PEOPLE FIRST

-a community Self-Help planning manual

edited by LINDA F. DUNCAN for
The Edmonton Social Planning Council

art direction & graphic design: Monty Cooper

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Acknowledgements

PREFACE

The Citizen-Planner's Cookbook   or   The Joy of Planning

I'll start the potatoes at 6:00, then while they're boiling, I can prepare a salad... wonder what greens are in the fridge... lettuce, sprouts, hmmm...this time I'll try tomatoes instead...better stock up on the garbanzo beans...

We all plan for a good part of every day. We plan meals, kitchen supplies, travel routes, parties, holidays, etc. We are all planners, and usually amazingly good at it. Amazing that we can plan our household environments so well but that sometimes we think our responsibility, or our ability, stops there.

What if more people thought that they could, that they should, get involved in planning their community environments? It could be as much fun, as satisfying, and as dignifying as planning meals.

This book is offered to people who are starting to think about taking an active interest in the plans for their community. It presents some ideas on how community planning might proceed and some information which could be useful for a citizen planner. It is based on the assumption that anyone who can plan his or her personal life can plan a community, but it also recognizes two realities. First, community planning is a social activity involving many people with different ideas, values, kinds of knowledge, interests to guard and spare-time energies. Second, your community is part of the larger city and therefore the needs, and directions, of other communities have to be taken into account; thus there have arisen city-level bureaucracies which sometimes work for your particular community, and sometimes against it. These two facts -- that a community is internally complex and is part of a larger complex city -- mean that a citizen planner may have to learn new things about planning.

Virtually every citizen has the potential to be a good community planner, just as everyone has the potential to be a good cook. But a good cook has to learn the principles of cooking through information and experience; a good community planner will seek to learn from the knowledge and experiences of others and to try out ideas himself in practice.

This book is not just oriented to fighting City Hall or developers. A good cookbook does not simply tell a short-order chef how to prepare dishes in response to demands from a certain type of customer; a good cookbook tells you how to create a meal -- an enjoyable, satisfying, sustaining meal where every ingredient is carefully, but creatively, matched and every dish is selected to complement the preceeding. What this book attempts to do is set forth some principles for creating enjoyable, satisfying, sustaining communities. Only people confined in institutions have no control over their meals. Surely, the city should be more than an institution.

It's a changing world, and all our communities are going to change -- the people will change, the buildings will change, the transportation system will change, our heating systems will probably change. The question is: Who is going to decide how they change? We hope it will be all of us.

- Peter Boothroyd

INTRODUCTION

Living in Canadian urban centres today has become a particularly frustrating time for people striving to have some effect in determining their own physical, social and economic environment. Because most decisions about the future of our urban environment are made by a political and professional minority, cities are beginning to express the social attitudes and value system of this minority. The ordinary person is left with the role of reacting to an environment which has already been decided for him. In many cases, this leads to a situation of confrontation and disillusionment.

It seems evident, therefore, that there is a need for people living within an urban setting to be given the opportunity to take an active role in planning their communities in order that they can develop an environment harmonious to their social patterns and values. Providing individuals with the skills and knowledge for this form of participation not only allows for the growth and development of the individual citizen but may, in time, lead to development of urban centres in Canada which more sensitively express the true values and ideals of those living within them.

Our research found no one book or manual which dealt with both the community perspective on planning and direction on how to plan. That is our intention. This manual does not pretend to present entirely original ideas. Its purpose is to combine and convey the concepts developed by numerous people working in the field and to make those available to communities in a more concise form.

We were faced with having to edit down a potential encyclopedia of community participation and planning information. As a result, where ideas are only touched on, we have included further source material by way of an annotated bibliography, and an appendix of references and contacts.

This manual is directed to those people already awakened to the fact that planning may be a more productive solution than storming city hall. But planning will serve the community's ends only if it is both initiated and controlled by the community itself.

Planning is not something which should be reserved for specially trained people. It is a process which the majority of us participate in most of our lives. The concept of planning on a community-wide scale simply means we focus our sights beyond our immediate home, apartment, or yard.

While it is not suggested that only communities should plan or that planning should only happen at the local level, it is important to recognize and support the role of neighbourhood groups in the development and decision-making process. The residents of these neighbourhoods represent a valuable first hand source of knowledge and ability yet untapped. The ideas presented are meant to serve as tools to build this information base.

The majority of examples and experiences on which the manual is based are drawn from the authors' personal experience working with Edmonton communities. But outside sources of information tell us that the Edmonton experience is shared by other urban and rural Alberta

and Canadian communities. The common line is the belief in the possibility of the continued life of the community.

Community self-planning can provide a vehicle for the exchange of common concerns, needs and wants held by neighbourhood people. It is one method for investigating, considering and implementing solutions. This planning or assessment process is of equal value to older communities facing severe redevelopment and newer undeveloped communities lacking certain amenities.

While every community can benefit from its own planning, no two communities are likely to experience the same process. For this reason, the authors took great pains to avoid saying that any one solution is the right one, or any one method of planning is the only way. Every planning experience will be unique. No two communities face identical situations nor will they choose the same solutions.

But there are basic tools which are vital to any community planning process. We have identified these as PEOPLE, INFORMATION and MONEY.

For a community planning process, people are the mainstay. If you want to make something happen, you must involve people. You will have to learn how to get them interested in getting involved and how to help them to participate. If you want those people affected by a plan to support it, it will be helpful to have them informed and involved in the plan preparation. Then everyone helps to make your ideas work because it is making what they want to have happen, happen.

To make changes in your community you are also going to need information about your area, the people who live, work and play in it, their needs and concerns, how people travel to and from or through your area, where they live and how they live. You will need information about alternatives and how to put them into effect. Information about what other communities are doing can also be enlightening.

We hope through this book to share with you some ideas on working with people and finding and using planning information. As for money, hopefully the information, assistance and examples of what other communities have done with their own resources provided here will help you begin to realize much can be done without it. Community participation and self-help will enable you to avoid high planning costs.

By assuming part of the responsibility for the future of your community and doing it yourself, you can begin to create the environment you prefer to live in. Start looking inward to the hidden resources in your own neighbourhood just waiting to be asked to do their part. Money can help though, and we hope to provide some ideas on where and how to obtain it. But don't sit around waiting for vast sums of money you may not need. Start planning!

All it takes is you.

Linda Duncan
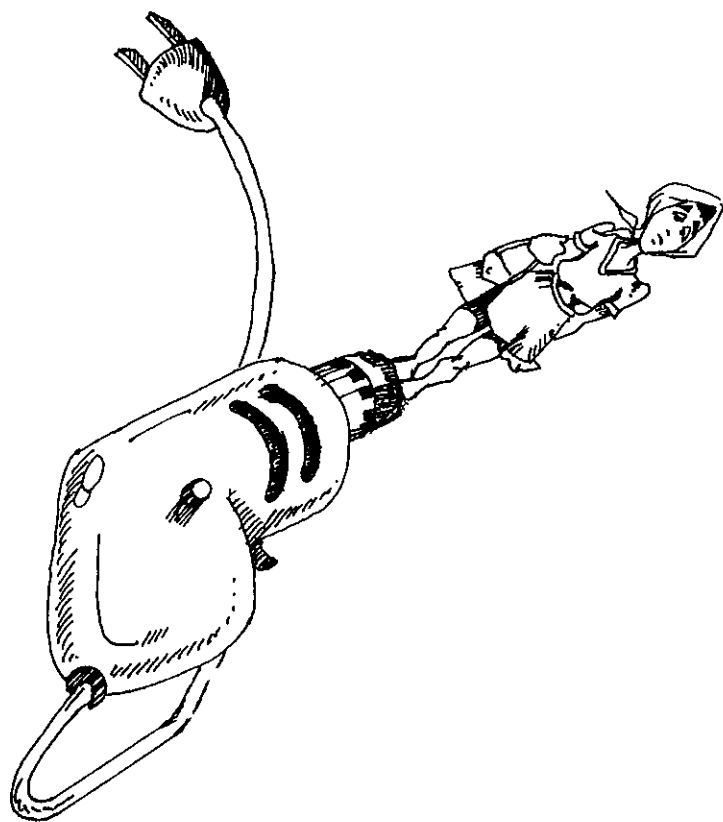
Part One: PEOPLE
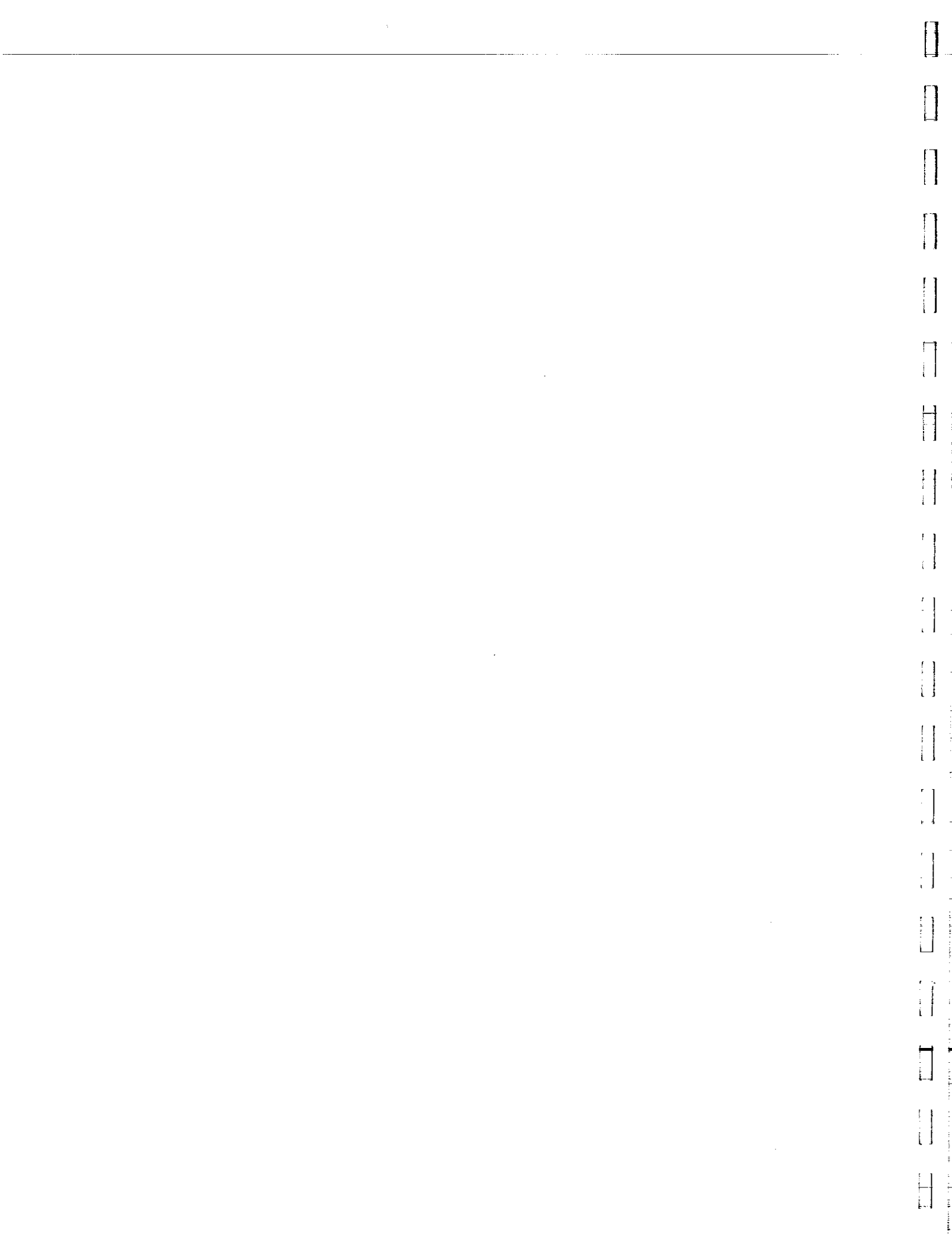
I. GETTING STARTED

As people become more determined that a good environment begins at home, (the) sense of neighborhood increases, which makes local relationships correspondingly more important. In this way a neighborhood is defined by the residents, not the planners, and is expressed in the political action taken by the residents.

Randolf Hester Jr.
Neighborhood Space

In Edmonton the majority of people who have become involved in improving or preserving their communities live in the older, inner-city areas. These are the communities facing constant redevelopment pressures. Older neighbourhoods of the city core are being rapidly replaced by high density residential development, commercial ventures, and transportation through-routes for suburban dwellers.

Most individual citizens and groups have become involved in a community planning process for one of the following reasons:

- their neighbourhood is in need of total upgrading and qualified as a Federal N.I.P. (Neighbourhood Improvement Program) area, receiving funds from three levels of government;
- their neighbourhood is facing a number of redevelopment pressures and a community plan is seen as one way to deal with the problems in a comprehensive manner.

You may have chosen to look into the possibilities of planning for some totally different motive. Whatever your reason, if you intend to plan for your community effectively, you are going to need people.

There are many advantages to involving community residents at every possible step. They can help collect information, develop ideas, assist with the leg-work and, in the final stages, lend support to implementing your plans and ideas.

Whether or not you are assisted by a professional planner, your group will probably have to assume responsibility for recruiting and involving members of the community. If your core working group attempts to short-cut the process by assuming the needs of your area and planning on their behalf in isolation from all diverse interests, you may face serious problems. You could defeat your own plans by creating a divided community. You could lose what credibility you have to those both inside and outside the area.

Achieving community participation is not an easy one-shot effort. It is a time consuming and often frustrating job. But it pays off.

A. RECRUITING MEMBERSHIP

If your group has assumed the role of initiating and facilitating a community planning process, you will need to develop and maintain a dedicated con-

tributing membership. Whether you plan to develop a park system or alternative housing program, it makes sense to attempt to involve all types of people who will be affected, e.g. the elderly, the young, single parents, ethnic groups, church congregations, school parents and local business people.

Membership should be recruited from all locations within your community. Some community planning groups, notably Riverdale, have appointed block captains for each block in the district to whom residents can come with their ideas and concerns. These in turn are passed on to the core planning group for consideration.

You may also find it beneficial to recruit members for their particular skills. Not everyone wants to become involved in doing the same sorts of things or will feel comfortable or confident speaking out at meetings, but hidden talents and people power do exist.

When you ask people to become involved, be specific. State you need so many people to help telephone, or to type information, or to carry out library research or to draw maps. You may even find in your community a resident lawyer, planner, architect or experienced volunteer coordinator who is willing to donate some time and expertise.
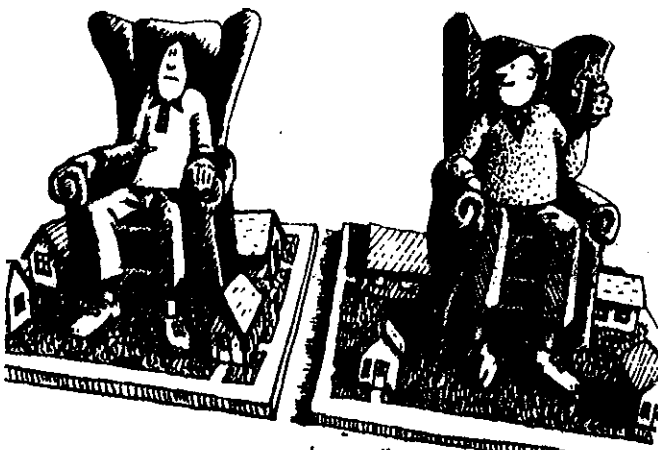
"block captains"

B. METHODS OF RECRUITING

The process of recruiting members is something like a sales campaign. You have to sell your product. You have to make your group and its activities appealing to get people out to your meetings. This is often difficult as your projects do not always have "box office appeal".

A number of methods do exist to help you attract new membership. Leslie Bella in her unpublished book Up the Grass Roots priorized several methods in descending order of effectiveness:

-   Door to door canvassing, where residents are approached by neighbours who discuss the purpose of the group and leave written material;
-   Phone invitations from one neighbour to another;
-   Publicity through a local or special interest group that meets regularly (e.g., announcement in church on Sunday);
-   A newsletter sent to those on a mailing list of some agency (e.g., parents of school children, or members of community league);
-   A flyer distributed door to door, with no ringing of door bells;
-   A community newspaper with established credibility (that people read and do not mistake for an advertising flyer);
-   A city-wide newspaper, radio or TV station.

Edmonton community experience appears to support as fact that personal contact or at least word-of-mouth communication is the most effective way to entice people to meetings or to become involved in a neighbourhood project.

You may want to try more innovative methods to suit your particular community. Consider the following.

1) Listening Stations at Local Shopping Centres
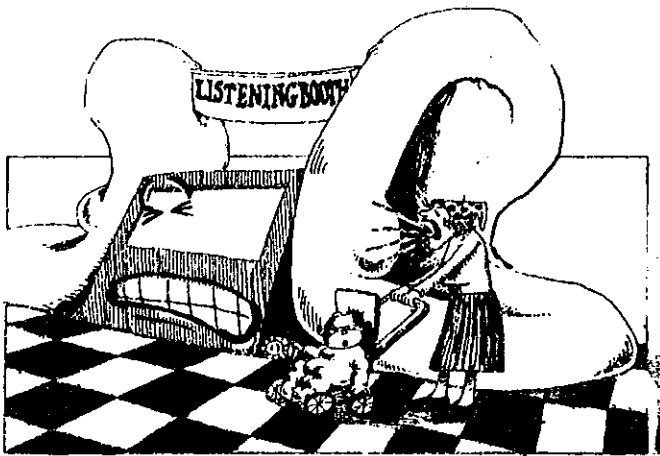
These stations can be useful data banks where you can not only spread the word about your group but gather information on people's ideas and concerns about the neighbourhood. Establish a regular spot in an area of heavy pedestrian traffic and make a point of having your booth constantly (or as often as possible) manned by members of your community group. Once people know where to go, they will more likely come forward with questions and ideas.

2) Coffee Parties, Pot Luck Suppers

Like listening stations, coffee parties are an excellent way of recruiting members as well as finding out people's concerns and ideas for the community. Coffee parties have been particularly successful in reaching people in the Oliver area where there are many highrises. The community group asked either the caretaker or someone living within a highrise to host a coffee party. As a result, not only did people become involved in the community but they had an excuse to meet their neighbours for the first time.

Parkdale community sponsored an ethnic community supper at which residents shared their favorite recipies and local concerns.

3) Theatre Performances in the Community

Through the cooperative efforts of the Edmonton Social Planning Council, University of Alberta, Drama Department, and Montrose community, a troupe of professional actors was hired to dramatize the issues and concerns of people in the Montrose area. Performances were held in the community hall, shopping centre, churches and homes of local residents. Audiences consisted of community members, aldermen and city planners.

Whether you decide to use professional or local talent, dramatizations can be effective for informing residents and outsiders about your concerns.

Films of the Montrose production can be borrowed from the Edmonton Social Planning Council.

4) Neighbourhood Aids

Norwood recently tested out its own method of contacting new members in the community. A resident on each block ("neighbourhood aid") is responsible for welcoming new members to the block and providing information about available services in the area. This person also assumes responsibility for updating residents about local concerns and projects and how they can become involved. The "neighbourhood aid" also transmits
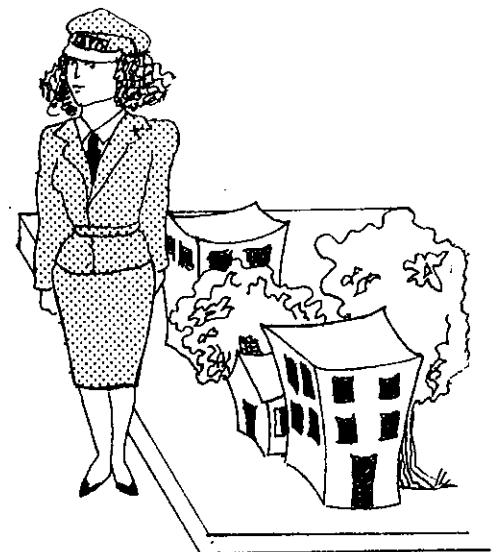
information back to the community group. In this way, Norwood hopes to assist those community members who are concerned about an issue and wish to become involved. The project is a cooperative effort of several community-based groups and agencies.

5) Neighbourhood Tours

It may have been a while since most of your neighbours have taken a close look at their surroundings. Walking tours or car trips around various points of interest may act as an incentive for added membership. It also serves to illustrate the on-going process of development and the need for long-term goals. The stops along the way can include buildings scheduled for demolition, possible historic sites, vacant lots that could be park space or highrises cutting out sunshine from the street. All this can be made quite enjoyable as a Sunday afternoon family outing ending in a picnic or barbeque.

6) Exhibits

Along the same theme as a tour, an exhibit of maps, pictures, slides and/or a video tape of the community can be put on display along with other information of interest to residents. Again, as in the tour, the exhibit can be part of a community social gathering where people can meet each other and share ideas.

For example, in the Oliver community, pictures, maps, slides and city plans for the area and a video tape of the community were exhibited as part of two community social picnics held in the area. More than 200 people attending these picnics viewed the displays and took part in the fun and entertainment.

For assistance in preparing photographic or video tape presentations, rental of equipment and developing facilities, contact Communitas, Inc.

7) Films

You may also want to consider bringing people out to view a film which
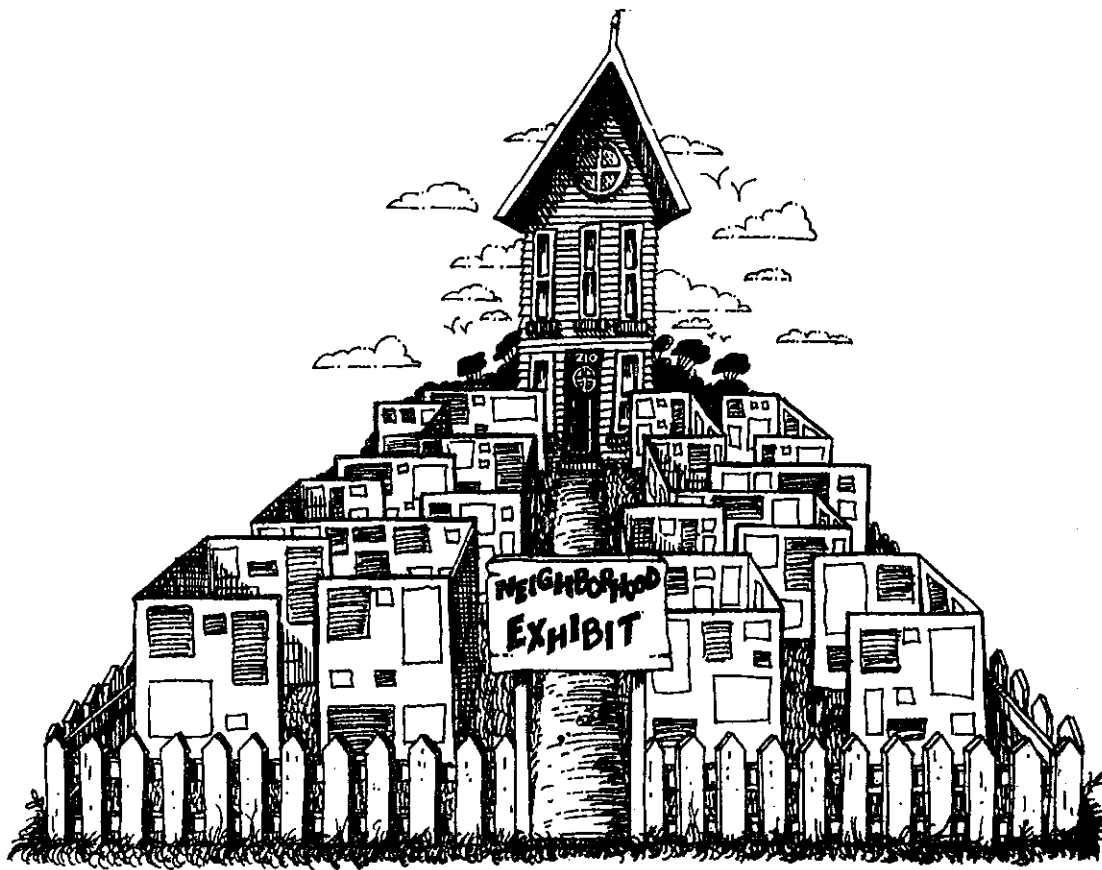
illustrates the situation your community is experiencing. A number of excellent films exist which are great catalysts for a follow-up discussion. The following recommended films are available on loan free of charge from the National Film Board to take out or view in their facilities:

"VTR - St. Jacques"
 (a film about the effectiveness of video-tape)
"The Specialists at Memorial Discuss the Fogo Films"
 (a film about the use of film)
"Little Burgundy"
 (a film about expropriation in Montreal)
"Flowers on a One-Way Street"
 (a film about Yorkville, a rehabilitated area of Toronto)
"Chairs for Lovers"
 (a film in which Vancouverites learn about planning).
"Some People Have to Suffer"
 (a film about a British Columbia community attempting to preserve and improve their area)

For other films of interest or recent releases, check with the National Film Board. See Appendix D.

Further relevant films are listed in the publication Organize for Action, a compilation of films by John Beeston, Dalhousie University, 1974 (available from Rutherford Library, University of Alberta). Communitas Inc. and The Legal Resource Centre have a library of films and video-tapes and listings of other available material.

C. PUTTING THE MEDIA TO WORK FOR YOU

Throughout your planning process, you can use the media -- television, radio, newspapers, local newsletters and publications -- to recruit members. From regular meeting announcements to coverage of current community issues, effective use of the media can lead to increased support and participation within the community. It can also alert other communities and decision makers about your concerns.

1) Community and Area Newsletters

Community planning groups in such areas as Garneau, Oliver and McKernan regularly place notices of meetings in their Community League newsletters which circulate to the total community. Feature articles or letters also appear recounting recent problems or activities. If you don't have a community newsletter, consider starting one.

Other regular newsletters such as the Area 13 Newsletter, Kingsway Garden News, or the Londonderry Colloquium also print community announcements and have a much wider circulation. Find out their printing deadlines.

You may decide to print and deliver your own flyers for special events. Communitas or the Edmonton Social Planning Council can provide expertise and assistance in preparation.

2) Direct Press Coverage

Another useful tactic to build membership is to facilitate direct news coverage of a critical event. But how do you lure the television cameras to your street? Consider the following:

- Staging an Event
By staging an event which includes a sense of drama or crisis you can often attract the media. But don't forget to give advance notice and make sure your "event" happens early enough to make the news broadcast. It helps to build media contacts who can be called on short notice.

An effective example of successful use of this technique occurred when several Garneau residents refused to move out of the way of bulldozers which were razing a block of housing. You will likely have to space your events however, to avoid losing credibility.

- Press Releases

A press release accompanied by a brief or other information can often interest the media in doing a news item about your cause. Make sure you mail it to all media at the same time. (For contacts and addresses, see Appendix.) It is important to follow up by calling to see if they have received it, read it and will do something about it. TV stations and newspapers receive numerous press releases daily and yours could get lost in the shuffle.

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1. Use a controversial headline over your story, or one that mentions some person or place already in the news.
2. In your first paragraph, include the five W's, "who", "what", "when", "where" and "why". The paragraph should be short; you can use the rest of the press release to elaborate.
3. Keep all your sentences short and avoid long words. Do not use more than one three syllable word per sentence.
4. Date your press release with release time.
5. Put the name of your group at the top, and the name and phone number of the contact person(s) for further details at the bottom.

Leslie Bella, "Up the Grass Roots"

- Press Conference

If you want more coverage than what is included in your press release, you can set a date for a meeting with the media and include an announcement of time, date and place on your press release. This should also be followed up by telephone contact.

Again, try to have your press coverage happen early enough in the day to allow reporters to prepare their stories for the evening broadcast or paper. Have an organized, prepared presentation ready and people available to respond to questions. Refreshments have been known to attract the media.

The content of a press conference should be newsworthy. For example, you may be proposing an alternative to the MacKinnon Ravine Freeway.

3) Community Service Announcements

Most newspapers, television stations and radio stations provide free announcements of community events. Each has its own deadline so be sure to enquire and get your announcements in early.

It helps if you make it straight forward and brief, and answer the five questions of who, what, where, why and when. If possible, your announcement should be typed, double or triple spaced with wide margins.

4) Neighbourhood Section, Edmonton Journal

Every day in the Neighbourhood Section of the Edmonton Journal there are reports of community events. Each day focuses on a particular area of the City:

Monday   -   West
Tuesday   -   Northeast
Wednesday   -   Southwest
Thursday   -   Central
Friday   -   Southeast

A reporter is assigned to each of these geographical areas and is eager to be kept up to date about current activities.

The section also prints announcements of future events, such as:

CALDER Action Committee will hold its annual meeting Monday at 7:30 p.m. at St. Edmund School, 11712 - 130th Ave. Calder MLA Tom Chambers will discuss transportation in the area. Rezoning and parks plans also will be discussed. Residents planning spring repairs through the Residential Rehabilitation Assistance Program (RRAP) will hear the plan explained by program officer Alan Besecker.

5) Other Channels

Don't restrict yourself to news broadcasts. You can let your community in on what's happening by other, more in depth methods.

- Letters to the Editor

Several communities have already developed on-going letter exchanges in the Edmonton Journal and other publications stating their viewpoint about pressing issues. More elaborate explanations of your position may likewise be composed by one of your group and submitted for publication as "Reader's Comment".

- Talk Shows

Talk shows on radio and television are effective communication channels. If you are unaware of the various shows and their audiences give the stations a call. Some concerned groups, such as URGE (Urban Reform Group of Edmonton), have started their own programs to discuss community concerns.

- Special Features

Media can often be persuaded to prepare or assist in the preparation of special feature items. For instance, two of the television stations prepared special programs based on the Montrose concerns and depicting their dramatic presentations.

- Community Programming; Cable Television

The local cable television companies encourage communities to produce their own features or regular programs. You can become involved in all aspects of programming from production and direction to camera work. These stations are more than happy to give you assistance and direction in using their facilities to get your message across.

Using the Media

II. ORGANIZING and MAINTAINING YOUR GROUP

People organize when individually they do not have enough power or influence to solve their problems and because finally they become fed up with outsiders always controlling their lives.

Donald R. Keating
The Power to Make it Happen

Careful consideration should be given to how you organize to carry out your objectives. Sometimes it helps to know the options that are available to not only obtain results, but also to help community members share in the task.

Generally, there are two kinds of groups: task oriented--get the job done at all cost; maintenance oriented--keep people in the group happy and involved.

You will likely want to develop a group which maintains a balance between the two, helping fellow community members to feel comfortable and useful but also trying your best to complete your planning tasks. The following ideas may assist you to actively continue your planning process and also avoid having your group collapse at a critical point.

You should consider asking yourselves the following kinds of questions:

- What kind of leadership do you need and who should you select for that role?
- How formal do you want your group to be?
- How should you delegate responsibilities?

A. LEADERSHIP

It is important to select your leaders or spokespersons carefully as they will be determining how the group functions. They will also often be your contact with outside groups and authorities. If possible, it is usually a good idea to delay election or appointment of your leaders or officers until the members of your group have a chance to become acquainted and observe each other's weaknesses and strengths. In the interim, you could have rotating chairpersons, recorders and so forth to allow everyone the chance to test their abilities.

You may, in selecting your chairperson, president or spokesperson, want to look for the following abilities or characteristics:
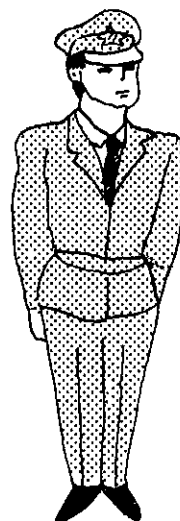
- ability to help set group goals and objectives
- skilled strategist
- group skills
- previous board or organizational experience
- diplomacy
- speaking experience
- good listener

The leadership positions of your group should change fairly often to avoid dead wood, elitism within the ranks, and to give all members an opportunity to develop leadership skills and confidence. It is also, however, a good idea to re-elect some members of your executive or leadership body to ensure continuity.

B. GROUP STRUCTURE

Depending on your own circumstances or preferences, your group may operate within a loose, informal structure or a more formal one. There are advantages and disadvantages to both. An informal structure allows for flexibility and continuous change of roles and directions. A formal structure allows leaders to be more easily identified and often provides added credibility in the eyes of outsiders.

If your group will be managing large sums of money or applying for financial support, it would be advisable to draft a formal constitution setting out your purpose, goals and objectives, group structures and individual member's responsibilities. Do keep in mind, though, that unnecessary formalities can kill the initiative of a group.

If you decide to formalize your structure, you may decide it worthwhile to become legally incorporated. Most community groups who do so normally incorporate as a society, or a non-profit corporation. Both are registered at the Companies Branch, Alberta Consumer and Corporate Affairs. Basically, the difference between a society and a non-profit corporation is that the former allows for an open membership while the latter restricts its membership to those actively involved or employed in the task. For further clarification and assistance in becoming incorporated, you could call the Companies Branch, the Legal Resource Centre or the Edmonton Social Planning Council.

Advantages of legal incorporation include the right to apply for charitable status with the Federal Revenue Office. Also, liability becomes, in most cases, limited to the assets of the group rather than individual members.

But remember, not all tasks require a complex, legally constituted body to succeed. You will have to judge your own situation and make a decision.

> REMEMBER, HOW YOU STRUCTURE YOUR GROUP DEPENDS ON WHY YOU HAVE BECOME A GROUP.

A valuable resource to assist you in developing and organizing your community group is a series of films on a well known American community organizer, Saul Alinsky, available on loan through the National Film Board:

- People and Power
- Deciding to Organize
- A Continuing Responsibility
- Building and Organization

Whether or not you agree with the content of the films, they can serve as catalysts for further discussion on the best alternatives for your particular circumstances. Films also serve as a focal point and drawing card to bring people out to your meetings.

C. DELEGATION OF RESPONSIBILITY

When delegating responsibilities to members of the community, consideration should be given to their particular interests and skills. Members who feel they are contributing a particular expertise in a way they feel comfortable about

will usually do a much better job than those who feel they are being forced or assigned to complete the task. It is worth taking some time to find out what willing resources are within your group or community at large and open the invitation to them. Responsibility can be delegated to:

- individuals
- committees, permanent (standing) or temporary (ad hoc)
- task forces

The value of committees or task forces is that they divide the workload, develop and utilize expertise, permit decision-making between meetings of the group as a whole and facilitate learning and satisfaction for members. With task forces you often pull in additional expertise and manpower from outside the existing group members, most commonly for a short-term specific purpose.

Where individuals, committee or task force members are delegated responsibility, the degree of authority to make decisions without the total group should be clarified. Following is the potential range of authority.

- Limited Advisor
  the committee investigates and reports;
  the group makes the decisions.
- Active Advisor
  the committee investigates and suggests action;
  the group will probably take the committee's suggestions.
- Limited Agent
  the committee can take action with the group's consent.
- Active Agent
  the committee takes action;
  the group can later ratify the action taken. (Ratify means "to approve and sanction formally".)

For examples and further clarification you could refer to "Boards 'n Staff 'n All That Stuff", available from the Day Care Branch, Edmonton Social Services or the Edmonton Social Planning Council.
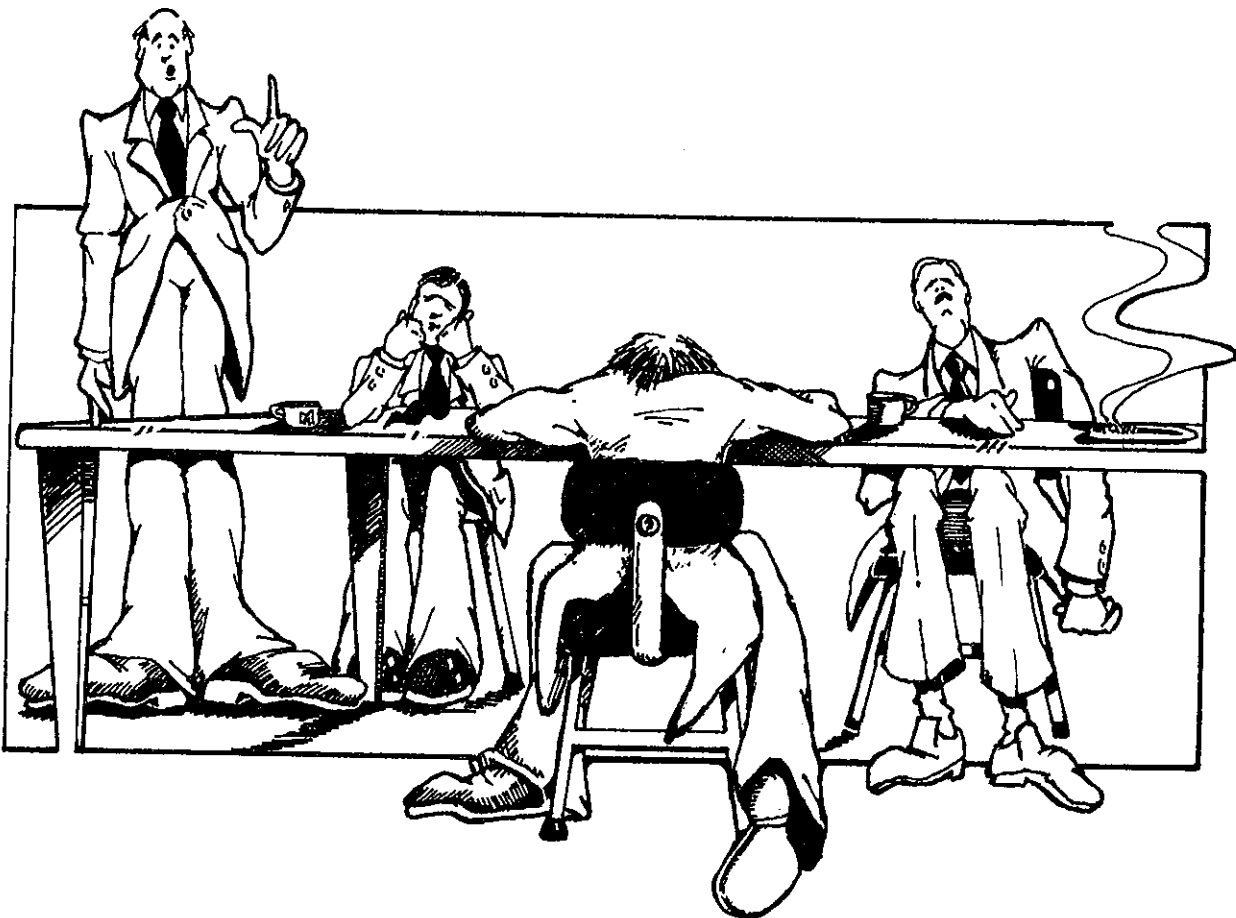
When a task is assigned, both the community group and person(s) delegated the authority should be clear on how it is to be carried out.

Groat Estates, a community group which was successful in developing a community plan, is an example of a well-organized group. Not only did they have strong vocal leadership but they knew how to delegate responsibilities and tasks to a number of working committees. They appointed committees to gather information on particular subjects such as housing, transportation, history of area, parks and recreation. As well, a "bush fire" committee was in charge of dealing with current issues facing the community, such as proposed highrise developments.

Thus, they were able to continue to handle on-going problems without disbanding their planning process or overworking individual members.

Many Edmonton community groups are beginning to realize that the smooth functioning of their organization is directly related to how effective they are in carrying out their goals. Where members of a group are unclear as to who is supposed to be doing what, everyone sits around waiting for someone else to act. One method that has been successful in identifying this confusion and setting groups on the road to more effective action is the board/staff workshop or board/membership workshop. For information on how to carry out such a process you could contact the Edmonton Social Planning Council who have facilitated a number of these workshops.

D. MEETINGS

Knowing how to organize and run meetings is an essential skill needed to sustain a group through a planning process. Meetings, at the best of times, can be confusing or boring to people who attend. A meeting that lacks pur-

pose and organization is disastrous. Persons attending such a meeting are not likely to come to another. On the other hand, a successful, well-planned meeting which attempts to include everyone can encourage people to become involved and remain involved.

1) Planning Your Meetings

However obvious it may seem, make sure you identify and explain the purpose of your meeting. Too often this is not considered. In "Up the Grass Roots", Leslie Bella lists a number of possible reasons for holding a meeting:

- to meet old friends
- to meet new people
- to conduct business efficiently
- to plan or make decisions
- to receive information
- the rally--to display strength and support
- the protest--to show strength and unanimous support.

Your meeting can be designed to accommodate any or all of the above purposes. What you hope to achieve is an important consideration in planning your agenda and invitation list.

The next task is to develop an agenda. When organizing a meeting, it is handy to have a checklist of items you should consider when preparing for it.

It is generally a good idea to briefly go over the agenda at the beginning of a meeting and ask for variations or additions. What you want to avoid is people attempting to sidetrack your purpose with their own hidden or undisclosed agendas. So get people's ideas and concerns into the open at the beginning to avoid later conflicts.

2) Running Your Meetings

How you conduct your meetings is as important as the content of your meetings. As stated earlier, the agenda should be jointly approved and everyone
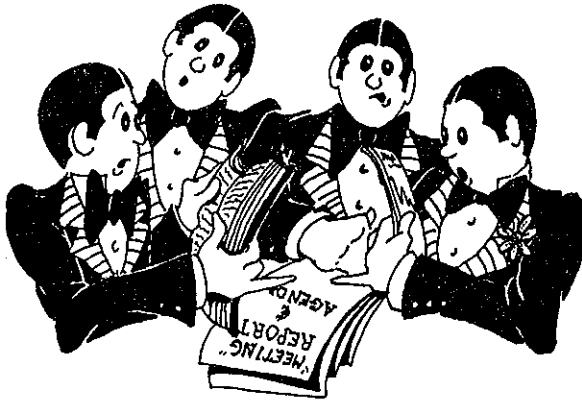
should be made aware of it by reading it aloud, displaying it on the wall, or providing written copies. How formally you wish to conduct your meetings is up to you and likely will vary with the nature of the meeting.

Factors important to the success of a meeting are countless--ranging from the ability of the chairperson to a seating plan. Keep in mind the point made earlier about the purpose of the meeting. Everything should focus on that consideration. For example, if the purpose of your meeting is to discover the housing concerns of community members and you expect a large turn out, it would be wise to meet in a room large enough to divide into small discussion groups. It would also help to have people ready to lead the discussion in those small groups and another to record the input.

It is up to you to determine whether you want to follow parliamentary procedure. It is our experience that overly strict adherence to these rules can be deadly. However, these rules can be helpful as a general guideline for the making and passing of motions, determining a quorum and limiting endless debate. Explanatory materials on meeting procedure and rules can be obtained from the Edmonton Social Planning Council.

Various community groups have also found it beneficial, particularly in small gatherings, to use some technique for introduction of those present. This breaks the ice and makes newcomers feel more comfortable about contributing to the discussion.

3) Recording Meetings

Keeping a record of what happens at your meetings is important for future reference and self-protection. During your planning process you may often want to refer back to decisions made by the group or statements made by a guest speaker or visiting official. Where the exact wordings of proceedings are critical (such as meetings with city planners or aldermen discussing your proposals) you may find a tape recorder useful or arrange for verbatim minutes. If you use the latter method, it is a good idea to forward copies to relevant people and, in some cases, obtain their written approval of the content.

For the majority of your meetings, you will probably find a brief record sufficient. Minutes should be adopted by group members at the next meeting.

Not only can minutes serve as a handy reference and safeguard, but copies mailed or delivered to group members or the total community can serve to keep people informed. Basically, your minutes should include the following:

- kind of meeting
- name of group
- date and location
- names of attendants
- approval or disapproval of minutes from last meeting
- main points of discussion including conflicting opinions
- motions
- time of adjournment

4) Evaluation of Meetings

It is sometimes important to have the meetings you organize evaluated either by those who attend or someone appointed for that task. The evaluation can tell you what you did right as well as wrong. Hopefully, this information will help you learn how to organize a better meeting next time.

There are numerous methods of evaluation. You can set aside some time at the end of the meeting for feedback from participants or, if you appointed a particular person to do the evaluation, he or she can report impressions to the participants for discussion. A private report can be made to the organizers as well, perhaps at a later date. You can also use a prepared evaluation form in addition to, or instead of, one of the other methods. Following this section is a sample evaluation form.

While evaluation is usually reserved for large or public meetings, it can also be very valuable for assessing the effectiveness of your own community or core group process and procedures.

E. WORKING WITH PEOPLE

Remember, people are one of your most powerful tools. Learning how to work with different types of people is a necessary skill and one which can only be developed through experience and over a period of time. No two people will share the same needs and wants, and, as a member of the Groat Estate Community Planning Group put it --"you have to find out each person's 'hook' ". It is her view that you cannot expect every community member to be interested in getting involved in the same way. What you must do is discover that person's particular skill or area of interest ('hook') and put it to use effectively.

It is also important to run your meetings and your activities on a personal level. Every participant is an individual. A community planning group tends to be action or task oriented and participants can easily be bulldozed. By attempting to be sensitive about the needs of the people in the group you will be less likely to alienate them or leave them behind. In the long run, you will be prolonging the life of the group and ensuring a backup support group.

Sample Evaluation Form

HOW WOULD YOU RATE THE FOLLOWING?	Very Poor	Poor	Av.	Good	Very Good
1) Physical arrangement of the workshop	1	2	3	4	5
2) Social atmosphere	1	2	3	4	5
3) Information and material provided (information kit, maps, resource table)	1	2	3	4	5
4) Process used in your small group	1	2	3	4	5
5) Resource people available	1	2	3	4	5
6) General productiveness of the workshop	1	2	3	4	5

1. DO YOU FEEL YOU WERE PROPERLY ORIENTED
   TO THE WORKSHOP PROCESS?   YES _____   NO _____

2. DID YOU HAVE FULL OPPORTUNITY TO
   PARTICIPATE IN GROUP SESSIONS?   YES _____   NO _____

3. HOW DID YOU FEEL ABOUT THE SIZE OF   JUST
   YOUR GROUP?   TOO BIG _____ TOO SMALL_____ RIGHT _____

4. HOW DID YOU FEEL ABOUT THE PARTICIPATION   TOO   JUST
   OF THE RESOURCE PEOPLE IN YOUR GROUP?   TOO MUCH _____ LITTLE ____ RIGHT ___

5. DID YOU FIND THE GUEST SPEAKERS'
   PRESENTATIONS VALUABLE?   YES _____   NO _____

   DID YOU FIND TODAY'S SESSIONS, ON
   A WHOLE, INTERESTING?   YES _____   NO _____

PLEASE COMMENT

1. Do you feel you gained anything from this workshop? (i.e., awareness
   of resources, new ideas, facts). If so, please elaborate.

2. What do you feel were the strong points of the workshop? Weak points?

3. Do you have any suggestions for improving future workshops?

4. Would you like to see another workshop similar to this? If so,
   would you be willing to participate in the planning of this workshop?

III. DEVELOPING A COMMUNICATION SYSTEM

"Furthermore, citizen participation doesn't imply simply more people attending more meetings. It means the involvement of more people in dialogue. We have to learn about how to achieve this. Communication is not a one-way process: to achieve dialogue, government must build into its own structure channels for the citizen to react and express opinions; the mass media and Cable TV must think about 2-way circuits; colleges, schools and voluntary organizations that want to be community oriented must learn more fully how to relate to their communities."

James A. Draper
Introduction
Citizen Participation: Canada

If, in your planning process, you hope to encourage participation from as many people as possible, you will find it necessary to develop a communication link between the community, your core planning group and, where relevant, the professional planner. You will need ways of collecting information about expressed needs and concerns of individuals and you will need ways of feeding this information back to the total community. Once you have investigated solutions, community reaction to and community selection of alternatives must occur.

A community organization which does not attempt to facilitate participation and a two-way communication system between itself and the rest of the community is not representing the neighbourhood's interests but rather its own.

This approach can be dangerous to successful community planning. It will often result in dissention and disputes within the community, not a healthy climate for community planning to take place. Although getting information out to the community and pulling information in from the community is a time and energy consuming job, it should be done at least at key points in the planning process.

There are numerous methods for enabling this information flow, many of which were discussed under the topic of recruiting membership. Listening stations, coffee parties, theatre events, neighbourhood displays, community tours, video-tape and block captains can be useful tools not only for obtaining initial interest in your planning activities, but also as vehicles for on-going information exchange. For example, block captains can assume whatever role you mutually decide is beneficial, ranging from responsibility for distribution of newsletters to holding regular block meetings for updating of current activities and concerns. Riverdale community found the latter system extremely valuable in the development of their plan.

There are other techniques which can prove effective as communication links. We have chosen to provide some information on three methods found to be successful in Edmonton:

i) WORKSHOPS

ii) Tabloids

iii) Community Self-Surveys

A. WORKSHOP

A technique which can provide significant input from the residents of the neighbourhood is the use of community workshops. In 1978 the Community of Oliver Group (COG) decided to run workshops in four different quadrants in the area to ensure input from a maximum number of people throughout the neighbourhood. It proved an excellent first-hand way for the community organization to understand the various concerns of the residents.

What is a Workshop?

A workshop is a short-term (one morning, one day, weekend) meeting of individuals who are prepared to work (think, discuss, decide) toward the solution of a problem or accomplishment of a certain task. In a workshop session, the task to be accomplished by the participants is outlined very clearly by the chairperson. Participants then break into small, manageable discussion groups (8 to 10 maximum) under the guidance of a group leader. The group leader is not there to become directly involved in the discussion but rather to ensure all members have an opportunity to contribute towards accomplishing the task at hand.

Two important factors characterize a workshop. Firstly, participants must be prepared to work. That means they can't sit around and let others do the thinking, discussing and deciding. Each workshop participant is expected to do exactly what the word "participant" implies: participate. The input of every person is crucial.

One way of ensuring success in this area is by providing ample explanatory material to each participant before the workshop. Depending on the workshop theme, this written material (often referred to as an "information package") could include anything from historical background to statistics. A well thought-out and well-documented information package distributed a week or two before the workshop can save precious time by preparing participants for the task and allowing more time for actual discussion.

You might consider trying a more innovative way of distributing preparatory information other than written material. A Calgary community group utilized a local cable television station. Cable stations in most areas openly encourage this type of program. Your material could be presented by one or more group members supported by maps, slides, films and graphic presentations. Other community groups have found it useful to finish off the presentation with an open-line discussion and answer time slot for clarification and viewer comments. This can also help to develop more personal contact. The program could be publicized by flyer, community newsletter and other media sources.

Secondly, a workshop is centered around a specific problem or task to be accomplished. Therefore, as an organizer of a workshop you must make sure you have clearly defined the problem or tasks. For example, in Oliver, the purpose of the workshops was to find out the concerns and needs of the residents for the preparation of a total community plan. At each workshop, the
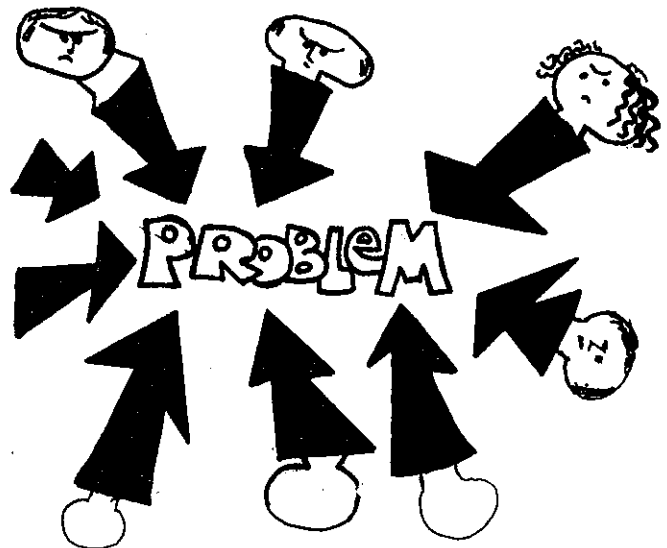
participants were assigned the following tasks.

- identify their concerns
- priorize their concerns
- propose recommendations to deal with the concerns.

Make sure, as well, that you allot enough time for small working groups to be able to discuss and deal with the task at hand. Depending on the subject, it is recommended that at least 45 minutes or more be provided for group working sessions to allow everyone a chance to have a say.

Organizing a workshop is much the same as organizing a meeting. Again, it is handy to use a checklist of things you will need for the workshop. The aids you will need, such as pencils, paper, flipcharts, blackboards, projectors, screen, tape recorder, will depend on the mechanisms you will be using within the workshop. Remember that a variety of formats including a panel, guest speaker, or a slide presentation, could be used at different times throughout the session to present new information and redirect group tasks.

If you wish assistance in planning and organizing a workshop, consult with local resource people such as the Edmonton Social Planning Council, other communities, or your Edmonton Social Services Community Worker.

Helpful written materials to consult if you are planning a workshop include:

- "Improving the Results of Workshops, Leonard Nadler
    PART I   Planning Workshops
    PART II   Conducting Workshops
    PART III Linkage, Evaluation and
              Follow-up
- "Workshop Planning Guide", Tony Macelli
- "Workshops, Planning, Conducting, Evaluating", Larry Nolan Davis and Earl McCallon.

These publications are available through the Preventive Social Services Branch, Alberta Social Services and Community Health.

B. TABLOID

As the planning process progresses, it becomes increasingly important that information flows out to the community in such a manner as to ensure the presented message:

- reaches all residents
- is both accurate and understandable
- is both suitable and interesting.

This is why neighbourhoods that are carrying out a planning process often will make full use of a tabloid form of newspaper to present ideas and information to the community. For example, the Strathcona Historical Society have sent out to residents special tabloid newspapers filled with pictures and extensive information on the Old Strathcona area. These are not only interesting and helpful, but considered keepsakes by many people who received them.

The Community of Oliver Group also prepared a tabloid presenting information and thought-provoking ideas for Oliver residents prior to their workshop.

Advantages of a Tabloid Newspaper

The advantages of a tabloid newspaper to relay information to the community are numerous:

- The tabloid allows for an interesting format which can include pictures and cartoons to illustrate your message.
- The tabloid can include a questionnaire or notice of a community planning workshop which will encourage response from the recipient.
- Distributing information through a tabloid newspaper ensures (if mailed) that every household in the neighbourhood will receive the information.
- A tabloid newspaper is not likely to be mistaken as an advertising flyer and therefore will probably be read.
- Written material such as the tabloid provides the opportunity for residents to absorb and understand at their own pace the information being presented to them.

C. COMMUNITY SELF-SURVEY

"Fact-finding is not something that only highly trained specialists can do. It is frequently done with confidence and a fair degree of skill by the citizens of the community. When the citizens, themselves, do all the work, it is called a self-study.
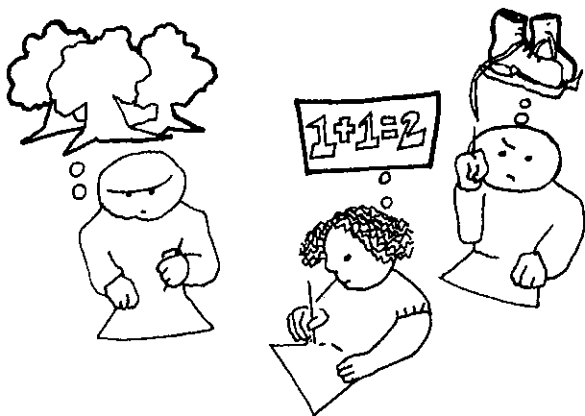
The kind of self-study that goes directly to the people to find out what they think, feel and do, we shall refer to as a self-survey. The self-survey relies on the ability of local people to size up problems, decide on the information needed, develop meaningful questions and then go to the people for the answers."

Larson, Vernon W., Key to Community: The Self-Survey in Saskatchewan Communities

Whether a community organization is involved with a single issue or whether it is involved in comprehensive planning for the neighbourhood, it is important to know and be able to articulate community concerns. As described earlier, there are many ways of gathering concerns of residents within your neighbourhood. However, your group may decide a more formal, systematic investigation about people's attitudes towards the community is necessary. In this case you should turn to some form of community self-survey.

There are any number of issues that are potential subjects of a community survey. Feelings about neighbourhood preservation, zoning and land use, recreational space and facilities, health, education and social services are a few.

If the purpose of your group is to engage in comprehensive community planning, then you may want the survey to cover a number of issues affecting your community. In any case, to achieve wide community participation in the survey, and to be able to use the results in planning for the community, you must be clear on the purposes and objectives of the survey. The community group must be well organized to conduct a successful survey.

To avoid confusion and to encourage response, it is advisable to make certain community residents understand from the outset that the survey is being sponsored by their community organization.

1) Preparing a Questionnaire

The purpose and design of the survey questionnaire should be decided upon at a meeting which has been widely publicized and to which representatives of various interest groups in the community have been invited. After choosing the issues to be covered in the survey, you may want to divide tasks among sub-committees. For example, one sub-committee could be responsible for designing the questionnaire, one for publicity, one for distribution and collection, and one for analyzing the data and preparing and presenting a report.
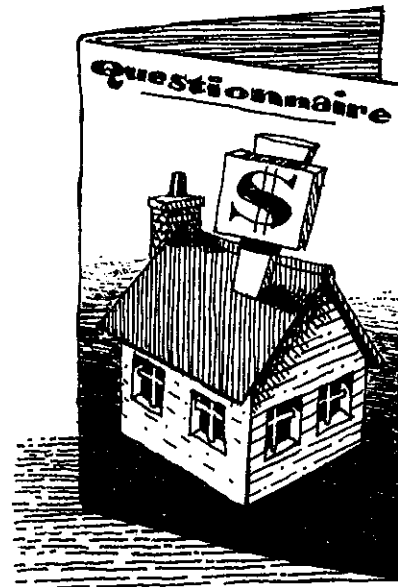
Hints for Preparing Questions

Questions should:
1) Be simple, clearly stated, and easy to answer;
2) Contain only one major idea;
3) Be as short as possible and still communicate the idea;
4) Not be stated in such a way that a particular answer is implied by the question.

Ordering Questions
1) The first few items should be easy to answer, attention getting, and non-controversial;
2) Questions pertaining to the same subject matter should be grouped together to avoid jumping from one train of thought to another;
3) Questions involving more thought and/or asking for more personal information should be located in the middle or toward the end of a questionnaire;
4) Questions which use the same form or style of questioning (such as those requiring "yes", "no", or "don't know" answers should be grouped together as much as possible.

Baumel, Hobbs, Powers
The Community Survey - Its Use in Development and Action Programs

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Included in the Appendix are portions of the Groat Estate Residents

Association and Garneau Community Planning Committee questionnaires.
They provide examples of both the form and content of questions that can be asked in a community self-survey.

2) Pre-Testing the Questionnaire

In addition, the questionnaire should be pre-tested. People involved in the survey who were not engaged in the design of the questionnaire could fill it out and then offer comments and criticisms. After revision, the questionnaire should be in a form suitable for distribution. It is also important to select a sample--what groups and how many people do you want to answer the questionnaire? As Baumel, et al state, "the number of households to be included in the sample depends on the number of households in the area, the desired precision of the results, and the objectives of the study". You must also consider such practical factors as the number of people who have volunteered to distribute the survey and your time limit.

3) Publicity

To achieve maximum cooperation and response, it is important to publicize the survey prior to distribution of the questionnaires. People must be made to feel that their input is important and the information is going to be used by the whole community for their mutual benefit. The community could be informed of the coming survey through special meetings, a community newsletter, letters sent to each household, or via block captains.

4) Conducting the Survey

There are any number of ways of distributing and collecting a questionnaire including mailing, including a pre-addressed, stamped envelope for response, printing in your newsletter, handing them out at the local food market or shopping centre. It is important to be aware that more people respond when the questionnaire is delivered personally.

```
        Guidelines for Questionnaire
                 Distribution

Explain the reason for the
survey and identify the origin-
ating groups and organizations
to the respondent.
Stress the anonymity of the
respondent. Assure the house-
holder that his/her answers can
in no way be traced to him/her
specifically.
It is desirable to agree on a
time when the completed ques-
tionnaire will be picked up, but
it is even better to complete
it, if possible, then and there.
There should be a minimum of one
day and a maximum of three days
between the time a questionnaire
is left with a family and the
time it will be picked up.
Even after explanation, a few
people will probably refuse to
fill out a questionnaire. In
this event, make an attempt to
insure that the individual fully
understands the intent and
purposes of the survey as well
as the assurance of his anony-
mity as a respondent. If he
still refuses, thank the person
for his/her time and leave.
Pressure and arguing could do
more harm than good in this
situation.
Explain carefully to each res-
pondent how to complete the
questionnaire. The interviewer
may go through a few questions
to insure that the method of
response is understood. How-
ever, be careful not to express
your own opinions about any of
the questions.

Baumel, Hobbs, Powers
The Community Survey - Its Use in
Development and Action Programs
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5) Tabulation, Summary and Interpretation of Results

After collecting the questionnaires, the next steps are tabulating, summarizing and interpreting the data. If you have received outside assistance on earlier stages of the survey, for example from the Department of Sociology at the University or the Research Assistants Program at Grant MacEwan College, they may help you in tabulating and interpreting the results. When the Groat Estate Residents' Association did a survey, they had the results computerized at the University and their planner drafted a report based on the survey.

In any case, a brief report should be written which states why the survey was done and how successful it was. It should include a summary of the results of the survey and an interpretation of the findings.

6) Presentation and Distribution of Results

Remember that you do a survey not just to collect information but as a guide to action. The report should be widely distributed and presented at a community meeting. After being presented, the report can be discussed or debated. Then there should be a discussion of strategy. Initial dialogue may focus on what the community may need to meet the concerns identified by the survey. In other words, the survey of community concerns can be a bridge between arousing people's initial interest and setting the stage for comprehensive planning.

Again, the benefits of a community survey are many faceted. Not only are you going to have information available about how people in your community think, but those who distribute the survey can begin to develop a rapport with other members of their community and initiate a dialogue about what is happening and what should happen. People are much more likely to get involved as a result of a personal contact and feeling of purpose. Those who participated in distributing the survey may develop a deeper understanding of who lives within the neighbourhood and what perspective their neighbours have about their environment. The community looks a little different from each individual's front window.

In summation then, the whole process of communication is a two-way system. You require input from the community in order to discover the variety and commonality of needs. You then feed this information back to the residents so they can being priorizing needs and determining the goals, objectives and strategies they wish to develop to meet those needs. After identifying alternative strategies for achieving its goals, the community can make decisions on the course of action it wishes to follow.

Hopefully this chapter has shown you some methods which can facilitate the communication process. Remember that you can use a number of these methods simultaneously if you are interested in achieving the maximum results.

IV. FINDING DIRECTION: Defining Purpose, Goals and Objectives

Essentially, planning consists of stating needs, looking at solutions and taking action. Creative planning differs from simple reaction in that community action is no longer haphazard or brought about in response to outside factors. In choosing to enter a planning process the community is moving away from outside-directed action and response. It is beginning to respond to the needs and concerns felt and articulated by people in the community itself.

In the reaction process it is some force outside the community which is identifying needs and determining the solutions. The community's role is merely to react to ideas and proposals of the outside force. You lobby for or against someone else's plans.

In the planning process the community takes a look at itself and comes up with needs, concerns and solutions. The community then approaches outside forces, where necessary, with its plans and proposals for action. You lobby for support of your plans.

The Community Reaction Process

City Proposes a Freeway
⇑
Community Reacts
⇓
Foundation Proposes a Park

The Community Planning Process

Community Identifies Needs → Community Determines Solution → Community Takes Action →

While these diagrams present an over simplified version of the two processes, they do represent the essential differences in how the community will operate. In reality, most communities who choose to become involved in planning as opposed to reacting will likely not be able to avoid the latter entirely. In other sections, ideas are shared in how to bring people together and to collect information about their needs and concerns. This section provides assistance in transforming those expressed needs and concerns into guided direction for action.

An example may provide clarification. Several people express the need for more parkland. This provides little direction for specific action. Further discussion and clarification among community residents indicates that, while the neighbourhood has several large open fields for active sports, no appropriate space exists for just sitting, reading or enjoying nature. The community has identified the specific need and can now investigate ways to meet that need.

There is no one correct way to articulate needs or to seek solutions. The following is one process groups have found helpful. You can adopt it or adapt it or reject it. In this process, you take the raw information collected about people's concerns and needs and define the following in sequential order so you can develop your plan of action:

- Purpose
- Goals
- Objectives
- Strategies or Action Plans

A. PURPOSE

Purpose is a broad general statement which reflects a defined need. For example, if your need is to have a safe, healthy environment for your children, <u>a statement of purpose</u> would then be <u>to provide a safe environment for our children</u>. The statement reflects your need.

B. GOALS

Goals are narrower in scope than the purpose and appropriately derived from the purpose. Goals are established as targets for fulfilling purpose and must be attainable and reasonable. Referring again to the previous example, one of the <u>goals</u> (as there would probably be several) towards providing a safe environment might be <u>to develop a block parent program</u>.

C. OBJECTIVES

Objectives are steps to achieving goals. They must be both measurable (that is did it happen as planned) and possible to achieve. Objectives should be carried out in the order of priority to achieve your goal. If your goal is to develop a block parent program, your objectives might be the following:

1. To meet with police and members of the community by January 30.
2. To develop a volunteer training program by February 28.
3. To recruit volunteers for block parents by February 28.
4. To train volunteers by March 30.
5. To inform and educate children about block parent program by March 30.

As you can see from the example, a date should be set for completion of each objective based on the proposed deadline for your goal, people available to help and a reasonable time allowed for completion of each task.

D. STRATEGIES OR ACTION PLANS

Strategies are the specific details of how you are going to carry out your objectives. They will deal with the following kinds of questions:

- Who will do it?
- How will it be done?
- What will it cost and where will the funds come from?
- What materials and supplies are needed?
- Who will make sure it happens?

Again, using the sample objective "to recruit volunteers for block parents by February 28" you may come up with an action plan resembling the examples at the end of this section.

The developing of purpose, goals, objectives and eventual implementation of your strategies or action plan is not a one-shot task. As you successfully implement some of your ideas and achieve some goals you may find it necessary to remake your outline plan to ensure you stay on track. If you have succeeded in achieving one of your goals or objectives, it may no longer be necessary to direct energy towards that end.

The needs and concerns of the community members change over time and should be constantly monitored to see if your action plans are still directed toward the wishes of the community. Along the way, you may even discover that some of your goals or objectives are in conflict, necessitating a reassessment.

You may reach the conclusion that your original purpose is totally off base or not broad enough to encompass the overall aims of the group. Outside forces continue to affect the state of your community. A sudden development boom in your area may create new concerns for residents which must be examined.

The following example might clarify potential problems which require you to reassess the group's direction. You discover that your goal to have active games parks in the area conflicts with your goal to preserve the existing single family houses in the area. The situation may be that there is no existing parcel of empty land large enough for "active" parks. You are then forced to either demolish housing to accommodate a park of that size or else be without an "active games" park in order to preserve the housing. Because of this implication the community may end up re-evaluating and re-establishing the goals, objectives or strategies. For example, passive parks may be developed on small parcels of land if preserving houses becomes the community's most important priority. If parkland is the priority, the community may then look into the purchasing of a deteriorated block of housing in order to develop the park.

Needless to say, many alternatives and their implications would have to be considered before your community made these re-adjustments. This example serves to illustrate to you that in planning is a continuous cycle of:

- developing purpose, goals, objectives, strategies
- implementing those strategies
- assessing the implications, and
- re-adjusting the purpose, goals, objectives and strategies.

How carefully you define your purpose, goals or objectives depends on the circumstances of each case. You will likely put more time into defining the "raison d'etre" of your community group than you will into individual short term projects. What is important to keep in mind is that you will further your cause more effectively if your daily activities are tied to your long term goal. One way of guaranteeing that happens is to examine why you are doing what you are doing before you do it. In other words, by defining the purpose, goals and objectives of your group and its activities you are helping the community to find direction.

STRATEGIES AND ACTION PLANS

What	Who	Cost	Materials	Responsible
To collect names of all families in area.	Recruiting Committee		Voters List	Chairperson of Recruiting Committee
To send out preliminary letters to all families.	Recruiting Committee	$10 postage (community group funds)	paper, typewriter, copying facilities	Chairperson of Recruiting Committee
To phone each family to ask for volunteers	Recruiting Committee		telephones	Chairperson of Recruiting Committee
To record names and phone numbers of all willing volunteers.	Recruiting Committee		forms	Chairperson of Recruiting Committee
To provide list of volunteers to Training Committee by February 28.	Recruiting Committee		paper	Chairperson of Recruiting Committee

THE TOTAL ACTION DEFINING PROCESS

Purpose	Goals	Objectives	Strategies
(Overall statement responds to need)	(Achievable Targets)	(Steps to Achieve Goal. Must be measurable and possible to achieve.)	(Action Plan. Specifics on how to implement objectives.)
1. To make our community a more interesting place in which to live.	One goal may be: to provide a mixture of housing accommodations which can cater to different lifestyles & incomes.	One example of an objective may be to: provide low income housing for senior citizens, families & singles by 1979.	One example of strategy may be that the Community Group apply to CMHC to set up a non-profit housing co-op.
2. To improve the aesthetic and environmental quality of the neighborhood.	One goal may be: to provide more passive parks in the neighborhood.	Examples of objectives may be: 1) to develop pocket parks in available spaces in the area by 1979. 2) to clean up garbage throughout the neighborhood by October 15.	Related to objective 1 some strategies may be: 1) for Parks Committee to investigate sites for parks. 2) for Community Group to buy or lease land for parks. 3) for Parks Committee to recruit volunteers for work brigade to landscape park and plant trees.

V. ROLES

"Does this imply that every planner would have to be a paragon of compassion, objectivity and firmness? It does. It also means that it is impossible for planning to be completely trouble free. There just are not enough saints to go around."

Harry Lash paraphrasing
Jim Wilson,
Planning In A Human Way

"At present, challenging public decisions could be viewed as a form of Kaftian baseball. Citizen groups are always the visiting team in their own home town."

Linda Christiansen-Ruffman
Barry Stuart
"Actors and Processes in Citizen Participatory Strategies: Negative Aspects of Reliance on Professionals"

Once you understand the basic principles of the community planning process--a continuous identification of needs and concerns, definition of direction and taking action--then understanding the proper roles for various parties becomes increasingly clear. By watching the experiences of Edmonton communities who have begun to move from a totally reactive role to one of creative planning, a number of conflict situations have been known to arise between the following:

- the community and the planning group
- the community and the professional planner
- the community and other communities.

Potential conflict situations can be avoided or minimized if you work out a clear definition and distinction of roles for each party and continuously monitor and evaluate their effectiveness. The following suggestions may help you to keep on track and hopefully avoid unnecessary hostilities.

A. YOUR COMMUNITY AND THE COMMUNITY PLANNING GROUP

The most important point to keep in mind here is the reason for the existence of a core planning group--to help initiate and facilitate the planning process for the entire community. Make sure your
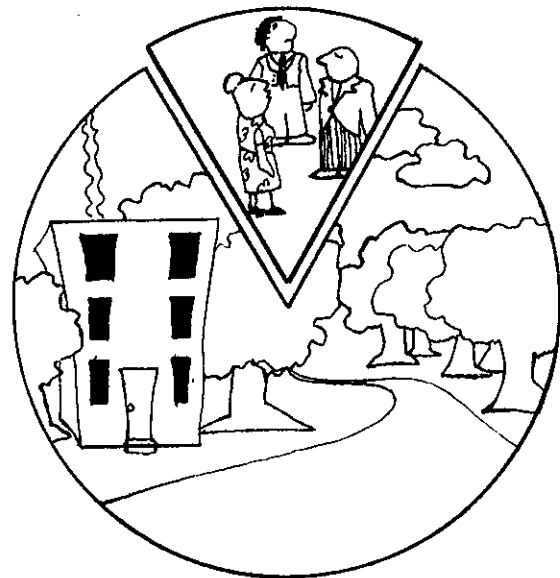
The Community Planning Group

community group does not fall into the role of making all the decisions on behalf of the entire community. Your planning and coordinating group should maintain constant contact with other community members if only because their support will eventually be necessary to implement the planning goals and objectives. Logically, it follows that people are more likely to involve themselves in action if they helped to determine the reason for the action. They will then have a vested interest.

Where your planning group assumes the role of planning for the community, you then force the remainder of people in the community back into the reactive role. A small core group of people from within the neighbourhood has no more right or potential for success in identifying community concerns than an outside-appointed planner or planning group. Assumptions of a self-proclaimed planning role by one small group can result in any of the following:

-   loss of credibility for the community and planning group
-   dissention within the community
-   formation of opposing groups within the community
-   failure to implement the plan because of lack of support.

Concerns and needs representative of everyone in the area can only be properly articulated by the total community. Any other method is both unrepresentative and unsubstantiated. Should you find it necessary to obtain outside support for implementation of an action plan, you will hold far greater credibility if you can show how your entire community decided on this action. The community will also be there behind you lending their support.

Remember, the role of your community planning group, be it a board, committee or ad hoc collection of concerned people, is not to plan. Its role is to do the leg-work for carrying out the process, to assist the community to reach a consensus on what they want, and to help make it happen.

B.   YOUR COMMUNITY AND THE PROFESSIONAL PLANNER

"Planners are different things to different people: visionaries, magicians, omniscient experts; villains, stupid bureaucrats, lackeys of the capitalistic system. In reality we are people, human beings, and as such sometimes act like visionaries, sometimes like stupid bureaucrats."

Harry Lash
Planning In A Human Way

You may be assisted in the formation of your plans by the appointment of a city planner or the selection of your own. In both situations, it is important at the onset to clarify the responsibilities and authorities of both the planner and your community. It is your choice if you decide to allow someone else to determine your needs and to come up with the solutions; but don't be fooled into believing you are engaged in a community planning process. If you want to be involved in the decision-making, then the following suggestions may help you to utilize the professional planner and adapt that person to your process.
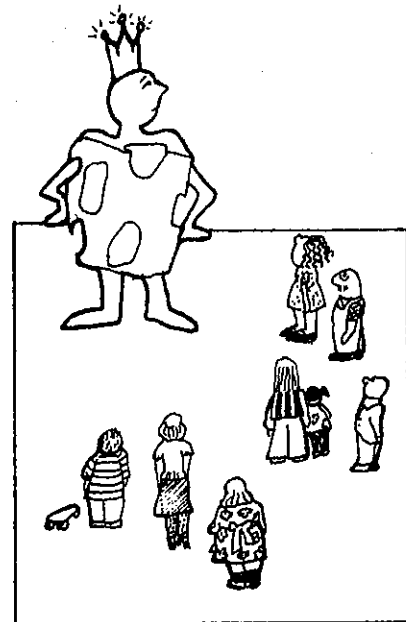
The Professional Planner

In community planning, the role of the professional planner is that of a technical advisor and, if properly skilled, as a group facilitator. The planner's role is not to develop a plan for you but to help your assigned planner, because his/her experience and expertise can be useful in any of the following capacities:

- assisting you in facilitating a process to find out what the rest of the community wants or needs
- assisting you in obtaining and analyzing information and data about the community
- advising you on various planning alternatives
- advising you on the implications of various alternatives
- advising you of the implication of your community's goals on the city's overall goals and vice versa.

In essence, the planner's role is to provide assistance and advice. The community makes the ultimate decisions. Remember, if you assume a role of reacting to your planner's concept of the community's needs and your planner's analysis of the appropriate courses of actions, you are not planner, the planner is.

Keeping this in mind, remember that it is good practice to keep channels of communication open to the professional planner if you have one. Ideally, the planner should have an office based in the community where any and all can drop in and seek advice and information. However, if this is not possible, make sure you keep your planner advised of what is happening on a regular basis. The following suggestions could prove beneficial:

- Define roles from the very start and continually reassess and evaluate their effectiveness
- Set up weekly briefing and information-exchange meetings
- Record minutes of community meetings and send copies to the planner

- Invite him/her to special community meetings or socials
- Request him/her to send you documentation of other meetings they have attending concerning your community.

It is to your advantage to establish good rapport and communication with the professional planner. He/she can be an asset to your planning process if used properly.

C. YOUR COMMUNITY AND OTHER COMMUNITIES

"Modern life is confused by the growing imbalance between the works of man and the works of nature. Yesterday a neighbour was someone who lived next door; today technology has obliterated old boundaries and our lives overlap and impinge in myriad ways. Thousands of men who affect the way we live will always remain strangers. An aircraft overhead or an act of air or water pollution miles away can impair an environment that thousands must share. If we are to formulate an appropriate land conscience, we must redefine the meaning of 'neighbour' and find new bonds of loyalty to the land."

Stewart L. Udall
The Quiet Crisis

Because what you do in your own area is bound to have a direct or indirect effect on other areas, particularly those in close proximity, there is always the possibility of conflict. When you reach the stage of implementing some of your solutions, you will want as much support as you can muster. It makes sense, then, to consider the impact of your plans and proposals on other communities and to work towards an action plan that will be mutually beneficial. This is an idyllic situation but nonetheless worth working toward.

Don't let outside forces destroy your plans by the tactic of "divide and conquer". This technique is too often in

Communities in Conflict

evidence. Take, for example, the issue of the closing of Keillor Road. Rather than considering the total transportation problems and potential solutions for a large area, the city chose to call public hearings on this one road. Communities began squabbling among each other on the pros and cons of the closing. Were those same communities instead to join forces and exchange ideas, each community could draw from the others for support and come up with a plan beneficial to all those affected.

Where you plan alternative traffic routes, don't be so naive as to think the neighbouring area will sit back quietly and allow the traffic to be re-routed down its streets. Make a point of getting together at frequent intervals during your planning process to check out possible points of conflict. Try to avoid any situation that necessitates winners and losers.

Once you become aware of and begin to take responsibility for the way your community interacts with all the participants in your planning process, you will be well on the way to achieving your long-term goals.

VI. THE PROCESS OF PLANNING

"The plan is the sum of what you have decided to do, at any given point in time."

Gerard Farry quoted by Harry Lash in Planning in A Human Way

Essentially what Gerard Farry is telling us is that you can never arrive at a concise, narrow definition of planning. Neither can you at any given point in time stop and proclaim "now we are finished; here is our community plan". Planning is a process. It is not an end product.

You need only look at your own community and total city to understand this concept of planning. As an example take the Community of Oliver which has been attempting, through a recently formed community based planning group, to find a way to preserve the older character of the area. Just when the group thinks it has considered all the potential destructive impacts and come up with alternative strategies, an external agent, City Council, re-opens a transportation scheme which could tear the community plan apart.

If the community group viewed their plan as static and inflexible, they would likely come to the conclusion they had failed. The group may even pack it in. But, where the plan is seen as whatever solution seems most appropriate given the circumstances, then the community simply re-assesses the situation and develops a new strategy. Thus, the reason for the first part of the book; maintain an ongoing active community planning group. There is no predetermined date of completing of "the plan"

and disbanding of the group. The group must be maintained in order to constantly reassess the situation.

THE PROCESS

There are some who also believe no two communities can or will plan in the same way. There is no defined, step-by-step process to follow. While we agree that the planning experience of every community will be unique, we suggest there are a number of components which are essential to achieve the most beneficial results for members of the community and which every community will eventually deal with.

Once into your own planning process, you are likely to become aware of two major centres of activity:

-   encouraging and enabling community involvement
-   identifying problems, collecting information and implementing solutions.

The first activity is necessary for the maintenance of your planning group. The second is task or action oriented. You will likely want to maintain a balance between performing tasks and keeping people involved. If you hope to implement any of your plans both must remain priorities.

Maintenance of the Community Planning Group

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          ┌──────────────────┐
          │  Formation of a  │
      ┌──▶│  Community Group │──┐
      │   └──────────────────┘  ▼
┌──────────────┐          ┌─────────────────────────┐
│ Communication│          │ Community Definition of │
│ of Concerns, │          │ Purpose, Goals,         │
│ Needs and    │          │ Objectives and          │
│ Ideas        │          │ Strategies              │
└──────────────┘          └─────────────────────────┘
      ▲   ┌──────────────────┐  │
      └──│ Development of an │◀─┘
         │ Organization and  │
         │ Structure         │
         └──────────────────┘
```

Task Oriented Action

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          ┌──────────────────┐
      ┌──▶│ Identification of│──┐
      │   │ Problems         │  ▼
┌──────────────┐          ┌─────────────────┐
│ Evaluation of│          │ Collection of   │
│ Results      │          │ Information     │
└──────────────┘          └─────────────────┘
      ▲                        │
┌──────────────┐          ┌─────────────────────┐
│ Action and   │◀─────────│ Selection of        │
│ Implementation│          │ Solutions and       │
└──────────────┘          │ Strategies          │
                          └─────────────────────┘
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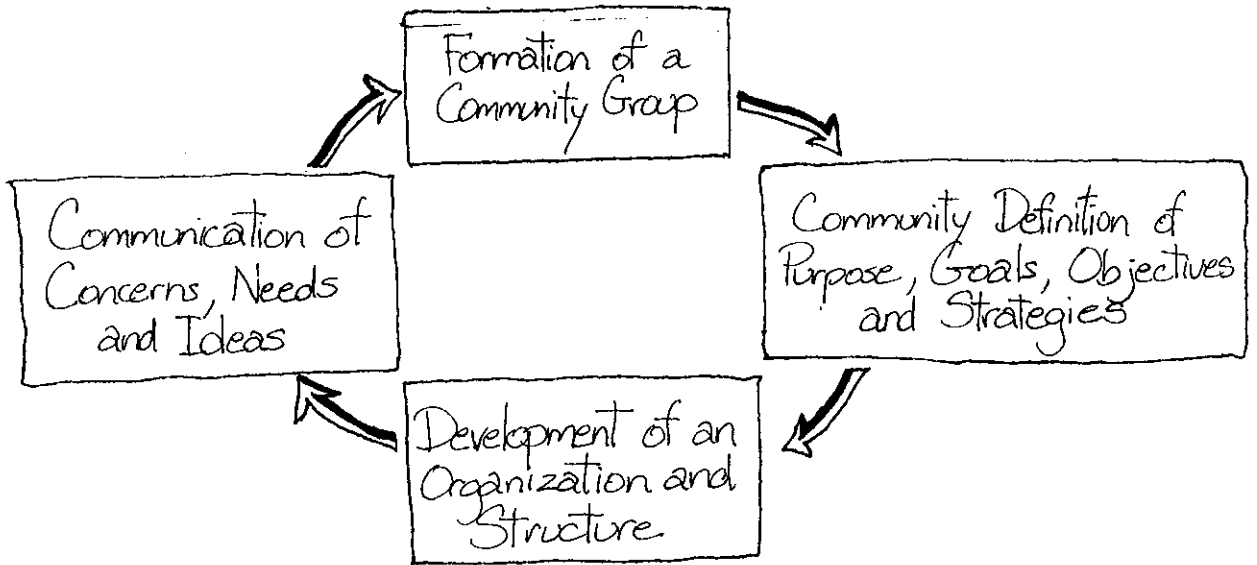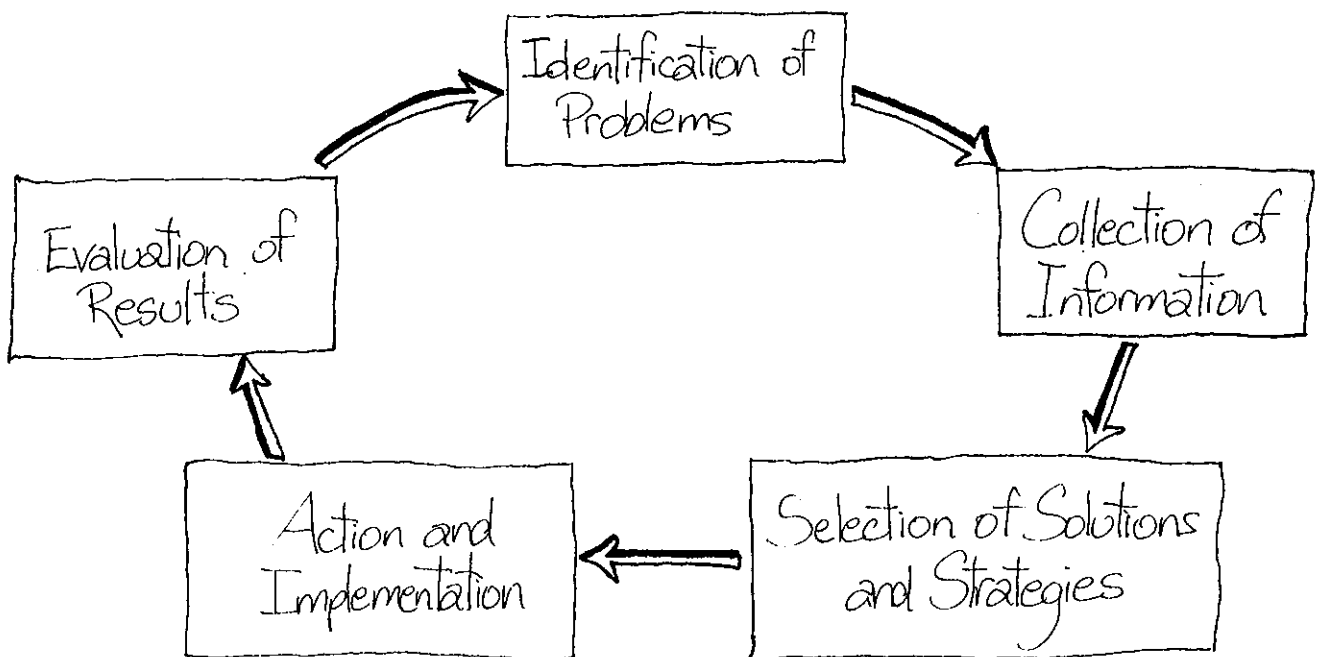
Within these two priorities are a series of activities, including the following:

- Formation of a community planning group.
- Definition of the group's purpose, goals and objectives (raison d'être).
- Development of organization and structure.
- Development of a community communication network.
- Gathering of information about the community, its people, their concerns, and alternative solutions.
- Selection of alternatives and development of strategies.
- Implementation of strategies or taking action.
- Evaluation.

Planning activities are both interconnected and ongoing. Information about the community must be constantly updated. Strategies must be continually reassessed on the basis of new information collected and the outcome of action taken. The structure of the group must change to enable new tasks to be carried out. The community must be kept informed so that it can be called upon to support action plans. The community must be continuously consulted while selecting alternatives to be sure the support exists to implement them.

This perception of community planning as being cyclical and continuous in nature is supported and documented in a number of worthwhile publications, some of which are mentioned in the bibliography. All are worthwhile references for a better understanding of the nature of planning.

While there are no hard and fast steps it can help to keep certain principles in mind if you are aiming for a worthwhile, productive community planning process. These principles or guidelines are set forth in the preceding and forthcoming chapters of the book. Briefly, you will be most effective if your alternatives are drawn from well researched, objective information and your action plans are based on the direction provided by the total community. You will increase your chances of implementing planning ideas if your core planning group has maintained open channels of communication with the community they are supposed to be working for.
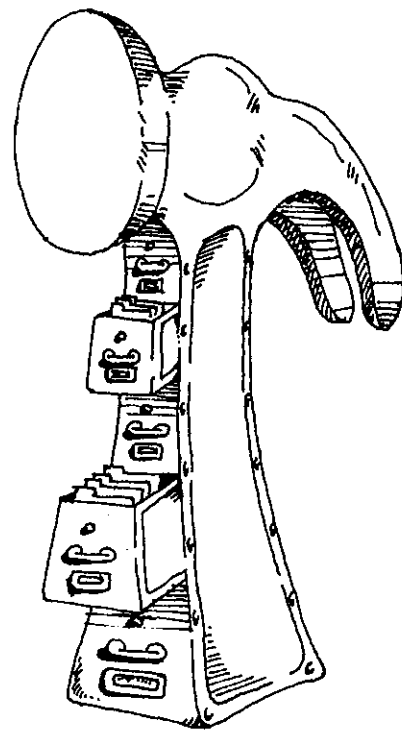
Part Two: INFORMATION
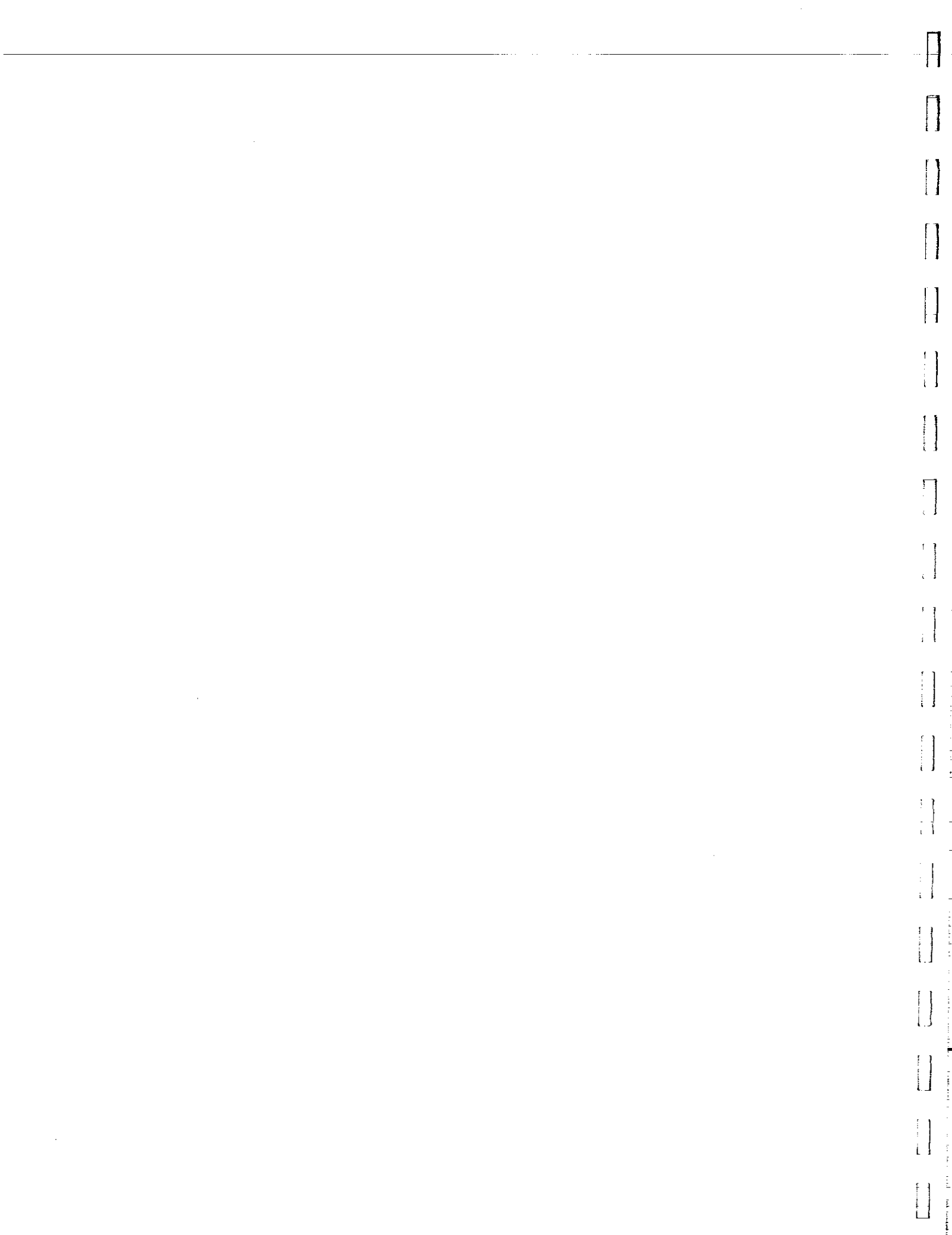
I. WHY GATHER INFORMATION?

You know your neighborhood. You live there--have for years. You know your neighbors, where to get good service on your car, who the available babysitters are, whose dogs make regular trips to your lawn. So why spend time and energy gathering information about your area?

First, you may discover something new. While you may have known that a good number of pensioners live in your neighbourhood, collection of more specific information may tell you that these long-term residents are facing financial difficulty and may soon be forced to sell their property.

Second, you will be in a stronger position to convince the "powers that be" that you know what you are talking about. When you appear before City Council to seek support for a community-sponsored low-rise senior citizens' residence, you will be able to use facts and figures to reinforce your statement of the need.

Third, you will have on hand information needed to assess plans and proposals that others, including government and private developers, are designing for your community. On the basis of information collected about your area you will be better able to determine whether these proposals will be beneficial or whether they will create more problems.

Fourth, a good plan cannot be based solely on ungrounded philosophical statements of need or desire. For example, your community expresses the desire for better playground facilities. Before making a major investment or expending considerable effort requesting government funds, you decide to prepare a study of the community and discover that only a small percentage of the population is small children. You also discover that play facilities are almost non-existent.

With concrete facts you can begin to seek long-term solutions, such as finding ways to attract more young families to increase the benefit/cost ratio of improved facilities. You may choose to locate and design parks enjoyable for the elderly as well as young children.

The choice of solution is yours. What is important is that your decision has a solid foundation. Gathering information is the point of departure for any creative planning endeavour. Information tells you what you have to work with, what your people and physical resources may be, and what you want to work towards.
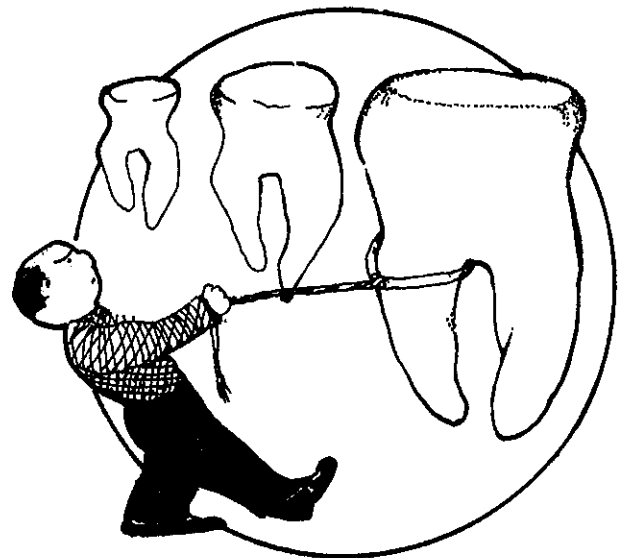
II. TYPES OF INFORMATION YOU NEED

Before you start running around collecting facts and figures, a good idea is to sit down together and assess:

- what information do you require to help achieve your goals?

- how detailed does this information have to be?

- how much money, time and other resources are available for the collection of this information?

If you have already gone through the process of identifying the community's concerns, you will be in a fairly good position to decide what information to collect.

If you have decided that housing is a critical problem, you will focus your attention on housing information supplemented by information on related considerations such as land (what land is available under the current zoning, what are the land values) and population (what is the average family or household size, what are average family incomes). On the other hand, after considering the multitude of concerns facing your community, you may decide that you need a comprehensive community plan, and that will necessitate the collection of a great deal of information about a vast range of topics. But there is no point in deciding to undertake extensive research unless you have the people who are willing to dedicate the time, the financial resources to support that research, and a planning schedule which allows for it to happen.

A. THE MATRIX

"The Matrix" is an outline of the types of information that you should consider gathering for various types of studies. The chart is not intended to be a "hard and fast" list of what you have to do, but rather it is a suggestion of what you might need. In a sense, then, it is merely a checklist to be used when you are planning your research program. The distinction between "general" and "detailed" information is also only suggestive, and is based on what some planners have found to be useful or necessary. Thus, if you are interested in doing a traffic/transportation study for your neighbourhood, you should consider gathering in detail the kinds of information designated by black circles down the fourth column. The open circles indicate types of information that you should be aware of, at least in an informal way.
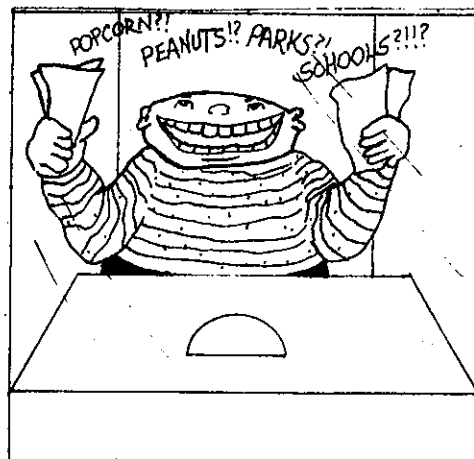
The matrix also illustrates how a comprehensive "community plan" differs from the traditional neighbourhood land use plan. For the traditional land use plan, planners primarily consider physical aspects such as land, housing and other buildings, open space and parks, traffic and utilities. A "community plan", as we think of it, includes not only these physical features, but also such "social" features as public services, community spirit and identity, cooperative venture possibilities, economic development, and so on.

If your neighbourhood or community decides at the outset that you want to go beyond the usual physical planning considerations, you will need to collect information about many matters. But don't be disheartened if the task appears too enormous to handle. Many of the categories overlap, and you will also be acquiring "social environment" data. As you collect land use data, you will also likely be obtaining housing data.

B. HISTORY

While planning for your neighbourhood is largely a task of examining the present situation and what the future will or should hold for you, having an understanding of your area's HISTORY is also important. Knowing what has gone on in the past will give you a sense of the changing role of your neighbourhood within the city. At one time, it may have been a town separate from the city, and many of your old-timers may still recall the annexation proceedings. Or your neighbourhood may have been the head of a major railway line, which would explain why there are now abandoned warehouses along a strip between your area and a newer one. By knowing the history of your neighbourhood, you will be able to identify buildings or even trees which perhaps should be preserved as historic sites. You will also be able to secure support for renovation and preservation proposals if you can remind others of the functions the neighborhood has served in the past.

If you are fortunate, you may find that someone has already recorded the history of your area. This is where a librarian will be a great help--to hunt up written accounts, perhaps as chapters of other histories. If you find that nothing has been done in written form, you may later want to see if there is anyone in your group or perhaps a local historian or historical society who would like to take this on as a project.

C. ECONOMIC BASE

In a large city, it is usually difficult to specify the economic base of a neighbourhood, except to say that it is more or less dependent upon a nearby university or industrial park. But you will find it useful to have a general understanding of the economic welfare of the city at large, since this will influence the future of your neighbourhood, both in terms of local employment/unemployment and in terms of pressures of growth on your area.

You should try to acquire information about present and future economic growth of the city at large. Where your neighbourhood is especially reliant on a particular industry, you should keep informed about the future prospects for that industry. You may be interested in investigating what general effect proposed changes in the total city's economy could have on your immediate area. Rapid economic growth means rapid population growth. Both mean higher land prices, increased housing and commercial density pressures, and very often expansion of transportation routes.

TYPE OF INFORMATION	Community Planning	Land Use Planning	Housing Study	Parks & Recreation	Traffic/ Transport.	Social Services
GENERAL BACKGROUND						
History	0	0	0	0	0	0
Economic Base	0	0	0	0	0	0
Plans	●	●	0	0	0	0
Graphics	●	●	●	0	0	0
PEOPLE/POPULATION						
Historical Growth	0	0	0	0	0	0
Age-Sex Profile	●	●	●	●	●	●
Family/Household/Marital	●	●	●	●	●	●
Employment/Income	●	●	●	●	●	●
Education	●	0	0	0	0	●
Ethnicity/Mobility	●	0	●	0	0	●
Projections	●	●	●	●	●	●
LAND						
Land Use/Density	●	●	●	●	●	0
Ownership/Values	●	●	●	0	0	0
Zoning/Rezoning	●	●	●	0	0	0
HOUSING						
Types	●	●	●	0	0	0
Occupancy/Density	●	●	●	0	0	●
Condition/Style/History	●	●	●	-	-	0
Programs/Costs	●	●	●	-	-	0
RECREATION/PARKS						
Open Space/Parks	●	●	●	●	0	0
Programs/Facilities	●	0	0	●	●	●
Use/Demand/Need	●	0	0	●	0	●
TRAFFIC/TRANSPORTATION						
Traffic Volume/Origins	●	●	0	0	●	-
Roadways/Bikeways	●	●	0	0	●	-
Public Transit	●	0	0	0	●	0
Parking/Vehicles	●	●	●	0	●	-
PUBLIC UTILITIES						
Water Supply/Distribution	●	0	●	0	●	-
Sewerage	●	0	●	0	●	-
Street Lighting	0	0	0	●	●	0
Solid Waste Disposal	0	0	0	-	●	-
Communications	0	0	0	-	0	-
PUBLIC SERVICES						
Schools/Day Care	●	0	0	●	0	●
Health Care	●	0	0	0	-	●
Social Services	●	0	0	0	-	●
Commercial/Retail	●	0	0	-	0	●
Fire/Police Protection	●	0	●	0	0	0
ENVIRONMENT						
Physical (aesthetics, odors)	●	0	●	●	●	0
Social (crime, community spirit)	●	0	●	●	0	●

0 = general, broad

● = detailed

III. HOW DO YOU START TO COLLECT INFORMATION?

It may be a good idea to carry out a preliminary investigation as to what information already exists about your community and adjacent areas. In this initial overview, you should seek two kinds of information:

- general background information

- sources of existing specific information.

General background information could include anything from historical studies of your area to existing plans and general trends. With this type of information, you are familiarizing yourselves with what general factors are significant or peculiar to your area, and what plans and proposals others may have up their sleeves for you. This general overview will also assist you in choosing what direction more intensive research must take. For example, should you discover a plan for a major freeway through your area, you will probably decide to do a little work on alternative routes.

The second aspect of the initial step is to find out as many sources of specific information about your community as possible. Using the same example, if you discover someone or a group has already done a thorough analysis of transportation alternatives, it may save you a lot of needless research.
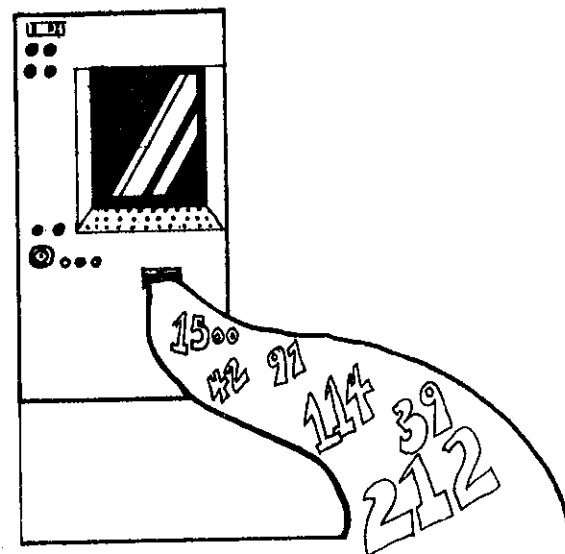
A. INFORMATION SOURCES

The City Planning Department usually has a full collection of all reports and studies carried out by their staff over recent years. Frequently, there will be a research or administrative assistant who can help you find what information is available in the Department's library. It is wise to look not only for reports about your neighborhood itself, but also for area studies which may include information relevant to your neighbourhood. For example, while there may not exist a report on traffic patterns in your neighbourhood, there may be studies of traffic in the southeast of the City which would include your neighbourhood.

It is usually worth spending an afternoon browsing through the various reports of the Planning Department simply to find out what's available. If your community does not have its own Planning Department, you may have to contact the Regional Planning Commission responsible for your area, or even the Provincial Planning Branch. A telephone call to their librarian before a visit might save time.

The Provincial Planning Branch of the Department of Municipal Affairs may be able to advise you of any existing or proposed special planning areas, or other provincially controlled projects which affect your area. Other departments which may be relevant to contact will depend on the circumtances but should not be ignored. For example, provincial or federal departments or agencies could be important to contact if your community contains or borders on a government institution such as a correctional institute, hospital or office complex.

The Public Library is another good source of information. The Centennial Library has a special section called the Government Information Division which receives copies of all reports prepared by various levels of government. This Division also maintains files of City Council minutes, news clippings, pamphlets and brochures. The librarians will normally be quite helpful if you provide them with an idea of what you are looking for. They may not have all the reports right there, but they can give you leads you can follow.

Universities or Colleges also frequently have information of a research nature done by students or faculty. Sometimes, such reports can be found in the library, if a collection of theses and dissertations is maintained. Make contact with relevant teaching departments: Planning, Geography, Economics, Sociology, Urban Studies, Environmental Design, Architecture. By starting with these, you may get leads to others with interests in urban development. Members of these departments could also

provide guidance on how to collect information and where to look to save time.

You may also consider a brief look through the documents, old newspapers and periodicals at the Provincial Museum and Archives or contact with any local historical societies.

You should consider interviewing or surveying other community groups and consultants to see what kind of information and experiences they have stored away. Residents of your own community may have lots of information on hand or in their memories. In fact, the best historians may be the oldtimers still living in the neighbourhood. Get a group of your "seniors" together for coffee, ask them to bring their old scrapbooks and photo albums, record their recollections and stories, and you will have a good beginning to an historical account of your neighbourhood.

IV. PLANNING TOOLS

There are a number of materials available which can not only simplify but also make more enjoyable your planning process. Included are plans, laws, policy statements, maps, photographs and graphics.

A. PLANS

Plans and planning reports for your area should be obtained early in your information gathering. You will want, at least, to have available the Preliminary Regional Plan for your area, the city General Plan, your neighborhood plan (if ever done) and possibly plans for adjacent areas. These are basics to proper planning.

The Preliminary Regional Plan generally sets out the type of allowable development for the city and surrounding area. The General Plan provides the general framework for total city development and includes a map delineating where certain types of development may occur such as residential or industrial. Neighbourhood and area plans provide more specific guidelines for the type of allowable development within the boundaries of your community.

In addition, you should have on hand, or have ready access to, city transportation plans, parks and recreation plans and other citywide plans. With the exception of the Preliminary Regional Plan, all of these documents can be purchased from the City Planning Department, or other Departments. The Preliminary Regional Plan can be purchased from the Edmonton Regional Planning Commission. All of these documents are available for study in the Centennial Library, Government Information Division, or the libraries of the Legal Resource Centre, Communitas, or the Edmonton Social Planning Council.

Also, if your neighbourhood is adjacent to an existing or proposed major institution or land use--such as a college, hospital complex, major park or athletic facility--you should try to get long range planning information about it. If published information is not available, you should arrange to meet with the institution's director or planning officer to find out what plans have been considered. Try to get this in writing or obtain copies of plans. If you meet with difficulties, contact your alderman or M.L.A.

These plans and documents are not so complicated as they appear on the surface. For interpretation, call in a community consultant (Edmonton Social Planning Council, Legal Resource Centre).

B. LAWS--STATUTES, BY-LAWS, REGULATIONS, RESOLUTIONS

The development and redevelopment of your community is controlled by numerous rules and regulations set forth in statutes, by-laws, resolutions, regulations and policies established by the Federal, Provincial and Municipal governments. For the most part, you will be concerned with what is prescribed in the provincial Planning Act and the local by-laws and resolutions prepared in compliance with that Act.

It is not necessary to understand all of the intricacies of planning law in order to plan. It may, however, be

advantageous to become acquainted with the sources of law, the bodies who are responsible for interpreting and administering the law, and what your rights are as a community. You can use the law for any number of purposes including redesignation of the use of a piece of property, formal recognition of your total community plan or classification of a building as an historic site.

Sources of Planning Law

There are some sources of law which you will find yourself referring to frequently, particularly the land use by-law and map (zones). Others may be referred to less often. Below is a chart showing titles of the most frequently used planning laws, a brief description and place of purchase.

Depending on your particular interests and needs, you might also consider the Expropriation Act, Building Code, City Policy on Citizen Participation, Development Scheme By-Law, Sub-Division and Control Regulations, Municipal Government Act, Airport Vicinity Protection Regulations, Noise By-Law, Heritage Preservation Act and so forth.

Before you rush out and buy all of this material, it may be a good idea to discuss your particular needs with someone experienced with planning law. You could contact any of the following for guidance:

- Edmonton Social Planning Council
- Communitas, Inc.
- Legal Resource Centre
- A knowledgeable community member
- City Planning Department

Planning Laws

PLANNING ACT	Sets the stage for land use planning and development for Alberta.	Queen's Printer
PRELIMINARY REGIONAL PLAN	Dictates location and general type of development allowed in Edmonton and region (residential, commercial, industrial, etc.).	Edmonton Regional Planning Commission
GENERAL PLAN	Sets guidelines for all planning and development in Edmonton.	Maps and Publications, Planning Department, City Hall.
LAND-USE BY-LAW (ZONING BY-LAW, DEVELOPMENT CONTROL BY-LAW)	Divides city into zones or classifications which prescribe specific uses of land and and buildings (open space, parking, density, etc.).	Maps and Publications, Planning Department, City Hall

If you want to avoid spending any money on these legal materials, they are available to study or borrow from the above sources as well as to a limited extent from the following:

- Government Information Division (G.I.D.) of the Centennial Library
- Law Library, Law Courts
- Law Library, University of Alberta
- Legislative Library

From time to time, the Edmonton Social Planning Council, Legal Resource Centre and Faculty of Law hold seminars on planning law and may do so on request, so give them a call. A booklet and slide presentation entitled "Planning Law in Edmonton" (updated for new act) prepared by the Legal Resource Centre and the Edmonton Social Planning Council provides a simple explanation of planning laws and the bodies who administer them and is available on loan.

Communities which have made a request have also been able to receive on a regular basis the listing of all applications for development permits and re-zoning of property. For further information, contact the Research Branch of the City Planning Department.

C. MAPS

Fairly early in the information-collecting process, base maps will be required. Maps are tools useful for recording and summarizing data describing the community. Various data can be used and presented more effectively if it has been recorded on base maps. A wide variety of maps are usually available from city government agencies:

- Topographic maps which show the "lay of the land"
- Property maps showing legal boundaries and road rights-of-way
- Utility or transportation engineering maps showing easements, rights-of-way and more detailed information such as watermain size
- Land use maps

- Zoning maps can all be useful to you for planning

In addition there may exist a number of maps describing "social" information:

- Census tract boundaries with population figures, population densities, school attendance boundaries, incidence of criminal activity, etc.

Maps showing certain types of social information may not be generally available, although basic statistics may be. In such a case, you may have to map the social data yourselves. Such a process helps to integrate the social and physical aspects of the neighbourhood in the minds of group members.

Base maps become essential if all information collected for the study area is to be integrated. The type of base maps required will depend upon the project and the size of the area being studied. The best way to decide on appropriate base maps is to visit the Map Section, Planning Department and look at what maps are available (see Appendix). For most studies, you will likely need three types of base maps:

- one showing the entire city
- one showing the study area in relation to the areas around it, and
- one showing the study area in detail.

The city-wide map will be useful towards reaching an understanding of how your area relates to and compares with other areas in the city. For example, it will enable you to visualize how a proposed city-wide transportation plan will effect your area. The map of surrounding areas can be used to show how your community proposals and proposals for surrounding areas will cooperate or conflict. The map of your community should include a small section of the bordering areas as well.

To determine which base map is required for your study area, you will have to answer the following questions:
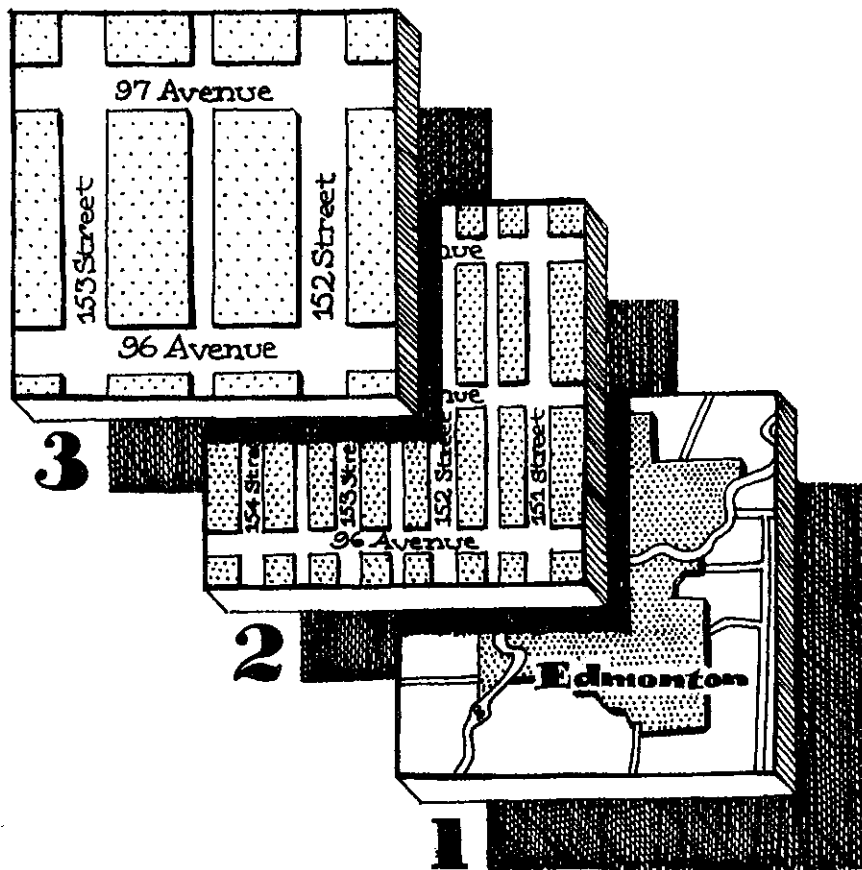
Area: What is the agreed upon boundary of the study area?

Content: What kinds of information will be collected in the study?

Suitability: Can most of that information be mapped onto the map being considered as a base?

Clarity: Is the map uncluttered enough to allow clear mapping of information? For example, a map showing building outlines, property lines, rights-of-way and topography might be too cluttered if you wish to show census tract boundaries and population figures on it.

Scale: Is the scale large enough that mapped information can be read clearly? The scale of one inch to 200 feet (1":200')* is often a good

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* A scale shown simply as 1:200 is different from 1":200'. 1:200 means a ratio of 1 to 200 (1 inch to 200 inches, 1 foot to 200 feet or 1 centimeter to 200 centimeters).

working size for land use mapping. If a map available from the city is at a scale unsuitable for use by the neighbourhood group, private copying businesses may be able to enlarge or reduce the size. If such work is done, be sure the scale indicated on the final map is correct. Also, remember that reduction or enlargement of maps causes some distortion in the map. The company providing reduction/ enlargement services can advise you in this regard.

Size: Is the map the proper size? Page-sized maps are good for reports. Table-sized maps are useful for most hand mapping tasks. Larger maps may be required for group presentations.

Copies: Are copies of the map readily available? Obtaining copies of the map from a private company can be expensive.

Obtaining a good base map is a first step in the neighbourhood study.

Generally, the Map Section of the Planning Department will be able to assist the group in the proper selection. The Appendix provides more details for Edmonton groups seeking maps, whether base maps or information maps.

You may also consider drawing your own maps for certain purposes. This is not a difficult process and might on occasion be a useful exercise to help the group become acquainted with their area. It will also lessen the expense and preserve the purchased maps. It also helps to get your group thinking innovatively to get away from the existing guidelines.

The group should also consider making several copies of the basic base map and keep each alteration separate so as to avoid confusion. For example, transportation routes, existing and proposed, could be done on separate maps or on one using contrasting colors.

Maps can be useful for just about anything--plotting land ownership, open space, income distribution, block captains.

D.   PHOTOGRAPHS

Aerial photographs are often used by city agencies, such as planning departments, for land use and general transportation planning maps. If aerial photographs have been taken at various times in the past, they can show land use, transportation and environmental changes over time. Such information may be useful evidence regarding how some aspect (housing, parkland, transportation) of the neighbourhood has changed or could be changed. In Edmonton, aerial photographs are available from the City Engineering and Transportation Departments as well as Provincial Department of Transportation.

A time series of ground photographs can show how the character or qualitative aspects of an area have changed. Photographs of the past may be available from oldtimers in the neighbourhood or from the city or provincial archives. Recent photos could be taken by a member of your group.
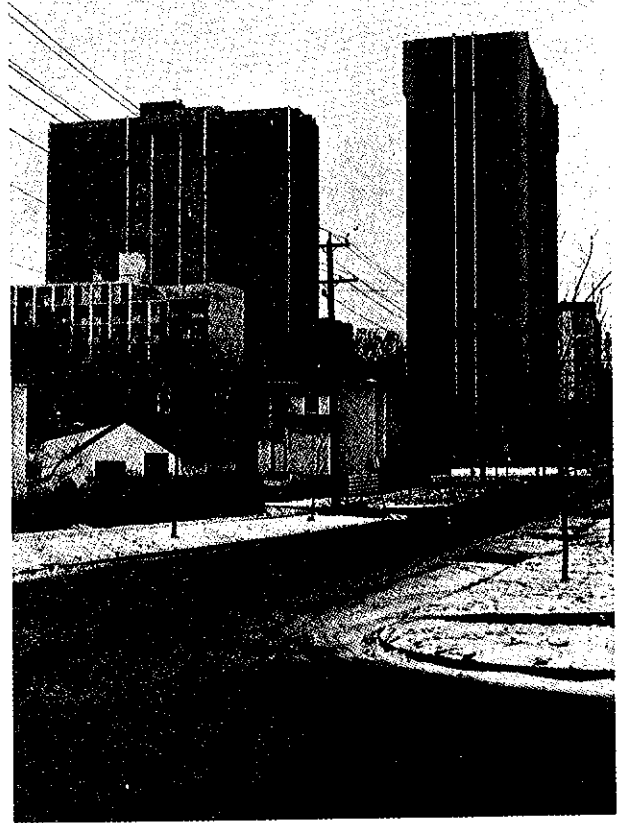
Photographs can be very effectively used at presentations. For example, an aerial photograph (at a scale large enough for people to identify the roofs of their own homes) of the neighbourhood with proposed transportation routes or high density development marked on it can make residents more aware of how proposed developments may affect them. Photographs of well planned neighbourhoods or good neighbourhood rehabilitation projects may stimulate your planning group or the city to solve problems in the neighbourhood. When discussing an innovative proposal, photos of similar projects existing elsewhere could assist you in reaching a positive or negative decision.

Earlier on we mentioned the use of movies and videotape as tools for examining your community and bringing people together.

If you decide to undertake a fairly major photography project, it is probably
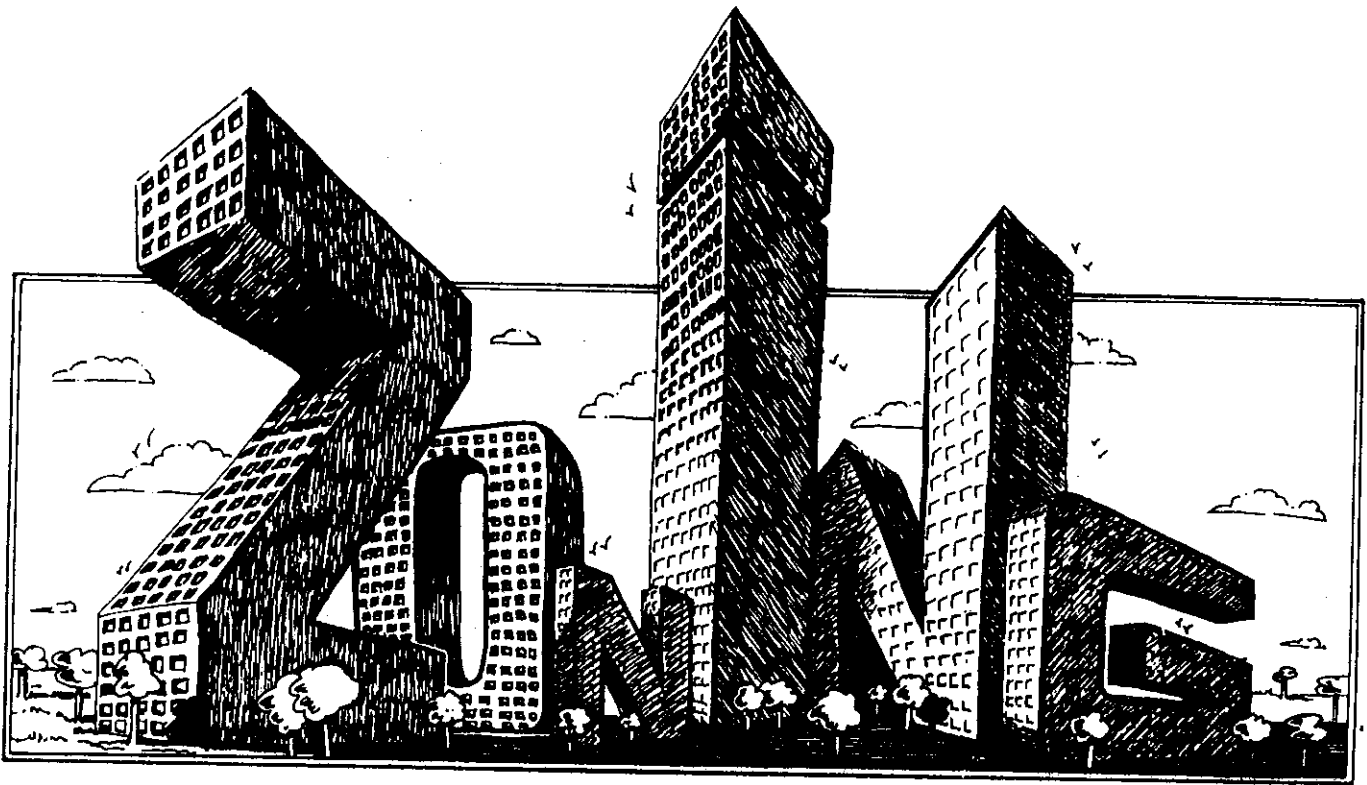
...a picture is worth a thousand words

advisable to locate someone in your group or larger community who has access to a dark room. Otherwise the expense could be burdensome. Some agencies such as Communitas make developing facilities available for a small fee. All types of cameras are available on loan from the University of Alberta Extension Department and Communitas, including movie cameras and videotape equipment.

E. GRAPHICS

Here's a chance for all those closet artists to put their talents to work. Drawings and sketches are important throughout your planning process for everything from rough plans and information circulars to graphic interpretations of other members' ideas. What better way to brainstorm than to have someone transforming your ideas into pictorial form on paper or maps? To get a good idea of how effective the use of art can be, view the film entitled "Chairs are for Lovers", available from the National Film Board.

If you have no resident artist, or you require a more polished product or perhaps assistance in designing a report, poster or handout, you could consider contacting the Department of Graphic Arts, University of Alberta. Often students will undertake community projects for their practicum. You may also consider hiring an unemployed artist on a project basis through Canada Works or Secretary of State.

V. POPULATION

Population information is one type of background research that is useful for nearly every kind of planning task. Data about the age and sex of people in the area can be used for purposes of comparing your neighbourhood with others, for projecting future growth and change in your neighbourhood, and for planning of services and facilities in the area. By knowing the number of senior citizens, pre-schoolers, school aged children, teenagers and young singles, you can help assess the need or demand for such services as senior citizen programs, day care or after-school care, youth programs, housing need and so on. For example, information about the households and families is essential for planning housing since a high proportion of large families would indicate the need for single family dwellings while the presence of a large number of singles, or couples--old or young--could signal the desire for smaller units such as apartments or townhouses.

Knowledge of the community's population before you plan and develop allows you to create an environment to fit the needs of its inhabitants rather than making people fit the environment. It also saves the time and energy of dealing with the side effects of environments which did not consider the people in them.

A.   SOURCES

Population or demographic information comes from a variety of sources, some of which are the following:

1)   Canada Census

The basic and most frequently used source of population data is the Canada Census carried out every five years by the Federal Government. At the beginning of every decade, e.g. 1971, a very detailed census is conducted to gather information about numbers, ages, sex, marital and family status and employment of all Canadians; in addition, information about education, ethnic and language background and housing is collected. At the middle of the decade, e.g., 1976, another census is conducted but its scope is not as broad.

Use of federal census data will be discussed in more detail further on, but it should be mentioned that one problem with using federal census data for planning is the time delay between the census and the publishing of data: the 1976 census was carried out in June of 1976 but the results did not begin to come out in detailed form until July of 1977.

2)   Municipal Census

The City Election Office carries out an annual census primarily for purposes of establishing voter lists, taxation information and municipal grant information. In comparison with the federal census, the Edmonton Civic Census provides minimal information. From it you can determine the total number of persons in your area, the number of males and females under the age of 18 and the number over 18, and the total population in five year age categories. The civic census can be used to update

information from the federal census. Enumeration areas for the two censi do not necessarily correspond, but the larger census tracts do.

3) Other Sources

Other government departments frequently gather and make available population information of a specific nature. The Alberta Bureau of Statistics (ABS) collects information on matters including employment, wages and business, which can be used for comparison with your own neighbourhood. The Alberta Health Care Commission, Edmonton Telephones, Edmonton Parks and Recreation, and the Edmonton Planning Department also have information that can be useful to your planning endeavours.

Local universities and colleges frequently carry out research on population which can be useful to you. For example, in Edmonton, the Population Research Laboratory at the University of Alberta not only has a complete collection of federal and civic census information,

but also conducts special studies and surveys related to population. Of particular interest and potential use is the Pop Lab's recent beginning of an Edmonton Area Study in which they hope to collect and provide information on "quality of life" in the Edmonton area.

The Lab has indicated its interest in providing assistance to neighbourhood or other groups who want to gather population information, carry out surveys, and so on. When computer time and/or programmer time are required to carry out a project, the Lab might have to pass these costs on to the user group. The Population Lab is a good place to start when you are beginning your population analysis.

4) Self-Census

You may find that you will have to do your own neighbourhood census. Circumstances under which this would occur could include the following:
- when you find that the Census Tract (CT) and Enumeration Area (EA) boundaries do not correspond

with those of your neighbourhood as you have defined it, and when use of these CT's and EA's would be misleading

- when the census data available is old or otherwise invalid, as for example if during the five years since the last census your neighbourhood has experienced a great deal of conversions from single family dwellings to apartments. Such a census will probably best be carried out as part of another survey, for example, about neighbourhood concerns or about housing. It is important that when you are preparing your survey questionnaire, you not only ask the right questions but also in the right way. The staff at the Population Lab can advise you on preparing and administering your population survey.

B. OBTAINING AND USING CANADA CENSUS DATA

Since the Canada Census will probably be your chief source of population data, you should be aware of some of the problems and shortcuts in using it. The following are suggested as steps you might take:

- Make an appointment to meet someone who can provide the data to you and can advise you on its use. As suggested above, the Population Research Laboratory at the University of Alberta has a very complete collection of federal census data, including not only the publications, but also the computer tapes. The latter are necessary for special analyses, particularly at the neighbourhood level. The Alberta Bureau of Statistics also has a complete collection of publications and tapes, and the City Planning Department has a collection of the publications.
- Determine by examining a map of census districts, tracts and areas what enumeration areas and census tracts are in your area. Enumera-

tion Areas (EA's) are the smallest areas on which census data are collected and made available; an EA usually consists of several city blocks, although sometimes a high density project may be a single EA. Census Tracts (CT's) are larger areas combining about ten EA's.

The census information reported in printed form is based on CT's. If you are lucky and find that your neighbourhood boundaries and those of a CT are the same, you will be able to get the census information directly from the publications. If you are not in luck and find that your neighbourhood is covered by parts of several CT's, you will have to calculate your data from the smaller EA's which may be available only on computer tape. The Population Lab has analyzed the 1971 Census on the basis of Community League boundaries and therefore has EA level information in printed form.

- Determine, in discussion with someone familiar with this type of information such as staff at the Population Lab, which population tables and printouts would be most useful for your study. For example, if a major concern is housing, you may want to get several of the housing tables; if a concern is economic development, you might want all of the analyses of income, type of work and education levels.

- Be aware of one problem with the Federal Census: it is called "random rounding". In an attempt to provide anonymity and protection to individuals, all data has been rounded to 5 or 10. This is especially critical at the EA level. For example, the data may indicate that in EA 372 there are 5 people with university degrees; this could have been arrived at if there were really 5 such people or any number between 1 and 9. Presumably, the "randomness" of the rounding procedure eliminates problems of over-counting or under-counting when EA's are combined. However, when you deal with census data at the EA level, you can expect some "strange" things to occur. Because the effects of random rounding are not so severe at the Census Tract level (the numbers from the EA's are not rounded until after they have been combined), it is advisable to use CT data whenever possible.

C. HISTORICAL CHANGE

Study of the population changes over the years in your neighbourhood is frequently interesting, but not essential for planning. Because data from past years of Federal and Civic Census are not easily available at the neighbourhood level, trying to get the information may not be worth the effort. However, if your "historians" find some population figures for past years, you may want to refer to them, perhaps in comparison with city growth figures.

At the minimum, you should try to find out what your neighbourhood's population was when it was first established, and what it was at the time of the last two or three census counts in 1971, 1966 and 1961. This information will at least inform you as to whether your community has grown or depleted in numbers of people. Numbers of people alone may not be the only significant variation over time. You might be interested in checking to see which age groups have increased or decreased, or changes in ethnic makeup. This information is very important for planning of facilities and services.

D. AGE-SEX PROFILE

You should definitely get as accurate as possible a count of your area's people, in total and broken down into sex and age groups. With such numbers in hand, you can indicate trends and projections for the future, and you can assess demand and need for services and facilities.

You may find it useful to put your population information into either a table, chart or population pyramid. This makes it easier to see the information at a glance.

How to Prepare An Age-Sex Population Table and Population Pyramid

To prepare an age-sex table and a population pyramid, the following steps are suggested:
- If using Canada Census data, identify the Census Tracts or Enumeration Areas in your neighbourhood.
- Select the age groups into which you will sort your population. To prepare a population pyramid, it is best to use 5 year age groups (0-4, 5-9, etc.). For other purposes you may want to use other groups, such as 0-4, 5, 6-12, 12-15, 15-18, which will illustrate school population age groups.
- Add up the number of people in each age and sex group and record these totals on a sheet as in Table XX. This table will be your basic reference tool. You can use it to assess the potential number of children needing day care, or number of teenagers who could become involved in a drop-in centre, or number of senior citizens.

Age-Sex Profile

Legend:
- CITY
- COMMUNITY

Axis labels: MALE, FEMALE, age, number

Age groups: 1-4, 5-9, 10-14, 15-19, 20-24, 25-29, 30-35, 35-39, 40-44, 45-49, 50-54, 55-59, 60-64, 65-69, 70+

Number scale: 900 800 700 600 500 400 300 200 100 — 100 200 300 400 500 600 700 800 900
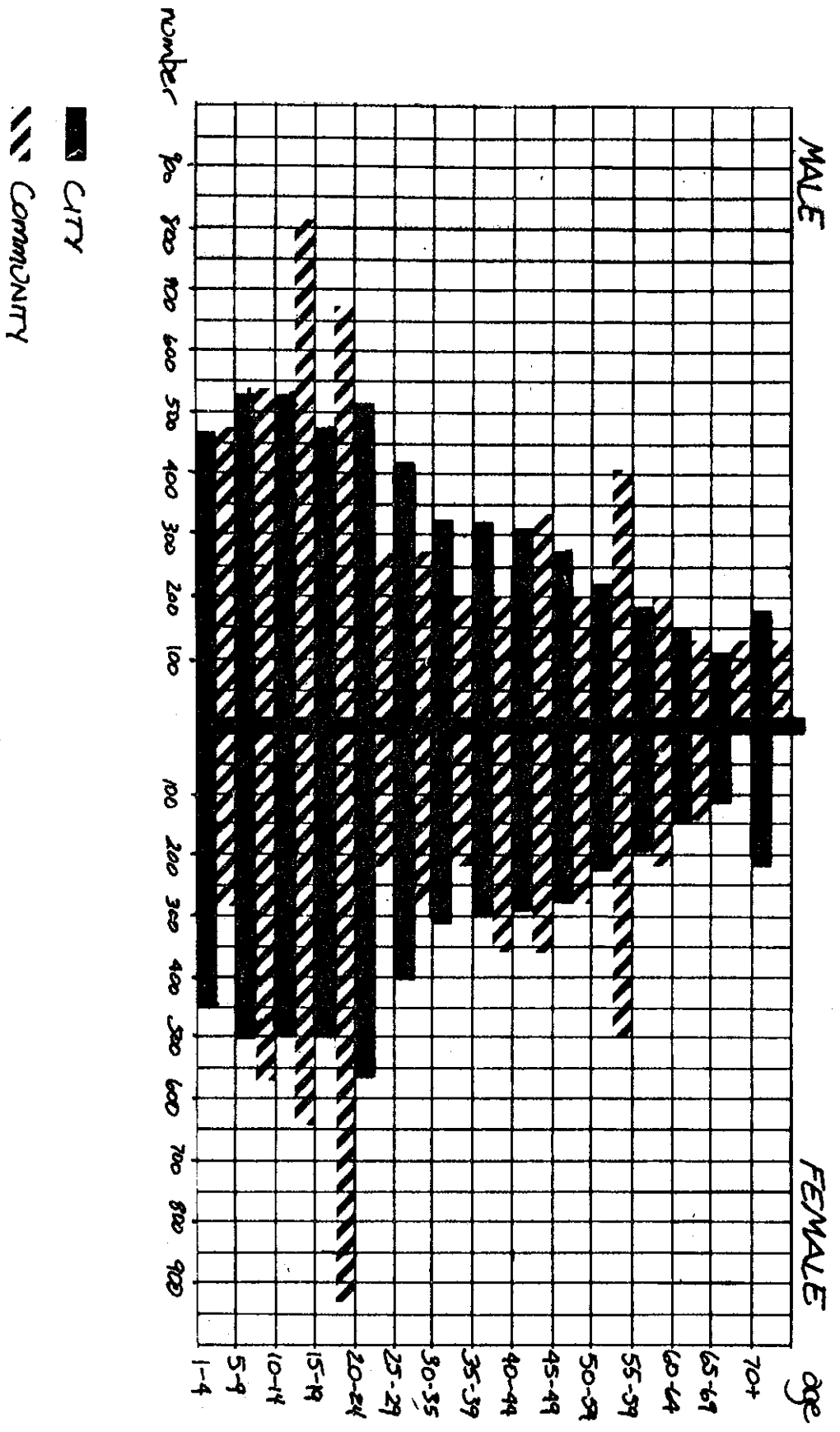
- If you want to illustrate the number (not percentage) of people in each age group, you can prepare a population pyramid based on these numbers. The pyramid is simply two bar graphs on their side, one representing males in different age groups, and the other females.
- If however, you want to prepare your pyramid for comparison with other neighbourhoods or the city, you will have to convert the number in each box in the table into percentages of the total (add up total number of people and divide each box figure by this total). The calculations go quickly with an electronic calculator. Be sure to check your figures by totalling them -they should not total more than 101% or less than 99%.
- Plot these percentages on a chart (graph paper makes the task easier) showing males on one side and females on the other.

If the data is available you can do several of these percentage pyramids for comparison with other populations, or for different years for your neighbourhood. The latter can show how your area has been changing.

Your work is not done when you have completed the pyramid. You have yet to analyse what it means. It is probably wise to show and discuss your table and pyramid with other people, who will give you some ideas on what they "see" in it. This kind of discussion with your planning committee, or your full community group can be quite productive, both in terms of understanding your data and in making your community aware of its composition. The population pyramids are simply tools to help you visualize causes and effects in your community and are usually much easier to interpret than lists of facts and figures in lists on charts.

E. FAMILY/HOUSEHOLD/MARITAL STATUS

The main source of data regarding families and households in your neighbourhood will be the Canada Census. Alternatives will be your own survey, the Henderson Directory, the Edmonton Telephone Numerical Street-Address Directory and possibly the Civic Census. For the most part, you will want to obtain numbers and percentages for your neighbourhood and for the city at large, the latter for comparison purposes. In addition you may want to get numbers and percentages for different years (for example, 1966, 1971, 1976) in order to show changes or trends over a time period.

1) Marital Status

From the Census, you can find the numbers and percentages of people who are single, married, divorced or widowed. Comparisons over time can show trends, such as more "singles" as apartment blocks are built to replace single family dwellings. This information can be useful for planning of social, recreational and housing needs.

2) Family Make-Up

Under this category, you will be looking at the type and size of families in your neighbourhood. If you have a substantial number of families with children, your planning of educational, social, recreational, open space and housing needs will have to take these families into account. On the other hand, if you discover that you have numerous families with no children, your planning may take a different direction. Furthermore, you will want to determine whether this latter group, often called "empty nesters", are made up primarily of young couples who have delayed having children or of older couples whose children have grown and left home. Not only do these two subgroups usually have differing desires and needs

for services and community facilities, but they also can influence trends for the future--with the younger couples moving to neighbourhoods where they can afford a single family dwelling (if no option for them is provided in their present neighbourhood).

F. HOUSEHOLD MAKEUP

"Households" differ from "families" in that they indicate the number of persons living under the same roof, whether or not they are related. In particular, you should watch for "non-family households" which indicate unrelated individuals living together (e.g., young singles rooming together), individuals living alone, or people taking in boarders. Often, such non-family households arise due to economic considerations - two roommates can share the high cost of rent or a retired couple can supplement their meagre income by renting a basement suite. But as often as not, such households indicate that people prefer living with someone else rather than living alone.

If you find that your neighbourhood has a high percentage (compared to the city) of non-family households, you may want to study the matter further to determine how many find their current situation satisfactory or would prefer a change. Indeed, it may be to everyone's benefit if non-family households were increased through provision of suites within single family dwellings or co-op housing ventures, thus providing alternatives for accommodation in face of high costs. This would also enable a subtle increase in density without the necessary costs and interference of reconstruction of high density structures. If your study indicates a need for and desire for more non-family households, it can serve as an indicator of needed zoning changes to enable this to happen.

G. EMPLOYMENT/INCOME/EDUCATION

The depth of your analysis of employment and other economic factors will be largely a reflection of the level of concern among residents. That is, if employment--or unemployment--is not considered a major problem for the community, you will probably look at these factors broadly as they affect other concerns. On the other hand, if economic improvement is a major concern among your neighbours, then you may have to undertake a special economic development study. Since the latter is a complicated kind of study and beyond the scope of this book, we will be looking primarily at the kinds of information you can be gathering as input to community planning efforts. For an example of an innovative solution for altering the economic situation in your community, refer to the Section on Economics.

You will be looking for background information about levels, types and location of employment of community residents. "Level" of employment refers to two things:

- The extent to which those desiring work are able to get it, that is, the "unemployment rate"
- Level of income derived from employment and other sources. Knowledge of how many people in your neighbourhood work outside the home is important not only for planning services and facilities (e.g., need for day care, design of homes that are relatively easy to care for, provision of public transit, provision of security for those working during odd hours) but also for group organization (e.g. holding community meetings at times and places when residents can attend). Knowledge of income levels is essential for planning of housing and other neighbourhood improvements. You may have great ideas for rehabilitating housing, paving backlanes or providing mini-parks, but such improvements will always have to be weighed in light of affordability. In other words, will residents be able and willing to increase their mortgage or rent to cover the improvements or will they be willing to face the increased

local improvement levy to pave that back lane?

Type and location of employment and levels of education can influence your planning in a number of ways. If your neighbourhood is characterized by a high level of people employed in managerial and professional occupations, their aspirations for neighbourhood amenities, services and recreation facilities may be of one sort; those employed in manufacturing, trades, construction or transport may wish a different type of recreation of leisure facility. For example, people who spend their working day behind a desk may express a desire for bike paths and other physical exercise facilities; those who spend their working day in physical activity may prefer passive leisure activities and facilities.

Location of employment can have a bearing on your local transportation planning. If many people work at the same time and place (e.g., downtown or at a nearby industrial park) you may want to explore possibilities for car pools or direct "dial a bus" service. If many people work within or near to the community, you may want to encourage them to leave their cars at home by providing safe and pleasant bike and pedestrian routes through the community and lunch hour leisure and recreation facilities.
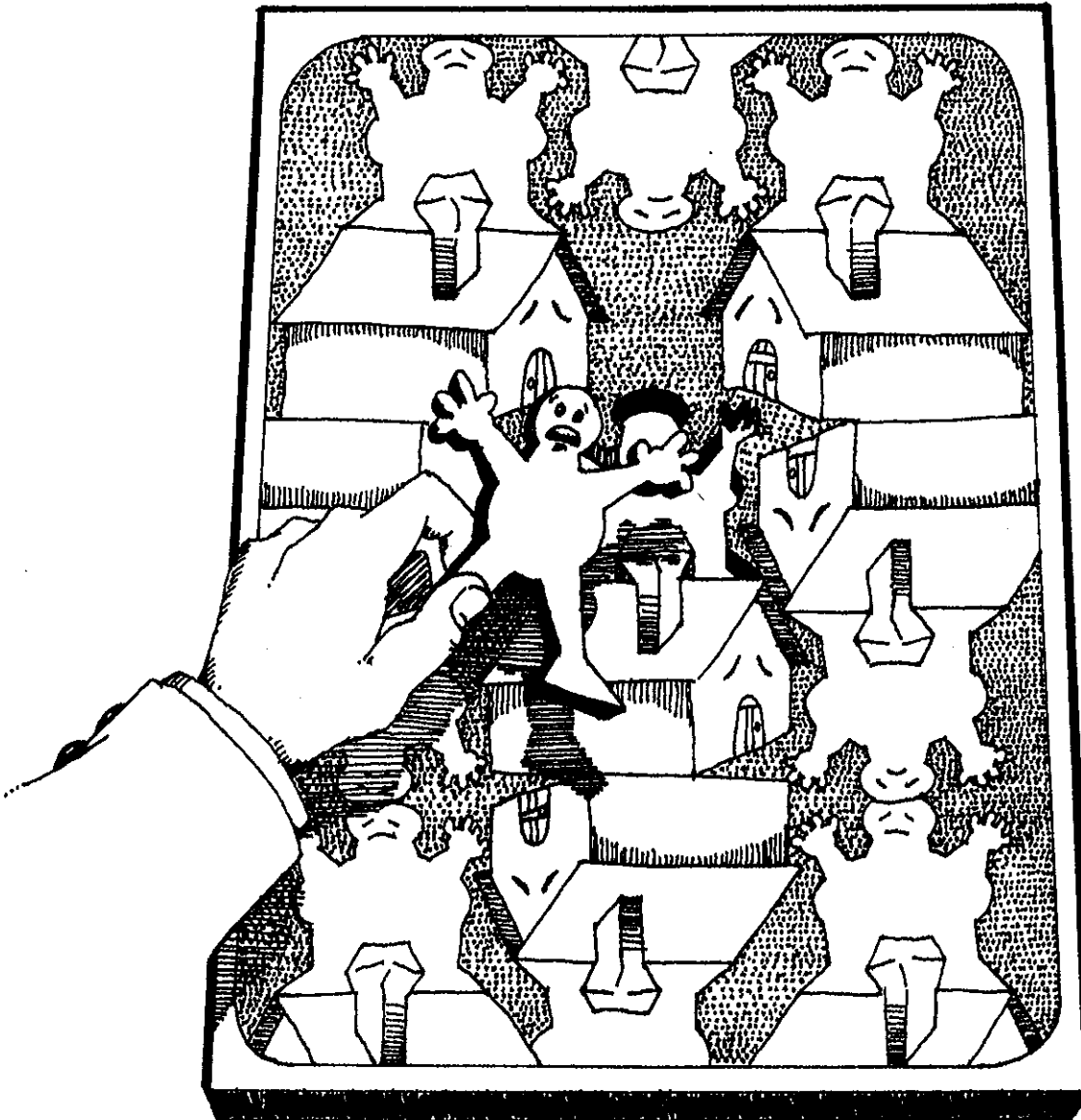
Where the community bears the side effects of a large influx of workers into their community from other areas, part of your planning process may include requesting funding or other assistance from those areas or another source to provide facilities and services.

To collect data and information about employment, you should probably start with the Canada Census, at least for an overview. From the 1971 census, you can get information about occupational distribution (numbers and percentages of men and women in various occupational categories), income level and educational level. The 1976 census collected information on educational level and employment (whether individuals were employed or looking for work), but unfortunately did not collect information on type of occupation or income level. Thus, if you want more current and detailed information on occupational type and income levels, you will have to turn to other sources, the most likely being your own neighborhood survey.

Other possible sources of income data may be the Alberta Bureau of Statistics or the City Planning Department. These departments can probably provide you with general information about income levels at the City or Provincial scale. However, it is unlikely that they would have such information at your neighborhood level.

H. ETHNICITY

From the Canada Census, there are several other types of information that you may want to explore. One is "ethnicity" data, that is, the ethnic background and language background of neighbourhood residents. Examination of this information can reveal cultural differences within your neighborhood which may require consideration during planning. For example, if within your neighbourhood you have a significant number of French, Ukrainian or Cree speaking people, you may want to explore the possibility of establishing a bilingual or multi-lingual program in

your local school, or of utilizing the talents of these people through the community centre programs, or of at least providing these minorities a sense of belonging with the larger community. Try to bring these people and their views into your planning process.

Knowledge of the language base is vital to the process itself. You may find numbers of certain language groups significant enough to warrant seeking an interpreter. If people cannot comprehend what is being discussed, you cannot hope for great participation.

Data on ethnic background, language and mobility is available from both the 1971 and 1976 Canada Census. Also, the schools in your area may be able to provide information--formal or informal--

regarding these factors. Further information on location of ethnic groups and services available to meet their needs can be obtained from Immigration Services, Alberta Culture, Department of Manpower and Immigration and the Social Planning Unit, Edmonton Social Services. After you have discovered which ethnic groups are in your area you might also consider contacting the applicable ethnic organizations. A list of all these organizations has been prepared by Alberta Culture.

Another helpful resource is the Edmonton Immigrant Services Association. This organization can provide you with updated information on services available to immigrants and interpreters. A non-citizens' group is also operating at Student Legal Services, the Law Centre, University of Alberta.

I. MOBILITY

Mobility and transiency, as measured by the length of time individuals have resided in their home at the time of the census, can also be a major influence on your planning. If you have a high level of mobility in your area you may face difficulties in involving residents in your planning efforts.

Indeed, one of your planning goals may be to reduce transiency in the neighbourhood through such means as increased home ownership, increased satisfaction with neighbourhood services or increased family facilities. In addition, a high rate of mobility may also signal the need for such community services as a housing referral or other information service. Therefore, it won't suffice to merely inquire if there is a high mobility rate. It is important to find out why.

J. PROJECTIONS

At some point in your planning, you will probably want to take a look at what future population you would like to plan for in your neighbourhood. Estimating or projecting future population is an

art or a science all to itself and is one area where you would be well advised to seek out expert advice from City Hall planners, demographers at the University of Alberta Population Lab or private consultants. Some approaches to projections which are possibly applicable to neighborhood planning include:

1) Cohort-Survival Projections

"Cohort-survival" techniques are frequently used for projections at a large scale, such as national, provincial or city-wide populations. Described simply, these projections take the existing population, subtract those assumed to die, add assumed new births, and add or subtract those migrating in or migrating out. If your neighbourhood population is fairly stable, these techniques may be useful to you. The major difficulty will be coming up with appropriate or agreed upon estimates for assumed births and deaths.

2) Employment Component

The "Employment Component" method is used primarily for new growth or high growth areas, such as new towns or new subdivisions. This method usually starts with assumptions about new jobs to become available and the number to be filled by new employees. The total figure population is determined on the basis of assumptions about the number of dependents that each new employee will bring with him or her. This technique would rarely be applicable to existing inner-city neighbourhoods, but it has potential for use if your community is facing major industrial or other economic development. The difficulty with this approach is reaching agreement on the assumptions about the number of dependents each new employee will bring.

3) Maximum Density

With the "maximum density" approach you take the present zoning and

estimate the total permissible population based on this density. Given this total population and some assumed percentages in various age and sex categories, you could break down the total for estimates of how many children, adults and senior citizens there would be based on this density. This approach is useful for projecting potential impact of density change on schools, recreation facilities, and other area services. The difficulty with this approach is to take into account the demographic changes that would accompany density change; the usual solution is to look at an area which has already been developed in a similar way and use its demographic profile as your "assumed percentages" in various age and sex categories.

4) Proposed Change

An approach similar to the maximum density approach is what we'll call "proposed change". In essence, you will gather together information on all the new construction underway or planned for your area and will estimate how many new people these new developments will generate in your neighbourhood. The City Planning Department has statistics on the average number of people in various age categories living in dwelling units of various sizes. Thus, if you know that plans for your neighbourhood will create X number of three-bedroom townhouses and Y number of one-bedroom apartments, you can estimate the number and ages of people living in these units.

This number added to those already living in your neighbourhood will provide a total for the future. Don't forget to subtract those families who will be displaced by new developments. This approach can be quite useful for assessing impact of proposed housing projects. The main problem with this method is it requires that a project be fiarly well advanced in design (i.e., to the point of knowing how many units of what size) before it can be used with any degree of accuracy.

Combinations of the above approaches, or others, are also possible. Decisions as to what approach you should take will be influenced to a large degree by what data and information you have to work with. Advice from someone who is experienced with the "projection game" and knows the pitfalls as well as the tricks to success would be recommended.

VI. LAND USE

When we speak of "land use" we are talking about the purpose for which land is being utilized. For planning purposes, the use of land is usually classified in the following way:

- Industrial
- Commercial
- Residential
- Recreational
- Agricultural
- Government or Institutional
- Vacant

These general categories can also be further divided into more specific uses. Residential property can be classified into a variety of groups based on allowed density of population. Commercial property will be classified to allow for a variety of uses ranging from used car lots to small grocery stores. You might find it appropriate in preparation of your own studies to add other categories to those listed above or create your own categories.

The land use of a neighbourhood is influenced by the area's history, its function within the city, economic factors (including property values), transportation and other factors such as major uses in surrounding areas. Knowledge of land uses existing in a neighbourhood is basic for any group wishing to prepare or participate in a plan for their area whether the planning project is a housing study, a transportation study or a total community plan. It can also be useful to look into land use of adjoining communities.

Four aspects of the use of land are worth examining. They include:

- existing or actual uses of land
- legal zoning of land
- intended or proposed uses for land by the owner o developer
- potential uses of land by the community.

Each aspect warrants separate study and consideration. The following information provides assistance in how to carry out these studies and how to use them to the community's advantage.

A. SOURCES OF INFORMATION

1) Planning Department, City of Edmonton

The Planning Department staff are a useful resource for assistance in methods of determining existing land use, identification of non-conforming land uses, understanding land use (zoning) maps and classifications and informing you about allowable densities. The Department may, depending on the circumstances, provide information on proposed uses for land in your area. The staff can also provide information on concepts such as non-conforming uses, replots and density transfers.

2) Edmonton Social Planning Council, Communitas, Legal Resource Centre

All three community consulting organizations can provide information and assistance in understanding land use by-laws, policies and terminology. They also have materials in their libraries including information on innovative ways of controlling and designing land use.

3) Companies Branch, Land Titles
Office, Assessor's Office

These sources are useful for collecting information about property ownership and property value. For more detailed information on how to obtain this information read the sections on Land Ownership and Land Value.

4) Other Resources

Where your community needs to address a particular land use problem such as an obnoxious or annoying industrial site or designation of a green belt (Restricted Development Area) apart from contacting the above resources you may find it useful to discuss the matter with your Aldermen, M.L.A. or relevant Provincial Minister.

5) Written Materials

You would be well advised at the outset of your planning process to obtain a copy of the land use by-law and land use map. For a general overview you can refer to the General Plan and Preliminary Regional Plan available from the Zoning Branch, City Planning Department and Edmonton Regional Planning Commission, respectively. All of these documents can be borrowed or studied at Government Information Division (G.I.D.), Centennial Public Library.

B. EXISTING LAND USE

An essential step to planning is finding out what exists in the community. This is a simple matter of plotting out on a map what use is presently being made of every piece of land in the neighbourhood. Before you make decisions about what you want to do in the community, be it provision of a playground, senior citizen housing or recreation centre, you should be aware of facilities and space that exist. By comparing your map of existing uses to the land use map showing allowable or legal uses, you can identify non-conforming uses not otherwise known.
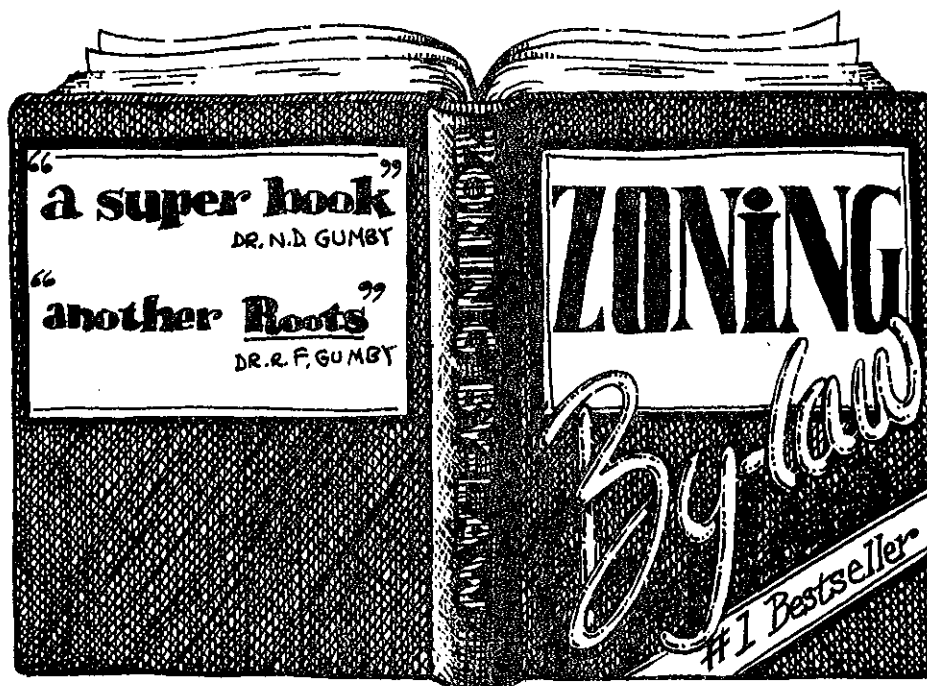
You can also save yourself a great deal of time and possibly money by identifying existing useable land without the necessity of purchase.

Generally, the end product of a neighbourhood land use study is a colored map showing the type of use (residential, commercial, industrial, government/institutional/public/semi-public, parks/schools) for each piece of property in the study area. The most useful map will show not only the general classifications but the specific sub-categories of use as explained above.

The City Planning Department has conducted land use surveys of most neighbourhoods. You should obtain copies of any existing land use maps for your area if possible. Generally, an updating and correcting of the survey will be required. The process for preparing a land use study described below is generally the one which can be followed whether you are updating an existing survey or starting from scratch.

How to Prepare a Map of Existing Uses

- Obtain copies of a base map for the survey area. Maps should be of a size and scale suitable for use during the land use survey field-work. In other words, choose maps which can be easily carried with you to record data.
- Determine what level of land use information is required. Is it useful to know the square footage in each building? The collection of such information may be very time consuming and for most neighbour-hood studies would not be required.

Generally, it is useful to obtain information about the number and type (one bedroom, two bedroom) of living units in each building, the number and kind of businesses and industries, and the type of recreation facilities (such as playgrounds, hockey arenas) in the area. This data shows the sample relationships among uses, indicates which uses

are heavy traffic generators and indicates which uses have special requirements (loading docks, special access, parking). In addition, the information may indicate the kind of people living in or frequenting the area.

- Decide on the land use categories to be used. The general categories employed by the City's planners in land use surveys are usually the best ones for use by the neighbor-hood group. The colors used on City maps to indicate land uses may be standardized as follows:

    yellow, orange, brown: residential (gradations of color indicate density)
    red: commercial, business
    purple or black: industrial
    blue: government, institutional, public, semi-public
    green: parks, schools, open space, private recreational land
    uncolored: vacant land

You may want to be even more specific and indicate housing in good and poor condition; conflicting and compatible land uses; well equipped and poorly equipped park space; and so one. Remember, the categories are for your own use so they should be determined from your perspective, not another's.

- Conduct the survey. Once the people who will be conducting the survey have been briefed on the above items, the survey can begin. If the survey is only a spot check and updating of an existing land use map or is only being conducted to give a rough idea of what exists in the neighborhood, a windshield survey can be done. One person can drive while a passenger records the land uses onto a map, dicta-phone, or notebook.

For a more accurate survey, the field work should be done on foot. When the surveyor is in doubt regarding the use of a plot of land, he should try to interview someone who can provide accurate information. A survey by foot allows the surveyors more time to get a "feel" for the community's physical character. The survey is an excellent time to note possibilities for photographs or sketches which will convey the community's amenities and problems. In addition the surveyors may note physical features (lack of sidewalks, poorly maintained streets) which need further attention.

Vacant land and its character (well treed, barren) should be identified along with land uses. Parking lots and, if possible, on-street parking areas should also be indicated. Generally, parking lots are colored the same as the use they primarily serve. You may find it useful to distinguish between actual parking space and green areas or sidewalks.

- Map and analyse the survey. Using the color and code classification systems decided upon before the field survey, the field data should be recorded neatly on maps. This stage usually requires some field rechecking to clarify the surveyor's notes. Below is an example of what a portion of a land use map might look like.

LAND USE
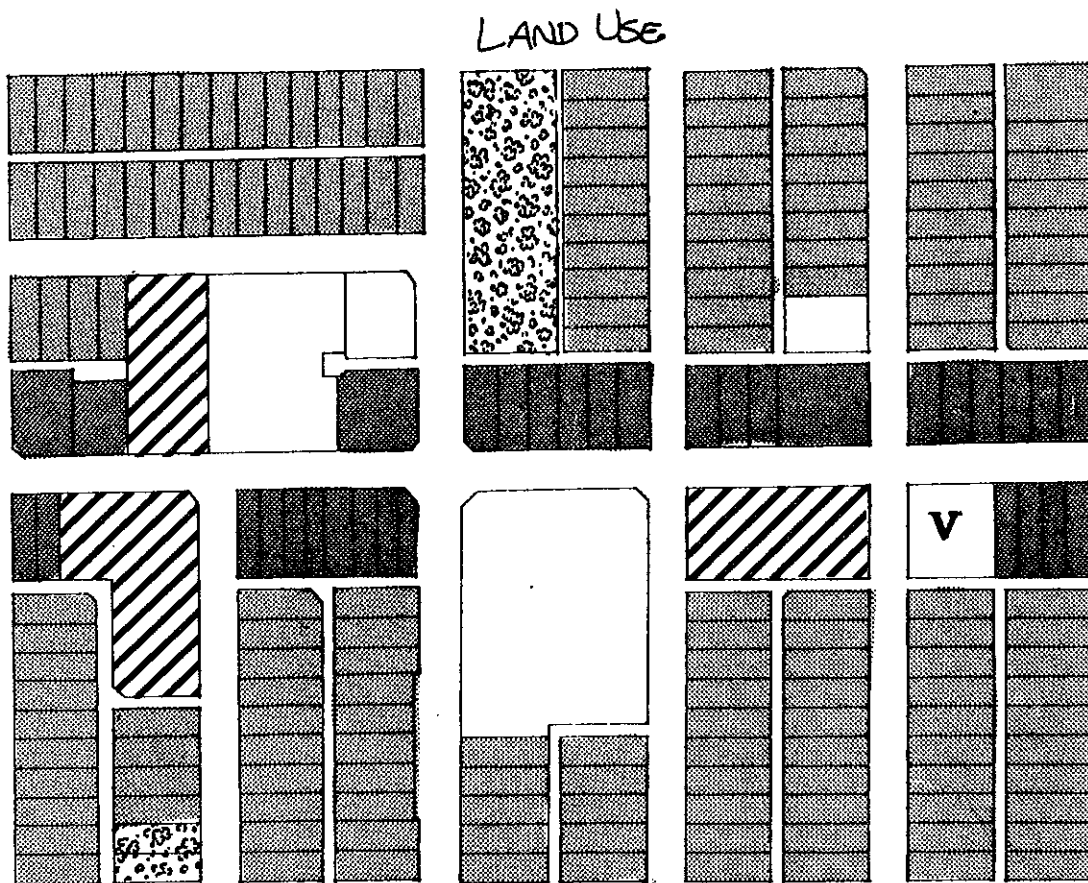
Single Family Residential	Apartment
Commercial (red)	Institutional
V Vacant Lot	
Park, Open Space	

C. CALCULATION OF DENSITY

Knowledge of the existing density for your total area, density of proposed developments and density of other communities can be useful to you in your planning process. The information is important for decisions about how many more people existing services can handle. It will help you to determine the need for other services and to lobby for their development.

Density means the total number of persons living within a specific area of land. It can be calculated by dividing the total number of people living within the boundaries of your community by the total acreage of land lying within those boundaries. A population count may possibly be determined from census data or if you have the volunteer labor, an actual count done by the community. If your community is large an actual count may not be feasible.

When determining the amount of land in the community, it is more accurate to calculate the "net acreage". This means all land minus space taken up by roads and alleys. If you wish to measure residential density as opposed to total population density, you should also exclude land used for school yards, shopping centres, parks, offices and so on.

If you do not have available an actual population count or recent census data, you can use another method to determine density. Older or general census data and city land use by-laws may indicate the number of persons estimated to live in different types of dwelling units (single family homes, walk-ups, highrises and so on). Assistance in finding these estimates can be obtained from the Population Laboratory, University of Alberta, or Zoning Branch, City Planning Department. With this information it is possible to calculate a reasonable estimated density by multiplying the number of assumed persons per dwelling unit by the number of each type of dwelling unit and adding the results.

A word to the wise. To not come to any quick conclusions about density based only on a mathematical calculation. How an area is designed is as important as the number of people who will live or work there. Read also the information on density in the section on Housing.

NOTE: A concept you may choose to investigate is transfer of density. This occurs where a land owner is permitted to develop one parcel of land to a higher than legally allowed density in return for relinquishing the right to development another parcel of land to the highest allowable density under the land use by-law. A noteworthy example which drew much attention to the existence of this aspect of land use was the transfer of

SAMPLE DENSITY CALCULATION

Net Residential Acreage	Dwelling Unit Type	Number of Dwelling Units	Estimated Persons Per Unit	Total Persons
200	Single Fam.	100	3.00	300
	Walk Up (1BR)	150	1.96	294
	(2BR)	300	3.10	930
	Highrise (1BR)	600	1.80	1080
	(2BR)	600	2.67	1602
				4206

Density: $\dfrac{4206}{200}$ = 21.03 persons per net residential acre.

densities from the Marchand Mansion to the adjoining properties, with the intention of preserving an historic site. For further information, contact the Community of Oliver Group (C.O.G.) or Communitas Incorporated.

D. LAND USE SUMMARY

If you want to compare the land uses in various parts of the neighbourhood, or want to compare the uses in the entire neighbourhood with those in other areas, a table might be prepared showing the percentages of all land developed for each use. Percentage comparisons can be time consuming since they require calculating acreages for each land use category. However, a summary table based on lots or housing units can be prepared without major area calculations. The table might look like the one below.

An updated land use map and chart can be useful for quick reference. Where a need is identified to provide a service or you hope to develop an innovative housing project such as infill housing you can quickly assess whether the land exists to allow you to act. You will also be able to do a quick calculation of the cost of assembling land for your project based on the existing use of your selected location and what sort of interference you will likely encounter.

Land Use	Number
Residential	
Single Family	600 units
Duplex	60 units
Townhouse	150 units (100 2BR*, 50 3BR)
Walk-up	500 units (200 1BR, 300 2BR)
Highrise	500 units (100 1BR, 400 2BR)
Commercial, Business	
Architect Office	2
Bakery	1
Convenience Store	3
Land Use	**Number**
Industrial	
Glass Repair Shop	1
Government, Institutional, Public and Semi-Public	
Hospital	1
Church	4
Parks, Schools	
Playground	2 (on school grounds)
School - elementary	1
- junior high	1
Vacant Land	15 lots

*BR is an abbreviation for bedrooms

E. LAND OWNERSHIP AND LAND VALUE

You may wish to collect information about property ownership and values in your area. A list or map showing the names of owners for all lots in the area can indicate:

- large holdings by a single individual or company. Large holdings of single family lots by an individual or a company may indicate a potential area for redevelopment to higher densities or to commercial use. It is important to note the names of all shareholders of property holding companies. This data can indicate "interlocking directorships" and perhaps can point to potential areas where the companies may consolidate their holdings for large scale redevelopment.
- the number of absentee landlords with property in the area. Although not all individuals who own property in the area but who live elsewhere will be negligent with respect to property maintenance, a large number of absentee landlords may indicate that an area is in transition from a stable owner occupied housing area to a rental area.
- properties which are publicly owned. It may be important to determine what plans public agencies have for their properties.

A comparison of ownership changes, owner-to-renter occupancy changes and renter-to-owner changes over a five year period can indicate whether the neighbourhood is undergoing rapid change. The Assessors Office in most cities will have a list of all property owners, often in computer print-out form. You should check with the Assessor's Office to see if you are allowed direct access to such information. If the information is not directly available there, you could request that the City Planning Department or one of your Aldermen obtain the information for you. The City of Edmon-

ton Planning Department (either the Research Section or Rehabilitation and Redevelopment) may be able to provide information regarding property ownership. The Garneau Community Planning Committee was able to obtain a computer print-out showing owner name and address and general land use for each property in their area.

You can also consider doing a door-to-door survey and/or an indepth search at the Land Titles Office and Companies Branch.

At the Land Titles Office you can find out the registered owners of all of the properties in your community. In order to make a land titles search you will require the legal description of the properties. This information can be obtained at the tax assessors office by providing the street address. To avoid a large expenditure (a small fee much be paid for each search) you may find it advisable to determine as many property owners as possible by survey and search only those you cannot discover by other means.

The Companies Branch will provide assistance where the listed property owner is a holding company. Here you can discover the names of directors or shareholders of the company. To carry out a companies search you must provide the correct name of the company and pay a fee of 50¢ per company searched. You will be provided with a file which you may examine. Assistance is available if needed. Other information on file includes annual reports, financial statements and information on whether the company is in a stage of liquidation or bankruptcy.

Land values in an urban area influence considerably the way in which individuals or companies seek to use land. Geographical distribution of land uses, types of uses, intensity of use and land values are strongly interconnected. Requests for rezoning are indications of changing land values resulting from land market forces.

Information regarding land values may be difficult to obtain from tax offi-

ces. However, a questionnaire survey of all property owners might provide some information on property values. In addition, an examination of selling prices of posted properties over a period of time can be useful. The prices will reflect the lot frontage, the value of structures on the property and the current and potential zoning for the property. The group collecting property value information should also determine how long posted properties have been on the market and compare property prices with those in other areas of the city. Rapid increases in property selling prices (over and above inflation increases) may indicate that the potential for large scale redevelopment of an area is high.

F. LEGAL USES OF LAND

One of the essential community planning tools is the land use by-law and zoning map. These tell you what uses are legally designated for each plot of land. Both are worth purchasing. They will be referred to constantly throughout your planning process.

The zoning or land use classifications designate the specific permitted or conditional uses for land such as commercial, industrial or residential. Within each of these broad classifications are more specific uses. For example, residential areas may be zoned to allow for a range of densities from single family to highrises. The classifications are reasonably straight-forward and become second nature after frequent use.

Just as an aside, you should not feel restricted by these designated classifications in the development of your own maps and plans. The land use by-law can be amended to add new classifications for an innovative use of land.

Land use by-laws (until 1979) referred to as the zoning by-law and land use classification guide) and maps can be purchased from the Zoning Branch, City Planning Department. For assistance in interpretation contact the Edmonton Social Planning Council or Community Planning Branch, City Planning Department.

The General Plan indicates general land uses for the entire city and is philosophical in nature but can be useful to gauge the general intent for your area.

You should consider keeping your land use map updated. The map is constantly being amended as owners of land apply for rezoning. This map is only useful as a planning tool if it s accurate. You might consider having someone responsible for monitoring rezoning applications.

Some communities are also protected by restrictive covenants or caveats. These are legal restrictions attached to the land which allow only prescribed uses for that land. A search at Land Titles will inform you if these exist.

The Legal Resource Centre or Edmonton Social Planning Council could assist you here or refer you to a lawyer for further explanation and assistance.

A number of Edmonton communities including Glenora and McDougall have been involved in court cases involving attempts to remove these protective measures.

As mentioned earlier, you will also become aware of non-conforming uses of land in your community by knowing what the property is legally zoned to allow for. Non-conforming uses normally arise where the land use by-law came into existence after a use of land had already existed for some time.

For example, the brick factory existed in Riverdale long before the zoning by-law was passed which designated the area as parkland. The brick factory, now a retail outlet, consequently is allowed to remain but is considered a non-conforming use. By law, the business can continue to operate but only so long as the use remains the same and does not expand its operations. If either occurs the business can be legally closed down and moved

out. In fact, a number of river valley residential communities, including Riverdale, Rossdale, Lavigne and Cloverdale, are considered non-conforming uses of land, the entire area being zoned as parkland.

Non-conforming uses then are also important to note in planning for continued or new uses for community land. If you want to retain a corner grocery but it presently operates as a non-conforming use you will have to designate a new land use on your proposed plan or apply separately for a rezoning.

G. PROPOSED OR INTENDED LAND USES

A third map worth maintaining is one showing development proposals. Oliver community, because of its land use classification is constantly experiencing redevelopment, in most cases from single family dwelling to highrise. The Community of Oliver Group maintains a separate map indicating sites where development applications have been submitted to the City Planning Department.

By contacting the Zoning Section of the City Planning Department your community can be put on the mailing list to receive the daily development proposal bulletins. You must submit a written application and pay a monthly fee of $10.00.

Both Oliver and Garneau planning committees have maintained their own monitoring system over proposed developments in the hope of discovering development intentions even before the formal application is made. Planning legislation was amended in 1978 to ensure notice be given to adjoining land owners of all proposed developments. Formerly this was not the case. Where proposals complied with the zoning by-law requirements, public notice of a redevelopment was made only after the application was approved.

Some communities have also made it a practice to gain the cooperation of developers and land owners to discuss development proposals before they be-

come formal applications. Communities have found this to be a useful exercise in some cases, as have the developers.

You should also consider keeping a close watch on government proposals for your area. Develop a rapport with your Aldermen and the Planning Department to ensure advance notice. This is an area where you will make full use of your group's diplomatic and investigative talents.

Community Land Use Proposals

This is the fun part of planning. Once you have informed yourselves about all the legal and other restrictions on land use, you can put it all aside and conceive your own designs for your community. The best tool is an empty base map. This can be purchased from the Zoning Branch, City Planning Department. You can, of course, develop your own free drawn maps.
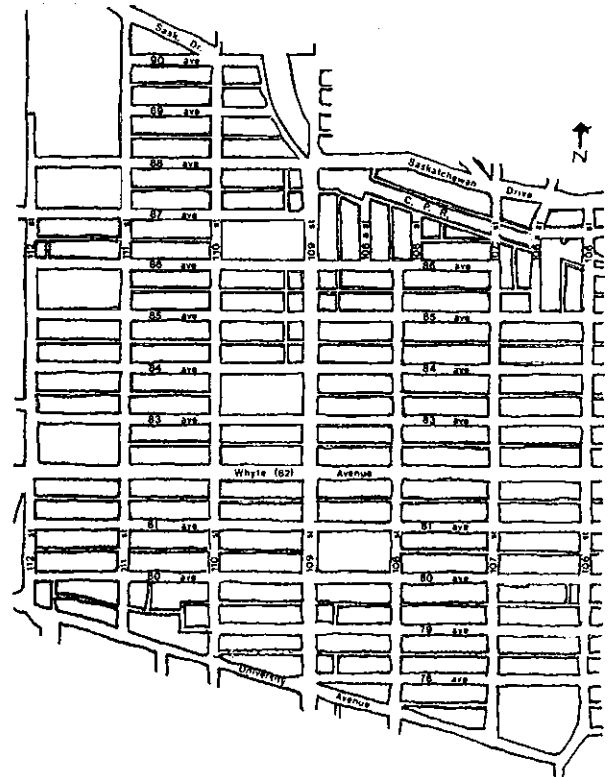
- base map of Garneau

There is no particular order to follow in addressing these four avenues of land use study, although all of the input is valuable. You may prefer to begin with your own open brainstorm among community residents for proposals for using the land in your area. Eventually you will have to refer to the other factors discussed to come up with a more realistic and appropriate proposal acceptable to all parties including your community, other development interests, bordering communities and city officials.

Research into innovative land use designs and concepts prior to trying to come up with your own proposals may make the process more enjoyable and useful. Considering alternatives is more workable than staring at a blank map. At the initial stages it is more important to collect as many ideas as possible from residents whether or not they conflict with each other. You can priorize and select the best land use ideas at a later stage. An enjoyable and useful film entitled "Chairs are for Lovers" documents a process of collecting ideas for the development of an area in downtown Vancouver. The film is available on loan from the National Film Board.

The development of your own land use maps and plans is an on-going process. Do not feel discouraged if the first attempts yield little material of practical use. The important thing is that you develop ways of encouraging the community to participate and share their ideas. It will serve no purpose to exclude the rest of the community in your decision about land uses. When you seek a plan, development or re-zoning approval other opinions are certain to be voiced. Your chances are better of reaching consensus outside of City Council chambers.

NOTE: In considering what land use patterns are desirable, communities might want to consider the benefits of maintaining smaller scale commercial, recreational and perhaps even industrial facilities which are sprinkled through the residential sections of the community. You might want to introduce small stores into areas where shopping can presently only be done by car, or small parks where they can add beauty, resting opportunities for older people, or playground opportunities for young children—or all three. Keeping different land uses well separated can produce communities which look neat on paper but perhaps very boring to live in.
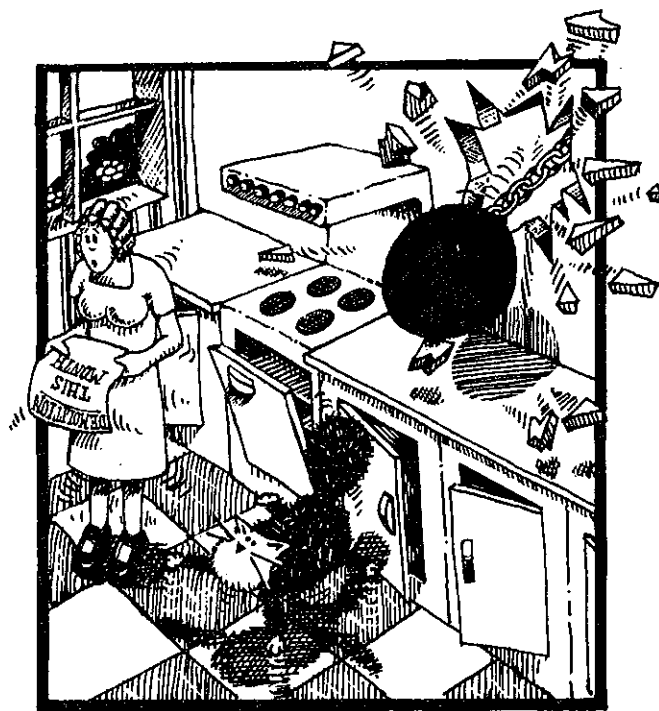
... land use changes

VII. HOUSING

Your concerns may be more specific than land use classifications and zoning requirements. Radical changes in the availability and designing of housing can affect other aspects of the community. For instance, a decline in school enrollment can be caused by the replacement of single family dwellings by singles apartments.

Even so-called "stable" communities might want to ask themselves whether there are changes in their residential characteristics which they would like to see. For instance, it might be desirable to allow the creation of suites so that elderly relatives can be supported close to home, or so that older people living in houses larger than what they need can supplement their income by renting the unneeded part of their house.

This chapter suggests various information sources and resources as well as factors you may find useful in examining your community housing situation. A number of alternative housing solutions are also discussed.

A. INFORMATION SOURCES

1) Statistics Canada

The Statistics Canada Census is taken on June 1st, every five years. The 1971 Census includes information about the number of dwelling units, whether they are owner or tenant occupied, length of occupancy, average values, average rents, time of construction, type of unit, some particulars such as existence of plumbing and so forth. The 1976 Census contains less information than the 1971 Census, but does have information on ownership, dwelling type and household characteristics.

It is important to note that the smallest areas for which Census information is available is the "enumeration area". In a very dense area, this might be as small as a couple of blocks. Enumeration Area data is available on microfiche through the Users Advisory Service at the Edmonton office of Statistics Canada. The next largest areas are "census tracts". Information on these is more readily available in published form. Census data can be used to provide an overview of the housing and population characteristics of a community. Comparing data from several census years can give an idea of general trends, but often the boundaries for statistical areas change from census to census.

For help in getting and using census data, consult the Statistics Canada Users Advisory Service, the Alberta Bureau of Statistics or the University of Alberta Population Laboratory. (See also POPULATION.)

2) City Census

The City of Edmonton undertakes a census every April. It is primarily concerned with a simple population count by age and sex but it does include other questions as well. These additional questions vary from year to year, some prior topics including bicycle, automobile and smoke detector counts.

City census enumeration areas are not the same as Statistics Canada enumeration areas. Consequently, the two statistical records cannot really be stud-

ied together; more recent city statistical information cannot really be correctly used to update the less frequent national census. It is also important to be aware that census data is rarely 100% correct. If you want more than a general overview, you will likely be advised to carry out your own survey.

City census data can be obtained from the City Clerk or Executive Services.

You may want to consider contacting your alderman to have certain questions added to the next census. The likelihood of their agreement would probably be increased if several communities requested the same questions. Contact other communities who likely share your concerns.

3) City Assessor's Office

The Assessment Office maintains files on every residential property including such information as name and address of owner, type of housing, age of buildings, number of bedrooms, square footage, improvements, assessed value and taxes. This information may not be readily accessible as its nature is deemed personal and confidential, and because considerable clerical and computer time is required to produce it for a specific area or neighbourhood. Your best approach might be to speak to your community planner, other friendly city administration contact, or one of your aldermen to request the information on your behalf. You will likely still have to pay the computer costs.

4) Department of Real Estate and Housing

This department can provide you with information on allowable densities in different areas of your community. This information is important to have on hand when examining alternative forms of housing. A major housing study was also undertaken in 1978.

5) Planning Department

Here you will find information and advice (unfortunately limited because of other staff duties) about everything from explanation of land use by-laws and zoning classifications to city housing cooperatives and community planning mechanisms. The Planning Department will explain what is involved in developing land in accordance with existing designations as well as what is involved in order to reclassify or rezone an area to allow for a different housing density.

6) City Department of Social Services

The Social Planning Branch of City Social Services has carried out a number of housing-related studies. Published studies include:

- Plans for Development of Services for Senior Citizens in Edmonton
- Report on Homelessness
- Site Selection for Senior Citizen Housing

Yet unpublished studies include:

- Factors Affecting Residential Satisfaction with Physical and Social Planning in New Communities
- Design Guidelines to Multiple Family Housing

This branch can provide advice and assistance in carrying out your own research.

Also worth contacting is your area Community Worker, attached to the Department of Social Services. These people work in your area and hold a great deal of expertise in all aspects of planning and organizing.

7) Central Mortgage and Housing Corporation (C.M.H.C.)

This federal government agency provides financial assistance for housing projects. Insured mortgage loans are available to prospective home-owners,

builders and special projects such as cooperative and non-profit housing. Central Mortgage and Housing Corporation also makes direct loans on a frequent basis to non-profit projects and less frequently to cooperatives. Start-up funds are available for the developmental stages of a housing project. It may be worthwhile prior to making any firm decisions about plans for housing in your community to contact your local C.M.H.C. office or to obtain some of the information pamphlets explaining the various programs.

8) Communitas Incorporated

Communitas, an Edmonton based non-profit corporation, provides assistance to groups throughout Alberta interested in the development of innovative and affordable housing. Specifically, they provide information on landlord and tenant issues, housing options, and implications of different forms of land tenure including ownership, rental, condominium and cooperatives. They house a lending library containing much of this information.

Communitas also offers a consultation service providing planning and design information, advice on innovative alternatives and assistance in the development and organization of housing projects. Examples of groups they have assisted include Sundance, Salvador, Synergen and Homestead Cooperative Housing Projects.

Communitas provides information and referral free of charge to community groups as well as the initial developmental work in setting up a housing project. If long term involvement is requested, a contract is entered into on a fee-for-service basis.

9) Alberta Department of Housing and Public Works

Two branches of this provincial government office of relevance are the Alberta Housing Corporation and Alberta Home Mortgage Corporation (A.H.M.C.).

The Alberta Housing Corporation can be contacted for information about rental supplements, public housing projects, senior citizen housing projects, and community service programs such as the Neighbourhood Improvement Program (N.I.P.). The Alberta Home Mortgage Corporation provides mortgage funds and direct lending for cooperative and other housing projects. The Department also sponsors programs to assist senior citizens for the maintenance of their homes and to assist the handicapped to adapt their homes.

10) Community Self-Survey

You may find it desirable to conduct your own surveys to get information which is more up to date than that available from the last census. You may want to get information on topics or for geographical areas which are different from other sources.

As well as getting census-type housing and population data, you might want to survey your residents to see how they feel about their own and others' housing, and how they feel housing should be designed. Are there senior citizens who are anxious about their present housing conditions or their housing prospects? Is there concern about the lack of children to maintain the local school? Is there anxiety about higher density developments, and what is the anxiety really about: the housing or the new residents?

Surveys will give you good information on existing conditions and attitudes, but they do not tell you what the best answers to problems are. Only people working together in groups trying to resolve different interests can do that.

For more detailed information on community self-surveys, see Part One, Chapter 3, Developing a Communication System.

B. IDENTIFICATION OF NEED

1) Social Factors

In Compact Housing: An Answer to

the Housing Crunch*, the authors identified five stages in the family life cycle which one should be aware of in determining basic housing needs:

"1. a place for one;
2. a place for two;
3. the family at the beginning
4. the main period of family life;
5. retirement."

The authors also stress that people at each of these stages will have particular habits, needs and expectations distinguishable from the others in terms of suitability, privacy, mobility, affordability, recreation, social and community facilities, storage, parking and easily adaptable space.

It will also be necessary to find out whether each of these groups are interested in adopting new designs to enable a population mix in the community. Most residential areas today are designed to accommodate only one age group--high density/highrise areas for singles, single family residential areas for families, or

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* Ken Arcuri et al, Faculty of Environmental Design, University of Calgary, Alberta, December 1977.

apartment complexes for seniors. A number of communities are aware that their population is shifting with seniors no longer able to maintain their homes and school age children disappearing. They are realizing that certain types of development must be encouraged and introduced to enable young families and elderly to return or remain.

Many of the criteria raised in Chapter 7, Population, will also merit attention in determining housing needs.

C. PHYSICAL FACTORS

Collection of factual information on the status of existing shelter can go hand in hand with your land use study. Additional work may, however, be necessary to fully understand housing needs in your community. Investigation into the following may assist you:

1) Housing Types

You may find it useful to examine the housing in your neighbourhood in terms of type of dwelling unit, that is, single family dwelling, duplex, rowhousing, mobile home or apartment. As well, information about "conversions" such as
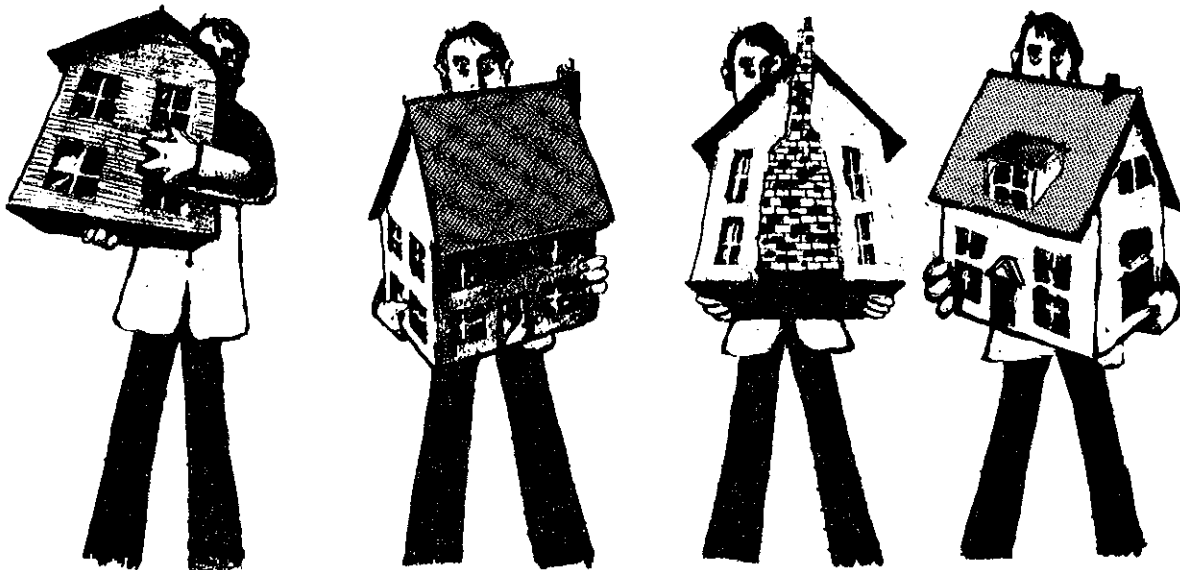
single family dwellings that have been converted to suites or which include basement suites, can tell you much about your neighbourhood.

Information on housing types can reveal how and where changes are occurring in your area. It can illustrate the degree of housing mix in the neighbourhood. Used in conjunction with your land use data, this information can point up areas of your community with a significant number of multi-family units and probably a higher density of people.

This information can be used in your planning of bus routes and shelters, parks and playgrounds, and pedestrian/bike routes from areas of higher density to schools, recreation and commercial facilities. It can also be useful if you are looking for units or sub-areas that have potential for conversion or infill housing concepts which are discussed later on in this chapter.

2) Owner Occupancy/Tenancy

It has already been suggested that as part of your land use analysis, you should examine ownership; that is, the extent to which lots and dwelling units are owned and occupied by area residents, owned by an area resident but rented to other occupants, or owned by a non-resident and rented. For an indepth housing study, you should probably take a closer look at tenancy, particularly as it relates to transiency. That is, what proportion of your renters consider themselves permanent residents and what proportion are short-term.

While students or temporary residents may not be willing or able to take an active part in your long-term community planning process, they are undoubtedly interested in knowing that their housing and community services needs will continue to be met. If it is accommodation located next to a university or college, many students or student housing agencies may get involved to guarantee housing for the students as a whole. Indeed, many renters are, or become, permanent community members when they

find that they and the community fit well together.

Information regarding tenancy, that is, general levels within the community, is available from the census. Information regarding location of rental quarters is available from Assessor's records. However, the best source of tenancy information, especially that dealing with satisfaction with housing and community services, will have to come from your own survey within the neighbourhood.

3) Vacancy

Investigate the status of vacant buildings and lots, including how long they have remained in that condition and why. It will be important also to note who owns the properties--private or public ownership--and the intended future use. The locations of these properties and their proximity to one another may be important to record in order to plan alternative uses.

High vacancy rates for rental properties and rate of turnover of real estate may also indicate problems in your neighbourhood. Common causes include run-down properties, location adjacent to noisy streets or noxious industries or inadequate services. Find out why these properties remain vacant.

It may be worthwhile comparing your vacancy rate with that of other communities to discover whether the problem is significant only to your area. Knowledge of vacant units can also come in handy if you are planning a housing rehabilitation program. These units may be rehabilitated first to provide temporary accommodation for families while their own homes are being upgraded. Information regarding vacancy rates can be obtained from the City Housing Registry, the local Real Estate Association or Housing Authority. Information regarding location of vacant units will have to be obtained from your land use survey or housing survey.

4) Condition of Existing Housing

For an indepth housing study, especially if you have hopes of preserving the character of your neighbourhood, you will need information about the condition of the existing housing stock. This information is needed to determine which units require minor repairs, which ones require more extensive rehabilitation, which ones could be converted, and which ones would best be replaced. The information, when mapped onto your land use map, could indicate areas or blocks that could be good target areas for infill housing or other rehabilitation measures.

Unfortunately, you will probably find very little existing information to use in assessing the condition of housing in your area. The Canada Census can provide a rough idea of the age of housing stock, and the Assessors records can provide age (and in some instances renovation) information for each unit. Otherwise, you will probably have to undertake your own assessment through one or two types of survey:

- a "windshield" survey of the exterior of housing stock. You (preferably with the assistance of a local contractor or architect) will look at exterior features such as the roof, soffit and fascia, windows, steps, porches, brickwork or other cladding and judge its general condition or need for repairs. Your notes should be recorded on a standard form. It is also useful to accompany these notes with a photograph. A word of warning: if residents have not been advised that you are undertaking this walk-about survey, some may object or refuse you access to their property. This is only one of the many good reasons to inform and involve the total community. Also, this kind of survey is only preliminary at best, since it merely provides information about the exterior condition;

- a questionnaire type survey among property owners regarding their assessment of the exterior and interior systems (plumbing, heating, electrical). As the sample questionnaire from Groat Estates indicates, you would seek information regarding when repairs were most recently carried out.

You will undoubtedly require assistance in assessing housing conditions. Inspectors from the Building Inspection Branch and/or planners from the Rehabilitation Branch of the City Planning Department can provide advice on what to look for. You should be aware of the rules and regulations contained in the Minimum Standards Bylaw since these will affect planning for conversions. For example, it is illegal to create a basement suite if the ceiling height is not a specified height and if there are not a sufficient number of windows and exits. In addition to these "official" views, the advice of a contractor familiar with renovation can be invaluable, especially if they are positively inclined toward rehabilitation.

5) Historical or Architectural Significance

Another aspect of your assessment of the condition of housing stock is that of its historical significance. If your neighbourhood is an older one in the heart of a city, you may find that some of the homes are significant in one or several ways. They may be architecturally significant in representing an early building style, or they may be historically significant in being home for some early pioneer or leader. Identifying such buildings is important not only because it may generate interest in heritage preservation, but also because funds for preservation and upkeep may be available.

In order to properly conduct an historic study of buildings for soundness or historic merit, the community should contact the Historic Sites Branch of

Le Marchand Mansion

Alberta Culture. Since the passing of new legislation in the Spring Session of 1978, both municipal and provincial governments are empowered to designate sites.

The Historic Sites Branch will examine the site, assess the feasibility of preservation (soundness of foundation, etc.), research its history and prepare a report for the Historic Sites Board. While the Board makes recommendations to the Minister of Culture, he in some cases and the Cabinet in others, has final power to designate a site. Because of its political nature, historic site designation would require a well-organized lobby on the part of the community, particularly where other persons, especially the owner, may wish to redevelop the property. Oliver Community's battle to save Le Marchand Mansion is a good example.

If your group decides to consider historic preservation, you should carefully scrutinize the Alberta Historical Resources Act and contact groups who are familiar with this process such as S.P.A.R.E. (Society for the Preservation of Architectural Resources in Edmonton) or the Strathcona Historical Foundation.

D. PLANNING TO MEET THE NEED

1) Analyzing, Displaying and Presenting the Information

The trick in using information is to get it into forms which will tell you answers to questions you have now or will give you insights into matters that you had not otherwise thought about. You will probably want to reduce information from various sources to maps, charts and graphs. In these forms, the material is readily communicated to a large number of people at meetings and through newsletters.

2) Interpreting the Information and Formulating Alternative Plans

In the initial stages of interpreting data and formulating plans, it will probably be best to work through some kind of workshop format where differences of opinion can be expressed face to face, and if not readily resolved, at least clarified. A set of alternative plans might be developed which reflect these differences.

These alternative plans might be presented for reaction to as many members of the community as possible-- through newsletters, or public meetings. In the Summer of 1977, the Community of Oliver Group presented a number of housing concepts to fellow residents along with other community plan information. It might be worthwhile to contact this group or Communitas to find out how it was presented.

E. FREQUENTLY ARISING ISSUES TO RESOLVE

1) The Role of Rental Accommodation

The role of rental housing is an issue that needs to be addressed frankly but fairly. If certain absentee landlords are irresponsible, are there alternatives to just trying to eliminate rental housing? What about people who cannot maintain their own home because of age,

disability, family situation or whatever? What is the community's responsibility to those residents of the city who cannot afford to purchase homes? What about people who necessarily are short-term residents --like students and temporary workers? Do they have a place in the community? Community planning means considering the local community's responsibility to the larger community as well as protecting the interests of the local community from those who would destroy it.

2) Density

The population distribution in a given area is usually measured in terms of either number of people per acre or number of buildings per acre (see Chapter 6, Land Use). The actual impact of more people and buildings in your community will be extremely dependent on how those people are housed or how the buildings are designed and placed on the land. The important consideration in an examination of density is whether an increase or decrease will benefit the community.

An increase in density without proper planning or adequate allocation of funds can place a heavy burden on existing park and recreational space, overtax social and health services and create a heavy flow of traffic. On the positive side, an increased density can more readily support an economic public transit system, a diversity of specialized shops and services and allow for a greater opportunity to mix with different age groups, interest groups and cultures. The development of land to a higher density is also more economically feasible.

Again, whether or not a housing development is liveable is dependent on the design. There are a number of methods of slightly increasing the population without major impacts on the character or quality of your community, some of which include construction of housing on empty lots, replacement of existing run-down buildings with low

scale multiple family dwellings, infill housing and any number of possibilities worth investigating. Just as a reminder, increased density could keep your schools open.

Another aspect of housing that you should probably take a look at is internal density--the number of people living within a dwelling unit. Generally speaking, when the number of people living within a unit exceeds the number of rooms, internal density is considered to be high, or crowded.

While it is generally believed that high internal density is undesirable, "crowdedness" is a desirable way to live for some. If you find in your fact-collecting that existing housing conditions are crowded by Canadian standards or if residents express a wish to live together in larger numbers, explore the reasons why. Is it because of housing costs? Is it because units large enough to accommodate large families do not exist in sufficient supply? Is it because these people prefer close living conditions? Information regarding the reasons for high internal density can be useful for future planning. For example, you may make it an objective to provide more dwelling units large enough for large families or to make housing more affordable to improve the situation.

Information regarding internal density is available from the census in general form. Otherwise, the best source of information will be your own household or resident survey.

3) Mixed Use

In planning your community you will find it difficult to avoid the topic of mixed use. A simple example is a discussion about the disappearance of a local grocery or arrival of a chain food store. It is difficult to make a blanket decision about whether you want mixed uses for the land in your neighborhood or not. The issue is complex.

Many communities feel strongly that they want to preserve their area for single family dwellings. These commun-

ities from time to time unfortunately face situations such as declining school enrollment and the exodus of seniors unable to maintain their homes. The addition of some higher density housing or senior citizen residences could provide a more balanced population. It will be important to assess long-term goals of the community and how best they can be accommodated.

Communities also face decisions about the existence of non-conforming, possibly obnoxious, industries or commercial enterprises. While some residents may wish the removal of non-residential enterprises, others may prefer to live close to their place of work. Providing homes near to work places can of course help to alleviate traffic congestion.

There is no predetermined answer on where and how to provide housing, places of work, leisure areas or places for shopping. Essentially a decision about introducing new uses of land into your area will best be made on the basis of what changes can best meet the total community needs. Rather than rejecting suggestions for new shops and services, try to come up with ways they could be introduced in the most compatible way possible. You may not like the idea of a day care centre next door to you but consider the convenience for working parents in your neighbourhood.

F. INNOVATIVE HOUSING AND DEVELOPMENT CONCEPTS

1) Infill Housing

Oliver Community is presently involved in a feasibility study for development of infill housing. Realizing the pressures for increased density in their area, Oliver is considering infill as a possible route to preserve some of the remaining single family homes yet provide more housing.

Essentially, infill is just what it says. Buildings are constructed in and around existing structures. Additional living space is provided in spaces nor-

"THE NEIGHBORHOOD"

BEFORE ➡

- ON·STREET PARKING
- NON·USEABLE OPEN SPACE (VACANT LOTS)
- TRAFFIC CONGESTION (VISITORS, LOCAL RESIDENTS, AND VEHICLES "CUTTING·THROUGH" THE NEIGHBORHOOD.
- POOR PEDESTRIAN LINKS AND CORRIDORS - AREAS OF PEDESTRIAN/ VEHICLE CONFRONTATION, SHORT·CUT ROUTES THROUGH VACANT SPACES.

AFTER ➡

- VARIABLE LIMITS/BANS ON ON·STREET PARKING
- PATHWAYS FORM A SYSTEM OF LINKAGES... CONNECTING OPEN SPACES, NEIGHBORHOOD SERVICES, AND COMMUNITY FACILITIES
- REMOVAL OF DETERIORATED HOUSING STOCK TO PROVIDE HIGHER DENSITY ACCOMMODATION (IN·FILL HOUSING, LOW·RISE, HI·RISE)
- UNDERGROUND PARKING AND AT·GRADE PARKING LOTS REDUCE PRESSURE FOR SPACE
- CUL·DE·SACS, ROAD CLOSURES AND BOULEVARDS SOFTEN THE EFFECT OF TRAFFIC AND REDUCE THE IMPACT
- PLANT MASSING TO CREATE SPACES FOR PLAY/RELAXATION, YOUNG/OLD.
- EFFICIENT USE OF PREVIOUSLY UNUSED SPACE· eg. ROOFTOPS, ALLEYS AND LANES, CORNER LOTS·
- INTEGRATION OF MOVEMENT BY BICYCLE, CAR, PUBLIC TRANSIT, OR·ON FOOT; AND OF SEVERAL DENSITIES OF HOUSING WITHIN THE AREA.
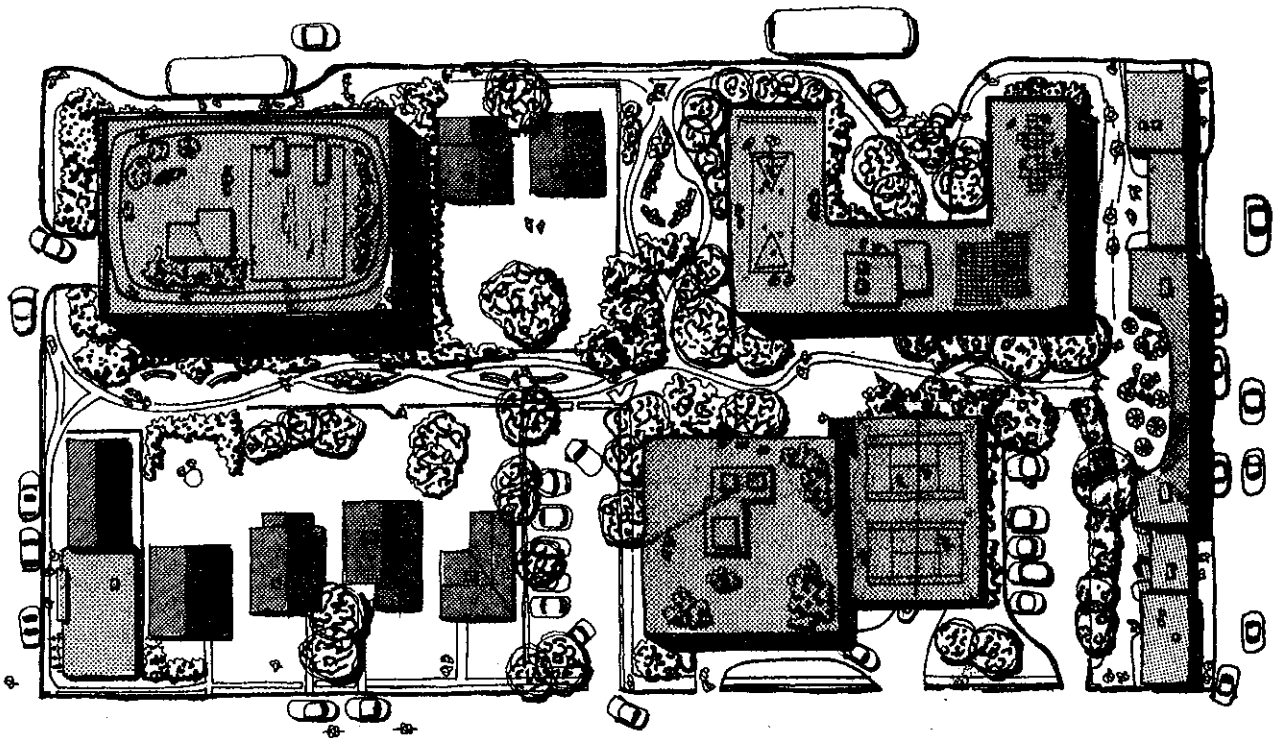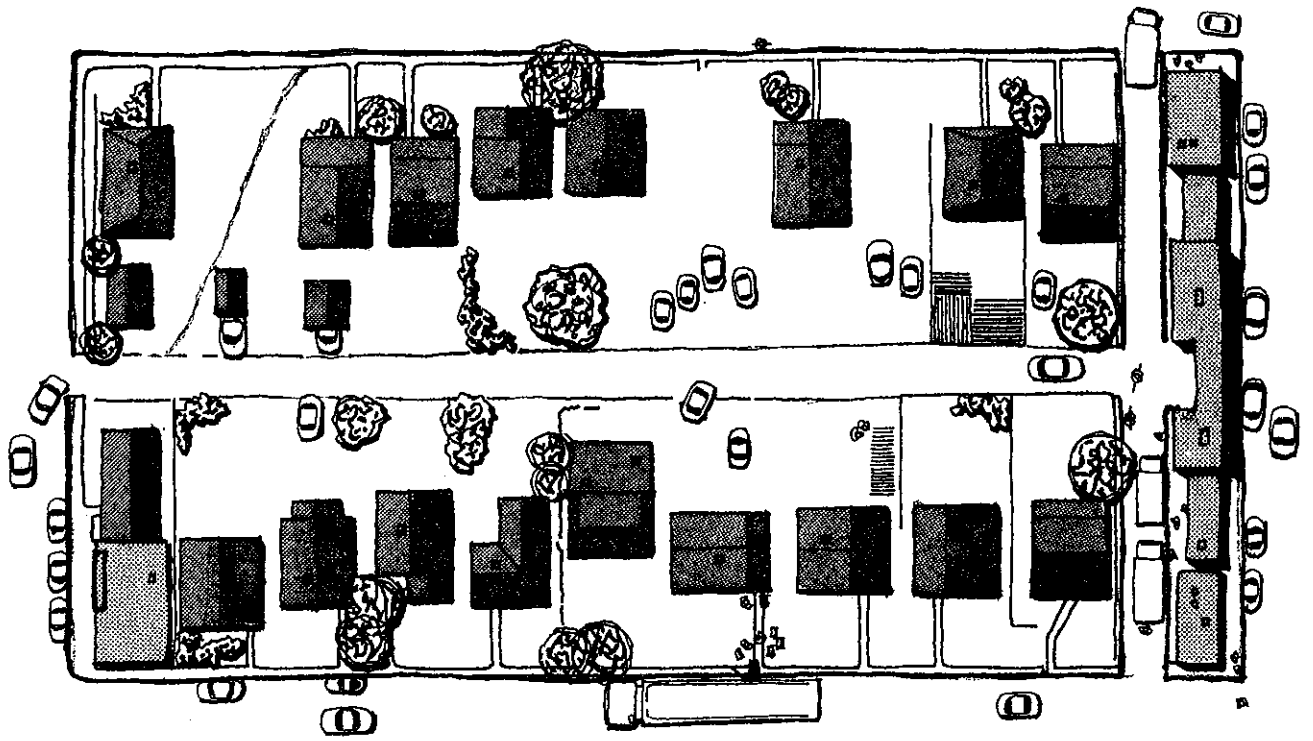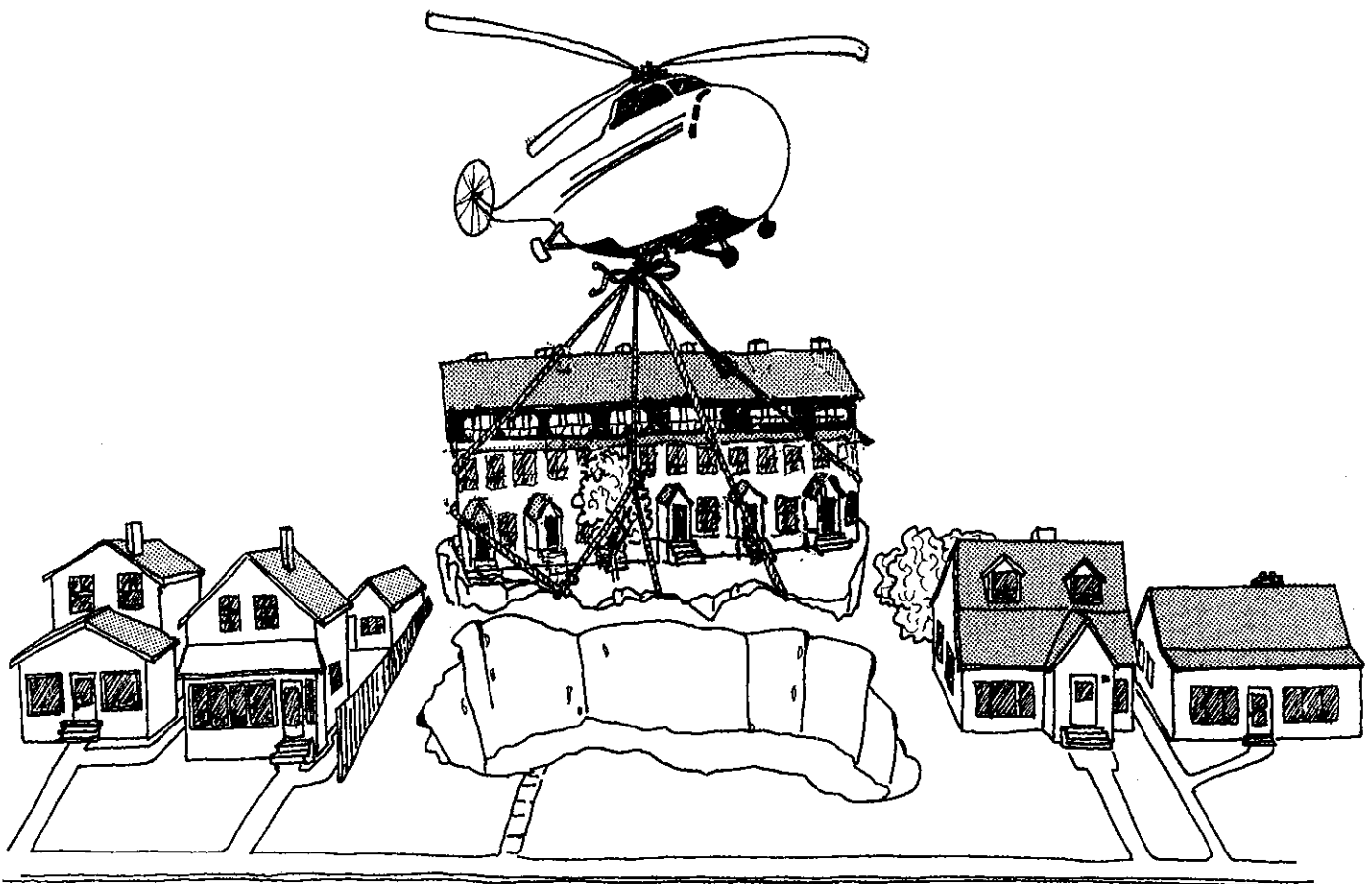
"IN·FILL HOUSING"

mally set aside for alleys, back yards, front yards and side yards. New buildings can replace dilapidated structures and vacant lots. With infill housing, density can be increased on varying scales while retaining private courtyard or garden space, keeping the height down and preserving the character of the neighbourhoods.

Infill housing allows for greater variation in design and flexibility than design concepts like walk-up and high-rise apartments. With infill, you can demolish or retain as many existing buildings as you desire. It is not necessary to raze entire blocks of otherwise sound, usable housing. Many residents can remain living in the community while construction occurs. Depending on the financing and design, this type of redevelopment facilitates the return of the same people to the area or other people of similar income levels.

This facilitates community stability and cohesiveness. Too often new development provides housing only for income levels higher than those of previous residents. People are removed with no option to return.

Major hurdles to overcome are the financing of the project and rezoning or land use by-law amendments. Financing can be arranged by any number of means including pooling of local resources, bank or credit union loans, Central Mortgage and Housing Corporation grants or private development. In order to obtain a development permit, you will be faced with amending existing land use by-laws as the infill housing concept conflicts with most legal restrictions concerning parking, set-backs, lot lines, access routes and so forth.

Another problem will be locating a suitable site. As Oliver discovered, many potential sites for infill are swal-

lowed up by highrise development while the community is occupied with negotiations for financing and municipal support.

Noteworthy examples of existing, successful infill housing projects include the Diamond and Myers pilot projects in Toronto and the Kitsilano, Vancouver, housing cooperative. The latter was financed by Central Mortgage and Housing Corporation (C.M.H.C.). The planning process for the Kitsilano project is documented by Shouri, Schmid and Gutstein in "Infill Housing Project", City Magazine, May-June, 1978, Vol. 3, No. 4 and 5. The article is recommended reading for any community planning for housing.

2) Continuing Cooperative Housing

Continuing cooperative housing means group ownership of property on a non-profit basis. Title and mortgage are held by the society or non-profit corporation formed by the future residents. Payments are frequently prorated by income level of the cooperative member.

A continuing cooperative can be formed to construct new housing or to purchase and rehabilitate existing housing or both. The cooperative can be set up to provide any form of housing ranging from single family dwellings to apartments.

In establishing and constructing this form of housing, you will be involved in a process of gathering members and discovering their housing needs and wants. You must obtain financing in order to purchase or lease property. A building site must be located and approved for the project. Where your project is receiving outside financing you will be bound by the funder's specifications.

Your group will likely want to seek outside expertise including architects, planners, builders and group facilitators. It is up to the cooperative to choose to construct the housing themselves or to contract with a builder. This choice depends of course on your

financial situation and building skills.

Federal government grants and mortgage loans are available to continuing cooperatives on a limited basis through Central Mortgage and Housing Corporation. Funds are allocated for both the development and construction stages. Examples of continuing cooperatives which have been assisted by C.M.H.C. funds include the Oliver Housing Cooperative formed to renovate existing housing stock; Sundance, Salvador, Keegano, Synergen and Homestead Housing Cooperatives formed to construct new housing; and Sam Greer Place, a Kitsilano, Vancouver, infill housing cooperative project.

Information and assistance is available from Communitas.

3) Renovation to a New Use

Housing can be provided by minor or drastic rehabilitation of existing structures. By careful scrutiny of buildings or structures which already exist in your community, you can avoid major capital costs. Virginia Park Community, concerned with senior residents unable to maintain and afford their large homes, has come up with a possible way to help them stay in the neighbourhood. A block of small houses, if renovated, could provide a feasible alternative to costly and large scale institutions located far from the residents' community. The concept is based on the community as an extended family.

Intermet, a non-profit housing society founded in Edmonton in 1976, is attempting to find viable uses for older unused schools. In their opinion, the near vacant school buildings in the older inner city communities could be put back into productive use rather than building new facilities to meet other needs. One of their ideas is that by partial renovation of a school and redesigning the school yard the one structure could function as both a residence and school. They particularly favor housing for seniors.

A second possibility other than
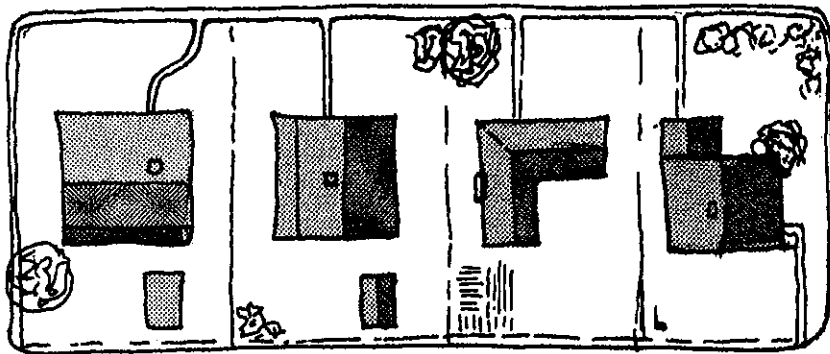
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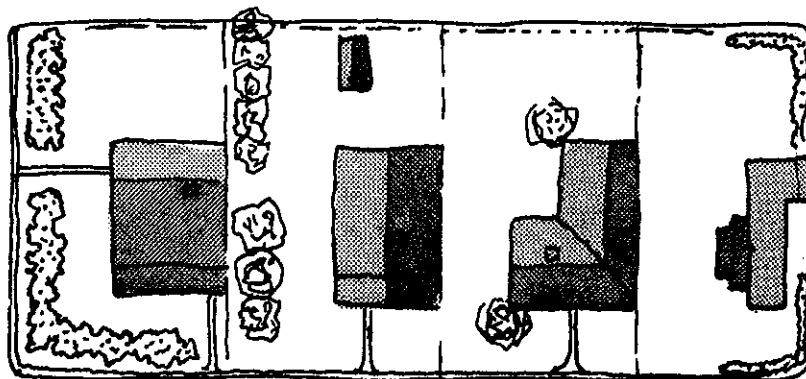
ZERO LOT LINE SETTING

renovating an existing school would be to design the building at the initial stages in a new neighbourhood as a demonstration project. As the school age population declines in the area, more of the building could be converted to housing. In that way, the potential space remains in the area for catering to the educational demands of the time, without considerable capital investment. The idea has been tried in the United States with former schools now converted for use as offices, apartments, shops and housing for the elderly.

More extensive rehabilitation ideas for otherwise unuseable structures include the transformation of a parkade and factory into attractive and unique housing. While these housing projects were developed in the United States, the concepts apply equally to Canada. Information on these housing projects is available in the form of written material and film from Urban Studies, Department of Extension, University of Alberta.

4) Zero Lot Line

In the simplest of terms, zero lot line development means building to the property line with no set-back being required. In practice, this is a new alternative which is available for the development of detached residences. Where the development control by-law allows zero lot line development, the residence may abut one lot line. For example:

The result is that the lot will be divided into fewer separate yard spaces; that is, one side yard is eliminated. The purpose of this alternative is to reduce the size of the lot required for a single family home and thereby the cost of such housing.

Although the zero lot line concept

introduces what seems to be one very simple change, there are more complex implications. One is that the siting of each house on its lot must be coordinated with the siting of adjacent houses to prevent houses abutting each other. Another is that since houses will be closer together (in effect they will be only one side yard apart instead of two) design innovations should be made. For example, the design of adjacent residences should be coordinated so that window placement does not allow privacy invasion and the internal design of units should be more effectively related to outdoor privacy zones.

This is the essence of the zero lot line concept. Many variations of this type of development may be conceived, these being largely dependent upon the configuration of the sub-divided lots and other development control requirements that may be applied.

5) Sweat Equity

The basic principle underlying sweat equity is also a simple one. Instead of making payment for a home totally in cash, a portion of the payment is made or the cost is reduced by the contribution of a future resident's own labor. The purpose of the idea is to reduce the necessary cash outlay in the short and long term so that home ownership will be possible for more people.

Although the underlying principle is simple enough, the complicating factor is how the idea can be turned into reality. Sweat equity is an American term which has been applied to citizens' efforts to rehabilitate deteriorated housing by contributing their own labor. Mortgages have been arranged usually with the help of governmental agencies. A condition of these mortgages has been that a certain portion could be paid in the form of labor-hours spent on the renovation work. This eliminates the need to hire expensive labor assistance for the renovation work, yet the equity or value of the building will increase as it is renovated.

A more immediate example of the use of self-contributed labor to reduce the cost of home ownership is available in Edmonton. A program has been instituted by Alberta Home Mortgage Corporation whereby special low cost mortgages are made available to future home owners who are willing to build their own homes. As part of the program, a course has been developed through N.A.I.T. which is designed to teach the basic of home building. Lots have been made available in Millwoods and on-site technical guidance is available during construction. To date, an impressive number of good homes have been built with the assistance of this program at a greatly reduced cost. Further information about this program can be obtained by contacting the cooperative housing program, Alberta Home Mortgage Corporation.

VIII. TRANSPORTATION

Transportation planning is tricky. Decisions made about the locating or relocating of an industry or business influences not only travel habits within your community but also travel through it, and parking on your streets. Most heavily affected are the older residential areas which were not planned for today's massive per-capita car ownership. As a result, the street system in these areas is plagued by parking problems, high traffic volume, high rate of accidents and pedestrian/traffic hazards.

This chapter outlines suggestions to help you examine the transportation system from a community perspective and possible solutions for the problems you identify. The more attention you pay to understanding the source of transportation inconveniences and irritants, the more likely you will come up with a long-term solution. Included in this chapter, therefore, are ideas to encourage your community to take a fresh look at transportation planning.

A. INFORMATION SOURCES

1) Documents

The following documents can be purchased from the Transportation Branch Planning Department, City of Edmonton, or borrowed from the Centennial Library, Government Information Division, the Edmonton Social Planning Council or the Transportation Branch:

- Basic Network of Routes:

Published in 1973 by the City of Edmonton, this is essentially a listing of all new roadways, widenings and significant improvements or upgradings that have been recommended in a wide range of functional and planning studies. It was compiled in preparation for the City of Edmonton Transportation Bylaw and does not outline priorities that are placed on the roadway alternatives or what City Council has actually approved.

- City of Edmonton Transportation Plan, Part 1

This document, adopted as a bylaw of City Council, sets out both approved transportation policy and an approved network of routes. This is the City's statement on transportation.

- Metropolitan Edmonton Transportation Study

Although published in 1963, it contains roadway proposals that continually recur. It can be read for a sense
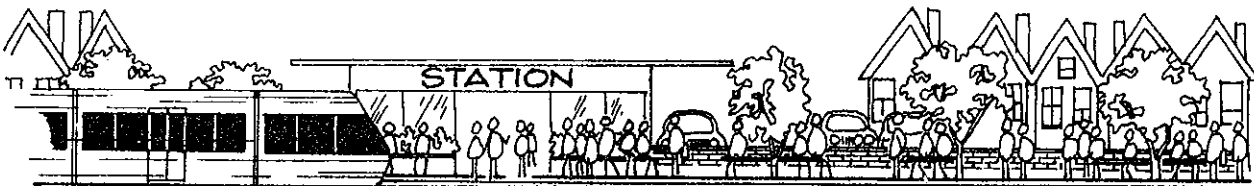
of what could ultimately happen in Edmonton without an emphasis on mass public transit.

- Functional Studies

There are numerous smaller studies that have been prepared by the City itself or by consultants. These include such reports as the Downtown Freeway Loop, the West End Corridor Study and the University Area Transportation Study. They are too numerous to describe individually, but they are available for review through the Government Information Division of the Centennial Library.

2) References for Additional Information or Assistance

i) Government Information Division, Centennial Library

This is a good place to find transportation planning documents, consultant reports, and other civic roadway planning material. Much of the material is available on loan; some of it is for reference only. You will find the staff helpful and knowledgeable about current transportation issues and the City administration.

ii) Transportation Department, Government of Alberta

The Provincial Government develops broad policies about urban transportation and provides conditional grants or cost-sharing arrangements to the City to permit roadway construction, development of Light Rail Transit, subsidization of mass public transit. Major transportation corridors which could affect Edmonton, such as the Yellowhead Highway and the Edmonton Ring Road, also are decided by the Province.

iii) Civic Administration

- Utilities & Engineering Committee

This body is a standing committee of City Council. It is composed of Aldermen and the Commissioner of Utilities and Engineering.
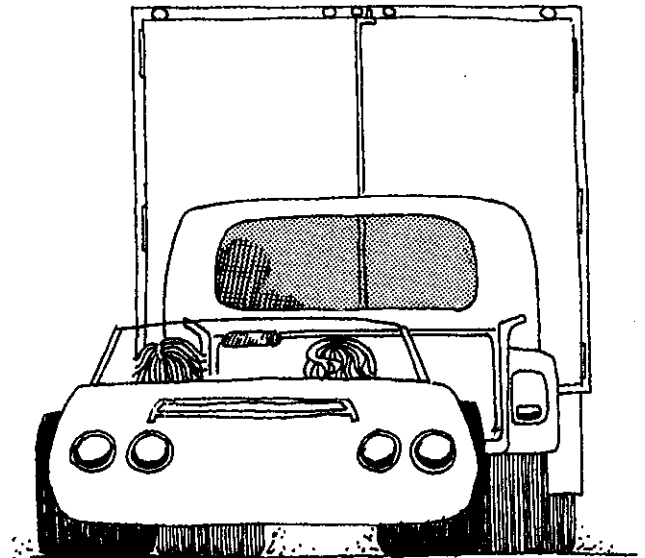
It reviews matters referred to it by City Council and advises Council on questions of transportation and utilities.

- Transportation Planning Branch (City Planning Department)

This portion of the administration is broken into three sections: 1) Land Use and Development, 2) Functional Planning and 3) Studies and Research. The divisions between these responsibilities are not always clear and there is a close working relationship with the Engineering Department.

In a general sense, "Land Use and Development" is responsible for roadway planning in newer areas and look at bus routes, bikeways and overall road network in new residential and industrial areas.

"Functional Planning" reviews the functioning of the overall network and recommends such improvements as widenings, intersection changes, one-way streets or development of new corridors. "Studies and Research" collect and analyze transportation information for the City. This includes traffic volume counts

origin-destination studies, measurements of noise levels, traffic demand forecasts and information on movements through intersections. They supply this and other requested information to other departments, transportation planners and engineers.

- ### Engineering Department

Of interest in the Engineering Department are the following sections:

- Design Section: outlines in detail (grade, width of new right-of-way) proposed improvements.

- Construction Section: undertakes the actual building of roadways and improvements.

- Roadway Operations Section: responsible for maintenance of constructed roads.

- Traffic Section: responsible for signage, traffic lights, pedestrian lights and crosswalks, and the analysis for local operations. Should you want changes in traffic flow in your neighborhood, this section will have to be involved.

- ### Transit Department

This Department is responsible for the operation of both the bus and Light Rail Transit systems. New bus routes, changes in existing routes, driver training and bus maintenance are all the responsibility of the Transit Department.

iv) **Urban Studies, Department of Extension, University of Alberta**

A wealth of information can be obtained from Professor Gerry Wright of this Department. He has spent a great deal of time researching transportation questions and working with community groups on various transportation issues since the late 1960's. He can give you a good understanding of why certain transportation problems exist, refer you to a wide range of civic documents and transportation planning literature and generally provide some perspective on the strategies you might try for solving your neighbourhood's transportation problems.

B. SOLVING NEIGHBOURHOOD TRANSPORTATION PROBLEMS

The planning of transportation for your community affects not only bordering communities but the entire city. Bearing this in mind, it is still possible to improve your situation by studying local needs and concerns and implementing local solutions. The Canora Community as part of its Neighborhood Improvement Program (N.I.P.) designed and constructed a network of road barriers to reduce the amount of traffic using their residential streets as short-cuts. McCauley Community persuaded City Council to ban on-street parking or through traffic for stadium events. A public transportation program was instituted in its place.

There are transportation problems both common and unique for each community. The following series of steps can enable you to examine what is happening in your own area and to identify reasonable solutions at the community level:

1. Identifying Neighbourhood Transportation Concerns
2. Verifying Your Concerns
3. Selecting the Right Solution
4. Getting What You Want: Implementation

This last step outlines the contacts you should develop with City Hall to ensure that your work results in some real benefit for your neighbourhood. It is important to recognize from the start that eventually you will have to involve City Hall in your transportation problems and situations. The sooner you let City Council and the responsible civic departments know that you want something changed, the better your chances of success.

1) Identifying Neighbourhood Transportation Concerns

The first step towards solving the problems in your area is to have community people identify their concerns and clearly state what they are. This step is important because how the problem is phrased will determine, in some cases, how it is perceived and dealt with. For example, if the concern is the heavy traffic volume on an arterial roadway, there will likely be no solution. But, if particular consequences of that high traffic volume such as speeding vehicles, noisy trucks or pedestrian problems in crossing the road are listed as the concerns, then these may have solutions.

This information can be collected by any of the methods outlined earlier in the manual. Particularly useful would be a separate community self-survey or the inclusion of questions about transportation in an overall survey. Observation of travel patterns and noting of areas of concern may help. In collecting concerns, try to be as specific in your description as possible. The following suggestions may help:

Time: When do the problems occur--all the time, morning and evening, rush hour, during the day, on weekends, only in the evening? The time of occurrence may suggest some of the causes, who the offenders likely are, and what possible solutions might be used.

Location: What streets or intersections are involved? Is it part of a larger problem or pattern?

Causes: For example, do you think the problem is the result of any specific land use in the area, a particular pattern of short-cutting traffic or government priorities (e.g., low budget for public transit)?

Magnitude: How severe is your problem and how many people are concerned or affected?

2) Verifying Your Concerns

Once you feel you have identified the concerns of people in your area, it is important to verify them by collection of supporting data. It will also be important to analyze all of the collected information in order to discover the sources or causes of your overall transportation problems. To find proper solutions, it is not sufficient to know merely that many people are using your community as a short-cut. You must endeavour to find out why and thereby redirect the traffic. The following steps can assist you in this process.

i) Obtain a street map of the neighbourhood giving the size of the streets, their classification (local, collector, arterial, freeway) and condition. These can be obtained from the Maps and Publication Counter, 7th Floor, City Hall, in the Planning Department.

ii) Request through Transportation Planning Branch of the Planning Department what information the City has on traffic volumes, peak hour flows, origin-destination infor-

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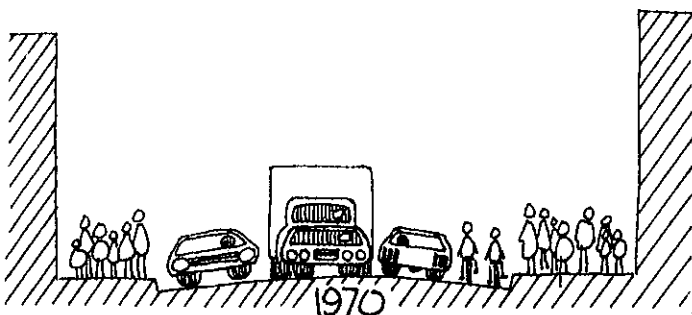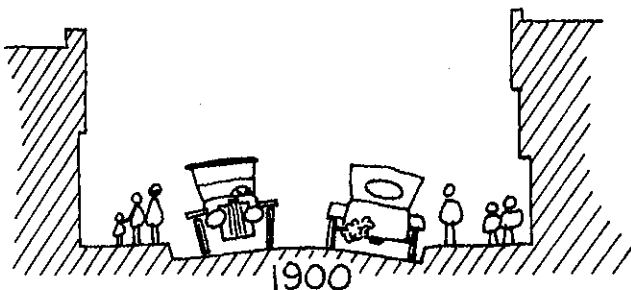
mation, street capacity, etc., for streets in your area as well as any major roadways that may form a boundary of your area. This can be done by submitting your letter of request either through City Council or directly to the Department.

iii) Request information on accident statistics including their location. This will allow you to identify dangerous intersections or stretches of road. This can also be requested by letter to Council or to the Transportation Planning Branch.

iv) Request information on existing and proposed public transit routes from the Engineering Department and Transportation Planning Branch of the City.

v) Survey and mark all current traffic and parking controls (signs, lights, one-way roads, and directional turns) on a map.

Some additional field survey work may be needed to assess your problems. Following are some examples. Do not be restricted to them, but use any measurements which you feel highlight your concerns.

If pedestrian crossings on a busy street are a problem, you could do some timed sampling of the demand. For example, you might count pedestrians that make the crossing in a specified time period (one hour at 11:00 a.m., Saturday). Some particular times that might be good to include:

- morning and evening rush hours;
- for one-half hour before and after operating hours of schools in the area;
- mid-day on Saturday.

The time you select should be when you feel the problem is most severe.

If heavy parking on your street is a problem, observe the patterns to determine if it is:

- local residents and their visitors

parking;
- short-term parking of customers of commercial uses in the area;
- all-day parking by employees of businesses in the area;
- evening commercial parking (i.e., theatre, restaurant, lounge).

Watch for variation in the availability of parking on your street throughout the day. If the parking is heavier in the evening and if there are no evening commercial users, it is likely that it is just residents and their visitors. If the parking is heavy during weekdays, but clears up around supper, it could be employee parking, commercial users parking, or both. Commercial customers parking is usually characterized by a turn-over in the parking. They do not stay all day but only for an hour or so.

If particular turns in or out of the neighbourhood are difficult to make, time how long it takes cars to make the turn whenever the problem is most severe (i.e., usually morning and evening peaks). Also, count how many cars want to make that particular turn in a given period.

If you have a problem with traffic delay generally, it is a good idea to time the delays to verify them. Start timing when a car has to stop and end the timing when the vehicle has cleared the intersection or problem area.

Traffic volumes can be hand-counted but it is time-consuming. A count for an hour or so on several days to document complaints of heavy non-local or short-cutting traffic may be feasible. However, extensive counts, especially on major arterials, are not feasible without machine counters.

Some problems, like speeding, daily traffic volumes, and noise levels, require special equipment for measurement. Unless your group has access to such equipment through a resident, you will likely have to leave it to the experts at City Hall to do the measurements necessary to document your problems.

Latent Need

Something to keep in mind when collecting your data or preparing your arguments to gain the needed improvements is a factor called "latent need". This term describes the portion of a demand that is not evident in actual people or cars at a particular location because the transportation system cannot accommodate them. Some examples are:

- more pedestrians may want to cross at a particular corner than actually do. However, because there is no crosswalk or walklight, they must choose another route to minimize their delay or hazard.
- more cars may want to move through an intersection than actually try. Because of delay or difficulty in making a particular turn, alternative routes are used.

Latent need cannot be measured or even estimated with much objectivity or accuracy. However, transportation planners frequently use it as a justification for upgrading some aspect of the transportation system, and you may find it useful too. One way to estimate latent need would be to ask people in a questionnaire or survey what changes would simplify their movements in the area. Sometimes latent need can be implied by some other movements in the system. For example, a large number of cars turning left one block before or after a major intersection likely indicates a latent need for a left turning at the intersection itself is not being accommodated.

Where the existing level of demand is assessed as not being sufficient to warrant an upgrading, you can sometimes use latent need to add to your case. Conversely, where this argument is being used to upgrade roads in your area you are opposed to (e.g., road widening) you can counter the reasoning is not based on fact.

Common Neighbourhood Transportation Concerns: Solutions and Consequences

Included as Appendix B is a list which is by no means comprehensive or exhaustive but merely provides examples to help you begin to approach transportation planning. Whether or not they are concerns of your community will have to be determined through your own data collection and community survey. They may be worth referring to as a beginning point.
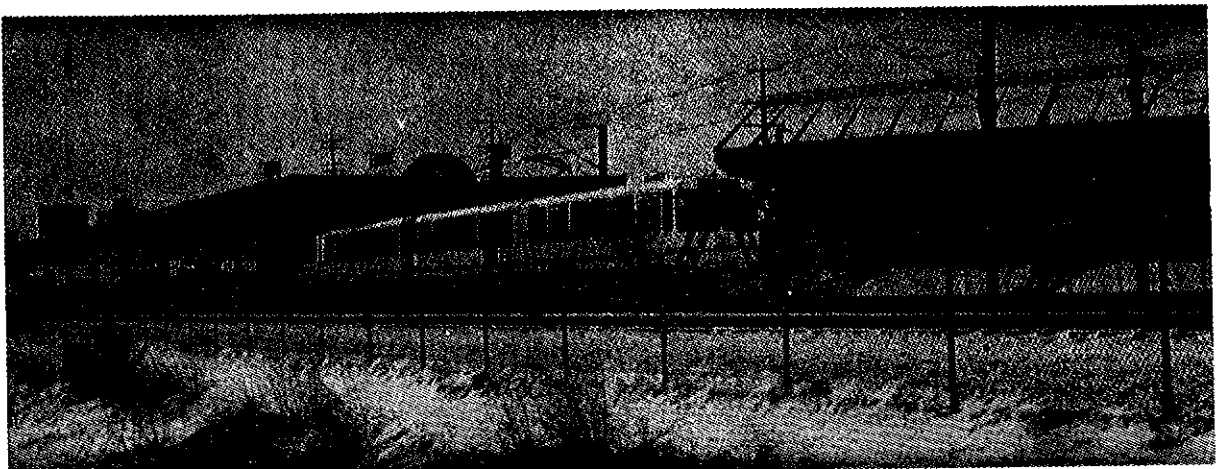
3) Selecting the Right Solution

Keep in mind that solutions to traffic problems or concerns in your area can have other adverse side effects for the residents. For example, discouraging non-local traffic with forced turns and one-ways also may make movement in the community more difficult for residents. Or, improvement in movement for the residents in and out of their community may also make it easier for other people to move through your area with an increase in traffic volumes. These kinds of trade-offs and costs are something the community has to think about.

Following are some further factors you should consider:

- What impact does the solution have on adjacent areas? If it increases problems elsewhere, it likely is not an acceptable solution.
- Is the solution expensive in terms of initial costs to install (capital cost), in terms of maintenance, or in terms of enforcement? If it is costly, it will be less acceptable.
- Remember that any solution used to deal with problems in your area will be looked at by other neighbourhoods as a possible solution for them. There is a need for the City to be consistent in the treatment of transportation problems. The City should offer similar attention and action to any other area experiencing the same or larger problems as your area. If a large number of areas are experiencing a problem, to offer the solution to one area implies that all should get it. If the solution is not acceptable on a city-wide basis because of cost, enforcement problems, the number of areas that could request it or because it is unsuitable for application over larger areas, it is a less acceptable solution.
- Does the solution interfere with the smooth operation of the transportation system overall? Does the solution cause problems or confusion

for emergency and service vehicles?
- Does the solution increase the potential of traffic conflicts or problems of safety? If a solution causes these problems, it will be less acceptable.

If a solution you want for your area is not totally acceptable when assessed by these factors, you will be faced with two choices:

- You will have to lobby harder, or
- You and your neighbours will have to ask yourselves if you wish to pursue a particular solution despite your knowledge of its shortcomings.

4) Getting What You Want: Implementation

The most important part of planning for your area is ensuring that something happens as a result of your concern and work. You will have to work with City Hall to make changes in your area. Therefore, a good understanding of administrative workings will be important. This section basically outlines two aspects: the contacts you should develop with civic officials and employees, and the staging of implementation.

i) Contacts with City Hall

There is a basic perspective that is essential to understanding why things happen the way they do at City Hall. The administration is the work force of City Council. In simplest terms, the work that a department will complete in a year is outlined and approved by City Council during the budget process. Staff is not waiting and available to address your particular concerns but likely has a full year's work and pre-determined priorities waiting. However, there are usually general or miscellaneous tasks outlined in the budget which are intended to provide the resources to address small or unexpected problems. This resource in any department is very small.

The problem a department faces

when you approach them with an information request, a request for a special study for your area or for the installation of a solution to your transportation problems is that it will require the staff time and money that is needed to complete work assigned and expected by City Council. If your request is small enough, it can sometimes be met without disrupting other projects that the department is supposed to do. If not, you will face the reluctance of the department to proceed without City Council's instruction to do so. In the present set up, they simply do not have the authority to expend the resources you are asking for.

It is important to let both Council and the appropriate department know in writing that you want your problems dealt with and that you are proceeding to do something about them yourself. By registering your concerns early:

- You will be able to obtain an early indication of the amount of assistance the administration can make available to you without direct Council instruction. This will likely be very limited. Very minor solutions such as signs may be possible but an area wide plan of roadway change and modification will require Council direction.
- Once you know what portion of your request cannot be met, you can proceed to advise Council of your request and begin lobbying

for the allocation of resources to your area. Once Council is advised of your activity and concern, when you seek their support they will be aware of the long standing nature of your concern. They will keep your needs in mind during their review of budget and when hearing the requests and concerns of other areas.

- Both Council and the appropriate departments can begin to schedule staff and resources to meet your planning and implementation needs.

Keep in mind that the City's resources for the improvement of transportation problems are limited and are generally allocated throughout the City to deal with the most severe problems first. While your problems may loom large in the eyes of you and your neighbors, they may not have a high priority when compared to the problems of other areas. If your area is of relatively low priority, you have the following choices:

- Identify your most severe problems and try to have them addressed immediately, and defer the rest until they can be scheduled according to city-wide priorities.
- Wait to have your community's problems considered as a whole.
- Lobby with City and Provincial governments for more resources to be allocated generally to the correction of transportation problems.

ii) The Staging of Implementation

If the community's analysis of its transportation problems is credible, it may be possible to simply hold a public meeting to review the recommended solutions and obtain support from City Council to proceed to implementation. Where there are some questions about the accuracy of the community's analysis or the level of support in the area for the solutions proposed by the community, then the civic administration
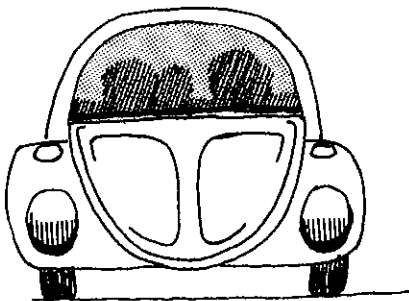
may want to undertake their own assessment of the problem.

If the administration identified or was directed to examine a transportation problem, they would go through a process similar to the one outlined for residents in this chapter. They would collect data about transportation in the area to establish if there was a problem, to further define that problem and/or measure the magnitude of the problem. They might contact area residents to see if all the problems had been identified and defined.

The transportation planners and engineers would then identify the kinds of solutions that they felt would likely work to resolve the problems, together with the consequences and limitations of these solutions. These could be presented to area residents for their information and reaction.

A preferred alternative would be selected. This would be documented in a report which would be forwarded to City Council for support and approval.

It should be noted that even though City Council may have already supported your request for a certain approach to your area's problems, and has directed the administration to proceed on that basis, it is usually necessary for the administration to take the solutions before Council for approval for implementation. For example, where a road closure is involved, a bylaw requiring three readings by City Council is legally required. Should a local improvement charge be associated with a desired improvement in your area, that will also require specific Council approval.

The process of implementation is basically the same from this point in the process on whether the attention to your problems came about as the result of the initiative of the administration or because pressure from the community resulted in City Council directing the administration to deal with your problems. Following

approval of a solution or a set of solutions, the appropriate civic departments can be instructed to proceed to put them in place, PROVIDED THERE IS MONEY IN THE BUDGET FOR THIS OR CITY COUNCIL APPROVED THE MONEY FOR IMPLEMENTATION WHEN THEY APPROVED THE REPORT. If not, then you will have to wait for your implementation costs to be included in the next annual civic budget. Additionally, many solutions to traffic problems involve construction and are usually installed during the summer construction period. Depending on the timing of the approval of your solutions, there may be some delay with them being put into practice.

Some solutions (depending on their cost, ease of installation and removal, and the potential impact of the change) may be installed only temporarily at first. This allows for a period of monitoring to see if they will work as intended before permanent installation occurs. Others, such as signs or crosswalks, will simply be installed and removed if they prove to cause problems.

Temporary installation will involve taking before and after measurements of the effects of the solutions to determine if the change is accomplishing what it was intended to and if there are any unanticipated problems developing. This may also involve some attempt to measure resident perception, satisfaction and reaction to the changes.

The temporary installation will be for a set period of time (usually six months to a year). If during that time problems develop, the temporary installation period could be cut short or some amendments made to the solution to correct the difficulty. Following the temporary installation period, a report on the consequences and effectiveness of the modifications will be prepared and submitted to Council to seek approval of permanent status for the changes that were effective and approval for permanent installation if necessary for such solutions as road closures and forced turns.

Permanent installations, like tem-

porary installations, are dependent on there being money in the budget to pay for it. If the cost was not included in the last budget or specifically approved by Council in considering the request for approval of permanent status, then installation will be delayed until a new budget is approved and in some cases until the summer construction season following the new budget.

Closing Comments on Neighbourhood Transportation Planning

The process of dealing with transportation problems in your neighbourhood is a long one. From identification of the problem, to developing a set of solutions, to seeking support for them, to finally obtaining temporary and permanent installation of them could take several years. You will have to be prepared to persist over this period of time and not get discouraged to eventually gain some improvement for your area.

Localized problems dealing with the operation of residential side-streets can be solved on a neighborhood basis. However, problems relating to arterial roadways or light rapid transit routes usually cannot be. They usually are the result of traffic patterns and forces that extend over a much wider area and can only be significantly affected by policies and changes implemented at the city-wide level.

The second part of this chapter considers transportation questions and problems at the city-wide level.

C. CITY-WIDE TRANSPORTATION QUESTIONS

1) Understanding the System

Your streets are part of a larger system. It is generally city-wide characteristics and problems of the system that affect your area.

The transportation system has been developed in response to the need for people to move from one location in the
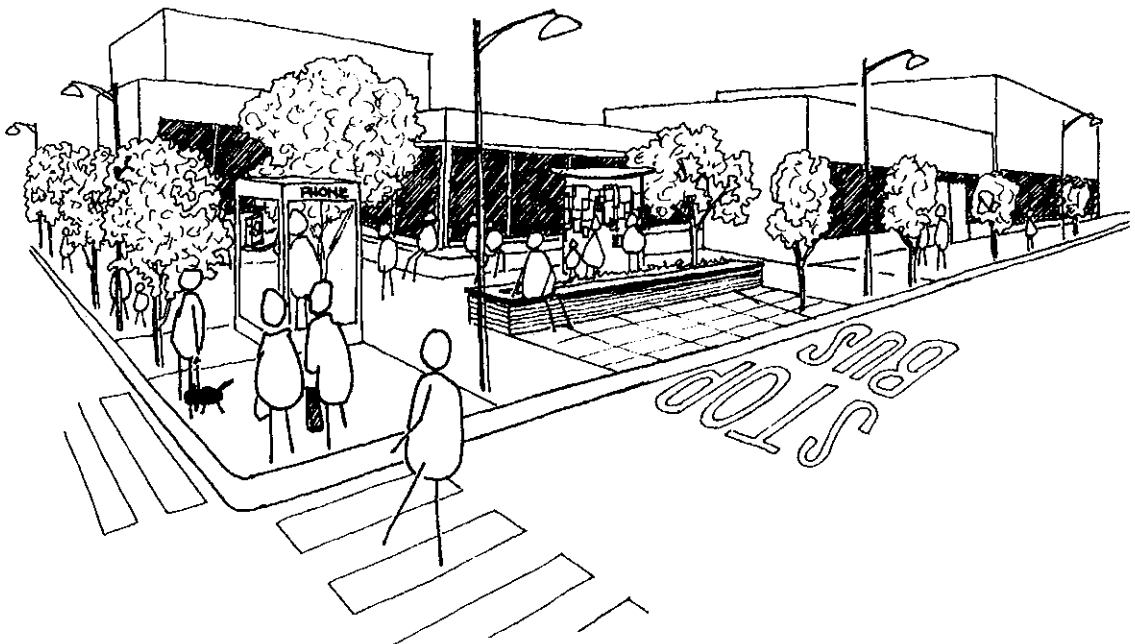
city to another. The most important of these movements is the journey to and from work. This represents the most concentrated demand made on the system and results in the morning and evening rush hours.

The need for people to move about the city, and particularly to travel to and from work is a very basic need that cannot easily be denied or thwarted. When major roadways become too congested to meet this demand, the flow of traffic simply begins to use side streets to accommodate the desired transportation movement. This process, called filtering, is most likely to occur where streets are laid out in a grid pattern because there will be a number of roadways paralleling the congested main arterial. This is a common and widespread problem that most inner-city communities experience.

The demand for transportation movement is also the result of land use patterns. By placing residential, shopping and employment uses in separate areas, we make it necessary for people to travel between them. Changes in land use patterns which would permit people to work and shop in or near their homes would change the demands placed on the transportation system.

Transportation problems develop when:

- the need of part of the city's population to move from one part of the City to another comes into conflict with the desire of other people to be able to enjoy their neighborhood without the intrusion of traffic; or
- so many people wish to make the same trip at the same time that the transportation system cannot accommodate all of them.

2) Perspectives on Transportation Problems

The traditional response to the most obvious city-wide transportation problem, congestion, is to construct additional
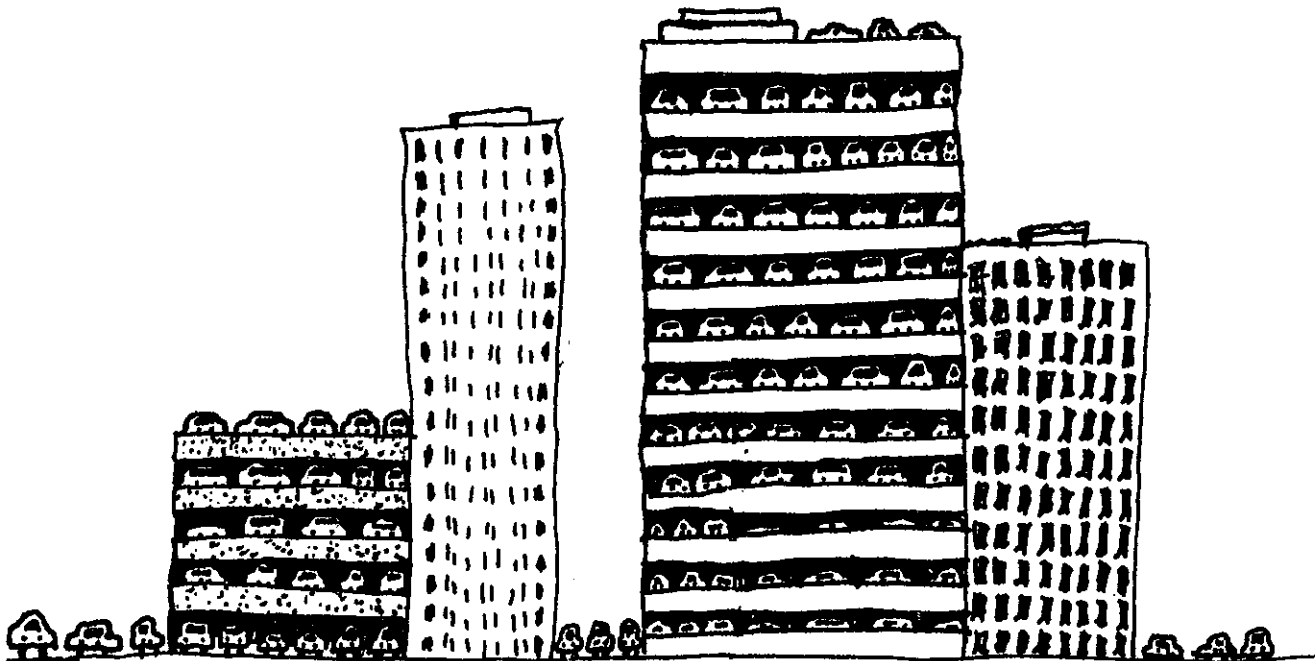
...downtowns are becoming automobile wastelands

roadways. This approach is usually very costly and when used in the inner city, results in the disruption of inner-city communities.

Concentration on this approach also means that other approaches are ignored. We could look at any and all of the following to deal with transportation problems:

- increasing the number of people in each car
- allowing a decrease in the level of convenience and speed of the transportation system
- spreading rush-hour demand over a longer period of time
- improving public transit.

The basic flaw in how we currently look at transportation problems is that the problem is defined in terms of the number of vehicles that must be accommodated by the transportation systm. We need to shift the focus from moving vehicles to the more basic purpose of transportation which is ensuring the movement of people and goods.

The role of transit is critical. Buses and light rapid transit are many times more efficient than automobiles for moving large numbers of people. People will use transit systems if they are convenient, the greater than expected popularity of Edmonton's L.R.T. shows that.

The better transit provided, the more people who use it. The more people use transit, the more efficient it becomes and the more it can be expanded to provide even better service and so on. Conversely, as public transit becomes inconvenient, unpleasant or too costly, those people who can will return to driving their automobile which makes the transit system even more inefficient, the service is reduced and even fewer people again use the transit. So we have the vicious circle. People refuse to use the transit because the service is bad and the city refuses to put more money into it because it isn't used. The end result you are well acquainted with

is rising transit fares.

In short, any measure to improve the popularity of transit helps communities by reducing automobile traffic passing through or parking in the area. Better transit within the community can also cut down on unnecessary car trips to local shops and activity centres. With a decent and accessible bus or L.R.T. route you no longer need to drive your car out of the garage so often or find those non-existent parking spots.

Of course, a good transit system must be complemented by pleasant, safe and convenient sidewalks, shelters and other parts of the pedestrian system. Improving conditions for cyclists would also be a bonus. Most importantly, we have to start looking at transportation systems as more than making life easy for automobiles.

D. SELF-HELP TRANSPORTATION ALTERNATIVES

The following ideas, if adopted by your community, could improve your transportation situation and serve as an example to other areas and those who are charged with designing the city and provincial transportation system.

1) Community Run Bus Service

If your community is cut off from the main bus or rapid transit routes of the city but you are seeking a transportation alternative to cars, you could consider establishing your own community operated bus service. Two communities known to have chosen this alternative and succeeded are Beacon Hill near Ottawa and Mantau near Washington, D.C. (Source: Techniques of Community Energy Conservation, Roger Peters, Consumer Interest Study Group, Consumer and Corporate Affairs, Ottawa, June 1977).

The Mantau Citizens Association was successful over a six year period in establishing a through bus system between their area and the larger urban area. Initial financing came from small

loans from local businesses, users and the community group itself. The service charged per month and per ride. The pick-up route was determined from responses to a community questionnaire and regularly updated to accommodate new riders. The service was promoted by local newspaper advertising, school children holding placards indicating proposed stops, flyers and most effectively of all, by putting it into action.

Bonus points for this innovative idea include:

- energy conservation;
- time saving (no set route, driver uses dscretion for quickest route depending on traffic situation);
- community choice of bus stops;
- reasonable cost
- social contact between residents; and
- local self-reliance.

The Beacon Hill Community Association experience was also successful. This group contracted with a locally owned bus company to supply bus, driver and insurance. Three years later the ridership equalled 2000 trips per day and the regional municipality assumed responsibility for its operation. This service helped to redirect the region's priorities from car travel to bus transit and a bus system was developed for all outlying communities. Most exciting of all, the Beacon Hill bus service was profit-making from the first month of operation. A National Film Board film, "A Bus For Us", describes the Beacon Hill experiment. While it is unlikely this approach will be found feasible in Edmonton, in smaller centres without a transit system, setting up a community bus service might be worth investigating.

2) Bicycle Paths

Bike paths can provide an alternative form of transportation within your community and between neighboring communities. The advantages of biking are: it is cheap; non-polluting; provides exercise; and reduces parking and traffic congestion. The only substantial drawback is the expense of designating and constructing routes. You must, of course, obtain city government permission, cooperation and likely financial assistance.

Where the community undertakes or is given responsibility for planning and designing the bike route, it should concern itself with the following considerations:
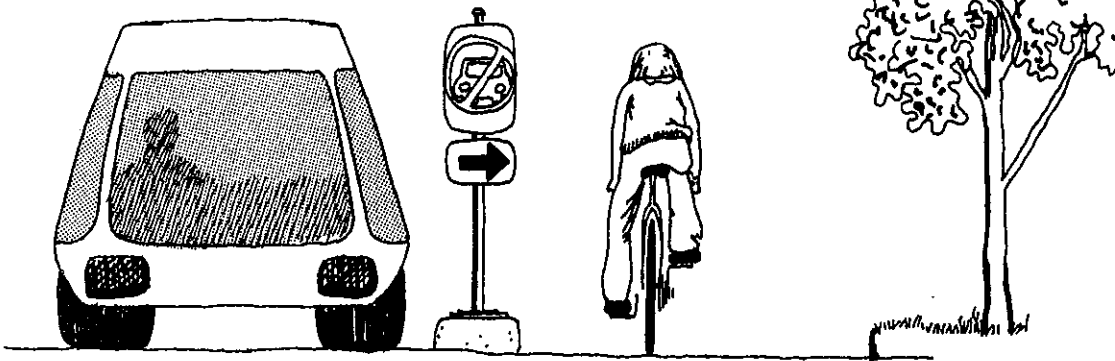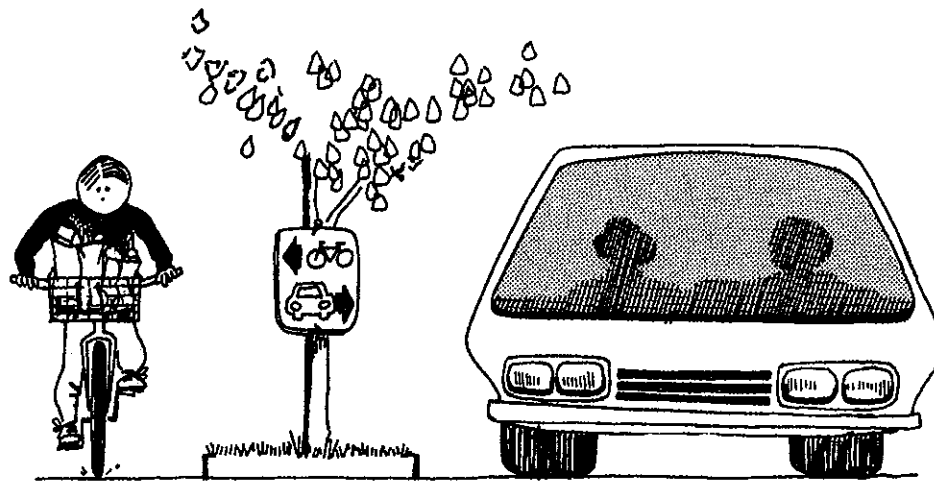
Safety: what degree of protection is necessary and can be provided from motor vehicle traffic

Environmental Attractiveness: the bikeway should be located and designed so as to provide enjoyable riding and a pleasant route

Continuity: the bikeway will provide a more useable service if there are few interruptions (e.g., traffic lights, busy intersections) and the route connects with existing and proposed bikeways in other areas;

Location: what facilities and services should the bikeway connect with in order to attract users.

Bikeways can vary from separate landscaped, walking and bicycling trails to special lanes on existing roadways separated from vehicle traffic by curbs or pavement markings to bike routes on existing roadways designated by signs. The choice of design will depend on the resources and space available and potential usage. Newly developed areas of course are better able to design an attractive efficient route connecting most of the community since the bikepath is incorporated into the total community plan. The pathways constructed in place of alleys in Westridge serve as an example for all future areas. Still, the potential exists in older communities along back lanes, right-of-ways, boulevards and city-owned vacant lots. Communities could lessen the costs by assisting in the planning, construction and maintenance of the routes.

3) Neighbourhood Delivery Service

Before the days of two car families and shopping centres, goods were cheaply and efficiently transported by the deliveryman. Now people waste hours of their day travelling across the city or looking for a parking spot simply to purchase a small quantity of goods. One step towards consumer convenience is to support local merchants by increasing your purchases and by informing them of goods you are most likely to purchase. The greatest advantage of course will be the home delivery of these goods.

You may wish to provide a delivery service for the use of the total community or only for those in greatst need including the elderly, handicapped, bedridden or stranded. Negotiations could be entered into with local shops to provide the service on a cost-shared basis. The community could consider operating a non-profit or profit making enterprise. You may even decide to employ students to deliver goods by

bicycle. Shopping orders could be made directly to the merchant with regular scheduled pick-up and delivery or a central telephone service which, like a taxi company, dispatches a person to pick up and deliver the goods. Whatever the system, it would necessitate a return to a system based on consumer credit and trust.

4) Reducing the Need to Travel

Solutions to our transportation hassles are usually directed toward more efficient, safer, quicker and cheaper ways of getting from one place to another. Little consideration is given to finding ways to reduce travel. Basically this would involve the decentralization of central business districts, government offices and downtown commercial centres, the major generators of traffic. Subsidies could be offered to businesses to locate within or in closer proximity to residential areas. This concept is supported by a 1977 Consumer and Corporate Affairs report:

"If the place of work is within walking or cycling distance, both individual workers and the community benefit financially and socially as well as conserving energy. Reduced traffic means safer roads, reduced road maintenance, more leisure time, less stress and better health." (Techniques of Community Energy Conservation, Roger Peters, Consumer Interest Study Group, Consumer and Corporate Affairs, Ottawa, June 1977, at p. 23.)

Other advantageous side effects would be the trend toward mixed working/living areas and the avoidance of a deserted central core after shopping and business hours.

5) Change of Attitude and Habit

The factor which will have the greatest influence on alleviating transportation problems is a change of atti-

tude in people who travel and plan transportation routes and means. As a community, you can influence trends by educating your fellow residents about alternative solutions. By demonstrating the effectiveness of transit planning, bikeways, car pools, delivery systems and so forth you will encourage other communities to follow suit.

Community groups can play a major role in lobbying with government transportation officials to integrate alternative concepts into their transportation plans. Government attitudes are already showing signs of change. The 1963 METS (Metropolitan Edmonton Transportation Study) study which proposed mainly massive freeway and bridge systems has been radically altered with the introduction of L.R.T. (Light Rapid Transit) and park-and-ride.

IX. COMMUNITY RECREATION

"Public input into a new Parks and Recreation department master plan indicates citizens want more neighborhood parks and community involvement in the choice and operation of programs...Citizens surveyed would like to see the parks created in newer areas as well as in established neighborhoods. The people polled would also like to have more input into Parks and Recreation sponsored programs and in some cases would have Community Leagues take over the programs with assistance from the department".

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Edmonton Journal
January, 1978

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When we speak of community recreation, we are talking about playing. Play is essential to us all--it brings with it much of the fun in life--and it would be sad to think that any of us leave it behind with childhood. Play is certainly not childish, and it is complex. Fortunately, its very complexity and its different meaning for people of different ages and character can be a wonderful source of new ideas to show us how to meet community recreation needs.

Until recently, community recreational planning, especially in older neighbourhoods, operated with leftover spaces, leftover money and leftover ideas. While it is commendable to examine carefully and to use to the greatest extent possible all of our available resources, recreation planning should not be considered a frill. It is very much a part of the total planning process and should be considered in partnership with all of the other aspects of your plan.

Community recreation planning should proceed in the following order:

A   identification of need
B   investigation of alternatives to meet those needs
C   implementation of solutions.

A.   IDENTIFICATION OF RECREATIONAL NEEDS: PROGRAMMING

The most fruitful way of determining the recreation or play needs of your community is to approach the whole subject with as few assumptions as possible. Take a fresh look at what people, all of the different people, in your community do to have fun and to spend their leisure time. Examine not only what these people do during the evenings and on weekends, but also what they do in their spare moments during the working or school day and when they are going from home to work, to school, or to the store and back again. This may reveal opportunities to make the trips more pleasant and to strengthen gathering spots and places of social contact within your community that you previously had not considered. You should aim to make the opportunity for play, for relaxation, for refreshment, for enjoyment, continuous throughout each and every day and throughout your community. Study your area closely in order to develop the most enjoyable recreation and leisure program for all the residents.

> It is vitally important that you determine the recreational programming needs of your community before you start considering the necessary facilities and space required to satisfy those needs. These facilities and spaces, open or enclosed, are simply the means whereby people can engage in leisure activity. If selected before the community's needs are fully understood, they may seriously limit the potential for play in the community.

Methods of Identification of Need

The following methods are some which have been found useful for identifying existing recreation or leisure patterns of people in your community.

1) Community Survey

If you are involved in a comprehensive planning process, your group may have already decided to prepare a community questionnaire. If so, you can include questions about recreation; or it may be necessary to prepare a separate questionnaire. Either way, certain factors should be included.

Consider the circumstances, the capabilities and the outlooks of different age groups. The children, the teenagers, the young and middle-aged adults, and the elderly, will all have different interpretations of play and will have different recreational needs. The challenge you will face is how to meet the recreational needs of those different groups while avoiding solutions that will socially segregate them and so divide your community.

Questions should also be directed to existing kinds of leisure and recreation activity, location and level of satisfaction with both. Inclusion of a map of the area onto which people can plot their normal places of activity and travel can prove helpful. Don't forget to ask for suggestions for new activities and ways of providing them.

2) Observing Activity

Another useful technique is to observe the actual comings and goings of people. Observe and record where children play, where the elderly take their walks, where teenagers gather and what routes people choose as short-cuts. Useful tools for recording activity include video-tape, movies, photographs, or simply a written record. Camera equipment can often be borrowed from the University Extension Department or Communitas for such purposes. These recordings can make presentations more effective and also enable discussion based on concrete material.

3) Community Discussion

For more indepth discovery, you should consider bringing people in the area together to exchange information and ideas. The different ways of achieving this are discussed earlier in the book.

4) Recreation Agencies

You may also decide to interview various agencies and departments responsible for the recreational planning of your area. At this step in the planning process, however, the information to seek is about use of facilities, not the facilities themselves or proposed facilities or solutions. Potential information sources include your Community League, recreation directors, community schools, schools, Parks and Recreation Department.

B. ALTERNATIVE SOLUTIONS TO YOUR RECREATION NEEDS

Once you have established the recreational programming needs of your community, you can begin to consider seriously the spaces and facilities that you will need to meet these needs. In older inner-city neighbourhoods, the open space available to residents is limited. Residents must now look to land

that is already developed for another use, and to space which may not previously have been considered in a recreational/leisure context. Our frontier philosophy has often led to wasteful use of space in our cities. As cost pressures and density, and now energy factors, force us to re-think our city ideas, a whole range of use possibilities arise for previously ignored, unused or abused plots of ground.

Using the information you have collected about recreational activities and needs as a base, you can now begin to develop solutions. You should examine existing facilities and how they can be better utilized. You will also want to discover alternative facilities or methods of meeting your recreational needs. The following sources may prove helpful.

1) Sources of Information About Existing Facilities

You will be able to collect this data from many of the same sources as you identified need. The following are suggestions of what to look for.

- Existing Facilities

The existing recreational space system (parks, arenas, bicycle paths, ski trails,...)

- the location of recreation space in the community and immediate surroundings
- the amount of space in each park and recreation facility
- the quality of the space (convenience, accessibility, type of equipment, level of maintenance, etc.)
- the function of the park space or facility (who uses it?)
- the level of usage (peak periods of the day, week, year)
- linkages among recreation spaces (paths, trails).

- Existing Programs

The recreation programs provided in the area...

- parks programs
- school programs
- church and other programs
- the population served by the programs
- how the programs are funded

- Future Plans and Programs

Recreation plans of the city and other agencies...

UTILITY SERVICE   PATH   BERM   ACTIVITY SPACE
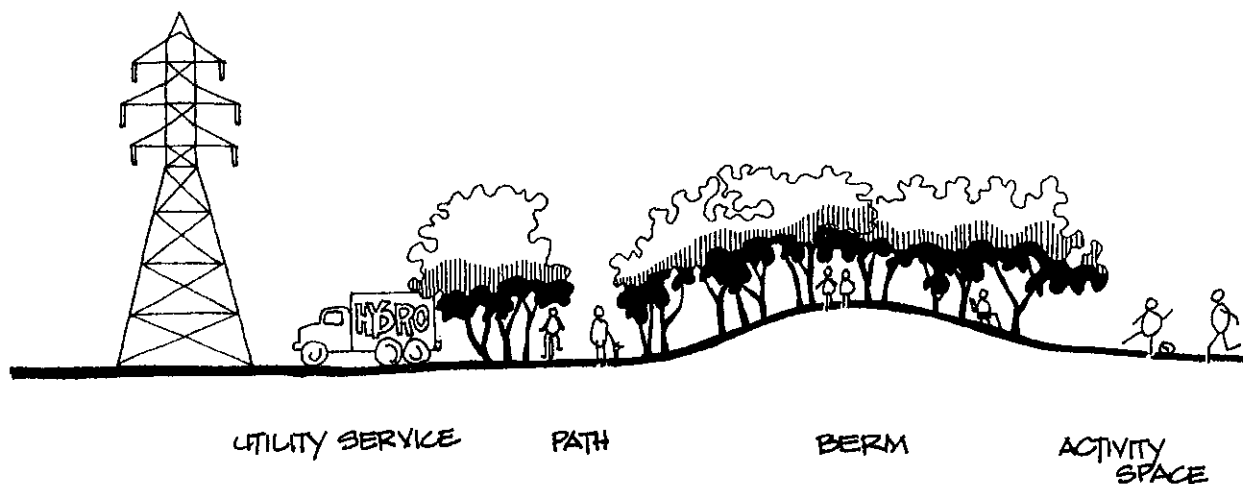
- physical space and facility plans
- program plans

In collecting information about the existing recreation space system, some information, such as park acreage, will be available from the City Recreation Department. To supplement the information that you have already gathered, actual surveys of recreation areas to determine the level of maintenance and vandalism in the area and the type of equipment and actual counts of persons using the area can be most useful. Interviews with people using the spaces can provide important information about the good and bad aspects of the space. A common problem with many urban recreation spaces is over-use at certain times of the week or year and under-use at other times. The group may wish to explore possibilities for solving this problem if it exists in your community.

In addition, the group may wish to find out from the City Recreation Department what standards of adequacy of recreation space are used in the city. Such standards are only rough guides to determining the amount of recreation space required in the area. The quality of the spaces and the community's actual needs (as perceived by the residents) are much more important in parks planning.

Information about the recreation programs offered in the area is useful in determining whether all age groups and a wide range of interests are being served. The survey of the area's recreation needs may point out programs which should be added.

2) Sources of Information About Alternatives

The potential solutions for solving your recreation and leisure needs are limitless. Any of the following can provide inspiration and practical ways of making them happen.

- Written Material

Sources of valuable material can be found in the public library, legislative library, libraries of the provincial departments of Municipal Affairs, Recreation and Wildlife, city departments of Planning and Parks and Recreation, university libraries including the Department of Extension. Suggested subject areas include parks, open space, recreation, park planning and leisure planning.

We suggest that you pursue your subject thoroughly. New material is being published every year. Not all new ideas are necessarily good or better and urban use and design teachings and practices do change. A book published in the 1950's may lead you to inappropriate design conclusions for the 1980's. Bear in mind that "design" is not a "science" but a practice based upon past experience, preference and social values. You do what you want to a large degree. Don't feel guilty about it. Design should serve you. You do not serve design.

- Other Community Groups

A number of community groups have been engaged in planning for some time and may be able to provide guidance. Groat Estate and Riverdale have been involved in their own community plans. A number of other communities including Canora, Norwood, etc., as participants in the Neighborhood Improvement Program (N.I.P.) could share their experiences.

- The Community

Don't ignore the potential for ideas from people in your own neighbourhood. You can collect, record and exchange this information by any of the methods suggested earlier.

3) Analyzing Your Information

Moving from what has been done
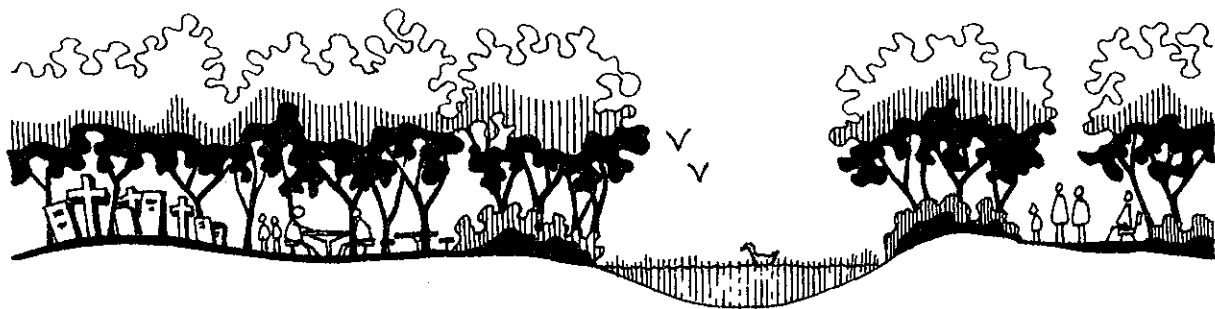
CEMETERY   PICNIC AREA   WILDLIFE HABITAT   PATH

and what may be done in the near future for your community, you must now decide what you as a community will do, assuming that there are gaps still to be filled. You can begin to analyze all of the information you have collected about community needs, resources and potential solutions by asking the following questions.

i)   People and Needs Analysis

-   Who wants open space or recreational facility?
-   Can many uses and age groups use the same space at different times? e.g., tots, mothers, seniors, teens?
-   What income/social levels or types of persons are in the district? Do they have different needs or different cultural backgrounds that could offer special design ideas? There are often valuable ideas from other lands that are useful to us here, now that our cities are becoming older and crowded.

ii) Space Analysis

-   What space and facilities are "apparently" available?
-   What would you like if you could get it?

-   What might be made available on a loan, exchange or temporary basis?
-   Where is the space or facility located exactly?
-   What are the neighbouring land uses?
-   Is this space accessible?

iii) Operations Analysis

-   What land costs, construction costs and administration costs are likely to be involved?
-   What supervision might be needed?
-   What hours will the space or facility be used?

C.   IMPLEMENTING SOLUTIONS: SOME PLANNING IDEAS FOR OPEN SPACE

Remember, you are looking for open spaces and/or facilities to meet needs. This will provide you with a very definite framework and focus which will help you as you proceed with your research and design work.

The term "open space" can be applied to a wide selection of areas ranging from boulevards and corner lots to school grounds, parking lots, court yards and rooftops. Ideally, to generate maximum benefit from a space, you should provide for a variety of compatible activities that keep the space in

use throughout the day and evening. A mixture of uses makes the location available to a greater number of residents, and also makes the location a better place for interaction among local groups and individuals.

A large amount of open space under public and private ownership is denied to general public access, but nonetheless has potential for a variety of aesthetic, recreational and conservational functions. For example, consider golf courses, cemeteries, industrial and institutional land, utility easements, public works properties and railway right-of-ways. These "grey areas" could be put to more productive use simply by making them more attractive and useful. In doing so, they might also better serve the public relations interest of their owners.

Many of these spaces are linear in character. Per acre, linear strips are a very efficient form of open space when they are along the routes which people walk or travel. A linear system of space provides the maximum visual impact and the maximum physical access. The linear system of space also can provide linkages that connect local spaces and community facilities with regional spaces giving an integrated park system.

Here are just a few examples of publicly and privately owned property which at little or no cost, could be turned into useable space.

1)   Vacant Lots

Because most inner-city neighbourhoods are in transitional zones of development, one often sees undeveloped lots in both residential and commercial areas. They may be publicly owned, or belong to a private interest and are usually awaiting some form of redevelopment. Too frequently, they provide an excellent site for dumping of garbage and/or parking of machinery or automobiles. Because of the unsightly nature of such uses, they detract from the quality of the surrounding residences.

The temporary nature of these lots makes the mobile or portable park idea especially attractive. The simple portable park moves around as land becomes available in the neighbourhood and thereby makes use of land that would otherwise be lying idle or abused. Any facility which is constructed would be either inexpensive or consist of portable elements such as playground equipment or benches, which could be used again to serve the needs of other locations.

If the land is owned by a private owner or developer, the community could try to negotiate to lease the land, or to pay the taxes on the property until the space is ready for development. If the land is city owned, application would be made to the Real Estate and Housing Department. The City Parks and Recreation people might help put the case before the Real Estate Department. They might also help with design and equipment. The Abbey Glen Park in downtown Edmonton is one example of a

"DEAD SPACE"
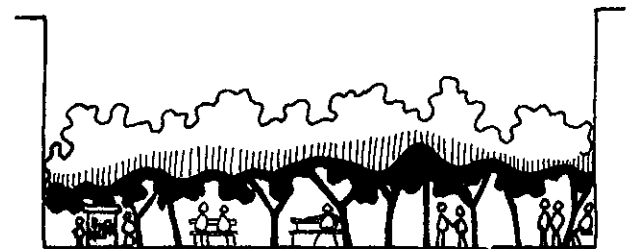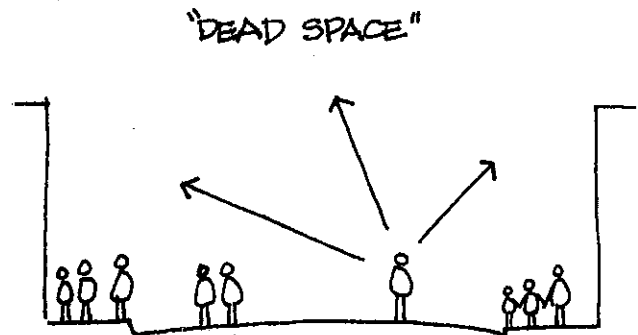
ACTIVITY GENERATED BY PEOPLE

ORIENTED ELEMENTS
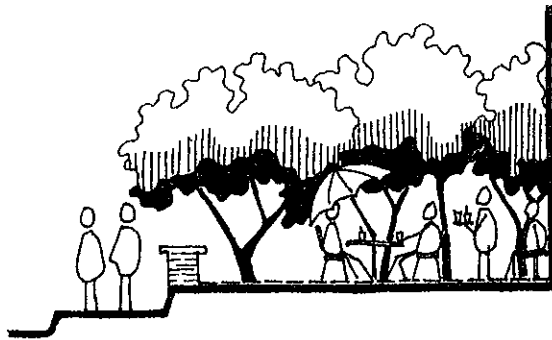
SIDEWALK   TERRACE

temporary park. The park improvements
were paid for by the company, but the
property will eventually be developed for
other purposes.

2)   Residential Dwellings Beyond Repair

The City presently owns many
deteriorated properties. If the city
would remove the buildings, which often
pose a health and safety hazard to the
community, the Parks and Recreation
Department could then plan for their use
within the neighbourhood structure.
These lots present excellent alcoves for
mini-parks, for connectors between
alleys and streets which have been
closed, and for any number of spe-
cialized recreational activities. Some
changes in use may be temporary and
some may be permanent.

3)   School Yards & Community Centres

These often constitute the only
space or parkland available in central
neighbourhoods. Tot-lots for pre-
schoolers, ball diamonds and soccer
fields are usually found adjacent to
schools and community league facilities,
but because of limited space, conflicting
areas of responsibility and minimum
budgets, these areas are frequently
under-utilized, poorly planned and badly
maintained. A first step might be to
evaluate the existing facilities to lessen
the frequency of conflict, and to provide
a greater variety of programs.

After hours use of school facilities
and increased availability of community
centres would increase the number of
recreational activities available as well as
the periods of use. School use has
expanded from eight hours per day to
sixteen in some cases. This would
require more coordination between the
School Boards and the Parks and Recrea-
tion Department, but there are existing
joint use agreements which you should
investigate. You should also visit those
major schools that are called "community
schools" in the Catholic and Public
Systems. These schools have special
committees and special obligations to the
neighbourhoods which you may be able
to utilize. In Edmonton, the Public and
Separate School Boards are responsible
for all activity which takes place on
school grounds and in schools them-
selves.

The Community League centres are
operated by a local volunteer executive
under the auspices of the Edmonton
Federation of Community Leagues. They
lease their land from the City: budget
and design plans for any building must
be first approved by Parks and Recrea-
tion. These leagues offer an excellent
means of bringing together the schools,
Parks and Recreation and other agencies
to discuss new ideas. Talk to them.

4)   Cemeteries

Modifying existing cemeteries and
guiding the development of new ones
could make them useful for other func-
tions. This does not suggest converting
them to playfields; but they could accom-
modate pastoral activities appropriate to
their character. Their narrow roads,
varied topography, grass and varied
plant material provide a secluded haven
for walking, jogging or nature study.
Cemeteries could play a role in the
conservation of wildlife habitats. Seclu-
sion from intense activity provides a
good environment for plants and encour-
ages the development of bird and animal
sanctuaries.

Since the cemetery operators may

be reluctant to act on an idea which involves a change of attitude and possibly a threat to popular values, it may suffice at first to ask them only to consider a connecting walkway.

5) Golf Courses

Understandably, golf course owners have gone to great lengths to limit the access of the non-playing public to their property. Not only does the public at large represent an element of distraction to the concentrating golfer, but the increased use may well increase gardening and maintenance costs to the owner. However, a more public oriented attitude could do much to increase the enjoyment of unique valleys and well-landscaped properties, and contribute to a more favourable climate of trust and goodwill between landowners and the public. The problem of easements through golf courses relates mainly to levels of noise and to public safety. Foot paths would only be at the edges of fairways, and sheltered by trees and bushes. Benches could be placed at tees and surrounding greens to provide a gallery atmosphere.

Considering the owners' point of view, they should be approached with a very positive proposal showing the benefits possible to both sides, and outlining ways of minimizing the few real areas of conflict. Although this would be easiest to incorporate at the design state for a proposed golf course, careful design and monitored implementation

USEFUL PUBLIC SPACE

sensitive to the interests of both sides could be applied to existing courses.

Golf courses usually remain virtually unused during the winter months. Their very nature makes them ideally suited to winter recreation activities such as tobogganning, snow-shoeing, and cross-country skiing, which makes use of existing slopes and open areas. Winter use may be permitted if snow fences are installed to keep people off fragile greens and garden areas. Some Edmonton golf courses, such as Riverdale and Victoria Park, already make their property available for cross-country skiers.

6) Institutional Land such as Hospitals Churches, Colleges

The nature of some institutions often precludes noisy public activities, and use of these spaces would of necessity have to be restricted to passive pursuits.

Older downtown neighbourhoods often contain many of the oldest buildings (both public and private) in the city. The preservation of architecture, land marks, historical sites, views and vistas are all important to the symbolism of a city and to developing an appreciation for its heritage and character.

An enormous amount of new literature is available on rehabilitation of old buildings and neighbourhoods. The Faculty of Extension have some texts and a 30-minute film entitled "Working Places" which demonstrates new uses for old barns, breweries, grain elevators, factories, ship yards, warehouses, railway stations. It makes fascinating reading and viewing, and really opens up your imagination. Edmonton has its own Strathcona Historical Area project you could look at. The Volkswagen plant in the valley at the Low Level Bridge sits waiting for some imaginative renovator.

Hospitals, like shopping malls, have tended to surround themselves with acres of barren parking stalls and meters. A committee that cares just

SIDEWALK

STREET
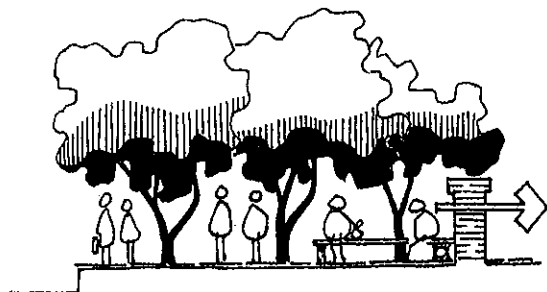
SCULPTURE   PARKING
PRE-CAST PAVING   LOT
TREES IN CONTAINERS   MOVEABLE
BENCHES   FENCE
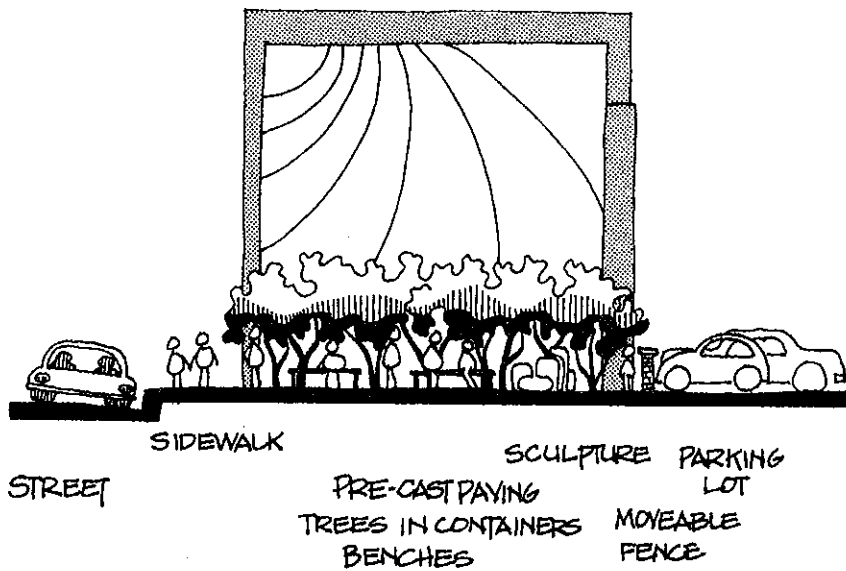
might create a convincing design to retrieve a small portion for a mini-park space for convalescents and tots and mothers. In the auto rampage of the 50's, spacious greens, gardens and mall entrances were turned over to car lots. That auto-fanatacism is fading. A good idea, well proposed, might convince a public or private services building to go along with a little green revolution in their own front yard or back yard. Try it. Times are changing.

7)   Industrial Parks

Today's zoning laws demand that areas of industrial activity known as "industrial parks" incorporate large landscaped open spaces. In some cases this planting acts as a visual buffer for surrounding non-industrial land uses, and often it serves as an employee benefit because companies have provided park seating for workers to eat lunch and enjoy the "outdoors" setting.

The fact that many such areas become vacant after working hours and on weekends points to their potential value as a recreation resource. These areas could provide activity space for bordering neighbourhoods.

Pressure should also be brought to bear on industries in older areas to improve their properties by landscaping and providing street furniture. Aside from the visual benefit, the pedestrian environment in these areas would be greatly improved.

8)   Utility Easements

Northwestern Utilities, the Water and Sanitation Department, Edmonton Power, Edmonton Telephones and Alberta Government Telephones all maintain right-of-ways through neighbourhoods. Some facilities are above ground, and some are below ground. All specify little or no development where maintenance or emergency service is anticipated.

These rights-of-ways are a continuous system. They have the potential to become recreational corridors, offering the opportunity for walkways and trails. Path systems would serve both parks and utilities if they were designed to accommodate service and repair machinery. In places where the right-of-ways are cut into small sections by streets, they could be redesigned to accommodate

children's creative play areas, or mini-parks.

Visually, the flat uninteresting topography of power line right-of-ways may be manipulated to modest rolling contours. Earth berms and plants can separate various functions; screen some views, create enclosures and provide a wind screen. This type of space development requires detailed coordination between the Parks and Recreation Department and the utility services involved but is now being carried out in Edmonton's newer areas with some success.

9) Public Works Properties such as Landfill Sites and Reservoirs

The seepage of gas produced in the decomposition of garbage, along with the instability of the final surface makes is sometimes questionable to use landfill sites for anything other than open space development. These sites offer unique opportunities for shaping landforms and creating new kinds of recreational landscapes. Rundle Park in Edmonton was constructed on the site of the Beverly landfill project.

These sites must have a variety of topography with slopes over 3% to ensure positive drainage because water ponding will increase the production of gas. Possible types of recreation suited to these sites include tobogganning, cross-country skiing, cycling, jogging, pitch and putt courses, playgrounds, etc.

Public water supplies and reservoirs offer many recreational opportunities ranging from shoreline activities to swimming and sailing.

10) Railroad Right-of-Ways

The provision of pathways for people and bicycles along railway routes could provide important linear connections. Although railroad crossings and bridges present dangerous situations for pedestrians, they are in many cases the only short cut between destinations. Buffer zones could be established along tracks as a visual barrier between adjacent lots and the tracks. They could also incorporate a pathway as a link through the neighbourhood. Fences and moveable partitions would allow public use of the right-of-way up to a certain distance from the tracks.

Since the railroads own all railways properties, proposals for development would have to be directed to them. (Canadian National, Canadian Pacific, Northern Alberta Railway)

The opportunity to pursue this idea exists within the City of Edmonton as old railway right-of-ways are utilized for rapid transit and as adjacent communities are re-examined in relation to this new facility.

11) Boulevards

Careful planting, proper lighting, informative well-designed signage and graphics could make this small green zone more enjoyable to the motorist, the pedestrian and the street resident.

12) Roadways

Acres of space used in roadway interchanges, boulevards, embankments, and areas under elevated roads could be more productive, if only in a visual/aesthetic manner. Soliciting the cooperation of Engineering and Transportation designers to provide buffer zones along major arterials and freeways would help to screen the view of passing traffic. Dense planting of coniferous trees, along with earth berms and changes in level will filter and redirect traffic noise and fumes. Pathways for pedestrians and cyclists can be incorporated into the buffer zones and setbacks. Such systems are now being studied by the Province of Alberta's Department of Transportation.

Citizen pressure against freeways and freeway noise (trucks) has resulted in major berming in Edmonton along Whitemud Road, 170 Street and 125 Avenue, to list just a few examples.
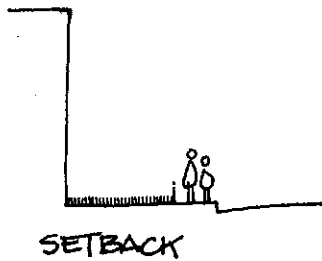
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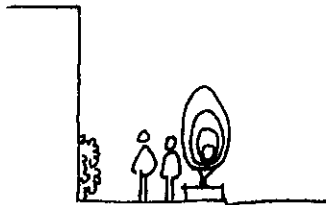
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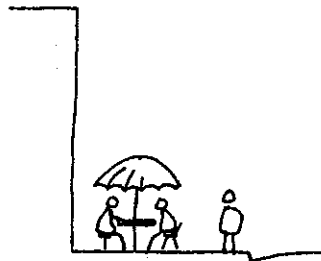
SIDEWALK CAFE
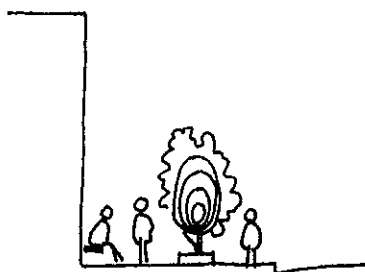
QUIET SITTING AREAS
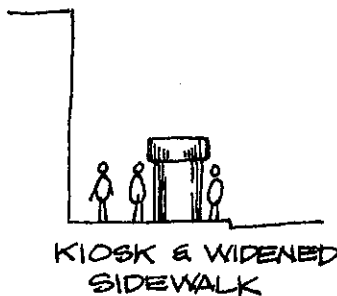
KIOSK & WIDENED
SIDEWALK

13) Parking Lots

One of the greatest consumers of open space within the City is the automobile, which requires as much as 200 square feet per vehicle in a parkade. Many parking lots are operated as concessions on an interim basis while the owner awaits redevelopment of his land. Parking lots break up the architectural unity of street facades, and usually occupy the most desirable places for people oriented facilities.

Inefficient use of space in parking lots could be redesigned to provide:

- pedestrian easements which are attractive and interesting connections, identified by rows of trees and advertising displays or kiosks;
- centres of activity where pedestrian routes meet sidewalks and streets. These junctions could incorporate design elements to set them apart, and to identify pedestrian ways and crosswalks.
- small parks in parts of the parking lots or along certain axes within the lot.
- screening walls and trees to separate the parking lots from view.

Neighbourhoods which border on large facilities such as football stadiums or shopping centres could have access to acres of parking lot space when the facilities are not in use (in the off-season, or after business hours). With very ample parking for visitors, communities could sponsor flea markets, fairs, neighbourhood carivals, and so one. Car clubs, high school driver training centres and bicycle enthusiasts could also use these large open flat areas.

14) Streets and Sidewalks

Historically, in Edmonton, pedestrian movement has meant narrow sidewalks crowded between streets and building fronts. Increased density in central neighbourhoods and business districts has not always been matched

with improvement of the sidewalk struc-
ture. In most cases, natural pedestrian
movement patterns fail to be satisfied by
existing systems, and numerous auto/
pedestrian conflicts result. By changing
priorities in terms of the auto vs. the
pedestrian in some areas, and developing
new approaches toward the use of
streets and sidewalks, people can
attempt to resolve these problems.

- The road surface may be decreased
  to allow minor traffic (including
  service vehicles), and the sidewalks
  increased to allow greater pedes-
  trian movement. The addition of
  plant material and street furniture
  would help to accentuate the pedes-
  trian precinct.
- The street may be closed to
  through traffic--allowing only
  limited access to service and emer-
  gency vehicles. This design is
  used to create "shopping malls" and
  "block commons", which rely heavily
  on pedestrian traffic.
- The street may be closed at certain
  times of the day to correspond with
  periods of greatest pedestrian
  activity.

The effectiveness of a pedestrian
precinct on a former street cannot be
realistically assessed simply by removing
automobiles--this only creates a dead
space. A pedestrian environment must
be generated by introducing furnishings
that relate people to the streets and
adjacent buildings and by allowing buil-
ding uses which attract and cater to
pedestrians. A local example of archi-
tectural barrenness is the plaza in front
of the AGT-Imperial Oil complex at
McCauley Plaza.

The proposed Rice-Howard Mall
(100A Street and 101 Avenue, in down-
town Edmonton) has the potential to
become a natural pedestrian precinct as
new buildings are erected which contain
shops and restaurants. They will
attract and support the increased pedes-
trian movement which will be generated
by the opening of the Central Rapid
Transit Station.

15) Alleys and Lanes

Redeveloped alleys can provide con-
venient and interesting routes for pedes-
trians. The character created by the
intimate scale and variety of spaces
along them is a feature which could be
enhanced. In most cases, compatible use
of lanes may be achieved through attrac-
tive design and regulation of service
times. If provision were made for
shops, restaurants, and taverns to open
out onto lanes, they could become inter-
esting and lively places.

Alleys, sidewalks, boulevards and
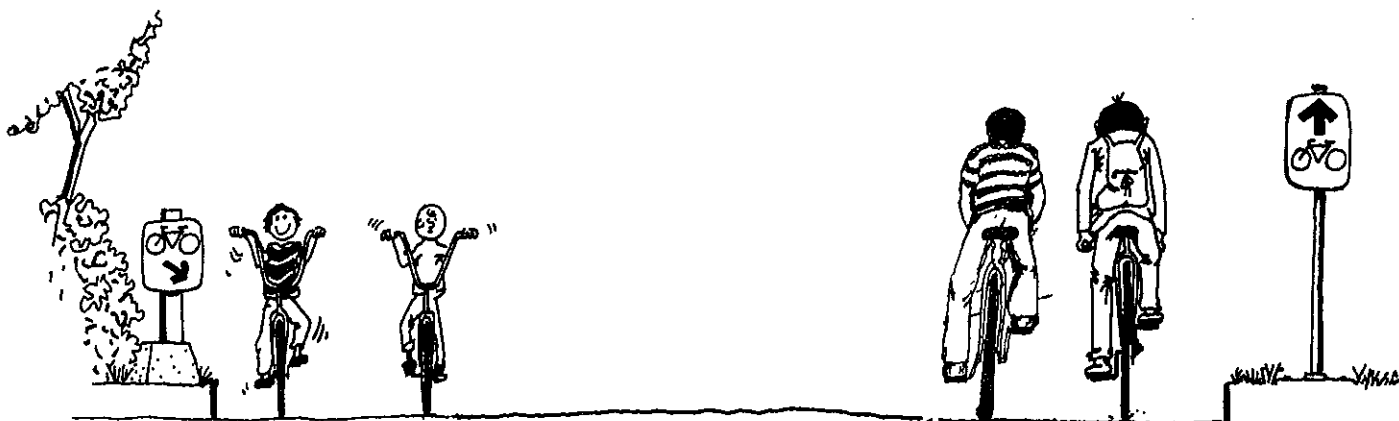
streets are all city owned properties; therefore, development proposals should have input from City Planning.

16) Building Rooftops

Historically, the rooftops of row-housing developments have been accessible to the families who lived within--as a safe place for children to play, a space for hanging laundry to dry, a kennel for pets, areas for gardens, and simply as a storage space. Residents in search of serenity could lie in the shadows of the parapet which surrounded the roof; and for those in search of entertainment, there was a new perspective on their neighbours and friends. Almost totally disregarded by modern architects, apartments, office buildings and commercial buildings have the potential for truly special environments: rooftop restaurants, solariums, greenhouses, exercise yards, tennis courts, swimming pools--all with excellent views.

Building employees or tenants, grouped together, could make a presentation to building owners outlining the desirability of rooftop development.

17) Bus Stop Zones and Corner Sites

Bus stops, set back from the traffic, offer a momentary refuge from the busy downtown sidewalks and streets. The introduction of several design elements make them attractive spots for people waiting for the bus or for those just passing by. Whether located at street corners or nearer the middle of the block, these sites offer a refreshing change of pace to pedestrians. Changes in the texture of pavements make the pedestrian aware of a change in atmosphere; benches and planters offer seating for the leg weary travellers; kiosks advertise community events and services and personal notices; the signs provide directional advice and educational aid. Placed at major entrances to the neighbourhood, these sites present a noticeable introduction to the community.
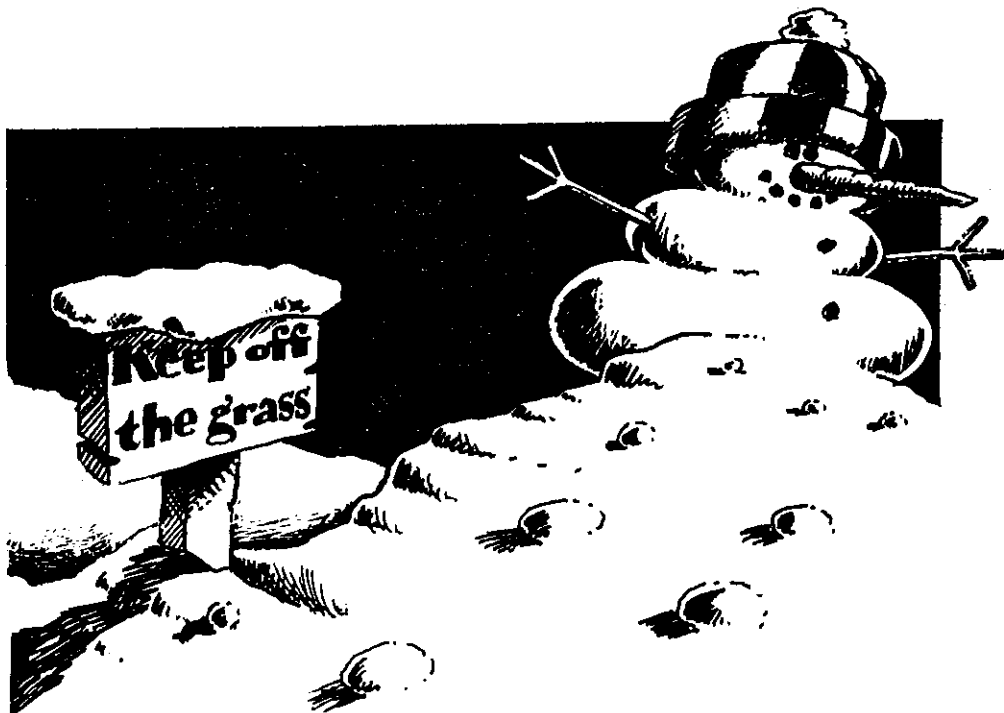
X. COMMUNITY SERVICES

Clearly, community organizations deserve a place in the delivery of services. Their ties to the community, both through location and through employment of neighborhood persons, gives them an unmatched position in the social service structure.

> William J. Sahlein
> A Neighborhood Solution to the
> Social Services Dilemma

Traditionally, the planning process has concerned itself with providing services only where those services affected land use. For example, back lanes had to be planned so they would accommodate fire engines and garbage trucks. But for the most part, planning was restricted to land use or physical planning. Services for the community were someone else's job.

There is a growing philosophy, however, on the part of communities that the one (housing, transportation, parks) cannot be separated or properly planned without considering the other (day care, health clinics, crime control, leisure activities). It could be unwise to rezone a community to allow for a great influx of people without identifying what the effects might be on existing services, or providing for those improved services.

The information you decide to collect and the solutions you seek will depend on the problem areas and priorities your community has identified. It will also depend on your vision of the ideal environment.

A. CHECKLIST OF COMMUNITY SERVICES

The following is by no means an exhaustive list, but merely suggestions for services you may want to improve on or bring to your community:

- street lighting
- street and sidewalk cleaning
- road repair, maintenance
- landscaping
- crime prevention
- medical services, home care
- library services
- fire protection
- garbage recycling, pick-up
- community school
- schools, extra-curricular programs
- vocational training centre, employment services
- child care facilities
- shopping
- welfare services
- home repairs and maintenance
- services for handicapped or bed-ridden
- garden plots
- noise berm

B. SOURCES OF INFORMATION AND ASSISTANCE

Where you seek help will depend on the community service you require, but the following are potential sources and resources:

- Your regional or local social service unit. Each area of Edmonton has a local social service unit which can provide information on existing and

proposed services usually including subsidized child care, counselling and welfare assistance. Each area has a community worker who is aware of local needs and willing to share expertise in both identification of needs and organizing.

- Social Planning Unit, City of Edmonton Social Services, can provide statistical information, research material and assistance.
- Separate and Public School Board trustees, administration, school principals and staff are useful resources for your educational needs.
- City departments can provide relevant information on lighting, garbage disposal, street cleaning and maintenance, fire protection, crime prevention, berms, library services and so forth.
- AID Service is a valuable resource for information on existing community services in your area and others. They also have statistical data on expressed needs.
- For information on energy conservation and recycling, contact the Alberta Energy Coalition or S.T.O.P. (Save Tomorrow-Oppose Pollution).
- Your aldermen can provide assistance and support for the development and maintenance of community services.

C. THE PROCESS

Predicting the social impact of changes such as increasing density or construction of a light rapid transit line is often difficult. Probably the best way to acquaint yourselves with demands for services and plan community services is to proceed through the following steps:

- survey the needs and desires of the community relating to services;
- identify existing services which are meeting those needs;
- investigate ways of making better use of existing services or develop-

ing new services in order to meet those needs.

A survey of needs and desires relating to community services can be carried out separately or as part of a broader survey. The survey questions about existing services will help you to identify concerns not immediately obvious. For example, while you may be aware of an extra-curricular program in your school, you may discover after talking to other neighbours that the program is soon closing because of minimal community attendance or assistance.

It may be worth your while to also meet with outside people and staff presently involved in the planning and operation of community services. They may have valuable insights to share about why certain services are operating successfully or not. They can direct you to possible funding sources and contacts for more detailed information.

You would be surprised what you do not yet know about services in your area. Are there a large number of families with working mothers and fathers? Is any supervised lunch hour or after school program available for unattended children? Does your public library provide materials and programs of interest to your community? Does the library carry large print books for seniors? Do the seniors know about the existence of these books? Is there someone responsible and available for trimming trees and mowing boulevards and empty lots in your community? (Not every community is as fortunate as Rossdale which has its trees pruned regularly by the local beaver population).

The improvement of existing services and development of new ones will likely be furthered if you can identify those people most concerned with and likely to use the services. Provide assistance to get them organized into a group to be responsible for monitoring or creating the service. Your role in planning for services can vary from

simply getting information about little known services out to your community to initating and developing totally new services.

A further hint for planning and organizing services on a community level is to examine whether it is possible to meet your needs using your own resources before expending a great deal of time and often wasted energy seeking funds. A carefully documented canvas of needs of your residents may indicate possibilities for exchange of resources and skills. Highrise dwellers would be wise to offer assistance shovelling snow or grocery shopping for seniors living in their own homes in return for part of a vegetable harvest or use of the yard. The following examples of community services may give you some direction.

1)   Ritchie Recycling Centre

A recycling depot for bottles and cans is presently operating out of Ritchie Community. A group of concerned people received permission from the Ritchie Public School principle to place bins in the school yard to collect those bottles and cans not presently accepted at existing government recycling depots. A group of volunteers then deliver the collected material to companies who recycle them. This project was established as a model to indicate to the government that communities are interested in recycling their waste. Although the Ritchie project was sponsored by an Edmonton anti-pollution group, Save Tomorrow-Oppose Pollution (S.T.O.P.), there is nothing preventing a local group of residents from setting up their own depot.

2)   Virginia Park Revives its School

If your community is facing the closing of its school because of low enrollment, or you have decided you want more community involvement in the schools, the Virginia Park Arts Core Elementary School may provide some needed inspiration. Through the joint efforts of the parents of children attending the Virginia Park School and other community members, a local school facing imminent closure because of low enrollment became a centre for creative schooling for children all over the city. How did it happen?

An initial small group of parents hearing rumours of school closure undertook the task of a door-to-door canvas of the total community to find out whether they were in favor of saving the local school. Having received large scale support, a meeting was called of the parents to examine the possible alternatives. They later met with the school principal and staff to begin to develop programs which would increase the enrollment. Proposals including bilingualism, arts programs and back to the basics were presented at a meeting of community members, school staff, school trustees, M.L.A.'s and Aldermen. Unanimous support was given to a special program in which the basic curriculum would be taught through use of the arts. Formal school board approval was eventually received.

The Arts Core Program has almost finished its first year of operation under the direction of a principal, who as the school's art teacher, had helped develop the idea. The enrollment has more than doubled with an influx of children from across the city. Students are learning the basic elementary school curriculum through music, art, dance and drama. The program is assisted in its operation through tremendous parent and community volunteer participation. A regular newsletter provides information on up-and-coming programs or events and invites ideas and assistance. Community members of all ages, ethnic backgrounds, interest groups and age groups are becoming involved in school activities and sharing their talents and knowledge.

3)   Oliver Community School Care

In 1974, the Oliver Social Action Committee (O.S.A.C.) was made aware of

the need for an after school care program in their area. Many children of working parents were being left unattended before school, at lunch and after school. Thanks to the voluntary efforts of several Oliver community members, a thriving program is now operating out of a once empty and run down community hall. A notice posted in the community newsletter brought forward concerned parents who pooled their resources. This group arranged with the community league to use the community hall which was given a new face by weekend clean-up crews and the help of C.H.I.P. (Community Hall Improvement Plan) and Clifford E. Lee Foundation grants. For the first year, they operated with a voluntary board and staff supported by a L.I.P. grant.

Eventually funds were obtained to totally renovate the building and the City now subsidizes the program. The director credits its active volunteer board and involved parents for the success of the program. The program members are also actively involved in helping to keep the local schools from closing down, have piloted a volunteer operated nutritional snack program funded by city churches, and organized a lunch hour program for Oliver School. Participants in these programs feel they are rejuvenating the old neighbourhood support system by providing a safe, fun place for children while giving mothers the freedom to take time off.

XI. ECONOMICS

To most of us, signs of the decline of a neighbourhood are peeling paint, boarded-up windows, "FOR RENT" signs and rusting cars in back yards. To many communities it also means the arrival of walk-ups and highrises. In both cases the signs are highly visible.

The solution usually suggested for this kind of community decay is some form of "urban renewal". What this means is a surface clean-up of the area: repair roads, renovate buildings, construct housing and replace sewer lines. The "face lift" is likely funded by government (e.g., Neighborhood Improvement Program) or by new higher income buyers. Frequently the residents of the community will have little say in policy decisions about how the money will be spent.

This gradual process of loss of control over the community eventually snowballs. One factor leads into another:

- people can no longer afford on their own budgets to keep up their housing and property
- with the deterioration of property, a high turnover of owners and tenants makes difficult any feeling of security or belonging
- community organization and leadership disappears leaving the community with no effective voice in decisions which affect it
- residents become dependent on outsiders for upkeep and maintenance; the community experiences redevelopment pressure and speculative investment
- the community as such slowly disappears.

The progression of events begins to indicate that loss of community consists of more than just the collapse and replacement of buildings. Social, economic and political aspects are important. Individual property owners failing to afford the upkeep sell or allow homes to deteriorate. A high turnover of tenants makes joint action difficult, particularly if renters feel insecure and powerless to begin with. Home owners begin to care only about getting a good price for their property. Even if a few residents wish to remain in the area and hope to preserve the community character, it will be difficult if these forces are working against them.

For some, significant changes in the direction their area is taking will require more than home improvement grants or government ratified neighbourhood land use plans. Realizing this, some communities facing disappearance are beginning to consider and to test out more far-reaching community action. They are developing community based and community operated employment projects, construction projects and service programs. The long range goal is in most cases greater community control over the future of their own area.

THE COMMUNITY DEVELOPMENT CORPORATION

One example of a strategy for greater community social and economic self-sufficiency is the Community Development Corporation (C.D.C.). The CDC concept has been adopted successfully in a number of American communities. One Canadian federally sponsored project is

operating in Cape Breton, and another proposed for Parkdale Community in Edmonton.

The overall purpose of the CDC is the strengthening of the community itself. A CDC is a community based enterprise which is owned, operated and controlled by local residents. It is designed to meet the specific needs of the community whether they be housing, day care or unemployment. At the same time, the CDC enables citizens to gain greater influence over the economic and social conditions of their lives. Profits made on the projects are used for the improvement and betterment of the entire community.

Major goals of a CDC include the following:

- providing employment for previously unemployed or unemployable residents;
- providing opportunities for development of technical, managerial and leadership skills within the community;
- increasing the ownership and decision making power among residents;
- rehabilitation of the physical community;
- development of a positive attitude towards the community;
- enhancing citizen involvement in community activities;
- providing needed goods and services for the community;
- reducing the high rate of resident mobility--creating stability;
- developing a greater credibility and respect for the community and its residents in the eyes of government and business.

Specific goals of the CDC and related ventures stress an integrated strategy for neighbourhood improvement. For example, a CDC may undertake a home renovation program which trains and employs previously unemployed residents. Not only does the physical community receive a face lift but the inhabitants also receive a double boost of

money in their pockets and their own homes repaired, insulated or reshingled. Of equal significance a sense of community can grow out of the act of working together towards a common goal by their shared efforts. The snowball effect is now positive.

The CDC is usually controlled by a voluntary community board responsible for policy and planning decisions. A small core staff initiates ventures which will provide employment for local residents. Profits are invested back into the community to provide other needs goods and services or to enable another venture to get started.

Start-up funds may come from government, churches, labor unions, charitable foundations, conventional lending institutions or local residents.

New Dawn Enterprises, Cape Breton

Receiving start-up funds from National Health and Welfare, New Dawn Enterprises now provides managerial, planning, liaison and referral services to a number of associated profit making and non-profit ventures. This umbrella organization provides assistance to projects involving housing development, real estate, construction and social services. Each venture trains and employs community residents and is designed to meet a community identified need.

Job Start, Kentucky

This CDC is also an umbrella organization for a number of smaller groups. It is a planning body controlled by a 14-member community board. Job Start's major objective has been to create jobs by establishing community owned industries. It owns and operates three related woodworking, cutting and sewing manufacturing facilities. Other ventures within the CDC produce recreational products.

TELACU, Los Angeles

This East Los Angeles CDC, formed in 1968, brought together a planning group of residents which implemented a plan for a 504-unit housing project which includes recreational and health care facilities and social services.

In 1977, the Edmonton Social Planning Council was sponsored by National Health and Welfare to do a feasibility study for the adaptation of the CDC concept to Edmonton inner-city communities. Parkdale Community volunteered to try out the concept but the project has been delayed because of government cut-backs.

Other communities have identified the need to gain greater control over the economic trends but have taken different routes. Garneau residents have begun to buy up as much property in their community as possible, finances allowing, in the hope of finding buyers more interested in living in the existing homes than reaping a profit. Community of Oliver Group (C.O.G.), as mentioned in the Housing chapter, is hoping to gain some control over the economic development of the community by initiating ventures including cooperative and infill housing projects.

Any project or venture your community decides to undertake can assume broader implications and results. Whether or not you decide to look towards increasing your voice in the economic status of your community is up to you. It is simply a question of degree. The vehicles do exist to make it happen.

XII. UTILITIES

A neighbourhood group may be interested in gathering information about the water and sewer systems in the area. The capacities of these systems can have some effect on the costs associated with increasing densities or new developments in the neighbourhood. For some communities, sewer systems have been major concerns and have been the focal point for organizing. See, for example, the National Film Board's "Some People Have to Suffer", an excellent documentary about a British Columbia community attempting to solve its planning problems.

The major sources of information in this area are the City Water Department and Sewage and Drainage Department. In the City of Edmonton residents can obtain copies of maps showing the water distribution system at a scale of 1":100'. Since a large number of maps would be required to cover a neighbourhood, the reisdents may prefer to examine the maps at the Water Department, 8th Floor, Century Place. Maps at a scale of 1":500' may also be viewed at the Water Department. These maps are on very large sheets which are difficult to reproduce. The City of Edmonton Servicing Standards Manual provides specifications for the design of sewer and water systems in new subdivisions. The manual is available for use at the Realty Development Office, City Hall.

Water

The water distribution system provides the water required by residential, industrial, commercial and institutional users, and in addition, water for fire fighting. The major points that the group will want to learn about the water distribution system include:

- the size and locations of watermains. Watermains larger than 12 inches in diameter are transmission or feeder mains, and mains equal to or less than 12 inches in diameter are distribution mains. A looping or grid system is used to ensure that if service is interrupted in one main, other mains can still serve the users.
- the capacity of the water distribution system.
- the city's plans for expanding and improving the system.

A water supply and distribution system is considered adequate if it can supply all users in the area at peak-use times and at the same time can furnish enough water at a high enough pressure to fight a local fire for a specified length of time. The Canadian Underwriters Association has adopted criteria which specify, for particular land uses and densities, the fire flow (amount of water per minute) and the duration for which the water system should be able to maintain the fire flow. In Edmonton, spot checks (hydrant flow tests) are done annually, primarily in commercial and industrial areas, to determine if the fire flow is adequate.

Whether the water distribution system is adequate to meet projected needs of existing land uses and to meet the demands created by new commercial, industrial or residential development is also assessed by hydrant flow tests. If

the system is inadequate, a number of alternatives for improving the system can be employed. One such procedure involves leaving the existing system in place and providing a larger parallel system adequate to serve the new development.

A group concerned about the increasing density in their neighbourhood should get information from the city water department regarding the costs of such expansions or improvements and the densities the expansions are planned to serve.

B. SEWER

The sewer system functions to transport residential, commercial, industrial and institutional wastes and precipitation run-off from their sources. The sanitary and storm sewers may be combined into one system or separate systems may exist. The neighbourhood group will want to know the same kinds of information about the sewer system as about the water distribution system--the sizing and locations of sanitary and storm sewers, the capacity of the sewer system and the city's plans for improving or expanding the system.

Sanitary sewers are generally designed to accommodate projected peak sewage volumes and to allow for some infiltration of ground water through leaky joints and other structual defects. Storm sewers are designed to accommodate run-off. The portion of total precipitation which reaches the storm sewer depends on a number of factors such as the percentage of impervious surfaces, the type of soil, and slope of the drainage area. Formulas are used to estimate the quantity of run-off.

Like the water system, the sewer system may require improvements or expansion to meet the needs of new developments. Information about the densities for which the system will be expanded and the costs of such expansions should be sought from the city sanitation department.

C. LIGHTING

A simple thing like street lighting can have a big impact on the character of a community. A couple of communities in Edmonton have kept their traditional street light standards and the incandescent bulbs. Old Glenora and Windsor Park may be among the more wealthy neighbourhoods, but this does not mean they should have exclusive rights to these amenities. Just what changes could be made and how much they would increase taxes might be worth investigating. Many cities around the world have changed back to more traditional street lighting to enhance the character of certain communities. Questions of aesthetics should not be decided by engineering criteria alone.
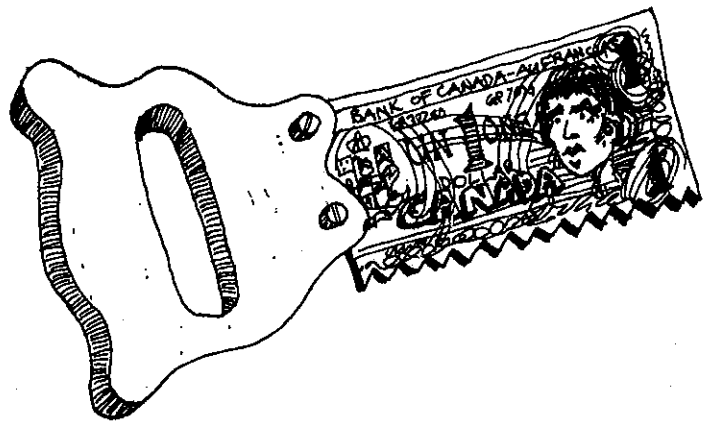
Part Three: MONEY

INTRODUCTION

Of the three planning tools - people, information and money - money is often seen as the most significant, in fact the deciding factor in the success of a community based project. We hope to persuade you that this need not always be the case. In fact, we have observed too many occasions where groups dropped good ideas because they were discouraged by the unlikely prospect of or failure to obtain funds.

For groups who fail to strictly assign only a segment of meeting time to finance, overly lengthy and pessimistic money discussions can produce negative side effects, including no time to discuss other topics, loss of enthusiasm, boredom and eventual depletion of membership. One of the best ways to guarantee the failure of your project is to sit around moping about your lack of funds.

Take a look at the following ideas of how to get by without money. Or, when necessary, how to go about getting it. And then get on with it!

I. HOW TO SURVIVE WITHOUT MONEY

What better occasion to revive the old phrase "one good turn deserves another". Given that your goals and objectives are for the benefit of everyone in the community, then your efforts can be readily repaid in kind. If funds are short and people don't want to give something for nothing, revive the barter system (for the donation of a local lawyer's free court time, find someone to keep his/her walks shoveled or lawn mowed; for the donation of a housewife's time phoning and typing, look after her kids). Take a look around your neighbourhood and you will find people willing to donate or loan their time, skills, equipment, materials or space. Develop your persuasive talents.

A. DONATIONS OF TIME AND SKILL

The probability of people coming forward to donate their time and skills will depend on a multiplicity of factors:
- publicity for the project
- length of time involved
- level of awareness in your community
- precise definition of the task and skill required
- treatment of the volunteer

As mentioned earlier in the section on People, working with people is an art, particularly on a voluntary basis. Keep in mind that the people in your neighbourhood are an asset and treat them in that way.

A logical time to find out the skills and availability of your residents is during the community self-survey. It may be advisable to add a few questions about what kinds of activities people are both able and willing to participate in. A handy checklist may prove helpful. Keep these lists updated and, for heaven's sake, when someone indicates a willingness to get involved use them: there is no better way to turn off a volunteers than to ignore them.

When a special project arises, you may find it necessary to solicit specific expertise. For example, you may be planning a local drop-in centre for seniors living in your area. It should be a given fact that you are already consulting with those people who will be using the centre, and that their particular needs and wants are the focal point. A second source of expertise could be those people who helped to establish and are presently making use of a drop-in centre in another community. There are likely organizations and agencies who are involved with programming for seniors who could share some information and experience. Already you are well on the way in your planning process and it won't have cost you anything but time and effort.

Voluntary expertise can be effective at all stages from development to implementation. Community members can put their imagination and talents to work at publicity, fund raising, carpentry, design, plumbing and an endless number of activities.

The most important point to remember when you are relying on donated skills, is to show your appreciation, and often. A good example is the special slot in every issue of the McKernan newsletter which commends one or several volunteers for special contributions.

> Never pass up a chance to express appreciation for contributions and efforts of community members and outsiders, be they volunteers or donors.

B. DONATION OF EQUIPMENT AND MATERIALS

Basically the same principles apply to the donation of goods as to the donation of time. The purpose and role of your group and project must be clearly defined and publicized before you can expect to find the goods arriving. There are two likely sources from which to seek a donation or loan of equipment and materials:

- residents of your community
- local businesses and organizations

Potential users are the most obvious people who may make donations. For example, where you are developing a neighborhood after-school care program, it would seem logical to expect donations of toys and equipment from parents of young children who will potentially make use of the facilities. In fact, where those families are approached at the early stages of the project for their input, they are more likely to volunteer services, materials or help to find other donors.

Where local businesses and organizations might be more directly motivated to donate equipment and so forth to their own regular customers, large companies outside of your immediate area who are interested in good public relations may respond positively to a specific request.

Keep track of donations and borrowed goods. The latter is particularly important as promptly returned goods are more likely re-borrowed. As with donations of time, a special box in your newsletter or local paper could be used to express gratitude. The official opening of special projects, annual or other public meetings are also timely occasions to express appreciation. Regular press releases or media interviews on your community or projects are also good times to put in a word of thanks. The more the coverage for the donor, the better. For a major project, a special sign could be posted outside during
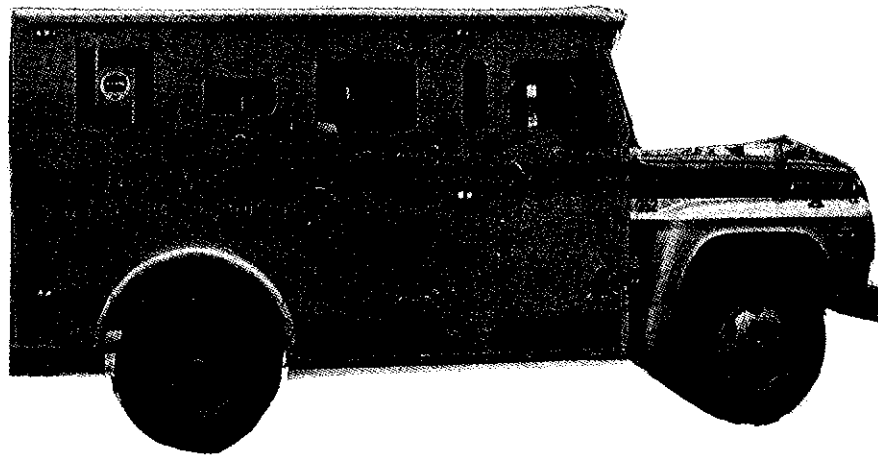
construction or inside after completion listing people who donated to the cause.

Appoint or have one or more persons volunteer to assume responsibility for fund raising and monitoring the need for materials and supplies.

C. DONATIONS OF SPACE

Space likely exists in your community for short and long term use. It is simply a question of working out an advantageous agreement for both the owner and user. Many examples can be cited:

- Oliver Social Action Committee operates out of the Oliver Community Hall
- Oliver Community School Care Program operates in the Oliver Community Hall
- Montrose Community Planning Group held its theatre project performances in their community hall and local residences
- Parkdale Community Planning Group operates out of a local church
- Community Schools throughout the City are making use of empty space in local schools
- Abbey Glen Park was created on a piece of property awaiting redevelopment
- the Edmonton Social Planning Council and Communitas have provided space for community planning groups to meet.

Each of these examples shows a unique use of, in most cases, free space. In the case of Abbey Glen Park, the owner of the vacant land on Jasper Avenue was persuaded to transform an otherwise ugly unused site into pleasant space for downtown workers and shoppers. The owner, in donating the space, was compensated by a tax break.

Any community project can be held up indefinitely if you wait around for capital costs for rent or purchase of facilities to materialize. The examples provided and many others happened because existing under-utilized space was put to work. It is a good idea to constantly monitor what kind of space is available, will shortly become available, whether unused or underused. You can then direct community groups to them when the need arises. Examine your area to see if there is potential space in the schools, community halls, government or other buildings, or vacant lots awaiting redevelopment. You may come up with some unique idea for some previously ignored space. Pool your community resources and imagination.

> Try to do as much as possible with what you have. Build on your ingenuity rather than your bank account.

II. HOW TO GET MONEY

Let's face it - there are occasions where money helps. Some community groups are forced to pay office rent, printing and mailing costs, professional costs and fees (court costs, architect fees) and implementation costs of major projects such as community centres, parks or staff salaries.

The following information may prove helpful in deciding how to obtain money and where to find it. The methods you choose to raise money will depend on how much you need, what it will be used for (special project or maintenance), who you are soliciting from, how many people are doing the soliciting, the credibility or notoriety of your group, and the urgency.

A. SOLICITING DONATIONS

1) Identifying the Sources

You can solicit donations from businesses, organizations or individuals. There may be organizations such as churches and service clubs based in your community that are genuinely concerned about the neighbourhood and open to solicitation of funds from your group. Other city-wide, province-wide, or national organizations which may or may not have local chapters in your area or city may consider your cause a worthy one. By finding out pet interests or concerns of these groups, you can further your chances of success by presenting your request in a manner which shows a common goal.

Don't ignore locally based or outside businesses that may want to boost their community image by donating and receiving publicity. Apart from breweries who are contacted on a regular basis, try the furniture warehouses, department stores, local industries, food chains and possibly larger corporations, particularly in the oil industry. They will all appreciate a plug in your press releases and media interviews.

2) Making Use of the Media

Speaking of media, it can be an invaluable tool for bringing attention to your plight. If you can develop the art of selling your idea on the air, you can achieve just about anything. For example, you want to renovate a block of small single family dwellings to house senior citizens who would otherwise be forced to vacate. For a month you manage to plug television, radio, neighborhood news and the senior citizen newspaper columns with information about the forced exodus of seniors from their own communities. These seniors who helped to build their own community are being forced into senior citizen highrise ghettos (don't get too carried away). You manage to get one business to donate to the cause and continuously advertise the fact of their good deed. Other businesses and organizations will be inclined to contribute as well out of guilt or to receive equal air time. This

may be a little idealistic but media can help. Organizations such as the Rape Crisis Centre and Shelter for Battered Women certainly benefited by similar campaigns.

3)   Supporting Documentation

Whether you are approaching businesses and organizations by formal appointment or canvassing community residents door-to-door, it helps not only to be well briefed, but to have available written information on the following:
- History of your community and community organization.
- Purpose, goals and objectives of your organization.
- Description of your project (if you are seeking special project funds), and what the funds will be used for.
- Financial statement listing expenditures and sources of revenue (existing and proposed).
- Any other material which may be relevant.

You may not find it necessary to present every person a copy of this information, but, if asked, you are ready to refer to it. It helps to have a few practice sessions before going out to the pubic to brainstorm possible questions and answers and to avoid being caught "off guard". Be prepared.
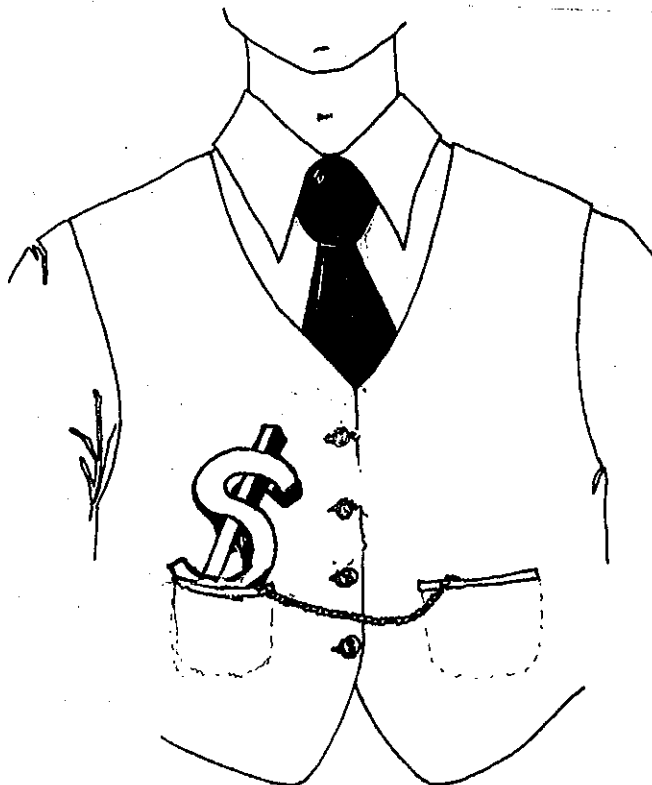
4)   Effective Canvassing

It helps to be systematic. Prepare a form letter suitable for individuals living in the area and another for local businesses and organizations. You may want to prepare separate letters for outside businesses and organizations. To save postage, the neighbourhood requests could be hand delivered or possibly attached to the newsletter/paper. (Be sure to explain who the group is and why the funds are needed.) In the case of community residents you could state that on a specific date or series of dates, people will be canvassing your neighbourhood for donations. While you could provide an address to which donations can be sent, you will be more likely to get a positive response if personal contact is made.

In approaching businesses and organizations, the letter could suggest that a follow-up phone call will be made to set up an appointment to discuss the matter. Don't be turned away by a negative response before the meeting. Try to set a meeting just to discuss community concerns. You may discover common problems after all. If the local grocer won't donate any money, he may let you put up a community notice board.

Keep a record of all the persons you solicited funds from, and the response. It may also be valuable to pass on additional information gathered about attitudes and concerns to the larger group.

5)   Special Permits

Bear in mind that if you plan to solicit funds outside of your memberhip in excess of $250, you must apply for a permit from the Charitable Appeals Board, Edmonton City Hall. Application

forms and information can be obtained from Edmonton Social Services Department, 6th Floor, CN Tower.

6) Added Incentives

If your organization is registered federally as a charitable organization, you can offer your donors the special benefit of a tax receipt for their donation. This incentive, of course, applies both to individuals and corporations but tends to be most attractive to donors who give you large sums. If you are not already a registered charitable organization, you might consider looking into becoming one if you plan to solicit donations on a regular basis. A word of caution: if you are funded by organizations, such as the United Way, you must abide by their policy which discourages independent canvassing for funds, particularly during their campaign period.

Should you be lucky enough to obtain a cheap rate on T-shirts, buttons or stickers, it may serve as an incentive to local individual donors to receive one of these for a donation. It, of course, furthers your cause (free advertising) to imprint on the T-shirts, buttons or stickers, a catchy phrase or community emblem. Garneau's tree symbol has become easily identified with their community preservation campaign. People may feel good about placing their sticker "I support the Oliver Community Planning Group" on their front door next to their "I gave to the Red Cross" sticker.

7) Follow-up

Don't let businesses or organizatons off easily. If they say, "Sorry, we have already given all the donations we can handle this year", ask them when would be the best time to try next year and be there early. Many have a list of charities or worthy organizations to which they make yearly donations. Campaign to get on those lists. If an individual or organization appears mildly interested but wants further information,

follow that up. If they did not provide any funds, send a note of thanks anyway for speaking with you - they may decide to donate in the future.

Where people donated one year, make sure you keep a written record and go back again next year. Send written progress reports and press releases (positive ones) to them on a regular basis. Remind them that you are still around and that they helped make that happen.

The community group will increase its credibility with outside funders if contact persons remain somewhat constant. At least keep funders updated.

B. PLEDGE GROUPS

Pledge groups can prove very useful at the onset with starting members pledging a sum to help cover basic expenses. They also can arise out of a broader base once your organization has established itself in the community and experienced a few well-publicized victories. People then begin to develop greater loyalty and may feel more inclined to pledge a sum of money on a monthly or yearly basis to help pay rent, put out the newsletter or pay for special projects.

As pledges tend to operate more effectively in a group, you could consider requesting one member or loyal donor to organize other willing persons into a group. Usually people are asked to donate whatever they can afford. The group can, as a unit, determine when and how often they wish to submit their donations and who will be in charge of collecting them. A separate monthly reminder or note in the community newsletter helps. Someone must be responsible for preparing the reminder. It is also important to know that pledge groups, like other groups, tend to collapse if they are not constantly maintained.

Even if a person donates only $10 per year, they deserve a note of thanks.

You may wish to thank the pledge group as a whole at the year's end and list their names in the newsletter.

C. SPECIAL FUND RAISING EVENTS

Keeping in mind that it is always possible you may have a parting of the ways with donors--they move away, become disinterested, object to some of your activities--other fund raising activities may have to be tried as well. There are numerous other methods with a minimum number of strings attached which demand only your time, energy and creativity.

Some community events are particularly worthwhile and often the only means for obtaining funds for daily activities of the community group. Annual events including theatre events, fairs, dances, bake sales, bottle-drives, pub-nights, garage sales, chocolate bar sales and sports events can help to fill the coffers. Bingos are always profitable, providing you can obtain the volunteers (but be sure to keep explicit books of account for the Attorney General's Department). Casinos, when you

are lucky enough to receive a permit, are also a bonus.

More innovative events such as regular historic community tours, skate-a-thons, or debates between community members and "unresponsive" politicians may attract new members, their donations and media coverage. Befriend a local photographer and historian and print a calendar depicting existing, lost or soon to be lost places of interest or historic note in the community. The Urban Reform Group of Edmonton and Junior League do fairly well in the sale of their calendars showing scenes throughout Edmonton. The Garneau Community Planning Group, as mentioned earlier, have been selling T-shirts with the tree logo representing their group.

Special fun events provide an added bonus because they make more people aware of your group and its cause and because they add an element of levity to your activities. Some people have a particular affinity for organizing successful social events, so why not encourage them to participate by forming a special events group to organize fund raising activities on a regular basis?

The list of money-producing ideas is limitless--all you require is people, imagination and a willingness to act on your ideas.

D. GRANTS: PRIVATE FOUNDATIONS AND GOVERNMENT

1) Preparing Your Grant Application

A number of large corporations and estates of wealthy individuals have established foundations which offer sizeable grants to worthy (by their own predetermined terms of reference) projects. Various municipal, provincial and federal government departments also make grant monies available each year for a variety of innovative demonstration or politically popular projects. Before writing up your application, it is a good idea to obtain a list of guidelines about your potential funding source indicating what type of groups and projects they are willing to fund and what kind of information they require.

It is also important to differentiate between grants for on-going operating expenses of your community group (rent, equipment, staff) and grants for special projects (community survey, community historical profile, recreation program). Different sources provide grants for each of these needs, but as a general rule government grants are awarded for the latter purpose unless you are establishing a new organization to perform some innovative task (for example, the Parkdale Community Development Corporation).

A number of factors are important to keep in mind during preparation of the application:

- use clear, straight-forward language
- keep your application brief and to the point (many groups have found a one-page "executive summary" helpful)
- where an application form is provided, make sure you complete it but also provide additional informa-

tion where you feel it will be beneficial
- unless totally impossible, present your application in typewritten, double spaced format
- always retain a copy of your applicaton for your own future reference.

As with the case of individual solicitations, supporting documentation can help to state your case. This may include again, a brief statement of history and purpose of your group, a list of your prior accomplishments, copies of letters of incorporation, mention of your charitable status where relevant, and letters of support.

Make your budget as specific as possible, assigning estimated costs to separate expenses such as staff, equipment, rent and overhead. Where applicable, include other ascertained or proposed funding sources for the project. Many sources, particularly government agencies or departments, prefer to fund on a cost-shared basis. Identifying existing support may also give added incentive to provide additional funds. It is wise to include a copy (often requested anyway) of your total yearly financial statement.

Be sure to submit your application on time. Public notice of government grants frequently allows little preparation time so it is a good idea to monitor certain departments to obtain advance notice. Developing a good relationship with funding officers can help to find out what type of projects are likely to receive funding. We cannot over-state the importance of a good rapport with funding officers or members of grant foundations. It may well be worth your time to lobby and educate these funding sources to the needs identified in your, and other, communities.

2) Follow-up

Once you have submitted a grant, be sure to follow it up and indicate your willingness to provide any further information or answer any questions. This

helps to bring renewed attention to your proposal. A personal contact can also help.

Where you are successful and receive a grant, try to keep the donor informed of the progress of your project. This contact will help broaden your base of support with the donor in the future.

Don't give up completely on a funding source if it has rejected your initial attempt. Keep them on your mailing list and try again when another project arises. Where rejected, do your best to find out why. This may help you in the preparation of a successful attempt next time. After a few experiences preparing grant proposals, you may get a better feel of how to present your ideas. Also, many foundations will not accept initial proposals from new organizations until they establish their credibility. You should be aware that, in the case of government grants, often the total regional budget is not allocated or certain selected projects do not go ahead. In these cases, where your project lost out in the final selection, or was cut back, you may be able to persuade the funding officer to have these additional funds alloted to your project.

Submit all documentation required by the donor on completion of the project. Even where unrequested, it may be advisable to supply them with some sort of summary of events, with particular emphasis on the successful aspects. Both help when you apply next time.

III. WHERE TO GET MONEY

We have included in this section some of the sources of funds specifically available to self-help community planning groups. For more indepth information about financial assistance, you would be well-advised to consult the manuals listed in the bibliography. Publications are available on loan from Government Information Division, Second Floor, Centennial Library. Lists of relevant foundations are also available in the library of the Edmonton Social Planning Council.

A. MUNICIPAL FUNDS

1) Civic Grants

Every year civic grants are made available to community groups whose activities fall within the scope and priorities of designated committees. Your group can apply to any of the following four committees, depending on the nature of your project:

- Social Services Advisory Board
  social service projects
- Cultural Grants Committee
  cultural activities
- Parks & Recreation Advisory Board
  recreational and leisure activities; sponsorship of athletes and hosting of championships
- Commission Board Grants Committee
  projects involving public relations or promotion of events beneficial to Edmonton and any other project not falling under the other categories (e.g., Edmonton Safety Council, Edmonton Hire-A-Student).

While some of these grants have ceilings (e.g. Social Service grants, $15,000

maximum), others are more open-ended. All of the committees except for the last one are composed of voting citizens and city administrative staff serving an advisory capacity. The Commission Board Grants Committee is composed totally of city administrative staff and are responsible to the Commissioners. For further information, contact Fran Lauder, Finance Department, 5th Floor, City Hall.

2) Planning Fund for Community Groups

In 1978, a total budget of $5,000 was allotted to the Planning Department to assist community groups to enter into a planning process. These funds are for the use of communities interested in becoming designated or already designated as a Neighbourhood Improvement area or Community Planning Area.

This limited fund has been distributed to various communities to assist them in the preparation of applications for designation as planning areas by the City or, once designated, to prepare various reports as part of the planning process. This allotment of funds arose out of the Older Neighbourhoods Study.

This fund has also been used by the Planning Department to cover printing costs, mailing costs of community groups and a supply of maps.

For further information on this fund, contact the Director of Community Renewal, Planning Department, City Hall.

3) Cultural and Recreation Facilities

Communities can apply to the Parks

and Recreation Department for project cooperation grants. This fund is provided by the Province but is administered at the local level by the Municipal Government. Basically, these are matching grants provided to community groups who raise half of the funds towards such projects as craft centres, racketball courts and mini-parks.

B.   PROVINCIAL FUNDS

1)   Alberta Culture

Projects of an historical, theatrical or cultural character should consider applications to this Department. Examples of relevant requests would be funds for restoration of an historic site, designation of an historic site, sponsorship of an ethnic event, or financial assistance for a cultural program. If nothing else, the Historic Sites Service Branch has made it a practice to provide community groups with free film to take pictures of potential historic sites in their neighbourhood.

2)   Department of Recreation & Wildlife

Special funds are allocated by this Department for recreation programs and facilities. Contact them to obtain a copy of the grant regulations which specify who may apply for funds and for what purposes.

3)   Social Services & Community Health

Contact this Department if you are seeking funds to develop a program to provide a human service such as special facilities for seniors, handicapped, crisis victims or children. Be prepared to prove your project is not a duplication of efforts of other organizations.

4)   Other Possibilities

You might also find it worthwhile to approach Municipal Affairs, Energy and Natural Resources or Alberta Environment. By contacting your local M.L.A.,

doors may open to previously unknown vaults.

C.   FEDERAL FUNDS

Funding assistance from the Federal Government is most likely to be given for innovative demonstration projects and for short-term employment. Funds are meant to enable activities to get off the ground but on-going maintenance funds must usually be sought elsewhere.

The following Departments tend to maintain constant budgets in aid of community initiated projects:

1)   Secretary of State

Each region has a locally based office which provides consultation and funds to groups in that area. Priorities change from year to year so it pays to keep in close contact with local funding officers. The grants are short-term and are basically for special projects, not group maintenance.

Department of Manpower and Immigration
Job Creation Branch

Three community oriented programs exist at present:

- Young Canada Works--a student employment program
- Canada Works--provides for employment to a maximum of one year
- Local Employment Assistance Program--provides three year appointments for specialized community programs

2)   Central Mortgage & Housing Corporation

This government agency has sponsored such programs as the Neighbourhood Improvement Program (N.I.P.). It also provides financial assistance to cooperative and other innovative housing projects.

3)   Health and Welfare

This Department has a special divi-

sion which provides financial assistance to pilot or demonstration projects. Montrose Community, through the Edmonton Social Planning Council, was successful in obtaining funds to initiate its community development corporation.

Depending on the nature of your group and the projects you undertake, government and private sources are endless. It is simply a question of timing and persuasion.

APPENDICES
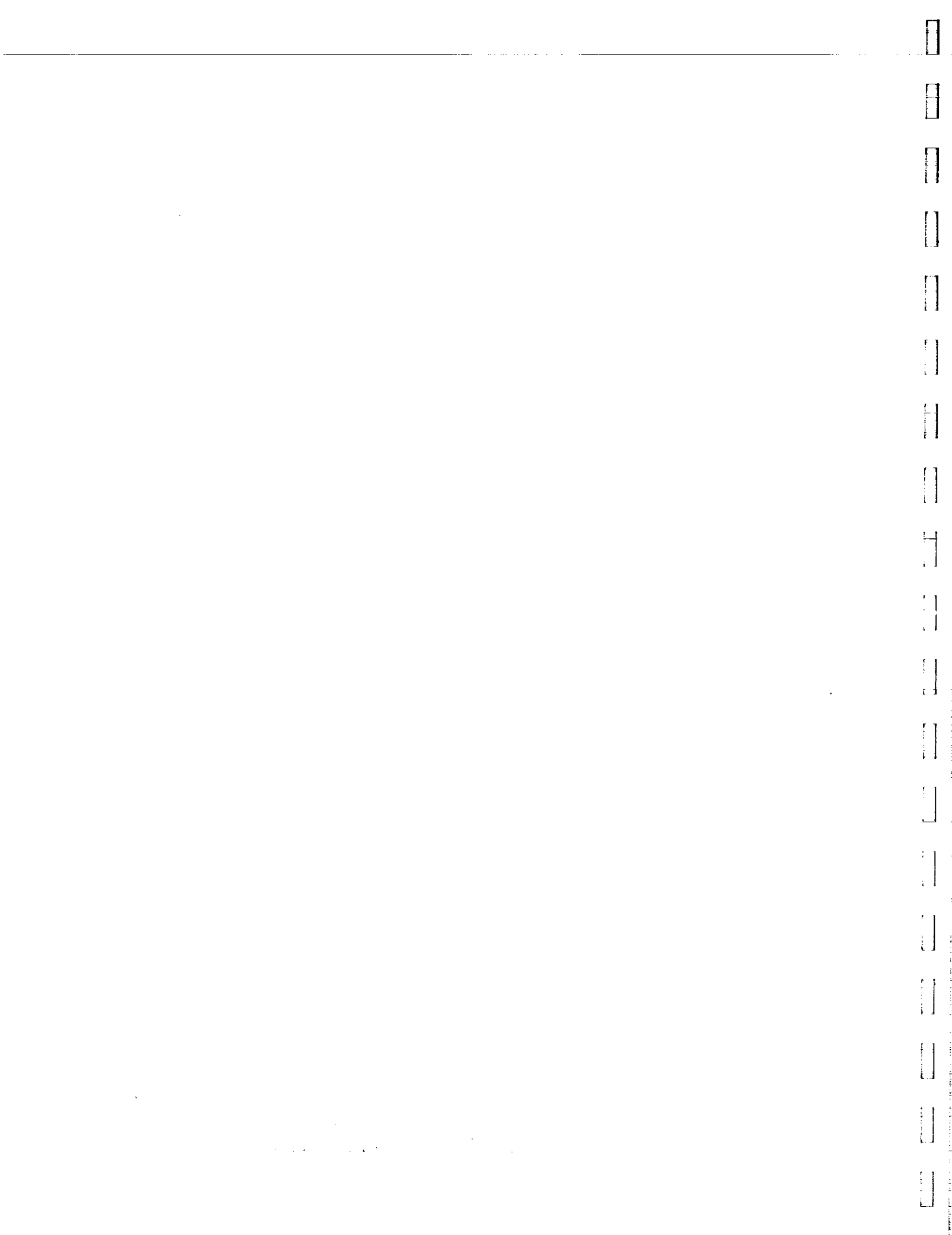
appendix A
Community Surveys
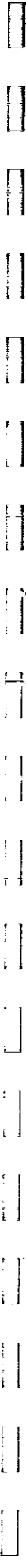
Selection of Questions From:

GROAT ESTATES QUESTIONNAIRE
FOR RESIDENTS

(both owners and tenants)

1. This questionnaire is being completed by:

    (1) female adult   (2) a male adult   1 2 3
    (3) by consensus of the family members (2 or more)

2. This questionnaire is being completed by:

    (1) owner(s) of property   (2) tenant(s) of property   1 2

3. How many cars or trucks do the members of this family unit own?

    (1) one   (2) two   (3) three   1 2 3 4 5
    (4) four or more (specify ____) (5) none

4. Please approximate the total City mileage placed on the above mentioned cars or trucks per week.

    (1) no cars or trucks   (2) less than 30 miles   1 2 3 4
    (3) 31 to 100 miles   (4) more than 100 miles

5. Is parking a problem on the street or avenue adjoining your residence? Please answer: (1) yes   (2) no   (3) I don't know

    (a) during the daytime of the working week (7 am to 6 pm)   1 2 3
    (b) in the evenings (after 6 pm)   1 2 3
    (c) on the weekends   1 2 3

6. Using the same scale as in #5 above, please indicate if you think that traffic is a problem on the street or avenue adjoining your residence.

    (a) during the daytime of the working week (7 am to 6 pm)   1 2 3
    (b) in the evenings (after 6 pm)   1 2 3
    (c) on the weekends   1 2 3

7. Using this space if you wish to comment or elaborate on your answer to question #5 or #6 above, give details of problem(s).

    _____

    _____

    _____

    _____

12. Below are some characteristics which could describe a neighbourhood. Please grade the following qualities as they relate to why you live here using the scale below.

      (1) A very favourable quality which does exist in the area.
      (2) A favourable quality which does exist in the area.
      (3) A favourable quality which does not exist in the area.
      (4) A neutral quality.
      (5) An unfavourable quality which does exist in the area.

(a) The location of the property relative to the rest of the city.   1 2 3 4 5

(b) The accessibility to public transportation.   1 2 3 4 5

(c) The closeness to major traffic arteries.   1 2 3 4 5

(d) Reasonable housing costs (rent or mortgage payments).   1 2 3 4 5

(e) The high quality (well maintained, attractive appearance) of adjacent homes.   1 2 3 4 5

(f) The many mature trees in the area.   1 2 3 4 5

(g) The quiet residential streets surrounding this property.   1 2 3 4 5

(h) The mixed socio-economic (varying ages, incomes, life styles, etc.) profile of surrounding residents.   1 2 3 4 5

(i) The architectural style (large rooms, high ceilings, etc.) of the house I/we live in.   1 2 3 4 5

(j) The closeness (or easy access) to educational facilities.   1 2 3 4 5

(k) The closeness (or easy access) to varied recreational facilities.   1 2 3 4 5

(l) The closeness (or easy access) to children's playgrounds.   1 2 3 4 5

(m) The closeness (or easy access) to medical facilities.   1 2 3 4 5

(n) The closeness (or easy access) to shopping facilities.   1 2 3 4 5

(o) Other (please specify).   1 2 3 4 5

(p) Other (please specify).   1 2 3 4 5

If you would like to explain any of your responses to question #12 or to add further reasons, please do so here.

_____

_____

13. Which of the following facilities would you like to see made available to this area? Grade according to the following scale.

      (1) Present facility adequate.
      (2) Present facility inadequate and should be improved.
      (3) Not readily available and should be added.
      (4) Not necessary.
      (5) Don't know.

(a)	Day Care centre (full time).	1 2 3 4 5
(b)	Day Care centre (casual).	1 2 3 4 5
(c)	Drop-in Centre for senior citizens.	1 2 3 4 5
(d)	Community league.	1 2 3 4 5
(e)	Children's playground.	1 2 3 4 5
(f)	Neighbourhood parks.	1 2 3 4 5
(g)	Shopping facilities (groceries).	1 2 3 4 5
(h)	Shopping facilities (general).	1 2 3 4 5
(i)	Recreational facilities.	1 2 3 4 5
(j)	Housing for senior citizens (low density).	1 2 3 4 5
(k)	Low rental housing (low density).	1 2 3 4 5
(l)	Others (please specify).	1 2 3 4 5
(m)	Others (please specify).	1 2 3 4 5

14. Use this space if you wish to comment or elaborate on any point of question #13.

_____

_____

GARNEAU COMMUNITY SURVEY

1. Is this dwelling occupied by:

    1. Owner   1 ( )
    2. Tenant   2 ( )

2. Is this dwelling unit:

    1. Single family dwelling   1 ( )
    2. House divided into basement suites, etc.   2 ( )
    3. Walk-up apartment   3 ( )
    4. High-rise apartment   4 ( )

3. Is this dwelling occupied by:

    1. A family   1 ( )
    2. A family plus others   2 ( )
    3. Essentially non-related people   3 ( )

4. Are you the manager of this building?

    1. Yes   1 ( )
    2. No   2 ( )
    3. N/A   3 ( )

5. Number of units in this building (answer 001 if single, 002 if duplex, etc.)

    _____

6. Number of rooms in your dwelling unit.   _____

7. How many residents of your dwelling unit are:

    1. Full time university students   1 ( )
    2. Full time university/hospital employees   2 ( )
    3. Work in downtown area   3 ( )
    4. Work elsewhere in the neighbourhood   4 ( )
    5. Retired   5 ( )
    6. Other - please specify _____   6 ( )
    7. Other - please specify _____   7 ( )

8. How many of the residents of your dwelling unit are of the following age groups?

    1. Less than 15   1 ( )
    2. 15-24   2 ( )
    3. 25-54   3 ( )
    4. Over 55   4 ( )

9. How long have you lived in this dwelling?

    1. Less than a year   1 ( )
    2. 1-6 years   2 ( )
    3. 7-15 years   3 ( )
    4. 15-24 years   4 ( )
    5. 25 years +   5 ( )

10. How long have you lived in Garneau?

    1. Less than a year   1 ( )
    2. 1-6 years   2 ( )
    3. 7-15 years   3 ( )
    4. 15-24 years   4 ( )
    5. 25 years +   5 ( )

11. How many passenger vehicles are owned by the occupant(s) of this dwelling?

    1. None   1 ( )
    2. One   2 ( )
    3. Two   3 ( )
    4. Three or more   4 ( )

12. How would you rate the following reasons for living in Garneau:

    a. Close to work   very important   1 ( )
                              important   2 ( )
                              not important   3 ( )
                              n/a   4 ( )
    b. Close to downtown   very important   1 ( )
                              important   2 ( )
                              not important   3 ( )
                              n/a   4 ( )
    c. The variety of ages, incomes and life-styles of the
       residents   very important   1 ( )
                              important   2 ( )
                              not important   3 ( )
                              n/a   4 ( )
    d. Neighbours and friends very important   1 ( )
                              important   2 ( )
                              not important   3 ( )
                              n/a   4 ( )
    e. Many mature trees and greenery in the area
                              very important   1 ( )
                              important   2 ( )
                              not important   3 ( )
                              n/a   4 ( )
    f. Varying architectural styles very important 1 ( )
                              important   2 ( )
                              not important   3 ( )
                              n/a   4 ( )
    g. Sentimental attachment very important   1 ( )
                              important   2 ( )
                              not important   3 ( )
                              n/a   4 ( )
    h. Investment possibilities very important 1 ( )
                              important   2 ( )
                              not important   3 ( )
                              n/a   4 ( )
    i. Closeness to educational facilities
                              very important   1 ( )
                              important   2 ( )
                              not important   3 ( )
                              n/a   4 ( )

13. How do you rate the following facilities in or near Garneau:

    a.   Recreational

excellent	1	( )
good	2	( )
average	3	( )
poor	4	( )
no opinion	5	( )

    b.   Shopping (groceries)

excellent	1	( )
good	2	( )
average	3	( )
poor	4	( )
no opinion	5	( )

    c.   Shopping (general)

excellent	1	( )
good	2	( )
average	3	( )
poor	4	( )
no opinion	5	( )

    d.   Other facilities (please specify)

_____

    e.   Other (please specify)

_____

14. The following are problems for the people living in Garneau:

    a.   Constant traffic

strongly agree	1	( )
agree	2	( )
indifferent	3	( )
disagree	4	( )
strongly disagree	5	( )

    b.   Non-resident parking

strongly agree	1	( )
agree	2	( )
indifferent	3	( )
disagree	4	( )
strongly disagree	5	( )

    c.   Increasing number of high-rise and walk-up apartment buildings

strongly agree	1	( )
agree	2	( )
indifferent	3	( )
disagree	4	( )
strongly disagree	5	( )

    d.   University expropriation of residential property

strongly agree	1	( )
agree	2	( )
indifferent	3	( )
disagree	4	( )
strongly disagree	5	( )

    e.   Transient nature of many residents

strongly agree	1	( )
agree	2	( )
indifferent	3	( )
disagree	4	( )
strongly disagree	5	( )

f.   Lack of maintenance of properties in the area

strongly agree	1	( )
agree	2	( )
indifferent	3	( )
disagree	4	( )
strongly disagree	5	( )

g.   Lack of overall planning for the Garneau area

strongly agree	1	( )
agree	2	( )
indifferent	3	( )
disagree	4	( )
strongly disagree	5	( )

h.   Other problems (please specify) _____

_____

i.   Other (please specify) _____

_____

15. The condition of your dwelling is in:

1.	Excellent repair	1	( )
2.	Good repair	2	( )
3.	Average repair	3	( )
4.	Need of repair	4	( )
5.	Badly in need of repair, run down	5	( )

16. The condition of the interior of your dwelling is in:

1.	Excellent repair	1	( )
2.	Good repair	2	( )
3.	Average repair	3	( )
4.	Need of repair	4	( )
5.	Badly in need of repair, run down	5	( )

17. Have any of the following repairs been carried out over the last five years?

1.	Major	1	( )
2.	Major and minor	2	( )
3.	Minor	3	( )
4.	None	4	( )

18. What is your opinion of the University's rehabilitation of North Garneau?

1.	Strongly approve	1	( )
2.	Approve	2	( )
3.	Indifferent	3	( )
4.	Disapprove	4	( )

19. Do you favour the attempt of the Garneau Community League Planning Committee to develop a comprehensive plan for Garneau?

1.	Yes	1	( )
2.	No	2	( )

20. Would you like to give us your name? _____

Additional Comments:
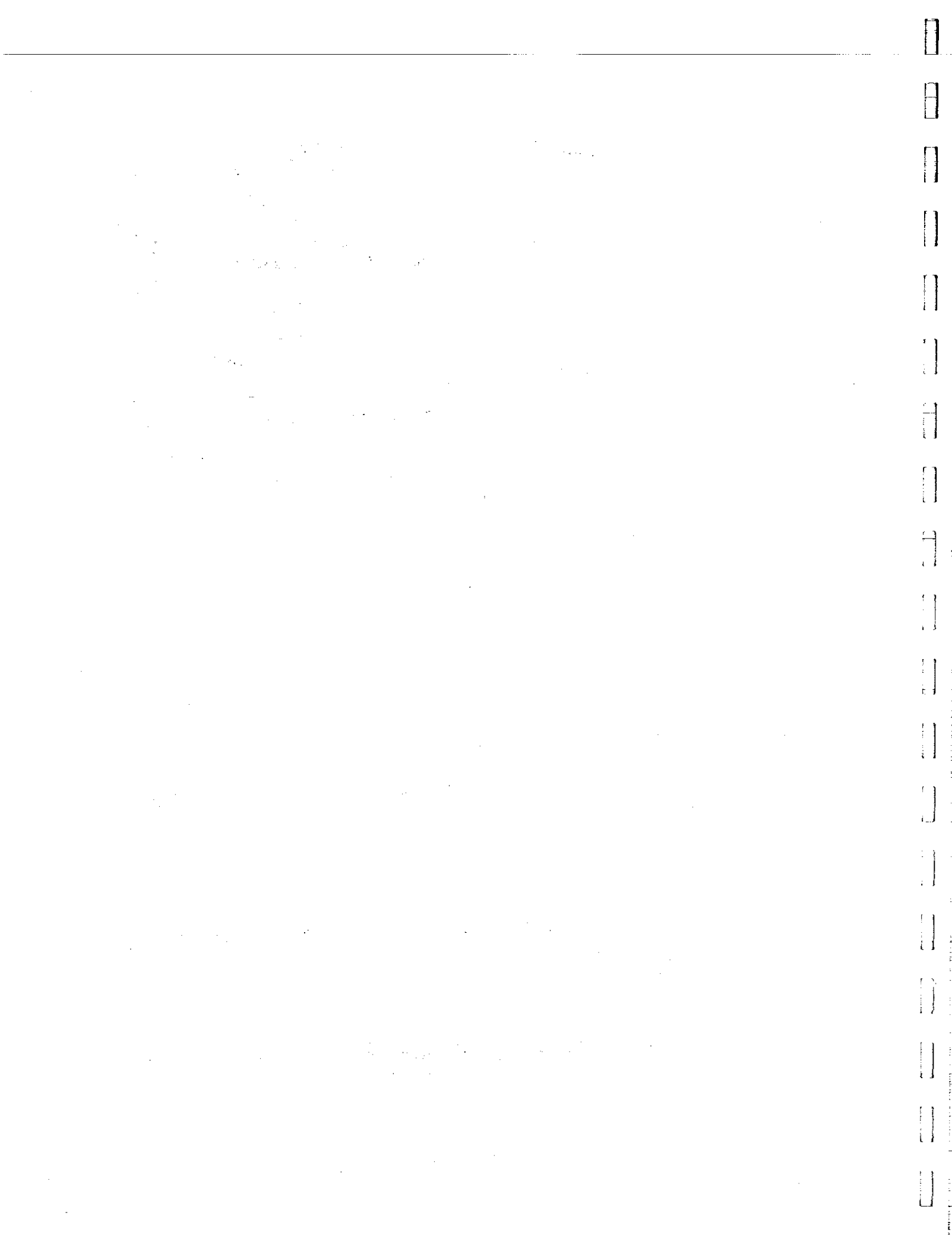
appendix B
Transportation Concerns

COMMON NEIGHBOURHOOD TRANSPORTATION CONCERNS:
SOLUTIONS AND CONSEQUENCES

1. Concern: Through traffic and short-cutting traffic.

    Description: Any traffic movement in your neighborhood that does not have either its origin or destination located within your boundaries. Does not include movement on routes designated as arterial roadways which may dissect your area.

    Solution:

    a)   Street Closures

         Intent: Eliminate through traffic on the local street.

         Consequences: May direct some of the traffic to adjacent streets. May cause confusion for emergency vehicles and visitors. May cause inconvenience to residents in moving within their area. May increase traffic in lanes.

         Limitations: Must be designed to allow traffic to turn around. This takes space and not all streets or intersections may be able to accommodate this. Only local streets may be closed, not arterials. There is a legal requirement to maintain access to all property. Closure must be permitted by a bylaw.

    b)   Street Diversions

         Intent: Discourages through traffic by making the route more difficult and time consuming.

         Consequences: May cause some increase in traffic on adjacent streets. May cause confusion for emergency vehicles and visitors. May inconvenience residents in moving within their area. May increase traffic in lanes.

         Limitations: Likely will require reconstruction of the roadway at the intersection.

| Limitations: | Very expensive and difficult to enforce, especially on an all day, every-day basis. Given the number of communities that are experiencing parking problems, the demand for this type of control and the resulting need for enforcement may be too overwhelming to permit the use of this type of control. |

NOTE: Parking problems are very common throughout Edmonton and very difficult to address. Although alternative methods of getting to work may be provided besides using a car, there is still the problem of where to put the car in the residential neighborhood even though it is not being used. This is especially true in older neighborhoods which were not designed with car parking in mind, and particularly not for the densities that they have subsequently absorbed. Some parking problems can be solved because they are localized or have a very special cause. For many areas, it will remain a fact of life but possibly can be minimized.

3. Concern: Speeding

   Description:
   1. Joy riding.
   2. Increased speed due to nature of route (e.g., major arterial).
   3. Effects of noise level, safety.

   Solution:

   a) Speed Bumps

      Intent: To provide physical discouragement of certain speeds.

      Consequences: May cause vibration and noise problems for adjacent residents.
      May cause problems in terms of snow clearance.
      May increase hazard (i.e., cause loss of control of vehicles going at excessive speeds).

      Limitations: Studies have shown that they are not effective for decreasing levels of speeding.

   b) Stop Signs

      Intent: Require cars to come to a complete stop every block or two to keep the speed down.

      Consequences: May create accident potential through violations.
      May increase noise levels (braking, squealing tires).
      May increase traffic volumes on streets that are at right angle to the one with the stop signs.

Limitations:	Effect on speed is only for a short distance. Really only warranted as a solution if traffic volumes are sufficiently high.

c) Enforcement of Speed Limits

Intent:	Provide a deterrent.
Limitations:	Enforcement staff is too limited to undertake this on anything more than a special area, special care basis.

d) Eliminating Through Traffic

Intent:	Remove the traffic, and therefore the speeders.
Limitations:	Will only work if the speeders are not local residents.

4. **Concern:**   Safety

Description: Includes a variety of factors such as pedestrian and driver safety at intersections, along roadways and alleys.

Solution: Each particular problem of safety must be reviewed on its own merits. Some of the common solutions to decrease car accidents or pedestrian accidents are signs (stop or yield), crosswalks, or pedestrian activated signals. Banning parking in a particular area may improve visibility and reduce the hazard. Discuss with the civic department responsible to find out if the severity warrants the cost of pedestrian lights or if your proposed solutions could have some negative effects.

5. **Concern:**   Transit Service

Description:
1.   Routing.
2.   Infrequency of service.
3.   Bus stop locations; Light Rapid Transit stations.
4.   Provision of shelters and seats.

Solution: Many communities have successfully gotten together with Edmonton Transit to plan for the development and improvement of transit. In general, Edmonton Transit will try to correct any problems your area may have if:
-    the change does not alter the efficiency of a route, its connections with other routes, or its costs.

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- the level of service (i.e., frequency or provision of bus shelters) is consistent with city-wide policy.
- the change (i.e., timing, location of a stop) does not inconvenience or cause a hazard for others.

For further information on how to work with Edmonton Transit System, contact Urban Studies, Department of Extension, University of Alberta.

6. Concern: Noise

    Description: Could arise from heavy arterial traffic, hot rodders, trucks, commercial or industrial traffic, service vehicles (e.g., garbage trucks).

    Solutions:

a) Enforcement of Existing Noise Bylaw

    Intent: To remove vehicles that are making an excessive level of noise.

    Limitations: Does not reduce the volume of traffic along an arterial which may be generating a high level of noise although a level which is within that permitted by the Bylaw.
    Would require a large amount of enforcement staff which is not available.
    The levels of noise permitted by the Noise Bylaw is relatively high.
    The fines and difficulties in prosecuting offenders does not offer much deterrent.

b) Buffering

    Intent: To create a physical barrier to reduce noise within a residential area.

    Limitations: Usually requires a great deal of land which is not available without tremendous cost in the inner city.
    The buffering itself is costly to develop or install.
    Generally only effective in reducing the noise levels slightly.

c) Vehicle Noise Abatement Program

    Intent: To require the inspection and upgrading of all vehicles to reduce the level of noise they make.

Limitations:	Expensive. Does not improve these vehicles and trucks coming from outside Edmonton unless it involves at least the Provincial level of government. Limitations on how much vehicles can be improved in terms of noise emission.	
7.	Concern:	Construction of New Facilities or Widening Existing Ones
	Solution:	If your area is in opposition to some improvement or upgrading, this issue will have to be fought politically and you will be more effective if you find like-minded people in other areas also opposed to the proposal. Read the second section of this chapter for some initial thoughts on how to argue against construction of new roadways. However, an extensive case for non-construction is beyond the scope of this chapter.
8.	Concern:	Change in the Designation of a Roadway
	Description:	Your community wishes to prevent or encourage the change in designation of a roadway (e.g., prevent designation or truck route or encourage one-way traffic).
	Solution:	a) Make your request directly to City Council. The decision will have to be made on each situation and the factors are too varied to be properly considered here. If trucks can use alternative routes without significant difficulty, likely removal of designation will be considered. But it will not remove truck traffic that is destined for grocery stores, gas stations, stores, warehouses, etc., located in your area.
		b) One-way designation, if it is intended to discourage non-local traffic may be considered if: 1. the traffic volume on the street is too high for its classification; 2. if the one-way might be a reasonable solution for the problem (i.e., will not cause traffic to simply move to an adjacent street or cause traffic problems through violations).
9.	Concern:	Condition of Sidewalks, Lanes, Streets

Description: 1. Lack of sufficient services.

2. Upgrading needed.

Solution: Usually these can be upgraded through a local improvement charge. This means that you have to consider the problem as being important enough to fix to pay for it yourself. Usually a certain percentage of people in any block requesting an improvement financed through local improvement is sufficient to get it fixed.

You can request that your problem be fixed at the City's expense but there is no guideline for how to argue for this.

Street repair (potholes, frost cracks) is done at the City's expense. There is an overall program of maintenance. You can only draw the condition of streets in your area to the attention of the City and wait for it to be done. Priority, of course, will go to the most severe problems and to main and collector streets first.

appendix C

Resources

PLANNING DIRECTORY

AID SERVICE	203, 10711 - 107 Avenue	426-3242
ALBERTA BUREAU OF STATISTICS	21st Floor, Park Square 10001 Bellamy Hill	427-3058
ALBERTA CULTURE	10004 - 104 Street	427-2565
ALBERTA HOME MORTGAGE CORPORATION	10350 - 124 Street	482-7581
ALBERTA HOUSING CORPORATION	9440 - 49 Street	432-0273
ALBERTA HOUSING & PUBLIC WORKS	Housing Policy and Planning Realty and Accommodation Senior Citizen's Home Improvement Public Works Minister's Office	427-8144 427-7639 427-5760 427-2049 427-3666
ALDERMEN'S OFFICES		
O. Butti	City Hall	428-5631
L. Campbell	City Hall	428-5734
W. Chmiliar	City Hall	428-5136
G. Dub	City Hall	428-5733
R. Hayter	City Hall	428-5457
E. Hewes	City Hall	428-5969
E. Kennedy	City Hall	428-5936
E. Leger	City Hall	428-5455
K. Newman	City Hall	428-5426
P. Norris	City Hall	428-5456
L. Olsen	City Hall	428-5331
P. Wickman	City Hall	428-5939
ASSESSOR'S OFFICE	City of Edmonton (City Hall)	428-5166
AUDIO-VISUAL BRANCH	Department of Extension University of Alberta	432-3116
CANADA WORKS PROGRAM	Department of Manpower & Immigration Job Creation Branch Batoni Bowlen Building 109 Street & 99 Avenue	425-7535
CATALYST THEATRE	c/o Jan Selman 10537 - 127 Street	452-3557
CENTRAL MORTGAGE AND HOUSING CORPORATION	Edmonton Office 12315 Stony Plain Road Alberta Regional Office 9942 - 108 Street	482-3431 425-4134

CITY ARCHIVES	10105 - 112 Avenue	479-2069
CITY CLERK	C. J. McGonigle, City Hall	428-5448
COMMISSION BOARD GRANTS COMMITTEE	5th Floor, City Hall	428-5544
COMMUNITAS INC.	200, 10123 - 112 Street	422-1171
COMMUNITY GROUPS	Alberta Avenue	479-8992
	Belgravia Protective Association	436-5530
	Calder Action Committee	466-4808
	Canora Neighbourhood Improvement	489-3858
	Community of Oliver Group	482-2204
	Garneau Planning Committee	432-7203
	Groat Estates Residents' Association	454-9268
	McKernan Community League	435-5731
	Montrose Community League	477-2298
	Norwood Neighbourhood Improvement	479-3566
	Oliver Social Action Committee	488-8044
	Parkdale Concerned Citizens	479-2478
	Parkallen Community League	434-3881
	Riverdale Community League	429-0120
	Ritchie Community	433-6098
	Scona Community League	439-0795
	West Ingle Community Association	452-4756

(To contact community associations and leagues not listed, you would be advised to call either the Edmonton Social Planning Council or Edmonton Federation of Community Leagues.)

COMMUNITY WORKERS EDMONTON SOCIAL SERVICES	Michael Kroening (Beverly) 5005 - 112 Avenue	474-8221
	Betty Chu (Duggan) 5035 - 108A Street	435-4891
	Monica Wickman & Sheila Stickland (Glengarry) 13315 - 89 Street	476-7602
	Delanie Desjardins (Idylwylde) 8314 - 88 Avenue	465-7839
	John Hutton (Jasper Place) 15626 - 100A Avenue	489-7794
	Mike Langstone (Kingsway) Kingsway Garden Mall	477-9241
	Nancy Byway (Westmount) 11009 - 127 Street	452-6193
COMPANIES BRANCH	2nd Floor, Century Place 9803 - 102A Avenue	427-2311

COOPERATIVE HOUSING (ALBERTA HOUSING)	11152 Jasper Avenue	427-4592
CULTURAL GRANTS COMMITTEE	5th Floor, City Hall	428-5544
DAY CARE BRANCH EDMONTON SOCIAL SERVICES	6th Floor, CN Tower	428-5931
DRAMA DEPARTMENT UNIVERSITY OF ALBERTA	Contact person: David Barnett 3, 146 Fine Arts Building 112 Street & 88 Avenue	432-2271
EDMONTON IMMIGRANT SERVICES ASSOCIATION	10915 - 110 Street	420-6880
EDMONTON REGIONAL PLANNING COMMISSION	602, 10025 - 106 Street	429-6821

EDMONTON SCHOOL BOARD - TRUSTEES

Public:

Dr. Donald L. Massey, Chairman	435-5607
Mrs. E. Jones, Vice-Chairman	434-4736
Mr. M. A. Binder	
Mr. J. F. Falconer	454-8973
Mrs. Shirley E. Forbes	436-2581
Mrs. Catherine Ford	436-3022
Mr. R. H. Jamieson	456-4833
Mr. E. Lund	434-9068
Mr. J. Patrick	483-8820

Separate:

Mr. J. H. Donahue, Chairman	488-5995
Mr. J. Laurier Picard, Vice-Chairman	439-2476
Rev. Leo J. Floyd	466-7801
Mr. Philippe J. Gibeau	427-5210
Mrs. Jean W. McDonald	469-5993
Mr. Raymond J. Pinkoski	433-5831

EDMONTON SOCIAL PLANNING COUNCIL	418 Baker Building 10010 - 105 Street	424-0331
ELECTIONS OFFICE (CITY CENSUS)	11611 - 105 Avenue	428-5311
ENGINEERING DEPT. CITY OF EDMONTON	11th Floor, Century Place	428-5758
ENVIRONMENTAL DESIGN	University of Calgary	284-6601
FEDERAL REVENUE OFFICE	Charitable Status 9820 - 107 Street	425-3510

FEDERATION OF COMMUNITY LEAGUES	7103 - 105 Street	434-7112
FINANCE DEPARTMENT (CITY OF EDMONTON)	Contact person: Fran Lauder 5th Floor, City Hall	428-5371
GOVERNMENT INFORMATION DIVISION	Centennial Library 7 Sir Winston Churchill Square	423-2331 Ext. 340
GRAPHIC ARTS	University of Alberta Technical Services, 6th Floor Mechanical Engineering Bldg. Fine Arts Fine Arts Centre	432-3461 432-3261
HEALTH AND WELFARE GOVERNMENT OF CANADA	CPP Benefits 7th Floor, 10055 - 106 Street Income Security 10055 - 106 Street Public Relations 205, 10621 - 100 Avenue	425-7150 425-3540 425-6930
HISTORIC SITES BRANCH	Alberta Culture 14th Floor, CN Tower	427-3182
LAND TITLES OFFICE	Land Titles Building 100 Street & 102A Avenue	427-2742
LAW LIBRARY	Law Courts Law Centre (University of Alberta)	423-7110 432-3371
LEGAL RESOURCE CENTRE	University of Alberta 231 Corbett Hall 82 Avenue & 112 Street	432-5732
LEGISLATIVE LIBRARY	Legislative Building, Main Floor	427-2473
MAYOR'S OFFICE	City of Edmonton 2nd Floor, City Hall	428-5404
MEMBERS OF THE LEGISLATURE	503 to 513 Legislative Building	429-4631
MUNICIPAL AFFAIRS	Jarvis Building 9925 - 107 Street	427-2732
NATIONAL FILM BOARD	Film Library 10031 - 103 Avenue Production Office 10148 - 101 Street	425-7540 425-3347

NEWS MEDIA
    Television

CBC (8861 - 75 Street)		469-2321
CFRN (Box 5030, Station E)		484-3311
CITV (5325 - 104 Street)		436-1250
ACCESS TV NORTH (6005 - 103 St.)		434-9441
CAPITAL CABLE (7024 - 101 Avenue)		465-6571
QCTV (10538 - 114 Street)		425-8410

    Radio

CBC (8861 - 75 Street)	469-2321
CFCW (205, 10706 - 124 Street)	452-7530
CFRN (Box 5030, Station E)	484-3311
CHED (10006 - 107 Street)	424-2111
CHFA (8830 - 85 Street)	465-0091
CHQT (10154 - 103 Street)	424-1131
CJCA (10230 - 108 Street)	423-4930
CKUA (5th Flr., 10526 Jasper Ave.)	422-5161

    Newspapers/
    Magazines

Edmonton Journal 101 Street & 101 Avenue	420-1919
Edmonton Sun 7708B - 104 Street	432-1650
St. John's Edmonton Report 11224 - 142 St.	452-8442

Your Community News
  7911 - 101 Street
  (Northeast, Southeast, Millwoods)
	433-4370

Beverly Page 11407 - 50 Street	479-3959
Londonderry Colloquium 6804 - 144 Avenue	475-1505
The Times (Bonnie Doon) 252 Bonnie Doon Mall	466-6134
West Edmonton Examiner 9509 - 156 Street	483-7070
West Jasper Place Neighbourhood Association, 188 Primrose Garden	487-8918

(A useful publication can be obtained from the Edmonton Federation of Community Leagues which lists media, contact people and publication deadlines.)

PARKS & RECREATION (CITY OF EDMONTON)	10th Floor, CN Tower	428-3559
PARKS & RECREATION (ADVISORY BOARD)	5th Floor, City Hall	428-5544
PLANNING DEPARTMENT (CITY OF EDMONTON)	Administration Branch	428-3419
	Land Use Planning	428-5916
	Community Planning Branch	428-3406
	Area Plan Section	428-3108
	Community Renewal Section	428-3108
	General Planning Section	428-3404
	General Plan Review	428-3536
	Land Development Coordination	428-3471
	Transportation Planning Branch	428-5981
	Land Use & Development Section	428-5983
	Functional Planning Section	428-5982
	Studies Research Branch	428-5765

POPULATION RESEARCH LABORATORY	Department of Sociology University of Alberta	432-4659
PREVENTIVE SOCIAL SERVICES	Alberta Social Services & Community Health, 7th Floor Seventh Street Plaza 10030 - 107 Street	427-2801
PROVINCIAL ARCHIVES OF ALBERTA	12845 - 102 Avenue	452-2150
PROVINCIAL PLANNING REGIONS BRANCH	Department of Municipal Affairs 7th Floor, Jarvis Building	427-2995
QUEEN'S PRINTER	11510 Kingsway Avenue	427-4952
REAL ESTATE & HOUSING (CITY OF EDMONTON)	Centennial Building 10015 - 103 Avenue	428-5985
RECREATION, PARKS & WILDLIFE	Government of Alberta 10363 - 108 Street	427-2003
SAVE TOMORROW OPPOSE POLLUTION	Box 1633	432-7926
STATISTICS CANADA	User Advisory Services 1000, 10025 - 106 Street	425-5052
SECRETARY OF STATE	9828 - 104 Avenue	425-6730
SOCIAL PLANNING BRANCH, CITY SOCIAL SERVICES	6th Floor, CN Tower	428-5931
SOCIAL SERVICES ADVISORY BOARD	5th Floor, City Hall	428-5544
SOCIETY FOR THE PROTECTION OF ARCHITECTURAL RESOURCES IN EDMONTON	14338 Park Drive	
STUDENT LEGAL SERVICES	Law Centre University of Alberta	432-2226
TRANSIT DEPARTMENT CITY OF EDMONTON	General Manager Transit Information	428-5525 432-1234
TRANSPORTATION PLANNING BRANCH	City Planning 10th Floor, Century Place	428-5961

TRANSPORTATION DEPARTMENT	Government of Alberta 9630 - 106 Street	427-2731
U.R.G.E.	(Urban Reform Group of Edmonton) 10402 - 127 Street	429-2226
URBAN STUDIES BRANCH	Department of Extension University of Alberta 228 Corbett Hall 82 Avenue & 112 Street Contact person: Gerry Wright	432-2912
WATER & SANITATION CITY OF EDMONTON	9th Floor, Century Place	428-5741
WEST 10	(West Edmonton Social Task Force) 11023 - 127 Street	452-6193

BIBLIOGRAPHY

GETTING STARTED

1. Citizen Action: An Annotated Bibliography of Canadian Case Studies
    Stinson, Arthur (editor). Community Planning Association of
    Canada, Ottawa, 1975.

    An annotated bibliography of reports, research, evaluation studies
    and journalistic articles discussing the state of citizen participation
    and community organization in Canada by way of case studies.

2. Citizen Participation: Canada   Draper, James (editor).   New Press,
    Toronto, 1971.

    A book of readings on the state of citizen participation and com-
    munity development in Canada and possible alternatives.

3. Neighborhood Power: The New Localism   Morris, David and Hess, Karl.
    Beacon Press, Boston, 1975.

    A book dedicated to the possibility and practicability of neighbor-
    hood power. The authors emphasize the need for people to become
    involved in political activity within the confines of the physical
    boundaries of their own community.

4. Citizen Participation in Urban Development, Volume I, Concepts and
    Issues   Speigel, Hans B. C. (editor).   Center for Community
    Affairs, National Institute for Applied Behavioral Science, Washing-
    ton, D.C., 1968.

    A collection of articles stressing the merits of community involve-
    ment in urban issues. The book focuses on the efforts of resi-
    dents to improve their own communities through group action.

5. The Quiet Crisis   Holf, Rinehart and Winston.   New York, 1963.

ORGANIZING AND MAINTAINING YOUR GROUP

1. Hang-Ups: Some Common Problems of People Who Organize Other People into Communities   Parallel Institute, Montreal, 1973.   (Available from Communitas Inc.)

2. Common Group Problems   Parallel Institute, Montreal, 1973.   (Available from Communitas Inc.)

3. Up the Grass Roots: A Citizen's Guide to Community Action   Bella, Leslie.   Unpublished manuscript, 1975.

   An excellent community action and planning guide based on the author's experiences working as part of Edmonton community organizations.   Content ranges from getting a group started and organized to lobbying for change.

4. The Power to Make It Happen   Keating, Donald R.   Green Tree Publishing Company Ltd., Toronto, 1975.

   The biography of the organization of the Riverdale Community in Toronto.   The dominant theme throughout is the ability of the residents of a community to control their fate by joint action.

5. Organizing for Social Action: Three Canadian Experiences   National Council of Welfare, Canada, 1975.

6. Don't Rest in Peace: Organize!   Mitchell, Margaret.   Neighborhood Services Association, Vancouver, 1975.

7. Fighting Back   Fraser, Graham.   Urban Renewal in Frefann Court, Hakkert, Toronto, 1972.

   A gutsy political history of urban renewal planning in a Toronto community and the problems involved in citizen participation.

8. Organize for Action: A Reading Guide for Community Participants   Beeston, John; Cramm, Karen M.; Robertson, Sheila M.   Institute of Public Affairs, Dalhousie University, Halifax, 1974.

   An annotated bibliography of books and films for practical use in community organizing.

9. Citizen Participation in Urban Development, Volume II, Cases and Programs   Speigel, Hans B. C. (editor).   Center for Community Affairs, National Institute for Applied Behavioral Science, Washington, D.C., 1969.

   A collection of articles examining various citizen participation techniques and programs and the inherent problems and dilemmas.

10. Boards 'N Staff 'N All That Stuff   L. McMullen.   Day Care Branch, Edmonton Social Services, Edmonton, 1978.

DEVELOPING A COMMUNICATION SYSTEM

1. Improving the Results of Workshops Nadler, Leonard.

2. Workshop Planning Guide Macelli, Tony.

3. Workshops, Planning, Conducting, Evaluating Davis, Larry Nolan and McCallon, Earl.

    (All of the above available from Preventive Social Services)

4. Key To Community: The Self-Survey in Saskatchewan Communities Larson, Vernon W. Center for Community Studies, Saskatoon, 1962.

5. The Community Survey -- Its Use in Development and Action Programs Baumel, C. Phillip; Hobbs, Daryl J.; and Powers, Ronald. Iowa State University of Science and Technology, Cooperative Extension Service, 1964.

6. Community Self-Surveys in Urban Renewal Robertson, Ian. Manchester, Manchester Monographs, No. 4, 1976.

THE PROCESS OF PLANNING AND FINDING DIRECTION

1. **Every Man The Planner** Long, John W. Masters Thesis, University of McGill.

    Documents three years of a planning process in the Inglewood Community of Calgary. The thesis argues that the role of the residents of a community is to plan and the professional planner to facilitate the process. An excellent reference for defining your community's values, goals, objectives and to obtain an overview of a planning process.

2. **Planning In A Human Way** Lash, Harry. Urban Prospects Series, Ministry of State for Urban Affairs, Canada, 1976.

    A recounting of the planner's experiences during preparation of a plan for the Greater Vancouver Regional District. Process of reassessing the nature of the planning process and roles of the various actors. Determines that planning is neither linear nor finite but a continuous on-going cycle.

HOUSING

1. "To Save A Fabric" Architecture 5:73.

2. <u>Compact Housing: An Answer to the Housing Crunch</u> Arcuri, Ken et al. Faculty of Environmental Design, University of Calgary, Calgary, Alberta, December, 1977.

3. "Infill Housing Project" City Magazine, May-June, 1978, Vol. 3, No. 4 and 5, p. 10-12.

4. Housing You Can Afford Laidlaw, Alexander F. Green Tree Publishing Company Ltd., Toronto, 1977.

TRANSPORTATION

1. <u>Transportation and Town Planning</u> Leibbrand, Kurt. London, The MIT
    Press, 1970.

    The contents of this book are based on the premise that recog-
    nized rules of town planning and of transportation planning have
    long since emerged and that they should be put into practice hand
    in hand with one another. This book is designed to ensure that
    this occurs. Using numerous examples, primarily European and
    British, the book sets out the fundamentals of town planning
    suited to modern traffic, and shows the process of the formation of
    plans from the basic concept by way of scientific investigations
    and the necessary calculations to the constructional details.

2. <u>Urban Transportation Planning Guide</u> Project Committee on Urban
    Transportation Planning, Roads and Transportation Association of
    Canada, Toronto, University of Toronto Press, 1977.

    This guide represents a useful and fairly complete description of
    the urban transportation planning process as it has been carried
    out during the first few years of the 1970's. It reflects some
    awareness that transportation planning is an art as well as a
    science, and that a greal deal of personal judgement is involved,
    which should be reflective of community desires and needs.

3. <u>Instead of Cars</u> Bendixson, Terence. London, Maurice Temple Smith
    Ltd., 1974.

    The contents and bias of this book is apparent from the title.
    Written in a non-academic and entertaining manner, it is infor-
    mative and presents a number of alternatives to the automobile for
    consideration.

4. <u>Public Transportation and Land Use Policy</u> Pushkareu, Boris S.;
    Zupan, Jeffrey M. Bloomington, Indianna, Indianna University
    Press, 1977.

    This study examines the demand for transit and the supply in
    different modes of transit. After considering the likelihood of
    transit use, the required adjacent population densities and the
    costs of different modes of transit, the study's ultimate focus is on
    what transit mode is most appropriate for a given density of popu-
    lation.

5. <u>The Accessible City</u> Owen, Wilfred. Washington, D.C., The Brookings
    Institution, 1972.

    Owen argues that what we call the transportation problem is large-
    ly the inability to compensate fully for the disorder of the urban
    environment. It is central to Owen's thesis that if cities were
    more fit to live in they would discourage the perpetual motion that
    he feels is essentially a means of escape. Transportation policies

could contribute to this and not only by supplying satisfactory standards of mobility but by the design and location of transport facilities in support of urban redevelopment and planned suburbanization. This would require at the same time that policies outside the transportation field help create an urban environment in which transportation technology could function. For transport solutions depend partly on the supply of good housing in pleasant neighborhoods convenient to jobs and to community services. The task is to design and build total urban systems that avoid unmanageable transport demands by making the city livable and accessible. This study recommends new institutional arrangements to make transportation an integral part of the process of city building.

6. Moving In Cities Richards, Brian. London, Studio Vista, 1976.

This book explores innovations in urban movement systems. It tries to show the wide range of transport systems available today and ways of using them which, if sufficient funds were made available, could be both convenient and a delight to use.

7. Bikeways: Design-Construction-Programs Jarrell, Temple R.; Arlington, Virginia. National Recreation and Park Association, 1974.

This is a useful American publication which describes the types of bicycle facilities which might be developed, planning a bicycle facility network, design, construction, maintenance and safety factors and provides a selection of informative case studies.

8. Urban Walks and Town Trails: Origins, Principles and Sources Goodey, Brian. Birmingham, England, Centre for Urban and Regional Studies, University of Birmingham, 1974.

This is a research paper concerned with "planned routes through urban areas which may be walked by anybody who is interested and which are indicated either by markers in the townscape, or ... by published route leaflets or brochures." The paper examines the wide range of purposes for which such walks and trails have been developed -- architectural walks, historical trails, socially-oriented trails, etc. -- and suggests how they might be further used; for example, as an introduction to a community. An extensive listing of source material is provided.

9. Streets for People: A Premier for Americans Rudofsky, Bernard. Garden City, New York, Doubleday and Company Inc., 1969.

This book is dedicated to the pedestrian. Using historic examples and illustrations from around the world, the author presents his case for the attractiveness, interest and need for streets-for-people.

LAND USE AND URBAN DESIGN

1. <u>Transfer of Development Rights</u> Ross, Jerome G. (editor). Centre for Urban Policy Research, Rutgers, State University of New Jersey, New Brunswick, New Jersey, 1975.

    A collection of papers discussing the various advantages and disadvantages of the transfer of development rights from planning, psychological, legal, economic and administrative viewpoints.

2. <u>The New Zoning: Legal, Administrative and Economic Concepts and Techniques</u> Marcus, Norman; Groves, Marilyn W. (editors). A publication of the Center for New York City Affairs, New School for Social Research, Praeger Publishers, New York.

    A collection of papers reviewing existing and proposed innovative methods for zoning cities from the legal, economic and planning perspectives. The concepts center around developing better ways to provide amenities, preserve older and historic structures and create humane living environments.

3. <u>Continuity and Change: Preservation in City Planning</u> Papagsorgiore, Alexander. New York, Praeger Publishers, 1971.

    This book was written in order to provide the necessary framework for the preservation of the historic centres of cities. Although the context is European, the framework may be applicable elsewhere.

4. <u>Recycling Cities for People: The Urban Design Process</u> Cutler, Laurence Stephan; Cutler, Sherrie Stephens. Boston, Cahners Books International, Inc., 1976.

    The authors provide an informative overview of the need to place value on our existing physical urban environment because it has community meaning, historic value and it is wasteful to do otherwise.

5. <u>Urban Design as Public Policy: Practical Methods for Improving Cities</u>

    The authors argue that the design professions have abdicated their responsiblity to public design by not fully participating in and trying to influence major decision-making regarding public and private development. The context of their work is New York City. Their study covers a variety of design concerns, including ways in which urban design, with the assistance of members of the public, can be used to preserve urban neighborhoods and solve some of the problems connected with living in the city.

6. <u>Compact City: A Plan for a Liveable Urban Environment</u> Dantzig, George B.; Saaty, Thomas L. San Francisco, W. H. Freeman and Company, 1973.

After noting the problems inherent in continued urban sprawl, the authors suggest that many urban improvements can be achieved by making more effective use of both the vertical dimension and through around-the-clock use of urban facilities -- the time dimension. To illustrate the argument a specific proposal based on present-day technology is made.

7. Environmental Design   Dober, Richard P. Toronto, D. Van Nostrand Company (Canada) Ltd., 1969.

The author suggests that environmental design has one critical objective: to make human habitation as varied, enjoyable, stimulating, healthy and rewarding as possible. He defines environmental design as "...an art larger than architecture, more comprehensive than planning, more sensitive than engineering. The practice of this art is intimately connected with man's ability to function, to bring visual order to his surroundings, to enhance and embellish the territory he occupies. The titles of the subsections of this book -- 'Human Habitat', 'Design Structure', 'A Sense of Place' -- parallel each of these three themes."

8. The Death and Life of Great American Cities   Jacobs, Jane. Toronto, Random House of Canada, 1961.

This book has become the classic defense of the richness of street life and the need for human scale and diversity in our urban environments.

9. The Concept of the Neighborhood Unit: The Emergency and Influence on Residential Environmental Planning and Development   Solow, Anatole A.; Ham, Clifford C.; Donnely, E. Owen. Pittsburgh, Pennsylvania, Graduate School of Public and International Affairs, University of Pittsburgh, 1969.

The purpose of this working paper was to review and update applications and evaluations of the neighbourhood concept. Its historic development is reviewed and its present applicability is considered in light of recent research findings and changes in the urban environment.

10. A Pattern Language   Alexander, Christopher; Ishikawa, Sara; Silverstein, Murray. New York, Oxford University Press, 1977.

Through experience and extended observation the authors have prepared a language, the elements of which are entities called patterns. Each pattern describes a problem which occurs repeatedly in our environment and then describes the core of the solution to that problem. Patterns are offered at all scales from the level of the room, to the house, to the neighborhood to the city and the region. The authors intend that the patterns they offer serve to stimulate readers to develop their own modified language to meet their own needs.

11. Techniques of Community Energy Conservation   Peters, Roger. Consumer Interest Study Group, Consumer and Corporate Affiars, Ottawa, June 1977.

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COMMUNITY RECREATION AND OPEN SPACE

1. <u>Overstreet: An Urban Street Development System</u> Mayerovitch, Harry. Montreal, Harvest House Ltd., 1973.

    The title describes the concept proposed in this book, which Hans Blumenfeld describes in more detail: "The concept underlying <u>Overstreet</u> provides a solution, valid for large-scale development and redevelopment, to three problems with which I, like many others, have been wrestling for years: separation of vehicular and pedestrian movements, protection of premises fronting on streets from the noise and air pollution produced by motor vehicles, and a rational and economic method for the location of utilities. The proposal, by eliminating the present wasteful use of land for streest, makes it possible to provide generous open spaces for recreation., without increasing the total amount of land required for a given development."

2. <u>Life for Dead Spaces: The Development of the Lavanburg Commons</u> Goodman, Charles; Eckardt, Wolf Von. New York, Harcourt, Brace and World Inc., 1963.

    "Life for Dead Spaces" is an architectural proposal to fill the empty spaces that exist between so many residential high-rise buildings in a way that will transform into useful and attractive areas.

3. <u>Design for Play</u> Dattner, Richard. Toronto, D. Van Nostrand Company (Canada) Ltd., 1969.

    This study offers a detailed look at children at play and proceeds to offer criteria for design and examples of specialized playgrounds.

4. <u>Play and Interplay</u> Friedberg, M. Paul; Berkeley, Ellen Perry. Toronto, Collier-Macmillan Canada Ltd., 1970.

    The authors put forward their manifests for a new design approach to urban recreational environments. The emphasis is on play as an important part of our everyday lives and that play is something for all ages.

5. <u>Neighborhood Space</u> Hester, Randolph. Stoundsburg, Pa., Dowden, Hutchinson and Ross, New York, distributed by Halsted Press, 1975.

6. <u>Urban Design as Public Policy</u> Practical Methods for Improving Cities Barnett, Jonathan. Architectural Record, a McGraw-Hill Publication, New York, 1974.

7. <u>The Urban Landscape</u>: A Study of Open Space in Urban Metropolitan Areas Conservation Council of Ontario, Toronto, 1971.

8. Recycling Cities for People: The Urban Design Process Cutler, L. S. and Cutler, S. S. Cahners Books International, Inc., Boston, 1976.

9. Mini Parks in Edmonton Bella, Leslie. Edmonton Social Planning Council.

10. Design for Small Communities: A Report of Interdesign '74 Ontario Fulton, David (ed). Macmillan Co. of Canada Ltd., Toronto, 1975.

11. Planning for Parks and Recreation Needs in Urban Areas Guggenheimer, E.C. Twayne Publishers, New York, 1969.

12. Cities Halpring, Lawrence. Reinhold Publishing Corp., New York, 1963.

13. Open Spaces: The Life of American Cities Heckscher, August. Harper and Row, New York, 1977.

14. Town Planning Guidelines Schwilgin, F. A. Canada Department of Public Works, Ottawa, 1974.

15. Small Urban Spaces: The Philosophy, Design, Sociology and Politics of Vest-Pocket Parks, and Other Small Urban Open Spaces Seymour, W. N. Jr. (ed). New York University Press, New York, 1969.

16. Urban Spaces Specter, D. K. New York Graphic Society Ltd., Greenwich, Donn., 1974.

Periodicals

17. Landscape architecture.

18. Social Research as a Design Tool Byerts, T. O. January, 1975, p. 34.

19. Human Services - A New Direction Dodge, R. and Duke P. June, 1976, p. 19.

20. Linear Recreation Ways Espeseth, R. D. April, 1976, p. 26.

21. The Fate of Urban Parks Gold, S. M. p. 12-17, 36-40.

22. The Green Revolution in Urban America Gold, S. M. February, 1975, p. 26.

23. Trees: The Untapped Urban Resource Howell, R. L. September, 1975, p. 34.

24. Raising the Rooftop Consciousness Hudson, J. W. April, 1977, p. 32.

25. Changing Concepts in Urban Recreation Joyce, D. V. December, 1974, p. 29.

26. Energy-Short Recreation - Urban Leisure Lifestyles Jubenville, A.; Warder, D. S. April, 1974, p. 22a.

27. Parks - The Last Bastions of Environment Kostka, M. March, 1976, p. 33.

28. Cultivating Community Gardening Moncrief, L. W.; Langsenkamp, R. April 1976, p. 19.

29. Playground Design With A Motive in Mind Rutledge, A. J. February, 1975, p. 20.

30. The Sports People Play Zelman, W. A. February, 1976, p. 27.

31. Accessibility: How One Department is Making it Possible Zucker, K. June, 1976.

32. Adventure Playgrounds May, 1974, p. 22-28.

COMMUNITY SERVICES

1. <u>A Neighborhood Solution to the Social Services Dilemma</u> Sahlein, William J. Lexington, Massachusetts, Lexington Books, 1973.

    This book "highlights the need for service delivery at the community level (...and) presents a neighborhood solution to a number of social service dilemmas." A highly useful analysis and practical guide to development of your own neighborhood community services.

2. <u>Open Space and Open Concept</u> Education and Recreational Centre in Windsor, Community Planning Review, Vol. 23, No. 11.

    Story of the efforts of community members to gather support for and establish a community school in Windsor.

ECONOMICS

1. <u>Social Aspects of Housing and Urban Development</u> Wood, Elizabeth. Ekistics, December 1965.

2. <u>Neighborhood Control of Public Programs: Case Studies of Community Corporations and Neighborhood Boards</u> Hallman, Howard W. Praeger Publishers, New York, 1970.

   A discussion of community centered government based on the author's experience with approximately 30 community operations, in particular community boards and community corporations.

3. <u>Community Control of Economic Development: The Boards of Directors of Community Development Corporations</u> Kelly, Rita Mae. Praeger Special Studies in U.S. Economic, social and Political Issues, Praeger Publishers, New York, 1977.

   Discussion of concept of community centered economic development and dynamics and operating principles of a community development corporation.

4. Nova Scotia Newstart Inc. Abstracts of Reports, Yarmouth, Nova Scotia, 1970.

   A collection of abstracts on studies and projects conducted by Nova Scotia Newstart Inc., a community development corporation.

5. <u>Neighborhoods in the Urban Economy</u> Goldstein, Benjamin and Davis, Ross. Lexington Books, D. C. Heath and Company, Toronto, 1977.

   A collection of articles discussing the urban economy from the perspective of the neighborhood and its revitalization. Topics include techniques for community commercial revitalization, economic role and function of neighborhoods and rezoning to make a neighborhood economically viable.

MONEY

1. Alternate Forms of Financing Manual   Published by the Parks and
    Recreation Department, Edmonton, 1976.

2. Directory of Selected Funding Sources for Social Service Groups and
    Organizations (Edmonton Region) Prepared by the Social Planning
    Unit, Edmonton Social Services, March, 1976.

3. Money Isn't Everything: A Survival Manual for Non-Profit Organizations
    Fisher, John. Management and Fund Raising Center, Publishing
    Division, Toronto, Ontario, 1977.

ADDITIONAL READING

1. New Directions in Community Organization Grosser, Charles. Praeger
        Publishers, New York, 1976.

2. Promoting Innovation and Change in Organizations and Communities
        Rothman, Jack. John Wiley & Sons Inc., New York, 1976.

3. Putting Films to Work Canadian Association for Adult Education, Nation-
        al Commisson on Films, National Film Board, 1958.

4. The City Book: The Politics and Planning of Canada's Cities Lorimer,
        James and Ross, Evelyn (editors). Toronto, James Lorimer and
        Co., 1976.

5. The Second City Book: Studies of Urban and Suburban Canada Lori-
        mer, James and Ross, Evelyn (editors). Toronto, James Lorimer
        and Co., 1977.

6. How To Get Things Changed: A Handbook for Community Problems
        Strauss, Bert and Stowe, Mary E. Doubleday & Co. Inc., Garden
        City, New York, 1974.

7. Citizen Participation and Community Organization in Planning and Urban
        Renewal Alinsky, Saul D. Chicago, The Industrial Areas Founda-
        tion, 1962.

8. A Ladder of Citizen Participation Arnstein, Sherry R. AIP Journal,
        July, 1969.

9. Planning and Citizen Participation: Costs, Benefits and Approaches
        Aleshire, Robert A. Urban Affairs Quarterly, June, 1970.

10. Citizen Participation Strategies Burke, Edmund M. AIP Journal,
        September, 1968.

11. Neighborhood Participation in City Planning Rubin, Ken. Community
        Planning Association of Canada, February, 1973.

12. City and Regional Planning Williams, Sidney H.

13. The Needs of People and the Needs of Their Communities McMahon,
        Ernest E. Priorities in Adult Education, ed.

14. Justice, Politics and Urban Planning Heikoff, Joseph M. Urban Affairs
        Quarterly, Vol. 3, No. 1, September, 1967.

15. The Social Context of Urban Planning Brody, Maurice. Urban Affairs
        Quarterly, Vol. 4, No 3, March, 1969.

16. The Inner-City Impact Maimon, Zvi. Urban Affairs Quarterly, Vol. 6,
        No. 2, December, 1970.

17. The Urban Crisis As A Failure of Community Eisinger, Peter K. Urban Affairs Quarterly, Vol. 9, No. 4, June, 1974.

18. Citizen Participation, Democratic Representation and Survey Research Jackson, John S. and Shade, William L. Urban Affairs Quarterly, Vol. 9, No. 1, September, 1973.

RECOMMENDED FILMS AND VIDEO-TAPES

1.　"Montrose Again", Catalyst Theatre, videotape, available from the Edmonton Social Planning Council (film prepared by CBXT).

　　An experimental theatre production sponsored by the Edmonton Social Planning Council and Canada Council to test the effectiveness of drama as a tool for community development.

2.　"Citizen Harold", National Film Board, directed by Hugh Foulds and produced by Robert Verrall.

　　An 8-minute animated film depicting the frustrated attempts of a typical citizen trying to make his concerns known at City Hall. A great discussion opener for meetings.

3.　Alinsky Approach Series: Organizing for Power, National Film Board, directed by Bonnie Sherr Klein and produced by Barrie Howells.

　　"People and Power"
　　"Deciding to Organize"
　　"Building an Organization"
　　"Through Conflict to Negotiation"
　　"A Continuing Responsibility"

4.　"Encounter with Saul Alinsky Park I: CYC Toronto", National Film Board, directed by Bonnie Sherr Klein and produced by Barrie Howells and John Kemeny.

5.　"Encounter with Saul Alinsky Part II: Rama Indian Reserve", National Film Board, directed by Bonnie Sherr Klein, produced by Barrie Howells and John Kemeny.

6.　"Promises, Promises...", National Film Board, directed by Reevan Polgoy, produced by Roger Hart and Len Chatwin.

7.　"VTR St. Jacques", National Film Board, directed by Dorothy Henault and Bonnie Sherr Klein, produced by George C. Stoney.

　　An experiment in use of videotape and closed circuit television to stimulate social action.

8.　"Some People Have to Suffer", National Film Board, directed by Christopher Pinney and produced by Len Chatwin, Peter Katadotis and Christopher Pinney.

　　A documentation of a British Columbia community's struggle against an indifferent government and influential industry.

9.　"Little Burgundy", National Film Board, directed by Maurice Bullsulian and Bonnie Sherr Klein, produced by George C. Stoney and Robert Forget.

10. "Urba 2000 Series", National Film Board.

   A series of 10 films on imaginative urban renewal projects, in North America, Europe and Asia.

11. "VTR Rosedale", National Film Board.

   A documentary on revitalization of an Alberta community.

12. "Meetings Bloody Meetings", available from Legal Resource Centre.

13. "The City", National Film Board.

14. "Urban Transportation Series", National Film Board, a series of 3 films.

15. "A Bus For Us", National Film Board, directed by Rex Tasku, produced by Len Chatwin.

16. "Regina Telebus", National Film Board, directed by Rex Tasker, produced by Len Chatwin.

17. "Chairs for Lovers", National Film Board, directed and produced by Barrie Howells.

   Documents a "draw-in" and "paint-in" led by a Vancouver architect to enable people to participate in the downtown plan.

18. "Lewis Mumford on the City Series", National Film Board, produced by Ian MacNeil and Guy Glover. A series of six films.

19. "The City: Cars or People?", National Film Board.

20. "City Limits", National Film Board, directed and produced by Laurence Hyde.

21. "Co-op Housing: Getting It Together", National Film Board, directed by Laura Sky and produced by Kathleen Shannon and Len Chatwin.

22. "Co-op Housing: The Best Move We Ever Made", National Film Board, directed by Laura Sky, produced by Kathleen Shannon and Len Chatwin.

23. "Cities are for People", CBC, The Nature of Things, directed and produced by Roman Bittran, available from National Film Board.

[To find out what other films are available from National Film Board, obtain their free film catalogue.]