionnaire from your home within a week.

If you need someone to help you with the questionnaire or if you would like the questionnaire in another language, please phone:

July 7, 1976
11207 - 85 Street
Edmonton, Alberta
T5B 3C6

Mayor T. Cavanagh and City Council
City of Edmonton
2nd Floor, City Hall
Edmonton, Alberta

Dear Sirs:

    The Parkdale Concerned Citizens Committee conducted a survey in May of
this year to determine the community's stand on zoning changes that may take
place here as a result of Rapid Transit. The data collected and a few of
the interpretations made are provided here for your information and response.

    A questionnaire designed to gather demographic data and assess opinion
on rezoning was delivered to the principal resident of each house. Accom-
panying each questionnaire was an information sheet describing the issue.
(Copies of both are enclosed). Out of about 1,000, 351 questionnaires were
retrieved by community workers who called at all homes. Not retrieved were
those where residents were not home or did not want to complete it. Few
residents fell in the latter category.

    Responses were tabulated on the table enclosed. The most important
conclusions to be drawn are the following:

1.   302 out of 338 residents responding to item 7 (89%) do not want zoning
     giving a higher than RC-1 density.

2.   302 out of 338 residents responding to item 8 (89%) support the Parkdale
     Concerned Citizens Committee's efforts to half rezoning.

    Aside from indicating strong opposition to rezoning, the survey confirmed
the Committee's belief that Parkdale is a community where most residents have
firm roots. Insofar as the data is representative, it was found that 74% of
them are homeowners, 25% of which have bought here in the past five years.
Further confirming that residents have a commitment to their neighbourhood
is the fact that about half of them have dependent children.

Without exhaustively drawing conclusions from the data, it can be said that a motion to City Council freezing zoning at its present level is in order; and we would support and encourage the City to make that motion on our behalf. Furthermore, we would like participation in any study of Rapid Transit and Commonwealth Stadium impact on our community.

We would appreciate your early response on this matter.

Yours truly,

(SIGNED)

G. Bonnema
Interim Chairman

Parkdale Concerned Citizens Committee

GB/lh

encls.

cc: S. C. Rodgers, Superintendent, Planning Department
     E. Bell, Social Planner, Edmonton Social Services
     C. Chichak, M.L.A.
     B. Oleschuk, Parks and Recreation Department
     D. O'neil, Planning Department

PARKDALE COMMUNITY SURVEY

1. I present (check one)   own _____   rent _____   my residence.

2. How long have you lived here?

   _____ less than one year

   _____ more than one year but less than two

   _____ more than two years but less than five

   _____ more than five years

3. How much longer do you plan to stay at your present location?

   _____ less than one year

   _____ more than one year but less than two

   _____ more than two years but less than five

   _____ more than five years

   _____ undecided

4. If you have answered undecided for #3, are you undecided because you are not sure of what will happen to the community over the next few years?

   yes_____   no _____

5. Have City plans to develop the Commonwealth Stadium and Rapid Transit routes changed your plans with regard to how long you plan to stay at your present location?

   yes_____   no_____

6. Would you move from your present location if medium height and high-rise apartments were built near you?

   yes _____   no _____

7. Would you like to keep Parkdale's RC=1 zoning so that no apartments would be built in your neighborhood?

   yes _____   no _____

8. Do you support the Parkdale Concerned Citizens' Committee in its effort to halt the rezoning of Parkdale?

   yes _____   no _____

9. Please list the ages of the children in your care who are living with you.

   _____   _____   _____

   _____   _____   _____

   _____   _____   _____

APPENDIX IV

BOARD/STAFF INTERACTION WORKSHOP

RESOURCE MATERIAL

BOARD/STAFF INTERACTION

WORKSHOP PURPOSES

1. To provide a common experience for members of boards and staff for under-
    standing and utilizing basic principles which promote and encourage an
    effective human service organization.

2. To analyze the unique roles and responsibilities in the Board-Staff
    partnership.

3. To demonstrate techniques and materials for improved board functioning.

4. To consider elements of board orientation.

(NCVA - BSI - 3-16)

THREE TYPES OF BOARDS

1. <u>Policy Making Board</u>

A governing body for organizations.

Makes decisions regarding program, policy, and allocation of funds.

Hires and fires the executive director who reports to the board and is responsible to it.

2. <u>Advisory Board</u>

Primarily gives advice and makes recommendations usually to the agency's executive director.

The executive director is not appointed by or responsible to the advisory board and does not have to follow its advice.

3. <u>Administrative Board</u>

A full time working board whose members receive a salary.

Makes decisions regarding program and policy and acts as a plural chief executive of the agency.

Members participate directly in administrative activities.

This board has a staff but no executive director.

* Adapted from the <u>New Community Organization</u> by Arthur Dunham, Thomas Y. Crowell Publishers, NY, NY, 1970, pp. 342-344.

(NCVA-BSI-4-16)

November 29, 1976

STEPS IN FORMING A PLAN

1. STUDY THE GOAL

    a. Divide into logical parts.
    b. Break each part into smaller elements.
    c. Set a measurable/achievable objective for each part and element.

2. ARRANGE OBJECTIVES INTO OVERALL STRATEGY

3. DESCRIBE THE TASK IMPLICIT IN EACH OBJECTIVE

    a. Use past experience whether success or failure.
    b. Use experiences of others.

4. CONSTRUCT A PLAN

    a. Assign someone to each task.
    b. Estimate the time schedule.
    c. Decide how to measure progress on each step.
    d. Estimate budget, materials, facilities, staff, outside cooperation
        needed for each step.

5. ANTICIPATE SURPRISES

    Be prepared to:

        1. Modify the plan, or
        2. Modify the objective

6. RECORD THE PLAN

    a. Calendar
    b. Individuals' objectives statement
    c. PERT Chart
    d. Project chart

OBJECTIVES:

"CAN YOU TELL ONE WHEN YOU SEE ONE?"

Some of the following statements are in OBJECTIVE language. Others are stated as PURPOSES or GOALS. Can you identify each?

PURPOSE: Reason for which an organization exists.

GOAL: Major targets for carrying out the purposes.

OBJECTIVE: Specifics by which the goal is achieved and which are:

1. Measurable in time by evidence of performance; and

2. Possible to achieve.

P-G - Purpose or Goal Language

O - Objective Language.

Circle One		Statement	Reason for Choice
P-G	O	1. To make the community a better place in which to live.	
P-G	O	2. To climb Mt. Everest.	
P-G	O	3. To arrive in Tombuctou on Monday.	
P-G	O	4. To teach chimpanzees to play football.	
P-G	O	5. To increase volunteer effectiveness.	
P-G	O	6. To bake four and twenty blackbirds in a pie.	
P-G	O	7. To be a better person by Jan. 2.	
P-G	O	8. To raise $20,000 this year.	
P-G	O	9. To train 20 volunteers in banana-peel disposal by August 13.	
P-G	O	10. To teach a hamster to pronounce at least one word in Arabic after 21 one-hour lessons, conducted at 3:30 P.M., daily, Dec. 4 - 25.	

RESPONSIBILITIES OF A BOARD MEMBER

- must accept purpose and program of organization

- must accept responsibility of membership

- must respect confidentiality

- must participate, share concerns, ask questions

- must take part in decision making procedures

- must support decisions

- must use proper channels for problems.

If acting as an official representative:

- must clarify position with the Board

- must be clear with regard to the position of the organization being represented

- must not commit that organization on matters of finance or public affairs

- must accept liaison responsibilities

- must identify those times when speaking as an individual.

Boards vary in size and in policies and procedures. They are weak or strong ... BUT all reflect their members and their adherence to their objectives.

Each Board member represents the organization and provides its daily public relations - be knowledgeable and supportive.

Marion Morgan
United Way of Edmonton

COMMITTEE TASKS

FUNCTIONS OF COMMITTEES

NOMINATING COMMITTEE

1. There are four vacancies (L, M, N, O) to be filled because of the
    three-year rotating term of board members.

2. Your task is to make sure that the board has the balance and
    expertise to help in maintaining the present center and to estab-
    lish the new one.

3. Use the nominating grid of board profile.

Handouts: Resignation Letter and Nominating Grid.

COMMUNITY RELATIONS COMMITTEE

Your task is to develop and implement a plan for assessing the recep-
tivity of the neighbourhood to the new center, and to develop a scheduled
one-year community relations program.

NOTE: A petition has been sent to the Board President opposing
       the establishment of this Center in the North Side neigh-
       bourhood.

Handout: Petition.

PERSONNEL COMMITTEE

PROBLEM: The counselors who object to being transferred to the pro-
posed new center in the North Side want to attend the board meeting
to discuss this problem. The Executive Director has referred this
request to the Personnel Committee.

Your task is to establish a policy for representation of staff, or
their views, at the board meetings in addition to the Executive
Director.

(NCVA - BSI - 12-16)

EXECUTIVE COMMITTEE

1. Person holding the card marked P is the President.

2. Person holding the card marked E is the Executive Director.

3. Person holding the card marked S is the Secretary whose task
    it is to read the minutes and correspondence at the board meeting.

4. All others are Vice-Chairpersons of standing committees.

5. Your task is to develop an agendas, using the enclosed materials,
    for the board meeting which will follow immediately after the
    break.

Handouts: Excerpt from Board Meeting Minutes of Previous Month
            Neighbourhood petition
            Letter of Resignation
            Nominating Grid of Board Profile

FINANCE AND FUND RAISING COMMITTEE

1. This committee is responsible for the fund-raising of the agency
    and fiscal monitoring.

2. Your task today is to plan a community fund-raising campaign to
    meet the projected financial needs of the project.

PROGRAM DEVELOPMENT COMMITTEE

1. There has been no volunteer program in this agency.

2. Anticipated case load indicates need for at least six staff, but
    the budget will not cover this number of paid positions.

3. By the end of the year you plan to have 50 volunteers trained
    and on the job. You expect most of these volunteers to come
    from the North Side.

4. Your task is to design a volunteer recruitment program.

Dec. 2/76

BOARD-STAFF INTERACTION WORKSHOP

CHECKLIST FOR BOARD ORIENTATION MANUAL*

1. Organization's purpose statement

2. Constitution and Bylaws

3. Annual report

4. Budget and financial report

5. Program descriptions

6. Organizational chart

7. Standing committees and their charge

8. Personnel roster

9. Personnel policies

10. Board list - with identifications and phone numbers

11. Meeting information: days, dates, length of meetings, place

12. Minutes from meetings for last fiscal year

13. Evaluation techniques and charts

14. Simplified parliamentary procedures

*Adapted from "What is a Board", Peggy Gifford, NCVA, unpublished

(NCVA - BSI - 19-16)

Dec. 2/76

BOARD-STAFF INTERACTION WORKSHOP

A YARDSTICK FOR MEASURING THE BOARD

Thirty-six Suggested Criteria for Boards to Use in Self-Evaluation.

Criteria or Measures of:	Yes	No	Need to Work on This
A. Selection and Composition			
1. The agency has a written statement of qualifications for board members.	—	—	_____
2. The Nominating Committee works on a year-round basis and solicits staff, board, clientele, and organization suggestions for nominations to the board.	—	—	_____
3. The agency is always thinking ahead and has a pool or reservoir of potential board members for the future.	—	—	_____
4. The board is composed of persons vitally interested in the work of the agency.	—	—	_____
5. The board is widely representative of the community.	—	—	_____
6. There is a satisfactory combination of experienced and new board members to guarantee both continuity and new thinking.	—	—	_____
7. The agency has a formal plan for limiting the tenure of board members which specifies rotation so as to assure a steady supply of new board members.	—	—	_____
B. Orientation and Training			
1. The agency has a clearly written statement outlining the duties and responsibilities of the new board member.	—	—	_____
2. The agency has a written plan which it follows in its program of orientation for its new board members.	—	—	_____

1

Criteria or Measures of:	Yes	No	Need to Work on This
3. The agency has a board member manual which it supplies to all board members. The manual is revised periodically.	—	—	—————
4. The agency has a plan for and program of board member training carried on throughout the year.	—	—	—————
5. Board members participate in community, state, regional, and national training opportunities.	—	—	—————
C. Organization of the Board			
1. The Board has a simple, concise set of bylaws which provide clear duties for the officers of the board and spell out the procedures by which the board transacts its business.	—	—	—————
2. The board has an elected executive committee to handle matters which may come up between meetings.	—	—	—————
3. The board has working committees such as program, personnel, legislation, public relations, etc., through which work is channeled.	—	—	—————
4. Committee assignments and responsibilities are in writing and copies are supplied to committee members.	—	—	—————
5. Committee assignments are reviewed and evaluated periodically.	—	—	—————
6. Working relations between the executive and the board are clearly defined and understood.	—	—	—————
7. Board and staff members are clear about their specific duties and responsibilities.	—	—	—————

2

Criteria or Measures of:	Yes	No	Need to Work on This
D. The Board at Work			
1. There are regularly scheduled board meetings at least ten times per year.	___	___	___
2. Meetings begin on time and end on time as per agreed-upon schedule.	___	___	___
3. There is adequate preparation of material including agendas, study documents, etc., in advance of board meetings.	___	___	___
4. Board meetings are characterized by free discussion, general participation, active thinking together.	___	___	___
5. Board meetings deal primarily with policy formulation, review of plans, making board authorizations, evaluating the work of the agency.	___	___	___
6. Routine matters, that is, items requiring official action but little discussion are handled with dispatch.	___	___	___
7. Minutes of board and committee meetings are written and circulated to the members.	___	___	___
8. Regular reports of committee work are made to the board.	___	___	___
9. The board spends some time on matters of community, state, and nationwide concern within the field of service of the agency.	___	___	___
10. Individual members of the board accept and carry out assignments within the area of their special talents and competencies.	___	___	___
11. Board and staff members work together on specific programs and projects from time to time.	___	___	___

Criteria or Measures of:	Yes	No	Need to Work on This
12. Executive functions and direct services are left to the staff.	—	—	———
E. Evaluation of the Board			
1. Board members give sufficient time to the work of the agency and have a good record of attendance at regularly scheduled board and committee meetings.	—	—	———
2. The board conducts an annual review of its own organization and work.	—	—	———
3. The board has an agenda of future plans for the agency schedules in terms of program priorities.	—	—	———
4. New leadership is emerging constantly from the board and its committees.	—	—	———
5. The board participates actively in community-wide social welfare planning programs.	—	—	———

From Citizens Boards at Work: New Challenges to Effective Action by Harleigh B. Trecker.

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Dec. 1, 1976

LEGAL CHECKLIST

DOES YOUR BOARD HAVE:

- Up-to-date By-laws

= Written personnel policies and procedures of the organization

- Written policies of the organization as determined by the
  Board of Directors

- A list of ALL sources of funding

ARE BENEFITS IN FORCE FOR ALL STAFF MEMBERS?

- Social Security

- Medical

- Retirement for all eligible personnel

- Organization contribution

- Workman's compensation

IS AN ANNUAL AUDIT DONE BY A COMPETENT CPA?

- Is it fully and accurately reported to the Board?

- Is it accepted by a vote of the Board?

- Is it available to any member of the organization?

- Is it available to any citizen of the community?

ARE CONTRACTS MADE BY YOUR ORGANIZATION IN ORDER AND UP-TO-DATE?

- With individual staff members?

- With their Union or the Professional Group who bargains for them?

- With United Funding Organization?

- With your National office?

(MCVA - BSI - 6-16)

November 29, 1976

- With your landlord, your lease or real estate contract?

- With the government, military or other organization funding or purchasing your services?

- Are the stipulations of each grant being fully complied with in areas of administration, disbursement, program and reporting?

ARE THE FINANCES OF YOUR ORGANIZATION IN ORDER?

- Are taxes paid?

- Are there outstanding bills?

IS YOUR INSURANCE ADEQUATE AND IN FORCE?

- On your building or office or other facilities?

- For your staff?

- For your volunteers, wherever they may be on organizational business?

- Is this carried locally or nationally?

DO YOUR BOARD MEMBERS INDIVIDUALLY UNDERSTAND:

- Legal responsibilities of the Board of the corporation?

- The incorporation papers of your corporation?

- If the program activities of the organization are within the legal scope of the corporation's purposes.

Adapted from The Board Member - Decision Maker, Han/Mar Publications.

APPENDIX V

CHART OF ACCOUNTS

INCOME

100   INVESTMENT INCOME

110   Income from Undesignated Funds
130   Income from Designated Funds

200   FEES FOR SERVICES RENDERED

210   Fees and Dues paid Directly by the User
220   Fees Received from Federal Government
230   Fees Received from Provincial Government
250   Fees Received from City or Municipalities
260   Fees Received from United Appeal Agencies
290   Fees Paid to Agencies on Behalf of User

300   PRODUCTIVE ENTERPRISES - GROSS INCOME

310   Food Sales
320   Room Rentals
330   Industrial or Craft Sales
390   Other Productive Income

400   GOVERNMENT GRANTS AND SUBSIDIES

410   Federal Government
420   Provincial Government
430   City Government
460   Municipal Government

600   CONTRIBUTIONS AND SUBSIDIES

610   Contributing Dues and Sustaining Memberships
630   Grants and Subsidies - United Appeal Agencies
640   Grants and Subsidies - Other
650   Benefits, Entertainments, etc.
690   Other Contributions

700   REPAYMENTS OF FINANCIAL ASSISTANCE

710   Repayments

800   TRANSFERS FROM CAPITAL FUNDS

810   Transfers from Undesignated Funds
820   Transfers from Designated Funds

900   OTHER RECEIPTS

910   Rental Income for Space and Equipment
920   Disability and Workmen's Compensation Reimbursements
990   Miscellaneous Receipts.

1000   ALLOTMENTS

        1010 United Appeal Original Allotments
        1020 United Appeal Supplemental Non-Renewable
        1030 United Appeal Supplemental Renewable
        1098 Proration of Administration Income

EXPENDITURE

1100   SALARIES OF AGENCY STAFF

        1110 Administrative and Professional Staff
        1150 Clerical Staff
        1170 Student Stipends
        1190 Other Staff Salaries

1200   EMPLOYEE BENEFITS OF AGENCY STAFF

        1210 Pension - Employer's Portion
        1220 Group Insurance - Employer's Portion
        1230 Medical Plan - Employer's Portion
        1240 Unemployment Insurance - Employer's Portion
        1250 Canada Pension Plan - Employer's Portion
        1290 Other Benefits Paid on Behalf of Employees of Agency

1300   BUILDING OCCUPANCY

        1310 Rent of Space
        1320 Mortgage Payments Including Interest
        1330 Utilities
        1340 Care of Buildings and Grounds
        1350 Building Equipment and Furnishings - Maintenance
        1360 Building Equipment and Furnishings - Purchases
        1380 Property Insurance and Taxes
        1390 Other Building Occupancy Expense

1400   OFFICE EXPENSE

        1410 Office Supplies
        1440 Telephone and Telegraph
        1450 Office Equipment - Maintenance
        1460 Office Equipment - Purchase
        1480 Fidelity Bonds and Theft of Money Insurance
        1490 Other Office Expense

1500   RECRUITMENT AND EDUCATION - STAFF, STUDENTS AND VOLUNTEERS

          1510 Recruitment Expenses
          1520 Educational Conferences and Institutes
          1540 Staff Literature and Library
          1570 Scholarships and Tuition Aid
          1580 Training Equipment Insurance
          1590 Other Educational Expense

1600   PROMOTION AND PUBLICITY

          1610 Promotional Media
          1620 Benefits, Entertainments, etc.
          1630 Annual Meetings
          1640 Awards, Prizes, Trophies, etc.
          1690 Other Promotion and Publicity Expense

1700   PURCHASED SERVICES - NON-MEDICAL

          1710 Attorney Fees
          1720 Other Legal Costs
          1730 Auditing and Accounting Fees
          1790 Other Purchased Services - Non-Medical

3100   TRANSPORTATION RELATED TO AGENCY SERVICES

          3110 Mileage Payment and Auto Rental Plans
          3150 Agency Vehicles - Operating Costs
          3160 Agency Vehicles - Purchases
          3180 Automobile Insurance
          3190 Other Transportation Re Services

3200   BOARDING RATE PAYMENTS

          3210 Boarding Payments - United Appeal Agencies
          3220 Boarding Payments - Non-United Appeal Agencies
          3230 Boarding Payments - Foster Families

3300   HEALTH AND ALLIED SERVICES

          3310 Medical and Dental Service Payments
          3330 Medical Supplies
          3350 Medical Equipment - Maintenance
          3360 Medical Equipment - Purchases
          3370 Homemaker Service
          3380 Medical Malpractice and Medical Equipment Insurance
          3390 Other Health Service Costs

3400   FOOD SERVICE

          3410 Food Purchases
          3420 Food Service Contracts
          3450 Food Service Equipment - Maintenance
          3460 Food Service Equipment - Purchases
          3480 Food Service Liability and Equipment Insurance
          3490 Other Food Service Costs

3500	CLOTHING AND PERSONAL NEEDS

- 3510 Clothing and Personal Effects
- 3520 Bedding and Linen
- 3530 Laundry and Dry Cleaning
- 3540 School Supplies
- 3550 Personal Allowances
- 3590 Other Clothing and Personal Needs

3600   FINANCIAL ASSISTANCE - LOANS AND GRANTS

- 3610 Financial Assistance

3700   RECREATION AND EDUCATION PROGRAMS

- 3710 Recreation and Education Supplies
- 3750 Recreation and Education Equipment - Maintenance
- 3760 Recreation and Education Equipment - Purchases
- 3780 Liability Insurance for Recreation and Education Activities
- 3790 Other Recreation and Education Program Costs

4700   INDUSTRIAL AND CRAFT WORK - DIRECT COSTS

- 4710 Industrial and Craft Work - Direct Labour
- 4720 Industrial and Craft Work - Direct Benefits
- 4730 Industrial and Craft Work - Direct Supplies
- 4790 Industrial and Craft Work - Other Direct Costs

4800   PURCHASES OF SUPPLIES FOR RESALE

- 4810 Purchases

4900   MISCELLANEOUS EXPENDITURES

- 4910 Conference Expenses
- 4920 Agency Dues and Fees
- 4990 Other Miscellaneous Expense

5700   RESEARCH ALLOCATIONS

- 5710 Research Grants

5800   REPAYMENT OF CAPITAL TRANSFERS

- 5810 Repayment of Capital Transfers

5999   PRORATION OF ADMINISTRATION EXPENSES

APPENDIX VI

DEMONSTRATION GRANT PROPOSAL

"PROPOSAL DEVELOPMENT REGARDING CDC IMPLEMENTATION IN EDMONTON"

DEMONSTRATION GRANT PROPOSAL

PROPOSAL DEVELOPMENT

REGARDING COMMUNITY DEVELOPMENT CORPORATION IMPLEMENTATION

IN EDMONTON

TO:

HEALTH AND WELFARE CANADA
DEMONSTRATION GRANTS DIVISION

December 6, 1976

PROJECT: DEVELOPMENT GRANT PROPOSAL REGARDING COMMUNITY DEVELOPMENT
CORPORATION IMPLEMENTATION IN INNER-CITY EDMONTON

INTRODUCTION

OBJECTIVE 1:   To develop a body of knowledge regarding Community
Development Corporations.

OBJECTIVE 2:   To select an inner-city area which demonstrates greatest
need for Community Development Corporation intervention.

OBJECTIVE 3:   To identify in detail and select the target population.

OBJECTIVE 4:   To identify goods or services needed and demanded by
the community.

OBJECTIVE 5:   To outline in detail the Community Development
Corporation enterprise being proposed.

OBJECTIVE 6:   To outline a personnel training program.

OBJECTIVE 7:   To develop an outline for the Community Development
Corporation administration.

OBJECTIVE 8:   To develop an approach to Community Development
Corporation enterprise evaluation.

OBJECTIVE 9:   To outline an implementation process.

OBJECTIVE 10:   To outline an evaluation method for the Community
Development Corporation implementation processes.

BUDGET

DEVELOPMENT GRANT PROPOSAL

TO:

HEALTH AND WELFARE CANADA

REGARDING

PROPOSAL OUTLINE FOR COMMUNITY DEVELOPMENT CORPORATION IMPLEMENTATION
INNER-CITY EDMONTON

INTRODUCTION

Edmonton Social Planning Council and the Inner-City

Edmonton Social Planning Council: a voluntary agency funded by
the United Way and through a civic grant provided by the City of
Edmonton, began operations in 1939. It is a non-profit organization
administrated by a voluntary board of directors composed of fourteen
individuals representing a number of interests and a range of socio-
economic levels.

The role of the Edmonton Social Planning Council in the Edmonton
community primarily is directed towards provision of free consultation
services to citizen groups and individuals in the city. This consultation
attempts to provide assistance to citizens in the areas of policy planning,
directed towards urban development policies. The agency's areas of
responsibility include:

      (a)   the relationship between physical and social planning;

      (b)   facilitating mechanisms for planning;

      (c)   facilitating mechanisms for citizen participation in
           policy formulations;

      (d)   facilitating government-citizen interactions.

Currently, the Edmonton Social Planning Council is concentrating on
inner-city neighbourhoods, which are under the greatest pressure in
both social and economic terms. These neighbourhoods are located at
the periphery of central business district nodes. Generally, inner-
city Edmonton is characterized by housing deterioration, lower incomes,
concentration of welfare recipients, concentration of social service

recipients, concentration of racial and ethnic minorities, growing
numbers of non-family households, population decline, high transient
rates, increasing redevelopment pressures (highrise, commercial,
industrial, transportation), inadequate quantity and quality of parkland
and other municipal services such as schools or less obvious services
such as water and sanitation services.

The Edmonton Social Planning Council has been involved in the
inner-city in several ways. On request, we provide consultation to
inner-city neighbourhood groups regarding urban development concerns.
This has resulted in actions taken to resist redevelopment trends, and
facilitate neighbourhood planning attempts. A recent inner-city
community conference sponsored by the Edmonton Social Planning Council,
and dealing with co-operative planning, has resulted in a significant
element of communication and co-operation among neighbourhoods. By way
of Steering Committee formation, residents have demonstrated commitment
to working together. Currently, we are aiding in the formation of a
non-profit housing corporation in an inner-city area. In addition,
ground work is being laid for community development intervention in the
Boyle Street/McCauley area of Edmonton. Community development inter-
vention is being further expanded by Social Planning Council training
and utilization of volunteer community workers, particularly in inner-
city Edmonton. In addition, the Edmonton Social Planning Council is
facilitating volunteer board development, related to neighbourhood
improvement and day care in a low income area.

The above represents some of the activities of the Edmonton Social
Planning Council. Given information input from these kinds of activities,
it is evident to us that a great deal of potential exists in relation
to self-help in the inner-city. Based on this potential, and the role
of the Edmonton Social Planning Council, within the city, we feel that
the Council is the appropriate organization to facilitate a project
aimed at development within select areas of inner-city Edmonton.
Specifically, we feel that a Community Development Corporation focusing
on a carefully selected disadvantaged population of inner-city Edmonton
would be potentially advantageous for the following reasons:

(a) Could create employment opportunities for the unemployed, underemployed or hard to employ.

(b) Could combine social and economic goals to concentrate on production of goods or services needed in the community (i.e., housing, commercial facilities consistent with resident priorities and needs, day care).

(c) Could increase income level to disadvantaged peoples by way of employment.

(d) Emphasizes self-help and less dependence on public funds.

(e) Could emphasize effective citizen participation by way of target population employment, ownership and volunteer involvement in the Community Development Corporation.

(f) Could facilitate skill development.

(g) Could foster political development in terms of increased potential for local leadership, community organization development and voting involvement of local disadvantaged peoples.

(h) Could foster individual growth in terms of personal pride, confidence, independence and reduced alienation.

Clearly, in relation to existing income maintenance programs, the idea of Community Development Corporation is innovative in terms of emphasizing self-help and local control. In relation to Canada, particularly Western Canada, Community Development Corporation intervention remains untested. In addition, the notion of a Community Development Corporation in a major Canadian urban centre is relatively new. In view of a rapid urban growth, and expanding pressures to bear on the inner-city, Community Development Corporation intervention may function in an inventive way to provide a counterbalance to further deterioration. We feel that Community Development Corporation implementation in inner-city Edmonton would test the applicability of this style of community intervention in relation to other major Canadian urban areas.

The following represents how we would proceed to develop a proposal and the kind of content of a proposal for Community Development Corporation implementation in Edmonton.

PROJECT: DEVELOPMENT GRANT PROPOSAL

GOAL: To outline the kind of content to be included in a proposal and the process to be followed in the development of a proposal for Community Development Corporation implementation in an area of inner-city Edmonton.

OBJECTIVE	PROGRAM	ACTIVITIES	RESOURCES	PROGRAM EVALUATION
1. To develop a body of knowledge regarding Community Development Corporations, examining: 1) Theoretical Base, 2) Developmental History, 3) Clientele, 4) Locations - Addresses - Contact Persons, 5) Administrative Structure, 6) Staffing, 7) Enterprises (kinds of), 8) Evaluation Feedback Designs 9) Development Process.	Community Development Corporation Awareness	1. Seek information from relevant governmental departments; 2. Seek information from a representative sample of existing Community Development Corporations; 3. Visit an existing Community Development Corporation; 4. Invite instructional visits from relevant governmental and Community Development Corporation personnel; 5. Compile bibliography; 6. Compile resource person listing; 7. Analysis and compilation of information.	Refer to "Resources" page.	Increase in awareness of Community Development Corporations as indicated by post-program discussions.

SUMMARY: Information from above activities will contribute to theoretical framework, bibliographical references and review of pertinent experience.

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OBJECTIVE	PROGRAM	ACTIVITIES	RESOURCES	PROGRAM EVALUATION

2. Based on several candidate neighbourhoods in the inner-city, to select an area which demonstrates greatest need for Community Development Corporation intervention. Indicators include:
 	
(a) Unemployment rate,;
(b) Labor force participation rate,
(c) Social assistance rate,
(d) Income levels and distribution,
(e) Demographic characteristics,
(f) Population stability,
(g) Land use stability,
(h) Degree of debt,
(i) Extent of governmental and non-governmental programming,
(j) Adequacy of neighbourhood amenities,
(k) Community morale,
(l) Community organizations,
(m) Demonstrated interest.
	Neighbourhood Need Study	Based on criteria indicated, the following activities lead to relevant data collection:
		
		1. Request relevant information from city departments:
		  (a) Parks and Recreation
		  (b) Engineering
		  (c) Planning (Long Range, Rehabilitation, Zoning, Social Planning);
		
		2. Information seeking from Province of Alberta, Social Services and Community Health;
		
		3. Information seeking from Federal Departments:
		  (a) Statistics Canada
		  (b) Regional and Economic Expansion
		  (c) Unemployment Insurance Commission
		  (d) Manpower;
		
		4. Review existing neighbourhood profiles and studies.
		
		5. Interview existing neighbourhood groups.
			Refer to "Resources" an appropriate and defined inner-city area by January 25, 1977.	Selection of appropriate and defined inner-city area by January 25, 1977.

SUMMARY: Information collection related to indicators of neighbourhood need listed under Objective 2 will lead to selection of a candidate area in the inner-city. Preliminary studies indicate that candidate neighbourhoods include Jasper Place, North Cromdale, Boyle Street/McCauley, Beverly, Parkdale, Strathcona, Queen Mary and the River Valley communities.

OBJECTIVE	PROGRAM	ACTIVITIES	RESOURCES	PROGRAM EVALUATION
3. To identify in more detail and select the target population within the selected inner-city area. Priority will be given to those who have found it hard to obtain and to keep employment. The target population need not necessarily be precisely defined categorically (i.e., youth, women). In addition, priority will be given to those who indicate interest and commitment to the idea of local control and income through employment.	Clientele Iden-tification	1. Review kinds and distribution of unemployed and underemployed using neighbourhood breakdowns of data (i.e., Statistics Canada, Alberta Social Services and Community Health, City Social Services); 2. Interview relevant community service agencies (i.e., Action Group for the Disabled, Catholic Social Services, Indian Association of Alberta, John Howard Society, Single Parents, Older Workers Association); 3. Interview a sample of disadvantaged peoples; 4. Group meetings with members of the potential target population; 5. Distribute information packages on Community Development Corporations.	Refer to "Resources" page.	Selection of appropriate clientele by February 14, 1977.

OBJECTIVE	PROGRAM	ACTIVITIES	RESOURCES	PROGRAM EVALUATION
4. To identify goods or services needed and in demand by the community. Study will focus on: (a) needs of disadvantaged population; (b) existing enterprises (services and goods); (c) goods and services available; (d) goods or services in demand which are not being supplied.	Community Needs Study	1. Review the community directory of available services; 2. Review directory of business enterprises; 3. Interview sample of residents in selected local area regarding community needs; 4. Interview members of target population regarding community needs; 5. Interview business people regarding feasible enterprises; 6. Interview governmental and non-governmental representatives regarding community needs and possible enterprises; 7. Form advisory group which includes members of the target population, residents, government representatives, business representatives; 8. Consult with specialists in enterprise development.	Refer to "Resources" page.	Identification of a feasible Community Development Corporation enterprise by February 30, 1977.

SUMMARY: Based on activities associated with identification of clientele, consciousness raising, and community needs study, a recommendation will be developed regarding the kind of viable Community Development Corporation enterprise deemed most appropriate to the inner-city area.

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OBJECTIVE	PROGRAM	ACTIVITIES	RESOURCES	PROGRAM EVALUATION
5. To outline in detail the Community Development Corporation being proposed. Elements to be considered include setting enterprise objectives, available and needed resources, how resources are to be used, consumer demand, relation to existing enterprises, goods or services produced, space requirements, budget.	Enterprise outline.	1. Review previously collected data; 2. Consult advisory group; 3. Consult specialists on business development; 4. Consult with target population.	Refer to "Resources" page.	Determination of enterprise outline by March 7, 1977.

OBJECTIVE	PROGRAM	ACTIVITIES	RESOURCES	PROGRAM EVALUATION
6. To develop an outline for a personal training program, involving: (a) skills required in proposed Community Development Corporation enterprise; (b) making clientele aware of needed skills; (c) assessment of skills of clientele; (d) compilation of training needs and steps to fulfill those needs.	Personnel Training Programming.	1. Consultation with management specialists; 2. Interviews and/or group meetings with clientele; 3. Letter writing to clientele; 4. Interviews with clientele utilizing personnel consultants; 5. Consultation with specialists regarding specific steps to fulfill training needs.	Refer to "Resources" page.	Formulation of training programs by March 14, 1977.

OBJECTIVE	PROGRAM	ACTIVITIES	RESOURCES	PROGRAM EVALUATION
7. To develop an outline regarding the administrative structure and procedures of the Community Development Corporation. Elements to be examined include: (a) Alternative board or other management structures, and their composition; (b) Management policies (i.e., staff positions and roles); (c) Personnel policies (i.e., fringe benefits, hours, holidays); (d) Salary levels related to skills and positions; (e) Appropriate working procedures; (f) financial and accounting procedures; (g) Record keeping systems; (h) Policy making and decision making process.	Administration Policy Development	1. Review data on existing Community Development Corporations; 2. Consult with advisory committee; 3. Consult with administration specialists 4. Consult with accounting specialists.	Refer to "Resources" page.	Outline of the administrative structure by March 14, 1977.

OBJECTIVE	PROGRAM	ACTIVITIES	RESOURCES	PROGRAM EVALUATION
8. To begin to develop an approach to evaluation of the Community Development Corporation enterprise. Factors to be examined include: (a) Goals of the enterprise; (b) Indicators of effectiveness, effort and efficiency; (c) Reliability and validity of indicators; (d) Research design; (e) When data collected and by whom; (f) Intended and unintended effects; (g) Plans for reporting findings; (h) Plans for continuing evaluation; (i) Use of findings in enterprise modification.	Program Evaluation Development	1. Review relevant evaluation research models; 2. Review evaluation methods of existing Community Development Corporations; 3. Consultation with research specialists; 4. Instructional visits from Community Development Corporation personnel.	Refer to "Resources" page.	Preliminary development of an approach to evaluation of Community Development Corporation enterprise by March 14, 1977.

OBJECTIVE	PROGRAM	ACTIVITIES	RESOURCES	PROGRAM EVALUATION
9. To outline requested steps involved in an appropriate Community Development Corporation implementation process. Factors to be examined include: (a) Priorizing of objectives (i.e., clientele identification, consciousness raising, community needs study, advisory group formations); (b) Space requirements; (c) Budget; (d) Timing - duration; (e) Staff requirements (qualifications, experience, responsibilities).	Implementation Process Outline	1. Consultation with community development specialists; 2. Consultation with business development specialists; 3. Consultation with management specialists.	Refer to "Resources" page.	Development of imple- mentation process out- line by April 1, 1977.

OBJECTIVE	PROGRAM	ACTIVITIES	RESOURCES	PROGRAM EVALUATION
10. To outline a methodology to evaluate the effectiveness, effort and efficiency of the Community Development Corporation implementation process.	Program Evaluation Research	1. Review evaluation research methods; 2. Review existing data on Community Development Corporation implementation evaluation programs; 3. Consultation with research specialists.	Refer to "Resources" page.	Development of evaluation research design by April 1, 1977.

I.   TITLE OF PROJECT:

DEVELOPMENT GRANT PROPOSAL

COMMUNITY DEVELOPMENT CORPORATION

Start Date: January 1, 1977

Duration: 3 months

Termination: April 1, 1977

II.   BUDGET:

1. (a)

Project Personnel	Individual Budget Items	Subtotals
1 Project Co-ordinator	$1,200/month	$3,600
1 Research Assistant	900/month	2,700
Consultants (Community Development Corporation representative, personnel consultant, management consultant)	200/month	600

   (b)

Fringe Benefits

(UIC, CPP, Health Care)   180

2.

Travel and Sustenance

Edmonton to Sydney, Nova Scotia	500 (air & hotel)	
Edmonton to Ottawa	400 (air & hotel)	
Edmonton to United States	500 (air & hotel)	1,400

3.

Office Expenses
(Stationery, Stencils, Telephone)   200

4.

Other Expenses
(Lunches, Meetings)   100

SUMMARY

The introduction to this proposal has emphasized the role of the Edmonton Social Planning Council in inner-city areas of Edmonton. The introduction has attempted to indicate some potential benefits to be accrued from Community Development Corporation intervention in inner-city Edmonton, particularly a possible Community Development Corporation inventive function in providing a counterbalance to further inner-city deterioration.

The remainder of the proposal has dealt with objectives, and activities designed to achieve those objectives related to proposal formation for Community Development Corporation implementation in inner-city Edmonton. This section has indicated the kind of content to be included in a proposal and the processes to be followed in the development of a proposal for Community Development Corporation development in Edmonton.

The final section indicates the project grant request.