

**A PLANNER'S GUIDE TO FUTURE SCENARIOS AND
CITIZEN-BASED DECISION-MAKING**

MICHELLE M.I. NINOW

A Practicum Submitted
in Partial Fulfilment of the
Requirements for the Degree,
Master of City Planning

Department of City Planning
Faculty of Architecture
University of Manitoba

April 1996



National Library
of Canada

Bibliothèque nationale
du Canada

Acquisitions and
Bibliographic Services Branch

Direction des acquisitions et
des services bibliographiques

395 Wellington Street
Ottawa, Ontario
K1A 0N4

395, rue Wellington
Ottawa (Ontario)
K1A 0N4

Your file Votre référence

Our file Notre référence

The author has granted an irrevocable non-exclusive licence allowing the National Library of Canada to reproduce, loan, distribute or sell copies of his/her thesis by any means and in any form or format, making this thesis available to interested persons.

L'auteur a accordé une licence irrévocable et non exclusive permettant à la Bibliothèque nationale du Canada de reproduire, prêter, distribuer ou vendre des copies de sa thèse de quelque manière et sous quelque forme que ce soit pour mettre des exemplaires de cette thèse à la disposition des personnes intéressées.

The author retains ownership of the copyright in his/her thesis. Neither the thesis nor substantial extracts from it may be printed or otherwise reproduced without his/her permission.

L'auteur conserve la propriété du droit d'auteur qui protège sa thèse. Ni la thèse ni des extraits substantiels de celle-ci ne doivent être imprimés ou autrement reproduits sans son autorisation.

ISBN 0-612-16221-4

Canada

Name Michelle Ninow

Dissertation Abstracts International and Masters Abstracts International are arranged by broad, general subject categories. Please select the one subject which most nearly describes the content of your dissertation or thesis. Enter the corresponding four-digit code in the spaces provided.

Urban and Regional Planning

SUBJECT TERM

0999

UMI

SUBJECT CODE

Subject Categories

THE HUMANITIES AND SOCIAL SCIENCES

COMMUNICATIONS AND THE ARTS

Architecture0729
Art History0377
Cinema0900
Dance0378
Fine Arts0357
Information Science0723
Journalism0391
Library Science0399
Mass Communications0708
Music0413
Speech Communication0459
Theater0465

EDUCATION

General0515
Administration0514
Adult and Continuing0516
Agricultural0517
Art0273
Bilingual and Multicultural0282
Business0688
Community College0275
Curriculum and Instruction0727
Early Childhood0518
Elementary0524
Finance0277
Guidance and Counseling0519
Health0680
Higher0745
History of0520
Home Economics0278
Industrial0521
Language and Literature0279
Mathematics0280
Music0522
Philosophy of0998
Physical0523

Psychology0525
Reading0535
Religious0527
Sciences0714
Secondary0533
Social Sciences0534
Sociology of0340
Special0529
Teacher Training0530
Technology0710
Tests and Measurements0288
Vocational0747

LANGUAGE, LITERATURE AND LINGUISTICS

Language
General0679
Ancient0289
Linguistics0290
Modern0291
Literature
General0401
Classical0294
Comparative0295
Medieval0297
Modern0298
African0316
American0591
Asian0305
Canadian (English)0352
Canadian (French)0355
English0593
Germanic0311
Latin American0312
Middle Eastern0315
Romance0313
Slavic and East European0314

PHILOSOPHY, RELIGION AND THEOLOGY

Philosophy0422
Religion
General0318
Biblical Studies0321
Clergy0319
History of0320
Philosophy of0322
Theology0469

SOCIAL SCIENCES

American Studies0323
Anthropology
Archaeology0324
Cultural0326
Physical0327
Business Administration
General0310
Accounting0272
Banking0770
Management0454
Marketing0338
Canadian Studies0385
Economics
General0501
Agricultural0503
Commerce-Business0505
Finance0508
History0509
Labor0510
Theory0511
Folklore0358
Geography0366
Gerontology0351
History
General0578

Ancient0579
Medieval0581
Modern0582
Black0328
African0331
Asia, Australia and Oceania0332
Canadian0334
European0335
Latin American0336
Middle Eastern0333
United States0337
History of Science0585
Law0398
Political Science
General0615
International Law and Relations0616
Public Administration0617
Recreation0814
Social Work0452
Sociology
General0626
Criminology and Penology0627
Demography0938
Ethnic and Racial Studies0631
Individual and Family Studies0628
Industrial and Labor Relations0629
Public and Social Welfare0630
Social Structure and Development0700
Theory and Methods0344
Transportation0709
Urban and Regional Planning0999
Women's Studies0453

THE SCIENCES AND ENGINEERING

BIOLOGICAL SCIENCES

Agriculture
General0473
Agronomy0285
Animal Culture and Nutrition0475
Animal Pathology0476
Food Science and Technology0359
Forestry and Wildlife0478
Plant Culture0479
Plant Pathology0480
Plant Physiology0817
Range Management0777
Wood Technology0746
Biology
General0306
Anatomy0287
Biostatistics0308
Botany0309
Cell0379
Ecology0329
Entomology0353
Genetics0369
Limnology0793
Microbiology0410
Molecular0307
Neuroscience0317
Oceanography0416
Physiology0433
Radiation0821
Veterinary Science0778
Zoology0472
Biophysics
General0786
Medical0760

EARTH SCIENCES

Biogeochemistry0425
Geochemistry0996

Geodesy0370
Geology0372
Geophysics0373
Hydrology0388
Mineralogy0411
Paleobotany0345
Paleoecology0426
Paleontology0418
Paleozoology0985
Palynology0427
Physical Geography0368
Physical Oceanography0415

HEALTH AND ENVIRONMENTAL SCIENCES

Environmental Sciences0768
Health Sciences
General0566
Audiology0300
Chemotherapy0992
Dentistry0567
Education0350
Hospital Management0769
Human Development0758
Immunology0982
Medicine and Surgery0564
Mental Health0347
Nursing0569
Nutrition0570
Obstetrics and Gynecology0380
Occupational Health and Therapy0354
Ophthalmology0381
Pathology0571
Pharmacology0419
Pharmacy0572
Physical Therapy0382
Public Health0573
Radiology0574
Recreation0575

Speech Pathology0460
Toxicology0383
Home Economics0386

PHYSICAL SCIENCES

Pure Sciences

Chemistry
General0485
Agricultural0749
Analytical0486
Biochemistry0487
Inorganic0488
Nuclear0738
Organic0490
Pharmaceutical0491
Physical0494
Polymer0495
Radiation0754
Mathematics0405
Physics
General0605
Acoustics0986
Astronomy and Astrophysics0606
Atmospheric Science0608
Atomic0748
Electronics and Electricity0607
Elementary Particles and High Energy0798
Fluid and Plasma0759
Molecular0609
Nuclear0610
Optics0752
Radiation0756
Solid State0611
Statistics0463

Applied Sciences

Applied Mechanics0346
Computer Science0984

Engineering

General0537
Aerospace0538
Agricultural0539
Automotive0540
Biomedical0541
Chemical0542
Civil0543
Electronics and Electrical0544
Heat and Thermodynamics0348
Hydraulic0545
Industrial0546
Marine0547
Materials Science0794
Mechanical0548
Metallurgy0743
Mining0551
Nuclear0552
Packaging0549
Petroleum0765
Sanitary and Municipal0554
System Science0790
Geotechnology0428
Operations Research0796
Plastics Technology0795
Textile Technology0994

PSYCHOLOGY

General0621
Behavioral0384
Clinical0622
Developmental0620
Experimental0623
Industrial0624
Personality0625
Physiological0989
Psychobiology0349
Psychometrics0632
Social0451

THE UNIVERSITY OF MANITOBA

FACULTY OF GRADUATE STUDIES

COPYRIGHT PERMISSION

A PLANNER'S GUIDE TO FUTURE SCENARIOS

AND CITIZEN-BASED DECISION-MAKING

BY

MICHELLE M.I. NINOW

A Thesis/Practicum submitted to the Faculty of Graduate Studies of the University of Manitoba in partial fulfillment of the requirements for the degree of

MASTER OF CITY PLANNING

© 1996

Permission has been granted to the LIBRARY OF THE UNIVERSITY OF MANITOBA to lend or sell copies of this thesis/practicum, to the NATIONAL LIBRARY OF CANADA to microfilm this thesis/practicum and to lend or sell copies of the film, and to UNIVERSITY MICROFILMS INC. to publish an abstract of this thesis/practicum..

This reproduction or copy of this thesis has been made available by authority of the copyright owner solely for the purpose of private study and research, and may only be reproduced and copied as permitted by copyright laws or with express written authorization from the copyright owner.

ABSTRACT

Public participation has become a key element of many planning processes in Canada. However, results from participatory exercises are often mixed and not as useful as anticipated. As public participation is frequently viewed as an end in itself, identification of objectives for participatory exercises have been neglected. As well, given the dynamic nature of public participation, improved techniques are needed to address the participation objectives now emerging. Identification of clearer objectives and development of improved techniques must be an on-going task for planning practitioners.

Four elements of an effective participatory technique for emerging participation objectives were drawn from the literature. The elements of the technique include:

1) providing participants with the opportunity to develop considered judgement; 2) making decision-making values explicit and providing people with opportunities to shift their preferences; 3) challenging old decision-making assumptions; and 4) allowing participants to find common ground despite issue-based divisions.

The future scenario approach is a technique from business management that uses narratives of alternate futures to test out different decision possibilities. The literature implies that the technique possesses the above four elements, yet there is no critical analysis of scenario use in public participation.

For this practicum research, a demonstration of scenario-use in a citizen-based decision-making context was conducted in the Fort Rouge community of Winnipeg to test and evaluate the technique. The demonstration addressed questions of workshop timing, necessary preconditions, possible benefits and types of issues suitable for the technique. An unanticipated scenario-use workshop with planners provided helpful confirmation and feedback on project findings.

The demonstration project suggests the scenario technique has a number of useful attributes for citizen-based decision-making which exceed the four elements originally identified. The technique demonstrates a suitability for participatory groups consisting of people with conflicting interests and opinions, and different areas of competence and knowledge. In addition, the technique helps participants to propose realistic solutions to problems and make sound decisions by questioning old decision-making assumptions, reframing problems, contextualizing issues, addressing future uncertainty and managing complex information.

The demonstration project showed that the following preconditions are necessary for successful implementation of the technique: 1) presence of a distinct planning process; 2) clear roles for everyone involved in the process; 3) a committed group of citizens; 4) mutually agreed upon definitions of the key terms being used; 5) identification of the specific issue(s) to be addressed; and 6) a basic knowledge, possessed by all participants, of the issue(s).

ACKNOWLEDGEMENTS

Many people have assisted me in the process of researching and preparing this practicum. Without their input this practicum would not have taken shape. I am glad to have this opportunity to express my gratitude.

First I would like to thank the Fort Rouge M/WCRP Resident Committee, Martin Sandhurst and Linda Ring, for supporting my practicum project and giving future scenarios a try.

My thanks go out to the individuals who discussed, at length, issues pertaining to Fort Rouge and public participation during key informant and focused interviews. Their insights were essential to my understanding of Fort Rouge and the success of the scenario project.

My sincere thanks to my committee members Dr. Mary-Ellen Tyler - my advisor, Elizabeth Sweatman and Ross Mitchell. Thank you Mary-Ellen for the on-going challenge to learn. You not only demand the best of your students, you also inspire it! Thanks also for introducing me to the topic of future scenarios in the first place. Liz, thank you for your enthusiasm for my project and for those great brainstorming sessions about public participation. Your input into the workshop design was a great help. Ross, thank you for being open and responsive to my project right from the beginning. Your receptiveness to my ideas encouraged me to proceed.

I would also like to thank Colin Duffield and Liz Root for their assistance at the Resident Committee scenario workshop. I could not have done it without your enthusiastic help and constructive feedback.

To my parents, Konrad and Leone, I am thankful for your encouragement and constant belief in my abilities. Your resourcefulness, determination and creativity have been a guide for me.

Many thanks to you Colin for your wholehearted support. It was a great pleasure to share the graduate school experience with you.

Finally, my thanks to the University of Manitoba for financial assistance through the Graduate Fellowship.

TABLE OF CONTENTS

| | |
|--|----|
| ABSTRACT | i |
| ACKNOWLEDGEMENTS | ii |
| 1 INTRODUCTION TO THE RESEARCH PROJECT | 1 |
| 1.1 THE RESEARCH CONTEXT: PUBLIC PARTICIPATION | 1 |
| 1.2 AN INTRODUCTION TO THE FUTURE SCENARIO TECHNIQUE | 3 |
| 1.3 THE RESEARCH PROBLEM, PURPOSE AND OBJECTIVES: IS THE FUTURE SCENARIO TECHNIQUE USEFUL FOR PLANNERS? | 4 |
| 1.4 THE RESEARCH FOCUS: FACILITATING PARTICIPATORY PROCESSES AT THE NEIGHBOURHOOD LEVEL | 5 |
| 1.5 A METHODOLOGY FOR DEMONSTRATING AND EVALUATING THE USE OF SCENARIOS IN PUBLIC PARTICIPATION | 6 |
| 1.6 ORGANIZATION OF THE DOCUMENT | 8 |
| 2 THE STATE OF PUBLIC PARTICIPATION AND THE POTENTIAL ROLE OF FUTURE SCENARIOS | 10 |
| 2.1 PUBLIC PARTICIPATION | 10 |
| 2.1.1 A Synopsis of Public Participation Theory | 11 |
| 2.1.2 Public Participation Challenges in Planning Practice | 12 |
| 2.1.3 Seven Objectives of Public Participation | 16 |
| 2.1.4 Project Focus: Citizen-Based Decision-Making | 20 |
| 2.1.5 Four Elements of an Effective Participatory Technique | 21 |
| 2.2 FUTURE SCENARIOS AS A PARTICIPATORY TECHNIQUE | 25 |
| 2.2.1 The Benefits of Using Scenarios | 26 |
| 2.3 USING SCENARIOS IN CITIZEN-BASED DECISION-MAKING: A NEED FOR A DEMONSTRATION PROJECT | 31 |
| 3 SELECTION OF A DEMONSTRATION PROJECT | 34 |
| 3.1 STRENGTHS AND WEAKNESSES OF SCENARIO USE IN PUBLIC PARTICIPATION | 35 |
| 3.1.1 A Comparative Evaluation of Selected Examples | 40 |
| 3.2 INITIAL DEMONSTRATION PROJECT ITERATION IN A NEIGHBOURHOOD PLANNING CONTEXT | 43 |
| 3.2.1 The Fort Rouge Neighbourhood Management Plan | 43 |
| 3.2.2 A Social Profile of Fort Rouge | 46 |
| 3.2.2.1 <i>Local History</i> | 46 |
| 3.2.2.2 <i>Current Demographics</i> | 48 |
| 3.2.2.3 <i>Local Politics</i> | 49 |
| 3.2.2.4 <i>Development Issues</i> | 51 |
| 3.2.3 The History of the Fort Rouge Neighbourhood Management Process | 54 |
| 3.3 RETHINKING THE FIRST ITERATION: IMPLICATIONS FOR THE SECOND DEMONSTRATION ITERATION | 56 |

| | | |
|-------------|---|------------|
| 4 | A SECOND ITERATION OF THE FORT ROUGE DEMONSTRATION PROJECT | 59 |
| 4.1 | THE MANITOBA/WINNIPEG COMMUNITY REVITALIZATION PROGRAM | 61 |
| 4.2 | WRITING THE SCENARIOS | 62 |
| 4.2.1 | Fort Rouge 2005 | 69 |
| 4.3 | THE SCENARIO WORKSHOP | 73 |
| 4.4 | THE PARTICIPANT QUESTIONNAIRE | 83 |
| 4.5 | EVALUATING THE SCENARIO WORKSHOP | 88 |
| 4.5.1 | Debriefing With Workshop Participants | 88 |
| 4.5.2 | Post Workshop Interview With Fort Rouge M/WCRP Staff | 90 |
| 4.5.3 | Applying the Four Elements of an Effective Participatory Technique | 92 |
| 4.6 | PRESENTING SCENARIO-USE INSIGHTS AT A WORKSHOP FOR PLANNERS | 95 |
| 4.6.1 | Identifying the Challenges of Citizen-Based Decision-Making in M/WCRP Resident Committees | 96 |
| 4.7 | INTRODUCING THE SCENARIO TECHNIQUE & A MINI EXAMPLE | 97 |
| 4.7.1 | The Glenwood Scenarios | 97 |
| 4.7.2 | Further Workshop Proceedings | 101 |
| 4.8 | REFLECTING ON THE SCENARIO WORKSHOP FOR NEIGHBOURHOOD PLANNING PRACTITIONERS | 102 |
| 4.9 | FUTURE SCENARIOS: MEETING THE CHALLENGES OF CITIZEN-BASED DECISION-MAKING | 104 |
| 5 | USING FUTURE SCENARIOS FOR CITIZEN-BASED DECISION-MAKING IN NEIGHBOURHOOD PLANNING | 105 |
| 5.1 | OVERVIEW | 105 |
| 5.2 | PROBLEMS IN CITIZEN-BASED DECISION-MAKING ADDRESSED BY THE SCENARIO TECHNIQUE | 106 |
| 5.3 | CRITICAL PRECONDITIONS FOR SCENARIO USE | 108 |
| 5.4 | ADVICE TO PLANNERS FOR SCENARIO USE | 109 |
| 5.5 | IMPLICATIONS FOR FURTHER RESEARCH AND APPLICATION | 112 |
| | REFERENCES | 114 |
| | APPENDICES | 119 |
| APPENDIX 1: | KEY INFORMANT INTERVIEW RESPONDENTS & QUESTIONS | 119 |
| APPENDIX 2: | FORT ROUGE M/WCRP MINUTES 26.10.95 & AGENDA 15.11.95 | 120 |
| APPENDIX 3: | TRANSCRIPT OF FLIP-CHART NOTES FROM THE 15.11.95 SCENARIO WORKSHOP | 125 |
| APPENDIX 4: | MEMORANDUM | 130 |

LIST OF MAPS

| | |
|--|----|
| Map 1 Fort Rouge Neighbourhood Management Area | 44 |
| Map 2 Fort Rouge M/WCRP Area | 63 |

LIST OF TABLES

| | |
|---|----|
| Table 1 Scenario Procedures | 38 |
| Table 2 Scenario Writing Methods | 41 |
| Table 3 The Case Study Sequence of Events | 60 |
| Table 4 M/WCRP Project List | 80 |

1 INTRODUCTION TO THE RESEARCH PROJECT

1.1 THE RESEARCH CONTEXT: PUBLIC PARTICIPATION

Public participation has been a part of Canadian planning processes for over thirty years (Perks & Jamieson 1991), and is viewed by many as a key attribute of a democratic society (Grant 1994, Fischer 1990, Thornley 1977). In recent years civil involvement in all levels of government decision-making in Canada and the United States, especially at the local levels, has become the norm rather than the exception (Grant 1994, Friedmann 1993). Yet, despite an extensive history of use, public participation remains for many a disheartening process producing unsatisfying results (Grant 1994, Kemble 1992, Forester 1989, Alexander 1986, Glass 1979, Arnstein 1969). Public participation is often criticized as being costly and ineffective in assisting the difficult choices faced by all levels of decision-makers today (Seelig 1995, Kemble 1992).

It is essential that public input remain relevant in the political process (Fischer 1990). Effective government decision-making should consist of both technical reasoning and normative reasoning (Taylor 1992, Fischer 1990, Yankelovich 1991); normative reasoning is most often gained through public participation processes (Yankelovich 1991, Fischer 1990). Planners are frequently responsible for facilitating participatory processes, especially in the urban setting (Thornley 1977), they must therefore continue to develop and refine planning techniques for improving public input.

There is extensive discussion about the purpose of public participation in the planning literature (Grant 1994, Kemble 1992, Kubinski 1992, Forester 1989, Alexander 1986, Thornley 1977, Arnstein 1969). To a large degree the discussion focuses on the theoretical topic of power distribution. The assumption being that the presence of public participation indicates some devolution of central control. Arnstein (1969) was the first to discuss public participation from this perspective but many have followed her lead. While discussion of participatory processes must address the issue of power distribution,

planners must additionally deal with practical and procedural issues to facilitate participatory processes that are meaningful and effective for all involved. To this end, discussion must move beyond theories of why citizens should be involved in government decision-making, to addressing how it will occur and to determine the appropriate techniques for specific contextual objectives (Susskind 1995, Williams 1995, Lawn 1993, Sands 1993, Yankelovich 1992 & 1991, Connor 1988, Nutt and Backoff 1987, Glass 1979, Runyan 1977). Without this type of discussion public participation will remain a disappointing endeavour for both planning practitioners and participants.

Jill Grant (1994), a Canadian planning theorist, suggests that public participation is a concept that is easily advocated but difficult to put into practice. Responses from Fort Rouge citizens and planners who were interviewed for this practicum research are in agreement with Grant's sentiment. Those interviewed indicated that they also have faced problems and frustrations with current public participation practices. In spite of increasingly intensive attempts to elicit public ideas and opinions, those interviewed indicated that neither participants nor planners were satisfied with current participatory procedures or outcomes.

A survey of participatory problems has indicated that the participatory techniques available to planners are limited, especially considering the growing expectations of citizens, politicians and the government for what is to be accomplished through public participation. Four elements of an effective participatory technique to address these growing expectations were distilled from the public participation literature. These elements will assist in the evaluation of current and new techniques:

1. Participation processes often do not provide the time and the means for the participant to work through the key issues. A new participatory technique should prompt participants to develop a well thought-out opinion or "considered judgement" about the question at hand (Yankelovich 1991).
2. Given that planning decisions are rarely value free (Grant 1994), a new participatory

technique should make decision-making values explicit and provide people with non-threatening opportunities to shift their preferences.

3. Assumptions that underlie decision-making at all levels are seldom made explicit (Grant 1994). New participatory techniques should illuminate decision-making assumptions and test them for contextual relevancy.
4. Participants, often divided by conflicting interests, need a process that helps them to find common ground and resolve the issues at hand. A technique which makes provisions for this type of issue-based conflict is needed to prevent the possible derailment of participatory processes (Martz 1995).

1.2 AN INTRODUCTION TO THE FUTURE SCENARIO TECHNIQUE

The future scenario technique, initially developed in the business management field, holds promise for planners who facilitate communication in participatory environments. The future scenario technique uses a set of comprehensive and focused descriptions of alternate futures called scenarios (Schoemaker 1993). The set of scenarios are based on specific assumptions about relevant social, political, economic, technological, and environmental trends and their complex interactions (Walter and Choate 1984). They are often presented in a coherent narrative form. Contrary to appearances, scenarios are more than just science fiction; they are based on analysis of present reality and built around carefully constructed plots. The scenario technique can be used for stimulating learning, pre-decision analysis and decision-making (Schoemaker 1993, Schwartz 1991, Brewer 1986, Wack 1985a). People who use the technique find that scenarios can change assumptions about the future and help create new concepts of what is possible (Schwartz 1991, Wack 1985a).

As described in business management as well as other fields, the future scenario technique thrives in situations that have complex information, future uncertainty and

diversity of perspectives among participants (Schwartz 1991, Brewer 1986, Wack 1985a & 1985b). Implicit values are rendered transparent, old decision-making assumptions are challenged, and the contextual approach of the technique promotes a collaborative atmosphere (Schoemaker 1993, Schwartz 1991, Brewer 1986, Wack 1985a & 1985b).

The benefit of using a set of scenarios is their comparative value. Each scenario in a set presents a focused description of a fundamentally different future (Schoemaker 1993). In reality, the future will most likely contain elements of all of the scenarios in the set, but the effect of creating separate distinct futures is that the choices open to decision-makers become more evident (Schwartz 1991).

1.3 THE RESEARCH PROBLEM, PURPOSE AND OBJECTIVES: IS THE FUTURE SCENARIO TECHNIQUE USEFUL FOR PLANNERS?

Future scenarios have already been used in some participatory planning processes in Canada, such as Vancouver's CityPlan and Calgary's GoPlan (City of Vancouver 1994 & 1995; City of Calgary 1992 & 1994a). These were large scale public "visioning" exercises. Unfortunately, there has been little evaluation of the scenario technique in the community planning literature.

The ability of future scenarios to address the four elements of effective participatory techniques, listed above, needs to be demonstrated and evaluated. Participatory objectives for which the future scenario technique is suitable also need to be examined in specific planning contexts.

The purpose of the practicum research is to examine the future scenario technique and evaluate its current and potential use in public participation in a local planning process. More specifically, the aim will be to demonstrate the benefits of using scenarios in a specific local planning process. The demonstration will also serve to help identify the necessary preconditions for successful implementation of the scenario approach in small

group participation at the neighbourhood planning level.

The major objectives of the practicum are:

1. to interview key informants, both citizens and planners, involved in citizen participation in a Winnipeg community to identify the perceived gaps or shortcomings that a scenario approach could address;
2. to write future scenarios for a selected public participation process being conducted at the neighbourhood level; and
3. to demonstrate and evaluate the scenario approach in an existing City of Winnipeg neighbourhood planning process.

1.4 THE RESEARCH FOCUS: FACILITATING PARTICIPATORY PROCESSES AT THE NEIGHBOURHOOD LEVEL

The pragmatic nature of this practicum research can be characterized as a planner's perspective. The reason for this focus is that it is usually the planner who is responsible for facilitating participatory processes. The scenario demonstration project conducted for this research used the resources that are typically available to a community/neighbourhood planner. The aim being to contribute to and enhance local planning practice.

From the outset, the focus of this research has been: *an evaluation of the future scenario technique in the facilitation of participatory processes in planning*. As a result of the demonstration case, the participatory objective: *to facilitate the role of citizen-based decision-making*, was added.

This practicum was conducted at the neighbourhood planning level. At this level one is

able to witness the passion and commitment of citizens to their community environment and that which matters most to them (Martz 1995). One of the essential aspects of the planner's role at the neighbourhood level is to facilitate participatory processes to ensure that citizens have input into City decisions which affect them directly.

1.5 A METHODOLOGY FOR DEMONSTRATING AND EVALUATING THE USE OF SCENARIOS IN PUBLIC PARTICIPATION

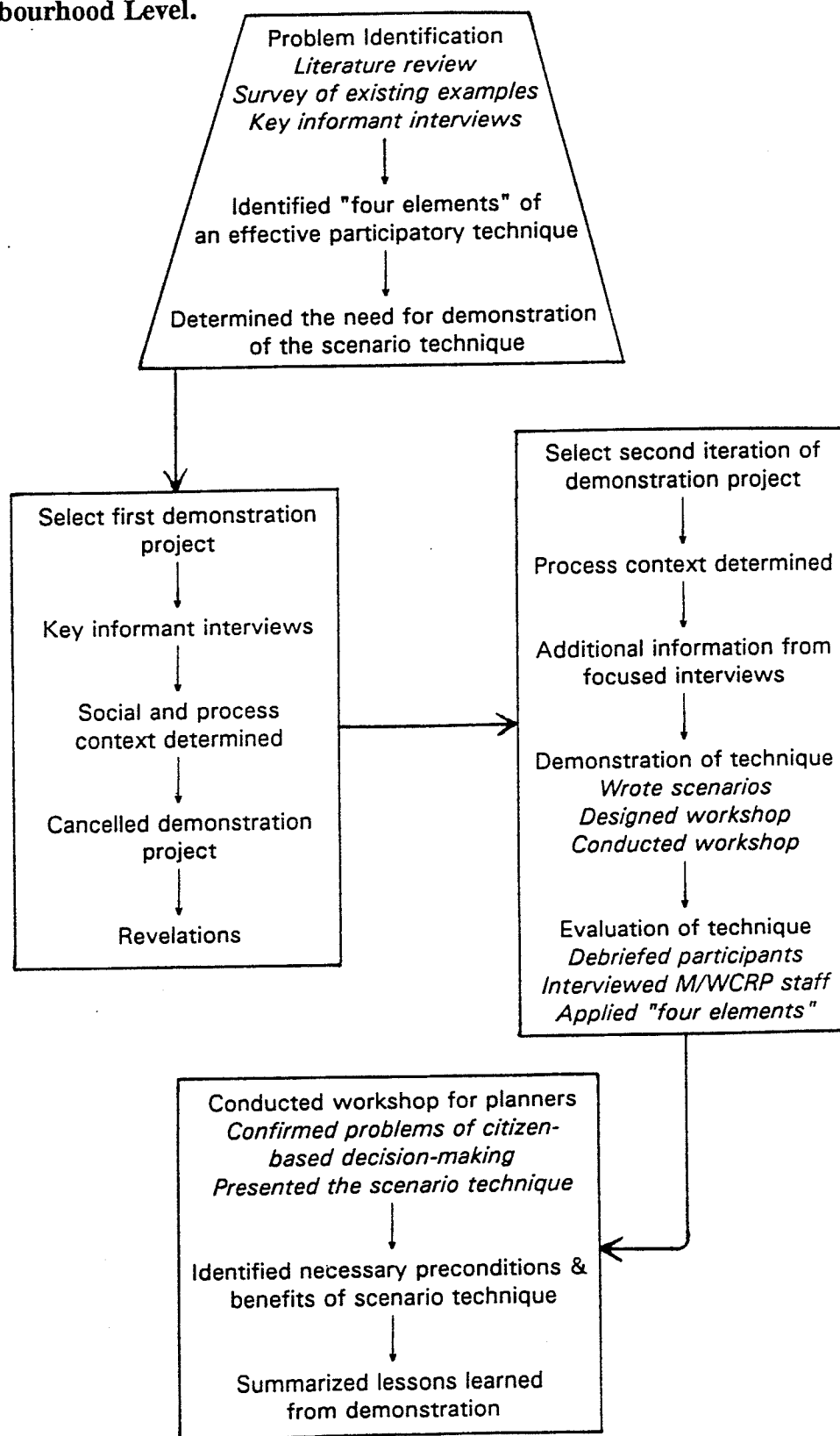
The methodology developed for this practicum was informed by "Communicative Action" in planning (Innes 1995, Healy 1992, Forester 1989). The basis for Communicative Action theory is actual planning practice where theory is not separated from practice. The preferred approach is interpretive inquiry rather than deductive analysis. Because context is essential to planning practice, the narrative style is usually selected to present specific case material (Healy 1992).

The demonstration case in this practicum draws upon the Communicative Action theorists' style of inquiry. The techniques employed in the practicum methodology are qualitative, providing reflective and contextual analysis and evaluation. The focus of the practicum is on the pragmatic issue of how planners can facilitate better communication in public participation through the use of future scenarios as a technique for social learning.

The methods employed in this practicum include: a literature review, key informant interviews, a survey of existing examples of scenario use in public participation, a demonstration project where a future scenario workshop was conducted, focused interviews, and a presentation to planners of the findings of the practicum research.

Figure one illustrates a "reflective" description of the sequence in which these methods were employed.

Figure 1: An Outline of the Process Used to Demonstrate the Scenario Approach at the Neighbourhood Level.



The research process used to produce this practicum did not follow a sequential set of steps established at the beginning of the project. Rather, the steps and methodology emerged during the course of the research process, responding to opportunities and problems as they arose.

The process employed was primarily inductive. To use Innes' (1995) term, it was a "learn by doing and experiencing" endeavour, that produced qualitative and contextual results. While the focus of the inquiry remained constant, becoming sharper through the process, the methods for the study changed as the research progressed. The nature of the topic and the fact that the practicum research was conducted with human beings demanded a flexible and responsive research design.

1.6 ORGANIZATION OF THE DOCUMENT

This document is organized into five chapters. Chapter two reviews the current state of public participation, presents the results of key informant interviews conducted in Fort Rouge and identifies seven objectives of public participation. The four elements of an improved participation technique, presented earlier, are further defined. As well, chapter two describes the future scenario technique in more detail and uncovers the potential planning benefits of its use.

Chapter three focuses on the selection of the demonstration project. The chapter provides a survey of how scenarios have already been used in public participation and presents information gleaned from the literature with respect to those examples. Initial demonstration project preparations, including key informant interviews and a social profile, are presented for the Fort Rouge area. Chapter three discusses the circumstances surrounding the cancellation of the initial demonstration project, and presents key findings that lead to the second demonstration iteration.

Chapter four presents the demonstration process with the Fort Rouge M/WCRP Resident

Committee. It describes the implementation of the scenario technique in a citizen-based decision-making process at the neighbourhood level. The chapter presents the evaluation of the scenario technique made by the participants and planners involved. It also describes a subsequent scenario use workshop I conducted for planners.

Chapter five presents conclusions and implications drawn from the first and second iterations of the demonstration project. The chapter describes why, when, and how planners should use scenarios, and what they can expect to gain from implementing the technique in citizen-based decision-making at the neighbourhood level.

2 THE STATE OF PUBLIC PARTICIPATION AND THE POTENTIAL ROLE OF FUTURE SCENARIOS

This chapter presents an overview of public participation in planning, including definitions, a brief theoretical review of the concept, a discussion of objectives and appropriate techniques, and descriptions of the problems faced in participatory processes. Four elements of an effective participatory technique are discussed, focusing on citizen-based decision-making.

Future scenarios are suggested as a method for addressing some of the difficulties faced by planners and participants involved in participatory processes. The benefits of scenario use, identified primarily in the management literature, indicate that the technique could possibly assist the planner in facilitating participatory processes. A review of how future scenarios have figured in planning thought and practice to date indicates that scenario use is not entirely new to the field of planning. However, there is little discussion of the use of scenarios in participatory environments nor of the implementation of the technique. The chapter concludes with the identification of the need for a demonstration case, in which the scenario technique could be implemented and evaluated.

2.1 PUBLIC PARTICIPATION

The definition of public participation in the literature is broad. It is an overgeneralized term which incorporates a myriad of structures and possible results (Glass 1979). It is also inherently complicated because of its political nature. The definition ranges from a simple form of exercising the democratic right to vote, to more elaborate forms such as direct citizen involvement in government decision-making (Grant 1994, Yankelovich 1991, Fischer 1990, Thornley 1977). The term public participation is also, perhaps, becoming outmoded as new terms for the concept arise such as: citizen involvement/participation, community-based planning, stakeholder processes etc.. While some of these terms may denote varied levels of power sharing they all have a certain

similarity. Simply put, public participation is a process that enhances communication between citizens, government bureaucracy, and politicians in planning and decision-making.

The concept of public participation evolved in Canada in the 1960's when citizens first began to react directly against urban renewal projects destroying their neighbourhoods (Grant 1994). Locally, this type of citizen activism emerged in Osborne Village in 1967 when the City proposed the widening and upgrading of Osborne Street to an express-way. Once they were organized to fight, local residents and business owners were able to successfully oppose the expropriation and destruction of half of Osborne Village.

Public participation has gone through many permutations over the years but it remains an important aspect of Canadian civic involvement. It has been argued that public participation became one of the most influential trends to have occurred in the Canadian planning system in the 1970's and 1980's (Perks and Jamieson 1991).

2.1.1 A Synopsis of Public Participation Theory

There are different perceptions of what public participation is, and what role the public should play in planning and government decision-making. Arnstein (1969) developed the idea that there are different levels of public participation- from "Nonparticipation" up to "Degrees of Tokenism" and "Degrees of Citizen Power". For Arnstein, public participation is about shifting power, therefore one's belief about which level of participation is appropriate depends, to a great deal, on one's social and economic position in society. It is also argued that the perceived ideal level of participation, and the role of the planner in that participation, depends on one's ideological orientation and perception of planning (Alexander 1986, Thornley 1977).

According to Grant (1994), different views on public participation relate back to people's concepts of democracy. There are two broad types of democracy: the representative democracy type, which underlies the idea that the public is represented by elected officials and therefore do not need to participate directly in decision-making; and the

participatory democracy type, which purports that citizens can and should participate directly in government decision-making. Those in the second group would argue that public participation is essential to the concept of participatory democracy because it protects the political process from being guided solely by technical or factual reasoning - as found in instrumental rationality - and ensures that the moral and ethical issues involved in any government decision-making continue to be addressed (Taylor 1992, Yankelovich 1991, Fischer 1990). It is often assumed that good decisions are based on solid factual information, not opinions which have more to do with values and culture. One might well question the use of public participation as a means to improve decision-making when those with more knowledge and expertise in specific areas might do a "better" job. Frank Fischer (1990), John Friedmann (1987), and Daniel Yankelovich (1991) discuss the importance of blending expert knowledge (technical reason) with public opinion (normative reason) when making political decisions. Yankelovich (1991) recognizes considered judgement, an advanced form of public opinion, as a genuine mode of knowing but acknowledges that it often challenges the "culture of technical control".

Taylor (1989) writes that normative reasoning is most often developed in dialogue with others. Not only does public participation involve communication with government decision-makers but it also includes discussion between participants and ideally leads to a mutual learning process (Yankelovich 1991, Fischer 1990). Planners should facilitate public participation processes that promote the development of what Yankelovich calls "considered judgement", which is essentially public opinion that has been developed in an environment where discussions about normative issues can take place (Yankelovich 1991) and citizens can communicate meaningfully with each other (Forester 1989).

2.1.2 Public Participation Challenges in Planning Practice

Despite differing ideologies of public participation, it has become entrenched in planning processes; public participation is now the expected norm in a majority of Canadian municipalities and regions (Grant 1994). As a result there are numerous examples of public involvement in governmental decision-making from the Local Round Table processes on environmental and sustainability issues in British Columbia, Manitoba, and

Ontario, to citizen involvement in transportation plans in Calgary and Winnipeg.

While public involvement in the government decision-making process over the past thirty years has provided some unique solutions and allowed for contentious issues to be resolved it has also been a source of disappointment for many who have been involved, planners and the public alike. This was the clear message from a set of key informant interviews conducted in the summer of 1995 in the Fort Rouge community in Winnipeg. When questioned about public participation, community members and planners were quick to respond with their frustrations. Not only have participants been disappointed when their involvement has appeared to be "meaningless", despite complicated participation exercises, but planners have also been somewhat perplexed by the inconsequential results of their inclusive initiatives. The following comments were gleaned from the key informant interviews with planners and community members in Fort Rouge.

The General Problems of Public Participation: A Summary of Key Informant Responses

- highly over-rated; can lead to false hopes
- planners will always be criticized, no matter what they do
- can often be tokenism; elaborate processes without political commitment or money will never be effective
- need to improve the quality of public participation
- if people are not unhappy they will not get involved; people get tired of giving their opinions
- there is a lack of public engagement
- public participation at the local level is the most productive
- there must be an opportunity for the public to take ownership
- a transfer of power is crucial

- people want their opinions heard and they want feedback
- newer techniques focus the public's response and make it more valuable for decision making
- easy to get a response for single issues but more difficult to get public direction on broader topics
- the public view of their experience is important
- community members have a right to define their community
- public processes tend to be confrontational

Key informants also had some interesting insights about public participation in the context of their own community, Fort Rouge.

Public Participation in Fort Rouge: A Summary of Key Informant Responses

- people do care and will rally about a cause; conflicts allow people to get to know each other
- there are fighters and there are builders in the community
- knowing your neighbours makes you care more, there is a support system; if you know your neighbours you do not have to fight to keep people involved
- the bureaucracy is frustrating and not supportive; it is difficult when you do not understand the system; need a better liaison with the City
- we need a core of sustained interest, this requires a mature community - requires community development work
- the City is off loading responsibilities, the BIZ and residents are picking up the slack
- the Earl Grey Neighbourhood Safety Association has had good success with community involvement
- a lot of people are afraid of change, you must show them what is possible
- 10% of the people do most of the work; the same old faces are at all of the meetings; we live in a community and must assume ownership and community responsibility

- there will always be doers, they must encourage and allow others to participate and there must be different levels of involvement possible
- the community has come together over positive and negative issues; the M/WCRP is positive as is streetscaping
- people initially get involved over small issues but come to realize that there are much larger things at stake
- small business people often have similar concerns to residents, especially when they are residents too

In part, these comments about public participation in the Fort Rouge community express confidence in community members to get involved when there is a crisis. What is more difficult to organize is an ongoing type of involvement. In addition there is a recognition that different groups within the community have common interests which need to be recognized. What also comes through in this sampling of comments is a frustration with the participatory processes being used and the municipal system with which community members must interact.

For the planner's part, there is still much confusion about which public participation processes to use and what techniques to employ in order to achieve the most useful processes and results (Seelig 1995, Grant 1994, Yankelovich 1991). Criticism of the outcomes of public participation abounds. For example, Canadian planner and architect, Roger Kemble (1992), argues that public participation is a long and expensive process which is often irrelevant in light of the outcomes. He goes as far as to state that it is only formalized rhetoric producing ineffective outcomes; in Kemble's experience, public participation has simply served to legitimize real estate transactions.

One of the basic assumptions of this practicum project is that it is possible to create a public participation process that allows informed citizens to play a significant role in deciding the future of their environments. In their recent book Collaborative Leadership, David Chrislip and Carl Larson present their collaborative premise:

"There is a belief that if you bring the appropriate people together in constructive ways with good information, they will create authentic visions and strategies for addressing the shared concerns of the organization or community" (Chrislip & Larson 1994,14).

Public participation in planning and government decision-making is becoming increasingly prevalent in North America (Friedmann 1993). It would make sense then to continue to develop and improve upon planning techniques that are appropriate for people participating in planning and decision-making processes. If the planner is to play an effective role in facilitating these processes, the discussion of public participation must go beyond, but of course not ignore, the ideological theme of power sharing to practical operational issues.

2.1.3 Seven Objectives of Public Participation

Part of the reason for the repeated disappointment with public participation processes is that it is often viewed as an end in itself rather than as a means to meet particular ends (Glass 1979). Public participation is sometimes included in a project or process simply because it is required. All too often there is little thought for how the process should be carried out to get the most useful results, or how to use the results at the end of the process (Glass 1979). Consequently, participation techniques are often chosen at random without a clear idea of the objectives to be achieved (Glass 1979). The indicator of successful public participation is frequently based upon the number of participants, not the quality of participation, or the effectiveness of the process (Yankelovich 1991).

The success of a public participation program is linked directly to its design which should reflect the desired objectives of the overall endeavour. It is these objectives that should shape the public participation process and help the planner decide which techniques to use. The list of participatory objectives which follows has been drawn, in part from a 1979 article by James Glass on the relationship between the objectives and techniques in public participation. The first four are directly from the Glass article and relate to more consultative forms of participation. Three more objectives have been added to his list. They are more direct forms of public involvement in shared decision-making. These additions reflect the changing nature of public participation. It is becoming increasingly

common for citizens to play a more direct role in public participation, consultation roles are often no longer enough, nor are consultation techniques. The purpose of listing these objectives is to acknowledge that public participation is a multifaceted concept and that different objectives necessitate a variety of techniques. The seven specific objectives include: information exchange, education & support building, decision-making supplement, representational input, citizen-based decision-making, citizen-based visioning, and conflict resolution.

Objective #1: Information Exchange This objective is focused on sharing information and getting feedback from the public in order to make effective decisions about projects, plans or programs. The information sought from citizens is related to their opinions and attitudes. This type of public participation is supposed to help avoid reactive conflicts over proposed projects and programs. The theory is that project proponents can become aware of, and act on, community concerns through a public participation process and thereby reduce the range of disputed issues. Such understanding eventually translates into savings related to the cost and duration of the approval process (Slovic 1993, Rowe 1992). This type of participation is relatively unstructured and open to all who wish to attend.

Possible techniques to be used include: drop-in centres, open houses, neighbourhood meetings, public hearings.

Objective #2: Education & Support Building For city and community plans to have any success in being implemented they must have public support, this is usually only possible if the public is somehow involved in the creation of the plans (Hodge 1991). The purpose of this objective is to provide detailed information to a group of citizens about a particular project or plan and garner their support for it. The details of the why and how of the plan or project are also provided to the citizen group. This objective relies on more structured techniques because a defined community-wide representational group of citizens is involved. The process usually consists of a series of meetings over time. Examples of this objective in action are projects involving the location of solid waste and hazardous waste disposal sites (Richards 1995).

Possible techniques to be used include: citizen advisory groups, citizen review boards, citizen task forces, local round tables.

Objective #3: Decision-Making Supplement This objective refers to efforts designed to provide individual citizens with an increased opportunity for input into the planning process. Any planning technique used to achieve this objective must provide specific and useful information for planners. The result is a data base of public perspectives which are taken into the planner's considerations along with the regular technical considerations, when drafting a plan or policy statement. This objective is concerned mostly with a one-way flow of information from the citizen to the planner. *Possible techniques to be used include: nominal group process, analysis of judgement, value analysis.*

Objective #4: Representational Input Citizens are consulted in such a way as to obtain input that reflects the opinions and ideas of an entire community. The input is representative in nature so that it can be generalized into a "citizen view" and then incorporated into subsequent plans and programs. This objective also aims for a one-way flow of information from the citizen to the planner.

Possible techniques to be used include: surveys, interviews, referendums, delphi processes.

Objective #5: Citizen-Based Decision-Making This objective refers to the involvement of citizens in a longer term planning/decision-making process that will affect their environment or lives directly. While the citizens often still do not have the final say, they play a significant role in providing recommendations to those who have the authority to make decisions. This process also involves decision-making within the participant group. Citizens are provided with the technical information needed for effective decision-making. This objective incorporates a two-way information flow that will allow both citizens and planners to make appropriate and useful decisions. Ideally the citizen planning group will be representative of their community. An example of this longer term public planning process involving decision-making in a small representational group

is the Manitoba/Winnipeg Community Revitalization Program.

Possible techniques to be used: SWOT analysis, sticky dot prioritization, voting, consensus-based decision-making, local round table techniques, strategic planning techniques. (future scenarios are proposed for this objective in this practicum).

Objective #6: Citizen-Based Visioning Just as objective #5 has emerged in planning recently, so too has citizen-based visioning. This objective refers to a process whereby citizens can communicate their ideas and opinions into a common vision for the future of their neighbourhood or community. Such a vision can guide plan making, mission or vision statements, or community strategies for the future. This type of participation can take place in a small group or can include hundreds or thousands of people.

Possible techniques to be used: Future searches, strategic planning processes, future scenarios.

Objective #7: Conflict Resolution When a dispute arises in a community over land use, resource management, zoning, project development or many other issues, there are many techniques available to resolve the conflict so that all of the stakeholders involved are able to live with the outcome (Susskind 1995, Lawn 1993, Sands 1993). The primary assumption of conflict resolution is that all who are affected by the decision have the right to be involved in finding a solution. It works because people have to communicate with each other. The processes are usually more informal than the traditional legal environment where conflicts have been solved in the past. The goal for the participants is to find a common interest in resolving the conflict and a win/win situation where everyone involved concedes something but at the same time comes to a resolution that is mutually acceptable. Government representatives usually participate as the facilitators. *Possible techniques to use include negotiation, mediation, conflict resolution, and consensus building.*

It is clear that no single planning technique can satisfy all of the objectives. Glass (1979) is emphatic that objectives of a given public participation program must be identified before specific techniques can be selected. If the participation objectives are not taken

into consideration at the outset then the participation process results could be ineffectual.

2.1.4 Project Focus: Citizen-Based Decision-Making

For the purposes of this practicum project the focus of the ensuing research and critique is the participatory objective #5, citizen-based decision-making and the role of future scenarios. The original reason for this particular focus was that the demonstration project which emerged for the practicum research had the objective of citizen-based decision-making. Only later did it become evident that the scenario technique is particularly useful for achieving the citizen-based decision-making objective in public participation.

The emergence of the citizen-based decision-making objective is a response to increasing pressures to involve people more directly in decision-making processes (Williams 1995). The reasons for the development of new decision-making objectives are fourfold, according to Lesley Williams, planning consultant. The old types of decision-making reserved strictly for government, have lead to increased conflict, and this conflict is becoming too expensive to address with conventional litigation techniques. Second, as resources of all kinds become scarcer, people's positions become more entrenched. Third, the sustainability ethic has made decision-making more difficult in that we must balance social, environmental, and economic issues. Finally, the primacy of quality of life issues necessitates consultation in decision-making because these types of issues can never be dealt with in a purely technical manner. They involve values and preferences which must be provided by the people affected in the decision-making.

To recap, the characteristics of the citizen-based decision-making participation objective includes two-way communication between planners and a defined group of participants and communication between the participants themselves. The participants are called upon to process information and to provide answers to planners rather than simply taking in information or espousing their opinions. At the same time participants have greater control over the process than in many of the other planning objectives, this entails more flexibility on the planner's part. Participants may be involved over a longer period of

time or in an intense workshop type process, but the commitment required is usually significant.

The role of the planner in achieving the objective of citizen-based decision-making is to facilitate communication and decision-making among the participants. This is often achieved through the design of structured participation processes and implementation of applicable planning techniques. Given the four reasons listed above for the new planning objective, it is not surprising that Williams also says that planners are in desperate need of new decision-making tools and techniques (Williams 1995).

2.1.5 Four Elements of an Effective Participatory Technique

The foregoing literature review identifies a number of problems currently encountered in participatory processes. In order to produce participatory processes which are more productive and rewarding new or improved techniques are needed. Four elements necessary for effective participatory techniques have been drawn from the literature. These elements relate to the quality of public participation and they are:

- 1) participants are encouraged to develop considered judgement;
- 2) values are made explicit and participants are given the opportunity to shift preferences;
- 3) old decision-making assumptions are challenged; and
- 4) participants are able to find common ground despite issue-based divisions in the participant group.

#1 Developing Considered Judgement The techniques used to elicit input often relate directly to the quality of the input (Yankelovich 1991). For example, eliciting a person's opinion about a particular issue in a survey format will produce a different type of feedback than involving that person in a participatory process where they develop a well-thought-out understanding of that same issue in dialogue with others. While the survey is useful for obtaining information that is generalizable there is no guarantee that the opinions are well thought out.

People are encouraged to have opinions and are polled regularly for them. The media does its part and provides copious amounts of information so that people know enough about an issue to form an opinion. Unfortunately information alone does not lead to what polling expert Daniel Yankelovich describes as "considered judgement", a well thought-out and balanced understanding of a given issue (Yankelovich 1991). For people to participate effectively in a planning process they must not only have access to relevant information, there must also be a way for them to process that information into an informed opinion. This includes a contextual understanding of the issue. Having considered judgements requires hard work (Yankelovich 1991), involving a continual process of construction and reconstruction of meaning through interactions as people participate in a collaborative effort (Grant 1994). The time provided for developing the levels of knowledge required for Yankelovich's "considered judgement" is inadequate in most public participation processes.

Citizen-based decision-making involves a degree of responsibility on the part of those who are contributing to the decision-making. This means making tough choices at times. According to Forester (1989), the role of the planner in the participatory process is to establish a system whereby people have the ability to first obtain correct information, then to develop a clearer in-depth understanding of a given issue. Yankelovich writes: "To make sacrifices people must understand why these are needed and they must have some say in the types, forms and conditions of sacrifice they are asked to make" (1992, 104). This type of participation goes far beyond the creation of a simple "wish list" of desirables which has been the outcome of some recent large-scale participatory processes (Seelig 1995).

If the objective is citizen-based decision-making, the public participation process must contain the mechanisms and the information for people to develop a considered judgement about the issues at hand, so that they can participate effectively and have more than uninformed opinions to offer.

#2 Making Values Explicit - Shifting Preferences The process of developing "considered judgement" often involves a shifting of preferences as the participant comes to understand the specific context of the issue or decision at hand. To make public participation more effective the values and related opinions, attitudes, and preferences that decision-making is based upon must be made explicit (Grant 1994). While it is impossible (and even undesirable) to change people's values, their opinions, attitudes, and preferences can change (Yankelovich 1991). A process or technique is needed whereby this can be done in a proactive and non-threatening manner.

People often have difficulty separating facts from values or opinions (Forester 1989). Even professionals sometimes have difficulty distinguishing between personal values and expert knowledge. An example of this can be drawn from Grant's experiences with the planning process in Halifax. She writes:

"Planners thought of public hearings as venues in which different participants bring their values to bear before Council. The planners, however, did not recognize their own values. They saw themselves as 'objective' and 'independent'. They did not acknowledge that their interpretations of plan policies or their evaluation of proposed developments involved value judgements. When they used terms like 'complementary' design or 'moderate' height, they believed they were making simple technical judgements" (Grant 1994, 176-177).

The prevalence of dominant values and beliefs in planning practice ranges from economic and political values to cultural values (Grant 1994). They are unavoidable in planning because so many planning dilemmas relate to "quality of life" issues and there is no objective technical way to measure quality of life. It is clearly a matter of values and preferences (Williams 1995). Every person who participates in a planning process brings their own personal package of values. Values are connected to end goals, if these are not made explicit in the planning process then the process itself becomes far more complicated (Christensen 1985).

Public participation not only involves more people but more values in the process. While it is usually easy to pinpoint others' values it is often more difficult to recognize one's own values. This is essential because one's values can influence the range of choices

that one believes are available. Mendell writes "you can't plan for what you can't imagine" (Mendell 1985, 5), and what you imagine is shaped by your values, attitudes and opinions (Yankelovich 1991).

#3 Decision-Making Assumptions Common assumptions about the future are rarely questioned in participatory processes. Given the growing uncertainty facing most urban and rural environments, reassessing our future mental models is taking on a greater significance. Using outmoded decision-making assumptions can result in the same problems that using old, outdated information does (Brewer 1986).

A great deal of research has been conducted on how people go about making decisions. The findings make it clearer why we should question our assumptions when making decisions.

Cognitive psychologists argue that decision-making can never be assumed to be rational due to the systematic biases and limitations of our judgement (Makridakis 1990, Tversky & Kahneman 1982). The reason people have biases and judgement limitations is because they rely on a limited number of heuristic principles which reduce the complex tasks of assessing probabilities and predicting values, in decision-making, to simpler judgemental operations (Makridakis 1990). These principles and biases can be useful in rendering decision-making efficient but can lead to severe systematic errors and inappropriate assumptions (Tversky & Kahneman 1982). Just as we know that our memory has limited capacity, so too should we recognize that our ability to make decisions and develop judgements also has limitations and can be flawed (Makridakis 1990).

Biases cannot be avoided even in groups; groups can amplify biases by introducing "group think" in order to avoid conflict and support the leader (Makridakis 1990). What would be useful for citizen-based decision-making are planning techniques which allow one to identify different assumptions about the future, in a non-threatening manner, and then question and reframe them.

#4 Issue-Based Divisions - Finding Common Ground The average public participation activity or process usually attracts a diverse group of people. This is often one of the goals of an effective process. However, as Bolan (1973) contends, decision-making in any kind of heterogeneous group which contains a mix of people with differing values, social backgrounds, political orientations, etc. will cause difficulties in decision-making.

Even if the process addresses a wider set of issues, people often get involved in participatory processes because of personal or single issue interests, especially if there is a threat or a battle to be fought. This type of environment can lead to a charged atmosphere where all the participants are involved for their own specific end goal or interest, especially at the neighbourhood level. Martz writes:

"...public participation is typically more heated and intense at the neighbourhood level because the issues are "closer to home" than those addressed at the comprehensive plan level. This emotional "heat" usually means that more citizens and more passionate citizens show up at meetings to become involved in the planning process. This is important to note because, while citizen participation can be a positive force, it can also create special challenges for planning staff" (Martz, 1995, 5).

The public participation process can become bogged down if the participants in the group each maintain their own separate interests. This is especially true as the stakes get higher (Williams 1995). Sometimes the process never progresses beyond separate interests and it becomes a matter of the stronger interest winning out. What is needed is a planning technique that helps participants to first find common ground and then common solutions. This entails moving from parochial or separate interests towards broader mutual goals.

* * *

A planning technique for participation is needed that incorporates all four of these elements in a citizen-based decision-making environment. The Future scenario approach may provide an alternative to planners designing such participation processes.

2.2 FUTURE SCENARIOS AS A PARTICIPATORY TECHNIQUE

According to management literature, there are two main reasons for using future

scenarios; first, for learning about the future (this can include visioning) and second for strategic analysis in decision-making. In his own words, Pierre Wack describes these purposes, focusing on the field of business, "Scenarios serve two main purposes. The first is protective: anticipating and understanding risk. The second is entrepreneurial: discovering strategic options of which you were previously unaware" (Wack 1985b, 146).

In the field of science, scenarios have been identified as useful in the task of thinking creatively about "exceedingly complex physical and social phenomena" (Brewer 1986). More specifically the purposes of scientific analyses, which include exploration, expert intragroup communication, and group knowledge and opinion elucidation (Brewer 1986) benefit from the application of the scenario technique.

What are the possible uses and benefits of the scenario technique in participatory environments in planning? To date, there has been a limited appreciation of the technique expressed in the planning literature.

2.2.1 The Benefits of Using Scenarios

Although writing about scenarios, in the planning literature, emerged as early as the 1970's it is still limited and superficial. Considering the current use of scenarios in Canadian urban public decision-making contexts (CityPlan, GoPlan, Transplan), it is surprising that there has not been more writing on the implementation and evaluation of the future scenario technique.

While there are some authors who have recommended the use of scenarios for decision-making at the expert or local level, there is little direction on how the technique should be implemented. Also, despite the fact that criteria is provided for evaluation, there is little evaluation of the technique.

Runyan (1977), in an article about community-managed social impact assessment, suggests techniques that community level groups can use to provide input to government planning and decision-making. Future scenarios are among the techniques that Runyan

suggests. According to Runyan (1977), the benefit of using scenarios in the social impact assessment process is that they can improve communication by providing a uniform image of the proposed project, thereby reducing misinformation, confusion, and prejudice. The technique is also helpful for comparing the possible impacts of different project proposals.

Hirschhorn (1980) presents a morphology of scenario construction, highlighting developmental scenarios (as opposed to end-state scenarios). The author focuses on the technique for writing such scenarios. Hirschhorn states that the scenario technique is useful in decision-making environments where the future is uncertain and current values and goals do not seem relevant. He suggests that scenario writing should come in the early stages of the planning process before goal clarification. Rather than hastily specifying goals which are not entirely appropriate, trying to avoid the uncomfortable psychological sensation of uncertainty, scenario construction can assist people in clarifying their goals through the presentation of broad theories, concepts, and information in the context which is being addressed. Hirschhorn states that the grounds for evaluating scenarios should be based upon their power to broaden people's sights and help them to organize their thinking about the relationship between their actions and their context.

In conclusion the author suggests the criteria for judging the effectiveness of scenarios. Hirschhorn writes:

"In this planning frame, the group's sense of its own work becomes the key criteria. Did they discover something new? Was the exercise useful? Do they have greater confidence in their decisions? Do the decisions have greater legitimacy? These criteria, a mix of both process and outcome criteria, fit more appropriately with the planning environments that people and organizations increasingly face today" (Hirschhorn 1980, 181).

While Hirschhorn states that the method is simple and cheap, requiring only chalk and a blackboard, he does not write about how to use scenarios in a public setting. He discusses how to construct a set of scenario with a group of decision makers (one can assume he has professionals and experts in mind here) but the implementation process

is lacking. It is not clear how one can translate the learning from the scenario writing into actual decision-making.

Perloff (1980) discusses the role of the future in city planning. He focuses on two aspects of planning, the assumptions about the future and the vision of the desired future. He argues that these aspects of planning should become more explicit.

"In general, the alternative futures approach permits a much more effective balancing of present values and needs against future values and needs than does the traditional single intuitive conception of the best path to the future" (Perloff 1980, 239).

He suggests the use of future scenarios as a technique for making assumptions and future goals more explicit. Perloff suggests this technique for political decision-making and policy development but also suggests that it would be useful for the public. Unfortunately he does not provide any practical guidance.

Nutt and Backoff (1987), in an article where they discuss a process for strategic management in public and third sector environments, suggest the use of scenarios as a technique in this process. The authors provide a description of the search, synthesis, and selection activities in each stage of the process. The authors suggest that scenarios be used in the synthesis stage of a strategic management process, where the group seeks generalizations, patterns, or themes in the information assembled in the previous stage. While the strategic management process is described well and the specific techniques are defined, implementation is not clarified.

Seasons (1991) proposes new approaches for long range planning in an environment of increasing uncertainty. He argues that conventional planning methods are becoming less appropriate for an environment of uncertainty and turbulence. He writes that planners must be open to the possibility of a range of futures as the community environment becomes more complex. Planners must move beyond traditional bureaucratic approaches. He acknowledges that planning is not value free and that values and assumptions must be examined in planning processes. He also suggests that planners

need new techniques and strategies, such as multiple futures analysis, in order to be responsive to the "rapidity, complexity, and inter-relatedness of change" (Seasons, 1991, 33). Although Seasons connects his ideas about the importance of multiple future analysis to the emergence of citizen-based planning processes he does not go into any detail. The article is essentially an argument for the use of new techniques, such as future scenarios, in planning, but the author does not go into practical details.

This overview of planning literature for future scenarios, although limited, recommends the technique for local level social impact assessments, for dealing with future uncertainty, for working with citizen groups, for exploring decision-making assumptions, and for providing context for decision-making. Unfortunately none of the authors provide enough substance to guide the actual implementation of the technique. The bulk of the practical suggestions provided focuses on the construction of the scenarios not on the implementation. In practice it soon becomes evident that writing the scenarios is only half of the process.

Finally there is little discussion of the use of scenarios with the "general public". Most authors, even if they are discussing decision-making in a group environment, are addressing government employees or professionals. Only Runyan (1977) and Nutt & Backoff (1987) specifically address using scenarios with the public. Clearly, at this point, there is not enough information in planning literature to determine how useful the scenarios technique could be for planners who facilitate communication in participatory environments.

In contrast, the benefits of using future scenarios are well documented in the business management literature and in some other fields which are beginning to use the technique, such as science. One of the key benefits of using scenarios is that they are particularly suited for addressing complex issues and uncertain, "messy" environments (Schoemaker 1993, Schwartz 1991, Brewer 1986, and Wack 1985a, 1985b). Scenarios focus on understanding the forces that will bring about the different outcomes; they lead to insight (Wack 1985a). Schwartz (1991) writes: "Scenarios are offered as a vehicle for

envisioning where the world could go so that we can learn in time to do something different".

There are also specific psychological benefits that result from using future scenarios in analysis or decision-making environments. According to Schoemaker (1993), scenarios allow people to reframe their way of thinking about a particular issue by broadening or challenging their frame of reference. Usually this is accomplished by changing or refocusing the context of the issue being addressed. Another positive psychological effect of scenario use is related to the concept of availability; people often have a bias against what is hard to imagine or recall from memory. Scenarios allow one to overcome this bias by presenting options which one would normally not imagine.

Scenarios also allow people to shift their mental anchoring about a given issue. More often than not, one's mental anchoring is in the past, meaning that the basis for any decision is based on what has been learned in past experience. This can be a serious problem if the issue in question is subject to any kind of discontinuity which could challenge that mental anchor. Scenarios help people shift their mental anchoring to the present and sometimes even to the future.

Another psychological benefit hinges upon presenting possibilities in scenarios rather than in firm predictions, different world views become less threatening (Schoemaker 1993). An effective set of scenarios will lead people to think about the future, will be based on a sound analysis of reality, and will change people's assumptions about how the world could work and cause them to reorganize their own mental model of reality (Wack 1985a). Scenarios should also provide a bridge between the new realities of the world and the current microcosm of the reader and decision maker (Schwartz 1991).

Another aspect of the future scenario technique which should not go unrecognized is that scenarios are particularly useful when used in a group of people with widely varying knowledge levels, areas of competence and viewpoints (Schoemaker 1993, Brewer 1986). In fact, Brewer (1986) argues that in order for the scenario technique to produce useful

information it is necessary to include such a diverse group of people. Schoemaker (1993) writes that the reason scenarios work in groups of people with differing viewpoints is that the goal of using scenarios is not to predict a given future but to bound future possibilities. In other words, the focus is not on a "right" or "wrong" future but which factors are significant to future issues and which are ephemeral.

The reason the scenario technique is conducive to group learning is that it allows those with knowledge to share it within an understandable framework and the group context allows for a production of knowledge which might not occur individually (Brewer 1986). The use of scenarios in a group situation also allows for richer communication through the infusion of new concepts and common mental models and language (Wack 1985b).

Finally, although the term "future scenario" often conjures up some unrealistic science fiction image of the world, scenarios are most useful because they can provide a decision-making group with a greater sense of understanding and realism by challenging decision-making optimism and over confidence (Schoemaker 1993). Because initial decision-making assumptions are made explicit in scenarios, thoughtful change is possible, as long as the environment is not too threatening.

2.3 USING SCENARIOS IN CITIZEN-BASED DECISION-MAKING: A NEED FOR A DEMONSTRATION PROJECT

The proposition suggested in this practicum is that the future scenario technique can be used in public participation to carry out citizen-based decision-making. Some of the benefits of scenario use which have been identified in other fields could also be applicable to public participation in planning. The technique seems to have the four elements of an effective participatory technique, which were raised earlier in this chapter. To recap briefly, the four elements are: 1) participants are encouraged to develop considered judgement; 2) values are made explicit and participants are given the opportunity to shift preferences; 3) old decision-making assumptions are challenged; 4)

participants are able to find common ground despite issue-based divisions in the participant group. The possible benefits of using scenarios in public participation environments relate directly to these four elements.

The use of scenarios in public participation could provide the mechanism for the evolution of simple public opinion into what Yankelovich defines as "public judgement". It has already done so in the business management field. He writes:

"We need better public judgement, and we need to know how to cultivate it. The public is not magically endowed with good judgement. Good judgement is something that must be worked at all the time and with great skill and effort. It does not exist automatically; it must be created" (Yankelovich 1991, 11).

The scenario approach can provide the type of environment that produces considered judgement ("public judgement"). Yankelovich hints at this when he suggests, in his book, a scenario type exercise for "working through" a problem topic to develop considered judgement (Yankelovich 1991, 151).

The scenario approach has also been proven to make the values, attitudes, beliefs and opinions involved in business decision-making explicit (Wack 1985a, Schwartz 1991). The creation of a set of scenarios which embodies up to four different possible futures serves to recognize that there are a variety of preferences for the future. It also clarifies those preferences by placing them in a specific context so they can be examined more closely.

In a similar way, scenarios also make explicit the decision-making assumptions which are used on an individual or group basis. The business literature is clear that scenarios are extremely useful for exposing outmoded assumptions about the future. By presenting a number of future possibilities, there can no longer simply be one certain path to the future. Because uncertainty is a basic feature of our urban life, it makes sense to use planning techniques that are appropriate for the city environment.

Finally, the scenario technique could help initiate the building of common ground

between people divided by opposing interests. Although common ground is not stated as a specific outcome of the use of scenarios in the business literature, most authors agree that one of the main benefits of scenarios is that they challenge people's thinking, more specifically their "narrow thinking frames" (Schoemaker 1993). Scenarios can assist people to de-compartmentalize their thinking by providing a broader context for ideas and opinions. This could be of great help to the public participation process where mis-communication often aggravates the situation. Also Brewer (1986) writes about the usefulness of scenarios in a group of people who are quite diverse. This could be one of the most important attributes of the scenario technique for application in citizen-based decision-making.

The future scenario approach could allow planners to go far beyond staging a public meeting where the most significant public response is a "venting" of frustrated feelings. Using the future scenario technique could lead to workshops or planning exercises where people investigate a number of options for the future together; acknowledging different values and assumptions, learning from each other and the process, and developing a deeper understanding of the problem. The participants could ultimately play a significant role in responsible decision-making.

Theoretically the potential benefits of future scenarios for citizen-based decision-making are clear but what is not apparent is how the actual implementation of the technique in a participatory context would be carried out and if the benefits, documented by other fields, really apply to a planning context. What is needed is a demonstration of the technique in a forum where reflective and critical analysis can be applied. A demonstration of the technique in a citizen-based decision-making context would provide such an opportunity for evaluation.

3 SELECTION OF A DEMONSTRATION PROJECT

This chapter introduces the initial demonstration project set up in Fort Rouge with the City of Winnipeg's Community Planning Department. The lead-up to selecting this demonstration project included the examination and comparison of examples of scenario use in previous participatory processes. The reason for this was to learn how the scenario technique had been used in participatory environments, so that the demonstration project would not repeat work which had already been done. The examples also provided some information on various scenario implementation methods in public participation.

Preparations for the scenario technique demonstration included conducting a series of key informant interviews (Appendix 1). The purpose of these interviews was to develop a cursory understanding of the social dynamics at play in the Fort Rouge area. This type of information would be useful not only for writing the scenarios but also for facilitating the scenario workshop. Key informant interviews were conducted with people who were recommended as community leaders by other key informants. Informants provided information about the social structure and community culture of Fort Rouge, and about perceptions of public participation, generally and as experienced in Fort Rouge. Interviews were also conducted with city planners working in Fort Rouge and the City Councillor responsible for the ward. In total, sixteen key informant interviews were conducted.

The selection of a demonstration project was an iterative process. The original demonstration was to be conducted with a group of community leaders in Fort Rouge around the issue of developing a neighbourhood management plan and process. Although preparations were made to conduct a scenario workshop with Fort Rouge community leaders, circumstances required its cancellation. The first iteration of the demonstration project has been included because the lessons learned in the process were significant and shaped the subsequent iteration of the demonstration.

The descriptive portions of the demonstration project are presented in a narrative format. This style has been adopted in order to clearly portray the subjective nature of the demonstration experience. These sections are also written using the first person so that it is apparent that the author collected the data, acted as a participant observer, and directed the scenario workshop process.

3.1 STRENGTHS AND WEAKNESSES OF SCENARIO USE IN PUBLIC PARTICIPATION

This section presents seven examples of scenario application which involved public participation. Following a brief description, the procedures and scenario writing methods employed in the examples are compared. They are presented to develop an understanding of scenario use, to date, in different public participation environments. The seven examples, selected from the literature because of their focus on public participation, include:

- **CALGARY 2020** (Perks & Jamieson, 1991): In 1989 the City of Calgary, along with citizen committees, business sector representatives and the Calgary Economic Development Authority went through a visioning exercise to imagine what the desired future city of Calgary might be like both socially and physically in 2020. A strategy for economic development was then produced. The process included a series of focus group meetings where participants worked out different segments of a future scenario for Calgary. Hundreds of residents were involved in the creation of this future scenario vision.
- **CCME'S 1993 ENVIRONMENTAL SCAN** (CCME 1993): The Canadian Council of Ministers of the Environment (CCME), in preparing its 1993 strategic plan, commissioned a private consulting firm to prepare an environmental scan to identify and prioritize current and emerging environmental issues of concern for Canadians. A series of seven workshops using scenarios were conducted across the country with multi-stakeholder representatives. The first part of the four-part workshops involved participants discussing the implications of four future global scenarios based on the adoption of differing world views (ecological and expansionist). Second, participants prioritized possible decision-making approaches that CCME could use. Third, participants set priorities among a range of key environmental issues. Finally, participants were asked to provide written suggestions on how CCME could improve its mandates and activities.

- **CHOICES FOR COLORADO'S FUTURE** (La Mendola et al. 1993): The project, an environmental scan also known as "C-Futures", was funded and carried out in 1990/91 by the Colorado Trust, a philanthropic foundation. The visioning exercise was used to redefine the foundation's goals and guide future grant-making initiatives. It involved grantees, health experts, community leaders and citizens who contributed and reacted to data about emerging trends in the state. Scenarios were developed and modified around the Trust's main program areas which relate to the health field. A preferred scenario was chosen by participants as a vision for the future.
- **CITYPLAN** (City of Vancouver 1994 & 1995): CityPlan is a multi-year process designed by the City of Vancouver Planning Department to involve as many citizens as possible in the development of a new city plan. It was initiated in 1992. An extensive information and idea gathering process which focused on the future of Vancouver took place with citizens in small group discussions and at a large forum called the "Ideas Fair". Citizens then worked through a workbook where they had to make choices about 12 major themes that had emerged in the process. From this, City staff designed four scenarios and presented them to the public. A preferred future scenario was chosen by citizens as a vision for Vancouver and a random telephone survey was conducted to confirm the choice. A city plan has been written (approved by council in 1995) and is based on the preferred future.
- **GOPLAN** (City of Calgary 1992, 1994a, 1994b, 1995): In 1992 Calgary began a four year process to develop a new transportation plan for the city. The process was designed to include extensive public involvement and scenarios were used to foster public discussion and debate about the City's future. The process involved five phases: setting the context, scenario development, scenario evaluation, refinement of the preferred scenario and an on-going monitoring and review process. The Transportation Plan has been adopted by Council. By the time it is complete, the new transportation bylaw process will have cost \$4 million to develop (Reid 1995).
- **THE PUBLIC VALUE FORUM** (Keeney, Von Winterfeldt & Eppel 1990): In 1990 two forums were conducted in West Germany to elicit, formally and informally, public values relevant for setting long term energy policies. The forums combined elements of focus groups and direct multi-attribute value elicitation techniques. Four energy scenarios were subject to a series of evaluations to elicit public values about energy alternatives. Inconsistencies between the different evaluations arose, but the participants were given the opportunity to resolve them. While the procedure was judged by the organizers to be expensive and time consuming, the forum did provide useful information for the policy process and an educational experience for those who participated.
- **SAFETY STREET** (Lepkowski 1994): In June 1994 all of the major chemical companies located in the Kanawha River Valley in West Virginia took part in a two day open house where worst case scenarios for chemical leaks from the plants were presented to the public. Summaries handed out to the public described the possible conditions of the chemical leakage, the direction and rate of movement of resulting

plumes, and the geographic area covered by the plumes. The object of Safety Street was to demonstrate to the public how the chemical companies are prepared to prevent or mitigate leaks of toxic chemicals. While the companys' participation was voluntary for Safety Street, new regulations in the American Clean Air Act now require all chemical plants to provide worst case scenarios to the public.

Table 1: Scenario Procedures

| CASE & YEAR | FORMAT & TIME | NO. OF PEOPLE | PARTICIPANTS | ACTIVITIES | PURPOSE | OBJECTIVE |
|-------------------------|---|---|--|--|--|----------------------------|
| Safety Street 1994 | Public open house (2 days) | Open to the public | General public & eight chemical companies | Distribution of scenarios | To inform the public of potential risks | Information exchange |
| Public Value Forum 1990 | 2 Workshops (2 days each) | Groups #1 - 9 #2 - 14 | Selected public; teachers & engineers | Formal & informal evaluations of the scenarios and their attributes; reconciliation of discrepancies of values | To help guide decisions about long term energy policies in Germany | Decision-making supplement |
| CityPlan 1992 | Public open houses, Workshops, Focus groups, & Mail out (3 years) | 100,000 | General public | Contributed & discussed ideas, choices workbook, chose preferable future to shape the city plan | To guide plan making | Citizen-based visioning |
| C-Futures 1990 | Surveys, workshops and focus groups (1 year) | 25 Groups & committees with 4-33 people | Grantees, selected leaders or experts & citizens | Identified driving forces & trends, scenario construction | To help guide grant making decisions | Citizen-based visioning |
| CCME 1993 | Workshops in 7 cities (6 hours each) | 13-25/ workshop | Stakeholder representatives | Scenario exercise, prioritizing decision-making approaches & environmental issues, recommendations for improvements. | To prioritize environmental issues for CCME | Decision-making supplement |

| CASE & YEAR | FORMAT & TIME | NO. OF PEOPLE | PARTICIPANTS | ACTIVITIES | PURPOSE | OBJECTIVE |
|-------------------|---|-----------------|-----------------|--|--|-------------------------|
| Calgary 2020 1989 | Focus group & workshops (1 year) | 100's of people | Selected public | Considered foundations, issues & a preferred future, reviewed trends, developed vision statement | A visioning process for Calgary (social, physical, economic) | Citizen-based visioning |
| GoPlan 1992 | Hearings, open houses, forums, workshops, surveys, media phone-in shows | ? | General public | Responded to City's scenarios | To help develop a new transportation plan | Citizen-based visioning |

- "Year" - found below the case name is the year the process was initiated.
- "Format" refers to how the scenario exercise was presented to the participants. In most of the cases the scenario exercise was part of a larger undertaking.
- "Time" refers to the length of the process in which the participants were involved.
- The "Purpose" for each of the examples varies but all are future oriented. The purpose relates to the objectives of the participation process.
- The seven possible "Objectives" of public participation were clarified in chapter two, and the three present in these examples are: information exchange, decision-making supplement, and citizen-based visioning.

3.1.1 A Comparative Evaluation of Selected Examples

The examples presented above makes it clear that scenarios can be used for a number of different participatory objectives (Table 1). Scenarios have been used in public participation to provide information to decision-makers about the opinions, values, attitudes and beliefs of the participants. The examples also show that scenarios have been used as tools for citizen-based visioning, for example Vancouver's CityPlan. The draft Vancouver City Plan states "Cityplan provides a shared vision for Vancouver. It sets directions to guide City decisions about services, development, and budgets over the next 30 years" (City of Vancouver 1995, 5). The planning document produced from the process directly reflects the outcome of the citizen participation. Finally, scenarios have been used to inform participants. In the "Safety Street" case, the objective of the public participation process was information exchange. The scenarios were used as a technique for sharing information with the general public in an unstructured way.

None of the examples involve the citizen-based decision-making objective. Part of the reason for the lack of such examples may be that decision-making in citizen groups often takes place at the local level on a much smaller scale. It is less likely that such small scale undertakings would be recorded in the literature. Nevertheless, it is significant that there is no mention in the literature of the use of scenarios at this level.

In some of the examples, a scenario exercise was only one part of the process. In both the CCME and the C-Futures cases the larger process was an environmental scan. In other cases the scenarios are presented early on in the process in their complete form and the ensuing discussion is based on them. In the remaining cases scenarios are the end result of a process where participants suggest ideas, concerns, and trends which become a part of the scenario, a vision for the future.

It is noteworthy that only three of the examples made use of narrative style scenarios (Table 2). In the other examples, trend and attribute scenarios, and computer modelled data were used instead. In contrast, a large proportion of scenario examples in the business literature used the narrative style, often reflecting quantifiable data. It has been

argued that only narratives in scenarios can convincingly explain why something has happened (or will happen) in the future, presenting trends just points out that it could happen (Schwartz 1991).

Table 2: Scenario Writing Methods

| CASE | NO. OF SCENARIOS & FORMAT | TOPIC & TIME LINE | AUTHOR |
|--------------------|--|--|--|
| Safety Street | 72 - Attributes & quantified, computer modelled data | Possible toxic chemical leaks from factories | Chemical companies |
| Public Value Forum | 4 - Technical characteristics & attributes | Alternate energy policies; 50 years | Workshop organizers |
| CityPlan | 4 - Narrative | Vancouver's future; 30 years | Planning staff; participants contributed data and voted on scenarios |
| C-Futures | 3 - Trend 2 - Narrative | Colorado's future, emphasis on health; 12 years | Consultants; participants contributed and reacted to trends involved in scenario construction. |
| CCME | 4 - Attribute | Canadian environmental issues; 1 year | Workshop organizers |
| Calgary 2020 | 1 - Attribute | Calgary's future; 30 years | Planning staff; participants contributed to the final scenario |
| GoPlan | 4 - Narrative | Calgary's future as it relates to traffic & transportation; 30 years | City employees |

A limited number of possible scenarios, usually four, and a specific issue focus can help make the scenario exercise more productive (Schwartz 1991). Most of the examples used four or less scenarios but some of the issues addressed were very broad composite issues.

An example of this is CityPlan which focused on twelve themes in four different scenarios. While the scenarios were holistic, it was difficult to focus on all of the themes at once and understand the real differences between the scenarios.

In most of the case examples those who were conducting the participatory process wrote the scenarios. In some instances, the participants had some input into the scenario content and the trends that were considered. In the Calgary 2020 project, C-Futures, and CityPlan, the participants had the most control over the content of the scenarios. In the four other examples, ready-made scenarios were presented to the participants. The question of who should write the scenarios is often raised in the business literature. Some argue that it is absolutely necessary for those who will be using the scenarios for decision-making to be involved in the scenario construction (Schwartz 1991, Wack 1985a, 1985b). Alternately, Schoemaker, who has conducted a series of scenario experiments with university students has concluded that "scenarios developed by others may be less believable (than one's own) but can potentially add new information and new perspectives." (Schoemaker 1993, 203). Thus, the question of whether to take the time for participants to construct the scenarios depends on the goal of the project. In the example cases where participants created the scenarios the process was at least a year long. The first phases of the CityPlan process, where participants helped to write the scenarios, was three years long.

The literature about the seven examples included little evaluation of the participatory processes used. After reading about the examples one is left wondering if the quality of the participation was improved by the use of the future scenarios technique in each of the cases. Perhaps using another planning technique would have resulted in a similar outcome. It is not clear how beneficial the organizers found the technique. Also there is no comment about how the technique could be improved upon.

Only the Public Values Forum literature included any evaluation. While they found the scenario process used provided "value relevant information" for government policy-makers and an educational opportunity for participants they felt that the process was

costly and very time consuming for the organizers. The costliness of this project stemmed, in part, from the fact that the participants were paid their wages for the two days that they missed from work to attend the values forum (Keeney, von Winterfeld, & Eppel 1990).

3.2 INITIAL DEMONSTRATION PROJECT ITERATION IN A NEIGHBOURHOOD PLANNING CONTEXT

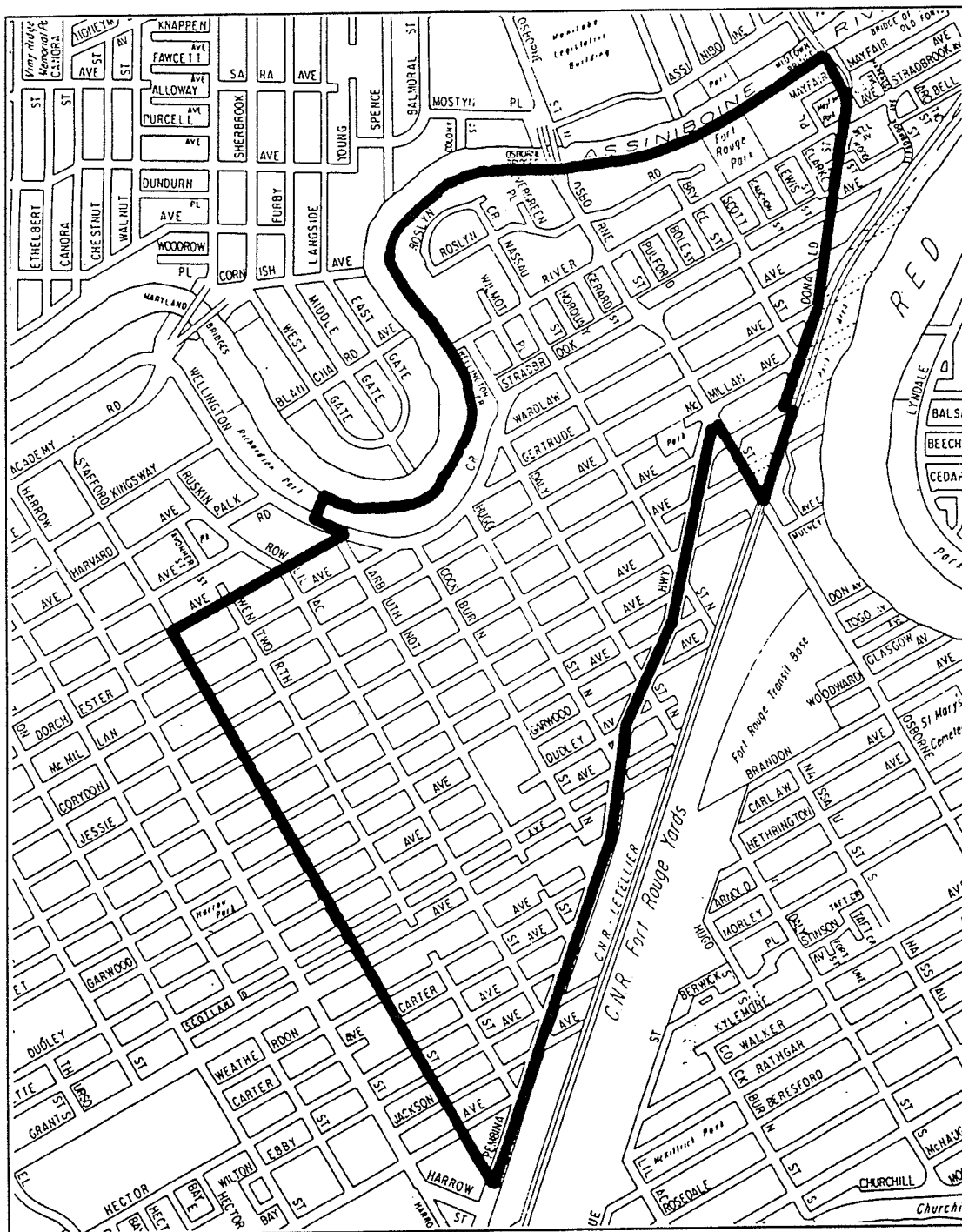
The survey of the seven examples indicated that demonstration research and reflective analysis were needed to understand the application of scenarios in participatory processes better. The initial demonstration project was organized with the City of Winnipeg's Community Planning Department to work in the Fort Rouge area on a neighbourhood management process. The demonstration project also provided the opportunity to learn more about the technique's potential uses and to learn how people using the technique (both planners and participants) responded.

3.2.1 The Fort Rouge Neighbourhood Management Plan

The original scenario workshop was to be held with a group of concerned citizens around the possible creation of a Fort Rouge Neighbourhood Management Plan (Map 1). Discussions about a management plan to enable local control of urban growth and development in Fort Rouge had taken place in the community during the previous year. There was interest from both the City and community members in a neighbourhood management plan which would help eliminate ad hoc planning decisions in the Fort Rouge area. Most people involved in the discussions felt that the neighbourhood management plan could provide guidance for private and public sector investment decisions involving development proposals and infrastructure improvements.

I became involved in the neighbourhood management process in Fort Rouge through the City Planning Department's Internship Program at the University of Manitoba. I worked with the City of Winnipeg's Community Planning Department for six weeks and helped

Map 1: The Fort Rouge Neighbourhood Management Area.



(source: City of Winnipeg, Community Planning Department, Technical Services, April 1996).

organize an open house in Fort Rouge as part of the neighbourhood management process.

After the internship I saw an opportunity to set up a demonstration project for a scenario workshop in Fort Rouge in connection with the fledgling neighbourhood management process. The situation seemed suitable for a scenario workshop. Community members were struggling with a definition of neighbourhood management, while politicians, planners and other City staff all had their own individual perceptions of the concept and what it would mean for Fort Rouge. I thought that the scenario workshop could provide an opportunity to clarify expectations and help to move the process along. There was no defined group to work with but there were a significant number of interested community members.

With approval from the City of Winnipeg's Community Planning Department, the research process for the scenario construction was initiated. As with any public planning process the first step was to gain a better understanding of the key characteristics of the people in the community. This was done by looking at demographics, formal and informal politics, and power structures within the community (Conner 1988).

A social profile of Fort Rouge was compiled based on the information collected for the Fort Rouge Neighbourhood Management Open House and information from a series of key informant interviews. The interviewees were people who had been informally identified as community leaders. These people were primarily members of local community organizations, but also included City planners and the City Councillor for the ward. Sixteen interviews were conducted between June 23, 1995 and August 15, 1995. A balanced representation of City staff, residents and business owners was achieved.

Although a set of questions was developed initially (Appendix 1), the interviews were relatively unstructured. It became evident early on that different interviewees were able to provide different types of information. For example some people did not have a good historical perspective of the community but they were able to provide helpful input on current issues which should be addressed. The information that was collected during the

interviews was taped or recorded through note taking depending on the comfort level of the interviewee. The interviews varied in length from 45 minutes to three hours.

The following profile provides an overview of local history, current demographics, local politics, and development issues. The information compiled in this profile provides background information essential for the Neighbourhood Management Plan scenario set, and also contributed significantly to the second iteration of the demonstration project. The type of information in this profile is important for local planners in general, and is essential if the planner intends to write realistic future scenarios.

3.2.2 A Social Profile of Fort Rouge

3.2.2.1 Local History

The Fort Rouge area was amalgamated into the City of Winnipeg in 1882. At that time the area was sparsely populated because there was no bridge across the Assiniboine River to connect it with the rest of the city. The first Fort Rouge residents were primarily wealthy Winnipeg citizens who chose to build their large riverside estates outside the bustling city centre (Haggerty et al. 1973). The Osborne Street Bridge was constructed in 1882 and electric street cars followed at the turn of the century, ushering in a growth boom. Residential, commercial, and public buildings appeared virtually overnight in the early 1900's. The location of Manitoba Government Telephones (MTS), Winnipeg Hydro and banks helped define the early commercial areas in Fort Rouge.

As employment opportunities grew so did the population. CNR built their main shops in Fort Rouge and became one of the largest employers in Winnipeg. The original wealthy citizens of the area started moving into further outlying suburbs. New Fort Rouge residents were primarily working class, employed in the construction trade and railway (Haggerty et al. 1973). Corydon Avenue was one of the main areas in Winnipeg where immigrants of Italian origin chose to settle. Even though many have since moved to other neighbourhoods in the city their cultural influence is still evident in the restaurants and grocery stores which line Corydon Avenue.

After WW II a period of re-development occurred in Fort Rouge. In 1961 the first high-rises were constructed along the Assiniboine River where it was easy to amass large parcels of land from former estates (Haggerty et al. 1973). The high-rise construction caused a significant rise in population in the northwest portion of Fort Rouge. Proximity to downtown has made it a desirable place to live for some of those employed in the core business area. In fact, the northern portion of Fort Rouge is now the most densely populated area in the city.

Since the 1960's, suburban development in south Winnipeg has been extensive. This has turned Fort Rouge into an "interface community" located between the downtown core and the suburbs. In the late 1970's the City demolished the Osborne Bridge and built a new bridge to expedite vehicle travel through the city.

The Fort Rouge area has always been predominantly residential with commercial uses primarily limited to Corydon Avenue, Osborne Street, Stafford Street, Pembina Highway, and sections of Stradbroke Avenue and River Avenue. Within Fort Rouge there are two main neighbourhoods: Osborne Village and Corydon Avenue. They are both centred around commercial districts.

Corydon Avenue and Osborne Village Business Improvement Zones (BIZs) have received funding for revitalization from a number of sources since the 1980's, beginning with the Core Area Initiative. Key informants indicate that in many cases this has been matched by substantial private business investment.

The recent popularity of Fort Rouge is resulting in a rapid increase in commercial development, especially in the Corydon Avenue neighbourhood. Unfortunately this has led to conflicts between residents and business owners. Community members, frustrated by their lack of control over what is happening in their neighbourhood are seeking greater input into the planning process. While Corydon community members would like to see more development guidelines, those in Osborne Village would benefit from a more coordinated approach to community management in tackling the serious issues of possible

neighbourhood deterioration.

Zoning rationalization is currently under way. Virtually all of Fort Rouge, commercial and residential, is being down-zoned to reflect present, rather than potential, land use. The new concept of village zoning is being proposed for transitional areas between commercial and residential zones.

Some of the current problems with which Fort Rouge community members are grappling relate to its geographic location in the city. Being adjacent to the city's core means that problems associated with the core are not far away. Also, being an interface community between the downtown and the suburbs means that through-traffic is inevitable.

3.2.2.2 Current Demographics

The information for this section was drawn primarily from the Fort Rouge Community Profile which was compiled by the City of Winnipeg Community Planning Department for the Fort Rouge Neighbourhood Management Open House.

Demographically, Fort Rouge can be divided into four distinct quadrants: Corydon North, Corydon South, West Village and East Village. Corydon North is characterized as a neighbourhood with a wide variety of housing types and styles, a mix of residents, higher income and education levels, and proximity to commercial areas. South Corydon is a family oriented neighbourhood of primarily single family dwellings with a cohesive community that has an active volunteer contingent. The West Village is mostly a high-rise apartment neighbourhood, housing single office workers and empty nesters. The heritage homes that remain in the area have a good chance of either becoming rooming houses or being gentrified. It is the most densely populated quadrant in Fort Rouge. The East Village contains primarily apartments housing lower income people, a large percentage of whom are single adults. The area is currently seeing some re-development involving condominium construction.

In general, the population of Fort Rouge has been declining (4% between 1986 and

1991). A further decline of 1.5% is predicted for 2006. An aging population and a deterioration of some of the housing stock are the causes of this decline.

Compared to the Winnipeg average, Fort Rouge has more young people between the ages of 25 and 34 but fewer children under 14. The population is generally older with a higher proportion of females. One-person households accounted for 53% of all households in Fort Rouge while in Winnipeg as a whole only 27% of households have one person. Fort Rouge has relatively high mobility rates with 30% having moved in the past year and 68% having moved in the past 5 years. Some of the key informants indicated that even though they may have moved several times, they have remained in Fort Rouge.

Fort Rouge has a broad class profile which is evident in two key areas; education and income. Education levels in Fort Rouge are polarized with high levels of both university educated people and those with grade school education. Average family incomes vary in the four quadrants. In the East Village the average annual family income is \$42,861, while in Corydon South it is \$40,280, in Corydon North it is \$61,269, and finally in the West Village it is \$50,938.

The demographics indicate a community that is highly diverse. On the positive side this has resulted in a dynamic and interesting living environment. Many people have indicated that this diversity is why they have chosen to reside in Fort Rouge. On the negative side, the demographic diversity has lead to conflict in the community over competing values, interests, and visions for the future.

3.2.2.3 Local Politics

According to key informants, there are long standing disagreements between certain factions within the Fort Rouge community. At the same time key informants have also spoken of newly evolving partnerships which can only benefit Fort Rouge in the long run. While it would be impossible to report on all of the interpersonal relationships that have affected the development of Fort Rouge, key informants brought up the following

points. First, there is a significant cultural division in Fort Rouge. The Italian community has historically been well represented in Fort Rouge. Today the resident Italian community is small, although they remain a significant business and church oriented force. Many long-term business owners on Corydon Avenue are of Italian decent and one of the City's Italian Roman Catholic church parishes, Holy Rosary, is located in Osborne Village. The cohesiveness of a city-wide Italian community has lead to some tension-filled dynamics in Fort Rouge between the Italian Roman Catholic community and the rest of the community. This is perhaps an underlying reason for the current "competitive edge" to relations between Corydon Avenue and Osborne Village, noted by many key informants.

Another important local political issue to understand is the history of the Riverborne Development Organization. The organization is approximately 15 years old and was instrumental in the formation of the Gas Station Theatre and the Osborne BIZ. It has represented the interests of both business and residents over the years. The organization has also been involved in the development of subsidized housing in Fort Rouge, although that is now coming to an end. Last year the members impeached the president and lost confidence in the board of directors. A new president and board were subsequently elected. The vote of non-confidence arose over a proposal for a low income housing development on Stradbrook Ave. This project was cancelled in 1995 and community members are in the process of developing green space on that property.

On Corydon Avenue, there has been a recent concerted effort to improve relations between the business community and local residents. The Corydon BIZ has discovered that residents can be instrumental in successfully accomplishing some projects. Two examples of these improving relations is the Hugo/Jessie Piazza which has been organized by a representative from the residents' organization and one from the Corydon BIZ. Another example was the 1995 Street Festival which was scaled back from the previous year's festival to create a more local event which focused more on the community.

3.2.2.4 Development Issues

This section outlines the current development issues that the Fort Rouge community must address, and a synopsis of local attitudes toward growth. The purpose of this section is to understand the current issues of concern and local perceptions of growth to help in the creation of more realistic scenarios.

The results of a recent public survey administered by the Community Planning Department at an open house for the Fort Rouge Neighbourhood Management Plan (City of Winnipeg 1995) identified the following three main issues of concern:

- Public safety is an issue of concern primarily at night. The solutions recommended by community members include a greater police presence through foot/bike patrols, a local store front community police office, and improved lighting. Many key informants indicated that the safety issue is mostly a perceptual problem. The issue of safety seems to be more of a concern in the Osborne Village. The plaza in front of the Riverborne Development building, at River Avenue and Osborne Street is frequented by young people who like to "hang out" when the weather permits. Some community members feel that the corner plaza has been "taken over" by these young people who they perceive as a threat to safety.
- Traffic and transportation concerns include heavy traffic flow through the area, parking, and illegal actions. The improvements recommended by community members were limited to the construction of bike paths. Parking is a contentious issue because business people are in favour of it, while residents do not want any more parking lots in their neighbourhood. Unfortunately, because both Osborne Village and Corydon Avenue are destination points they attract a great deal of vehicular traffic.
- Local decision-making was also an issue of concern, but although most think this is a good idea, many do not have a concrete idea of what local decision-making entails. Some community members showed a willingness to participate.

The key informant interviews identified these additional issues of concern:

- Commercial/residential conflicts, primarily in the Corydon Avenue area are related to rapid growth and development of the business sector. Some community members are concerned that the quality of residential life in the area might decrease due to increased traffic and noise and the resulting exodus of current property owners. This could also result in an increase in rental units which some believe would have a detrimental effect on the community.
- There has been a lack of public and green space in the Fort Rouge area for many years. The problem is now being slowly addressed.
- There is no school board policy in place to preserve older heritage schools like Earl Grey and La Verendrye. More funding is available for the construction of new structures than for retrofitting the old ones.
- The community is in transition. Some community members have expressed fear that a decline could transpire very quickly. They perceive the threat to be an increasing number of rooming houses and rental units in the community. Other key informants believe that gentrified stores and residential units are becoming financially out of reach for some Fort Rouge residents.

This is a list of comments taken directly from the key informant interviews (Appendix 1). The comments are presented here to demonstrate the diversity of opinion about growth issues in Fort Rouge.

"business growth is good, business provides a tax base, but they must have a sense of neighbourhood and work with the community"

"residents like a vibrant pedestrian environment and they need public spaces"

"the bylaws are not sensitive enough to deal with negotiated agreement between business owners and residents"

"growth is a quality of life issue; it means that kids are in the schools not on the street"

"Fort Rouge is an active and socially concerned community which accepts change but wants to direct growth so that it remains positive"

"business growth is being focused on the commercial strips rather than being spread out thinly"

"village zoning is good; home based businesses are great"

"friendly competition between Osborne and Corydon is healthy; and is better than complacency"

"streetscaping is the foundation for better business"

"business can not grow too much more because there is no place to go; less density is preferable"

"Osborne is an interface between the downtown and the suburbs, different things happen on the other side of the river"

"it is easier to stop something coming in than to try and get it out later on"

"when there is ownership attitudes change (for the better)"

"growth can be "sustainable" which is more future oriented, but sustainability is more difficult than growth"

"small scale vibrant commercial is most preferable"

"we need to create an environment where people have the opportunity to connect with each other as much as possible"

"there is a problem with the incursion of high density residential in Osborne, and commercial expansion in Corydon"

"there is an under development of the commercial sector on Osborne"

"the majority of the people are happy with the development taking place"

These comments reflect the broad spectrum of opinion around the issues of growth and growth management. They also reflect a diverse population and disagreement about the nature of Fort Rouge. Some perceive the area as a part of the downtown core, while others see it as an interface community or even the edge of suburbia.

3.2.3 The History of the Fort Rouge Neighbourhood Management Process

Once the key informant interviews were complete and all the information necessary for the above social profile was collected, I began the first attempts at scenario construction. Despite having read all of the essential books on scenario construction and having even written scenarios for course work, I struggled to put together a series of scenarios that "worked", meaning a scenario set which is cohesive and has continuity and focus.

At the same time, I also began to design the scenario workshop. When establishing the objectives for the workshop I realized that not only must scenarios focus on the local issues but they must also reflect the planning context in which they are being applied. The context could be a decision-making process, a visioning process, or even an educational process, to name a few. Whatever the process, the scenario technique is a component of it.

To understand the planning process I identified the procedural steps used in the Neighbourhood Management Plan process. Minutes of meetings with Community Planning Department representatives and community members indicated that much foundation work had been done for the management plan, but no formal long term process had been developed by the Planning Department or the citizens. The following time line summarizes the Neighbourhood Management Plan process to date:

March 3, 1994. Meeting of representatives from Fort Rouge business and resident organizations to discuss zoning and commercial/residential conflicts. Concern was expressed about inappropriate Board of Adjustment decisions. Research on community-based neighbourhood planning initiated. (meeting held by the M/WCRP Resident Committee - zoning subcommittee)

March 9, 1994. Meeting to continue discussion about zoning and community-based planning with a planner from the Community Planning Department. The planner pledged City help for community members to establish community-based planning.

March 22, 1994. Meeting to discuss the objectives of neighbourhood management, the plan, and the process of developing it. The city planner involved poses 4 questions:

1. Who else should be involved in this process?
2. What kind of process is desired?
3. What are the objectives of the group?

4. What sort of final product does the group want to see? (A secondary plan, strategy plan, or consensus paper)

The objectives of the group were: improve the process, safeguard neighbourhood quality of life, and balance interests. It was agreed that the focus should initially be small (commercial/residential conflict) and then look at Fort Rouge comprehensively. All of the above questions were not answered at the meeting.

March 31, 1994. A city planner conducts a "SWOT analysis" to identify qualities and issues of concern about the area.

April 20, 1994. A planner conducts a "Key Word Exercise" to identify key words that describe what has made Fort Rouge successful. These key words were then prioritized as "Village-Urbanity", "Architecture-Heritage-Aesthetics", and "Conscience-Concern-Civic Pride". Strategies to protect, promote, or restore the qualities of Fort Rouge then were suggested.

May 4, 1994; A discussion about "the product" and whether it should be a series of policy statements or a plan (master plan or secondary plan). As well, continued discussion about strategies and the need for a community body to review proposals to ensure compliance with the plan. Questions posed included: What do we want this plan to do for us? How do we go about achieving broad based community support for the plan?

June 30, 1994. Secondary Plan drafted.

April 3, 1995. Meeting to plan an open house with community groups. Secondary Plan or Neighbourhood Management Plan discussed.

April 24, 1995. Open House staged and survey administered.

This time line indicates that procedural issues were discussed but no concrete decisions were made. No parameters or goals for the process were identified. Although they were most likely useful in themselves, the planning exercises employed were conducted without a clearly stated objective and appear ad hoc.

3.3 RETHINKING THE FIRST ITERATION: IMPLICATIONS FOR THE SECOND DEMONSTRATION ITERATION

Scenarios are contextual in the issues that they address and also in the process into which they fit. The business literature does not discuss the importance of the process context. This may be more pertinent to the field of planning. In the case of the Fort Rouge Neighbourhood Management Plan, the process for establishing neighbourhood management had not been fully determined. At least I did not understand the process being employed. This contributed to the difficulty I had faced in writing the scenarios.

In order to proceed with the Fort Rouge neighbourhood management scenario project I realized that it would be necessary to understand better the planning process and scenario workshop goals within that process. I had collected a great deal of information about the Fort Rouge community and I had a sampling of opinions in Fort Rouge about the key issues connected to neighbourhood management but there were too many things I still did not know or understand to write a useful set of scenarios.

The role the community would play in decision-making about the neighbourhood management plan was also not defined because the planning process was unclear. There was no citizen group in Fort Rouge who was responsible for the development of the Neighbourhood Management Plan. There was only the group of people who have historically been involved in most community initiatives, many of whom I interviewed as key informants, but there was no clear organization or committee which had been formed for the purpose of the development of the Neighbourhood Management Plan. As a result, the scenarios could really only be used to entice people to participate rather than as a technique for a committed group to work with to make decisions. It is also not clear whether such an ad hoc group would have any authority to express opinions or make statements on behalf of the Fort Rouge community. To be effective scenarios should be written for those who have the authority or ability to take action or make decisions as a result of the scenarios.

Another problem faced in the scenario construction related to definitions. There seemed to be a myriad of definitions of neighbourhood management circulating. Some community members and the ward politician envision it as a means for Fort Rouge to become a decentralized, autonomous self-governing body, where community members are actually involved in making the decisions which affect them. Others see neighbourhood management as a form of formal municipal decision-making which takes place at Community Committees instead of at the more centralized Standing Committees of Council (City of Winnipeg, 1982). The degree of grassroots orientation in these different visions of neighbourhood management varies greatly. To write a set of scenarios about the future implications of neighbourhood management there has to be some generally agreed upon definition of the concept. If the City would not approve some form of grassroots neighbourhood management, there is no point in presenting such an option in the scenarios.

Finally, given the scope of the topic and the diversity found within Fort Rouge, focusing the scenarios on the most appropriate issues was quite difficult. The first step in creating a scenario set is that the people using the scenarios must agree on the issues to be addressed. They do not have to have the same opinions or attitudes but there has to be some agreement on the topic of focus. In the Fort Rouge case there was no organizing committee, and therefore it was difficult to know if there would be agreement on the issues which should be addressed. I felt a great deal of responsibility for the affect the scenarios might have on the neighbourhood management process but did not feel informed enough to write an appropriate set of scenarios.

At the same time, City of Winnipeg planners who were involved with the Fort Rouge Neighbourhood Management Plan decided that because of the uncertainty about the Neighbourhood Management Plan process, it was perhaps not the best time to conduct a future scenario workshop with community members. It was feared that community members would not have the patience to go through such a workshop if they did not sense that it was connected to a larger process.

The opportunity for this initial demonstration project was cancelled. The main reason for not proceeding with this first iteration was that it was too early in the Neighbourhood Management process for the scenario workshop to actually be carried out successfully. While authors such as Hirschhorn (1980) and Nutt and Backoff (1987) have suggested that scenarios can be useful in the earlier stages of planning processes, the scenario workshop should not be conducted before the key parameters for defining the process are established.

Even though this initial situation did not work out for demonstrating the scenario technique it has been included because it provided a valuable lesson in using future scenarios. **The scenario technique is not a complete process in itself, rather it is a powerful technique that can be used within a larger planning process.** The scenarios will be most useful if the context of the process is taken into consideration when they are being written. As the examples, presented at the beginning of the chapter, indicate, the scenario technique can be used in many different types of processes to achieve a number of different participatory objectives. The key is to identify the objectives, goals, and participatory process at the outset.

The research process for the initial iteration was lengthy and enabled me to develop an understanding of Fort Rouge and the current issues of concern. This is not the type of information that would be difficult for a practising planner to obtain, but perhaps somewhat time consuming. This degree of understanding of the community is essential to developing scenarios which are appropriate to the community. Therefore it was important that a second iteration of the demonstration process also be located in Fort Rouge to take advantage of this background.

4 A SECOND ITERATION OF THE FORT ROUGE DEMONSTRATION PROJECT

This chapter presents the second iteration of the scenario demonstration project which was conducted with the Fort Rouge Manitoba/Winnipeg Community Revitalization Program (M/WCRP) Resident Committee. The M/WCRP is a cost-shared program developed by the City of Winnipeg and Manitoba Urban Affairs to improve living conditions in selected older residential neighbourhoods. The M/WCRP carries out five year mandates in those selected neighbourhoods by establishing a resident committee and investing funding in capital projects.

What follows is a record of my experience applying the future scenario technique in a neighbourhood planning context of a citizen-based decision-making process (Table 3). As in the previous chapter, this experience is presented in a narrative format. In addition, material produced for the workshops is presented here using a different font to separate it from the narrative.

The chapter includes a description of the demonstration project context, writing the scenarios, designing and conducting the scenario workshop, and evaluating the workshop and technique. Also included in this chapter is a description of a subsequent workshop on the use of scenarios which was held with a group of City employees, primarily neighbourhood planners.

As in the first demonstration iteration, described in the previous chapter, the purpose of this second iteration was to test the implementation of future scenarios in a real life planning situation, using the resources that would normally be available to the average planner. From this experience I was able to learn more about the technique and how it can positively contribute to the facilitation of citizen-based.

Table 3: The Demonstration Project Sequence of Events:

| EVENT | DATE | WHO WAS INVOLVED | PURPOSE OF THE EVENT |
|--|----------|--|--|
| Meeting with Fort Rouge M/WCRP Planner, Linda Ring, & Community Development Worker, Martin Sandhurst | 26.10.95 | Ring & Sandhurst | To discuss the possibility of a scenario workshop with M/WCRP Resident Committee |
| Fort Rouge M/WCRP Resident Committee meeting | 26.10.95 | Resident Committee, Ring & Sandhurst | To present the scenario concept to the committee & seek their assent to a scenario workshop |
| Scenario Workshop with Fort Rouge M/WCRP Resident Committee | 15.11.95 | 12 Committee members, Ring & Sandhurst | An opportunity to implement & test the scenario technique |
| Debriefing Session with Fort Rouge M/WCRP Resident Committee | 21.11.95 | Committee members, Ring & Sandhurst | The scenario workshop was reviewed and benefits of the process were discussed |
| Interview with Linda Ring & Martin Sandhurst, Fort Rouge M/WCRP planners | 29.11.95 | Ring & Sandhurst | The scenario workshop was reviewed & benefits & problems of the process were discussed |
| Brainstorming Session with Ring & 2 Glenwood M/WCRP planners | 21.12.95 | Linda Ring, Dianne Johnson, & Debbie Werboweski | To help develop a set of Glenwood scenarios for the M/WCRP Planner Workshop |
| Scenario Workshop with M/WCRP planners | 08.01.96 | 2 administrators from Neighbourhood Programs, 3 neighbourhood planners, 3 community development workers, 1 BIZ officer | To introduce the technique, & to find out planners' concerns about citizen-based decision-making |

4.1 THE MANITOBA/WINNIPEG COMMUNITY REVITALIZATION PROGRAM

The second iteration of a scenario demonstration project arose in Fort Rouge with the Resident Committee of the M/WCRP. The M/WCRP is a City/Provincial cost-shared program designed to help improve living conditions in older neighbourhoods. It is currently operating in several Winnipeg neighbourhoods including, Glenwood, Norwood, Elmwood and Fort Rouge. A resident committee is established in each program area and is responsible for recommending community projects for funding. The M/WCRP administration makes all final funding allocation decisions.

The Fort Rouge M/WCRP Resident Committee is comprised of 21 elected members from the Fort Rouge area. They are residents and business owners who could be described as committed community members. Many belong to other community organizations. They had their first meeting on June 6, 1991. Since then they have been working together developing a funding strategy, identifying specific projects, and then eventually recommending community projects for funding. A number of projects, recommended for funding by the Resident Committee, have been implemented successfully. However, in the Fall of 1995 the committee was stalled in its decision-making process. At least twenty-four proposed community projects were still awaiting Resident Committee recommendation for funding. Primarily due to financial constraints, not all of these projects could be recommended. The Resident Committee was having difficulty trying to prioritize the projects.

An initial meeting with Fort Rouge M/WCRP staff members, Linda Ring, neighbourhood planner, and Martin Sandhurst, community development worker, indicated that the Resident Committee might be interested in a scenario workshop to assist them in their decision-making. I was able to ascertain that this was a more appropriate context for the demonstration project. Unlike the first iteration of the demonstration project, there was agreement about the specific issues which needed to be addressed. The Resident Committee's decision-making process was clearly defined, as was the participant group. In addition, their role in the M/WCRP process was clear. The Resident Committee had

been working together for almost five years so there was a common understanding of the key concerns facing Fort Rouge.

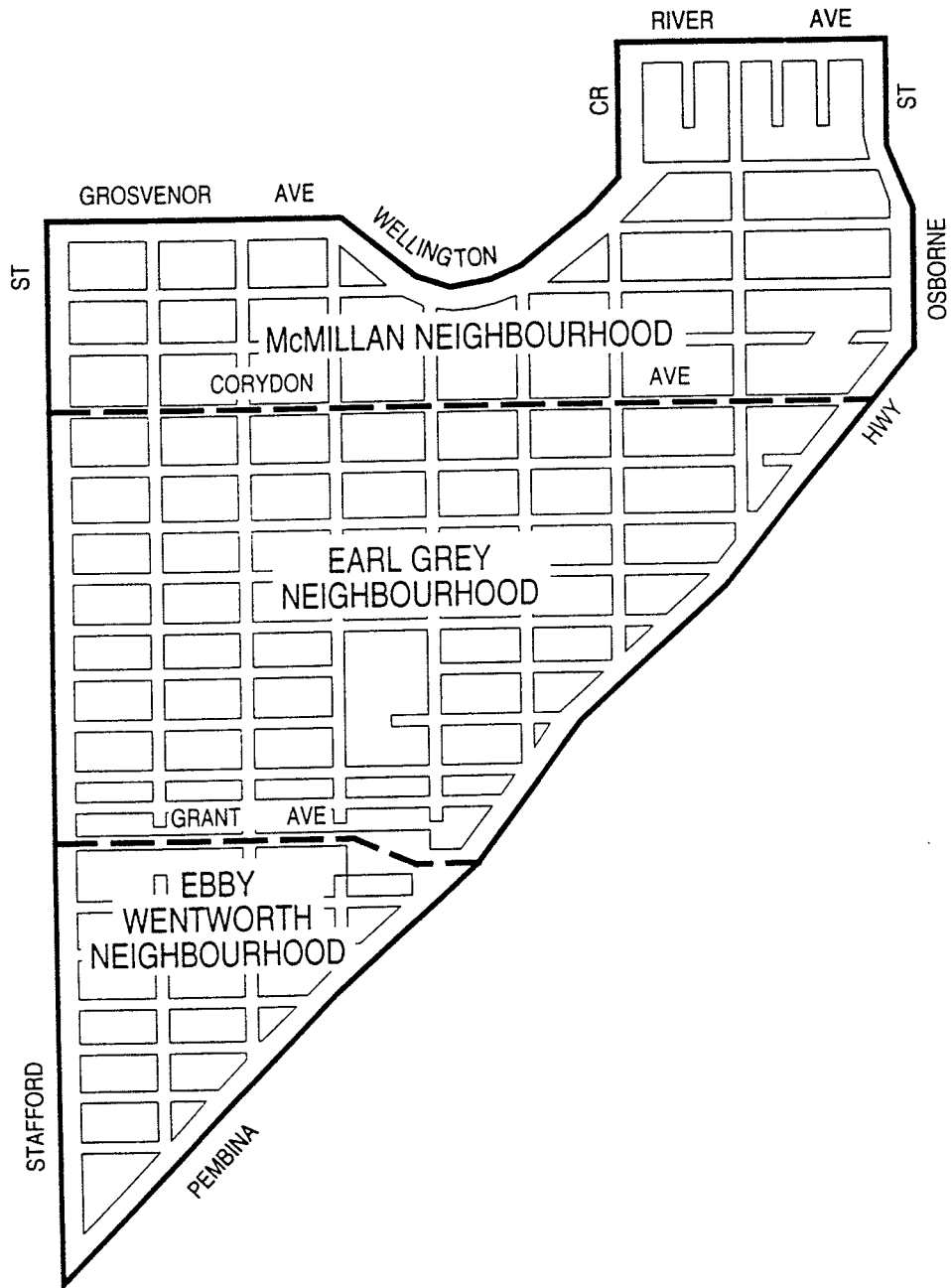
Much of the information which had been originally collected when developing the Fort Rouge Neighbourhood Management Plan scenarios for the first demonstration project was still useful for this second iteration of the demonstration project because it was also located in Fort Rouge. However, the area of Fort Rouge covered by the M/WCRP was considerably smaller and less diverse than the Neighbourhood Management area (Map 2). For example, the Roslyn neighbourhood is characterized by high-rise apartment buildings, high income and education levels, and few children or families. The River-Osborne neighbourhood is characterized by low incomes and education levels and low-rise apartment buildings. Both of these neighbourhoods are quite different from the rest of the Fort Rouge area. One key element which remains the same in both areas is the presence of a commercial area consisting of Corydon Avenue and Osborne Street.

I made a presentation to the Resident Committee about the future scenario technique and how a one evening scenario workshop could aid them in their decision-making process. The Resident Committee assented to a scenario workshop with the hope that it would help them make their funding recommendations. The resulting composite project with the Fort Rouge Resident committee included writing the scenarios, designing the workshop, conducting the workshop and then evaluating the workshop. These tasks are all described here sequentially. Combined with the descriptive passages is logistical guidance drawn from the literature.

4.2 WRITING THE SCENARIOS

There are many ways to write scenarios; some are narrative-based, others consist of simple attribute or trend lists or are computer simulated or more quantitative in nature. This practicum focuses on a narrative approach to scenario construction. Narratives seem to have a powerful effect on people (Schwartz 1991). Through the centuries

Map 2: The Fort Rouge M/WCRP Area



(source: Fort Rouge Neighbourhood Community Revitalization Strategy. M/WCRP Program. Neighbourhood Programs Branch, Community Programs Division, Planning Department, City of Winnipeg. January 1994.)

storytelling has been used to pass on knowledge. More than numbers and charts, narratives are a useful mode to convey information, especially in a citizen participation setting. People seem to manage information best when it is in the form of a story, particularly when the information consists of many pieces of unrelated data (Rowan 1995). The reason for this is that storylines provide a context for the subject (Schoemaker 1993, Schwartz 1991), and placing a complex issue in context allows one to more easily focus on the essential aspects of the problem (Brewer 1986). Therefore, for scenario narratives to be truly useful, they must fit the context in which they are being used. They must reveal the subtle understandings of the group using them and reflect the reality around them. Many well written scenarios already exist and it is tempting to use one "off the shelf" but this is not a good idea as such scenarios will not reflect the specific context of the group using them (Morrison 1994). As was clearly illustrated in the first iteration of the demonstration project, the context of the planning process, not just the issue context, is an important factor to consider when writing the scenarios.

Scenarios are not that difficult to write. What follows are some step by step instructions for constructing scenarios followed by a description of how I constructed a set of scenarios for the M/WCRP Resident Committee. The instructions are a combination of Peter Schwartz's directions found in his excellent book on scenario building, The Art Of The Long View, and some insights from other scenario experts. The steps outlined include: identifying the issue or decision to be addressed, identifying the key factors that will affect the decision, identifying the driving forces that will shape the key factors, ranking the driving forces, and elaborating the scenarios. We will now address each in turn.

THE STEPS:

1. Identify the issue or decision to be addressed.

There are an infinite number of scenarios about different futures that are possible, the trick is to create scenarios which will make a difference to the decisions being faced. It is essential that the people involved agree on the issue(s) being addressed. The issues identified at this stage will be used as

a test of relevance through the rest of the scenario building process.

Not only must issues be clarified but also the planning process being used. This will help make the scenarios as relevant as possible.

Examples: "What types of projects should the M/WCRP fund during its mandate in neighbourhood X?" or "Should the Resident's Committee recommend project X for funding?"

2. Identify the key factors that will affect the decision.

Next, it is useful to list the key factors that will influence the success of the decision. These are the items that the decision-makers will want to know when making choices. These key factors can usually be divided into five broad categories: social, economic, political, environmental, and technological issues. The more that is known about key factors the better the quality of the scenarios, and consequently, the decision-making will be.

example: demographics, local politics, the real estate market

3. Identify the driving forces that will shape the key factors.

Scenarios are based in the present even if they focus on the future. Therefore it is essential to identify the driving forces at work in the present which are behind the key factors identified in step two.

Some of these driving forces are predetermined, it is fairly certain that they will happen, while others are uncertain, they are just beginning or could begin soon. The reason for identifying the degree of certainty of future trends is that what is unpredictable is still a matter of choice.

This is the stage where most of the background research is done. What one looks for are trends and possible trend breaks.

example: a decreasing birth rate, longer lifespan, new markets, upcoming new technology. (while the development of new technology is certain, the potential effects of that new technology are not predetermined)

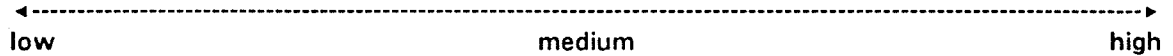
4. Rank driving forces and develop the scenario plot.

The next step is to take the driving forces and rank them according to the degree of importance for the success of the decision, and also according to the degree of uncertainty surrounding the factors and trends. The list should eventually distil down to two or three factors and trends that are both most important and most uncertain. These forces form the plot of the scenario set.

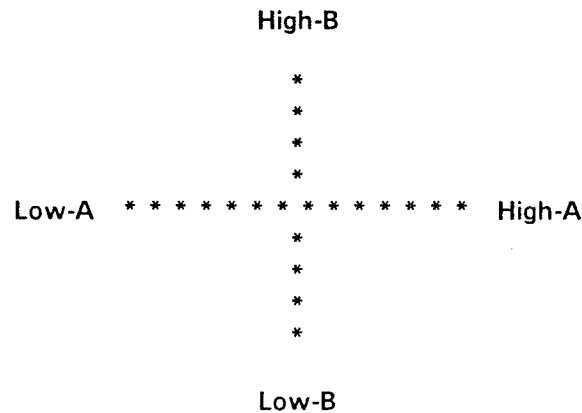
The results of this exercise are the axes along which the scenarios will differ. Once the fundamental uncertainties have been identified they can be

presented visually in a simple graphic, either as a continuum (one axis), or a matrix (two axes). A matrix seems to work well because it allows for four very different scenarios to be developed in each of the quadrants of uncertainty.

CONTINUUM:



MATRIX:



There are numerous possible variations of driving forces which would produce many different scenarios for a particular issue, but the literature is very emphatic that fewer is better. It is best to limit the number of scenarios in a set to a maximum of four. If more than four are used it becomes too difficult to deal with all of them at once.

It can be useful to make one of the scenarios a "surprise-free" scenario. This will build upon the implicit views of the future that most people probably share. By including it in the set, at least there will be one possibility which is not alien.

5. Elaborating the scenarios.

At this point one should return to the original driving forces identified earlier, those which were not used in the scenario plot. These forces will each be given attention in all of the scenarios. It is these forces which will make the scenarios plausible and consistent. The separate forces must be worked into a narrative describing how we get from our present reality to the different possible futures, including some of the important events that caused the particular futures to happen.

Ensure that each scenario is named. This is part of providing a common language for the participants. The name should capture the essence of each scenario's internal logic, suggesting a powerful and evocative concept.

It is also important to choose a time frame that is appropriate for the issue being addressed. Scenarios can vary in length from as little as five years to fifty years or even as much as two hundred years. Time frame decisions must be based on what will make the scenarios relevant for the people who will be using them.

In the demonstration project I followed these guidelines for creating the scenarios which were used with the Fort Rouge M/WCRP Resident Committee. Once I clearly understood that the scenarios would be used to help the Resident Committee make funding recommendations I began to determine what information was needed to write the scenarios. I was still working in roughly the same area as before in the first demonstration iteration, therefore, the information that I collected about Fort Rouge through the key informant interviews was, to a large extent, still pertinent.

I conducted a few focused interviews for additional information necessary for the M/WCRP scenarios. I spoke with a real estate agent who provided information on the housing market in Fort Rouge and discussed the factors which attract people to a neighbourhood. I also spoke with City and Provincial staff connected to the Winnipeg Development Agreement (WDA). The information contributed to my understanding of the area and also of the funding that could potentially be available to Fort Rouge through the WDA.

I also had access to the Fort Rouge M/WCRP files and was able to quickly update myself on the progress of the Resident Committee since its inception. I was able to find out where the Resident Committee was in their decision-making process, and through reviewing the Resident Committee documents, annual general meeting minutes and other related information I got a clear sense of the process context of the scenarios.

Once I had the general background information that was needed, I began to construct the scenarios. Because it was possible to gather all of the contextual information necessary,

the scenario building transpired rapidly. I identified the key factors and the relevant issues surrounding those factors at a meeting with the neighbourhood planner, Linda Ring, and community development worker, Martin Sandhurst, for the Fort Rouge M/WCRP program. I asked Ring and Sandhurst directly about the decisions that the Resident Committee must make, what options were possible, and the differences of opinion within the committee. I also wanted to know what the Resident Committee would want to take away from the workshop. The answers to these questions helped me to write the scenarios and also to design the workshop. I produced the following list as a guide for the scenario construction:

The Fort Rouge M/WCRP Scenarios:

Key Issue: Given time and financial constraints, how should the Resident Committee prioritize the remaining projects awaiting funding decisions?

Key Factors: Municipal economics, local demographics, community social commitment.

Driving Forces: A reduction of City and Provincial Expenditures, exurban development, stagnation of the local residential market, growing populism, funding cuts.

Given Factors: Location and age of Fort Rouge.

Predetermined Factors: Funding cuts, continued individual involvement in the community, and diversity of residents.

Uncertain Factors: Future government funding initiatives such as WDA, local initiatives, level of organized local community involvement.

Once the scenarios were together in a tentative form, I began to design the workshop. Rather than do one after the other, I worked on both simultaneously to make sure that they would fit together. Prior to the workshop, the scenarios were reviewed by the Fort Rouge M/WCRP planners for readability and appropriateness of content. Here is the completed scenario set.

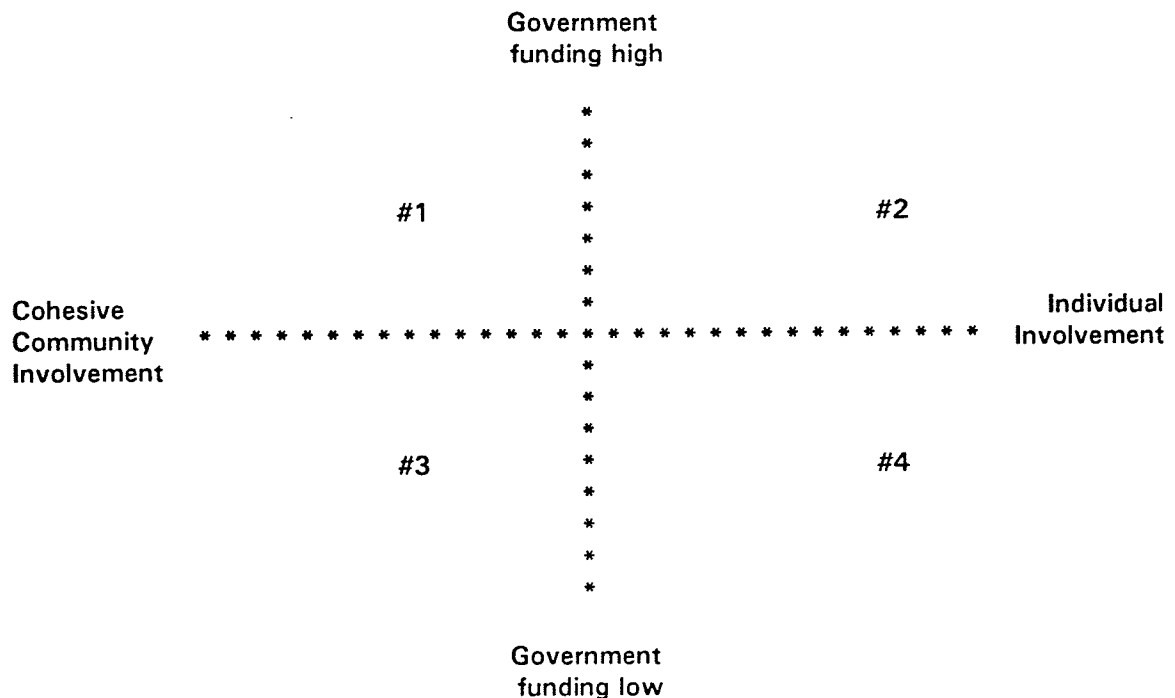
4.2.1 Fort Rouge 2005

FORT ROUGE 2005

This package contains a set of four Fort Rouge future scenarios. The purpose of the scenario set is to assist the M/WCRP Resident Committee to prioritize the list of projects proposed for funding. The M/WCRP does not have the time nor the resources to complete all 24 proposed projects on its list. The Resident Committee must develop some way to prioritize them; which projects should be done now and which projects could be left for later? The future scenarios are based on different combinations of two key variables which are likely to affect this decision-making. The scenarios stretch our assumptions about what the years ahead might hold and ensure that the choices made take into consideration more than one possible future.

The first key variable explored is the amount of government funding that will be available for community projects in Fort Rouge in the future. Two scenarios propose futures where multilevel funding (like the Core Area Initiative & the Winnipeg Development Agreement) continues, while two other scenarios show the end of such funding. The second key variable is the level of community decision-making that might develop in Fort Rouge after the M/WCRP's mandate is finished. There has been some community discussion of neighbourhood management and village councils in Fort Rouge but nothing has been defined yet. At present there is no other community organization that represents all of Fort Rouge...

How different combinations of the two variables might be played out in Fort Rouge are presented in the four future scenarios. Various combinations of these two variables result in the scenarios that are to follow, and are illustrated in the following diagram.



#1. Community Control 2005

A wave of populism has washed across the country and the community members of Fort Rouge have enthusiastically set up a representative village council and adopted a cohesive "neighbourhood management" strategy. The City has been supportive of this movement towards community-based involvement in local issues.

In 2005, all three levels of government have continued to fund initiatives in Winnipeg, although the funding is leaner. The Village Council has made sure that Fort Rouge has received funding for a number of projects. Projects like the Fort Rouge Public Resource Data Base and the Urban Forest Replanting Initiative in Fort Rouge have been completed through the Winnipeg Development Agreement (WDA) II. The WDA I, which began back in 1995, included a number of riverbank access projects and community safety improvements.

The multilevel funding that is available in 2005 is not as easy to obtain as it once was back in the 1980's. There are more elaborate forms to complete and more eligibility criteria to fulfil. Most government funding for public projects now requires a public consultation at the outset. Funding for things such as a safety initiative requires a

safety audit before approval is granted. The Village Council has been in a position to carry out community-wide assessments such as public consultations and safety audits.

The concepts of neighbourhood management and community-based decision-making in Fort Rouge were originally developed by the Resident Committee of the M/WCRP. By doing projects that tied the community together such as area wide heritage initiatives, a neighbourhood resource directory, and acting in a unified manner on community safety and traffic initiatives, the Resident Committee established the first stages of what would grow to become a cohesive neighbourhood management strategy and Village Council.

#2. Separate Interests 2005

People from the area that was once referred to as Fort Rouge are now represented by many separate organizations. There are the Osborne, Corydon, West McMillan, Ebby-Wentworth and Riverborne Resident Associations; the Seniors, Teens, and Middle Aged Unemployed Professionals Groups; the Osborne BIZ, the Corydon BIZ, the Home-based BIZ, and the Pembina BIZ; the Safety Organization, the Traffic Coalition, and the Urban Forest League, to mention just a few.

Tri-level funding, although leaner, is still available. Winnipeg's Anti Urban Sprawl Program and the Nicer Neighbourhoods Campaign both offered funding to community groups for local projects. The groups have often competed against each other for the funds to build their own projects. On occasion, different groups have managed to work together on a project that mutually benefits them both. Often though, different local organizations request funds individually and are not aware of what other groups are proposing to do. No Fort Rouge wide initiatives are undertaken because there is no community wide citizens organization.

When the M/WCRP wrapped up its mandate in Fort Rouge in 1996 some projects had not been carried out due to time and financial constraints. These remaining projects were passed on, with any research that had been done on them, to the relevant local organizations to pursue. The local organizations have had a great deal of success in collecting funding for these area specific projects. Other M/WCRP projects, more

community wide in nature, were never done because there was no cohesive Fort Rouge community organization with a vision or a plan to deal with them.

#3. Self Sufficiency 2005

Multi-level government funding for local community initiatives has dried up over the years. The Fort Rouge community has had to find other ways to fund projects. The 1995 - 2000 Winnipeg Development Agreement was the last significant government funding program and even that had a very limited impact on Fort Rouge. In 2005, the City, constantly struggling with financial restraints, is now able to maintain only essential services...

Strong local leadership through the Fort Rouge Village Council has helped the community access resources with which to undertake projects and initiatives. The Village Council's role is very important considering the little amount of financial support that the City is able to offer for local projects. Most of the projects that are coordinated by the Village Council are relatively small but still require significant local input. Since 1996 many of the original M/WCRP projects have been incrementally built upon by the Village Council. For example, the original M\WCRP library terminals in community centres now also provide public Internet access. Where benches were originally built community sign posts and chess boards were later installed.

Under the guidance of the Village Council, partnerships have developed within the community to get things done. Residents, schools, businesses, and churches have become accustomed to working together for the community. The involvement of the M/WCRP in the community from 1990 -1995 established a local history of partnerships. M/WCRP projects like the Hugo/Jessie Piazza happened because a BIZ group and a Resident's Association were willing to work together. A great deal of effort is required to get anything done so whatever is accomplished is celebrated.

#4. Fort Rouge Inc. 2005

The Winnipeg Development Agreement of 1995 was the last of its kind. When Ralph Klein became Prime Minister back in the 1998 Federal election, most special government funding programs were cut immediately. Cities like Winnipeg which had

received significant amounts of special targeted government funding in the past, have been trying to cope over the past seven years.

In 2005 the national and local economy are doing well. The commercial areas of Fort Rouge have become an extension of the Downtown, so too has the Forks. Those area parks and public spaces which were originally created by the M/WCRP, have added to the popularity of this Winnipeg destination spot. Business has continued to flourish along Corydon Avenue and Osborne Street, especially those businesses that cater to our out of town guests.

Condominium projects and apartment buildings for the growing seniors market and downtown professionals are being developed adjacent to the commercial streets. On the other hand, the traditional "single family house" residential market continues to seep away from the centre of the city and many long time Fort Rouge residents have chosen to move to newer neighbourhoods. A decline in the number of children in Fort Rouge, due to this out-migration of families and a general shrinking of family size, has led to local school closures.

Some sections of Fort Rouge have begun to deteriorate. Only the portions of the area that are marketable have been maintained. While some local organizations continue such as the BIZ groups, others have faded away as long time committed residents have moved from the community.

4.3 THE SCENARIO WORKSHOP

The scenario workshop design was a challenge because there is not much guidance in the literature about how to use scenarios with a group of citizens. It is significant that I was able to find a great deal of information in the literature about how to write scenarios but not how to use them effectively with a group people. For the planner, writing the scenarios is only the start of the process, how the scenarios are used will have an even greater affect on the participatory process. To date, scenarios have been used primarily by corporate management teams and other "experts". This business model involves

senior management constructing the scenarios and then applying the scenarios to their own decision-making process.

In the examples of scenario use in public participation the process design varied. One option, similar to the business model, is to have a group of people write the scenarios themselves or contribute to the information for the scenario set. This was done in various public participation situations such as Vancouver's CityPlan (City of Vancouver 1994 & 1995). The main drawbacks for this method are the time and financial costs involved. Other examples involved a planner or consultant developing the scenarios prior to the participatory process. If the scenarios are prepared ahead of time, using thorough research, the actual scenario exercise can be much shorter and not necessarily less effective as long as the participants are given the time and incentive to fully understand the scenarios. The Public Value Forum (Keeney, Von Winterfeldt & Eppel 1990) and the CCME Environmental Scan (CCME 1993) were designed around this method.

In the end, I drew upon scenario procedural examples in the business field and general workshop design in planning. My experience from a university course which involved designing a future visioning workshop in a rural community in Southern Manitoba was quite helpful. I used many of the fundamentals of workshop design which I learned in that course. I also conferred with Elizabeth Sweatman, in the City Planning Department at the University of Manitoba, who has experience designing participatory processes. She assisted me in planning a workshop which would be useful to the Fort Rouge M/WCRP Resident Committee.

Two essential components shaped the M/WCRP workshop, the warm up and the main decision-making exercise. Most of the activities would take place in small groups, with reports out and wrap-up taking place in the plenary group. Breaking the group into smaller groups would allow for more people to participate in the discussion of the scenarios. For discussion to stay on track, it would be helpful to get each small group to self-appoint a facilitator from the group. This would also ensure that all participants had the chance to talk, and everything would get done in the allotted time.

I also decided that outside volunteers would be needed to record, on flip charts, what transpired in the small groups. These charts would act as the "group memory" which could be referred to later. I prepared work sheets for participants in the small groups to use as a guide for discussion. Individuals could write their own ideas down on the worksheets before launching into a discussion. A simple list of three or four questions would be enough to keep the small group on track.

The workshop materials, which included an agenda, the scenario set, a list of potential projects awaiting committee recommendation, and a questionnaire, were delivered to the Resident Committee members four days before the workshop so that they would have time to familiarize themselves with the scenarios and the workshop process.

The workshop was held on November 15, 1995. The following committee members and M/WCRP staff participated in the workshop:

| | |
|--------------------|--------------------|
| Theckla Brown | Marty Donkervoort |
| Sister Olive Fiola | Elaine Grey |
| Kathy Horkoff | George Jarvis |
| Barb Lucier | Robert Mark |
| Char Okell | Tim Taylor |
| Shelley Thompson | Hermi van den Berg |
| Linda Ring | Martin Sandhurst |

Two volunteer recorders, Colin Duffield & Liz Root, also participated.

Detailed Workshop Agenda

6:30pm

Welcome

introduction to the scenario concept for people who were not at the last meeting

Introductions & Role Clarification

facilitator
recorders

Review Agenda

Purpose

goal for the end of the evening - a general prioritized list of projects to be recommended

other side benefits - new information, small group discussions

Review Materials

does everybody have everything they need?

did everyone have time to read the materials?

(do we need time to read things now)

hand out new materials

project list & the importance of grouping the projects

Questions

7:00pm

Warm-up

introduction - explain warm up

small groups - chose volunteer facilitator & presenter

hand out worksheets & clarify

rate the scenarios on probability & desirability

do the scenarios need any additions

Plenary

presenters report back the findings of each group

Objectives: warm-up exercise; broad context for the decision-making; make sure everyone is familiar with scenarios; find out if scenarios are useable or rework if necessary; filtering - only use probable scenarios; find out which are desirable??? note differences of opinion and get a sense of what kind of future people want

7:45pm

Priorize for the Future

explain

small groups - chose facilitator & presenter

do worksheets individually

as a group work with the recorder

encourage use of the project list

Objectives: the first step to prioritizing the projects; focus on the types of projects; identify areas of community influence

8:15pm

Break (time flexible)

8:30pm

Plenary

each group reports - presents findings for each scenario

then find similarities

priorize what types of projects are to be done now
priorize what types of projects can be left for later
any additional projects
plan action steps - how do we narrow down project types to specific projects?

Objectives: the broad prioritization of projects; planning the next steps

9:00pm

Conclusion

"What have you learned?"

"What results have you achieved?"

Thanks

Twelve out of 21 committee members participated. According to the M/WCRP staff this was an average turnout for a regular Resident Committee meeting. A light meal was served first and then we began. After introductions and clarification of the workshop I randomly broke the committee members into two small groups. Both Ring and Sandhurst participated in the small group sessions. One of the small groups had a facilitator and the other did not. It appeared that the group with a facilitator seemed to stay on track a little easier, especially in the beginning.

The warm up was essential to the workshop because many people did not have the time to prepare ahead of time. The participants all had the opportunity to become familiar with the scenarios at the outset of the workshop. A warm up exercise where participants needed to talk with each other in small groups about the scenarios was an unthreatening way to bring everyone to the same level of understanding. Another important reason for this warm up stage was to ensure that the participants were willing to use the scenarios as a technique in their decision-making. If the participants did not think the scenarios were probable or realistic then any decisions which resulted from the workshop would not be trusted or acted upon. Potentially the participants could alter or change a scenario or perhaps even write a new one. This did not occur at the scenario workshop.

Worksheet - 1

Probability:

Which scenario for Fort Rouge do you think is most probable?

Are there any scenarios that you think are not probable - they would never happen?

Is there anything that could be added or taken away to make any of the scenarios more believable?

Desirability:

Which scenario(s) would you like to happen?

Brainstorm:

What factors in the scenarios does the community have an ability to change and which are beyond the community's control?

The next part of the workshop involved applying the issue or decision in question, to each of the different futures. Because the future would most likely not resemble any one of those futures but more likely a mixture of all four, it was important to identify which types of projects were "robust", or chosen across all four, or at least three scenarios. Those decisions or plans which appeared robust across most or all of the scenarios would be the ones that the group could proceed with right away. Also, the committee members could look at how to adapt those decisions and plans which were not robust so that they might become more robust. This is a standard approach in using decision scenarios in the business field (Schwartz 1991, Wack 1985a, 1985b).

Worksheet - 2

Scenario #

Probable:

Desirable:

Do Now?

If this scenario is a desirable future, which types of projects could be done now to prepare for it?

If this scenario is an undesirable future, which types of projects could be done now to avoid this future?

Do Later?

What types of projects could be done in this future? In other words, what could we leave for later?

The goal of this part of the workshop was to get an idea of how the given decision or issue would play out in each of the specific futures. Once the small groups were finished this exercise then the entire group met back in a plenary session to compare the different findings.

The workshop focused on a discussion of projects types instead of specific projects. This was done to avoid discussion around specific M/WCRP projects which has often been laden with emotion and history for the committee members. Also there was different amounts of information available on the various projects (cost, project parameters etc...). By focusing on project types, we were able to simplify the complexity of 24 separate projects. It also kept the conversation at a broader, less critical level. The following project list aided participants to group the projects into types. It indicates the 24 proposed projects and some aspects which define them into different types. Participants were encouraged to come up with their own project types as well.

M/WCRP PROJECT LIST

The projects have been grouped according to the following subtopics:

What is the project, a physical work or a process or program?

Who advocated the project, a community organization (who will sustain interest in the project and contribute to the funding) or the M/WCRP Resident's Committee?

Who will benefit from the project a specific area or all of Fort Rouge?

Table 4: M/WCRP Project List

| Project | What is it? | | Who advocated it? | | What area benefits? | |
|------------------------------|---------------|--------------------|--------------------|-----------------|---------------------|-----------------|
| | Physical work | Process or program | Community advocate | M/WCRP advocate | Specific area | Fort Rouge wide |
| La Verendrye Grounds | * | | * | | * | |
| Gladstone/ROCC Grounds | * | | * | | * | |
| Grant Avenue Buffer Lighting | * | | * | | * | |
| Street Reconfig. G.M. Hotel | * | | * | | * | |
| Honour Long-Term Residents | | * | | * | | * |
| Zoning Recommendations | | * | | * | | * |
| Forestry Initiatives | * | * | | * | | * |
| Hydro Cooling Station | * | | | * | * | |
| Info Kiosk | * | | | * | | * |
| 514 Stradbrook | * | | | * | * | |
| Business & Corydon Parks | | * | | * | * | |

| | What is it? | | Who advocated it? | | What area benefits? | |
|----------------------------|---------------|--------------------|--------------------|-----------------|---------------------|-----------------|
| Project | Physical work | Process or program | Community advocate | M/WCRP advocate | Specific area | Fort Rouge wide |
| Hydro Substation | * | | | * | * | |
| Edna Stefaniuk Gym | * | | * | | * | |
| Bike Racks | * | | | * | | * |
| Benches | * | | | * | | * |
| Library Terminals | * | | * | | * | |
| EGCC Play Structure | * | | * | | * | |
| Community Safety | | * | * | | | * |
| Home Repair Guide | * | | * | | | * |
| Private Investment | | * | | * | | * |
| Ebby-Wentworth Legacy | | * | | * | * | |
| Dante Day Nursery | * | | * | | * | |
| Interpretive Plaques | * | | | * | | * |
| Walking Tour Guide Reprint | * | | | * | | * |

After completing the exercise with all four scenarios the small groups came back together and compared their findings. Similarities between the scenarios were identified as important especially when there was a similarity between three or four of the scenarios. If committee members found that in at least three of the four scenarios they would choose to complete a certain type of project now, then that type of project would be a high priority for doing before the end of the M/WCRP's mandate in Fort Rouge. Likewise,

if committee members found that in three or four of the scenarios they would choose to leave a certain type of project for the future then this was a type of project that could be completed in a number of different kinds of futures.

Here is a summary of the findings that were produced at the scenario workshop:

Projects To Do Now (before the end of the M/WCRP mandate in Fort Rouge)

Process oriented projects: 1) building partnerships which will continue on post M/WCRP; 2) process projects, as opposed to capital projects (eg. zoning recommendations); robust across 4 scenarios

Information projects: 1) to communicate what the Fort Rouge M/WCRP has done 2) to promote communication within the community now; robust across 3 scenarios

Community-wide projects: (eg. safety or traffic); robust across 3 scenarios

Capital projects; robust across 2 scenarios

Projects Which Could Be Done Later (after the M/WCRP mandate in Fort Rouge)

Smaller forestry, landscaping, and beautification projects (this does not include parks); robust across 3 scenarios

Projects which involve assistance & funding from other sources (eg. civic departments); robust across 3 scenarios

Projects which focus on a specific interest & are not community-wide (this includes home improvement initiatives); robust across 3 scenarios

At this point in the workshop it was 10 pm and the group was beginning to tire. We briefly identified an action plan to wrap up the end of the workshop. It included the following three points:

1. Make a presentation to the rest of the committee at the next meeting about the workshop findings.
2. Attach specific M/WCRP projects to the types of projects which have been

identified tonight.

3. Make decisions about the process oriented "non-capital" projects.

As the workshop was drawing to a close, committee members discussed their reflections about the evening. While people found the scenario workshop interesting they remarked that it was a difficult process. Some felt that the workshop had helped gel ideas and feelings that committee members had sensed before but were unable to identify. Some people expressed anxiety about the future of Fort Rouge while others supported the belief that they live in a good community with great spirit which would influence the future in a positive way.

The committee members discussed the need to present the workshop findings to the rest of the M/WCRP Resident Committee at the next meeting. It was decided that this was important because the rest of the committee would need to have an understanding of what took place during the workshop so that they would understand how it could affect their decision-making.

4.4 THE PARTICIPANT QUESTIONNAIRE

A participant questionnaire was distributed with the scenario packages prior to the workshop. The primary purpose of the questionnaire was to compare the responses to the questionnaire administered twice, once before and once after the scenario workshop. Any changes in an individual's responses would indicate a change of opinion or preference. This would then indicate that the scenario workshop had affected that person. This was the most important objective of the questionnaire exercise.

An additional purpose was to determine if committee members were able to individually prioritize the projects they felt should be completed before the end of the M/WCRP mandate in Fort Rouge. The questionnaire would also show if there was any degree of agreement between the individual choices of the committee members. Also, a set of

questions was included to elicit what considerations, committee members had been using in their decision-making. The considerations brought up in the questionnaire paralleled issues that were addressed in the scenarios. Finally, a set of questions about the future of the M/WCRP projects and citizen involvement in Fort Rouge was included. The aim of these questions was to find out how people perceive the future role Fort Rouge citizens and proposed community projects which have been identified locally. The questions once again paralleled the issues that were presented in the scenarios.

The committee members were asked to complete the questionnaire before they read the scenarios and attended the workshop. Eleven out of the twelve participants responded to the questionnaire. Workshop participants identified a couple of problems with the questionnaire and they are indicated in italics on the copy that follows. The results are indicated on this copy of the questionnaire by the numbers accompanying each question.

SCENARIO QUESTIONNAIRE - Results

1. Given the existing financial constraints, check (✓) which projects you think should be completed before the end of the M/WCRP program. Chose as many as you want.

| | |
|------------------------------|-------------------------------|
| 3 La Verendrye Grounds | 7 Gladstone/ROCC Grounds |
| 4 Grant Avenue Buffer | 7 Street Change - G. M. Hotel |
| 5 Honour long-term residents | 3 Zoning recommendations |
| 2 Forestry Initiatives | 1 Hydro cooling station |
| 4 Info Kiosk/Directory | 3 Stradbrook development |
| 1 Business & Corydon Parks | 1 Hydro substation |
| 2 Edna Stefaniuk Gym | 4 Bike racks |
| 2 Benches | 1 Library terminals |
| 5 EGCC Play structure | 5 Community Safety |
| 1 Home repair/reno guide | 4 Facilitate private invest. |
| 3 Ebby-Wentworth Legacy | 7 Dante Day Nursery |
| 3 Interpretive Plaques | 2 Walking tour reprint |

(some confusion over the meaning of "Ebby/Wentworth Legacy")

2. What factors are important to consider when deciding if the M/WCRP should fund a specific project? Please indicate the importance of the following factors by circling your choice

(strongly agree, agree, disagree, strongly disagree).

- I think that it is important to consider whether the project promotes the physical and social cohesion of Fort Rouge.

| Strongly Agree | Agree | Disagree | Strongly Disagree |
|----------------|-------|----------|-------------------|
| 6 | 5 | | |

- I think that it is important to consider whether the project helps groups who are most "in need".

| Strongly Agree | Agree | Disagree | Strongly Disagree |
|----------------|-------|----------|-------------------|
| 1 | 7 | 2 | |

(1 no answer - some confusion over the term "in need")

- I think that it is important to consider whether the project strengthens the process of community involvement in local decision-making.

| Strongly Agree | Agree | Disagree | Strongly Disagree |
|----------------|-------|----------|-------------------|
| 4 | 7 | | |

- I think that it is important to consider whether the project will encourage partnerships for funding and completing projects in Fort Rouge.

| Strongly Agree | Agree | Disagree | Strongly Disagree |
|----------------|-------|----------|-------------------|
| 2 | 8 | 1 | |

- I think that it is important to consider whether the project could be funded and completed by another organization in the future.

| Strongly Agree | Agree | Disagree | Strongly Disagree |
|----------------|-------|----------|-------------------|
| 2 | 6 | 3 | |

3. How do you envision the future? Please indicate, by circling your choice (strongly agree, agree, disagree, strongly disagree).

- The number of projects remaining on the M/WCRP project list indicates that there is a great deal of work left to do in this area. Now is the time to start a new Fort Rouge Citizen's group that will build on what the M/WCRP has begun.

| Strongly Agree | Agree | Disagree | Strongly Disagree |
|----------------|-------|----------|-------------------|
| 7 | 3 | 1 | |

- One cannot expect to get everything on the Residents' Committee project list done, we just need to decide what is feasible to do and then not worry about the other projects. The M/WCRP only had a five year mandate.

| | | | |
|-------------------|-------|----------|----------------------|
| Strongly Agree | Agree | Disagree | Strongly Disagree |
| | 3 | 8 | |

- Over the past five years, the M/WCRP has worked with a number of Fort Rouge community organizations on different projects. Those existing organizations will likely continue the process of local involvement and decision-making in the community. It is to those organizations that the M/WCRP can pass on the projects it did not manage to complete.

| | | | |
|-------------------|-------|----------|----------------------|
| Strongly Agree | Agree | Disagree | Strongly Disagree |
| 2 | 7 | 2 | |

(Some committee members questioned if it could be assumed that the organizations will want to take on these projects)

In question #1 all participants were able to indicate projects which they want to see completed before the end of the M/WCRP mandate. People chose between three and twelve projects. The projects which were chosen the most were the Gladstone/River Osborne Community Centre Grounds project, the street closure project at the Grant Motor Hotel, and the Dante Daycare Project. These are all capital projects which will benefit specific areas in Fort Rouge rather than the community at large. These choices do not agree with the choices which emerged from the scenario workshop. At the other end of the scale, the projects chosen the least were the Hydro Cooling Station project and the Hydro Substation project, both neighbourhood beautification projects. This agrees with what was put forward at the scenario workshop.

The findings for question #1 indicate that individual members of the M/WCRP Resident Committee do have an idea of which projects they want to complete during the M/WCRP mandate. There was no strong consensus among the committee members about which projects to do. Only two projects were not chosen at all, and none of the projects were chosen by more than seven members. This may indicate part of the reason the Resident Committee is having such difficulty prioritizing the projects to be completed. There is still a broad mix of opinion, within the committee, about what should be funded.

In question #2 the considerations for decision-making which were most strongly agreed with were first, "if the project promotes physical and social cohesion in Fort Rouge". This seems to contradict the projects that were chosen the most in question #1 which are more site specific, although some residents would argue that a community centre benefits a broad sector of the community. The second most important consideration was "whether the project strengthens the process of community involvement in local decision-making". It is difficult to say if the most popular projects from question #1 do this, although being able to change local traffic flows does indicate the power of local decision-making.

The two considerations that show a spread from strongly agree to disagree are the consideration of whether "the project helps a group who is most *in need*" and whether "a project could be funded in the future and be completed by someone else". The phrase *in need* was confusing for some participants, it could be interpreted as being poverty-stricken or as being a special interest group. A more rigorous pre-test of the questionnaire could have helped to avoid such confusing phrases. The future orientation of the last phrase was the consideration that people disagreed with most. According to the committee members' feedback after the workshop, the future orientation of the scenarios was a new perspective for them in their decision-making.

Question #3 in the questionnaire explored what the respondent thought about the future of the proposed M/WCRP projects once the M/WCRP mandate is over. The three choices parallel the different options for citizen involvement that are presented in the scenarios. By far the most strongly agreed upon statement was the first which presented the notion of continuing the M/WCRP projects through a new Fort Rouge citizen's group. Not surprising then, the least popular concept was a complete end to any proposed projects that do not get done during the M/WCRP mandate. The third option, passing the projects which still need to be done onto the other community organizations was also fairly popular although there were some questions about the assumption that those organizations would actually want to take on the projects. There were two respondents who agreed with all three statements. Because this is contradictory, it

indicates that there was some misunderstanding of the question.

Originally, the questionnaire was to be administered at the end of the evening to measure any change of opinion or preference as a result of the scenarios but at the end of the workshop it was late and participants were too tired to complete another questionnaire. Only four participants returned the second questionnaire. This made it impossible to use the questionnaires as a tool to measure preference shifts.

In summary, the first questionnaire indicated that the committee members have not reached any measure of consensus on which of the remaining proposed projects should be recommended for funding. The questionnaire did indicate two projects which perhaps people could agree not to fund. The two most important considerations for deciding to recommend a project for funding are 1) promoting physical and social cohesion in Fort Rouge and 2) strengthening the process of community involvement in local decision-making. The least important consideration for the committee's decision-making was determining if the project could be funded by another organization in the future. The most popular vision for the future presents a Fort Rouge citizen group which continues to undertake the proposed M/WCRP projects. The least popular vision was a disbanding of any organized citizen group.

4.5 EVALUATING THE SCENARIO WORKSHOP

This section presents the initial evaluation of the scenario technique implementation. It includes feedback from participating committee members at a debriefing session following the scenario workshop and an interview with M/WCRP staff who participated in the workshop.

4.5.1 Debriefing With Workshop Participants

A scenario workshop debriefing session was held on at the committee's next regular meeting, one week later, on November 21, 1995. The purpose of the debriefing was to

up-date those who could not attend the workshop. After I summarized what had transpired at the workshop, an hour long discussion ensued resulting in some insightful feedback from the workshop participants.

Committee members talked candidly about their reactions to the scenario workshop and the feedback was positive. Committee members felt that the scenario workshop was useful because it gave their decision-making a sense of direction, an orientation towards the future. Some also mentioned that the scenario workshop had provided them with more of a context for their decision-making.

Workshop participants felt that the scenario workshop should have ideally been done earlier in the mandate of the M/WCRP in Fort Rouge, when the decision-making strategy was being developed. They also used the workshop experience to reflect on the funding decisions that they had made over the past five years. The reflections were somewhat negative in nature with the focus on what should not have been funded. Although alarming at first, upon reflection I realized that this was, perhaps, part of the process of internalizing new learning from the scenario workshop. One begins by applying the new learning to decisions already made in the past.

At the debriefing session committee members did not actively choose to attach specific projects to the project types that had been identified for "doing now" or "leaving for later". The committee members felt that they had achieved enough from the scenario workshop in terms of a general framework for decision-making. Later, Linda Ring and Martin Sandhurst told me that they were disappointed by the committee's decision. They felt that a valuable opportunity for concrete decision-making was missed.

After we were finished debriefing from the scenario workshop I left the committee meeting. I found out later that after I had left, the Resident Committee returned to its project decision-making process. The Committee made a concrete decision that evening not to fund a particular project. According to Ring and Sandhurst, this was noteworthy because the committee had always found it particularly difficult to decide conclusively

not to fund something. It demanded a certain degree of decision-making confidence. During this decision-making the committee members apparently made specific reference to things they had learned during the scenario workshop and this had guided their thinking on the matter.

4.5.2 Post Workshop Interview With Fort Rouge M/WCRP Staff

On November 29, 1995 I conducted an interview with Linda Ring, neighbourhood planner, and Martin Sandhurst, community development worker, from the Fort Rouge M/WCRP. They had both been working with the Resident Committee over the past five years and took part in the scenario workshop.

The interview questions and responses are presented here in point form. The remarks from Ring and Sandhurst are not indicated individually; they both contributed to the answers for each question.

Question #1: In your own words, how did the scenario workshop benefit the Resident Committee?

Responses:

"It provided a focus on the future of the neighbourhood and a context for decision-making, which is something new for them."

"It took the committee members away from decisions about specific projects, which are currently overwhelming, to the broader context of their decision-making."

"It helped committee members contemplate what the neighbourhood represents now and where they are now."

"It may help them make decisions."

"It gets beyond individual interests, through providing a broader context."

"It is a community building technique; people working together draws them together."

"Individual committee members were able to confirm what they already knew."

"It provides a guide for committee members' future involvement within their

own interest groups."

"It was thought provoking because it opens up options from now to the future."

Question# 2: How was the scenario workshop different than the other processes used in the resident committee to set up the criteria for decision-making. What was new or different about the scenario process?

Responses:

"Previous exercises have included identifying strengths and weaknesses of the community, the sticky dot exercise to prioritize projects, meeting municipal department representatives to learn more about the neighbourhood, and a Centreplan type process (Gap analysis)."

"The scenario process focuses on the future."

"The other exercises done to aid decision-making have been focused more on the area as it is now."

Question #3: Did the workshop provide you with any new information? Did it provide the participants with any new information?

Responses:

"The scenarios helped to frame existing information in a new way."

"No new projects emerged."

"There was more emphasis in the way the words were being framed."

"New committee members became partners through the workshop."

Question #4: Can you suggest any improvements to the scenario workshop process?

Responses:

"The workshop involved a process and a product, the process was great but the product was somewhat loose."

"Need to tie up loose ends at the end of the meeting, it was a little unclear where the committee should go with the new info."

"The matching process needs to be resolved."

Other Comments:

"This is a planner's technique; there is no doubt about it."

"There is another M/WCRP Resident Committee that is interest group driven; this process would be very useful for them."

"The technique can be used at any time because it can do a number of different things."

"The axis diagram is crucial to the workshop, it can be referred to during the workshop."

"The narrative is also essential to ground the variables."

"After the scenario workshop, at the next Resident Committee meeting, committee members voted not to do a specific project; the decision came out quite fluidly and reference was made to the lessons learned from the scenario workshop."

"The shared experience of working together has helped committee members to feel that their thoughts are valid."

The interview was approximately one hour long. We also discussed the future use of scenarios in the M/WCRP. The M/WCRP administration was interested in the application of the scenario technique with other Resident Committees. They wanted to have a seminar on scenario construction and use in a workshop setting with a group of M/WCRP planners.

4.5.3 Applying the Four Elements of an Effective Participatory Technique

In chapter two, four elements of an effective participatory technique were drawn from the literature. These elements were identified prior to the demonstration project. Now that the demonstration has been completed it is useful to revisit these elements for evaluation purposes. The comments and feedback listed above indicate that the attributes of the future scenario technique exceed these original four elements.

The four elements of an effective participatory technique are: 1) participants are encouraged to develop considered judgement; 2) values are made explicit and participants

are given the opportunity to shift preferences; 3) old decision-making assumptions are challenged; 4) participants are able to find common ground despite issue-based divisions in the participant group.

On the surface, the first element, developing considered judgement, did not appear to be the most important for the M/WCRP Resident Committee. The committee members have been working together in the community for almost five years. Their deliberations have involved ongoing discussions about the issues related to their decision-making. Also they have been provided with detailed and useful information for their decision-making. This has all contributed to their considered judgement.

While the committee did have a great deal of detailed information about each project which they reviewed for funding, they seemed to be lacking a broader contextual understanding to guide their decision-making. This was realized by the committee members when they went through the scenario workshop. According to M/WCRP planners, Linda Ring and Martin Sandhurst, the committee needed a broader, future oriented context upon which they could base some of the tougher decisions, especially towards the end of the mandate when finances were more constrained.

The second element, making values explicit - a shift in preferences, was evident in this demonstration project despite the failings of the questionnaire to quantifiably measure preference shifts. An identifiable shift in preferences occurred when committee members, who had previously strongly recommended capital projects (e.g. decorative lighting or community centre improvements), started talking about how valuable process oriented projects (communication and establishing neighbourhood linkages) are to the well being of Fort Rouge. This was a direct result of the scenarios.

The third element, challenging old decision-making assumptions, was apparent in the demonstration project. According to Ring and Sandhurst, and the committee members themselves, the scenarios caused the Resident Committee to think about their decision-making in a new way. It was evident that the scenarios made the committee members

reframe their thinking about some of the decisions to be made. The main reason given for this was the future context of the scenarios, which caused people to think about a new basis for their decisions. Some committee members commented that they had never really thought about the future aspect of their decision-making for the Fort Rouge M/WCRP. Their thoughts were usually focused on the present, with their decision-making logic based on past experiences. Although scenarios focus on the future, they are based on the present and as a result, committee members were forced to use a different type of logic to understand the decisions facing them.

What was also interesting, but unanticipated, was that some committee members indicated that the scenarios had somehow validated some of the intuitive thoughts they had about the prioritizing projects for funding, but had never talked about with the committee. This in turn made some committee members more comfortable about expressing their thoughts and ideas during the workshop.

The fourth element, finding common ground, was also evident in the demonstration project. The future context of the scenarios served to allow committee members to get beyond some of their present day individual interests. Although not a large problem with this Resident Committee, individual interests have caused some of the committee's decision-making to be rather difficult. This is especially true when specific people are representing community interests and groups which are seeking funding from the M/WCRP.

Both Ring and Sandhurst also commented that they had seen new committee members finally become fully involved in the dialogue about the decision-making issues. Working on the scenario exercises helped bring people together. Linda Ring said that she saw potential to use future scenarios as a technique for community building.

4.6 PRESENTING SCENARIO-USE INSIGHTS AT A WORKSHOP FOR PLANNERS

Following the scenario workshop with the Resident Committee, I was asked by the Fort Rouge M/WCRP to present the scenario technique to a group of M/WCRP planners who all work with resident committees. Although unanticipated, this opportunity was fortunate because it was a direct indicator that the planners involved, Ring and Sandhurst, had found the technique useful. Also, I would have access to the planners' insights about the scenario technique. The practicum research provided a series of findings, and lessons learned. By having the opportunity to present the findings of the practicum to planning practitioners I hoped they would question what I was presenting, pointing out things which I had overlooked. More specifically I wanted to gain some confirmation of the challenges of facilitating decision-making in groups of citizens that I had identified early on in the practicum research.

The workshop was held on January 8, 1996 from 9:00 am to 12:00 noon at the Fort Rouge M/WCRP office at 524 Osborne St. The following people attended the workshop:

| | |
|-------------------|---|
| Don Gannon | Manager of the Neighbourhood Programs Division for Community Services, City of Winnipeg |
| Patti Baker | Senior Planner, Neighbourhood Programs Division |
| Debbie Werboweski | Neighbourhood Planner, Neighbourhood Programs |
| Linda Ring | Neighbourhood Planner, Neighbourhood Programs |
| Dianne Johnson | Neighbourhood Planner, Neighbourhood Programs |
| Grace de Jong | Community Development Worker, Neighbourhood Programs |
| Graciela Petronio | Community Development Worker, Neighbourhood Programs |
| Russ McAuley | Community Development Worker, Neighbourhood Programs |
| Dennis Fletcher | Business Improvement Zone Officer |
| Colin Duffield | Volunteer Recorder |

4.6.1 Identifying the Challenges of Citizen-Based Decision-Making in M/WCRP Resident Committees

Most people knew each other well so the introductions at the beginning of the planners' workshop were brief. As a warm up to the topic of future scenarios, I questioned the planners about the challenges they face in the M/WCRP as they facilitate decision-making in the resident committees for the various project areas in Winnipeg. The purpose of this exercise was to define the reasons for developing a new participatory technique for planners. If there were no identifiable problems with the way in which things were being done then there would be no reason to develop a new technique. When the question was first posed the planners began with large issues of a political nature. I prompted them to focus on the more practical aspects of the local level decision-making process. As it turned out the planners were able to identify a number of problems and challenges:

"The M/WCRP has limited resources so members must prioritize a number of beneficial projects."

"It is sometimes difficult to maintain a community context in the decision-making of a small group of people from the community, they get caught up in their own interests."

"There are time-related expectations."

"People have preconceived notions."

"Personality dynamics can be a challenge." (quiet people missed or "squeaky wheel")

"People dislike making decisions."

"People must be comfortable making decisions or they hesitate to make them."

"People's ability to make decisions is directly related to their feelings."

"Decision-makers need more than information."

"The process cannot be too scientific."

"Decision-makers must buy into the decisions which are being made."

They also agreed with the following additional challenges of citizen-based decision-making that I identified:

- future uncertainty;
- complex information;
- different knowledge levels in the group; and
- limiting decision-making assumptions.

I then pointed out that the list which we had just brainstormed indicated that there were still some generally agreed upon dilemmas faced in decision-making processes with citizen groups, such as the M/WCRP Resident Committees. This means that there remains a need for planning techniques designed to address these dilemmas. While I cautioned that scenarios are not a panacea I suggested to the group that they might find the technique particularly useful in addressing some of the practical issues which they had just raised.

4.7 INTRODUCING THE SCENARIO TECHNIQUE & A MINI EXAMPLE

After demonstrating the need for a new planning technique for citizen-based decision-making, I proceeded with an introduction of the scenario technique, including a brief history, and generic instructions for writing and using scenarios with a group of citizens involved in a decision-making process. To make the scenario technique more understandable and to give those at the workshop a sense of what it is like to work with scenarios, we went through an abbreviated scenario exercise. Prior to the workshop I had held a brainstorming session with three of the M/WCRP planners to identify an appropriate issue. We identified the key issue, streetscaping, and the key factors associated with it.

4.7.1 The Glenwood Scenarios

Dec 21, 1995 Brainstorming Session

- ISSUES:**
1. Should streetscaping be a funding priority for the Glenwood M/WCRP?
 2. If yes, what type of streetscaping?

KEY FACTORS & DRIVING FORCES:

Demographics

- declining population
- higher percentage of people 25 - 34 & over 65, compared to City-wide averages
- young families (2 parent) in starter homes
- lower income
- many older families move to newer subdivisions

Local Business

- newer strip mall development (south St Vital)
- limited diversity of businesses types
- business development spread out geographically
- car oriented businesses not easily accessible to pedestrians (seniors)
- fledgling business organization - BIZ
- non-resident business owners
- most not dependent on local residents
- some commercial/residential conflict

Traffic

- heavy traffic (potential to increase)
- transit route
- St Mary's street widening
- twinning & upgrade of Main & Norwood Bridges

Tourism

- possible fostering of historic assets
- possible development of riverbank access
- possible new "spin off" businesses

Community Identity

- majority of residents are not choosing to remain long-term in the community
- lacking sense of community identity

Predetermined Elements in the next 10 years:

- increasingly heavy traffic - commuter
- relatively older neighbourhood - heritage & aging housing
- declining resident population

Critical Uncertainties in the next 10 years:

- impact of increased traffic
- tourism potential - riverbank development, linear park?

- resident population mix & numbers
- business types & new development
- changing business cliental
- Glenwood BIZ - organized to what level?

THE SCENARIOS FOR GLENWOOD IN 2006

| Passing Through | Stopping Off | Destination Spot |
|------------------------------------|-----------------|------------------------------------|
| ----- | | |
| Low | | High |
| Business Community Organization | | Business Community Organization |

1. Passing Through - 2006

With the twinning of the Main & Norwood Bridges and the widening of portions of St Mary's, traffic passing through Glenwood has increased over the past ten years carrying south-end residents to the City centre and home again.

Traffic has become heavier through Glenwood because Pembina Highway has become a much slower commuter route; congestion through Osborne Village has never really been alleviated. As a result, St Anne's and St Mary's have been identified as more convenient commuting routes with few hold ups and well coordinated traffic lights.

Due to an aging housing stock and increasing high speed traffic the population base in Glenwood has continued to decline. In general, there are fewer of those new young families which have traditionally moved into Glenwood to buy "starter homes". There are few pedestrian controlled street crossings and the existing sidewalks along St Mary's and St Anne's are crumbling and difficult to navigate in many spots. On the other hand, optimum commuting speed has been maintained and Glenwood has become known to many Winnipeggers as the "fast stretch" on the commute between home and work.

Glenwood businesses have remained primarily regional in nature. After a number of unsuccessful attempts to coordinate efforts, the local Glenwood BIZ has disbanded. Internal differences between members and failure to secure sufficient funds for planned projects caused the BIZ members to lose their early enthusiasm for business cooperation. There has been little commercial/residential cooperation and tensions between the residents and business owners have remained antagonistic especially where businesses and houses are in close proximity to each other.

2. Stopping Off - 2006

As in scenario #1, commuter traffic has increased through Glenwood due to bridge and road improvements which have made the route more convenient. What is different is that the Glenwood business community has become well organized over the past ten years and has developed and implemented a detailed business strategy. Their goal has been to entice as much commuter traffic as possible to stop at community businesses. Glenwood has become the place where commuters pick up their groceries, drop off their dry cleaning, get their shoes repaired, buy the paint for that home renovation project on the weekend, see the dentist and meet with friends for a coffee on the way home from work. Of course there is accessible and ample parking for all who chose to stop. The route is commonly known as the "Glenwood Service Corridor". People actually chose to commute along this route because of the coordinated commuter services which are combined with relatively high speed traffic movement.

The service corridor is also quite convenient for residents who live in the area. That is, as long as they are willing to get in their cars to move about their neighbourhood. This aspect of Glenwood has enticed some new residents into the community although others have fled the higher traffic levels and the lack of pedestrian amenities. The focus on Glenwood's two main streets is convenience for car drivers, the pedestrian environment is not well defined nor well maintained. Strip malls, ample parking, and wide streets all facilitate the movement of vehicular traffic. While traffic speed has not been significantly compromised there are now numerous possibilities for getting the days chores done along the Glenwood service corridor.

3. The Destination Spot - 2006

Glenwood is no longer just a place to speed through as fast as possible. Over the past ten years Glenwood has become known across Winnipeg as a great place to visit for an afternoon walk along the water walkway which now stretches north along the Red River. People come to relax or to recreate and of course, to people-watch from one of the local cafes.

Through the cooperation and leadership of the local BIZ and resident organizations this reshaping of Glenwood's identity has been possible. Coordination with different municipal departments aided the initial river access improvement. Local business development has focused in the river front area, capitalizing on the new leisure and recreational opportunities. Cafes and boutiques have sprung up in the vicinity of the river walkway, and roller blade and bike rentals are doing well.

Although most new street level development has been concentrated along the Red River on St Mary's, all of Glenwood has been identified with this new "River" image. The Glenwood symbol is a paddle wheel boat which

incorporates the heritage and river themes of the community.

Higher levels of pedestrian street use have necessitated more cross walks and amenities for people. While parking lots are needed for the visitors to the area they are less prominent in this pedestrian oriented quarter.

Home renovation and building restoration are now common sights all over the Glenwood community. Hard work on the part of local residents and business owners has resulted in an improved urban environment which is now much more "people friendly". This has convinced some local families to commit to the community and stay put rather than moving south to newer suburbs.

4.7.2 Further Workshop Proceedings

Once people had had the opportunity to read the Glenwood scenario set they formed two small groups and discussed the scenarios. The discussion focused on two main questions. First, participants were asked if there was anything that they would alter in the scenario set to make them more realistic and probable. Second participants were then asked how the three scenarios would affect the type of decisions they would make around the issue of streetscaping in Glenwood.

1. How would you alter the scenarios to make them more probable?
 - scenario 2 is realistic and scenario 3 is achievable
 - need to talk about other funding sources
 - community support is essential to any scenario; the amount of local support is different in each scenario (low in scenario 1 and high in scenario 3)
 - the scenarios need to explore winter realities more, right now they are summertime scenarios
 - there should be links with the Seine River, it is also a source of activity and a destination attraction
 - there is a downside to destination spots - crowds, nonlocals, loss of local control once it becomes too much of a destination spot
 - there is an imposed identity in scenario 3.
 - A destination spot identity should grow out of a local identity which already exists
2. How would the scenarios affect the decisions which you would make about streetscaping?
 - in scenario 2 parking is a big issue
 - in scenario 3 riverbank development is an issue
 - in scenarios 2 & 3 transit transfers are important
 - design of streetscaping should not be "throw away" in case street widening takes place at a later date, the features can be moved elsewhere in the community
 - also do things that can remain whether there is street widening or not (eg burying overhead wiring not building new sidewalks beside a currently

- narrow road)
- specify areas which would not be affected even if street widening went ahead
- consider how to create the feeling of a pedestrian street

After the "hands on" demonstration of how scenarios can be used with a group of participants we turned to another practical example. Linda Ring and I briefly presented our reflections about the Fort Rouge Scenario workshop. We talked about the process and then about the feedback from members of the resident committee. At the end of the workshop I distributed a practical guide for using scenarios, especially designed for M/WCRP planners.

4.8 REFLECTING ON THE SCENARIO WORKSHOP FOR NEIGHBOURHOOD PLANNING PRACTITIONERS

Questions and comments arose throughout the workshop and many important issues were brought up. Some of the issues which were raised in the workshop are:

- It would help if there was a template for identifying key factors to consider when brainstorming around the issue or decision.
- It is important to keep in mind the purpose of the decision throughout the scenario process.
- The answer in the decision-making can also be "no". This is important to remember.
- It is important to make it clear that using scenarios is not just an exercise in choosing your favourite vision - the reality check is provided by including a discussion around which scenarios are probable as well as which are desirable.

After the workshop some of the planners expressed uncertainty about whether they would be able to actually write scenarios for workshops with Resident Committees. I responded that practice certainly helps. I suggested that the M/WCRP planners create scenarios for the Resident Committees in a team of two or even with a few Resident Committee members. As stated earlier, it is essential that the scenarios also go through an approval process with the people who will be using the scenarios in their decision-making. They must have the opportunity to improve the scenarios so they are more useful.

In the planner's scenario workshop, I compressed the scenario exercise into a one hour time slot. The purpose of the exercise was to give the planners a sense of what using scenarios was like. Compressing the example scenario exercise into less than an hour hindered the effectiveness of the scenario process. The participants did not go through the full process, they were just warming up to the scenarios and moving into the decision-making phase when we had to wrap up the workshop. It indicated that scenario workshops with decision-making groups cannot be brief. They must be at least a half day in length.

Another valuable point which was reinforced in the planner's scenario workshop was that planners cannot be satisfied with public participation that simply provides the most desirable choice. Considering the fiscal difficulties of implementing any publicly funded project, those who take part in the decision-making must take current realities in to account. Not to do so gives those who are participating false expectations. The scenario workshop must provide participants the opportunity to make choices which are constrained by current realities.

A final point that has been reinforced as I continue to work with the scenario technique is that it is simply a technique not a cure all. As with any technique, context and the people using it are equally as important in its potential effectiveness. If the group is motivated and has sufficient resources it will more than likely produce useful results. If the opposite is true then, no matter what the technique, the undertaking will most likely not be very successful. Also, there are some situations which seem to be more conducive to the use of scenarios than others. What makes a technique useful is knowing when and how to use it.

4.9 FUTURE SCENARIOS: MEETING THE CHALLENGES OF CITIZEN-BASED DECISION-MAKING

Conducting the scenario workshop with the Fort Rouge M/WCRP Resident Committee provided the opportunity to demonstrate and evaluate the technique. The effective implementation of future scenarios in the demonstration project indicates that it is a useful technique for planners facilitating citizen-based decision-making at the neighbourhood level. The second iteration of the workshop also confirmed the preconditions necessary for using scenarios identified in chapter three.

The planners' workshop allowed me to see some planning practitioners' initial response to the scenario technique. Their questions and comments alerted me to issues of concern but their general openness indicated that this was a technique which could address some of their needs in the facilitation of citizen-based decision-making. From the planner's workshop the problems which characterize citizen-based decision-making were identified. When compared with the demonstration project experience the results indicated that the scenario technique can address, to varying degrees, some of those challenges.

Although the participant questionnaire did not provide the type of results I had originally intended, it did provide some indications of the participants' thoughts and opinions prior to the workshop. Administering the questionnaire also alerted me to the fact that questionnaire results can vary depending on the circumstances when participants respond. Energy levels and time pressures can affect results significantly.

The demonstration project results have focused primarily on procedural evaluation rather than outcome evaluation. At this point it is difficult to know whether better more effective decisions will be made by the Fort Rouge M/WCRP Resident Committee, or whether decisions will be made with greater confidence, save for the committee's decision not to fund one project. It was clear that the scenario technique did provide a series of procedural benefits in the demonstration project.

5 USING FUTURE SCENARIOS FOR CITIZEN-BASED DECISION-MAKING IN NEIGHBOURHOOD PLANNING

5.1 OVERVIEW

Interviews with local planners and Fort Rouge community members and a review of the planning literature have brought to light a host of problems and frustrations concerning current participatory techniques. The premise of this practicum is that the scenario approach, a technique employing narrative descriptions of alternative futures, has the potential to address those problems.

Future scenarios have already been used in some multi-million dollar participatory processes such as Vancouver's CityPlan and Calgary's GoPlan (City of Vancouver 1994 & 1995; City of Calgary 1992, 1994a, 1994b, 1995). Despite the use of scenarios in such large planning processes, little analysis or evaluation of the technique is available. It is not known if the planners involved could have employed other techniques to achieve the same ends. There are no concrete suggestions for when to apply scenarios and what objectives can be achieved using the technique. Finally nothing is written to guide planners through the implementation of scenarios in participatory environments.

To address these gaps in the scenario literature a demonstration of the technique in a participatory process was necessary. The demonstration project that emerged with the Fort Rouge M/WCRP Resident Committee focused on using future scenarios in citizen-based decision-making at the neighbourhood planning level. The demonstration experience resulted in a better understanding of why, when and how the technique can be used effectively in citizen-based decision-making.

5.2 PROBLEMS IN CITIZEN-BASED DECISION-MAKING ADDRESSED BY THE SCENARIO TECHNIQUE

Chapter four identified characteristic problems encountered by the facilitators of citizen-based decision-making relating to both working in a participatory group and to decision-making itself. The literature and observations from the demonstration project experience confirm the following problems faced by participatory groups during citizen-based decision-making:

- the use of old decision-making assumptions;
- an inherent dislike of decision-making;
- a reliance on feelings as much as on information;
- difficulty maintaining a broad decision-making context;
- complex information;
- limited financial resources which make choices more difficult;
- interest-based divisions between participants;
- different knowledge levels and areas of expertise; and
- unrealistic expectations from participation.

The demonstration project has made it clear that the attributes of future scenarios exceed the original four elements for effective participatory techniques identified in the literature. In relation to the first five problems above, some of the primary benefits of scenario use observed in the Resident Committee workshop are psychological in nature. These benefits include re-anchoring, re-framing, challenging assumptions based on availability, and presenting new possibilities in a non-threatening manner (Schoemaker 1993, Schwartz 1991). Prior to the scenario workshop, the committee did not explicitly consider the future in their decisions. M/WCRP planners, Linda Ring and Martin Sandhurst agreed that scenarios helped to re-anchor the committee's decision-making, stating that techniques which had been used with the committee to date had not been future oriented. Participants in the Resident Committee workshop stated that the future scenarios connected present realities to future possibilities in a tangible fashion, thus making explicit the future implications of their decisions.

The scenarios also helped committee members to reframe their decisions in a broader

context that linked the present to a range of possible futures. In opening up committee members to the idea that several futures are all possible, the scenario workshop shifted the decision-making context from that of "one fixed choice for one fixed future" to "several choices that best fit several futures".

Committee members were stalled in their decision-making process because of the complexity involved in specific projects. By taking a broader future oriented perspective, the committee members were also able to simplify some of the outstanding issues.

Scenarios are useful when opinions, viewpoints, areas of competence and knowledge levels differ (Schoemaker 1993, Brewer 1986). In addition, they are also useful for group learning (Brewer 1986, Wack 1985b). These benefits were observed to some degree, in the Resident Committee workshop. The citizen participants, and planning practitioners Ring and Sandhurst stated that the scenario technique assisted people to move beyond their individual interests to see a more collective, future-oriented vision. As a planner, Ring also saw the potential of using scenarios with groups which are divided by conflicting interests; even if that was not a major issue in the Fort Rouge M/WCRP demonstration case.

The scenario workshop format also helped draw people together in a joint problem-solving approach as they worked with the scenarios. This sense of partnership helped validate a wider spectrum of opinions and possibilities. Participants who felt that their ideas did not initially fit the "norm", were inspired by the scenario workshop to be more open about their opinions. The scenario approach resulted in knowledge "pooling" among participants.

As observed, an essential strength of the scenario technique is that it enables participants to put desirability and probability issues in context which is important because it provides an operational and contingency framework for expectations. Consequently, participation does not simply result in a "wish list" but grounds expectations in a contingency framework. The ability of scenarios to get decision-makers to question their assumptions

about the future and make more realistic decisions based on future possibilities is extremely valuable (Schwartz 1991, Wack 1985a, 1985b).

The scenario technique clearly assisted the M/WCRP committee in what Schoemaker (1993) calls pre-decision analysis, as reported by the committee members during debriefing. The Resident Committee wished they had worked with scenarios earlier in their five year mandate to benefit more from the pre-decision analysis.

5.3 CRITICAL PRECONDITIONS FOR SCENARIO USE

For a planning technique to be useful it must be clear when a planner should and can employ it (Glass 1979). The demonstration project indicated the necessary preconditions for scenario use in a citizen-based decision-making process at the neighbourhood planning level:

1. a defined planning process;
2. clear roles for all participating in the process;
3. a committed group of citizens;
4. mutually agreed upon definitions of key terms;
5. identification of, and agreement on the specific issue(s) to be addressed; and
6. all participants possess a basic knowledge of the issue(s).

The first five preconditions were missing from the initial iteration of the demonstration project, causing its eventual cancellation. All six preconditions were present in the second iteration of the demonstration project and contributed positively to the implementation of the scenario technique. However, the second iteration of the demonstration project also indicated that the scenario technique should be used *prior* to the initiation of the decision-making process. If not already in place, the preconditions necessary for the successful implementation of the scenario technique in citizen-based decision-making, can be created by the planner. For example, the six preconditions could be established in the first iteration of the demonstration project, the Fort Rouge Neighbourhood Management Process, so that the scenario technique could be successfully

applied.

In order for a citizen group to use scenarios effectively it is not necessary for everyone to be in agreement over key issues or to have the same knowledge levels (Brewer 1986), but all participants must be familiar with the key issues being addressed. It is the planner's responsibility to ensure citizen group knowledge about the issues prior to the scenario exercise.

If scenarios are to be used effectively in citizen-based decision-making then the issues to be addressed must not only be clear and understandable to those involved they must be well defined and specific. In Vancouver's CityPlan and Calgary's GoPlan, where the participatory objective was citizen-based visioning, the scenario technique was used to address large composite issues such as transportation planning and the creation of a new city plan. A city or transportation plan consists of numerous issues. In citizen-based decision-making, each of these specific issues could be the subject of a scenario workshop. The types of issues which are suitable for scenario use in citizen-based decision-making can be complex, contentious, and uncertain, but they should be as focused as possible.

5.4 ADVICE TO PLANNERS FOR SCENARIO USE

The demonstration project has provided insights about scenario use only possible through the actual implementation of the technique. While detailed practical instructions for writing scenarios and designing a scenario workshop are presented in chapter four, lessons learned in the process of the demonstration project are presented as follows:

1. Prepare for a wide range of reading and comprehension levels. One cannot assume a certain general comprehension level when writing and using scenarios in public participation. The participatory environment usually attracts a variety of people with different knowledge levels and interests. Using the scenario technique involves altering

one's mental models of the future and challenges the basic assumptions upon which decisions are made (Schwartz 1991, Wack 1985a & 1985b, Schoemaker 1993). This can be quite a foreign experience for some people. In the Resident Committee workshop some people thoroughly enjoyed using scenarios, while others were uncomfortable with the mental challenges scenarios pose. Literacy, reading comprehension and openness to new ways of thinking among participants must all be considered when introducing and using scenarios.

To make scenarios more universally understandable, they can also be presented visually, using videos or interactive computer programs (Emmelin 1991). Scenario text can also be presented in more familiar formats such as newspaper or personal letter style (Koehn 1990, Coates 1990). The Vancouver CityPlan (City of Vancouver 1994 & 1995) process took different comprehension levels and language differences into account by presenting the scenarios not only in text form, but also through a "Future Cities Fair" which travelled to different locations in the city. The fair presented future city visions in multi-lingual text and in a visual format.

2. Include a warm-up section in the workshop. Most participants will not come to the workshop prepared and ready to begin the main scenario exercise. For a number of reasons many people may not read the scenarios or familiarize themselves with the process ahead of time so there should be time allotted for a warm-up session within the workshop process. Enough time should be scheduled for participants to become familiar and comfortable with the scenarios. The familiarization process can be aided by introducing some general questions about the scenarios for small group discussion. This type of warm up can help to improve the subsequent dialogue that takes place in the workshop.

3. Ethical considerations involved in the shaping of scenario information. Constructing scenarios involves the weaving together of many threads of information to produce new future possibilities. The potential for the misuse of information is just as great, if not more so, than other public participation techniques. Judith Innes, writing about

Communicative Action theory and the process of turning information into action, states:

"If knowledge that makes a difference is constructed through a process in which the planner is not only a player, but a guide and manager, initiating and framing questions and directing attention, then ethical principles for this planner become even more essential" (Innes 1995, 185).

Planners employing the scenario technique should be aware of how they use information and the power they have to frame problems, inform, and call attention to one point or another within the scenario set. One of the main strengths of the scenario technique is that it can make the assumptions and values used in decision-making more transparent. If this transparency is somehow compromised the technique will not be trusted by the citizen participants using it. For example, Barton Reid offers this critique of the Calgary GoPlan process:

"Unfortunately, far from being an open-ended exploration of alternative futures, a general bias towards a modified version of the status quo permeates most of the information which has been provided to the public. In this regard GoPlan has not been immune from the conceptual manipulation and predigested scenario construction which has also appeared in the models dealing with future urban patterning sponsored by the Greater Vancouver Regional District and the Office for the Greater Toronto Region a few years ago" (Reid 1995, 9).

When presenting future possibilities in scenarios it is possible to promote one future more than the others. Some scenario writers aim for this type of normative scenario set (Ogilvy 1992). When this is the case it is important to make it explicit so that citizen participants using the scenarios will trust the process and not become cynical. Otherwise, it must be clear that there is no "right" scenario, all are possible; the goal is to find decisions that can flourish in all possibilities.

One way to avoid potentially unbalanced scenarios is to involve the participants in the scenario construction. Unfortunately, this will not often be possible, due to perennial time and financial restraints. The onus is then on the planner, who has constructed the scenarios, to make them as transparent as possible.

4. Allow participants the opportunity to change and modify the scenarios. Collectively, the participant group should be able to change the scenario set and make it far better than any one person designing the scenarios could (Brewer 1986). Providing an opportunity early in the workshop for participants to critique the scenarios and change them so that they are more comfortable with the scenario set can be very helpful. It allows the scenarios to be as realistic and appropriate as possible, thus truly useful for decision-making. It also provides participants with a sense of ownership of the process. This does necessitate a facilitator who is flexible and comfortable with a responsive type of process.

5.5 IMPLICATIONS FOR FURTHER RESEARCH AND APPLICATION

The scenario technique offers exciting potential to the planner who facilitates participatory processes and the citizens participating. However, there are still many questions which remain regarding the implementation of the technique in planning environments. The evaluation and analysis resulting from this practicum provides the first step in, what should ideally be, an ongoing assessment of the scenario technique.

According to Hirschhorn (1980) the scenario technique can be assessed on the basis of both procedure and outcomes. The Fort Rouge demonstration project focused on the procedural aspects of the implementation of the scenario technique. Long-term research on the possible outcomes of using a scenario technique also needs to be conducted at a neighbourhood planning level.

Although the literature reviewed revealed articles and books about specific techniques have been published, only Glass' 1979 article connects specific techniques to participatory objectives. More detailed demonstration research connecting participatory objectives with specific techniques is necessary for the development of future scenario planning applications. Without clear objectives, the design and evaluation of participatory processes will continue to be difficult for planners and citizen participants.

Finally, more demonstration research which transfers techniques from the field of business management to urban planning is needed. Why is it that planning inherits participatory techniques such as strategic management, search conferences and the scenario technique directly from the field of business management? Why is the development of new techniques not happening within the field of planning itself? Also, what common guidelines could be developed for importing a technique from the business field to planning. Some planning theorists have written briefly on this topic (Benveniste 1989, Hodge 1991, Bryson & Roering 1987) but planners could certainly use more practical guidance in this area.

The continual improvement of techniques for public participation is essential for maintaining the effectiveness and credibility of the planning profession. Since the 1960's planners have worked with citizens to guide government decision-making. The issues change and the degree of participation varies, but the desire of Canadians to participate meaningfully in the decision-making which affects their lives and environments endures. The clear statement of participatory objectives, the use of appropriate participatory techniques, and the facilitation of participatory processes in a transparent and open manner are necessary steps to ensure constructive and productive citizen participation. The future scenario technique provides citizens and planners with a vehicle to improve both information exchange and satisfaction with a participatory decision-making process.

REFERENCES

- Alexander, Ernest R. 1986. Approaches to planning, introducing current planning theories, concepts and issues. New York: Gordon and Breach Science Publishers.
- Arnstein, Sherry. 1969. A ladder of citizen participation. Journal of the American Institute of Planners 35 (4): 216-224.
- Benveniste, Guy. 1989. Mastering the politics of planning. San Francisco: Jossey Bass Publishers.
- Bolan, Richard S. 1973. Community decision behavior: the culture of planning. In A Reader in Planning Theory, ed. Andreas Faludi, 371-394. Oxford & New York: Pergamon Press.
- Brewer, G. D. 1986. Methods for synthesis: policy exercises. In Sustainable Development of the Biosphere, ed. William Clark and R.E. Munn, 455-475. Laxenburg, Austria: International Institute for Applied Systems Analysis.
- Bryson, John M. & Roering, William D. 1987. Applying private-sector strategic planning in the public sector. Journal of the American Planning Association 53 (1): 17-21.
- Calgary, City of. 1995. Calgary transportation plan. Calgary: City of Calgary.
- _____. 1994a. Calgary Goplan scenarios: envisioning our future (BGS NO. 19-02-94). Calgary: City of Calgary.
- _____. 1994b. Calgary Goplan scenario evaluation findings report (BGS NO. 20-02-94). Calgary: City of Calgary.
- _____. 1992. Calgary Goplan recommendations for the public involvement program (BGS NO. 5-11-92). Calgary: City of Calgary.
- Canadian Council of Ministers of the Environment (CCME). 1993. 1993 Environmental scan, evaluating our progress toward sustainable development. Vancouver: Peat Marwick Stevenson & Kellogg.
- Chrislip, David & Larson, Carl. 1994. Collaborative leadership. San Francisco: Jossey-Bass Publishers.
- Christensen, Karen S. 1985. Coping with uncertainty in planning. Journal of the American Planning Association 57 (1): 63-73.

- Coates, Joseph. 1985. Scenarios part one: the future will be different from the present. What do I have to do to persuade you? in Nonextrapolative methods in business forecasting, ed. Jay Mendell. Westport Connecticut: Quorum Books.
- Connor, Desmond M. 1988. Constructive citizen participation: a resource book. revised edition. Victoria: Development Press.
- Emmelin, Lars & Brusewitz, Gunnar. 1991. Painting the future, visual impact analysis of changes in the swedish landscape. Sweden: Forskningsradsnamnden, University of Lund.
- Fischer, Frank. 1990. Technocracy and the politics of expertise. Newberry Park, California: Sage Publications.
- Forester, John. 1989. Planning in the face of power. Berkeley, Los Angeles & London: University of California Press.
- Friedmann, John. 1993. Toward a non-Euclidian mode of planning. Journal of the American Planning Association 59 (4): 482-485.
- _____. 1987. Planning in the public domain: from knowledge to action. Princeton, New Jersey: Princeton University Press.
- Glass, James J. 1979. Citizen participation: the relationship between objectives and techniques. Journal of the American Planning Association 45 (2): 180-189.
- Grant, Jill. 1994. The drama of democracy. Toronto, Buffalo & London: University of Toronto Press.
- Haggerty, Garry, Pascal, Bill, Powell, Richard, Sims, Brenda, & Zazelenchuk, Ron. 1973. River-Osborne study area; an exercise in community action area planning. Winnipeg: Dept. of Urban Affairs, Province of Manitoba.
- Healy, Patsy. 1992. A planner's day: knowledge and action in communicative practice. Journal of the American Planning Association 58 (1): 9-20.
- Hirschhorn, Larry. 1980. Scenario writing: a developmental approach. Journal of the American Planning Association 46 (2): 172- 182.
- Hodge, Gerald. 1991. Planning Canadian communities: an introduction to the principles, practice and participants. second edition. Scarborough, Ontario: Nelson Canada.
- Innes, Judith. 1995. Planning theory's emerging paradigm: communicative action and interactive practice. Journal of Planning Education and Research 14 (3): 183-189.

- Keeney, Ralph L., von Winterfeld, Detlof, & Eppel, Thomas. 1990. Eliciting public values for complex policy decisions. Management Science 36 (9): 1011-1030.
- Kemble, Roger. 1992. Revisiting the Canadian city: St. John's to Victoria, a critical commentary. Plan Canada May 1992: 21-25.
- Koehn, Hank E. 1985. The future research division of the Security Pacific Bank in Nonextrapolative methods in business forecasting, ed. Jay Mendell. Westport Connecticut: Quorum Books.
- Kubinski, Walter. 1992. Citizen participation in the 90's: realities, challenges and opportunities. Winnipeg: Institute of Urban Studies, University of Winnipeg.
- La Mendola, Walter, Martin, John, Snowberger, V., Zimmerman, Michael, and Easterling, Douglas. 1993. Choices for Colorado's future: environmental scan. Colorado: The Colorado Trust.
- Lawn, Ken. 1993. Positive tools with pitfalls. Planning Quarterly September 1993 (111): 15-17.
- Lepkowski, Wil. 1994. Chemical companies make public worst case scenarios. Chemical and Engineering News 72 (2): 22-26.
- Linneman, Robert E. & Klein, Harold E. 1983. The use of multiple scenarios by U.S. industrial companies: a comparison study, 1977-1981. Long Range Planning 16 (6): 94 - 101.
- Makridakis, Spyros. 1990. Forecasting, planning and strategy for the 21st Century. New York: The Free Press.
- Martz, Wendelyn. 1995. Neighborhood-based planning - 5 case studies. Washington D.C.: American Planning Association.
- Mendell, Jay ed. 1990. Nonextrapolative methods in business forecasting. Westport Connecticut: Quorum Books.
- Morrison, Ian J. 1994. The futures tool kit Across the Board 31 (1): 19-25.
- Nutt, Paul C., Backoff, Robert W. 1987. A strategic management process for public participation and third sector organizations. Journal of the American Planning Association 53 (1): 44-57.
- Olgilvy, James. 1992. Future studies and the human sciences: the case for normative scenarios. Futures Research Quarterly 8 (2): 5-65.

- Perks, William & Jamieson, Walter. 1991. Planning and development in Canadian cities. In Canadian cities in transition, ed. Trudi Bunting & Pierre Fillion, 487-518. Toronto: Oxford University Press.
- Perloff, Harvey S. 1980. Planning in the post-industrial city. Washington D.C.: Planners Press APA.
- Reid, Barton. 1995. City beat. New City Magazine 16 (1): 6-12.
- Richards, Alun. 1995. Implementing a voluntary process for difficult-to-site projects. Plan Canada 36 (1): 31.
- Rowan, Geoffrey. 1995. Is the internet the new t.v.? The Globe and Mail. December 13.
- Rowe, Steven. 1992. Landfill planning in Ontario: bringing in the public. Plan Canada March 1992: 22-25.
- Runyan, Dean. 1977. Tools for community-managed impact assessment. American Institute of Planners Journal 43 (2): 125-134.
- Sands, Fiona. 1993. Planners as mediators. Planning Quarterly September 1993 (111): 18-22.
- Schoemaker, Paul J.H. 1993. Multiple scenario development: its conceptual and behavioral foundation. Strategic Management Journal 14 (3): 193-213.
- Schwartz, Peter. 1991. The art of the long view. New York: Doubleday.
- Seasons, Mark. 1991. Planning for uncertain futures: thoughts for practice. Plan Canada 31 (6): 31-36.
- Seelig, Michael Y. 1995. Citizen participation as a political cop-out. The Globe and Mail February 27.
- Slovic, Paul. 1993. Perceived risk, trust, and democracy. Risk Analysis 13 (6): 675-682.
- Susskind, Lawrence. 1995. Resolving disputes the kinder, gentler way. Planning 61 (5): 16.
- Taylor, Charles. 1992. The ethics of authenticity. Cambridge, Massachusetts: Harvard University Press.
- Thornley, Andrew. 1977. Theoretical perspectives on planning participation. Oxford: Pergamon Press.

- Tversky, Amos & Kahneman, Daniel. 1982. Judgement uncertainty: heuristics and biases. In Judgement under uncertainty: heuristics and biases, ed. Daniel Kahneman, Paul Slovic, & Amos Tversky. Cambridge: Cambridge University Press.
- Vancouver, City of. 1994. Your future is in your hands. Vancouver: CityPlan.
- _____. 1995. CityPlan directions for Vancouver.Draft. Vancouver: CityPlan.
- Walter, Susan and Choate, Pat. 1984. Thinking strategically - a primer for public leaders. USA: The Council of State Planning Agencies.
- Wack, Pierre. 1985a. Scenarios: uncharted waters ahead. Harvard Business Review 63 (5): 73-89.
- _____. 1985b. Scenarios: shooting the rapids. Harvard Business Review 63 (6): 139-150.
- Williams, Lesley. 1995. Resolving planning conflicts. Town and Country Planning 64 (10): 263-265.
- Winnipeg, City of. 1982. Neighbourhood management and district planning. Winnipeg: Department of Environmental Planning, City of Winnipeg.
- _____. 1995. Fort Rouge Neighbourhood Management Plan - resident survey. Winnipeg: Community Planning Department, City of Winnipeg.
- Yankelovich, Daniel. 1991. Coming to public judgement, making democracy work in a complex world. Syracuse, New York: Syracuse University Press.
- _____. 1992; "How Public Opinion Really Works" Fortune 126 (7): 102-105.

APPENDICES

APPENDIX 1: KEY INFORMANT INTERVIEW RESPONDENTS & QUESTIONS

Key Informants and Interview Date:

| | | |
|----------|--------------------------|---|
| 23.06.95 | Ross Mitchell | Community Planner, City of Winnipeg |
| 27.06.95 | Linda Ring | Neighbourhood Planner, Fort Rouge M/WCRP |
| 29.06.95 | Chris Knoll | Community Planner City of Winnipeg |
| 04.07.95 | Marie Lark | Corydon Resident Association |
| 05.07.95 | Allan Sheperd | Osborne BIZ & Fort Rouge M/WCRP Resident Committee |
| 06.07.95 | George & Geri Jarvis | Earl Grey Safety Association & Fort Rouge M/WCRP Resident Committee |
| 21.07.95 | Basil & Donna Lagopoulos | Osborne BIZ |
| 02.08.95 | Gerry Parent | Corydon BIZ |
| 03.08.95 | Heather Cram | Fort Rouge M/WCRP Resident Committee |
| 03.08.95 | Susan Prentice | Riverborne Development Association |
| 08.08.95 | Glen Murray | City Councillor, Fort Rouge Ward |
| 09.08.95 | Pat Courtage | Corydon BIZ |
| 09.08.95 | Marty Donkervoort | Osborne Resident Association & Fort Rouge M/WCRP Resident Committee |
| 09.08.95 | Bob Mark | Fort Rouge M/WCRP Resident Committee |
| 11.08.95 | Sandy Altner | Riverborne Development Association (former member) |
| 15.08.95 | Joe Bova | Corydon BIZ |

The Interview Questions:

1. What issues have arisen in the Fort Rouge community in the past five years, who was involved and how were they resolved?
2. What would you identify as the key issues presently facing Fort Rouge community members today?
3. What issue should be addressed in a public participation planning workshop? What choices do think are available? (best and worst case scenarios).
4. What time line is appropriate when proposing a solution to this issue? (e.g. tax increases in 5 years or neighbourhood deterioration in 15 years?)
5. What attitudes towards growth are held by community members?
6. Who would you identify as a community opinion leader in Fort Rouge?
7. Are you familiar with the Fort Rouge Neighbourhood Management Plan? Do you think that it will be effective?
8. Based on your experience, what is the role of public participation in Fort Rouge?
9. Can you identify any problems with public participation, the way it has been conducted to date?
10. What time do you think is appropriate for the workshop?
11. Is there anyone else that you think I should interview?

APPENDIX 2: FORT ROUGE M/WCRP MINUTES 26.10.95 & AGENDA 15.11.95

**FORT ROUGE MANITOBA/WINNIPEG
COMMUNITY REVITALIZATION PROGRAM
RESIDENTS COMMITTEE**

76th MEETING MINUTES

DATE: Thursday, October 26, 1995

TIME: 7:00 P.M.

PLACE: Fort Rouge M/WCRP -- 2ND Floor, 524 Osborne St.

ATTENDANCE: 12 members present

ABSENT: Heather Cram (With Regrets)
Marty Donkervoort
Tim Duprey
Sister Fiola
Elaine Gray (With Regrets)
Glen McDonald
Alan Shepard (With Regrets)
Daile Unruh

STAFF: Linda Ring, Martin Sandhurst

RECORDING Kathy Horkoff

SECRETARY:

1. **CALL TO ORDER:** 7:05 by Char Okell
2. **AGENDA REVIEW:**

Char reviewed the agenda and noted that a representative of the Recycling Council of Manitoba would be here to request committee members complete a questionnaire, that a representative of Winnipeg Hydro would be appearing as a delegation, and that a City Planning Department student from the University of Manitoba would also be appearing as a delegation. She suggested adding Residents Committee Christmas Event to the agenda under *New Business*.

3. **DELEGATIONS:**

a) **Recycling Council of Manitoba**

Rosemary Trachsel of the Recycling Council of Manitoba distributed surveys requesting Residents Committee members' views of the City of Winnipeg *Waste Minimization Strategy*. Committee members were asked to complete the surveys.

Rosemary provided a brief overview of this initiative and promised the committee a copy of the survey results, when they are available. She then thanked the committee for their participation.

b) **Winnipeg Hydro**

Rob McKinley appeared on behalf of Winnipeg Hydro to discuss the Earl Grey Neighbourhood Safety Association's Lighting Audit and, specifically, answer questions concerning the Grant Avenue Buffer lighting recommendation.

Rob explained Hydro's primary responsibility is roadway lighting and that they also provide lighting design -- and other services -- for other civic departments. Hydro also has no capital budget for street lighting, only maintenance and operating.

Rob responded to questions about the switch from mercury vapour to high pressure sodium lights and explained that Hydro only upgrades lighting levels in response to requests, such as was the case with the EGNSA request.

Linda asked if Hydro could provide a design for the Grant Avenue buffer with minimum and optimal lighting alternatives, given that this design may not be funded. Rob stated that this could be provided, perhaps by November 15, 1995.

Char thanked Rob for his presentation on behalf of the committee.

c) **Michelle Ninow: Scenarios**

Char introduced Michelle Ninow, a planning student at the University of Manitoba. Michelle proceeded to outline her concept using scenarios as a means of reaching decisions, in this case regarding the future of the Fort Rouge neighbourhood.

Michelle explained how the process would work, the committee's role, and how it could simplify some of the complex decisions currently facing the committee. The Residents Committee decided to schedule a workshop session, where Michelle will utilize the process she described, on Wednesday, November 15, 1995 at 6:30 p.m. Refreshments will be provided.

Michelle thanked the committee for their time and the opportunity to work with them.

4. MINUTES ADOPTION:

Minutes from the October 2, 1995 Residents Committee meeting were adopted unchanged.

Moved by Sid Kroker
Seconded by Theckla Brown

-- Carried

5. CORRESPONDENCE/COMMUNICATIONS:

a) Osborne Village Streetscaping

Char read a letter from Alan Shepard, regarding the Residents Committee funding of the festooned lighting poles to be located at the corner of Osborne Street and Stradbroke Avenue. In order to complete this portion of the project, an additional \$9,214.80 are required. The committee decided to table consideration of this item until the next regularly scheduled committee meeting.

b) Potential Projects

Martin distributed and then briefly reviewed the *Fort Rouge M/WCRP Potential Projects: Class D Budget* document he was requested to produce. The document includes a description of the projects identified by the committee at the previous meeting, with best guess estimates of project costs.

c) River-Osborne Community Centre Study

Linda distributed copies of the executive summary of the study, for committee members' information.

6. BUSINESS ARISING FROM MINUTES:

a) EGNSA Lighting Audit

This item was tabled until the next Residents Committee meeting.

7. NEW BUSINESS:

a) Residents Committee Christmas Event

The committee discussed options for when and where this year's event would be held. After considering both active and sedentary alternatives, Char and Tim Taylor volunteered to investigate possibilities and report back to the committee.

8. AGENDA PLANNING:

The Residents Committee meeting scheduled for Wednesday, November 15, 1995 has been changed.

Instead of a regular meeting, a workshop with Michelle Ninow will be held on November 15, 1995 at 6:30 p.m. Refreshments will be provided (sandwiches, possibly).

The next meeting will be held on Tuesday, November 21, 1995 at 7:00 p.m. Items to be considered include:

- . EGNSA Lighting Audit
- . Osborne Village Streetscaping -- festooned lighting poles
- . Christmas Event

9. INFORMATION SHARING:

Hermi referred the committee to an article in the October 26, 1995 *Winnipeg Free Press* concerning her son's exploits in Rwanda.

Keith invited committee members to an exhibition of local artists at Site Gallery, 250 McDermot Avenue, on until December 7, 1995.

George informed the committee that EGNSA will be applying for funding through the *Winnipeg Development Agreement* Urban Safety Program. The safety association is also working with resident groups in West Broadway, Wolseley, St. Vital, and Transcona.

10. ADJOURNMENT:

Moved by Hermi at 9:20p.m.

**FORT ROUGE M/WCRP
RESIDENTS COMMITTEE**

Notice that the next Residents Committee meeting, scheduled for **WEDNESDAY, NOVEMBER 15, 1995**, will consist of a workshop conducted by a University of Manitoba student.

The workshop on November 15, 1995 will begin at **6:30 p.m.** (in the Firehall, 524 Osborne, 2nd floor). A light supper (probably sandwiches) will be provided.

On Tuesday, November 21, 1995 regular Residents Committee business will resume with a committee meeting at the usual time and place.

Watch your mailboxes over the weekend for a package of information concerning the workshop.

APPENDIX 3: TRANSCRIPT OF FLIP-CHART NOTES FROM THE 15.11.95 SCENARIO WORKSHOP

WORKSHEET 1

Small Group 1

Most Probable Scenario: #2 & #4 mix; also #3

discussion: Family neighbourhood south of Corydon

Can't afford to move out

"Pressure" from downtown eg. #4

Lack of money & self help ethos

See deterioration in places (Dorchester & Arbuthnot)

Can't assume community action

Least Probable Scenario: #1

discussion: Village Council Idea, Fort Rouge wide group is too big for some to get involved

Larger group should not be at the expense of smaller groups

Funding is a key issue - If funding drops....? perhaps will strengthen some groups

Most Desired Scenario: #1

discussion: Lack of money could catalyze a Village Council

Lack of money could also force action into little groups

Big issues could catalyze small groups to act together (eg. the resource directory)

Brainstorm:

"What can the community change?"

Can contribute to nonpolitical leadership

Relationship between North & South Corydon

Mentorship

Individual awareness

Traffic

Trees

Relationship with the BIZ groups

Crime (Graffiti)

"What can't the community change?"

Public funding

Geography

Small Group 2

Most Probable Scenario: #3 (2 votes), #2 (2 votes), #1 (1 vote), #4 (2 votes)

discussion: there is a range in optimism

the community would not allow #4

#2 most likely because that is the way we operate, established organizations, community involvement already

#3 because, similar to #2 but with technology/ different organization

the government will want organized community "umbrella" in order to release funding

funding from the government will be low so #4 is likely

It will be difficult to get community organizations together

#4 because of government "mentality" - cutting budgets - unemployment

Least Probable Scenario: #1 (3 votes), #4 (4 votes)

discussion: #4 don't expect funding to be there but the community will be

#4 a lot of participation from the community

#1 it is difficult to get people out, people are often issue oriented - often "against" (but not always the case)

#4 because people often return to the community

Fort Rouge is more "community minded"

Most Desired Scenario: #1 (7 votes) #3 (5 votes)

discussion: community involvement is the factor

believe in the funding of a community

#1 is the ideal

#3 could live with

options are limited without funding

can still plan together if funding is not available

Changes to the Scenarios:

Ralph Klein as Prime Minister

Brainstorm:

"What can the community change?"

community involvement

community organization that helps facilitate community involvement; brings cohesion to smaller groups

community leadership - community has a level of control

groups advocating projects - even if there is not total community cohesion

"What can't the community change?"

legal status of the Village Council is beyond community control

funding - not within community control, the issue is access

Additional Discussion

could be a combination (one in the middle) of all the scenarios

scenarios will not be static - changes will occur - transition

question: Where are we now? What do people think? What quadrant are we in? (#1 - 7 votes)

question: When is the Residents Committee mandate over?

Plenary - a synthesis & summary of the two small groups' work

Most Probable Scenario: #2 & #3

Least Probable Scenario: #1 & #4

Most Desirable Scenario: #1, (#3)

Changes to the Scenarios: Ralph Klein as Prime Minister

Brainstorm:

"What can the community change?"

level of involvement

community leadership

funding (through elections)

mentorship - sharing knowledge
relations with the BIZ groups
safety
traffic
trees

"What can't the community change?"
legality of the Village Council
government funding
geography - layout

WORKSHEET 2

Scenario #1 (small group 2)
is not probable
is desirable

Types of projects to do now:
(to achieve this scenario)

projects that will facilitate a Village Council (encourage people in place)

process oriented projects - in order to have community work continued

information data base (not necessarily a kiosk)

legacy of committee work

projects that will have an immediate impact
lobby for government funding - process- Fort Rouge wide

#1 is a process oriented scenario, need committees which are cohesive & community oriented

community-wide projects (eg zoning, community safety)

capital projects that address immediate "need" - prioritize "need"

Types of projects to do later:
Capital works

Further discussion: This is a difficult process to work through. There is a problem with identifying the probability and desirability of a scenario. It makes it more difficult to come up with types of projects.

Scenario #2 (Group 1)
is probable
is not desirable (*because of its fractured quality*)

Types of projects to do now:
(to avoid this scenario)

Resource and information projects

Community-wide impact/interest projects (eg. safety & traffic)

"Recognition" projects

Process & program type projects - community consultation

Types of projects to leave for later:

Special interest initiatives

Landscaping type

Anything that could be picked up by home owners

Projects which are contingent on funding

Projects which can be facilitated but are not contingent on funding (eg. can be carried out by others)

Scenario #3 (Group 1)

is probable

is desirable

Types of projects to do now:

(to achieve this scenario)

Partnership builders

Infrastructure

Big capital projects

Broad appeal(eg. safety)

Community builders (Directory) - info

Make sure groups know about each other - info

Process & programs

Sense of community builders

Types of projects to leave for later:

Forestry

Home improvement

Traffic

Lighting ?

Zoning

The ones which do not require so much money but do need coordinated community action

Scenario #4 (Group 2)

is not desirable

is not probable

Types of projects to do now:

(to avoid this scenario)

Process projects (eg. zoning recommendations, facilitate private investment in the community)

Need to ensure that community based organizations are stable to avoid this future

Types of programs/organizations that bring families into the neighbourhood & keep families in the area (eg. capital projects - housing, traffic, trees & parks)

Want to get as much done as quick as possible

Types of projects to leave for later:

Beautification projects

Things that do not make a big impact on the quality of life (eg. planting flowers around the hydro station, interpretive plaques, bike racks - if there is a good relationship with the business community maybe they could pay for these things)

Plenary - a synthesis & summary of the two small groups' work

Projects To Do Now (*before the end of the M/WCRP mandate in Fort Rouge*)

- Process oriented projects; 1) building partnerships which will continue on post M/WCRP; 2) process projects, as opposed to capital projects (eg. zoning recommendations); 4 scenarios
- Information projects; 1) to communicate what the Fort Rouge M/WCRP has done to people in the future; 2) to promote communication within the community now; 3 scenarios
- Community-wide projects (eg. safety or traffic); 3 scenarios
- Capital projects; 2 scenarios

Projects Which Could Be Done Later (*after the M/WCRP mandate in Fort Rouge*)

- smaller forestry, landscaping, and beautification projects (this does not include parks); 3 scenarios
- projects which involve assistance & funding from other sources (eg. civic departments); 3 scenarios
- projects which focus on a specific interest & are not community-wide (this includes home improvement initiatives); 3 scenarios

Action Plan

Make a presentation at the next committee meeting and brief the rest of the Committee about the workshop findings.

Attach specific M/WCRP projects to the types which have been identified.

Make decisions about the "non-capital" projects (process oriented).

APPENDIX 4: MEMORANDUM



*Neighbourhood Programs Division
Manitoba/Winnipeg Community Revitalization Program
Fort Rouge Neighbourhood
2nd Floor, 324 Osborne Street, Winnipeg, Mb. R3L 2B1
Phone: 986-3769 Fax: 986-4212*

MEMORANDUM

TO: *Neighbourhood Programs Staff (see distribution list)*

FROM: *Linda Ring*

DATE: *January 2, 1996*

RE: *Future Scenario Workshop
Monday, January 8, 1996
Fort Rouge Site Office*

Michelle Ninow, graduate student in the department of City planning at the University of Manitoba will be facilitating a workshop for our staff using future scenarios as a planning tool in community-based decision making.

This tool was implemented with the Fort Rouge M/WCRP Residents Committee in November '95 to assist them in determining priorities for project funding as we head into our final year of the program. Committee members found the process useful and recommended that it would have beneficial applications for committees in other program areas, particularly during development of the neighbourhood strategy and/or upon its completion and approval by our funding partners.

The workshop will start promptly at 9:00 a.m. and will conclude by noon.

Format for the morning will include (not necessarily in the order written):

- A brief description of the future scenario technique, who uses them, and examples of current uses.

- A presentation/discussion on how to use the future scenario technique in community based decision making

- A presentation on how to write a set of scenarios and conduct a workshop

- Michelle has been asked to lead us through a set of scenarios to experience first hand how this planning tool works.

At the conclusion of the workshop we will be given a guidebook prepared by Michelle to assist us in the development of future scenario processes within our respective neighbourhoods/ programs.

If you have any questions concerning the workshop, please feel free to call me (4211).
Looking forward to seeing everyone on the 8th!

Linda Ring

Distribution List:

Don Gannon
Patti Baker
Jim Cassidy
Dennis Fletcher
Russ McAuley
Debbie Werboweski
Dianne Johnson
Grace de Jong
Graciela Petronio