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**Developing a Strategy for Community Economic Development:  
A Case Study of the  
Triple S Environmental Industry Initiative**

**By**

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**A Practicum**

**Submitted to the Faculty of Graduate Studies  
in Partial Fulfillment of the Requirements for the Degree of:**

**MASTER OF CITY PLANNING**

**Faculty of Architecture  
Department of City Planning  
University of Manitoba  
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**DEVELOPING A STRATEGY FOR COMMUNITY ECONOMIC DEVELOPMENT:**  
**A CASE STUDY OF THE TRIPLE S ENVIRONMENTAL**  
**INDUSTRY INITIATIVE**

**BY**

**STEFANO SALVATORE GRANDE**

**A Thesis/Practicum submitted to the Faculty of Graduate Studies of The University**  
**of Manitoba in partial fulfillment of the requirements of the degree**  
**of**  
**MASTER OF CITY PLANNING**

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## **I. ACKNOWLEDGMENTS**

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## **II. ABSTRACT**

**This practicum examines a community economic development process undertaken by the Triple S region of Manitoba as an approach to addressing the economic issues facing rural Manitoba communities. The process undertaken centres on one of the fastest Canadian growth sectors the Environmental Industry.**

**This practicum also examines current thinking in the field of community development and compares this summary with the experiences identified through the undertaking of the respective initiative. This is done to put forward in a framework which can be utilized by practitioners in the economic development field. The further development of community economic development can be accomplished through a better understating of existing practices and the development of new approaches and strategies. This practicum strives to achieve this goal.**

**In addition, this practicum puts forward the new and emerging roles of community planners as agents of change in community development and the importance of community participation.**

**This practicum has been developed through my personal involvement in this initiative as well as with a genuine interest in creating better and sustainable communities with fulfilling employment and business opportunities.**

## **Chapter One:           Background and Overview of The Issues Facing the Triple S Community of Manitoba.**

### **1.1     Introduction**

Rural communities in Manitoba face increasingly harsh economic situations that threaten their very existence (Manitoba Provincial Minister of Rural Development Mr. Len Derkach, 1992 Rural Forum). Economic recessions, the uncertainties of global economic restructuring, environmental concerns and the rapid pace of technological change reflect the type of socio-economic forces that rural communities encounter today. In particular, rural Manitoba communities that have depended on single economic base such as agriculture, tourism or mining face decline (Employment and Immigration Canada, 1991).

This situation has left community leaders to prospect for new economic and employment opportunities. In many communities this approach has not produced any net results, while in others there has been a certain level of success in some areas of business and industrial expansion (Employment and Immigration Canada, 1991). Economic prospecting is an important ingredient in creating employment and business opportunities. However, it is no longer viewed as the basis of a community economic development strategy, (Employment and Immigration Canada, 1991). A planned approach to Community Development is required to address the problem. The rise of the community based approach to economic development as an alternative has occurred because of the changing dynamics of the Canadian economy, the limited success of prospecting, and a better understanding of the economic development process.

A community based approach to economic development is concerned with social issues such as poverty, unemployment, welfare, equity, literacy, and conventional economic objectives. Its focus is usually a target group rather than the whole community. Its strengths lie in the development of volunteerism, institution building, broad participation and a concern for all members of the community, (Employment and Immigration, Community Futures Program, 1994).

Rural communities are not isolated from the accelerated pace of economic change occurring around the world. Having smaller populations, more fragile economies, and a narrower range of resources to tap into as opposed to urban areas, they are particularly vulnerable. The reasons for this changing economic climate have been summarized by the Federal Government of Canada, and accepted, for the most part, by communities



facing these dilemmas. In 1992, Employment and Immigration Canada in a study called "Community Economic Development and You" puts forward the following reasons:

1. Severe declines in the prices of primary commodities such as wheat, fish, timber, various minerals, oil and gas;
2. Environmental strains including persistent droughts, the depletion of the fish stocks, over cutting of timber lands, pollution of water tables and other community resources;
3. A structural shift in the Canadian Manufacturing base with serious losses of plants, jobs, training opportunities, incomes and sub-contracting businesses;
4. A slowdown in parts of the service sector (e.g. real estate, health services, government) which, until recently, has been the primary source of new jobs;
5. The effects of government indebtedness leading to shrinking job opportunities, downloading from one level of government to another, increased pressure on municipal tax bases and increased demands on community volunteers;
6. The effects of trans-national corporation, anonymous organizations with little commitment to community interests beyond the priority of maximizing the return on the investment of their shareholders, wherever that may be in the global economy;
7. The effects of the new global capital economy where money, divorced from production of goods and services, seeks out the maximum return regardless of employment, tax and other local issues;
8. The aging of the population and the concentration of many older Canadians in smaller communities where their needs challenge the health care and other service systems;
9. Rapid advances in changing technology which have led to replacement of labour, new means of communicating (further integrating the smaller rural community with the global economy), the breakup of reliable production relationships (e.g. plastics, aluminum, and new synthetic materials replacing steel in the auto industry), advances in retail technology, and

10. Smaller communities in Canada face the challenge of maintaining their economic viability in an environmentally sustainable manner, recognizing that the development of their community cannot come at the expense of an already damaged environment.

The above points identify the forces present in the various communities of Manitoba, albeit unequally. The general direction of economic development in Canada is to overcome these threats to rural communities by taking up a community based approach to economic development, (Community Development Employment Policies, 1990, p. 10).

The current approach to economic development in Manitoba has also been identified as fragmented, resulting in uncoordinated strategies, and minimized resources to address problems head on, (Peat Marwick, Economic Development in Manitoba, 1994). The Federal Government of Canada has various departments mandated to promote economic development in one form or another, so does the Province of Manitoba, and to a lesser extent municipal governments, which on occasion have funds to hire their own economic development staff. Several economic organizations undertake initiatives that are more horizontally integrated rather than building on the strengths of each others role and function in a vertical fashion. Coordination and cooperation seldomly occur on a long term basis in the form of a community strategy, but rather are limited to a project by project basis, depending on available resources . This point is reinforced when unsuccessfully attempting to locate a community economic initiative in Manitoba which is community driven and supported on a long term basis by all three levels of government. The provincial government of Manitoba provides various programs in anticipation that communities will develop strategies that will fit within their guidelines. Outside of these programs there is little concerted effort by the province of Manitoba to get involved at the community level. At times though, due to their own efforts, employees of Rural Development try to provide assistance; but again are restricted to their own mandates which focus on delivering one time programs rather than long term strategies.

In its summary a study entitled "Climate for Cooperative Community Development" recommends that "government develop appropriate policy, legislation and programs that are flexible and adaptable to specific project setting, adapting to an initiatives focus rather than a specific programs focus." This approach will allow communities to take the lead in initiating long term community development rather than piece meal and scattered development based on discrete government programs.

Under the Community Futures Program, the Federal Government has recognized the need for long-term strategic community economic development. Practitioners in the field would all agree that the amount of resources allocated to the respective organizations are insufficient to affect any immediate and significant change. Because of this fragmentation and the limited resources available for community economic development, CED, organizations are severely handicapped and are asked to take on a herculean task with minuscule resources.

## **1.2 The Need For Community Development**

The need for such a Community Economic Development strategy comes from the fact that the economic well being of rural communities in Manitoba and issues related to social equity are far too important to leave to chance. They are not guaranteed by the interplay of private enterprise, the market, or government involvement.

Some practitioners have stated that the present system of creating community growth and development has failed. For example, the Triple S Community Futures organization has created over a 1000 jobs since its inception in 1986, yet the unemployment rate has worsened. This scenario has repeated throughout Manitoba. The inability of an economic development corporation to maintain the status quo cannot be solely burdened on the community process undertaken. The resources committed to community economic development by all public and private sectors, and a myriad of other forces communities face within today's rapidly changing global environment are also to blame.

In some communities these forces have resulted in stagnation, decline and even death. In other communities these forces have led to uncertainty and anxiety.

More reliable and comprehensive solutions are needed, above and beyond luring or prospecting strategies. There is an ever-growing and emerging trend that communities must take charge of their destiny and not remain stagnant. The wait and see approach as to which company or business will relocate to their region after competing with other numerous rural communities in Manitoba, will not suffice. Part of this take charge approach that communities will be forced to undertake will require developing a planned and well thought out process to guide community growth and development.

Communities require assistance to develop and implement their community economic strategies if they want them to succeed. The analogy of constructing a home can be

used to explain this need. When an individual decides to construct a home she or he must call upon different people with specific skills to assist in determining what type of home will suit their needs, a banker to assist in the financing of the initiative, a plumber, an electrician, a framer and a contractor to undertake the respective trades to actually build the home. The individual must also locate the proper tools and materials to construct the home.

The process of building a community's economy is no different. A strategic sequence of events must be planned. Practitioners building economies must locate people or with specific skills, resources, and tools to assist them with the tasks. This scenario best describes the process for community development.

Triple S Community Futures Development Corporation (CFDC), was established in 1986 as part of the Federal Governments strategy to assist the rural communities of Selkirk, R.M. of St. Andrews and the R.M. of St. Clements in solving employment problems and to help restructure and meet the demands of the changing economy. The original mandate of Triple S CFDC was to (a) organize and assist the community to engage in local community economic development as a mechanism to sustain and develop the local economy, (b) adjust to the changing economic environment to create employment and business opportunities and (c) to address the local socio-economic issues.

### **1.3 Problem Statement, Issues Facing the Triple S Community of Manitoba**

The Triple S Community of Manitoba, like other rural communities, has experienced economic stresses that have lead to stagnation and economic instability.

The Triple "S" Community's name originates from the three areas in which it represents:

- Town of Selkirk
- Rural Municipality of St. Andrews
- Rural municipality of St. Clements

The combined population of the region 30,000, with a majority living in the southern areas of the region. Many of these residents commute to Winnipeg, only minutes away, while residing in the respective municipalities of St. Clements and St. Andrews. The Town of Selkirk 20 to 30 minutes north of Winnipeg, also has a fair number of its population that commutes to Winnipeg for employment on a daily basis. The socio-economic characteristics of the region are broad, including a large bedroom

community in the most southern areas, and a farming community in its northern area. The presence of industry and manufacturing also dominate the region, particularly in the Steel Town of Selkirk.

Several indicators can be drawn upon to determine the economic health of a community. These indicators include population trends, creation of long term jobs, job losses, unemployment levels, labour force composition, household income levels, level of transfer payments, and community investment among others. A detailed summary of these indicators has been included in the appendix, the following is a brief overview of these conditions, as they effect the Triple S Community.

### **1.3.1 High Unemployment**

The Triple S Community has a history of high unemployment. In June of 1986, while the provincial rate was 6.4%, Selkirk's unemployment rate was 8.3%, St. Andrews was 5.8% and St. Clements was 7.7%. Looking back even further, these unemployment statistics had not improved over the past 5 years. In fact, the employment situation in the Triple S Region was getting worse. In 1981, the average unemployment statistics were: Selkirk - 7.2%, St. Andrews - 4.3%, St. Clements - 4.8%, and the provincial rate - 5.1%. (Statistics Canada, 1991)

### **1.3.2 Out-migration of Youths**

Although unemployment rates were relatively close to the provincial level when looking at all age groups, youth unemployment was at a much higher level. Youth unemployment, ages 15 to 24, running at 9.0% and 8.5% for males and females respectively in Manitoba, was higher in Selkirk at around 15% for males in St. Clements, 13.2% and females in St. Andrews, 7.7%. This situation caused many of our youths to move to the City of Winnipeg, (Statistics Canada, 1991).

### **1.3.3 Loss of Industries and Businesses.**

The Triple S Community has undergone many changes over the past 5 to 7 years. The activities and results of the Triple S Business Development Centre tend to show the community as stable and growing.

In 1991 a summer student employed by Triple S completed an Employment Survey among all of the Triple S Business Development clients where jobs had been created or maintained as a direct result of financial or technical support services. This survey showed that Triple S maintained a total of 382.5 jobs, and created 469.5 new jobs. A

total of 240 of these jobs no longer exist. A net gain of 700 jobs is the result. The 1991 survey also showed that:

- more than 345 jobs have been lost in the community in the manufacturing, retail and public service industry businesses;
- approximately 140 jobs have been created in similar industries;
- these results show that, of the businesses, not assisted by Triple S, the community has experienced a NET LOSS of approximately 205 jobs.

#### **1.3.4. Technological Change**

With the advent of newer technologies, the downsizing of work-forces across the Canadian Manufacturing Industry has occurred in the Triple S region as well. Local industries such as Manitoba Rolling Mills (MRM) and Amsco Cast Products are two local examples.

To remain competitive, Manitoba Rolling Mills undertook major technological improvements, along with it a tremendous downsizing of employees. At one time, Manitoba Rolling Mills had in excess of 900 employees. As modernization occurred, employment eventually reduced to approximately 640 by 1981, and to its present level of just over 500 employees, (Manitoba Rolling Mill, 1994 AGM Report).

#### **1.3.5 Manitoba Rolling Mills (MRM)**

The steel mill industry has been declining throughout Canada for several years, contributing to thousands of lost jobs from coast to coast. Sault Ste.

Marie, with job losses in excess of 6,000 in just over a decade, is a prime illustration of the current fragile condition of the steel industry. SYSCO, a mini-mill "Crown Corporation" located in Cape Breton, loses on average \$1 million per week. Its existence has only hired one half of its original estimated number of employees.

MRM has experienced a great loss of jobs attributed to a variety of reasons, ranging from equipment modernization to a lack of profitability.

At one time, the Manitoba Rolling Mills employed in excess of 900 staff members. As modernization occurred, employment was eventually reduced to approximately 640 by 1981. By 1985, MRM was in a relatively stable condition employing approximately 675 people. Primarily due to the economic times, the past year MRM has been forced to lay off over 200 staff members, leaving a staff of only 465 as of 1992. With anywhere from 30 to 40% of their products' being exported, the strength of Canadian

dollar has had an adverse effect on their ability to remain competitive. It has been estimated that if as few as 100 more jobs are lost at this steel mill that the productivity ratio will be so drastically affected, the entire plant would be forced to cease operation as it would no longer be a viable business.

Manitoba Rolling Mill has played, and continues to play, a major role in the economy of Selkirk. The economic stability of the community is directly tied to MRM to a high degree. A summary of MRM's importance follows:

A loss of 465 Manitoba Rolling Mills jobs would create a snow ball effect so great that it would take decades for the Triple S Community to recover. Due to the economic impact that MRM has to the community, a loss of 465 MRM jobs would relate to the following (MRM Economic Impact Study, 1989):

- an additional 349 supplier and induced jobs would be eliminated;
- 1,953 people or 7.5% of the population of Selkirk and district would be adversely affected
- 1,302 people, 13% of the population of Selkirk would be adversely affected
- \$28 million of expenditure decreases would occur in Selkirk and district
- \$19.5 million of employment income would be eliminated in Selkirk and District
- \$13 million of employment income would be eliminated in Selkirk.

If MRM or any other major high paying employer in the manufacturing or public service businesses were forced to shut down, the Selkirk retail and service sectors would be affected to an even greater extent than at present. These employees would be forced to either seek employment in Winnipeg or relocate to another region. These employees earn above-average income levels. Due to this above average income, many of these families have been able to remain one income earner families. These employees will have an even tougher time in seeking employment in a wage bracket they have become accustomed to.

### **1.3.6 Proximity to Winnipeg**

In addition to the unemployment problems in the industrial sector, the retail sector provides even fewer opportunities. Because the region lives in the shadow of Winnipeg, businesses have never developed to the extent that should normally occur in Selkirk. The focus was, and still is today, to a large extent on Winnipeg. Proximity to Winnipeg has caused a large amount of disposable income to drift into the Winnipeg

market. In fact, even though a considerable amount of change took place in the business climate, the perception among consumers persists that better services are available in Winnipeg.

Adverse effects to the local business community, particularly in the service and retail sectors, are devastating. Since 1985, the population of Selkirk has remained relatively the same. Because St. Andrews and St. Clements have experienced population growth over the past few years substantiates the fact that the residential development in the southern region has become a bedroom community for Winnipeg.

### 1.3.7 Demographics

Upon reviewing the population statistics and comparing the population growth/decline between 1981 and 1991, the following was evident:

- Selkirk has slightly decreased over the past 10 years from 10,037 down to 9,815 -- a decrease of approximately 2.3%.
- St. Andrews has increased substantially from 7,990 up to 9,455 -- an increase of over 18%.
- St. Clements has experienced a dramatic increase over the past 10 years from 6,309 up to 7,870, an increase of approximately 24%.

The population growth rate indicates that growth in the Triple S community has occurred in both the Municipalities of St. Andrews and St. Clements, particularly in the south wards closer, to the City of Winnipeg. The increase in these areas however, is skewed because a large portion of the residents commute to Winnipeg, and contribute minimally to the overall development of the region with respect to supporting local businesses or stabilizing the labour market.

**Table 1**  
**TRIPLES REGION: POPULATION GROWTH RATE**

	1981	GROWTH (%)	1986	GROWTH 1991 (%)	
TRIPLE S	24,336	5.6	25,690	5.6	27,140
SELKIRK	10,037	0	10,013	-2	9,815
ST. ANDREWS	7,990	9.5	8,755	7.9	9,455
ST. CLEMENTS	6,309	9.7	6,922	13.5	7,870
MANITOBA	1,026,241	3.6	1,063,061	2.7	109,942
CANADA	24,343,181	3.9	25,309,331	11	28,252,548



### **1.3.8 Labour Force**

When comparing the percentage of the population under 34 to those of other communities it is found that the Triple S Region is at a disadvantage. In Winnipeg, at least 55% of the residents are 34 years of age or under, whereas in the Triple S Region the percentage is only 51%. This significant difference places the Triple S community at a disadvantage to other communities, particularly Winnipeg it's closest rival, with respect to labour supply. Employers looking for workers to fill entry level or training positions may be inclined to overlook the Triple S community and locate in regions where a larger supply of such individuals is available.

### **1.3.9 Level of out-migration**

Population statistics in each of the municipalities for both males and females were compared in various age groups. Using the following method, if there were no migration changes, the following statistics should compare equally:

- Those 5 to 14 years in 1981 should compare equal with 1991 -15 to 24 years
- 1991 population comparisons were not shown for 0 to 14 years and 65+ years groups as the birth and death factors would have had to be considered.

Moving each of the 1981 age groups up one category, compared to what the actual 1991 statistics for each of those age groups, the following was discovered:

The highest in-migration has been experienced in the St. Andrews Municipality in the 25 to 34 and 35 to 44 categories. Again, the R.M. of St. Andrews has become more of a bedroom community of Winnipeg, with likely the highest rate of commuters in all of the Triple S Community.

When concentrating on the RM of St. Clements statistics, this community is experiencing an out-migration primarily in both male and female 15 to 24 years age groups as well as just the males in the age group of 25 to 34 years.

The Town of Selkirk is experiencing the worst of the out-migration within the Triple S Community. Although the majority of the out-migration seems to be relatively equal across all age categories, one age group in particular is out-migrating more than any other the 35 to 44 age group. This group represents the average age of the workers found in the manufacturing industries in the Triple S Community, especially at Manitoba Rolling Mills. Over the past 10 years, the effects of the jobs lost at MRM has

already shown a definite negative impact to the Town of Selkirk. This out-migration shows that more workers, likely those that have lost high-paying jobs at MRM are having to seek employment elsewhere, likely in the Winnipeg marketplace.

#### **1.3.10 Government Downsizing**

Governments everywhere are under substantial pressure to reduce spending. With this mission will come continued pressure to reduce government department budgets, leading to cuts in employment. In 1995 the local Employment and Immigration Office reduced its staff by eleven. The Triple S region is dominated by government public servants from those employed with the local School Division, the Mental Health Centre, the regional hospital and other provincial and federal government departments. The loss of these middle to high income jobs in the community will surely have a negative economic impact.

To address these situations, Triple S CFDC has undertaken the community development process, through the Federal Community Futures Program.

#### **1.4 The Community Futures Program**

The Community Futures Program is a federal initiative introduced in 1996. As part of a Canadian Job Strategy it aimed at helping hundreds of communities throughout Canada to solve long term employment programs.

Beyond that the Community Futures intended to provide economic development services to rural communities seriously affected by the economic recession. The program places federal funds under the direct control of local volunteers thus comprising the organizational structure of the corporation.

The overall objectives of the Community Futures Program are to:

1. work with other organizations to design and coordinate community based economic development strategies that clearly outline a realistic plan of action or a set of strategies for addressing structural change;
2. develop initiatives, based on these strategies, that build the physical, cultural and educational platform required to support employment and income adjustments

3. design and support initiatives that will result in direct employment and income growth, stabilization, diversification, or downward adjustment, depending on the local circumstances, (CFPM Handbook, 1994).

There are presently three program services under the community futures program which are utilized by the CFDC established throughout the province. These include:

1. **Business Development Services:** Local entrepreneurs are provided the opportunity to access capital (up to a maximum of \$75,000 per business started) as well as service related to marketing, business plan preparations, and accounting.
2. **Economic Development Services** that have helped introduce change in rural communities by developing the capacity among rural citizens to undertake economic projects, initiatives, and strategies which enhance the quality of life of the community.
3. **SEA Services,** The Self Employment Assistance program, is an initiative which encourages and arms rural citizens presently collecting unemployment assistance with the proper tools to undertake the establishment of their own business.

#### **1.4.1 Role of Triple S Community Futures Development Corporation (CFDC)**

Triple S Community Futures Development Corporation (CFDC) is an economic development corporation under the Federal Western Diversification program mandated to provide economic development services to the Triple S region of Manitoba, Selkirk, R.M. of St. Andrews and the R.M. of St. Clements. The organization, directed by a volunteer board of directors has been in existence since 1986.

The mandate of Triple S CFDC is to provide leadership and direction in community economic development through the creation of sustainable employment opportunities

This mandate can be summarized best as follows:

- bring awareness to the changing economic circumstances,
- diversify the communities' economic base to stimulate employment opportunities,
- develop employment stability,
- improve the income potential of individuals and families,
- Ready the labour force skills.

Through an ongoing community consultation process (summarized in Chapter 4), community surveys, interviews, round table discussion groups, and a socio-economic analysis of the region undertaken by Triple S CFDC, a “snap shot” of the socio-economic strengths, weakness, opportunities and constraints of the Triple S Community was provided. This “snap shot” was analyzed and key economic sectors were identified to develop strategic action plans, that would best achieve the mandate of the corporation.

Through this process, seven key areas of economic development (in no priority) were identified. These include:

1. The development of small business opportunities;
2. The development of the local tourism industry;
3. The development of the regions industrial parks and the marketing of the communities benefits to general industries which are relocating, staring and / or expanding;
4. The provision of resources to key community groups and organizations that are presently undertaking economic development initiatives in a manner which is supportive, ie. Chamber of Commerce, Business Marketing Organization, Training organization);
5. The development of the Waterfront located in Lockport and Selkirk Downtown
6. The encouragement of establishing new small business for the regions youth, and
7. The development of the Region as a centre for environmental products, services, and technologies.

These strategic areas of development reflect he priorities expressed by individuals, groups and organizations representing community interests. These seven strategic plans establish a direction for the Triple S Community, the steps that must be taken to identify the goals realized as well as address the problems and issues summarized.

Having the proper vehicle to develop and implement the economic development strategy is as important as the development strategy itself. A well developed strategy in it self is only that, a strategy until it is implemented by someone.

In Manitoba, there are three primary vehicles specifically dedicated to promoting economic development and facilitating the development of community development strategies. These vehicles include Manitoba Rural Development Corporations, The Federal Community Futures Development Corporations (CFDC's), and municipally hired economic development coordinators. Although these agencies are considered "lead" agencies, a number of community based committees are frequently organized to undertake specific development projects.

Triple S CFDC acted as the catalyst behind the Triple S initiative because it is the only organization present and capable of undertaking such activities in the respective region. Since 1986, Triple S CFDC has established itself as the local leader in the area of community economic development. Triple S has evolved and come to understand the principles, characteristics, and components of community economic development, and as well as the importance of being proactive in the prospecting/community marketing field. Triple S CFDC has a variety of tools for Community Economic Development that are the foundation for achieving long term community growth and development including a Community Marketing and Promotions Fund, Seed Funding for Community Economic Development Initiatives and Small Business Loan Assistance.

The opportunity associated with focussing all these tools on specific initiatives would prove to be beneficial in ensuring the success of the initiative.

With the assistance and the partnership of a committed community, Triple S developed, facilitated and implemented a community economic strategy to develop the region as a centre for environmental products, services, and technologies. The long term goal of the identified initiative is to achieve employment, business opportunities in economic sectors of growth and opportunities in an sustainable development fashion (where the local environment is not sacrificed for economic development and growth).

## **Chapter 2 Purpose, Objectives and Methodology**

### **2.1 Purpose**

The development and undertaking of an economic development strategy is the foundation in which the community planning profession is practised. An economic development strategy approved and supported by the community guides the project towards implementation and leads to potential success.

Too often, community development organizations and economic planning practitioners spend considerable time and financial resources to develop action plans that are never implemented. Practitioners have identified several reasons as to why this occurs. Primarily these plans either contain little or no community input, or limited community input usually at the tail end of the plan (a tactic often used by practitioners to legitimize the initiative). In turn the plan is not “bought” by the community, and as a result never implemented. At times, the process in place may be marred by private interest, politics, power struggles, or other dynamics of the planning process that bog down the initiative and discourage the involvement of the community. Other times, an implementation strategy for the action plan may be lacking, or the timing of the initiative is wrong. The economic or political environment may not be conducive to the development and implementation of the initiative. Often the economies and resources available at the time will dictate whether or not the strategy goes ahead (Employment and Immigration Canada, 1991).

By providing an analysis of the Triple S community development process for the development of the Triple S Environmental Strategy, this practicum will contribute to community economic development and planning theory. In essence, the purpose of this practicum is to provide an insight into the Triple S Environmental Industry strategy and the community process utilized and to contribute to the development of the community planning process. This will be done by analyzing the community economic development process undertaken by Triple S Community Futures to develop a regional economic development strategy, The Triple S Environmental Industries Initiative. The Triple S process will be compared to the recognized theories of the community development process.

The complete analysis of the process will be brought forward for community development practitioners to utilize, scrutinize and further build on to ensure that their own plan does not collect dust. Although the long term success of the Triple S

Environmental Industry initiative can not be entirely evaluated, since this initiative is in its infancy stages, it can provide a framework in which other communities and economic development practitioners can follow.

Secondly, this practicum will put forward an action plan, including the terms of reference, objectives and preliminary tasks as derived from the community economic development process, positioning the Triple S Community as a leader in the areas of environmental technologies, services and products. A summary has been included in the Appendix, and is considered the product of the process.

## **2.2 Objectives**

This practicum targets two specific audiences. The Community Economic Development Practitioner, who can learn from this demonstration case, and the Triple S Community which can implement the recommendations and Action Plan arising out of this practicum., found in the appendix. If this practicum can provide insight for practitioners and the Triple S Community leaders in regards to the following objectives, the undertaking of this practicum will have contributed towards the growth of Community Economic Development at the professional level, and specifically at the working level, the Triple S Community.

To fulfill the purpose of this practicum, three specific objectives will be put forth. The objectives will be put forward in the form of questions, and include:

1. In the growing field of community economic development, what are the emerging roles and changing situations the planning profession face?
2. What are the roles of the stakeholders in the community planning process?
3. What are the key planning issues, conditions and precursors necessary for the successful development of a Community economic development strategy?

The answers to these questions are detailed in the final chapter of this practicum.

### **2.3 Methodology**

The approach taken to develop this practicum follows:

- 1a. Background research on the environmental industry sector and the nature of the economic opportunities and weaknesses of the region were conducted. This research relied on literature (mostly in the form of journals), government publications and newspapers, related texts, the internet, and in addition a variety of meetings, workshops, and trade shows.
- 1b. Background research on traditional and contemporary planning and community development literature and theory, particularly on mobilizing the community.
2. Informal consultations with local industry representatives, federal and provincial government department representatives (Industry Trade and Tourism, Rural Development, Manitoba Agriculture, Prairie Farm Rehabilitation Assistance), industry associations (Manitoba Environmental Industry Association), and other various industry stakeholders.
3. Formal consultations with local and non-local industry stakeholders both from the private and public sector in the form of various workshops geared to obtaining input and direction, and the formation of an "Action Plan."
4. A majority of the information put forward in this practicum has emanated from the discussions which took place throughout the various meetings of a steering committee. This committee was formed at the outset and mandated to develop, promote, implement, and monitor and the Triple S Environmental Industry initiative. This information has been specifically taken from the monthly minutes of the respective committee commencing during the summer of 1994 to current meetings.
5. Much of the material relied on and conclusions drawn in this practicum is personal and practical in nature. This is as a direct result of the writer of this practicum also being the community development coordinator in charge of the Environmental Industry strategy. The practicum was written on a reflective basis. Although this aspect may create a bias in the writing of this practicum, it also provides practical insight which otherwise may not have been possible.



## **2.4 Practicum Organization**

This practicum is divided into five chapters, including an appendix. Chapter one provides background and an overview of the issues facing rural communities and the Triple S Community of Manitoba. The Triple S Community Futures Program, the proponent for the undertaking of this community based economic development strategy, is also summarized.

The second chapter highlights the terms of reference for this practicum, while Chapter three reviews the planning literature utilized to assist in assessing and analyzing the process developed by Triple S CFDC. Chapter three will review planning and economic development literature to evaluate the lessons which can be used to explain the process in the development of the Triple S environmental industry strategy.

A review of common planning theory principles on the nature of the community economic development process was undertaken in order to understand the history, the current practices, principles and present day theories employed by practitioners. Focus has been placed on the evolution of traditional economic development to present day community economic development. Specific attention was paid to reviewing the community mobilization theory and the "Six Stages of Community Development" put forward by the practitioners Biddle, William and Loureide, as well a key issues identified by other theorist and practitioners. The theories of Biddle, William and Loureide were primarily utilized because of the simplicity and the generality of the model which was easily integrated within this initiative. A review of planning literature related to strategic planning was undertaken to complete the review of the two streams of literature utilized to form the foundation from which the Triple S Environmental Industry initiative was developed.

Questions such as why? and who? can undertake economic development are looked at. Emphasis is placed upon the issues within the "Six Stages of Planning", which planning practitioners and theorists have identified as being important to the community development process. The issues to review will include the importance of strategic planning, the development of a community accepted vision, the significance of community participation, and the need for strong leadership. The various dynamics associated with these issues influence the outcome of the community initiative have also been summarized. It is crucial that practitioner understand, the theories and learnt experiences that will rationalize such. At times, well intentioned and thought out processes can be hindered by simple actions overlooked by the practitioner.

The information detailed in chapter four is the foundation of this practicum. It outlines the process, the outcome, the reason for the process, what worked, what did not and how the arising issues were dealt with, reflecting on the theoretical reasons outlined in Chapter three.

The information arising from chapter four is crucial to the growth of community economic development. Although the process identified by the Triple S Community may not necessarily be used in a cookie cutter fashion to achieve similar results in other communities, the process can be utilized by other economic development organizations as a framework in implementing their own community economic strategies.

Chapter four relates to the analysis of the process undertaken in the Triple S Environmental Industry initiative to the literature review undertaken in chapter three while identifying critical precursors which were identified as essential to success.

The final chapter will summarize the lessons learned, and relay information that can be used by practitioners in an attempt to further understand the dynamics of community planning. The comparison of the Triple S process with planning and community development literature will be fall under three categories:

1. What was unique in the Triple S process?
2. What was found or was indicated in the planning literature reviewed?
3. What was unexpected that made made the process work?

The objectives/questions detailed earlier will be answered in the final chapter as well.

The Appendix will put forward the comprehensive strategy developed to guide the community to achieve its desired results, and to positioning itself as a leader in the environmental industry field. The analysis of the information presented in this practicum, combined with input and direction provided by the stakeholders in utilizing the community development process.

Specific recommendations for the development of the Environmental Industry Sector of the Triple S region and Manitoba are also be put forward in the Appendix. These recommendations will contribute to the development of the Environmental Industry

**Sector in general and position the Triple S region as a centre for environmental products, services, and technologies. These recommendations will not only be forwarded to the local environmental industry committee, but to the appropriate levels of government to encourage action.**

## **Chapter Three: Community Development Theory and Strategic Planning**

### **3.1 Introduction**

As summarized in Chapter One, the mandate of Triple S CFDC is to implement a local community development process, to undertake the development community strategies and to address the socio-economic conditions of the region.

It has been the Community Development Theory which has driven the development of the Triple S Environmental Industry Strategy. The process utilized to implement the initiative is the Strategic Planning tool.

The objective of this chapter will summarize the community development theory as well as the Strategic Planning process, identified as the most appropriate and effective tools to accomplish the task of developing the strategy. This chapter will also review the literature of several theorists and practitioners and summarize various dynamics of the community development process. These dynamics likely surfaced and played a role in effecting the Triple S Environmental Industry Initiative.

The information researched in this chapter will be cross referenced with the dynamics which surfaced in the development and implementation of the Triple S Environmental Industry process for the economic initiative, which has been recorded in Chapter four. The intention here is to identify if these dynamics surfaced, why, and identify which other dynamics were observed which may be of interest and serve a purpose to economic development organizations and respective practitioners.

In order to understand the community development theory, it is important to summarize the traditional economic development practise.

### **3.2 Planning Theories, Economic Development vs. Community Economic Development**

#### **3.2.1 Economic Development**

With the realization that normal market forces could not address the socio-economic disparities between communities, community economic development evolved as an alternative approach to economic development which arose in the 50's and 60's.

This earlier approach to address the socio-economic concerns was rooted in top down strategies steered by a select group of community leaders that emphasized creating jobs and increasing the local tax base through developments with a strong manufacturing focus, better known as “Smoke stack chasing”. This process was also characterized as having very little community participation in the decision making process.

Practitioners of this form of economic development are referred to as industrial commissioners, and now known as economic development officers. These practitioners were often involved in promoting the community to industry in search of location, with their activities centering on filling the communities industrial parks and buildings. The results of these practitioners were in terms of jobs and taxes, and their skills and expertise were in marketing, promotion, and real estate,(Community Development Employment Policies, 1990, p. 9).

The traditional approach to economic development can be summarized with the following statements:

- “While these communities economic development efforts have been impressive, the results have been disappointing. The comparative advantages sought (and claimed) by each community has been neutralized as more communities acquire similar services and facilities. Local governments seeking economic development often offer generous tax concessions, effectively (and unpopularity) transferring the burden of property tax revenues to the residential instead of corporate tax payer. The anticipated local economic spin-offs to the areas business cannot be assumed; inputs to the production process are acquired on the basis of least cost, not community loyalty”. (Season, 1988, 176-168)

- “Until recently, local economic development has been an uncomplicated process. The goal of most small communities was to attract external investment, preferably a large manufacturing concern.” (Malizia, 1985)

- “Communities produced brochures extolling their unique locational advantages and invested in roads, water, sewer services - basic infrastructure required by industry.” (Tweeten and Birkman, 1976)

*•“Town and villages developed large industrial parks, and expropriated land for anticipated local economic growth. This reliance on “boosterism” and hard services remains the mainstay of many communities economic development efforts (Bergman, 1981)*

Bryant and Preston, 1987, suggest that the communities which have not benefitted from the “smoke stack chasing ” approach, have come to realize that economic development must come from local initiatives, and within the community. The suggestion has been made by Bryant and Preston that local economic development initiatives have been commanding more attention in the 1980's and 1990's. The three main reasons for this include:

- 1) The local community plays an active role in articulating community goals and objectives;
- 2) The local community is actively involved in the choice, implementation and control of strategies.
- 3.) The important use of local resources and initiatives in economic development.

The “smoke stack chasing” approach has been denounced as not actually generating economic development because it is economic growth that is being chased. The fundamental differences between growth and development are that development involves a number of important transformations in the community, which include:

1. Some restructuring of the community economy away from the declining economic sectors to business sectors with greater potential for employment and income generation. The term diversification of the communities economy summarize this process.
2. Aim towards the community begin able to manage it's ongoing economic development, which in turn increases the capacity of the community to bring about long term economic change.
3. Developing an integrated approach to local economic development which goes beyond the reactive unitary approach. Purposeful planning and a long term outlook which links new jobs, expanded income, increased sales and other outcomes to a

better quality of life in the community. (1992 Employment and Immigration Canada in a Study entitled "Community Economic Development and You").

The above referenced study states that development may bring with it quantitative growth, but growth does not necessarily bring with it development.

Other practitioners point out that community economic development has emerged within the context of the post-industrial shift, and a paradigm shift in the philosophy and approach to social and economic development, (Nasewich, 1989). This shift seems to be most appropriate in discussing the changes to economic development.

Community based development planning (also referred to self-help planning theory and practise) originated in developing countries. It evolved through the work of non-governmental aid organizations, and has been incorporated into Canadian planning in rural and urban communities (Schneider, 1996, University of Manitoba).

It is not that the 50's and 60's approach to economic development is not relevant. Rather, what has occurred is an evolution of the field over the last four to five decades. This evolution is similar to the evolution in fields such as medicine, automotive or construction. As fields evolve, new ideas are brought forward, based on results, a Fundamental shift in philosophy occurs. Community Economic Development represents this shift, and will be summarized on the following page in Figure 2.0.

## **SHIFTS IN ECONOMIC DEVELOPMENT**

**Supported by Leading Practitioners in the Economic Development Field.**

**Figure 1.0**

<b>50's and 60's</b>	<b>80's and 90's</b>
<b>Economic Development</b>	<b>Community Economic Development</b>
-Outward looking for growth and development, Prospecting and chasing businesses is cornerstone.	-Self Reliance, inward looking for growth and development, building on existing strengths, small business is key.
-A clash between the environment and the economy	-Sustainable Development, harmony between the environment on the economy
-Development is for "things"	-Development is about people and process which address all human needs
-Economic development is guided and controlled by a select group	-Citizen Empowerment, whereby citizens have the capacity to own and manage their affairs and taking control
-Uniform development based on corporate standards	-Endogenous Development, development from within based on the unique history and culture of a community.
-Solely economic goals, jobs, business, tax base	-Integrated goals taking into account the entire community context, political, educational, cultural, economic, social)
-Economic development as a means for profit	-Profit is a means, not an end that must ensure benefit the whole community.
-Personal gain	-Not for Personal Gain, whole community benefits

Source: (Budd, Practicum, 1995)



### **3.2.2 Community Economic Development**

The economic environment has been changing in rural communities, and to has subjective response. People are coming, creating new groups and networks, and acting together to develop new approaches. A new approach in economic development is Community Economic Development.

The Community Economic Development process has been in existence in one form or another since in the early history of Canada. For instance, the communal or collective approach to decision making is found in most aboriginal communities (1992 Employment and Immigration Canada in a Study entitled “Community Economic Development and You”). Community planning is a directive that is flexible to change depending on the dynamics of the process and the changing environment in which it is created and carried through. The objective of working together for the betterment of the community, and the development and implementation of plans is well documented. It has only been the last three decades that there has been increasing presence of government in local economic development assistance with the introduction of various government programs and policies, the setting up of community and/or regional development corporations.

There is no common definition of Community Economic Development. The reason for this is partly due to the community economic development is a theory rather than a standardized concept. The community economic development process is not an approach that will work in all instances. What works for one community may not work for another. In other words there is no “cookie cutter” approach, and community solutions must be tailored to the needs of the individual communities.

However, there are some rather common themes associated with the process that many practitioners, theorists and community and/or regional development corporations have come to accept. These common themes are summarized in Schneider’s summary of community development principles (Creating a Community Mobilization Guide for employment and Immigration Canada’s “Stay in School Initiative”, 1996, p. 64)

The community development is a process in which.....

- The community determines it’s own needs
- Is an empowering process
- Looks inward for solutions
- Utilizes local knowledge

- Involves the full participation of local people
- Regenerates the essence of community

These themes are supported by practitioners such as Ketilson, Fulton, Fairbairn, Bold, 1992) who have summarized the process as:

“The overall approach to economic development must encourage local involvement, control and encourage the community to reassure ownership, instilling a stakeholder approach that is particularly important in developing the conditions for economic stability and sustainability”

### **3.2.2.1 The community determines it's own needs**

In most cases, a group of people referred to as community stakeholders or the grass roots decide the needs; the when; where; the setting of priorities; and the identification of common goals or a vision for the betterment of themselves and/or their community; and collectively take responsibility for the development of their own community.

Community planning is not just planning for a community, it is equally concerned with planning by a community. This may be the key underlying factor of this process which recognizes the uniqueness of the community in regards to it's strengths, weaknesses, cultural base and willingness for the residents to become involved.

This collective action is often referred to as the vision which usually leads to the establishments of objectives and tasks. This is commonly referred to as an action plan which will assist to achieve their social-economic goals and fulfill the need of the community identified. The action plan is a statement of what the community seeks to become, and has traditionally been brought about by utilizing the Strategic planning process, described below.

### **3.2.2.2 Is an empowering process**

Community planning is planned and focuses on enhancing the socio-economic characteristics, or the overall quality of life of the community. It enables and empowers individuals in the community to establish their own development goals, assess their strengths and weaknesses and identify local resources and opportunities. It is part of an overall local economic development, but broader than industrial development, going beyond crisis management. It is not confined to any particular area or interest group within the community. In the purest form, community development is a process which puts the power of change in the hands of the residents.

Empowering a community is really a process of liberating a community. It may result in action to undertake an improvement in the community and to make government accountable and act in the interests of the community.

To bring about effective and lasting change is to directly involve the community and act according to its perceptions, its capacity to accept change, and its priorities. (Lamoureux, Mayer, Panet-Raymond, Community Action, 1989)

### **3.2.2.3 Looking inward for solutions**

The motives driving the community to undertake community development are more than purely economic. (Employment and Immigration Canada, 1992, "Community Economic Development-Scope Definitions and Characteristics"). Struggling for the survival of native culture; the revitalization of downtown areas; the development of the tourism industry; and many other motives drive communities to take on the initiative. In many instances, the problems and issues relevant to these economic issues are very well understood by the local community. Conversely, finding solutions for these issues can often be found from within the community, although too often communities wait for someone or something to come from the outside, and solve all the problems, (Schnieder, 1996).

Community economic development in its broadest sense is about developing a community so that it can sustain itself, the most important motive. Although community economic development applies to any kind of community whether it be rural or urban, geographic or social in nature, religious, or ethnic (Ketilson, Fulton, Fairbairn, Bold, 1992) the definitions or understanding of community economic development varies from community to community. At the community level, economic development is identified according to the initiatives that are undertaken. This may include the improvement of local infrastructure (sewer, water, roads information technology); increasing tourism; luring industry and manufacturing firms; creating affordable housing; developing an industrial park; creating new business opportunities; waterfront development; downtown revitalization; or attracting households to the community. The underlying factor that will be emphasized throughout is that community development involves developing the community with the community.

#### **3.2.2.4 Utilizes local knowledge**

Community based planning is rooted in harnessing the knowledge of the local citizens to formulate community tailored solutions to address issues. In return, participation in this process by local citizens enhances their own life, developing their own interpersonal and organizational skills. This permits them to develop a greater awareness of the needs of their fellow residents. Without the participation of the local citizens in planning, the planning process lacks the knowledge and spirit which exists within themselves, (Schneider, 1996)

#### **3.2.2.5 Involves the full participation of local people**

The community development process strives for maximum participation of the local community. When maximum participation is achieved, it tends to lead to better results. Three reasons for same include:

1. Local people know the context better than any outsiders;
2. Broad participation expedites the implementation of plans because the goals and motivation of the plans become wholly internalized, resulting in a less problematic implementation process;
3. Although when people plan for themselves they may make mistakes and they may harm themselves, they will not normally be unjust to themselves, (Kent, 1981, pp. 314-315).

When planning is based in the community as opposed to being driven by bureaucrats it tends to be more natural and legitimate by the community. This is natural since the community is the group which devised and implemented the plan. This participation leads to people becoming empowered and taking ownership of the plan.

Dissatisfaction over the outcome of much planning in the 1945-65, was a reason why community participation has become part of planning (Hodge, 86, 350).

Today, community participation has evolved to the point where professional planners have realized that public participation programs are key to the planning process. Professional planners traditionally mount public participation programs to achieve this participation. Their reason for this is that decision making should not only be placed in the hands of those that will be most affected, but must be supported by this same group. It is much easier for an initiative to be supported if it is developed by those affected by the outcome. More importantly, the knowledge of those affected generally proves to be beneficial in the development of the initiative and may lead to its success.

The value and merits of community participation in planning has been long recognized as being important to the success of initiatives in economic development (Climate for Cooperative- Community Development, 1992, p. 12).

Planning will continue to draw citizens to participate for the mere reason that community participation in economic development, is exactly that, a way in which the community can get involved in community planning.

Practitioners struggle with the question of how to include citizens. Ideally, support from every sector of the community, the youth to the elderly; the unemployed to the corporate elites; and the business to the industrial community; to the input of homemakers is the desire of many practitioners. Realistically, this is seldomly the case, particularly when it comes to implementing specific community initiatives. The community economic development and economic development initiatives involve participants that have an interest in that particular initiative and are prepared to contribute a significant amount of volunteer time. It is a process that involves a deal of mutual trust and confidence among participants. The participation process is very demanding, and the nature of the process sometime itself discourages participation. Participation is a voluntary act, it can be promoted but not guaranteed.

Planning literature clearly reveals the importance of community participation in the planning process. This dynamic will be explored further in this chapter.

#### **3.2.2.6 Regenerating the essence of community**

The effect of implementing the community development process is broad and has far reaching positive implications. An analogy is the player who is on the winning team, who has contributed to the achievement of the team. At the "player" or community individual level the process can build in the confidence and skills of the participating community members. At the "Team" of community level, the process can result in the regeneration of the essence of community, of human relationships, and social interaction , (Schneider, p. 69, 1996).

### **3.3 Who Can Undertake Community Development**

Appropriate organization (Community Development Corporations) are critical elements to assist and organize community economic development. The people; the organization with the appropriate skills; the established contacts; the networks in the socio-economic

community; and the knowledge of the location of resources be it human, financial or other as resource needs identified, are critical to the community development process. In many instances these organizations are the catalyst to initiate the strategies.

Community economic development is a process which can be undertaken virtually by anyone, be it individuals, groups, or organizations in the community that feel they can contribute to to the development of the community. Community economic development is usually a process that involves volunteer activity that is prepared to commit time, energy and staying power.

The delivery of economic development services are delivered in Manitoba by a variety of Federal, Provincial, and Municipal organizations which include:

1. Regional Development Corporations; a program which is funded by participating municipalities and the Province of Manitoba.
2. Community Futures Development Corporations, Funded by the Federal Government of Canada.
3. Department of Rural Development under the Province of Manitoba
4. Department of Industry Trade and Tourism and the various departments under this umbrella such as. Tourism, Aerospace, Environmental Industries, Business Development.....), Sponsored by the Province of Manitoba.
5. Municipal economic development officers, sponsored by individual municipalities.

“Critical to the success of these organizations is the creation of a climate that promotes local initiative on part of rural Manitobans.” (Fossay, 1994, p. 4)

Although the mandates, objectives and activities of the above mentioned economic delivery mechanisms are very similar and at times duplicating, (Fossay, 1994, p. 4)

There are only two formal community based, established organizations that are capable of undertaking community based economic development:

1. Rural Development Corporations, A program within Manitoba Department of Rural Development, and;
2. Community Futures Development Corporations

Simply stated, there are various organizations and departments in the Triple S Community delivering similar yet unique programs, to varying degrees. However Triple S CFDC, is one of a kind as its approach to Community Economic Development offers specific coverage. Partnerships clearly exist with those organizations which provide specific economic development programs or initiatives, ie. REDI, ITT Department.

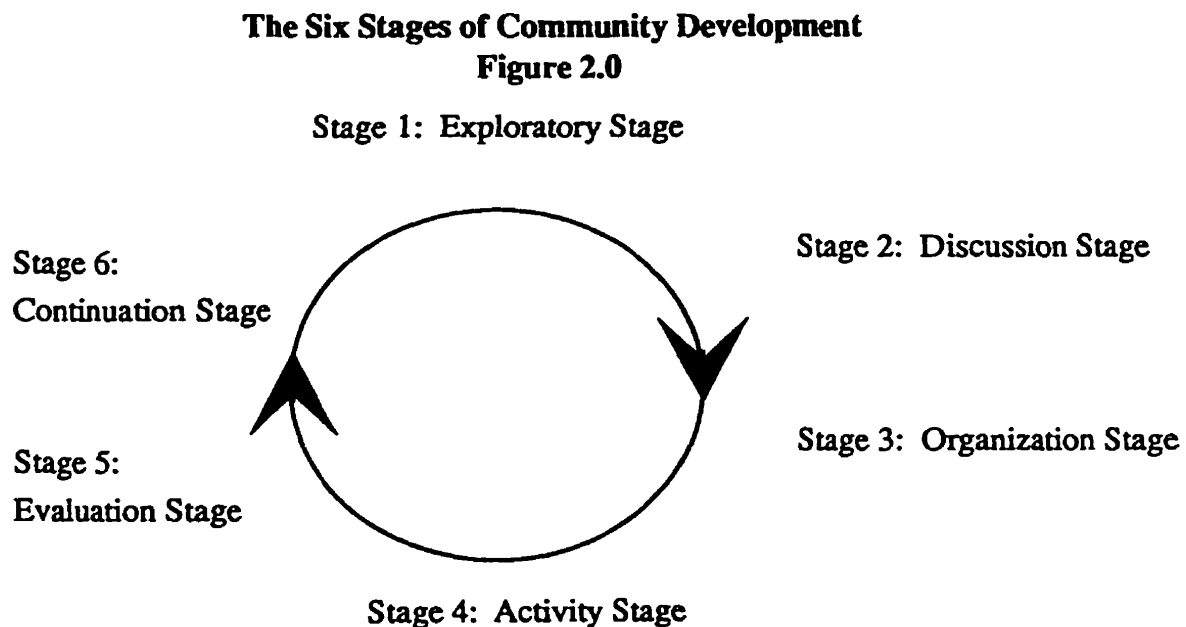
Other public and private/organizations that present partnership opportunities for community economic development include : Department of Agriculture, Community Pastures, PFRA, Manitoba Department of Highways and Transportation, Manitoba Department of Natural Resources, Manitoba Department of the Environment, Manitoba Housing Authority, Manitoba Department of Northern Affairs, Transport Canada - (St. Andrews Airport), Department of Public Works Canada (Federally owned lands). Again these partnerships are based on the various financial programs which they can provide.

Regional Development Corporations are organizations that are at arms length from the government of Manitoba. RDC's are governed by a local board that consists of community businesses, citizens and municipal representative. There are a total of eight RDC's throughout the province. The funding formula for these organizations is a 75 per cent commitment from the government, and 25 per cent contribution from the funding municipalities.

### 3.4 The Six Stages of Community Development

Several unique approaches can be taken in mobilizing the community to undertake the community development process. Each approach is tailored to the dynamics and characteristics of the community and people involved in the process. The approach is also dependent on either the absence or existence of a community economic development office, the skills and experience of the people involved in the process, the availability of resources to undertake the project, personalities of the people as well as the planner and the nature of the issue being addressed.

In any manner the six stages which have been summarized from “The Community Development Process: The rediscovery of local initiative”, William and Loureide Biddle, 1965 pp. 40-41), as as follows:



#### 3.4.1 Stage 1: Exploratory Stage

*The aspirations and fears of the community become known. This is identified by door knocking, community needs assessments, gathering and analyzing social and economic statistics, identifying strengths and weaknesses of the community, and community stakeholders and leaders are identified.*

During this stage members of the community become known by meeting them both formally and informally in order to determine what issues are of importance and matters to the citizens of the community, (Schneider, 1996 p. 74)



### **3.4.2 Stage 2: Discussion Stage**

*The planner facilitates discussion amongst the community and information is collected. Issues are identified and researched, more door to door, focus groups and community meetings are held.*

One of the important aspects of this stage is increasing the awareness of the local community as to the issues identified. Thus, the consciousness of the community is raised. With this the exploration of the issues begin to be addressed.

The desire to affect change is derived from community citizens who are eager to learn and participate in the process combined with the knowledge of issues that are being addressed. (Schneider, 1996, p. 76).

This stage involves the process in which people learn from their own experience and discover how their ideas can be integrated with the ideas and experience of others.

### **3.4.3 Stage 3: Organization Stage**

*Once ...*

1. *The problem or issue is researched and explored, and;*
2. *The perception, concerns and values of the community is raised, and;*
3. *The consciousness of the community is increased*

*...the community is organized, groups or committee are formed. A core group is formed other stakeholders are identified and "courted" .*

Once the exploratory and discussion stages have been completed the recruitment of a committed group of people to begin developing tasks to address the issue identified is undertaken.

Many practitioners have indicated that this stage is the most important, the most time consuming and the most labour intensive and energy draining stage of the entire process. (Schneider, 1996, p. 77). The participation process is one in which planners often strive to achieve, but most difficult to implement, and will be explained further.

#### **3.4.3.1 Community Participation and Degree of Participation**

Traditionally, community participation peaks in the early stages of the initiative, if the process has been planned to encourage maximum participation. Representation then

wanes as the initiative progresses with peak influxes at times where major decisions, new opportunities or major crises must be dealt with. At times practitioners are not only frustrated as to the response of the community, as well as concerned about ensuring that all interests of the public are represented.

Experience has shown, that community participation is bound to be small in numbers and a proportions of the population. Regardless of those who get involved, they bring the view of those citizens that are truly interested, and these are valid in themselves. Citizens may not choose to participate out of cynicism or apathy, time commitments, the commitment to educate ones self on Community Economic Development, and dealing with people with different opinions are just some of these dynamics. At times public participation is restrained for reasons such as citizens not being able to share power, express opinions and convince others of their opinion. One of the most interesting reasons why efforts to promote public participation have had only limited success is because of the long range nature of the process, (Hodge, 1987). This thought is supported by other practitioners as well.

“In general people hard hit by economic problems are not in a position to work their way through the process and need to be educated on how community economic development works.”, (Climate for Cooperative Community Development, 1992, p.4)

These practitioners further state that organized groups of citizens are known to avoid devoting much time to pre-planning exercises, preferring to save their resources for more immediate decision-making strategies. Two additional dynamics that community development will have to deal with are keeping the interest of volunteers and ensuring volunteer burn-out is kept to a minimum. This thought has also been recognized by many practitioners such as the authors of Climate for Cooperative Community Development, 1992 , and Myerson, 1956.

The central dilemma of practitioners is mediating between public needs to develop short term results related to projects and practitioners desire to produce long term comprehensive proposals to achieve long term goals.

Meyerson (AIP Journal, 1956) proposes a concept defined as middle range planning, which will overcome the limitations of fragmented but concrete benefits and comprehensive but abstract promises. Middle range planning incorporates development and achieving short term visible actions that lead to the overall development of the long term goals.

In many instances citizens participating in a process may feel that the end result of the process is being manipulated because of “politics” or “power” of the individuals involved. The presence or a degree of these forces at times discourages participation, because participants feel that their input will not affect the end result anyway.

Politics refers to a field of practise comprising activities intended to influence the distribution of resources serving various interests. Planners actions in collecting information, and formulating recommendations, as well as promoting proposals may be considered a political practise.

Politics can also be considered the actions of a person or organization which will have an effect on the end result of the process in favour of the person or organizations imposing the action. This action is usually imposed unitarily, without involving the consensus of the group involved in the process, or achieving consensus only after the fact and because of the authoritative power of the person or organization. This discourages participation.

Power may be shared with planners, politicians, bureaucrats and citizens in different degrees. The most common form is the after the fact process, whereby citizens are informed of planning proposals and asked for input. More power is shared when citizens are involved from the offset of the planning proposal. Greater power is shared when citizens are delegated to make plans. Participation may be constrained by power holders who do not want to divest of this power because of fear of the end result not being what is envisioned by the powerholder.

The imbalance of power in the undertaking of the community development process at times discourage participation. For example, some members of a project may have access to resources that other don't, be it information, fiscal, expertise, political access and opportunity. This imbalance of power held by some participant inflicts a feeling of inability of some participant to participate in the decision making process.

If planners understand how relations of power shape the planning process, they can improve the quality of their analyses and empower citizen and community action, (Forester, 1987 p. 27).


It is still recognized that community initiatives are most successful when they arise out of, and driven by the grassroots efforts to meet the need of the community. Local control of community development is essential for success. Experience world-wide has shown that it is a good thing to keep the government and other institutions from taking a too active role in community development. (Patrick Deceltre, Lou Ketilson, Murray Fulton, Brett Fairbairn, June Bold)

Not withstanding, community participation can take on several forms and degrees of participation, in order for the practitioner to feel that community input has indeed been achieved.

As citizen participation became more persuasive it stimulated a number of significant changes in the planning process.

Community participation has taken on many forms and degree of participation in the planning process. One of these forms involves direct representation by local government or special interest groups nominated by local government, where elected or appointed officials contributed to the process. The change of planning practise here stemmed from the need for planning for the people rather than planning with them. Forester, 86, p, 350, refers this as "Participation by Invitation" and is defined by participation being usually written into acts or legislation, such as the provincial planning act or the Community futures Program. Other forms of participation range from an informal process whereby everyone is invited to the planning process, to the opposite end of the spectrum where the process usually entails practitioners developing the plan themselves and then inviting the public so that it can be persuaded to launch it as it's own planning activities.

The different degrees of public participation are often readily discerned in a "ladder of citizen participation proposed by Arnstein 1969 and Hodge 1989 found on the next page.

- 
8. **Citizen Control-** A level at which citizens govern a project in all it's policy and management aspects
  7. **Delegated Power-** Gives citizens a dominant decision-making responsibility over a plan or a program, usually from the outset. An example is locally appointed citizen members appointed by a local government to prepare the community plan.
  6. **Partnership-** Involves an agreement to share responsibility for planning through joint board or committees.
  5. **Placation-** Refers to a form of participation where citizen are heard but may not be headed, citizen are usually delegated to a to take an advisory role.
  4. **Consultation-** Occurs when there are explicit means used to obtain the view of citizens, such as through surveys and public meetings.
  3. **Informing -** This involves the first level which at the planning process is opened up to citizens. Information is supplied to citizens on the nature of the task and their role. At it's best, response from citizens will be sought and facilitated, at its worst, it will feature only one-way means of communication, such as printed material distributed to the public via newsletters and newspapers.
  2. **Therapy-** Refers to the practise of engaging citizens in diversionary activities that will "cure" them of their concerns over basic flaws and injustices.
  1. **Manipulation-** A form of public participation practised when participation is organized to educate and to persuade citizens to already decided upon plans and programs in order to gain support from them.

Points one and two describe levels of non participation or ways of avoiding sharing of any planing power.

The organizations stage traditionally begins with a general meeting of the community, open to everyone. The purpose of the meeting would be to present the issues and ideas for action for the community. Community members attending would have the opportunity to discuss and respond to the issues. At this stage the "Core Group" of community volunteers can be recruited.

This core group is characterized as people who are committed to working for and with the community and assume the leadership role and begin addressing the issue at hand.

### **3.4.3.2 Leadership**

Vigorous, informed and consistent leadership has been a critical ingredient providing vision, stimulus, focus and direction for community development. The analogy of driving a bus is most suited here. The passengers represent the community. They all know where they want to go, have their own ideas on ow to get there but don't know how to drive the bus. The driver represents the leader(s), the person(s) that knows where to go and how to get there because of his/her past experiences and accomplishments. The practitioners represents the mechanic, the person that can fix the vehicle if it breaks down and find the proponent parts so that everything runs smoothly. Without any of these three crucial players/groups who are each responsible for one tasks, the bus will often stray and in many cases never reach point B.

The responsibility for strategically developing the community lies in the communities leaders. It is the leaders that will be called upon to assess the situation and put forth a strategy to develop the future of their community. It is the leaders that mobilize the community to undertake the required initiatives, and mobilize the local resources at the community level such as financial, physical and human, that are considerable and need to be tapped. So who are the community leaders?

Community economic initiatives begin with an idea that an individual or group believes has significant potential. These groups or individual are the the "seed " generators of the community. They come in all shapes and forms, from a corporate CEO who has an interesting concept, or an unemployed worker who has a significant idea. Leaders are those which recognize the idea and put the gears in motion to explore the "seed" further.

These leaders are a combination of the “seed” providers, Local leadership in the form of local government, local expertise be from industry or business, and the local economic development corporation. They are people who are prepared to take a risk, invest in their community. Local leadership is often an important ingredient in motivating the community and individuals to believe the initiative can succeed, and encourage people to believe that their idea has merit and can be implemented. However, motivation and enthusiasm are not enough.

In order to encourage the further development of this process, it is recognized that this core group should be nurtured and developed with the assistance of the planner. Often, a few meetings organized in a informal manner whereby everyone can get to know each other is proposed. As the capacity of this core group slowly begins to develop more formal meetings with an emphasis on “how to” address the issue at hand can then be tackled.

#### **3.4.3.3 Learning About Community Development**

The ability for the citizens involved in the planning process to understand the process is an important component in ensuring participation at the organizational stage. If citizens do not understand and strive to educate themselves, they show disinterest.

Forester (1987) tries to explain this by highlighting that all people are created equal, but when they walk into a planning session, they are simply not the same. Different interest, opinions, levels of intellect are just some of the dynamics which are evident. Forester further states that practitioners, beaureacrats and the public at times do not share the same technical language. On any given project practitioners might have to teach the special terms of the plan to the public, before they can really get to the issues at hand. “Bringing people back to our shared language and away from unshared languages such as zoning, environmental quality, rates of return”, (Forester, 1987, p. 111).

It is essential that people play a central role at every stage of this process and that they do so in their capacity as members of the community, and simply not as agents of established institutions. To allow for this to occur however, educational support will need to be an important part of the mix.

#### **3.4.4 Stage 4: Activity Stage**

*Community decides upon goals and strategies, cooperative work is facilitated, projects and programs begin.*

During this stage the group decided upon its goals and objectives and develops an action plan or “strategy” to address the issue they are working on. The implementation of these tasks or projects define this stage.

This stage is often referred to as the strategic planning phase. This phase will be summarized in detail in the later part of this practicum.

The priorities of the community must be identified for the process to commence. General consensus on these priorities is imperative. To do this, a complete community profile must be undertaken and updated on a continuous basis.

Communities must know what it is they wish to become, what kind of community they really want, what are the forces of change that will shape the community and in what ways? How does the community differ from another, and what will be supported by the values of the citizen in the community are all topics which must be identified. The importance of developing a vision, as part of the strategic planning process will be further summarized under strategic planning section.

### **3.4.5 Stage 5: Evaluation Stage**

*Work is evaluated, this can occur during activity and organizational stages as well.*

The evaluation stage of the community development process, is the step in which the results of the action of the committee are reflected upon.

The goals and objectives of the strategy are revisited and compared to any tangible results of the actions. The effectiveness of the actions can then be evaluated in order to make informed decisions on whether additional actions are required.

The functionality of the core group should also be evaluated. The evaluation can take into consideration whether or not members of the committee are contributing equally, both in terms of taking on tasks, as well as providing consistent and important feedback and direction. At the same time it should be evaluated whether the needs of the members are being met, and if not, how this can be addressed? (Schneider, 1996, p.90)

Evaluation of the process will be discussed further under the review of the strategic planning process.

### **3.5.6 Stage 6: Continuation Stage**

*Work continues with organization intact, leadership roles can rotate.*



The continuation stage of the community development process is simply the continuation of the process started.

As discussed previously, the environment in which the planning process is evolved is ever changing. Economies change, opportunities arise, while other fall to the wayside. The community development process must take into account these changes.

To ensure this occurs, the group must begin at Stage one and continue again. Acquiring information and research on the issues which is being addressed, recruiting new members, confirming existing goals and setting new actions or directions, as required are all part of this regeneration process.

At this stage the roles of the members can also be enhanced, with a change in chairperson and other executive positions. This relieves pressure and distributes workload among members.

It is extremely important for the group to continue to undertake group building exercises and meet the needs of group members, and continue to build consensus and cohesiveness. The level of group cohesiveness is a clear indicator of the groups health. This is illustrated in the various ways that people demonstrate their commitment to the group: their participation in meetings and working committee's, and in support they give each other in times of need, (Schneider, 1996, p. 91).

If the unity of the committee becomes questionable, it may become divided and weak resulting in it being ineffective.

### **3.5 Community Development and the Strategic Planning Process**

"Strategic Planning is a process by which a community systematically identifies the directions it wants to move in, assesses its resources to undertake action, and develops appropriate ways of pursuing its objectives. It is a process that helps communities make what it considers to be the "best" possible choices, and then realize these choices." (Employment and Immigration Canada, Community Economic Development and You, 1992)

Strategic planning can be utilized as a tool to assist the community in making (more) informed choices, to manage, change and to direct change. It is a systematic process

through which the community can assess its resources and capacity, critically and regularly scan the external environment for threats and opportunities and design a practical process to get "from here to there".

Strategic Planning is a tool used by economic development practitioners to facilitate and manage the Community Economic Development Process. Strategic planning can be narrowly defined as a problem solving tool which provides the framework to address the social, economic and political issues facing rural communities in Canada. Strategic planning is a focussed approach in addressing specific issues identified in the community development process, and utilizes similar processes as the Community development process.

The uniqueness of this tool is that the process that is involved is a five to ten year time frame which bases its direction on a commitment to a set of future goals. Although the five to ten year time frame identified for strategic planning is seldomly justified as to why those figures, it is accepted as the norm.

The commitment to strategic planning is usually articulated in what is often called a Mission Statement or a Vision Statement. This statement is a concise definition of the central and fundamental concepts and values upon which policies and programs will be based, (Strategic Planning for Rural Development, WESTARC, 1989).

Although planning has occurred in many capacities in various areas such as land use planning, infrastructure planning, school planning, and so on, the differentiating factor is that strategic planning involves exercises which focus on the development of a vision statement, through a various participatory activities in the community. Other characteristics of a strategic plan which differentiates it from other planning type documents is that the strategic plan is a flexible document responsive to change which occurs within the community. The strategic plan evolves and is an ongoing process. This flexibility allows it to both manage and direct change.

Communities do not have all the same capabilities to utilize strategic planning, yet it has been strongly suggested that the community must become involved in some form of strategic planning if a community is at all concerned with its present state and its future socio-economic position.

Realistically strategic planning, as it is related to community development, should be

undertaken by the organization or committee mandated to undertake Community Economic Development. In absence of this entity someone, some group or organization that is locally based and are prepared to take the lead can undertake strategic planning.

To undertake strategic planning communities must guarantee a long term commitment to strategic planning, communities must undertake a realistic appraisal of the communities strengths and weaknesses as well as the threats and opportunities which affect the communities future, communities must be prepared to collaborate and communicate with the public in order that the plan developed becomes not only credible but becomes the ownership of the planning process and actual plan. Finally communities that decide to undertake strategic planning must ensure that there will be a commitment to action and systematic feedback and adjustments.

Four General Objectives of Strategic Planning have been put forward by the Employment and Immigration, Community Futures Training Module, p, 48.:

1. The first objective of strategic planning in community economic development is to provide a community with a way of taking greater control over changes occurring in the community. This pro-active stance helps realistically identify how communities can shape and modify the forces of change.
2. The second objective is to allow communities to take (more) informed choices on critical issues which affect the basic quality of life in the community and it's viability.
3. The third objective is to provide a predictable and consistent decision-making framework through which a community can cope with an open, dynamic and uncertain environment.
4. The fourth objective of strategic planning and management in community economic development is to maximize the effectiveness, efficiency, economy and equity of decisions and the community's overall development direction.

Many practitioners have put forward their opinions in regards to the steps involved in Strategic Planning. The following steps are those put forward by Bryant, The Good Idea Series No. 1 on Sustainable Community Development, 1991 and the Federal Community Development Employment Policies.

1. Creating a vision and defining broad goals and objectives
2. Realistic analysis of strengths, weaknesses, resources and opportunities
3. Identifying alternative scenarios
4. Choosing the scenarios to work with and developing more specific objectives
5. Developing action plans
6. Preparing for the unforeseen
7. Monitoring and evaluation (Bryant, 1991, pp. 33-37)

“Strategic planning for community development is a process by which a community systemically identifies the directions it wants to move in, assesses its resources to undertake action, and develops appropriate ways of pursuing its objectives. It is a process that helps a community make what it considers to be the “best” possible choices, and then realize these choices.” (Sustainable Community Development - A Primer, 1993, p. 25).

The strategic planning process or tool for community economic development is supported by many practitioners, theorists in the literature reviewed. Strategic planning is considered a fundamental component of community development that aims at producing the desired outcomes particularly giving the community the ability to give overall or strategic direction to the community.

### **3.5.1 Vision, Goal and Objectives**

A vision statement is basically a statement of what the community desires to achieve be it either social or economic in nature, or a combination of both. This statement can be derived from various processes including the strategic planning process just described. A vision statement has been identified as important to a community for eight specific reasons as outlined by the Community Futures Training Package:

1. The need for the community to control its destiny;
2. The realization that relying on the current socio-economic environment is not guaranteed for a viable, sustainable community future;
3. The need to get out of the current difficulty, the need to reposition;
4. The need for a community to work as a team to ensure that most efficient allocation of scarce resources;
5. The need to exploit a new opportunity or threat
6. The need to win more resources for your community;
7. The need to pass leadership on, but with some continuity; and

**8. Knowing that conception precedes perception  
(Community Futures Training Project, 1993)**

Visioning is a process by which the community be its residents, or its business and political leaders come to a consensus on what this vision is.

A vision may include things such as creating a community that is self reliant, or a community that wants to become the tourism hub of North America, or even a community that wants to create a safe and clean environment for it's residents. From a practitioners view, what is important is that the vision is agreed to and supported by the entire community. Secondly, that there is a valid commitment made by the community to begin building the strategic planning process which will lead to the fulfillment of the vision, and carry through the community development process.

The key requirement for creating a community vision is the development and facilitation of a process whereby the community is invited to a general meeting to discuss and agree upon the future direction they would like their community to be. This community meeting should be comprised of representatives that take to the table both a broad and specific level of knowledge from the community. The Manitoba department of rural development has entitled this process as the "Community Round Table" process. The process can include the following groups:

- Local Government Departments
- Interest Groups
- Council
- Recreation Departments
- Concerned Citizens
- Hospital Board
- School Board
- Planning Board
- Agriculture Department

In Manitoba, the Community Round Table, is a program initiated by the Manitoba government which aims at creating local community organizations that will develop a vision for their respective communities.

The program concentrates on enabling communities to develop the capacity to plan comprehensively, act strategically and work towards achievable goals. The community round table process includes facilitating a community vision, and involves training to develop local leadership skills in the community to keep the process going.. As a locally driven process, it is driven by the community volunteers that take an active role in forging their own future. This is only appropriate since the decision that will be

made will directly affect the ordinary citizen. (Manitoba Rural Development, Community Choices Program Information and Guide).

Today there are over 65 community round tables throughout Manitoba that have either been initiated or are in the process of being so. The preliminary results of this program success are favorable with a number of communities identifying their respective vision and have begun implementing the specific tasks to achieve their vision.

### **3.5.2 SWOT Analysis**

Like the Exploratory stage of the community development process, the SWOT analysis phase of strategic planning aims to undertake the gathering of information.

The SWOT analysis is explained as a scanning process which evaluates and assesses the communities Strengths, Weaknesses, Opportunities and Threats of the community being analyzed or of the specific area of focus for the community development process, ie. Tourism.

In the strategic planning process the evaluation of the Strengths and Weaknesses are defined to internal (community) considerations, while the Opportunities and threats are determined by the external conditions.

Using the SWOT process within the strategic planning, the community must be focussed on the tasks at hand, how it will be measured and who will carry put and implement the process. The following represents the type of information gained through the SWOT analysis.

1. Evaluation of community attributes and Resources
2. Human Resources
3. Physical Resources
4. Organizational Resources
5. Analysis of External Forces
6. Analysis of Opportunities

(Bryant, Petterson, Economic Development Bulletin #2, 1987, pp.8-9)

### **3.5.3 Identifying Alternative Scenarios**

A central part of strategic planning is identifying and analyzing the probability of

different scenarios, including the type of outcomes that might occur with and without the community development process, and what can be achieved through the involvement and action of the local community members, (Budd, 1993, p.56).

Alternative scenario analysis is also recognized as a means of getting people together to look at the communities future and to appreciate the relationships, impacts and implementations of alternative strategies as well (Bryant, 1987, p. 13)

### **3.5.4 Specifying Objectives**

Given the various scenarios identified, the community must know specify the specific objectives the community wished to work with. The progression of this stage is usually assisted by the planner with the assistance of the core group categorizing the "likely scenarios" and the "unlikely scenarios". Once this is done, the core committee can turn to each objective and begin carrying it through.

### **3.5.5 Action Plans**

An action plan identifies the specific tasks and projects identified by the core committee in an attempt to achieve the desired objectives. An action plan further details who is suppose to undertake the project(s), when, and what resources are available to assist in it's implementation, what are the tasks involved, where is the task to be done, and the timing of the tasks compared to other tasks. (Bryant, 1987). The action plan is often comprised of a number of projects, with together form the strategy.

With this information the core committee will be in a position to rank the projects, since not all can be accomplished at once. The action plan also details the anticipated results. This is an important component, particularly when evaluating the success (or failure) of the project.

### **3.5.6 Contingency Planning**

As highlighted throughout this practicum, the community development process deals with a process aiding communities to adopt to changes occurring in the socio-economic environment. At times changes are rapid making an action plan, outdated, if it does not incorporate a flexible methodology to address these changes and make modifications as deemed necessary.

### **3.5.7 Monitoring and Evaluation**

Often results of economic development are not often noticeable to people within the

community for several years, and in some cases growth seen locally may be attributed to forces other than the plan.

For the process to be successful it must be well managed and it's results be measured. Regular measurement or evaluation will allow economic community development corporation to evaluate whether the initiative is succeeding and warrants continued support. The difficulty in measuring the economic development process is identifying the time-frame in which the results are to be evaluated. In some instances results may occur within a short time frame of implementing specific tasks associated with economic initiative. In other instances results may take longer to achieve. For the most part, results are often dependent on external variables which influence it's outcome. At times these variables are beyond the control of the committee in charge of the initiative. Such external variables may include the availability of government programs and assistance, the prevailing economic climate, and the presence of the "right" players, group dynamics, the political environment and so on. These dynamics must be factored into the strategy and considered when evaluating the initiative.

The time-frame to achieve the proposed principles have been identified as five years, hence the five year strategic plan. The following questions should be asked and quantified every year within the five year strategic plan.

Indicators that may be used to evaluate the success of initiatives may include, changes in unemployment rate, outside investment attracted, growth in population, growth in municipal tax base, creation of new businesses, number of jobs created, monies leveraged from government, the development of a plan or a proposal, increase in commercial activity, increase in community confidence. In whichever measure is identified, it is imperative that the measure can be quantified.

Just as the community economic development process is one which not one approach will work in all instances, so too holds true for the criteria for success. Ideally, success is measured in the outcomes based on the goals of the projects as outlined in the plan of the project.

For example, if the goal of a project was to increase the number of tourists visiting a particular museum in a community, a direct measure of that goal would be to evaluate the number of people that visited the museum as a result of task specifically implemented to attract tourists.



In a study entitled “Conditions for Successful Community Economic and Social Development”, APEC, 1993, over 70 economic development projects across Atlantic and Eastern Canada were surveyed as to what constituted successful economic development. Forty-two per cent were seen as primarily results-oriented in their approach to community development, while 48 per cent appeared to recognize the value of process (ie. the extent and nature of community involvement and participation in the process, the extent to which the overall strategic development plan was followed, the extent to which the economic and social objectives were integrated in the planning process). Measuring these social goals indeed are difficult to measure or quantify.

Of those respondents that spoke of economic criteria as the measure of success, only 10 percent cited a quantitative target, specifically economic criteria (ie. jobs, or businesses added or retained). The bulk of respondents felt that economic success is paramount but they were less concerned about measurable indicators of success than in the general perception of increased commercial activity. (Conditions for Successful Community Economic and Social Development, APEC, 1993 p, 35-36).

This later statement is also confirmed by another study, Climate for Co-operative Community Development, which looked at twelve community initiatives from across Canada that were chosen for analysis and concluded that the successes have to be measured in terms besides those that are strictly financial. The study found that some initiatives were not successful in terms of generating lots of money, but have been successful in providing employment, or other social considerations such as the empowerment of the area residents, community and personal development, the evolution of community relationships and networks, involving minorities in the planning processes such as aboriginal, women and people with disabilities.

Measures for success will vary from economic development corporation to other corporations, this is as certain as we are certain that there are no two communities alike. What has been summarized here in this section is the important precursors necessary to point the development corporation in the area of success.

**Chapter Four:        The Triple S Environmental Industry Initiative and the Analysis of the Application of the Six Stages of Community Mobilization Process to the CED Process.**

**4.1        Introduction**

The process undertaken by Triple S Community Futures for the development and implementation of the Triple E Environmental Industry Initiative involved the Community Planning and Strategic Planning process.

The analysis of the Triple S process will focus on issues related to the six stages of community mobilization and other dynamics identified in chapter three. The analysis of these stages and their dynamics are paramount to understanding the community development process.

The additional identification of other dynamics and issues encountered in the undertaking of the Triple S process, outside of those reviewed in Chapter 3, will aid practitioners to further understand the community economic development process. The precursors and issues analyzed are relevant to this specific economic initiative, but may also apply to other economic development initiatives.

Questions such as what were the successful and positive aspects of the process; what negative issues arose during the process; and what was done to address some of the obstacles will be answered for each of the stages identified in Chapter three.

At the end of the analysis of each of the six stages, a precursors list will be summarized highlighting important circumstances evident in the Triple S process, which I feel assisted in the overall success of the community development process.

Figure 3.0 on the following page details a flow chart on how the process evolved utilizing the six stages of the community development process and when strategic planning was utilized in the process. These items will be further explained in this chapter.

Figure 4.0 explains various actions which were undertaken by Triple S CFDC and the Triple S Environmental Industry Committee as part of the process.

#### **4.2 Stages 1 and 2: Exploratory Stage and Discussion Stage Analysis**

The principle proponent behind the exploratory process was Triple S Community Futures, the economic development corporation for the region.

Having a proven successful track record in the undertaking of economic development initiatives was critical to initiating this process. Triple S CFDC was the only agency in the region with the mandate, capacity, financial, and human resources to organize and undertake the initiative. With the absence of Triple S CFDC, or a similar economic development authority, this initiative may not have occurred. Additional financial contribution of the local governments to facilitate the initial stage of the process, also contributed to the initiatives success.

The importance of having an organized approach to economic development is a critical component before a long term economic development strategy can be initiated in a community. Although not mandatory, it provided the required resources to ensure the process is started, sustained, and completed. More importantly, once completed it must have the mandate, capacity, resources, and the experience to successfully implement the directions which arise out of this critical first stage. The board of directors and the subcommittee structured to oversee various aspects of the data gathering tasks provided guidance for this process.

The exploratory process evoked feelings of hope in citizens that someone was doing something to assist in developing the local economy. This feeling provided the catalyst for people to get involved in the various workshops and voice their ideas and opinions. As highlighted in the literature review, this stage also brought out the fears and anxieties of people, and often was an impediment in moving forward with the process. At times the feeling of hopelessness and the resurgence of past historical negative events dominated workshops. The motivation of the coordinator and other positive people involved in the process aided in soothing these concerns.

The strategic planning component of the Triple S Environmental Industry Initiative can be broken down into two levels; strategic planning at the “introductory community level”, Stage 1; and strategic planning at the “stakeholder level”, stage 4, specific to the development of the opportunity identified in Stage 1. In both instances the underlying reason was facilitating and managing community growth with the assistance of the citizens of the community. The analysis here will be made on the strategic planning process put into action during stage 1.

Strategic planning was initiated during stage 1, and was utilized until stage two of the community development process. The strategic planning process though was only utilized by this committee for the first three steps of the process:

- 1.) Creating the vision, defining the broad goals and objectives;
- 2.) Analysis of strengths and weaknesses, resources and opportunities;
- 3.) Identifying alternative scenarios

During step three of the strategic planning process, the committee identified broad and collective areas of focus based on the strength of the information and analysis provided. The various opinions and perspectives of local people surveyed and interviewed during the data gathering process proved to be very informative.

Critical points at this stage included maximizing community input and participation, and identifying general community opportunities. The opportunities were based on critical information obtained by the various data collection mechanisms such as surveys, interviews, first and second hand research, quantitative and qualitative statistical data, and the other tools which all proved useful in obtaining this community direction. The availability of this data proved beneficial for the general Community consultation process termed the Round Table Process.

The gathering and proper analysis of socio-economic information for this strategic planning process was critical in pointing out community trends such as an aging population, environmental concerns, out migration of youth, and gaps in training and education. This information helped put into perspective the community challenges and opportunities. In many instances, the government statistics utilized were incomplete because the data gathering techniques did not correspond with the geographical boundaries of the region. Important community characteristics such as the education level of the citizens, income levels, among others in most cases has to be extrapolated from statistics gathered from larger areas on the periphery of the Triple S region. Information gathered on the community needs and issues required temperament as well.

Another potential issue arising out of stage one was the minimum participatory levels of the community citizens. It can be argued that a group of small citizens do not represent the "community", and that the derived direction of the community should not be shaped by a fraction of the population. Although this may hold true, it is realized that obtaining the participation of the citizens of a community is challenging, as determined already by

## **Community Development Process Actions Summary**

**Figure 3.0**

### **Stage 1      Exploratory Stage**

- Triple S CFDC undertakes a "General" analysis of the community, as well as the changing dynamics of the global community and economy, utilizing it's existing CFDC board to guide the process.
- Needs assessment surveys and and "Community Round Tables" workshops are initiated to obtain maximum community participation in the process and the sharing of the information and results with the community at large.
- Community identifies the linkages for potential growth opportunities.

### **Stage 2      Discussion Stage**

- Community issues are raised and potential opportunities are identified and discussed as areas in which Triple S CFDC can focus it's resources on in guiding community development and growth. Several ideas for development of projects are put forward.
- Research for the proposed environmental industry project is undertaken to determine the feasibility of undertaking the strategy, evaluating the pros, cons, resources, partnerships required, and funding strategies in cooperation with the stakeholders.

### **Stage 3      Organization Stage**

- Preliminary concepts for various strategies including the he Environmental Industry are developed and circulated to articulate, rationalize and promote the vision of the to other internal and external community stakeholders to stimulate interest in forming a core group which will focus on developing the strategy.
- Core group is identified and steering committee and executive is formed
- Strategic planning is undertaken to formulate an "Action Plan" and a more articulated concept.
- The promotion of the goals, objectives and tasks of the strategy and to the local community and the Triple S CFDC board, resulting in community awareness and support.

### **Stage 4      Activity Stage**

- The implementation of specific tasks associated with the strategy resulting in the movement towards the fulfillment of the goals, objectives and eventual fulfillment of the vision.

### **Stage 5      Evaluation Stage**

- The evaluation of the results of the tasks implemented to determine if the desired results were met, resulting in the re-tooling and re-analysis of the strategy prior to continuance with the implementation of further tasks.

### **Stage 6      Continuation Stage**

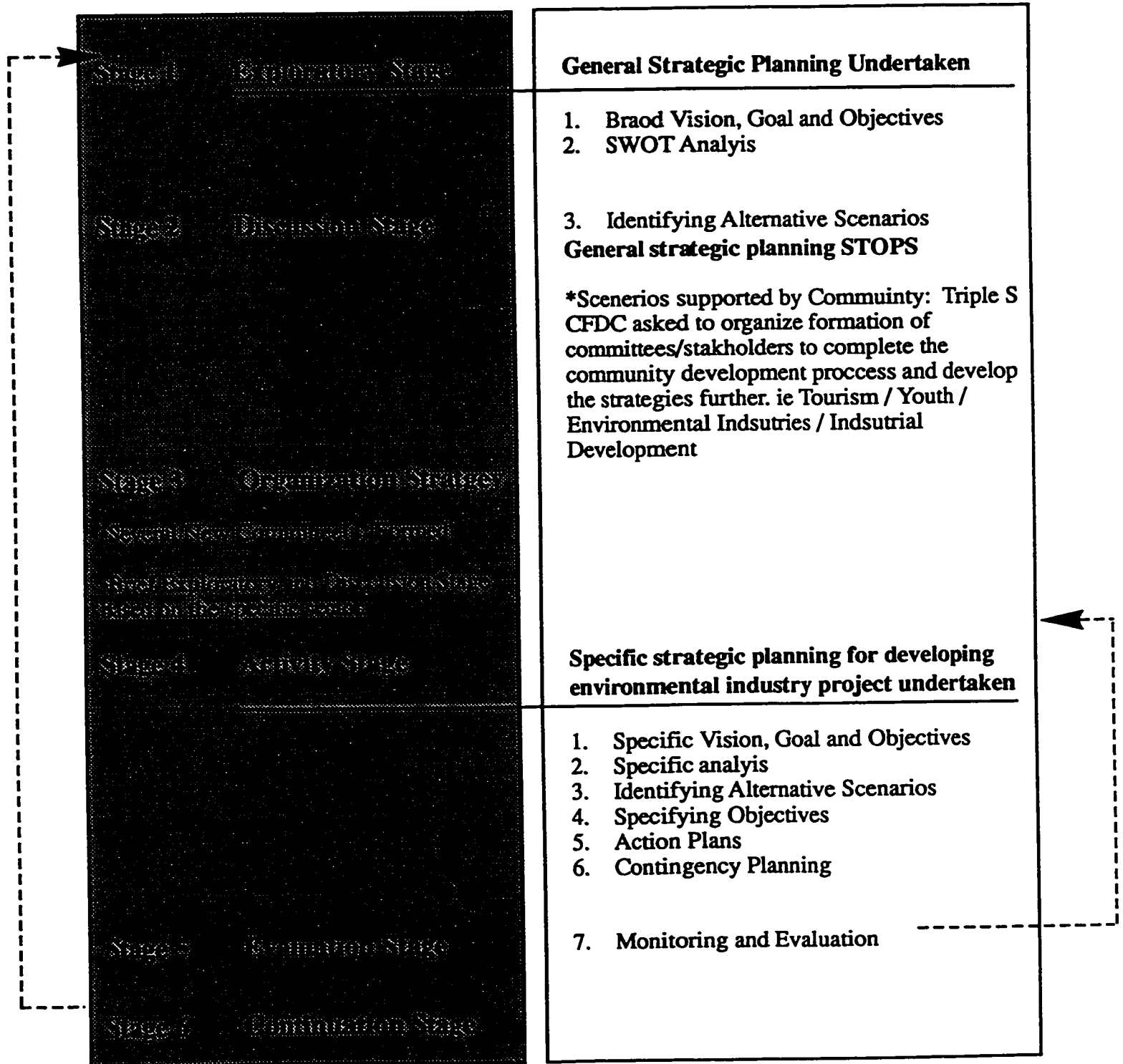
- The committee provides and update to "stakeholders" on past achievements and future plans.
- The committee goes through the process of nominating new directors
- Committee takes a brief reprieve from duties.
- Committee is thanked for their volunteer efforts accordingly

## Application of Community Development Theory and Strategic Planning During the Process.

**Figure 4.0**

### ***CED Process Undertaken by Triple S CFDC***

### ***When During the Stage(s) was Strategic Planning Undertaken***



the literature. Hence, the value of utilizing different data gathering techniques was imperative to limit skewness and maximize participation.

In many instances community participation was limited to people who had a sincere interest in providing input. Some other people could not participate in the process simply because of issues ranging from conflicting time schedules and hectic life styles.

It was also recognized that the general community development process was not well understood by citizens, who for the most part were interested only in assisting in the undertaking of the end result. Even though the undertaking of the development process was an accepted avenue to obtain community involvement and support, it created a "more planning" attitude among participants.

In some instances few individuals partaking in this process did not possess the capacity to reach consensus in a group and participated to push private interests or to express their concerns which were often negative and not directly related to the process at hand. In some cases citizens saw this process as a forum to vent their frustrations in public on a myriad of issues which effected them. Some participants displayed a general lack of understanding in the process and questioned whether the results of the process would be utilized at all.

Negativism surfaced at this stage of the process. This negativism stemmed from past experience and historical issues. In many instances these shortcomings of the process were overridden by the leaders of the community, participating in the process who rose to the occasion and rallied the supporters of the initiative. In other instances, the negativism was noted and the facilitator carried on with the agenda forcefully.

Techniques which informed the general community as to the results of the process and surveys were imperative. Maximizing communication to obtain community feedback is not only important to the process but required to stimulate further thought and interest. Distribution of these results to community groups, organizations, individuals in the community was essential. Massive community wide communication is critical. Maximizing participation in the discussion stage and throughout the process is important, which lead to fuller results.

Triple S CFDC played a critical role in initiating this process. Other key groups and individuals played an instrumental role in supporting the process as well. Local governments provided not only support but commitment in terms of financial resources,

to augment the contribution of the Department of Rural Development (provincial government department). Varying levels of support from the local school division, Chamber of Commerce, public sector organizations, large and small business and other community organizations all played an important role in the process. The need for financial resources was required to undertake the community consultation process and offset the associated expenses. The establishment of these partnerships proved successful in leveraging funds. Seed funding provided by Triple S CFDC was also utilized to undertake initiatives such as the surveys undertaken.

The compilation of the results of this process extended over a two year period. During this period several existing economic development strategies were already being undertaken. Where results of process supported these existing strategies, the information was utilized by the respective organization undertaking that specific strategy. This was done in a fashion to re-position the existing strategy with new input and direction from the community. Where potential new areas of economic development were identified, the community development process continued. In the instance of the environmental industry strategy, this later route was taken.

The success of the first stage of this process was evaluated on the basis of an end product(s), supported by the participants. Upon agreement of the the directors of Triple S CFDC, results were communicated to general community and formally adopted by the local government as areas where possible economic strategies to be developed.

Results were then transferred to a committee comprised of representatives of the particular sectors identified. This marked the beginning of the 3rd stage of the process, the Organization Stage. In some instances, committees were already in place focussing on the issue(s) already identified. In other situations, new committees had to be formed. In both scenarios this triggered a second and a more focussed strategic planning process and involved "sector stakeholders", as opposed to general community citizens.

At this point the one community committee was divided into several working committee's according to the areas of focus. Additional stakeholders were then brought on the committee to continue the process, stage three to six. Citizens were encouraged to sit on existing committees.

These events occurred as profiled in the Six Stages of community Development by William and Biddle, outlined in the previous chapter. This occurred by the will of the



committee and that of the chairperson, and not by the direction of the economic development corporation. A natural sequence of events, agreed upon and directed by the community exemplifies this process at this stage.

#### **4.2.1 What Is Required To Ensure Success In Stage One and Two?**

- **Leadership** from an existing, proven economic development corporation, supported by local governments.
- **Community Participation** utilizing various participation techniques.
- **Appropriate organization(s)** to undertake and facilitate process mandated by government, preferable local, to undertake the community development process.
- **Seed Funding** to initiate the process from private, public or other potential partners which have a stake in developing the social and economic climate of the community.
- **A conducive government environment for economic development** and a willingness to take action, beyond support for action
- **Learning and adult education** on the importance of Community Economic Development and that the greater “community good” is more important than single interests
- **Access to historical, current and complete information** on the socio-economic characteristics and complete inventory of the community and it’s respective assets and liabilities.
- **Access to current and complete research information** on the specific economic development opportunities at the local, national and international level., ie tourism trends, business trends, industrial trends.....
- **Complete community needs assessment**, including community strengths, weaknesses and opportunities utilizing different data gathering techniques, including surveys, and the community consultation process
- **Massive community wide communication** on the direction and results, particularly local government(s)
- **Maximum community participation**
- **Preliminary Consensus** on community direction from economic development board and local government subject to the support and approval by stakeholders directly involved in the proposed strategies which evolve
- **Strategic Planning** at the “General Community level.”
- **Positive public attitude**
- **Identification of the local Partners and Players**
- **Inter-community collaborations**

### **4.3 Stage 3: Organization Stage, Analysis**

Of all of the six stages identified, stage three was crucial for the implementing the focussed economic development strategy arising out of the strategic general direction from Step 1.

The goal of this stage was to establish a steering committee to guide the development of a focused strategy for the Triple S Environmental Industry Sector.

Stage three involved obtaining the input, ideas and support of the stakeholders directly affected by the proposed initiative to determine if there is a desire and a willingness to pursue the development of a strategy and engage in the second strategic planning process. This step was the shortest but most intense to undertake. Strategic maneuvering by the economic development agency was required to ensure the collaboration of an informed, effective and representative steering committee.

Public participation at this stage should be labeled more as stakeholder participation. The identification of key stakeholders who shared an interest to participate in the process was the first strategic move. Prior to assembling all the stakeholders together to discuss the initiative, several key action were undertaken by the economic development agency to ensure the process operated smoothly, . Individual meetings with key business people and stakeholders, and the distribution of a discussion paper were tools used to obtain a general understanding on the reaction of those that would be directly called upon to form a core steering committee who would eventually develop and implement the strategy. The encouragement and the direct involvement and participation of the stakeholders, who would be eventually asked to take ownership of a the initiative, was critical. This approach was organized by an initial small group of stakeholders who participated in the community the Round Table process, along with the local economic development corporation.

The first meeting of the stakeholders produced curiosity with many not really knowing what was expected of them. At this stage the goals and objectives were intentionally not articulated although the previously circulated discussion paper provided a general framework. This was done in a manner to encourage the participants to discuss these aspects themselves which led to fostering ownership of the eventual plan. The general broad vision of developing the Triple S region as a centre for environmental products, service and technologies was presented to the stakeholders as the guiding parameter.

Several questions were posed by the participants such as; How is this initiative going to be funded; What is the role of the stakeholders; What is the focus of the initiative; Why were they invited to meeting; and What's in it for them?

All of these questions were valid. An adequate response to these questions by Triple S CFDC ensured a comfort level and communicated commitment of the economic development organization to the project. Some gaps were still evident given the questions asked involved the committee members themselves finding the answers.

Potential leaders arose out of this meeting. These leaders were characterized as having a positive attitude and an interest in actively wanting to participate in the formulation of a strategy. The identification of these leaders was critical. Some of the leaders were identified prior to the meeting via the one on one consultation process. These leaders began articulating their own vision on how the strategy could be developed and the steps that would have to be undertaken. They also provided direction to the economic development agency. Triple S CFDC, in essence had created a new economic development committee with a specific focus. This committee was comprised of the best community stakeholders who would be capable of developing this specific sector of the community.

The stakeholders and the individual leaders took charge of the initiative and began defining and selling it to other stakeholders. This allowed the progression to the next level, the development of an action plan. The action plan would articulate a well developed strategy with goals, objectives, tasks and time-frames in order to position the community as a leader in the environmental industry sector.

The greatest challenge of the newly formed committee was to understand the boundaries and scope of the new environmental industry strategy. Unlike other sectoral strategies like the tourism sector, the environmental industry sector was much more difficult to comprehend and understand. As described in the appendix, this sector encompasses businesses which range from single operator home based businesses to large industries employing 100's of workers. The difficulty in grasping this, and the unfamiliarity with this broad sector proved challenging. One of the early steps in this stage involved an educational component. This allowed for the focusing of the committee on specific projects which could be developed to further encourage the development of the initiative.

Critical research and information pertaining to the industry was obtained. Reports, studies and research papers written by industry stakeholders from at the provincial, federal, and international levels were reviewed by Triple S CFDC and presented to the committee. This encouraged informed decision making.

Encouraging and investing in the stakeholders to participate in conferences and trade shows, among other interactive initiatives played a role in educating and informing committee members, as well as fostering ownership. The identification of, and the dialogue with external players was undertaken. These players included government departments, industry associations, and key consultants. An important component in this action included involving the committee in activities such as trade shows. Allowing them to take the lead in making presentations to groups in which the committee message was to be communicated was identified as critical in the success of the project. In many instances this role was taken on by the leader(s) of the committee, usually the chair and/or vice chair.

The fostering of project ownership and the self educational process was important, although at times difficult to achieve. This was due to the fact that the committee members were volunteers, each having their own jobs and priorities which took precedence. At this stage, many of the committee members supported the project in principle, but could not identify, "what is in it for me?". Ultimately it is this question that has to be answered to ensure a total commitment and the formation of partnerships with the local stakeholders.

Since the project was still in its infancy stages this question was difficult to answer, and as a result directly dictated the level of participation of the committee members on a basis of taking on additional roles and responsibilities outside of the regularly scheduled monthly meeting. At this point, providing information on the community development planning process proved helpful in making committee members a bit more comfortable.

The accumulation of these tasks lead to the formation of a core committee committed to the long term development of the initiative. This new committee was formed under the Triple S CFDC structure as a subcommittee, and was called the Triple S Environmental Industry Committee (EI). This committee assumed the role to drive the process. The process taken during this stage sorted out the committed players from the non-committed players leading to a committed group of community volunteers.

It was anticipated that this preliminary work undertaken by Triple S CFDC lead to the pre-determined formation of a committee to drive and implement the initiative. The Triple S EI Committee was directly accountable to the Triple S CFDC board. The structure of the new committee included spokespeople, a chairperson and vice-chairperson, who would lead the process.

The newly established committee played a key role in obtaining the support of the local governments. This precursor was more of a strategic maneuver. Obtaining the formal approval of the local governments on the economic development strategy validated the project from a broad community perspective.

The Triple S EI Committee members took the lead in selling and obtaining community wide support. Presentations were made to various groups to obtain formal support. These groups included the local Chamber of Commerce, the local school division, local industries and key businesses. Who better to sell the initiative than the business leaders who are part of the strategy! This action indicated to council that this indeed was a community driven initiative. The role of Triple S CFDC was to provide resource assistance and to act as the administrative body to assist the committee in promoting the broad vision to the community.

Broad community communication was required before a full blown strategy was developed. This would allow for the participation of additional committee members, foster community education and hopefully support. A Discussion document was one vehicle used to communicate the background information, the vision, as well as the opportunities. This was deemed essential to also gain support of the stakeholders and begin the next step, strategic planning. The communications strategy assisted the committee in maintaining an effective information flow with the community.

Strategic planning assisted the committee in addressing the questions; what are we going to do; and how are we going to do it. It also identifies the specific goals, objectives, tasks, and the anticipated results.

#### **4.4.1 What Was Required To Ensure Success of Stage 3**

- Access to, current and critical research and information, from key resource providers specific to the sector at the local, national and international level
- Stakeholder Participation

- **Formation of a Strong Steering Committee** that will articulate the visions more fully
- **Identification of a Strong Chairperson** who will champion the strategy and vision
- **Continued Education** of committee members on the environmental industry sector and the community development process
- **Identification of External Stakeholders**
- **Local control and involvement** of committee members and educational building activities
- **Identification of the Economic Opportunities**, local, provincial, national and international
- **Partnership Building** with outside stakeholders
- **Identification of the Resources** required and available to the committee
- **Positive stakeholder Attitude**
- **Stakeholder Empowerment and Participation**
- **Stakeholder Consensus building**
- **Immediate financial Seed Funding** for committee to begin developing the plan, phase 3
- **Local Government Input and Support.**

#### **4.4.2 The Strategic Planning Process, Stage 3**

Critical to this stage was involving key stakeholders, other than those already involved. Stakeholders which possessed other economic, social, environmental and cultural attributed which would augment the project were pursued. These included council representatives, school authorities, labour groups and unions, aboriginal organizations, business groups, government departments both local, provincial and federal, environmental groups, employment agencies and other interested individuals and organizations who had much broader mandates but would serve the needs of the EI committee.

Obtaining input and forming partnerships with these stakeholders was important for several reasons. Financial resources would be required, hence it was imperative that those who had the resources be invited to participate. Secondly, skill sets and of these representatives would allow for the development of along term initiative and the most broadest scale. Thirdly, the education and information gap required to be addressed. Bringing informed people on board was identified as an essential component of the strategic planning process. The undertaking and facilitation of this process was conducted by Triple S CFDC as well as the chair of the committee.

One of the key issues the committee faced was one of educating the new participants on the same issues that the committee members had. The newness of the sector and the unfamiliarity of the invited participants with this new sector proved to be a difficult obstacle. The capacity of the participants, at this stage, allowed for this issue to be overcome quickly. This process was again not difficult to undertake but proved less challenging than the previous. This step also played a important role in the formation of partnerships and alliances with the external stakeholders, in addition to important input.

The results of this process was the formulation of a draft comprehensive plan that identified what was to be done by the committee, potential partnerships and resources available. The plan was then distributing to all participating stakeholders to ensure that all the identified views, priorities and directions were reflected this new document, the strategic plan. This ensured continued communication in order to show that forward movement was being made, and provide yet another opportunity for feedback and input.

To ensure forward movement of the strategic development process meetings between the committee and key business and individuals where held to ensure that no critical components of the plan were left out. The process undertaken here can be referred to as lobbying or ensuring that the opportunities identified where followed through with solid commitments and partnerships.

With the coming together of many stakeholders, difficulty in reaching a consensus was an issue. Pre-consensus building and lobbying prior the formal process was used to address this potential problem. With many stakeholders maintaining their own ideas on how to develop the local environmental industry, the formulation of a strategy which ranked one local businesses initiative over another proved delicate to manage.

With the involvement of external stakeholders and the formation of essential partnerships, concessions had to be made. A challenge that this stage was the importance of keeping the proposed initiative relevant to the needs of the local community needs. This was handled in a simple manner. If the idea met the goals and objectives of the plan and did not compromise the community plan, the project would be considered. The ideas were then ranked by the core steering committee, which ultimately had the decision making authority.

A great deal of time and effort was concentrated on projects which would benefit the “general stakeholders” including education and training, general promotion and

marketing. Other areas included communication and access to information and governments programs. Strategies focussing on the development of specific industries and businesses were pursued as well. It was apparent that given the limited available resources, both financial and staff, that ranking played an important factor.

With the establishment of this strategic document the committee then informed the general community on the direction they were about to undertake. The development of a community promotion program was identified as the first task under the strategic plan.

#### **4.4.2.1 What Was Required To Ensure Success In The Strategic Planning Process?**

- **Integration** between economic, social, cultural, and environmental considerations by involving the respective participants
- **Participation and involvement** of both internal and external stakeholders
- **Preliminary goals, objectives and tasks identified and ranked.**
- **Objectives and tasks set** for fiscal year with required resources and partnerships identified.
- **One year action plan approved by community stakeholders and local government**
- **Obtaining commitments** from local business, investors, entrepreneurs and various senior levels of government to make the community vision a reality.

#### **4.4.3 Community Education and Promotion**

The development of the strategic planning document provided an opportunity for Triple S CFDC and the EI committee to fully inform the community on what would be done to create economic growth and development.

Triple S CFDC is accountable to the community which it serves and ultimately the direction the organization takes must be communicated to the public.

This step is important from a educational, communication and promotional points of view. At this stage, support was already obtained from the critical players. The committee also felt that an ongoing communication strategy with the public was important to show how the local leaders in the environmental sector had come together to look at ways of developing this sector to create employment and business.

Deciding on how best to communicate this message to the general public was a



challenge. Ultimately, broad communication vehicles such as newspapers, newsletters, and other marketing tools which targeted the general community were utilized.

The second challenge pertained to deciding on what was to be communicated. There was general committee consensus that the community wanted to know the “bottom line, which includes how many jobs can be created, how many businesses can be started, and how will this initiative improve the quality of life of the people of the region. The answers to these questions at this stage were very vague because of the infancy of the initiative. Yet, it is these types of questions that the community desired. The phrase “we want jobs now!”, often weighed heavily on the committee, although they understood that these results were only possible if planned properly, timed precisely, and worked at vigorously. This was the message which was finally communicated to the general public.

Part of the communication process also dealt with communicating and educating the public on the community development process itself. This was challenging, given that the economic stability of the region was fragile. The existence and past successes of Triple S CFDC prior to this initiative proved beneficial to the EI committee.

#### **4.4.3.1 What Was Required To Ensure Success of the Community Communication Process?**

- Community accountability, and education through promotions
- Effective communication with the public at large on the principle of Community Economic Development.
- Getting the media on board to promote the initiative.

#### **4.5 Stage Four: The Activity Stage, Analysis**

The implementation process as described earlier in the practicum, is often where practitioners fail, thus creating the term “plans sitting on the shelf collecting dust”. This step requires strategic maneuvering to ensure that the defined strategy and proposed tasks do not sit idle. Key issues such as timing; availability of government programs; forming partnerships and alliances; accessing financial resources; packaging proposals; and obtaining continued support and commitment, exemplify what is required. These aspects were evident in the Triple S process. This led to the successful fulfillment of several components of the Environmental Industry strategy.

Before stage four was implemented the collective vision was shared by a majority of the community stakeholders and was shared and promoted to other community members. In some instances some of the community members did not fully understand the goals of the committee, despite the various approaches taken . For example, some local council members felt that the committee's focus was to address environmental concerns in the community as a result of polluting industries and businesses. Only half of the message was heard. The other half of the message which focussed on turning environmental concerns into business opportunities was at times not understood.

There are several reasons for this mis-communication. The primary one was that of lack of education because of the newness of this sector. Only those stakeholders directly involved in the process really had a grasp of the entire picture.

Other issues such as consensus on decisions to be made, arose at this stage as well. At times, members of the committee were not able to participate in all of the meetings due to conflicting schedules, thus not privy to the information and rationale presented behind the decisions being made. This issue was compounded when the same members frequently missed meetings. This circumstance usually resulted in members either generally supporting the direction of the majority, or in some cases leaving the process or not participating as frequently because of lack of familiarity and involvement. These dynamics if not managed properly can destroy the implementation phase, and eventually set back or collapse the initiative.

Personal meetings with members not in accordance with the general direction of the committee provided a good way to identify the concerns of member(s) and present recent information. These actions consummated the approval of members. An important discovery was that the management of these issues were done by the chairperson and other key committee members as opposed to the staff of the economic development corporation, who's primary role is to be the "resource" provider to the committee. This is important for two reasons, the primary being that the committee members as they became more educated took ownership of the initiative. Secondly the economic development corporation is not seen in the light as the aggressor or leader providing biased direction. The division of these roles was important. If this is a community strategy, then it must be managed by the community leaders. At this stage, the community development corporation stepped back and become a resource provider and supporter, working with the chairperson and members , and arming them with the information required to assist the committee in the decision making process.

Two critical components of the process included obtaining financial support and establishing critical partnerships to ensure the implementation of the tasks.

Establishing partnerships and the formation of alliances for the environmental industry initiative involved identifying players and resources outside of the region which would complement and augment the Triple S initiative. Players in the private and public sectors who could share the Triple S community vision, while in turn assist themselves to fulfill of their own mandate where the type of partners which were sought out. The reasoning behind this step is simple to understand. The combined resources could be utilized for the betterment of all parties, thus achieving the respective goals and objectives much quicker. The establishment of partnerships lead to the leveraging of financial resources for immediate and long term projects.

An example was the initiative that the committee developed to address job shortage skills and the labour required by the local environmental industry sector. This local need was mirrored by the needs across Manitoba. Subsequently, partnerships with environmental industry training providers , government employment agencies, unions, school boards industry associations and other related stakeholders were formed to develop and deliver courses with the Triple S regions acting as the pilot project for Manitoba. The key to the formation of this partnership was the pro-active approach undertaken by the Triple S EI committee. The formation of these partnerships resulted in the delivery of new and innovative skill upgrading, training and employment programs in which the underemployed and unemployed utilized to gain entry to employment opportunities, both locally and abroad.

The availability of financial resources also helped the committee rank the projects. For example, areas in Manitoba where financial resources were available included environmental industry training programs, promotion and marketing, technology commercialization programs, tire waste management, hog waste management and other waste reduction management programs.

If a project identified by the committee encompassed an initiative which would benefit different sectors of the environmental industry, a greater web to draw financial resources of potential partners was cast to assist the committee in achieving it's goals. The more focused the task(s), the more focused the committee had to look to find financing for the initiative.

For example, World Wise, Manitoba's Environmental Industry Trade Show and Business Conference, was developed by the Triple S committee as a vehicle to address various industry needs of including marketing, exporting, and promoting the various services, products and technologies of the respective industry. The Trade show also provided a venue for training and skill upgrading for employees of environmental industries. The goals and objectives of this event overlapped with the goals and objectives of several other players and stakeholders not only in Manitoba, but globally. These stakeholders were prepared to invest in the community vision. The trade show initiative generated interest from not only the private sector, which participated in financially supporting the event, but from the public sector including all levels of governments and their respective departments. The vision identified by the committee was shared with the stakeholders who were committed to the task as well. This assisted the committee in fulfilling its objectives. This proved beneficial in that the revenue generated from the event was utilized to finance other committee projects.

Another example dealt with the pursuing a local business opportunity that involved site remediation. The opportunity for the development of new business to address the environmental problem was the focus of the initiative. Resources would be required from specific players. The business opportunity would have to be "packaged" in a manner that would be appealing to investors, technical advisors and meet the needs of the local industry with the environmental problem.

The establishment of these partnerships and the leveraging of resources also depended on how high profile the particular task became. In the examples discussed, both levels of government heralded the projects as "pilot projects" often promoting their involvement in the local initiative to demonstrate the results of the innovative partnerships which lead to employment. The promotion of the tasks by the government and the lending of support and commitment provided legitimacy to the project resulting in the establishment of a comfort level for players who invested in the respective projects. This created credibility, an important ingredient when future tasks were to be tackled.

With the support of financial resources from the various players the resentment of the external stakeholders providing input and direction to the local initiative was apparent. In isolated instances members of the committee felt that the tasks implemented involved too many stakeholders which may impose external agendas on the local committee. Balancing these two components, maintaining local control and direction, while inviting external support, which with it brought external direction, proved challenging. The

successes of the initiatives as a result of the financial participation proved to outweigh this issue. The process was managed by the local committee ensuring that final decision making always rested at the local level.

Other issues which arose dealt with the perception of duplication of strategies between local stakeholders and external stakeholders. At the beginning of the implementation process, some of external stakeholders felt that the committee was duplicating their efforts. For example, in the committees efforts to communicate to the public why focussing on the development of the environmental industry was important proved threatening the Manitoba industry association felt threatened. This reaction was basically do to reasons associated with “turf” protection and a general misunderstanding of why the committee was taking such a approach. To mange this issue, several critical and strategic tasks were undertaken. The association was invited to the community to speak with the local industry, and the committee. Opportunities to create joint projects, where resources of both groups could be utilized to fulfill each others goals, was a strategy utilized. Interestingly the reaction of the association, in this instance, did not surface until the implementation stage, although representatives of the association were informed as to the direction of the committee at the outset.

As the implementation step was implemented and results evaluated, the promotion and communication of the results was important.

Ongoing community communication and promotion built confidence, fostered legitimacy and provided updates. This is important from a community point of view who want results and assurances that the public funds used for economic development are paying dividends. This is also important from an external promotion point of view in attracting more investment from various players because of the successful track record being established by the committee.

#### **4.5.1 What Was Required To Ensure Success of Stage 4**

- **Identification and Establishment of External Partnerships and Supporting Institutions.**
- **Ensuring other potential stakeholders are not threatened, but that resources are harnessed where possible.**
- **Support of Government Financing Programs**
- **Identification of available Financial Resources available and potential partnerships**
- **High profile local, provincial and Federal governments supporting and committing**

**to the initiative**

- **Internal and External Community Promotion and Image Building**
- **Committee members assistance for the guidance and implementation of projects**

#### **4.6 Stage 5: Monitoring and Evaluation Stage, Analysis**

Stage five of the community development process deals with monitoring and evaluating the actions of the committee, as well as the dynamics of the core committee

Evaluating the actions of the committee were undertaken utilizing both a short and long term approach.

The short term evaluation was solely based on achieving the implementation of the tasks identified in the first year of the strategic plan, and determining if the tasks implemented were successful in reaching their own specific goals. The long term evaluation was based on evaluating if the committee was moving towards achieving the vision and goals which were identified at the offset of the process.

The evaluation can be further broken down into achieving the principles of Community Economic Development. This evaluation was undertaken by the Triple S CFDC corporation, while the committee itself evaluated success solely on the success in implementing the specific tasks identified.

##### **4.6.1 Short Term Evaluation**

Triple S CFDC undertook the short term evaluation process by simply answering questions imperative to the process which included:

- **Was maximum community participation reached for the community development process?**
- **Did a leader(s) from the committee rise to the occasion and rally other members to take ownership of the initiative?**
- **Was ownership transferred from Triple S CFDC to the committee?**
- **Where both internal and external resources, both humans and financial leveraged to assist the tasks of the committee?**

- Was local stakeholder awareness raised as to the potential business opportunities and business partnerships?
- Where creative and innovative ideas generated by the committee?
- Where partnerships established with not only local businesses and organizations but external organizations?
- Was visible support generated from groups, organizations and businesses from outside of the community.
- Was the community, particular the local government, and indirect stakeholders made aware of the direction of the initiative and support given to the committee and it's initiative?
- Did the committee and the organization possess recent and relevant information required to make the proper decisions?
- Did external stakeholders provide assistance to the committee to achieve it's goals?
- Was participation of the members on the committee consistent with new membership being encouraged at all times?
- Are the actions of the committee raising the interest of other groups, businesses and industries?
- Is the community becoming recognized as a leader in the environmental industry field?
- Where the projects identified and did they produce the results anticipated?

This review was undertaken internally by the committee members. The positive responses to these questions revealed that the process was on track, with positive results.

#### *Short Term Evaluation - The Environmental Industry Committee*

1. *Planning and creating organizational capacity*
2. *MRM Industrial Training Initiative*
3. *Triple S Hog Waste Management Advisory Board*

4. *World-Wise 95 Manitoba Environmental Industry Trade Show and Business Conference*
5. *Relocation of Industries*

These positive results provided the incentive for the committee to continue with the planning its own initiatives. In doing so, the experiences gained by the committed provided insight and an advantage for the continuation of the project.

Initially the positive responses to these questions was sufficient for the Triple S CFDC to continue it's commitment in providing seed funding to the committee. Triple S CFDC realized the significance results that were accomplished.

The long term goals of this committee is for the region to become known as a centre for environmental industries in Manitoba. With the achievement of this goal it is envisioned that economic growth and development will be facilitated. This will not only benefit the region, but ultimately the province.

#### **4.6.2 Long Term Evaluation**

The long term anticipated results of the initiative were not specifically identified, although broadly understood by the community as jobs and businesses. The goal of positioning the region as a centre for environmental industries in Manitoba was identified as the end result leading from the successful implementation of the tasks.

The goal of luring industries to create jobs was a driving the committee. Many committee members felt that creating the foundation conducive to developing and attracting business investment should be laid first and that that the more tangible results would eventually become evident. Many members were cognitive that it is these results that were expected, but they were also realistic to understand that the sustainment and strengthening of existing industries and the development of an environment conducive to growth was paramount. Once this foundation was laid, focus to evaluate potential local business opportunities would produce the type of results expected from the general community.

The long term evaluation of the Triple S Environmental Industry Strategy cannot be undertaken at this early stage, but may prove to be an interestingly study if followed up on in the next several years, as the initiative continues to unfold and maintain momentum.



#### **4.6.3 What Was Required To Ensure Success of Stage 5**

- Appraisal of the short term tasks and projects detailed in the action plan
- Appraisal of the core steering committee operations
- Reporting results to local governments and stakeholders
- Internal and External Community Promotion and Image Building

#### **4.7 Stage 6: Continuations Stage, Analysis**

Stage six of the community development process entailed continuing the process started by the Triple S CFDC.

The evaluation undertaken during stage five would lead to the answering of the question, do we continue with this initiative? Upon deeper analysis though, several other key questions required to be answered before this primary question was answered. These questions can only be answered by the core committee members and include such things as; are the volunteers still committed to the project; do the volunteers have time to continue contributing to the process; and are the results significant to warrant the continuation of volunteer resources; on the committee.

For the Triple S situation, the core committee was very much motivated to continue with initiative, given the favourable results. Some members of the committee, although impressed with the results, were not as certain whether the outcomes of the initiatives posed significant rewards for their own businesses to continue sitting on the committee and volunteering their resources.

This feeling among some members, was not ignored, but rather, were asked to contribute their thoughts to the strategic planning exercise which would be undertaken again for the formulation of the second, one year action plan. The will of the committee would then dictate whether or not the strategy required altering to address the issues of some of the local players.

At this stage, the opportunity to elect a new executive was provided to the steering committee. This action would allow members of the existing executive to withdraw from their positions, if required for whatever reason, as well as other members on the committee to come forward and take the leadership role.

To continue with the process the committee must feel confident that it can sustain the commitment from the local stakeholders and continue to create partnerships on a widening basis.

The process and critical pre-cursors and principles outlined at the end of this Chapter maps the route to continued success. The referral to this and the reflection on what worked and what didn't will aid the committee in the future. The absence of some of these critical factors will flag potential obstacles before they become unmanageable and negatively affect the strategy.

The successful management of the issues which arise during the process will allow the strategy to gain momentum and grow. These issues have to be managed cooperatively by the development corporation and the leaders of the committee. Issues such as volunteer burnout, internal conflicts which may arise, inability to reach consensus, politics and power struggles will infringe on the process if not dealt with properly.

Continued stakeholder participation throughout the process is imperative, although maintaining the attention and drive of the volunteers proved difficult. To maintain high levels of involvement, active participation in decision making is important. Volunteers in the process must also be able to justify why they are involved on the long term basis. The strategy and projects being implemented must directly benefit the committee members, either financially or in another form of measurement. If this is achieved, involvement will be guaranteed, albeit to varying degrees. Realistically, this is why the stakeholders have come together. If these benefits are not evident, then obviously the strategy is serving another purpose, and not necessarily their own. This individualistic need must be balanced with the general need of the committee and the community.

To continue the momentum, the committee must have "large successes" in the immediate short term. For example, the accomplishment of the undertaking of Manitoba's Environmental Industry Trade Show, brought instant recognition and credibility to the organization. Local stakeholders benefited in varying ways, the community was the benefactor as being seen in light of a mentor of the environmental industry sector, creating greater awareness as to the advantages of the region for environmental industries to relocate, expand or start up, as well as heightened awareness as to the various business opportunities in the region.

#### **4.7.1 What Was Required To Ensure Success of Stage 6.**

- Opportunity to change the executive
- Fostering of members to sit on executive committee
- Recognition of volunteer efforts
- Starting the strategic planning exercise again
  - Identifying new stakeholders

#### **4.8 Analysis of Community Participation in the Economic Development Initiative**

Many community development practitioners revel in the fact that the community development process they undertake is “community driven” and “grass roots” oriented. When analyzing the Triple S situation, the phrase “grass roots initiative” be used to exemplify that the project was driven by the community. The terms “community driven” and “grass roots” invokes the ideas that everyone is involved and everyone is in support. This holds true at stage one of the process but by stage six the terms which should be used to exemplify the process undertaken are “active stakeholders” and “sector base driven”. These words more accurately reflect the process which took place. Practitioners who use the traditional broad definitions should consider to carefully choose the appropriate words in light that many citizens may be lead to understand this incorrectly, which will lead to false expectations.

For example, the community citizens invited to participate in the Triple S process were community citizens who have expressed a stakeholders interest. Simply stated there are citizens in the community which do not have a stakeholders interest, for whatever reason and simply cannot be bothered. Although they to are stakeholders, they have decided to take a non-active role, which is fine and should be accepted by the practitioner.

The group which is important to the development of the community development process are the active stakeholders. It was found that some of these active stakeholders not need necessarily be leaders, or champions, or advocates, they simply want to be involved in what is occurring, and contribute their knowledge in hopes of helping themselves and their community.

It was not the community per say which was involved in the initiative, but stakeholders directly involved in the environmental industry sector who have a direct interest in the proposed initiative in terms of potential impact it might have on them directly.

It was recognized that the community development process occurred more efficiently and was more focussed and produced the desired community results when the process was specific and sector driven, as opposed to broad and community driven.

Participation was more quality in nature than quantity as well. It was seen that at this stage, that this is were the intense work was undertaken. It was also found that the process became more credible in the eyes of the stakeholders, particularly government.

At each stage of the process, it was found that there were different degrees of community participation. There was greater community participation at Stage 1. Citizens also had broader community interests at this stage. Decreased community participation in the latter stages of the process was evident as well, although expected given the focus. The "ladder of citizen participation", described by Hodge, earlier in this practicum, can be witnessed when reviewing the Triple S situation.

For example, at the first step of the Triple S process the degree of participation can be termed informative and consultative, points three and four of the Hodge model. The exploratory and discussion stage represented the first level which the planning process was opened to the community. Citizen input was facilitated using other forms of communication such as surveys and public meetings.

As the Triple S process evolved, participation became more fine and focussed to a manageable committee number. The degree of participation also changed, referred to as the Partnership and Delegated Power phased of Hodges' Model. During the Action Stage, the committee was given the authority to develop and implement its own plan, upon approval of the CFDC board and eventually the local governments, which in most cases was an essential formality.

As the committee implemented the plans and produced favourable results, and as new projects were developed, the committee was slowly given more authority to develop management policies associated with the tasks that would be undertaken. This action is reflected in Hodge's model as the Delegated Power and Citizen Control aspects of community participation. The successes and the specialized knowledge of the committee were two major factors which lead to this type of community participation. The participants in the process clearly showed that they were informed, experienced, skilled and educated in the specific sector that they were building the strategy for. chemists, engineers, marketers, lawyers practicing environmental law, managers of environmental industries and pollution prevention officers are some of the volunteer participants who were involved in this process. These participants were the "leaders" of the sector for the region. In essence, the skill set of this group was far superior than the skill sets of the development corporation members. This leadership and the diverse specialized knowledge made the committee an authority on the sector giving it credibility more than any other group or organization in the region. Logically then, who

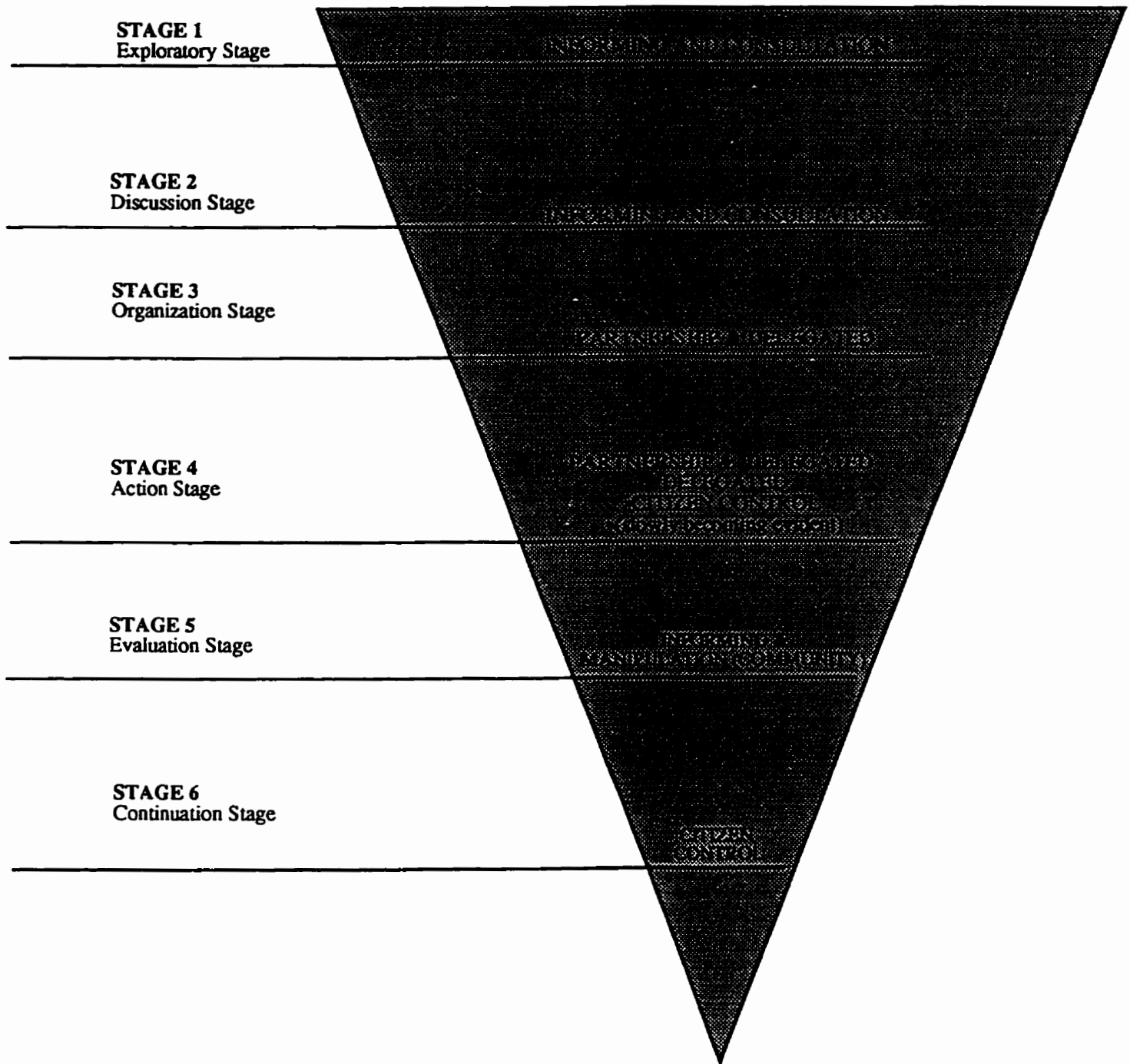
better to govern a project in all its policy and management aspects? This critical point was recognized by Triple S CFDC during stage six of the process. At this stage the participating members of the committee developed and fine tuned policies, and operating procedures of the committee, with the full support of the local stakeholders. Budgets responsibilities were transferred to the committee.

Stage 5 of the community process was one which involved public participation in the form of educating and informing the community as to the successes of the committee. This effort was undertaken not only to promote the strategy itself, but listen to suggestions and issues and rationalize to the community why specific projects were being undertaken.

A summary of how the different degrees of participation were invoked as the process evolved is found on the next page, Figure 5.0.

# The Community Degree of Participation Process Triple S Environmental Industries Initiative

Figure 5.0



## **SUMMARY OF FINDING FOR THE EI COMMUNITY DEVELOPMENT PROCESS**

**Figure 6.0**

<b>THE PROCESS</b>	<b>NECESSARY COMMUNITY DEVELOPMENT PRECURSORS AND KEY PRINCIPLES IDENTIFIED</b>
<b>STAGE 1</b> <b>THE EXPLORATORY</b> <b>STAGE</b>  <b>AND</b>	<ul style="list-style-type: none"> <li>• <b>Leadership</b> from an existing, proven economic development corporation and CDO</li> <li>• <b>Community Participation</b> utilizing various participation techniques.</li> <li>• <b>Appropriate organization(s)</b> to undertake and facilitate process mandated by government, preferable local, to undertake the community development process.</li> <li>• <b>Seed Funding</b> to initiate the process from private, public or other potential partners</li> <li>• <b>A conducive government environment for economic development</b></li> <li>• <b>Learning and adult education</b></li> <li>• <b>Access to historical, current and complete information</b> on the socio-economic characteristics and complete inventory of the community</li> <li>• <b>Access to current and complete research information</b> on the specific economic development opportunities at the local, national and international level.</li> <li>• <b>Complete community needs assessment</b></li> <li>• <b>Massive community wide communication</b></li> <li>• <b>Maximum community participation</b></li> <li>• <b>Preliminary Consensus</b> on community direction</li> <li>• <b>Strong community leadership</b></li> </ul>
<b>STAGE 2</b> <b>THE DISCUSSION</b> <b>STAGE</b>	<ul style="list-style-type: none"> <li>• <b>Access to historical, current and complete information</b> on the socio-economic characteristics and complete inventory of the community</li> <li>• <b>Access to current and complete research information</b> on the specific economic development opportunities at the local, national and international level.</li> <li>• <b>Complete community needs assessment</b></li> <li>• <b>Massive community wide communication</b></li> <li>• <b>Maximum community participation</b></li> <li>• <b>Preliminary Consensus</b> on community direction</li> <li>• <b>Strong community leadership</b></li> </ul>
<b>STAGE 3</b> <b>THE</b> <b>ORGANIZATIONS</b> <b>STAGE</b>	<ul style="list-style-type: none"> <li>• <b>Access to, current and critical research and information</b></li> <li>• <b>Stakeholder Participation</b></li> <li>• <b>Formation of a strong steering committee</b></li> <li>• <b>Identification of a strong chairperson</b></li> <li>• <b>Continued education, promotion and “selling” idea</b> to the general stakeholders</li> <li>• <b>Identification of external stakeholders to form partnerships</b></li> <li>• <b>Identification of the Economic Opportunities,</b></li> <li>• <b>Identification of the resources</b></li> <li>• <b>Positive stakeholder attitude</b></li> <li>• <b>Stakeholder consensus building</b></li> <li>• <b>Continued seed funding</b></li> <li>• <b>Local government input and support.</b></li> </ul>

## **SUMMARY OF FINDING FOR THE COMMUNITY DEVELOPMENT PROCESS**

### **THE PROCESS**

### **NECESSARY COMMUNITY DEVELOPMENT PRECURSORS AND KEY PRINCIPLES**

#### **THE COMMUNITY PROMOTION AND APPROVAL PROCESS**

- Community accountability
- Effective communication with the public at large
- Getting the media on board to promote the initiative.

#### **THE STRATEGIC PLANNING PROCESS**

- Integration between economic, social, cultural, and environmental issues
- Participation and involvement of both internal and external stakeholders
- Preliminary goals ,objectives and tasks identified and ranked.
- Objectives and tasks set for fiscal year
- One year plan approved by community stakeholders and local government
- Lobbying, consensus building and obtaining commitments

#### **STAGE 4 THE ACTIVITY STAGE**

- Establishment of External Partnerships and Supporting institutions
- Harnessing resources of all stakeholders
- Support of Government Financing Programs
- Identification of available Financial Resources
- Senior governments supporting and committing to the initiative
- Internal and External Community Promotion and Image Building
- Committee members assistance

#### **STAGE 5 THE MONITORING AND EVALUATION**

- Appraisal of the short term tasks and projects detailed in the action plan
- Appraisal of the core steering committee operations
- Reporting results to local governments and stakeholders
- Promotion of the achievements of the initiative to the general public
- Internal and External community promotion and image building

#### **STAGE 6 THE CONTINUATION STAGE**

- Opportunity to change the executive
- Fostering of members to sit on executive committee
- Recognition of volunteer efforts
- Starting the strategic planning exercise again
- Identifying new stakeholders / Actions / Resources



**SUMMARY OF FINDING FOR THE COMMUNITY DEVELOPMENT PROCESS****THE PROCESS****NECESSARY COMMUNITY DEVELOPMENT PRECURSORS AND  
KEY PRINCIPLES****STAGE 6  
THE  
CONTINUATION  
STAGE**

- Opportunity to Change the executive
- Fostering of members to sit on executive committee
- Recognition of volunteer efforts
- Starting the strategic planning exercise again
  - Identifying new stakeholders / Actions / Resources

## **Chapter 5: Conclusion**

### **5.1 Introduction**

Overall, the Triple S situation portrayed many of thoughts and insights which practitioners have witnessed and recorded about community development. It was found that the community development process embodies many of the themes summarized by Schneider, 1996: Community determines it's own needs, is an empowering process, looks inwards for solutions, utilized local knowledge, involves participation of the community, and regenerated the essence of the community.

The Triple S situation resembled the six stages of community development put forward by William and Loureide in 1965. This was not intended at the outset, but occurred naturally. The availability of the process, already mapped out by practitioners, helped guide the Triple S initiative.

The final chapter of this practicum will summarize the lesson learned and glean information that can be used by economic development practitioners in an attempt to further understand the dynamics of community planning.

The analysis undertaken in Chapter three will be categorized under three headings: What was consistent with literature and theory of the Triple S Situation; What was unique to the Triple S Situation; what was unexpected; and what was the defining moment of the Triple S Situation?

In addition, the questions posed in the introductory chapter of this practicum will be answered:

1. In the growing field of community economic development, what are the emerging roles and changing situations the planning profession are facing?
2. What are the roles of the stakeholders in the community planning process?
3. What are the key planning issues, conditions and precursors necessary for the successful development a Community economic development strategy?

### **5.2 What Was Consistent With Literature And Theory Of The Triple S Situation?**

#### **5.2.1 At Stage One: The Exploratory Stage**

##### **5.2.1.1 Presence of a well organized community development organization.**

From the Triple S CFDC experience, the will to undertake an intensive community initiative was the immediate development corporation for the region. Without the presence of this federally funded corporation, and their undertaking of the first two steps in the community development process, this strategy would not have been identified, developed or implemented. Triple S CFDC acted as the stimulus for this to occur providing resource assistance and significant seed funding to ensure the development of the strategy.

The existence of Triple S CFDC was a critical element in organizing for community economic development. The advantages which Triple S CFDC offered included the human resources; established contacts and networks in the socio-economic community; and the knowledge of the location of resources be it human, financial or other as required. These aspects were critical to the community development process.

This pre-cursor has been recognized by the planning literature and was present in the Triple S situation.

#### **5.2.1.2 Current and Relevant Information is critical**

The development and implementation of this initiative showed that the practitioner should be aware of the dynamics and socio-economic aspects of his or her community. Relevant and current research and information gathering is the crucial foundation on which the strategy is built, and development opportunities identified.

The practitioner should be aware of the dynamics shaping the global economy that have an impact on the community and offer potential development opportunity. These include sunrise and sunset industries, emerging business sectors, needs of businesses, industries legislation and policies shaping the manner in which businesses within the community do business.

#### **5.2.1.3 Learning and Adult Education**

It was shown, as the planning literature indicated, that learning and adult education as part of the development of the community's human resources is imperative. The education of the community and the economic development process was closely intermeshed. In most instances ordinary citizens had limited knowledge of community development. For the community development initiative to take shape and be fully supported by the community, they had to be educated on the dynamics and the thinking process behind community development. At times the group chosen to undertake a the

community initiative became bogged down because of this misunderstanding. In, addition involving citizens in a community economic strategy for a particular economic sector of the community involves educating them on the dynamics of that sector be it tourism, environmental industries, hog farming, or others. Without this knowledge strategies cannot be developed and decisions cannot be made properly.

It was found that although this might be time consuming, this education was essential and added value to the process throughout all its stages. As well, the end result was more meaningful for all those involved. Practitioners must realize that this precondition represents movement towards achieving the final goal, even though at times the community wants immediate results, making the goal more difficult to realize.

#### **5.2.1.4 Identification of a community vision and goals**

Without a community supported vision and goals the community development process is restricted. The community vision and goals are statement of what the community want to achieve. At the beginning of the process, the priorities of the Triple S community were identified and were later translated as the vision and guiding goals. General consensus on these priorities is imperative. The forces of change, threats and opportunities which will shape the community were also identified. This was required to identify what is appropriate and do able given the circumstances.

### **5.2.2 At Stage Two: The Discussion Stage**

#### **5.2.2.1 Community Participation**

Community participation and involvement, at every stage of the process is essential. A broad and community wide strategic planning project was an essential part of the planning process. This is where the community first started their journey. The involvement of many people during the process and the identification of key stakeholders for specific economic development strategies were key critical ingredients. Input, feedback, and communication is essential at every step. Equally important was the ability for the participants in the process to take ownership and direct the project. This importance is also recognized by the planning literature.

Issues revolving public participation in the EI process also mirrored what other planners have witnessed. Other commitments or plain cynicism, are only a few of the reasons why sometimes the public does not get involved in a community process. This non involvement does not necessarily mean a non interest by the community though.

### **5.2.3 At Stage Three: The Organization**

#### **5.2.3.1 Stakeholder Involvement**

The starting point of developing the specific strategy was the involvement of key stakeholders invited to participate and provide input in the process. Utilizing the “stakeholder” strategic planning process was essential and identifying the, “leaders” and “champions” proved to be the fuel which drove the initiative. Identifying the core committee or stakeholders who will eventually take ownership from the development agency also proved to be essential. These stakeholders involved which were comprised of the local environmental industry sector, were the most knowledgeable, skilled and experienced people in the community .

The planning literature (Forester) identified that participation in the planning process peaking at the early stages and wanes at times based issues which arise during the process and the manner in which they are dealt with. Forester also believed that the ability for citizens to be involved and understand the process is important. In both instances, the Triple S EI initiative reflected these comments. It was found that citizens who were able to grasp the process, maintain an open mind, able to utilize their creativity and adequately dialogue and believe in the democratic and consensus process where the type of citizens which positively contributed. This resulted in the process moving along progressively. The lack of theses qualities in some citizens at times slowed down the process and was addressed through educational support. Despite this issue, the initiative carried on with consensus of the majority of citizens.

#### **5.2.3.2 Identifying Leaders**

It was found that it was in the best interest of the practitioner to spend time in courting and developing leaders to direct the initiative. This was done by, sharing critical information, obtaining input and direction, asking them for advice, and nurturing them along the process. Although time consuming, it was important. The strengths of these champions directly reflected on the how the various issues that arose during the process were dealt with.

### **5.2.4 At Stage Four: The Activity Stage**

#### **5.2.4.1 Focussed Strategic Planning**

The formulation of a detailed concept and action plan, also referred to as a strategic plan detailing the vision, goals, objectives, participants time frames, and areas of financing is an essential vehicle to communicate the strategy to the community and all stakeholders.

Plans to identify the goals, objectives and tasks of the initiative was imperative.

For the community initiative to take root and have effect, community leaders were exceptional thinkers. They were able to integrate a considerable amount of information about the community's value system, and about the internal and external socio-economic threats and opportunities that face the community. Community leaders must be able to realistically assess the communities strengths and weaknesses. They must be able to think strategically, adapt quickly and be resilient during turbulent times if they are to address community strategies successfully.

#### **5.2.4.2 Creativness and Innovation**

Once the core committee made strategic choices, the committee as a whole demonstrated creative thinking on how to tackle community initiatives. Creativity and strategic planning were intertwined forming an atmosphere of interaction and open dialogue with community members. A willingness and an open mind to listen to each others needs and issues was exemplified by the committee.

In today's competitive environment, creativity is an underlying factor in achieving success. For example, community rooted tourism development strategies thrive throughout North America. The innovative strategies will distance themselves from other ordinary strategies.

The planning literature recognizes that creativity is the generation of new ideas, but in order to implement the ideas innovation is required. This attribute was also evident in the Triple S EI initiative with the formation of partnerships and the finding of resources through various approaches to ensure implementation. The Triple S Committee proved to be high on both risk taking (innovative projects) and creativity. These two attributes lead the committee in being highly innovative. This suggests that inaction is intolerable and that innovation is required within communities. Communities will not move forward positively unless provided with continued strategic thought and creative idea generation. Decisions need to be made, and action is needed to change current circumstances to do something deemed more acceptable. This requires the act of innovation. Innovation is something that is not necessarily akin to any community. It usually occurs in circumstances where a community is driven to create change.

#### **5.2.4.3 Networking and Establishing Partnerships**

Networking, establishing partnerships, promoting and lobbying local and external stakeholders were all imperative to the Triple S process. The formation of partnerships included making contacts with other economic development organizations at all government levels, key economic sector organizations such as tourism, industry, small and large businesses and industries, financial houses and banking institutions, trade associations, consultants, universities and other education providers and institutes, technical and research institutes, and the school division. The greater the number of support groups, partnerships and alliances developed the greater the ability of the economic development group to achieve its goals. This was determined as an important ingredient to ensure success. The building of bridges which lead to the sharing of resources are results of the practitioner undertaking this intensive initiative.

#### **5.2.4.4 Availability of Financial Resources and Government Programs**

The availability of financial resources from Triple S CFDC, the local stakeholders, external stakeholders, and government played the most important role in the process. Without financial resources success is minimized, or takes longer to achieve.

The availability and support of government programs at all levels is another key component of successful economic development initiatives. Resources, in its most broadest definition, at the local levels in most cases are lacking. Resources to simply put together a business plan, or to build a large community infrastructure are often available through government programs in varying degrees, because of this need.

### **5.2.5 At Stage Five: The Evaluation Stage**

#### **5.2.5.1 Effective Communication with the Public at Large**

Maintaining effective communication with the public was imperative for the community initiative, though complete community wide communication may not be achievable. Mechanisms to ensure open line of communication with the community at large were recognized as important issues by the EI committee. This is essential in order to ensure that when major decisions are made that will affect the entire community, that the public is aware of them.

#### **5.2.5.2 Appraisal of Action Plan**

In any economic development action plan there should be an appraisal process evaluating the goals, objectives, constraints, opportunities and the tasks selected for realistic evaluation. This was done in the Triple S situation, and in doing so, assisted in

communicating the strategy and its results to the stakeholders. It also proved beneficial in encouraging the financial stakeholders to continue supporting the activities of the committee because of the positive results.

## **5.2.6 At Stage Six: The Continuation Stage**

### **5.2.6.1 Local Control**

The analysis of the EI initiative found that local autonomy was important in the decision making process and that the control must rest within the community. This proved difficult because of the influential external stakeholders. These external stakeholders represented resources to the committee and affected the committees operations in terms of maintaining control of some projects because of the conditions attached to the resources provided. It was also found that the lack of local control lead to the waning of participation and that the practitioner is found planning with the outside decision makers as opposed to the local players.

## **5.3 What Was Unique to the Triple S Situation?**

### **5.3.1 The Environmental Industry Strategy**

There is not one single way to undertake an economic development initiative, there are several. Of these several ways, there is none which is right or wrong, but rather one which is more suited than the other. This depends on the dynamics the practitioner works within. An increase in the resources available may have allowed this strategy to take another course. A limited community consultation process may have altered or elongated the process identified. The announcement of a key government program which would augment the community initiative may have provided a different stimulus to take the projects and strategy in a different direction. The absence of a leader(s) may have stagnated the process, or the presence of a greater leader may have resulted in a different outcome.

There are many ways for a person to reach the Triple S Community from the City of Winnipeg. Each way or direction will eventually get you there. Similarly holds true for mounting a community development initiative.

It is important to recognize that these steps highlighted are relevant to the Triple S Environmental Industry Strategy, the people involved in the process, and the community for which the strategy was developed. The duplication of this process in the development and implementation of a different economic strategy for another



community, or for that matter for the same community, may not guarantee the same results. Various dynamics can have varying effects on the community development process.

The newness of the environmental industry sector and the knowledge gap between the stakeholders and the understanding of the uniqueness of the industry were important obstacles to overcome. This was imperative for the further development of the strategy. The lesson learned was that communities should be a pro-active in evaluating the impacts and opportunities of new and changing economic environments which the community will eventually face. By taking this approach, the EI committee and the Triple S Community became recognized as leaders in this sector, resulting in recognition and further potential business opportunities.

### **5.3.2 Existence of an Economic Development Corporation, Triple S CFDC**

The existence of Triple S CFDC allowed the opportunity for the community to make a commitment to coherent, long term planning and implementation process for community development. Financial resources, coordinating resources and staff support are just some of the benefits which aided in the development of the strategy. In community development a pro-active approach opposed to typical reactive approach to planning situations that arise within communities is now probable.

### **5.3.3 Seed Funding and Financial Resources**

Although not unique to the planning literature, the availability of seed funding and financial resources was placed under this category to emphasize the importance of this planning issue, which often in the planning literature is mentioned only in passing. Any plan must have teeth to implement the initiative. Seed funding and sometimes longer term support funding from government and the involved stakeholders is mandatory. Community economic development is a costly venture. Without financial resources to implement the vision the "bus" is not going anywhere.

Identifying funding for the environmental initiative was one of the more difficult tasks to undertake, for even well intentioned and community supported initiatives and strategies

### **5.3.4 Open, Non-elitist And Representative Committee Structures**

Planning literature suggests the same "community leaders" participate in the various strategies and community committees. It is not uncommon for one committee member to be members of two or three other CFDC committee's. The planning literature also

suggests that it is imperative that the process avoid community management structures being monopolized by the same group of people all the time. This often occurs in smaller rural communities, where the “movers” and “shakers” sit on all the community committee where decisions are made. Due to the nature of smaller rural communities, such scenarios are unavoidable and at times create a resentful attitude by those that want to participate but don’t because they are not part of the “movers” group. This was evident in the process, and supported by the planning literature reviewed. Due to the fact various committee members sat on two or three other committees, a cross fertilization of ideas occurred which enhanced local partnerships. Where the goals of local committee met, it was found that the partnering and sharing of resources ensued.

### **5.3.5 The “Window”**

The implementation “window” is an aspect which can either catapult the initiative into implementation, or stagnate it. The window can be identified as a point in time in which the conditions for capitalizing on an opportunity are ideal. The conditions can be identified as political, economic, social or in this case environmental in nature.

The practitioner must recognize that the community development process is embedded in the political process. This is part of the environment in which the practitioner works within, and should be used to his/her and the respective communities advantage. A window for obtaining resources and support was made available to the community because of the existence of influential Provincial and Federal Cabinet Ministers who were representatives of the region.

Projects which put local members or parliament, either at the local, provincial or federal level in good light (creating employment and businesses) are those projects which may receive funding, if lobbied intensively. The coming of elections reflects this at it’s peak.

### **5.3.6 Local Ownership of the Initiative**

It is important to note that the ownership of the EI initiative did not lie in the hands of the Community Development Corporation, but in the hands of the environmental industry committee comprised of local stakeholders. As shown in the analysis of this practicum, it was found that the Triple S economic development strategy was managed by the steering committee mandated to develop the initiative. Critical decision making was made by this group. it is also important to reaffirm that this management and ownership took time to establish, as the credibility of the committee grew.

### **5.3.7 Inter-Community Collaborations**

Area wide or inter-community collaborations proved to be beneficial to the Triple S community economic development process. In many instances inter - community collaborations made economic sense. The combining of the efforts of different committee's within the region who had similar objectives proved beneficial.

The saying that "markets know no boundaries" holds very true. The tourism, industrial the business market place do not distinguish between municipal/community boundaries. The Triple S community shared socio-economic characteristics making collaboration not only appropriate, but mandatory if the economic initiative was truly to be successful.

Increased resources, participation, knowledge, experiences and ideas are just some of the end results if such an approach is taken. Although this regionalism approach has been identified as important by theorists, this particular strategy was unique to the described process.

## **5.4 What Was Unexpected And Was The Defining Moment Of The Triple S Situation?**

### **5.4.1 High profile local governments supporting the initiative**

Besides their presence as visible organizations, it was found that the support of government(s) played a high profile component of the economic development initiative.

The public in many instances voiced their opinions for the need of governments to create jobs, at all political levels. For the most part the priorities of both Federal and Provincial governments have been set by the demands of the public. This is found to be at a less extent at the local government.

The Triple S situation was unique in that the Minister of Western Economic Diversification was the member of Parliament of the region. Western Economic Diversification is a federal government department mandated to promote the diversification of the Western Economy in an effort to stimulate employment and business opportunities. The Triple S initiative was identified as a vehicle to facilitate the mandate of the Federal Government, and with the local member of parliament in charge of the department obtaining the attention and financial resources , the Department was less difficult to access. Funds for projects were not difficult to find. The absence of the

minister and member of parliament would have diverted millions of dollars to other communities.

#### **5.4.2 Crises**

With the formation of the steering committee and the identification of its goals and objectives, opportunities to address local environmental concerns were probable. At times throughout the process these concerns drove the direction of the committee.

Crisis such as hog waste, soil contamination, over consumption of resources (hydro, water), derelict commercial areas and other calamities were at time predominant factors in propelling the committee to undertake specific community economic development initiatives. In many instances, the availability of resources and dollars were found in these "crisis" areas. The development of the strategy and the undertaking of projects was influenced by the availability of these resources.

#### **5.5 Summary**

These lessons learned and described in this chapter are the precursors which were identified as key to the Triple S situation. A summary of all the lessons learned and pre-cursors are found at the end of chapter three for information.

Although these precursors are important to understanding it would be foolish to conclude that the presence or absence of these variables will or will not lead to a successful economic development initiative.

#### **5.6 Role of the Planner**

In the growing field of community economic development, what are the emerging roles and changing situations the planning profession are facing?

This was one of the questions posed at the beginning of the practicum.

In reviewing the roles of the practitioner throughout the initiative it was determined that the community development practitioner is continuously asked to possess skills, outside of their traditional roles.

A review of the roles undertaken by the practitioner in this process, and a brief example will further illustrate this point.

**•An Environmental Industry Economic Sector Specialist**

The practitioner, for this particular strategy, was asked to research, analyze and formulate preliminary discussion ideas on the trends, needs, issues of growth and development and potential areas of opportunities of this sector. The practitioner must become one of the “players” in participating in the activities this sector engages in order to stay on top of activities.

Practitioners must become “experts” of the specific sector(s), ie. tourism, environment, small business, in which the strategy is to be developed. Without this specialized knowledge the ability to direct and aid the committee is minimized.

**•Marketer and Communication Specialist**

For this initiative the practitioner was called upon extensively to develop promotional literature and marketing products, utilizing the latest in computer applications, data bases. The practitioner needed to identify target audiences and to communicate direction and information to the various community players throughout all of the steps identified.

**•Program and Project Administrator and Manager**

Project management, is important to keep the initiative on track. Arranging meetings, calling volunteers, mailing information packages, setting deadlines, allocating funds, keeping budgets on track, and other administrative and managerial skills are essential for success. These time consuming skills were taken on by the community development coordinator.

**•Business Plan Development Specialist**

The strategic plan developed is essentially a business plan which evaluated the feasibility of undertaking the initiative. Managing and integrating the critical information provided by the committee and combining this with other sources from internal research and external information all lends to the development of a comprehensive business plan, used to optimize the decision making process. The who, what, when, why, results, and parameters were all part of the contents of this business plan which was assembled by the practitioner.

**•Proposal Writer**

The development of concise, detailed reports, utilizing proposal writing techniques oriented in a manner supportive of government approval was an essential skill required.

Proposals submitted to government programs, government departments and other stakeholders was an essential skill that the coordinator required to ensure success.

•*Lobbyist and Fundraising*

One of the more essential skills that the practitioner utilized in the community development process was the ability to lobby the different levels of governments, industries and associations for resource assistance.

•*Researcher and analyst*

Throughout the process, the practitioner was called upon to conduct research on the social and economic characteristics at the community level, developing socio-economic profiles, assessing development opportunities, assessing present and future trends at the local, provincial national and international level.

•*Motivator*

Stimulating the interest of potential stakeholders and encouraging the local governments and the members of the economic development corporation to understand the importance of community development and the environmental industry strategy, proved to be one of the more intense roles of the practitioner. This is particularly true at the outset of the initiative when the educational component commenced.

•*Facilitator and Consensus Builder*

Part of the job skills required by practitioners is the ability to facilitate discussion and build consensus among the myriad of players. In most instances players involved in the process each have their own agenda and opinion on how things could be done. The delicate management of these opinions can prove to be challenging. This skill is in more in demand at the outset of the process, again when the strategy is still being developed and ownership has not yet transferred to the chairperson or the leaders of the group.

•*Strategist*

An essential skill that the practitioner must possess is being able to stay ahead and predict the actions of the various players, and positioning the board as best possible to react to the events. Knowing how stakeholders and groups will react and preparing for a reaction before the event occurs is key to keeping the initiative on track.

The many roles identified here can be explained by understanding that the dynamics in which the practitioner works within. These dynamics are very broad. In addition, the

resources available to the practitioner are limited and in the case of triple S CFDC, continually diminishing. Many of these roles are thrust upon the practitioner by the committee, because of his/her general skills. Practitioners who strive to be generalists will be best suited for the role of a community development officer.

### **5.7 What Roles Did the Stakeholders Play?**

This section will put forward an analysis of the roles of the stakeholders, and their respective limitations and constraints as identified in the Triple S situation.

The identified stakeholders include: Triple S CFDC: the Corporation, Triple S CFDC: the Staff, the Triple S Environmental Industries Committee, The Chair of Triple S Environmental Industries Committee, The Local Government Provincial and Federal Level of Government Departments and outside stakeholders.

Each person, organization and participant in the identified process, from the first stage to the last, played their own role in the community development process. In some instances the roles of a participant allowed for the progression of the initiative to the next step, while other participants on the committee played a role to reflect different opinions and directions which were not as evident. It was also found that the roles of the participants changed and altered as the process evolved. For example the torch of the champion was transferred from the Development Corporation to the Environmental Industry Committee and to the Chairperson. This occurred somewhere between the third and fourth stage. This was possible because of the existence of strong leadership of the Chairperson and the Committee. Without this strong leadership from the committee, this transfer may have taken place in the later steps, or possibly not at all. This would have marked a failure in the initiative. Interestingly, if the leadership was more evident in the beginning of the process, step 2, this may have been more beneficial to the overall process, making it progress more rapidly towards the Action Stage.

Similarly the roles of catalyst and consensus Builders were transferred from the economic development corporation to the Environmental Industry Committee and to the chairperson. This transfer was not done in an official manner, but rather in a very subtle way. More intense and spirited discussions, consensus building amongst committee members without the management of the development corporation, and providing direction to the staff of the development corporation as to what was to be done next., as opposed to the staff providing the direction were some of these indicators.

The development corporation continued to play the role of a catalyst, consensus builder, and strategy champion. As the steps progressed these roles became minimized. The committee took ownership of the strategy, as opposed to Triple S CFDC.

The Action stage, brings forward to light a very interesting lesson. The most active involvement and the greater roles and responsibilities taken on by the committee members and the chairperson came during this step.

The Action stage does not represent a single moment in the strategy, but several moments directly related to the implementation of the several tasks and projects that were put into motion.

Maximum participation and involvement of the stakeholders was recorded at this stage primarily because this is when help was most required by the economic development corporation, and some committee members responded to this need. This step also helped identify the “roll up the sleeves volunteers” from the “show up every month volunteer”. Although understanding the importance and limitation of volunteers is essential by a development corporation, limitations to what can be accomplished by the committee is directly related to human resource support of the volunteers.

The players in which their roles remained relatively constant included the local government, external stakeholders and the provincial and Federal levels of government. For most of the process, these players maintained the steady role of resource and information and input providers, providing their guidance, opinions and experience in the development of the strategy. The most significant change in their roles were identified in the Action Stage. At this stage, the implementation of specific projects created movement by these players primarily due to these players legitimately wanting to assist the community in its strategy, but more specifically aid in the implementation of the focussed projects, which either fit the government funding programs available or augmented the needs and mandate of the players.

In some instances projects became the vehicle for politicians to promote and publicize their policies and showcase their involvement and partnership in the implementation of an initiative that would benefit the environmental industry.



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## **APPENDIX 1.0**

**Triple S CFDC  
Environmental Industry Initiative  
Action Plan Summary**

**For Development of the Local Environmental Industry  
A Summary of Strategies & Recommendations on  
Possible Actions for Development**

Prepared by



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## **1.0 EXECUTIVE SUMMARY**

Over the past three years the Federal and Provincial levels of government have undertaken and facilitated strategic environmental industry sector forums. Dialogue and consultations took place in partnership with the industry, associations, and other stakeholders. The focus of these forums were to develop a preliminary action plan and strategy for the development of this sector. An important component of these forums involved an opportunity for industry, industry associations and government to work in partnership to identify the challenges facing the sector.

The potential for massive export and domestic growth spurred by increased commitment to sustainable economic development and positive legislative developments has lead to environment industry being positioned to become one of Canada's leading growth industries. The importance of these sector forums and the involvement of the various players is crucial to achieving this potential.

The following document will provide a brief review of the strategic direction of the environmental industry sector in Canada, Western Canada, Manitoba and the Triple S Community of Manitoba. This review has been limited to the review of the following documents:

1. Western Provinces, Environmental Industries Business Development Study, Main Report, (W.E.I.S.), January, 1993
2. Environmental Industry Strategy for Canada, Industry Canada, September, 1994
3. "Capitalizing on Emerging Opportunities", Environmental Industries Sector Forum, Summary of Discussions, February, 1995

This proposal will try to formulate what can be done immediately in the Manitoban environmental industry field in order to continue to build the momentum which has been developed and position the province of Manitoba as a leader in this sector.

The recommendations highlighted herein are based solely on the opinions of Triple S CFDC. These opinions stem from close dialogue and networking with environmental industries in the Triple S Community and with industries from abroad partaking in association activities, and being cognitive of activities and initiatives that are or have been undertaken by the various players in the environmental industry.

It is important that key stakeholders such as the Manitoba Environmental Industry Association, and the Provincial Department of Industry Trade and Tourism (Environmental Industry Initiative) be consulted to truly formulate a direction in which all players will support and lend their limited resources to. Through the sector forums industry has spoken and provided input and feedback on how to approach the



challenges to develop the environmental industry in Canada. The suggestions put forward can only be achieved through partnerships with all stakeholders, particularly with key government departments.

One of the key findings of the literature review is that there is no lack of creative and innovative ideas on how to tackle the challenge of positioning Canada to reap the potential socio-economic and environmental benefits of this growth industry. Rather, two potential obstacles for the development of this sector have been identified. A lack of coordination among the different players, and secondly limited available resources dedicated to truly take on these challenges in a very aggressive manner. This has lead to a possible lack of implementation of many of the initiatives which have been identified throughout the various sector forum, studies and surveys.

Although these obstacles have been identified, they are not necessarily uncommon at this stage in the development of the environmental industry. Each level of government, organization or stakeholders is presently in the process of developing their own specific strengths, independently from one another. This seems to be a precursor, before there can be a coming together of players. This coordination will come over time and may be quickened if nurtured, by a leading government organization like Western Diversification. It is also important to note the synergy that has been created by various stakeholders for specific projects such as the formation of CETAC, the hosting of the Canadian Waste Management Conference, and the development of Canada's first Environmental Industry Cooperative Education Program. Opportunities for increased synergy exist.

### **Recommendations**

The following recommendations have been put forward by Triple S CFDC solely on the basis of a literature review, a cognitive awareness of what has been occurring in the environmental industry field, and should not be limited to.

- 1A. That key stakeholders in Manitoba gather over a short period of time, possibly during World Wise 97 in Selkirk, Manitoba, to:
  - a. assess what has been accomplished over the last three years;
  - b. promote each others areas of focus and initiatives and specific action plans;
  - c. determine how the resources of each player can be harnessed in specific areas of focus, ie training, marketing.....;
  - d. to avoid duplication, and encourage cooperation;
  - e. identify initiative(s) where collaboration and cooperation can be undertaken to implement specific projects, ie. a Manitoba based information clearing house, a provincial marketing strategy.....;
  - f. Evaluate the merits of establishing networks of "Environmental Industry Working Committees" throughout Manitoba, based on sectoral and

**g. to evaluate and put forward recommendations on how Manitoban companies can better promote themselves at international events such as trade shows and conferences.**

- 3A. That the different levels of government and respective stakeholders provide assistance and resources to the organizers of World-Wise 97 to bring an international flavour to the event, ie. having specific organizations provide information and trends on global environmental market opportunities such as CIDA, Global Environmental Protection Agencies, Global Environmental Industry Associations.... as identified by industry representatives.
- 3B. That the various levels of government provide assistance to the organizers of World Wise 97 to ensure that the national and international market place is aware of the specific technologies, products and services that provincial industries have to offer. There are major strengths in the province, these strengths should be trumpeted, ie. in Selkirk, the Manitoba Rolling Mill, in Pinawa, AECL research facility and in Pine Falls, Abitibi Price.....These are the keys to drawing international markets. The potential to build this Manitoba event into something similar to the International Environmental Industry Trade Show, Globe, exists. Improving access to the domestic and global market is of importance to environmental companies.

4. That the province of Manitoba position itself as a leader in the Environmental Industry sector by aggressively tackling the establishment of an "Information Clearing House" as has been identified by a majority of the sector forum participants, specifically as summarized in the W.E.I.S. report. A concept paper outlining how this could be done should be undertaken.
5. That Western Diversification look at providing resources for the further development of the pilot project to diversify the economic base of the Triple S Community of Manitoba and establish itself as a centre for environmental products, service and technologies. The successful implementation of this model could be used to assist other communities around Canada which have similar strengths in key areas of the environmental industry.

## **2.0 BACKGROUND INFORMATION**

### **2.1 Defining the Environmental Industries Sector**

The government of Canada as well as the government of Manitoba both recognize the importance of a world-class environmental industry that can offer new business opportunities, high value added exports, new and innovative technologies and new jobs while directly tackling environmental challenges, (Manly, Copps, Federal Government of Canada 1994). This has been reinforced by the following statement made by the Prime Minister of Canada, the Honorable Jean Chretien:

*"The environmental sector offers one of the greatest opportunities for technological innovation that the world has ever seen. Canada needs a guiding vision to develop our "green" industries."*

So exactly what is this sector that has so much potential? The environmental industry is not easily defined. It covers a broad range of industrial sectors. Although many products and services are "environmental" in nature, ( pollution monitoring devices, recycling industries) other products and services which we might consider to be "environmental" span a broad range of industrial sectors. Some items - such as the pipes in a sewage treatment plants may be used largely albeit not exclusively for environmental purposes. Some services - Automobile muffler shops for example may reduce the environmental concern-noise pollution- but most observers would not consider these to be primary environmental businesses. There are four primary environmental industries classifications which include:

#### *1. Dedicated Environmental Technologies, Products and Services*

Environmental industries are companies dedicated to supplying ENVIRONMENTAL TECHNOLOGIES, PRODUCTS AND SERVICES. They are companies dedicated to SOLVING ENVIRONMENTAL PROBLEMS RELATED TO WATER, AIR, SOIL QUALITY, MUNICIPAL AND TOXIC WASTE SYSTEMS.

- Companies involved with environmental training
- Companies involved with environmental impact assessments
- Companies involved with spill clean ups
- Companies involved in the treatment of water
- Companies involved in reducing air emissions, or air treatment
- Companies involved with solid waste handling
- Companies involved with non-hazardous recycling
- Companies involved with environmental monitoring
- Companies involved with environmental research
- Companies involved with energy conservation and other renewable resources
- Companies involved with sewage treatment

## **2. Multipurpose Technology and Services**

Environmental industries are companies which provide technologies, products and services that have many applications (multipurpose) of which the environment is only one.

- Companies involved in producing any service or product which can be used in an environmental applications such as pumps, pipes, valves, geographic information system (GIS technology), remote sensing technology

## **3. Clean Industrial Processes**

Environmental industries are companies which redesign their products and their processes to meet rising environmental standards.

- General Motors and their shift to solar powered and electrical powered cars
- Companies involved with new processes for printing
- Companies involved with new processes for dry cleaning

## **4. Environmentally Friendly Consumer Products and Services**

Environmental industries are companies which provide consumer products and services in every area of the household need to satisfy changing consumer preferences.

- Companies which produce cloth diapers, nonphosphate detergents
- Consultants which provide homeowner information on energy conservation
- Companies which produce "Green Products"

# **3.0 A SUMMARY OF STRATEGIES FOR THE DEVELOPMENT OF THE ENVIRONMENTAL INDUSTRY SECTOR**

## **3.1 The International Environmental Industry Sector**

The rapidly expanding world market for environmental technologies presents a major growth opportunity for Canadian companies. As countries become more prosperous the demand for environmental goods and services will increase (Industry Canada: 1995). Canada is already highly regarded internationally for its knowledge and expertise in many niche areas within the environmental industries. These areas include soil reclamation, remote sensing, sustainable development management skills in forestry, biological control techniques for pest and insect management, water and wastewater treatment systems, for handling liquid and solid wastes and for providing products such as incinerators, shredders, compactors and recycling equipment among many others. Canadians share over 3.5 per cent of the world's market for environmental products and services and is growing.

The world market for the environmental industry is growing rapidly and may reach as much as \$6000 billion by the year 2000. The fastest growing markets during the

next five years (on average 15 per cent per year) are expected to be the industrialized nations of Latin America, Southeast Asia, the Pacific Rim, and Central and Eastern Europe. China alone is expected to spend \$35 billion on environmental goods and services over the next six years. (A Strategy for the Canadian Environmental Industry, 1994).

The same pressures driving the Canadian economy movement towards developing the environmental industries sector is driving the global market. In addition a number of newly industrialized countries have asked for Canada's help in designing and developing their domestic environmental laws, regulations and compliance administration regimes. Over the last decade there has been a movement for countries to mutually adopt policies that will benefit the earth, preserve the earth's resources and promote sustainability. For example, the Montreal Protocol was adopted by 25 countries in 1987 with a mandate to phase-out, by 1995, the use of halogenated chemicals that deplete the earth's ozone layer. In 1993, a Convention and Climate Change was signed by 166 countries. It's plan is to reduce the kind of energy consumption that contributes to gas consumptions that contributes to gas emissions believed to cause the "green house effect". As well, in a convention of Biological Diversity twenty countries now agree to rehabilitate and protect the earth's natural plant and animal species. Agreements on the global level are writing the business plan for environmental industries.

### **3.2 The Canadian Environmental Industry Sector**

Environmental technologies present Canada with significant opportunities and challenges. The rapidly expanding world market for environmental technologies presents a major growth opportunity for Canadian companies. The environmental industry is less than a decade old and is presently in an era of focussed policy attention.(Industry Canada, Environmental Industry Strategy for Canada, 1995).

The Canadian environment industry is comprised of a group of small highly technical and nontechnical firms which generally provide services rather than products and contribute to the sustainable use and management of our land, air and water resources. This industry is expected to show the best growth of any industrial sector in Canada (Wanless:5).

There are approximately 4,500 firms employing about 150,000 people and generating roughly \$11 Billion in annual sales. About two-thirds of the companies are service firms with revenues of approximately \$5 billion while one-third are in manufacturing with yearly sales around \$6 billion. Participants in the industry range from one person consultants to large corporations. The sector is overwhelmingly comprised of small and medium sized enterprises many of which are new, with only a half-dozen or so firms employing more than 200 or more people. It is estimated

that some 15-20 per cent of the Canadian companies either export or are export ready. Over 50 per cent of the existing industry is concentrated in southern Ontario with active clusters located in Quebec and throughout Western Canada (Industry Canada:1995).

Unlike most markets where demand arises directly from consumer preferences, the demand for environmental products, process technologies and services is greatly influenced by many factors. The major thrust behind the future growth of these industries lie in the technological changes as well as continuing environmental legislation at the Federal and Provincial levels. Such legislation includes:

- Strong air and water quality control legislation in the future,
- Tougher standards for handling, storage and transport of hazardous materials,
- Environmental impact assessments, and
- Emergency response services, among others.

A growing environmental awareness by business and an increasing desire by the public for “green products” from “green industries” also adds to the market demand.

New technologies are continuously required to improve productivity and to meet evolving regulatory standards at reduced company costs. Canadian lifestyle changes are leading to new opportunities and technologies for reducing, reusing and recycling a wide variety of goods and services. Energy efficient housing, public transit, the blue box program, the use of refuse derived from fuel, less wasteful packaging, conversion of waste plastics, oils and sewage to petrochemical feedstocks, returnable bottles, and the recycling of metals, paper and wood products are examples of growth opportunities for the environmental industry.

This industry in Canada is expected to grow at a rate between 5 and 15 per cent over the next five years and will likely employ as many as 7000 new workers.

### **3.2.1 Components of Canada's Core Environmental Industry Strategy**

The core component of the Canadian Environmental Industry Strategy focuses on 22 key initiatives which Industry Canada has indicated will involve over \$57 million of new and redirected funding. The package of initiatives was developed after months of dialogue and consultation with industry and other key principals across Canada. These initiatives include the following:

- A. Delivering Federal Government Support to Industry in a Direct, Accessible, Service Oriented and Cost Effective Way.*
1. Simplified access to government services
  2. Forum of federal-provincial ministers of industry and environment

***B. Supporting the Promising Development and Commercialization of Innovative Environmental Technologies.***

3. Environmental technology development and demonstrative initiative
4. Demonstrating Canadian technology for the international market
5. Examination of the certificate of products, processes and services
6. Domestic market development through assistance for small and medium sized enterprises to improve environmental performance.

***C. Improving access to domestic and global Environmental Markets for Canadian Companies.***

7. Improved access to business opportunities through international agreements and institutions.
8. Establishing a national statistical data base
9. Supporting strategic alliances for export markets
10. Enhancing environmental market intelligence.
11. Promoting exports through the international transfer of environmental expertise.
12. Environmental industry expertise in embassies and international organizations.
13. Federal government commitment to green procurement.
14. Government practices review.
15. Enhancing the "Going Green" building program.
16. Strengthening participation in development assistance programs.
17. Increasing awareness of federal export support.
18. Enhancing the involvement of members of parliament.
19. Establishing an implementation steering committee.
20. Establishing a sector advisory group for international trade.
21. Representation on environmental advisory committees
22. Strengthening chapters of Environmental Industry Associations

(A Strategy for the Canadian Environmental Industry, September, 1994, Industry Canada). See Appendix One for more detailed information.

### **3.3 The Western Canada Environmental Industry Sector**

Environmental industries represent a significant and growing sector of the economy of Western Canada. This was the central finding of W.E.I.S. (Western Provinces Environmental Industries Business Development Study) undertaken in January of 1993 commissioned by the governments of Western Canada, together with the Government of Canada. The W.E.I.S. report represents the most recent and up to date report summarizing the state and direction for the Environmental Industry of Western Canada.



The primary purpose of the study was to identify existing capabilities, strengths and expertise within Canada's Western Environmental Industries. The W.E.I.S. report also recommended approaches for greater cooperation to promote continued growth of this sector.

W.E.I.S. estimated the province by province breakdown of revenues and employment as follows:

Alberta	\$650 million in revenues; 8000 workers
British Columbia	\$659 million in revenues; 8000 workers
Saskatchewan	\$175 million in revenues; 2000 workers
Manitoba	\$200 million in revenues; 2000 workers

A survey of over 2,000 environmental industry firms selling goods and services in Western Canada, combined with personal interview with almost 100 representatives and intensive focus group workshops held in seven major population centres produced key findings and results.

The study indicated that there were several issues most likely to impact business opportunities in the environmental sector which have the attention of industry representatives across Western Canada. These issues are examined in the report in terms of their potential impact on the Western Canada environmental sector. These issues include:

- The legislative regulatory environment
- Liability
- Access to capital and economic viability
- Research and development
- Market Development
- The appropriate role of government

In addition to these issues the report focuses on identifying constraints and opportunities for growth, (see figure 1 and 2) as well as providing a number of conclusions and recommendations which have evolved out of the study.

Summary Conclusions (page iii W.E.I.S. , 1993):

1. Differences exist between provinces that impact upon the environmental industry;
2. Different legislation in different places has produced an "uneven playing field" for the industry;
3. The industry is a large employer in Western Canada;
4. Little research and development occurs, the industry largely accessing best available technology;
5. Export activity is somewhat muted, but interest in exporting is high;

6. Government actions remains the greatest stimulant to growth;
7. Liability is viewed as a brake upon access to capital;
8. Inadequate marketing skills are a significant constraint to future growth; and
9. There are significant challenges to the successful introduction and commercialization of new environmental technologies in Western Canada.

**Summary Recommendations (page iv, W.E.I.S., 1993)**

Based on the research and materials gathered during the W.E.I.S. study seven key recommendations were put forward for consideration, these include:

1. A Western Canadian Environmental Industries working committee should be struck at the earliest opportunity to improve communications among industry, government and institutional participants in the environmental industry.
2. A formal network or clearing house for business and trade related information on the environmental industry should be established at an early date across Western Canada.
3. Introducing an environmental technology commercialization program in Western Canada
4. Introducing programs, seminars and workshops to improve awareness of business technological and trade related opportunities of the environment industry should be initiated and provided on a regular basis.
5. Strategies contributing towards equity of environmental legislation in Western Canada - all of Canada - should be initiated through specific declaration and actions of the Canadian Council of Ministers of the environment.
6. Environmental liability should not extend to lenders directly.
7. Further works to assess and evaluate a number of potential business opportunities to ensure that Western Canada's environmental business sector is in a position to effectively respond to emerging challenges.

### **3.4 The Manitoba Environmental Industry Sector**

As indicated in the W.E.I.S. report, the size of Manitoba's environmental industry is quite significant, with over 2000 people being employed in the field. The Manitoba Environmental Industries Association identified that over 300 organizations in Manitoba are part of the provinces environmental industry.

Similar to the strategic development workshops and surveys undertaken at the national and Western Provinces level, the province of Manitoba in early 1995 undertook a similar Environmental Industries Sector Forum.

Spearheaded by the Provinces Environmental Industry Initiative under Industry Trade and Tourism, the Economic and Innovation Council and by the private sector, over 90 people representing a broad section from industry, government and non-government organizations met to identify a growth strategy for the environmental industry sector of Manitoba.

Twelve areas of importance identified by Manitoba environmental industries include the following, in priority:

1. Access to capital for start up and expansion;
2. Create a provincial data base that links small and medium sized entrepreneurs or ideas with resources;
3. Sponsor forums to match entrepreneurs and potential investors;
4. Develop business networks, consortia, or strategic alliances so companies can pool their skills and resources;
5. Government and non profit organizations, funded by government, compete with the environmental industry for the same revenues on an uneven playing field;
6. Industry involvement in curriculum development at all school system levels;
7. Establish a mechanism for the review of market potential as guidance for establishing research and development opportunities;
8. Establish mechanisms for identifying, reviewing, evaluating and demonstrating emerging environmental technologies;
9. A strong, consistent, fair, "command and control" regulatory regime is the basis for the environmental industries sector.
10. Provide specific market information which is easily available to small business through a "central" office which will provide a road map to opportunities;
11. Improve private sector brokerage networks serving Manitoba's environmental industries to facilitate tapping into international markets
12. Provide for venture capital directed towards small business with less than ten employees (equity capital implemented by a community level capital pool)

### **3.5 The Triple S Community, Environmental Industry Sector**

The environmental industry sector of the Triple S Community of Manitoba is quite strong in comparison to other rural communities in Manitoba. The backbone of this sector lies in the heavy manufacturing, specifically Manitoba Rolling Mills, Mandak, and Amsco. Specialized businesses such as TAEM, Karrich, among many others round out this character.

After assessing the strengths of the Triple S community and opportunities associated with focusing on the environmental industry, Triple S Community of Manitoba through Triple S Community Futures, identified this road to economic prosperity, and as a result has launched an aggressive economic development initiative to achieve such. This initiative revolves around developing the environmental industry sector of the Triple S community.

The vision of a community or the path it's members take to improve their socio-economic situation and needs is dependent on the marriage of two crucial variables. The community must first realize it's economic strengths relative to other communities. Secondly, the community must identify emerging economic opportunities within the regional and/or global environment. Where these opportunities overlap with the communities identified strengths one may find this path to prosperity, or more immediately important the rationale to proceed with an economic strategy.

The Triple S Community, in particular the Town of Selkirk is a prime location for a demonstration project(s) for the environmental industry. The goal is to capitalize on the heavy industrial economic base of Selkirk (steel) and complementary sector (recycling autos, rail cars, and auto tire retreaders) to re-structure the base by attracting environmental industries (suppliers of pollution control and recycling equipment, remediation of waste disposal services, as well as environmental, health and safety consulting services.)

This concept has evolved as crucial studies by consultants have been released within the last two to three years. The concept also complements the employment and retraining initiatives of both the Provincial and Federal levels of government.

The Triple S community must position itself to seize this window of opportunity and take hold of it's market share. The opportunity available to the community as well as the environmental industries will not be realized without a coordinated effort by government, the academic community, employers, workers, the public, business and industry leaders.

To initiate this process Triple S Community Futures Development Corporation (CFDC) formed a grass roots committee which was mandated to provide advisory assistance to the CFDC board in positioning the Triple S community to expand it's market share in the growing environmental industry sector and develop the region as a centre for environmental services and products. There are three primary objectives of the committee, these include:

1. To become fully aware and have a general understanding of the general areas of the Environmental Industry sector both in the global and local markets.
2. To bring and make aware to the CFCD board the concerns and opportunities the subcommittee has in the sector of environmental industries.

3. To advise the CFDC board as to the direction, projects and activities the subcommittee undertakes. Upon approval of the CFDC board the subcommittee will be responsible for implementing the identified initiatives.

The members which comprise this committee include the following:

Oak Hammock March Interpretive Centre , ARC Industries, TAEM, Karrich Industry, Mandak, Gerdau, MRM Steel, Duke, Hutton, Smith, Wavey Creek Enterprises, MB Hydro MB. Pool Elevators, Lord Selkirk School Division Manitoba Dept. of Agriculture, Manitoba Department of Rural Development, Town of Selkirk, Municipality of St. Clements, and the Municipality of St. Andrews.

### **3.5.1 Features of Community Pilot Project**

- The program fits within the strategies and direction of both the Provincial and Federal levels of government as well as local community organizations such as the Focus 2000, Chamber of Commerce, and educational system initiatives
- Supports initiatives spearheaded by the Government of Canada's "Green Plan"
- Complements and responds to the needs outlined in the Western Provinces Environmental Business Development Study (Main Report), January 1993, by Sentar Consultants, Calgary Alberta
- Complements initiative of Employment and Immigration Canada's study, "Human Resources in the Environment Industry" in Canada undertaken by Ernst & Young for the Steering Committee of the Environment Industry, November 1992
- Complements the initiative of Employment and Immigration Canada (through it's Industrial Adjustment Service), a human resource study of the Manitoba Environmental Industry, by Ernst and Young.

Sponsors of the Study: (Manitoba Environmental Industries Association)  
Employment and Immigration Canada (Industrial Adjustment Service)  
Workforce 2000 (Education and Training)

- The opportunity to have a cooperative educational internship program with students from the University of Manitoba, Department of Environmental Studies, or through the local Focus 2000 training program.
- Will involve employers and steel workers union for labour and community adjustment retraining.

- Will have support of the Manitoba Environmental Industries Association, Manitoba Chamber of Commerce, Environmental Sub-committee of Manitoba, and the Canadian Manufacturers Association.

- Will involve establishing technology transfer links such as:

- \* Demonstration projects for environmental clean up (Environmental Innovations Fund - Sustainable Development).

- \* Liaison with University of Manitoba

- Northern Health Research Program (U of M) examining environmental health risks and environmental impacts assessments in northern communities (potential additional funding from Health and Welfare Canada- Health Protection Branch).

- Partnership of local businesses in Selkirk with either University of Manitoba Environmental Science Cooperative Education Program for university science students seeking environmental careers and practical work experience.

- \*Liaison with International Institute for Sustainable Development (federally financed Centre of Excellence, Winnipeg).

- \*Liaison with the secretariat, Canadian Council of Ministers of the Environment (CCME) in Winnipeg- Major intergovernmental forum for discussion and joint action on environmental issues of national, international and global concern. Studies and discussions include all environmental issues (air quality, water management, waste management, packaging, environmental assessment, environmental education).

- \*Liaison with Canadian Environmental Industries Association and Manitoba Environmental Industries Association for business development, technology transfer, education and training for members.

- \*Establishing international environmental professional development exchange program - Selkirk (Scottish base) with CEMP Institute (Centre for Environmental Management and Planning), Aberdeen Scotland. CEMP is part of the Environmental Division of Aberdeen University Research and Industrial Service Limited. CEMP is part of the United Nations World Health Organization (WHO). It is a WHO Collaborating Centre for environmental and health impact assessment .

### **3.5.2 Identification of the Local Partners and Players**

The following list of local players has been identified as potential stakeholders in the initiative.

#### **Federal Government:**

- 1.) Western Economic Diversification Canada
- 2.) Industry Science and Technology Canada
- 3.) CEC - IAS (Industrial Adjustment Service)
- 4.) Health and Welfare: Occupation and Environmental Health
- 5.) Department of the Environment Canada
- 6.) Employment and Immigration Canada
- 7.) Department of Supplies and Services Canada

#### **Provincial Government:**

- 1.) Manitoba Industry Trade and Technology
- 2.) Department of Environment and Sustainable Development
- 3.) Education and Training - Workforce 2000
- 4.) Labour- Labour Adjustment - Workplace Health and Safety

#### **Trade Associations:**

- 1.) Canadian Manufacturers Associations
- 2.) MEIA (Manitoba Environmental Industries Association)
- 3.) Manitoba and Winnipeg Chamber of Commerce
- 4.) APEM (Association of Professional Engineers of Manitoba)
- 5.) Recycling Action Committee

#### **Education:**

- 1.) Universities of Manitoba and Winnipeg
- 2.) CEMP - Centre for Environmental Management- Aberdeen, Scotland
- 3.) Red River Community College - Market driven training programs
- 4.) Lord Selkirk Comprehensive School - Vocational Training

#### **Local:**

- 1.) United Steel Workers Union
- 2.) Management and employees of heavy and light industry
- 3.) IAS / CAC: Industrial and Community Adjustment Committee
- 4.) Local environmental industry companies
- 5.) Triple S CFDC
- 6.) Selkirk-St. Andrews Industrial and Tourism Development Committee
- 7.) Selkirk and District Chamber of Commerce

### **3.5.3 Community Issues and Strengths**

#### **Global Issues:**

1. Restructuring of economy
2. Educational training
3. Partnerships- business, government, education, industry research institutions
4. Environmental issues
5. Technology transfer

#### **Local Issues:**

1. Retraining of the labour force (employed & unemployed)
2. Establishment of cultural-educational training links
3. Training/preparing students for future employment opportunities
4. Downsizing of the heavy industrial base, (sunset industries) and training displaced workers
5. Substituting the sunset industry (steel) with the sunrise industry, cross-training opportunities (environment)
6. Education, labour, business partnerships
7. Business development opportunities

This economic development opportunity is not available to just any community. Several crucial ingredients must be in place to capture the economic benefits. Strengths for a demonstration project in the Triple S Community are based on six crucial components:

1. A strong human resources base
2. A strong industrial base
3. Training and educational facilities
4. Business development opportunities
5. Triple S's assets
6. Established partnerships

#### ***1. A Strong Human Resources Base:***

The dominant blue collar workforce in the community (trades and general labour) is capable of being retrained as service technicians and marketing representatives of environmental industries equipment and specialized emergency services.

- Steel trades
- Labours and operators
- Heavy machine operators

There are a significant number of support industries and an established workforce already in place which complements the existing environment industries.

- Scrap metal recyclers-Mandak



- TAEM - Terrestrial Aquatic Environmental Management
- Suppliers of specialty clay for hazardous waste landfill operations
- Agricultural use of chemicals
- ARC Industries

•The Triple S Community has a strong presence in the environmental occupations such as health care workers.

- Educators and Vocational Trainers, Managers
- Two of the most prominent occupational categories in the Triple S region are educators and managers.

•The local Canadian Employment Centre believes that it would not have difficulty in finding needed skills in the fields of engineering, technicians, and technologists. These are some of the positions that would need to be filled in future environmental industries.

## ***2. A Strong Industrial Base:***

The steel industry has been declining throughout Canada for several years, contributing to thousands of job losses from coast to coast. Selkirk's Manitoba Rolling Mills and associated industries in the area have not been immune to this decline. As more and more workers become unemployed it is imperative that they are retrained for new sustainable positions in sunrise industries, such as the environmental industries.

- Heavy Industry
  - Manitoba Rolling Mills
  - Amsco Cast Products Inc.
  - Other manufacturing support industries.
- Light, Resource Industry
  - Farming
  - Abitibi Price - Pulp Processing
  - Construction industry materials (land, gravel, rock)

## ***3. Training and Educational Facilities:***

Politicians, educators, labour leaders and business executives are all saying that training will put business back on the rails to profits. (Building Better Workers:Gherson:10)

The facilities and resources required to retrain those who are unemployed and to train new workers wanting to enter this growing field can be made available in the Town of Selkirk.

It is understood that there will be no duplication of initiatives presently being undertaken by community colleges or private training institutions. The training that will be provided will be industry specific, and driven by the needs of that specific environmental industry (Market Driven). Industry expertise will design programs to fit the skills they require to fill the identified demands of future jobs.

"Successful companies recognize the need to provide training internally or give their employees the time and assistance they need to attend outside courses. Private sector training is often expensive, while colleges and technical institutes often do not offer the types of courses which are needed."

(A Sunrise Opportunity: Brian Wanless)

•Available Facilities:

-Existing School Classrooms

-Psychiatric Nurses School

-Selkirk Training Plant

-MRM (Manitoba Rolling Mills) Training Facilities

•Access to other training colleges and institutions if required:

-Assiniboine College

-South Winnipeg Technical Centre

-University of Manitoba

-University of Winnipeg

-Red River Community College

-Lord Selkirk Comprehensive High School - Vocational

•A Community Adjustment Committee is presently underway in the Town of Selkirk. This committee can play an instrumental role in the development and implementation of this project

#### ***4. Business Development Opportunities:***

•The economic and political climate of the Triple S Community is such that it is conducive to investment opportunities.

•The satisfactory levels of infrastructure combined with Triple S's serviced industrial parks will allow for expansion to the environmental industries. A community based marketing committee is in place and ready to attract these industries.

•Triple S has in its possession a current list of all environmental industries in Manitoba. This will allow the community to promote itself to the targeted market as the hub of the environmental industry in Manitoba.

•Selkirk has available to it a GIS Data Base (Geographic Information System) which illustrates this community's infrastructure and services to potential investors via computer generated imagery. Selkirk is the only municipality in Manitoba with this expertise at the present time. This technology will prove useful for emergency response planning.

#### ***5. Triple Ss' Assets:***

•The communities relative geographical location holds advantages in developing as the hub of environmental industries of Manitoba. The community is served by air, rail, and water and is located almost exactly in the geographical centre of Canada.

•Close proximity to Winnipeg, serviced by all weather roads, two major railway and air, (St. Andrews Airport no landing fees). Access to the international airport is only 35 minutes commuting distance from our area.

•Close proximity to the environmental industries knowledge and technology base.

•The Triple S community is ideal for demonstration project(s) because of it's flexibility, it's centralized and controlled size.

•The Triple S area alone has a labour force of over 13,000, with another 13,000 in the surrounding rural communities. In addition a labour force of 354,000 is well within commuting distance of the Triple S region.

•Another consideration which we believe to be a significant advantage for the Triple S community is the availability of recreation, entertainment and cultural activities associated with a metropolitan centre. This is an attractive feature when recruiting industries and their workers to Triple S.

•The Triple S community can build on its cultural base for external and domestic trade opportunities, professional development (environmental management and technical trades - Scotland (U.K.) and Russia (Ukrainian population) - agriculture and resource development (mining and forestry), First Nations and Metis population, the largest concentration in Canada.

•The opportunity to increase the housing supply for the new workers can be quite easily accomplished. There are over 2600 serviced and unserviced residential building lots available in the Triple S region.

#### ***6. Established Partnerships:***

•Triple S Community Futures is the ideal vehicle to act as the catalyst in the development and implementation phases of this project. Crucial linkages between government, the academic community, employers, workers, the public, business and industry leaders have been developed and are in place.

### **3.5.4 Socio-Economic Opportunities**

- The Triple S region will become knowledgeable in the environmental industry sector. We will have the ability to access national and international information on environmental industries, technology, and projects so vitally needed by communities today;
- The Triple S region will have the opportunity to become the leaders in this field and contribute to the development of the industry;
- Restructuring and diversifying the Triple S economy;
- Educational and skill training;
  - Retraining of the labour force (employed & unemployed)
  - Training/preparing students for future employment opportunities in environmental industries
- Increased partnerships- business, government, education, industry research institutions;
- Establishment of cultural-educational training links;
- National and international technology transfer ;
- Business development opportunities;
- A sustainable community;
- An increase in the communities awareness as to local environmental issues, such as recycling, landfill sites, sewage lagoons;

### **3.5.5 Triple S CFDC Accomplishments**

The Environmental Industry initiative is one of the regions major economic focus and strategy for growth and development. Over the past two years the Triple S Environmental committee has accomplished the following:

*1. Planning and creating organizational capacity.*

Various stakeholders including industry, education, government and business involved in the environmental industry initiative have committed a considerable amount of time and energy to develop and implement a strategy that will achieve the goals of the Triple S strategy. This volunteer and grass roots driven initiative is unique and innovative and can serve as a model for other economic development agencies throughout Canada.

*2. MRM Industrial Training Initiative.*

The Triple S Community, as part of its goal to diversify and expand its industrial base in the environmental industry sector, has identified the need to develop and implement an innovative model of community based industrial skills training. The MRM Industrial Training Initiative has been developed over the last year with 4 major stakeholders: Manitoba Rolling Mills, Manitoba Rolling Mills Union, Lord Selkirk School Division, and Triple S CFDC. The venture is also supported by CESTEC and Employment and Immigration Canada. This initiative complements the employment and retraining initiatives of both the Provincial and Federal levels of government.

*3. Canada's first high school environmental Industry co-op program.*

The Lord Selkirk School Division has recently launched an innovative co-op program (a Canadian first) at the high school level which focusses on providing a base curriculum for students wanting to further themselves in the field of the Environmental Industries. This initiative was strongly recommended in a study entitled the W.E.I.S. Report, done for the Federal Government of Canada. This project will lay the foundation from which the regions economic strategy will evolve from.

*4. World-Wise 95 : Manitoba Environmental Industry Trade Show and Business Conference*

World-Wise-95, Manitoba Environmental Industry Trade Show and Business Conference was held in the Town of Selkirk on June 8 and 9, 1995. Over 50 exhibitors from various areas of the environmental industry in Manitoba and throughout Canada participated in this first time event, with over 200 representatives attending the opening ceremonies. This initiative marked the foundation from which the Triple S environmental industry strategy will be built.

#### **4.0 POTENTIAL AREAS OF ACTION FOR THE DEVELOPMENT OF THE ENVIRONMENTAL INDUSTRIES SECTOR OF MANITOBA**

The province of Manitoba and the players in the Environmental Industry have taken many significant steps towards developing the environmental industry sector.

Initiatives such as the formation of MEIA, and CETAC, the provincial thrust towards aggressive sustainable development, the formation of Environmental Industry Loan Fund, Manitoba's Environmental Industry Tradeshow, Canada's First Environmental Industry Trade Show and Business Conference, and the various training seminars, conferences and workshop that have been held across the province, are only a few of the projects which have aided in positioning Manitoba in strengthening itself in the environmental industry.

To continue this momentum, there may be additional activities that should be assessed and acted on. The following is a possible summary of these activities.

- 1A. That key stakeholders in Manitoba from government and industry gather over a short period, possibly during World Wise 97 in Selkirk, Manitoba, to:
  - a. assess what has been accomplished over the last three years;
  - b. promote and educate each other on their respective areas of focus and initiatives and specific action plans;
  - c. determine how the resources of each player can be harnessed in specific areas, ie. training;
  - d. to avoid duplication, and encourage cooperation;
  - e. identify initiative(s) where collaboration and cooperation can be undertaken to implement specific projects, ie. a Manitoba based information clearing house, a provincial marketing strategy.....  
This initiative may prove beneficial in encouraging industry players to participate in sector related initiatives, strengthening the overall sector;
  - f. Evaluate the merits of establishing networks of "Environmental Industry Working Committees", throughout Manitoba, based on sectoral and geographical strengths, similar to the model that has been developed in the Triple S Community of Manitoba. These networks of committees could act as implementation vehicles for projects. This could be coordinated under the Manitoba Environmental Industries Association model.
  - g. to evaluate and put forward recommendations on how Manitoba companies can better promote themselves at international events such as trade shows and conferences.

The guiding document which should be utilized is the "capitalizing on emerging opportunities", the Manitoba environmental industries sector forum, with the

major focus of the meeting to identify implementation vehicles for those initiatives which have not already been undertaken.

Stakeholders should include; Manitoba Environmental Industry Association, CETAC, Western Diversification, Industry Trade and Tourism, Environmental Industry Initiative, Industry Canada (Other governments departments which have been involved), and other key private and public sector stakeholders;

The private sector in Manitoba has provided direction through the various forums. They expect results and action. Communicating results and directions is mandatory in order to ensure continued cooperation, support and assistance from industry.

For example, the creation and availability of the new Western Diversification Environmental Industry Loan Fund must be communicated in a strategic way to industry in a manner which will solicit feedback as well as active response. The need for access to funds is an issue that has been flagged as one of the most fundamental obstacles facing the development of industry, hence the need for a communication strategy.

Communication with industry is particularly important to ensure credibility and commitment of the respective levels of governments. Various vehicles may already be in place to ensure this happens, ie. MEIA and government department newsletters, Community Futures Offices throughout Manitoba, workshops and seminars, among many others.

2. The province of Manitoba to position itself as a leader in the Environmental Industry may want to consider taking the leading role to form the Western Canada Environmental Industries Working Committee (representatives of key industry associations and government departments). Previous attempts to form such have been unsuccessful. This event may coincide with World-Wise 1997, Manitoba's Environmental Industry Trade Show and Business Conference.

The focus of the meeting would involve dialogue, and information exchange, updating each other on activities that are being undertaken in each province in Western Canada. The primary theme of the meeting could entail establishing a joint initiative that all associations could benefit from, ie. a joint international marketing strategy to strengthen Western Canada on the global stage.

3. That the different levels of government and respective stakeholders provide assistance and resources to the organizers of World-Wise 97 to bring an international flavour to the Environmental Industry event, ie. having specific organizations and individuals provide information and trends on global

environmental market opportunities such as CIDA, Global Environmental Protection Agencies, Global Environmental Industry associations.... as identified by industry representatives would be key. This event is the only environmental industry trade show in Manitoba, and could have the potential to build and grow into an event comparable to Globe 96, a truly international Environmental Industry Trade Show drawing thousands of industry representatives from around the world.

The various levels of government provide assistance to the organizers of World Wise 97 to ensure that the national and international market place is aware of the specific technologies, products and services that provincial industries have to offer. There are major strengths in the province, these strengths should be trumpeted, ie. in Selkirk, the Manitoba Rolling Mill, in Pinawa, AECL research facility and Abitibi Price in Pine Falls.....These are the keys to drawing international markets.

4. That the province of Manitoba position itself as a leader in the Environmental Industry sector by aggressively tackling the establishment of an "information clearing house" as has been identified by a majority of the sector forum, specifically in the W.E.I.S. report.

A network or clearing house would play a pivotal role in Western Canadian Industry and would make the Manitoba an important player in this sector. The establishment of this centre will have positive implications not only at the local level but also at the national and international level.

The W.E.I.S. Report strongly emphasis the need to develop linkages between the environment industry and it's principle stakeholders, the academic community, government and the public. The province of Manitoba and possibly the Triple S Community of Manitoba is the ideal community to develop and offer an environment and education related infrastructure such as this clearinghouse.

The province of Manitoba should assess the possibility of developing a high technology information resource organization using leading technology from both the computer and telecommunications industries. The following initiatives will form the basic direction and mandate of the project:

- 1.) A fully operational computer network can be developed. This network will become the medium on which information would be passed from its source to the industry which is interested. The network will also have the ability to access InterNet, private data bases, government organizations, municipal organizations, ect.
- 2.) The organization would begin an ongoing process of developing software tools



that would simplify the process of accessing information, thereby improving the usefulness of the system for the clients.

- 3.) It would be the responsibility of an identified organization to continually expand the base of information available on or through the network. As a direct result of this initiative the network would maintain it's growth into new and expanding industries; and
- 4.) It would be the responsibility of the organization to continually grow into new industries.

The immediate impact and contribution this infrastructure would be classified under the categories of community and industry benefits;

- A. The impact it would have on the immediate employment and business development opportunities in Manitoba;
- B. The impact it would have on the environment industry itself with respect to the important environmental, commercial and economic benefits.

The establishment of the centre will immediately generate highly skilled technical jobs. The local economic spin-offs associated with this centre would be tremendous in particular with respects to the ability for Manitoba to market itself to the environment sector. The industries that would be attracted and developed within Manitoba and would be significant resulting in employment and business opportunities.

This infrastructure will link Canada by building an "Information Highway" whereby any interested parties could tie into international data systems to retrieve material and information related to environmental industries. The network will link researchers, research institutions and universities to the education community in general. As a result of this infrastructure and it's world wide access to information, more effective education techniques will be developed, business development opportunities will be enhanced. The network would bring data from the private sector, government services, resource libraries, association offices and international sources. The establishment of this centre will promote Manitoba as the information hub for the Environmental Industry in Western Canada, if not North America. Industry knowledge, expertise and information will be synonymous with Manitoba. The clearing house itself will allow environmental industries in the Province of Manitoba and the Western Provinces to compete on a global level.

In order to realize this opportunity this initiative would have to be developed further. The most crucial component is phase one, the development of a comprehensive

concept. This document could then be presented to the appropriate federal government department(s) to secure resources to see the fruition of this project in its entirety. The initial thrust for this initiative during the first phase should come from joint efforts of the environmental industry community. During this phase input from the local environmental industries will be solicited to provide crucial input, direction and resources.

In this first phase financial support from either the Federal Government of Canada or the Provincial Government of Manitoba would be required, through any applicable feasibility study programs. The implications of this project are far reaching in that the following organizations may want to contribute their resources to this project in the later phases of the project.

The Federal Government of Canada  
The Province of Manitoba  
Manitoba Department of Rural Development (REDI Program)  
Industry Science and Technology Canada  
Manitoba Industry Trade and Tourism  
Western Economic Diversification Canada  
Manitoba Environmental Industries Association

The initiative can be divided into three phases, as explained on the following page.

**Phase one - Concept Development:**

The proposal should identify the components of this infrastructure such as the:

- 1.) Facilities model,
- 2.) Information Network,
- 3.) Organizational Model including the community partners (business, industry, education),
- 4.) Economic Impact,
- 5.) Impact on the Education System,
- 6.) Areas of Funding for the Initiative,
- 7.) Project Viability

**Phase Two -Technical Model Development**

**Phase Three -Implementation and Development of Clearing House**

5. That Western Diversification look at providing resources in the development of a pilot project in establishing and diversifying the economic base of the Triple S Community of Manitoba centering on the Environmental Industry. The successful implementation of this model could be used to assist other communities around Canada which have similar strengths as the Triple S Community.

# Appendix 1

### **Identification of the resources available to the Environmental Industry**

The alignment of resources in preparation for the initiative is a crucial first step in the development of any economic initiative. This step was identified by the Triple S CFDC early on in the process. The resources are classified either financial resources such as government programs that will assist in the initiative or human resources which can provide direction or assist in answering a specific question. Human resources are either individuals or organizations that have specialized expertise valuable to the specific initiative, in this case the environmental industry.

Triple S CFDC identified, local, provincial, national and international resources that were available to the organization in assistance for the Triple S Environmental Industry initiative. These resources have been summarized in the following pages. These resources also played a valuable role in convincing and assuring the Triple S CFDC that indeed significant resources existing which for sure they would have to call upon for assistance.

1. The International Institute for Sustainable Development is a non-profit corporation established and supported by the Governments of Manitoba and Canada. It's mandate is to promote sustainable development in decision making in government, business, and in the daily lives of individuals. It's scope is international in recognition of the fact that local, national and global development issues are inter-connected and have an impact on one another. Funding assistance is available for specific projects.
2. Manitoba Industry Trade and Tourism has recently established Manitoba's Environmental Industry Department. It's objective is to support the development of Manitoba as a centre for environment and sustainable development by promoting research, technological development and business development in the environmental industries area. Several financial support programs have been developed for eligible projects, feasibility studies which address environmental concerns.

Industry Trade and Tourism is mandated to promote economic development and provide assistance in the development of the environmental industry sector. There are various government programs which will assist companies in the environmental industries sector.

3. The Western Diversification program provides many services such as interest free financing to help western businesses develop new products and technologies. Other services includes a procurement initiative, an assurance assistance programs, international marketing assistance, path finding, advocacy and coordination.
4. The Institute for Technological development provides information on

environmental issues and studies. The institute has a base of university expertise in the environmental industry sector and can direct individuals in their search for specific problem solving assistance.

5. Manitoba Waste Exchange acts as an information clearing house, providing members with information on current waste minimization technology and on alternative uses for a particular waste stream.
6. The National Research Council Canada provides the ability to access into the largest scientific and technical library in North America as well as a global network of data bases. NRC will search for information related to scientific data including technologies.
7. The National Accounts and Environment Division at Statistics Canada provides information on environmental issues, with detailed information on social and economic characteristics that influence environmental conditions.
8. Industry Science Canada has recently established an Environmental Industries department. It's objective is to support the development of Canada's environmental industries.
9. Ducks Unlimited is involved in a number of habitat reclamation and development projects around the Oak Hammock Marsh Area. Oak Hammock offers the public an opportunity to educate themselves with the principles associated with conservation and sustainable development.
10. Coop America is located in Washington DC publishes information on "Green Businesses" which meet the criteria set forth by the Co op.
11. David Shefford and Associates is a management and environmental consulting firm working with small business, trade associations and community organizations.
12. Prairie Perspectives Inc. Organizes conferences, seminars, workshops and special events. Other services include project design development and marketing, business plan preparation, and funding proposals.
13. CETECH is a new environmental technology applications development and technology transfer centre. The mission of CETECH is to stimulate and support effective participation by existing and new Canadian enterprises in rapid commercialization and application of technologies which provide for safe and economic management of waste in domestic and global markets.
14. MEIA was formed to facilitate and improve communications in the environmental

industry community between industry itself, government and institutional participants, initiating studies related to human resources and training needs, promoting workshops, seminars, lectures on the Environment Industry.

15. CEIA was formed to facilitate and improve communications in the environmental industry community between industry itself, government and institutional participants. Similar to MEIA.
16. Canadian Almanac and Directory Publishing Company publishes an annual Canadian Environmental Directory which provides information on over 3000 manufactures and service companies, major exporters and new products and services, information on all the ways to obtain information on environmental questions, key contacts in all federal and provincial department from senior executives to regional officers, and environmental confere and trade shows. "The directory is highly recommended as a research tool for anyone embarking on a contemporary environmental research project". The 1994 directory features over 640 companies which offer environmental products and services for Canada's industrial, commercial, institutional and governmental environment needs.
17. The 1992/93 directory features over 300 companies which offer environmental products and services for Manitoba's industrial, commercial, institutional and governmental environment needs.
18. Hazardous Materials Management publishes information on pollution prevention, and waste management issues, encompassing all disciplines of environmental engineering including air, water, soil, sludge and solid wastes management, with regular features on new regulations, personal protection, water treatment, site remediation, waste minimization, recycling and disposal.
19. The Canadian Environmental Industry Strategy outlines the issues, opportunities and challenges relevant to the development of the environmental industry sector of Canada.
20. The WEIS Report provides data and information reflecting input received from firms and other organizations in Western Canada's environmental businesses sector. The focus of the study revolves around developing an inventory and characterize the opportunities, constraints and needs of the Western Canadian environmental industry.
21. The (CETECH) proposal outlines the function, structure and mandate of the environmental industry technology transfer centre
22. Internet is the world's largest computer Network(Comprised of a collection of

networks). The data base system connects an estimated 15 million people and thousands of universities, government offices and businesses in 60 countries. Internet is a Information network, accessing computer and people resources. Once connected to the Internet, literally an undescrivable wealth of information including the environment and environmental industries can be accessed.

23. Multimedia reference provides access to environmental data held by the federal government. It provides a descriptive inventory of more than 370 data bases on environmental and related topics. The data can be used for searching specific topics to identify information gaps and contact persons.

## **APPENDIX 2.0**



**TRIPLE S**  
Selkirk • St.Andrews • St.Clements

**COMMUNITY ROUND TABLE  
FINAL REPORT**

August, 1996

August 1997 - Update

*"For a good sound community  
you have to have planning and foresight."*

---

**IMAGINE TRIPLE S**  
"Focussing the Vision of our Future"

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## **OUR GOAL**

The goal of the Triple S Community Round Table is  
to develop a community vision statement and  
develop an action plan for the community  
to implement its vision.

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## **1) BACKGROUND**

### **Overview**

During 1994 commitment was received from the Town of Selkirk, and the Rural Municipalities of St. Andrews and St. Clements to participate in the formation of a Triple S Community Round Table. Support was received from Manitoba Rural Development through the Community Choices Program, and a Steering Committee, made up of local government representatives, representatives from Rural Development, and other civic leaders, was formed. The Steering Committee received staff support from the Triple S Community Development Corporation.

Membership on the Steering Committee included:

Bert Skogun	Lord Selkirk School Division
Ken Thomas	Municipality of St. Clements
Martin Zelych	Municipality of St. Andrews
Dick Willows	Town of Selkirk
Ralph Saunders	Department of Rural Development
Ross Thompson	Department of Rural Development
Greg Paquin	Triple S Community Futures
Stefano Grande	Triple S Community Futures
Les Bruce	Citizen Representative, Local Councillor
Shelly Watson	Citizen Representative
Cindy Birdwise	Citizen Representative

In February of 1995 a facilitator was hired to work with the Steering Committee to organize and manage a community meeting to begin the Round Table process. That meeting was held on April 22, 1995 in Lockport, and was well attended by interested community members from all regions in the Triple S area (see Appendix 3.0). At that meeting discussion focused on a vision for the Triple S Community, and on the identification of areas of emphasis in which further work was needed.

A number of people indicated interest in being part of the Round Table Committee, and an inaugural committee meeting was held June 15, 1995 in Selkirk, where an executive was appointed and a time-line for action developed (see Appendix 4.0). From September until December key members of the Committee worked very hard to develop a process to involve the community in a larger visioning process. Job descriptions were developed for Round Table members and training sessions were held. The profile of the Round Table was raised through newspaper articles, attendance at civic election debates by Round Table members, and by the development of a brochure circulated in the community. Early in 1996 the Committee developed and circulated a questionnaire to confirm the prioritizing of areas of emphasis. On the basis of the survey returns a community meeting was held on April 30, 1996 to discuss the results, and to determine the criteria to be used to implement the Round Table Projects. It was decided to call for proposals from community groups for projects which would meet the criteria and further the vision of the Triple S

Community Round Table. Grants were awarded at the end of June, 1996. Final reports on the success of the projects are to be submitted to the Steering Committee by December 31, 1996. This will mark the conclusion of the work of the Round Table Committee, although it is anticipated that the effects of the process will be felt in the Triple S community in the future as the vision is implemented by a variety of community groups.

### **Critical Path**

Fall 1994	Steering Committee formed Approval to initiate Round Table
February 1995	Facilitator hired
April 1995	Community visioning meeting
June 1995	Community Round Table committee established
September-December 1995	Committee meets
January 1996	Committee develops 1996 action plan
March 1996	Community survey developed and circulated
April 1996	Survey results reported and finalization for Round Table agreed upon
June 1996	Grants applications received by Round Table, and project monies awarded
December 1996	Final evaluation of projects to be received by Committee
August, 1997	Project Update

## 2.) BUDGET

### Source of Revenues

1.	Town of Selkirk	\$1,500
2.	Municipality of St. Clements	\$1,500
3.	Municipality of St. Andrews	\$1,500
4.	Province / REDI	\$7,000
5.	Triple S Community Futures	\$1,000
6.	Interest	\$518.22
<b>TOTAL</b>		<b>\$13,018.00</b>

### Expenditures

i.	Overrun CAC Survey	\$127.76
1.	Facilitator Wages	\$2,800.00
2.	Community Meetings	
	•Daerwood Banquet	\$138.36
	•Inaugural - Gaffers	\$490.00
	•Nov. mtg. Jodi's	\$50.00
	•Interlake Development Conf.	\$139.06
3.	Issues Document	\$350.00
	•Stamps	\$18.00
4.	Advertising	
	•Elections Debate Ad	\$82.39
	•Ad #1, Promoting Survey	\$206.17
	•Ad #2, Promoting Results	\$213.14
5.	Survey Coordinator	\$598.00
6.	Survey Distribution	\$150.00
7.	Survey Results Document	
	-Mailing and Photocopying	\$200.00
8.	Ad #3, Call for Proposals	\$574.59
9.	Finalization of Community Round Table Document	\$500.00
10.	Proposal Award	\$6,000.00
<b>TOTAL</b>		<b>\$12,637.47</b>
<b>Balance</b>		<b>\$380.75</b>

### **3.) VISION**

#### **Community Statements**

A Vision Statement presents a clear image of what a community is like when it reaches its full potential. The following statements reflect the ideas of many community members about the vision of the Triple S community.

- a community that meets the needs of a diverse population in a friendly, welcoming atmosphere.
- an economy based on tourism and industry, and committed to sustainable development.
- a community that recognizes the common bond of the River and the value of the Region as a whole, while celebrating the unique differences of each area.

These statements were reflected in the final decisions made by the Triple S Community Round Table concerning support for community projects.

#### **Areas of Emphasis**

The following categories were identified by Round Table participants as the areas of emphasis in which work should happen in order to achieve the community vision. The issues identified in each category may be found in appendix 3.

##### **Tourism development**

The Triple S community has excellent potential for the development of initiatives in the areas of touring routes, events and festivals, eco-tourism, history and culture, and fishing and hunting. Tourism, a growth industry in Manitoba, plays a vital role in the economic development of a region, creating significant employment and business opportunities.

##### **Quality of life**

There are certain qualities found in a community that contribute and support its citizens to live, learn, play, interact, work and grow older. Health care, education, employment, a safe and clean environment, recreation opportunities, and support services are all identified as important to the Triple S community.

##### **Education and training**

Access to a skilled work-force is the key ingredient in the ability of the Triple S community to compete in the changing economic market. Faced with job losses and increasing unemployment rates in the Triple S community, work in this area of emphasis in the promotion of job training and employment upgrading programs will not only enhance employment opportunities but provide an opportunity for higher paying jobs.

### **Business development**

Industry and commercial sectors are contributors to the economic growth of the region, and are integral components of a community. In the Triple S region, approximately 850 employing institutions provide employment for 8000-9000 workers. Small business has accounted for a significant portion of the increase in Canadian employment, and should be supported in the Triple S community.

### **Environmental stewardship**

With an increasing public concern for our environment, the Triple S community seeks to accommodate growth and change that meets the needs of the community without compromising the ability of future generations to meet its needs. Respect for the environment in which we live, work, and play, requires us to accept responsibility as its steward. This means we must adopt preventative measures to reduce damage to our environment, and take positive action where damage has occurred.

### **Local government services issues**

Local governments seek to provide effective and efficient services and facilities. These services and facilities are essential to the quality of life and must be maintained in an appropriate level. Local services and facilities represent a major investment of public funds, and it is important that these investments be protected.

### **Youth**

Communities today are facing pressure to address the special concerns and needs of their young members. Youth violence and lack of sustained employment opportunities for young people contribute to this pressure. On the other hand many young people are making significant contributions to their communities, which need to be recognized and enhanced.

### **Regional cooperation**

The Triple S community faces the challenge of diversity as it comes together to support its members. Common vision and goals will overcome this challenge.

### **Information technology**

Business opportunities in the Triple S community will be enhanced by a concentrated and unified focus on the area of information technology.

### **Aging Population**

The Triple S community recognizes the contribution made by its senior members, and looks for ways to provide support to this segment of the population. This area links to issues identified through the quality of life area of emphasis.

### **Community involvement and cooperation**

Volunteerism is the backbone of community action, and ways and means must be identified to support the many volunteer organizations and activities in the Triple S community.



These Areas of Emphasis were later prioritized in the following way.

- 1) Business development
- 2) Education and training
- 3) Tourism development
- 4) Youth
- 5) Quality of life

## **4.) ACCOMPLISHMENTS**

The Triple S Community Round Table brought the community together in a number of ways to discuss and consider the implementation of a vision. These actions included, but were not limited to:

- i) the development of a brochure encouraging community input into the Round Table process which was made available to the public in a variety of ways. See Appendix (5)
- ii) a community survey circulated to approximately 70 selected businesses and community organizations, and made available to the general public, which assisted the Round Table committee to prioritize its Areas of Emphasis, and to develop criteria for Round Table sponsored projects. See appendix (6)
- iii) a community meeting to discuss the survey results and to develop the criteria and timelines to be followed in the implementation and evaluation of Round Table community projects. Applications were received for the following projects:
  - River Bank Clean-up (Red River)
  - Youth Drop in and Support Centre
  - Literacy Program
  - Aboriginal Head Start Program
  - Boat Launch, East Selkirk
  - Youth for Christ Drop in Centre
  - Drug Education and Prevention Program
  - Greening of Schindler Estates, a housing subdivision
  - "At Risk" workplace hosts
  - Selkirk and District Hospital, Palliative Care
  - 4H workshops
  - Selkirk and District Learning Centre
  - Business mentoring program for at risk students
  - Aboriginal Arts and Crafts Education Program
  - Flute Making educational program

- Bangkok educational trip
- Care Giver workshops
- Accounting workshops
- Support services for seniors
- Library software
- St. Andrews Church Rectory beautification
- School youth leadership program
- Winning Against Violence Program
- Employability of Students Program
- Petersfield Mallard and Park Development
- Community Arts Workshop
- Lower Fort Garry Promotion and Tourism Infrastructure Development
- Internet Expansion, Simnet
- Young Entrepreneurs Association club
- Merchants on Patrol initiative
- Prairie Restoration initiative

## **5.) IMPLEMENTATION**

### **Projects**

Five projects have been selected by the Committee to receive support from the Triple S Community Round Table. These five projects met the criteria developed by community members and reflect the Vision, and the priority areas of emphasis identified by the community.

#### **PROJECT #1**

##### **1996 Red River Riverbank Clean-Up**

This project is sponsored by the Lockport Marketing Corporation, and Fish Futures, and involves maintenance of riverbank areas in the rural municipalities of St. Andrews and St. Clements during the period June 3 to October 15.

#### **PROJECT #2**

##### **Park beautification**

This project is sponsored by the Petersfield Mallard Monument Association, and involves work on a public park. This work will included the addition of concrete pads to the washrooms and picnic areas, park benches, and tree planting.

#### **PROJECT #3**

##### **Art Instruction**

This project is sponsored by the Selkirk Community Arts Centre Inc., and involves providing programming for children in the arts. The program will run from July 8 to August 31, and will provide an employment opportunity for a fine arts student.

#### **PROJECT #4**

##### **Youth for Christ Drop-in Centre**

This project is sponsored by Youth for Christ in Selkirk. All funds will be used to purchase equipment for the drop@in centre, and to encourage participation in events by reducing the costs to the participants.

#### **PROJECT #5**

##### **Park development in East Selkirk**

This project is being undertaken by the East Selkirk Fire Department. A public park and boat launch area next to the Fire Hall in East Selkirk is being developed. Project money will be used to upgrade facilities.

### **Project Evaluation**

A report to the Triple S community was made concerning the projects chosen to receive Round Table support. A full evaluation of the impact of these projects will be made to the Round Table committee at the end of 1996, and a follow up report circulated to the community. In this way the Triple S Community Round Table vision will be further enhanced throughout the entire area.

### **Opportunities for further action**

Many of the thirty five proposals which were submitted to the Committee for consideration in the awarding of grants from the Community Round Table fit the grants criteria, and provide opportunities for the work of the Round Table to be continued by many community organizations in the future. Examples of these groups include:

Selkirk Friendship Centre  
Triple S Fair and Rodeo  
Ruth Hooker School  
Selkirk 4-H Council  
St. Andrews Church and Rectory  
Gordon Howard Senior Centre

## **6.) AUGUST 1997 UPDATE**

### **Triple S Round Table Projects Update**

#### **PROJECTS**

#### **ARE THEY COMPLETED?**

##### **Project 1**

##### **1996 Red Riverbank Clean-Up**

Yes

Lockport Marketing Corporation / Fish Futures

Dollars Leveraged: \$4,000.00

Dollars Required: \$4,000.00 yearly basis

Future Projects: Need for an ongoing program

Comments: Round table project fund is a good idea

Need for local governments to take responsibility for riverbank clean-up.

##### **Project 2**

##### **Public Park and Boat Launch, East Selkirk**

No, Still in the works

East Selkirk Volunteer Fire Department

Dollars Leveraged: \$1500.00, and in-kind contributions

Dollars Required: \$15,000.00,

Future Projects: Focusing on completing project

Comments: Appreciative of Support

##### **Project 3**

##### **Youth Drop in Centre Initiative**

Yes

Youth for Christ

Dollars Leveraged: \$22,000.00

Dollars Required: None

Future Projects: Basketball court, Job creation Program

Comments: Appreciative of Support

##### **Project 4**

##### **Petersfield Mallard Monument**

75 per cent

Petersfield Mallard Monument Association

Dollars Leveraged: \$150,000.00

Dollars Required: \$15,000.00

Future Projects: Pending

Comments: Appreciative of Support

##### **Project 5**

##### **Youth Arts Program**

Yes

Selkirk Community Arts Centre Inc.

Dollars Leveraged:

Dollars Required:

Future Projects:

Comments: Appreciative of Support

**Project 1**  
**1996 Red River Bank Clean-up**  
**Lockport Marketing Corporation / Fish Futures**

**Project 2**  
**Public Park and Boat Launch, East Selkirk**  
**East Selkirk Fire Department**

**Project 3**  
**Youth Drop in Centre Initiative**

**Project 4**  
**Petersfield Mallard Monument**



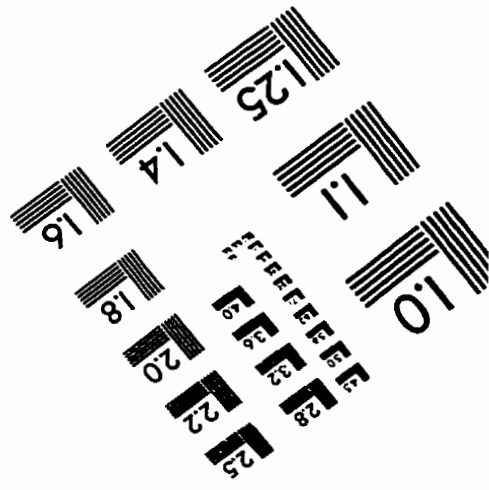
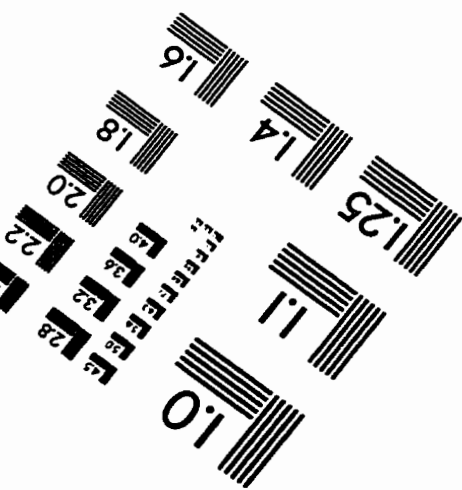
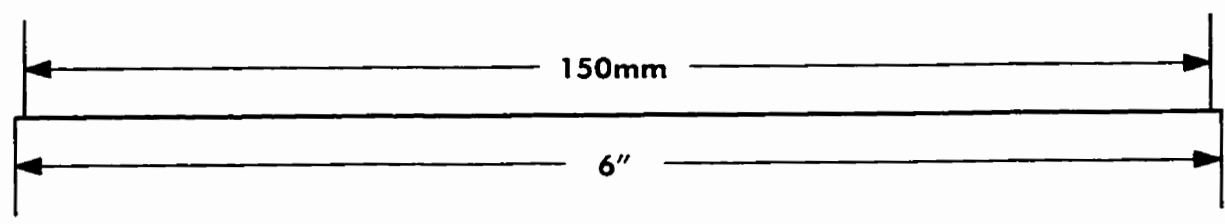
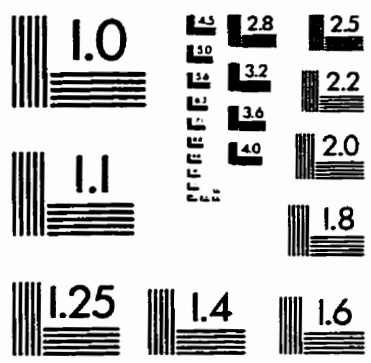
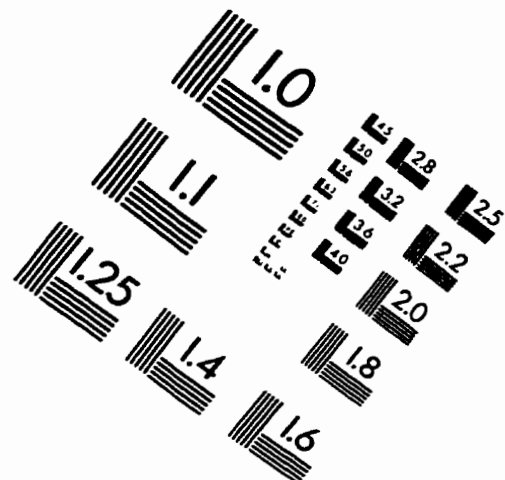
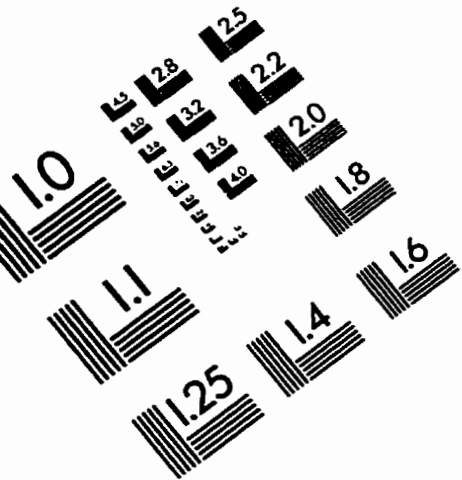
## **Where do we go from here?**

The need for the community to access funding for projects which address the needs of the community (five areas of focus) is great. The availability of resources are minimum given the constraints of the which the local government face. So where do we go from here? Following are a few ideas for the consideration of the local governments.

1. **Continue with Building Partnerships and Funding Community Projects**  
That the local governments contribute a minimum \$2,000 each every year to continue the Round Table Grants projects. \$2,000.00 should be matched by Triple S CFDC, and the Department of Rural Development. A total of \$10,000 could be used to implement 1-5 community community projects per year, which would in turn leverage community dollars for the implementation of the projects. A committee and process are already in place and could be re-activated. The importance here is not necessarily the availability of seed money, but the importance of a process which stimulates the creative thinking of the community, and shows that local governments are interested in good community projects based on specific areas of focus.
2. Local governments should be encouraged to lobby the Provincial Department of Rural Development to develop a "Round Table Implementation Program". The Round Table process has been implemented in many communities and implementation issues are also of concern with other communities and the Department of Rural Development.
3. The Round Table process has gauged the issues and opportunities of the Triple S region, and should serve as a tool to guide the policies, direction and funding priorities in Community Development. This was the intent of the process.

All the funding of projects have lead to in varying degrees an enhanced quality of life for the residents of the Triple S community, and stimulating economic growth activity both directly and indirectly. Investing in community development must be recognized by the local governments as important part of the "community infrastructure".

# IMAGE EVALUATION TEST TARGET (QA-3)



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