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... 1271 Morrison Dr.
... Ottawa, Ont...
... K2H 7L7...

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Community Development - the use of the Community Self Study
in Gloucester North

By Glenda Rose Lewe

A thesis submitted to Carleton University in partial
fulfilment of the requirements for the degree of Master of
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submitted by Glenda Rose Lewe, B.A., D.P.A.,
in partial fulfilment of the requirements for the
degree of Master of Arts in Public Administration.

.....
Thesis Supervisor

.....
Director, School of Public
Administration

Carleton University

Date: May 4, 1972.

ABSTRACT

The issue to be explored is the effectiveness of the self study model of community development, as employed by Algonquin College in Gloucester North, 1971. Various models of community development are outlined, and the self study model is examined in depth. There are interviews with the consultant, a major element of the self study model, and with participants in the Gloucester North Self Study. Responses to questionnaires sent to all Gloucester North Community Self Study participants are analysed and an attempt is made to see the responses in relation to other self studies carried out recently in the Ottawa Valley. The suburban context of this particular study is examined, and the question is raised of the effectiveness of this form of community development as an example of grassroots democracy.

Community Development - the use of the Community Self Study in Gloucester North

The issue to be explored is the effectiveness of this form of community development in the suburban context.

Chapter 1 outlines the concepts "community" and "development" and deals with various models of community development, including the self study method.

Chapter 2 examines the self study model as used in Gloucester North and compares it to the self study model used previously in the United States (i.e. Washington and Illinois).

Chapter 3 examines the role of the consultant or organizer in the self study method. The consultant in the Gloucester North study gives his views on c.d.

Chapter 4 is made up of interviews of participants and observers of the Gloucester North community self study.

Chapter 5 analyzes the responses to questionnaires sent to all Gloucester North community self study participants. There is an attempt to see the responses in relation to other self studies carried out recently in the Ottawa Valley.

Chapter 6 attempts to put the self study into perspective by showing its place in the community at large. Its utility as an example of grassroots democracy is examined.

The modern community has tended to be partially negated as government and bureaucracy have proliferated. The citizen has often felt that the community as a basic unit of government has become inconsequential as more and more of his life is regulated by far off provincial and federal offices. This feeling of fragmentation of community has increased with the growth of the industrial state and the vast transportation networks which have opened up far-lying suburban congeries of dwellings and fringe satellites, not really standing alone, and yet not part of the central city. And yet, even as this negative feeling spreads and people begin to be stifled by government and layers of authority, a new awareness is being born - an awareness that communities still exist, even if in different form, and that the spring of democracy still flows or rather trickles from the grassroots of a locality.

It is with this concept of grassroots democracy that "community development" is concerned. There are various concepts of community, various concepts of development, and various techniques of community development, commonly referred to as c.d.

Exactly what is a community? A very general definition is Mumford's - "A community is a collection of people who live within sight of each other."¹ This definition takes into account

1. Mumford, Lewis, The Urban Prospect, Harcourt, Brace & World, Inc., New York, 1968. p. 35.

the two basic components of community - i.e. - community as people and community as place.

Robert C. Wood says, "Obviously a community is something more than a collection of people in a given area, but how much more is difficult to say. Clearly, the ingredients of time, space, economic activities, social structures, personal and group values go into the building of a community."²

Wood's definition of what goes into the building of a community is interesting since it sees the community

(a) spatially and geographically

(b) socially

(c) psychologically

(d) economically, and

(e) ethically or philosophically (i.e. - group values).

Basically, this type of definition sees the community as a group of people interacting in many ways."³

2. Wood, Robert C., Suburbia, Its People and Their Politics, Houghton Mifflin, 1959, p. 96.

3. The explanation in depth of 'What is a community?' is not germane to this study. Suffice it to say that there are two basic approaches to this question - (a) functional - i.e. what a community does, and (b) structural, i.e. what a community is. Those interested in pursuing this line of thought can turn to the following sources.

Functional

Warren, Roland L., The Community in America, Rand, McNally & Co., Chicago, 1963, p.9.

Arensberg & Kimball, in French, Robert Mills, The Community, a Comparative Perspective, F. E. Peacock Publishers, Inc., Hasca, Illinois, 1969, p.4.

Structural

Wood, Robert C., Suburbia, Its People and Their Politics, Houghton Mifflin, 1959, p. 96.

Dentler, Robert A., in French, Robert Mills, The Community, A Comparative Perspective, F. E. Peacock Publishers, Inc., Hasca, Illinois, 1969, p.3.

Gans, Herbert J., People and Plans, Essays on Urban Problems and Solutions, Basic Books, Inc., Publishers, N.Y., 1968, p. 18.

"Development" has been described as "people... seeking justice, creating change, discovering education, sharing relief."⁴ It can be all these things within the rubric of c.d. The essential part of development is surely change, and when development is used in the term "community development" it is assumed to be change in a beneficial sense. Community development involves the ability of a community to adjust and grow. This change or growth can be economic, political, social, or cultural, and can be both qualitative and quantitative.

However, we cannot use "growth" as an apt synonym for development used in the c.d. sense. For instance, vast growth in a community while being beneficial in some ways, can equally be destructive of community patterns, values, and life styles. If homogeneity of population mix is desired in a community, sudden growth can be detrimental to these patterns, values and life styles. This is where qualitative factors come in. We hear much nowadays of the phrase 'quality of life', yet one problem seems to be - who determines the quality, and whose life is being considered?

C.d. presupposes that a community has goals and that methods are available to articulate them. This articulation should come from the people living in the community. Just as a functional concept of community recognizes that a community exists with social, economic, political, psychological, ethical and cultural purposes, so the concept of development

4. Parish Bulletin, St. John the Apostle Church, Ottawa, Feb. 27, 1972.

recognizes that there is room for constructive, directed growth or change in each of these areas.

"Community development" as a concept must be distinguished from "community planning". Community planning is carried out by real estate developers and the various strata of governmental bodies active on the local level. Community planning is much concerned with the mechanics of developing a community - i.e. - the planning of roads, sewer systems, shopping districts, and the provision of essential services. Community planning is necessary to get a community started and to provide continuity in provision of basic services. "Community development" usually refers to the next stage - efforts made by and on behalf of citizens living in an area to adapt the community planning to felt needs. This adaptation is normally engineered internally, although sometimes an outside agency helps the community to see its needs.

Warren describes c.d. thus.

"It is a process of helping community people to analyze their problems, to exercise as large a measure of autonomy as is possible and feasible and to promote a greater identification of the individual citizen and the individual organization with the community as a whole. Through such a process, communities may be helped to confront their problems as effectively as possible." 5

Left out of his definition is the assisting agency. It may be a university, a community college, or a social agency. The important point is that the assisting agency should be impartial, nonaligned to community problems and struggles, and ready to act as a catalyst and a referee in helping the community to

see its problems and possible solutions to them.

In November, 1970 the Ontario Seminar on Community Development was held at Humber College. The definition of community development tentatively reached by the gathering was "Community development is the process of facilitation in solving problems as identified by the community itself."⁶

This brief definition does not come to grips with one of the main problems of community development - the problem of the power elite vs. the citizenry. Just what is meant by "solving problems as identified by the community itself"? Is identification of problems more a role of the "establishment" or must participation come from the sidewalk? All too often "community decision making" may be translated as "community ratification" of something with which most members of the community are unfamiliar.

To fully appreciate some of the problems endemic to the concept of community development and to understand it properly, it is necessary to trace part of the background of community action. Early North American examples of community action are in the Charity Organization Society movement and the Settlement movement, both originating in England, and appearing in the U.S.A. in the last two decades of the 19th century. The former society concerned itself with retraining and counseling the poor; the latter, concerned with environment, worked mostly to improve neighborhood facilities. As philanthropy burgeoned so did the number of social agencies, resulting in

6. Ontario Seminar on Community Development, (Report), Humber College, November, 1970, no. 2, Algonquin College, Community Development Demonstration Project.

the well known Community Chest movement and the need for a co-ordinating agency, the council of social agencies. This welfare council type of institution, composed of representative social agencies which benefitted from the Community Chest, was largely a professional type of organization, turning to the business elite for leadership, and dedicating itself to social services rather than social problems and their causes. As a co-ordinator this type of organization was useful but it was obviously lacking as an innovator.

It was against this background and aware of the innovatory gap that the Community Action Program (CAP) was fashioned as a part of the Economic Opportunity Act of 1964. This was part of the War on Poverty, and perhaps the most important element was the "maximum feasible participation" clause which was the requirement for the active involvement of the program beneficiaries in policy development and planning. The bill stated that a Community Action Program must be "developed, conducted and administered with the maximum feasible participation of the residents of the area and members of the group served."⁷

By 1967 the Economic Opportunity Act had been emasculated by critics (led by Rep. Edith Green of Oregon) to provide for political control of local community action agencies. Unfortunately, the "maximum feasible participation" clause was seen by some as a call to revolution, and increased the pressure for bureaucratization of community action programs. Nevertheless,

7. Kravitz, Sanford, The Community Action Program in Perspective, in Power, Poverty and Urban Policy, Vol. 2, Urban Affairs Annual Reviews, Bloomberg, Warner Jr. & Schmandt, Henry J. (eds.), Sage Publications Inc., Beverly Hills, California, 1968, p. 269.

7.

the seeds had been sown for the concept of resident participation in decision making. CAP resulted in more effective programs being organized for the poor in over one thousand communities in a three year period.

There are essentially four models for citizen participation in community action programs. One model utilizes the community council approach to community action, which is a direct descendant of the Community Chest movement. This is a federation of all community service and welfare agencies, whose main purpose is coordination of services and the development of mutual understanding of effective interrelationships.

The community council is interested in developing the community, but in a structured manner. Organization is done through established groups of formal organizations and no attempt is made to sift down into the larger community for leadership. The formalism of the model is mirrored in a constitution outlining definite powers and functions. Principles are more often stressed than action. Perhaps this is inevitable when an organization is made up of such clearly identifiable and separated sections. There is generally a paid staff to initiate action on community projects, and use is made of specialists and consultants. There is a desire to work through existing groups and to avoid the setting up of new structures.

While the community council can play an important role in the community, it is severely circumscribed by the necessities of inter-agency coordination, which detracts from

broad community planning. The main question mark concerning the community council's role is whether it is equipped to deal with conflict associated with change, and whether it is able to handle shifting priorities of social policy and emerging power structures.

The "leapfrogging" model holds that socioeconomic class is the main determinant of political participation, and that to elicit social participation from the poor is possible only if certain elements of the poor can be "leapfrogged" into a higher status. This has led to efforts to change the slum subculture in order to bring about this upward mobility. Education is, of course, the key, but the main problem of this model is that vast sums of money are required to support it, and the fact that the people involved are being manoeuvred, albeit for their own good. Also, this model is relevant only to the lower classes.

Another model of community action, one of greater relevance and more diverse application is the "social action - social protest" model, which has come to be known as the Saul Alinsky model. This model is concerned with mass organization for power. Saul Alinsky developed his ideology while organizing the poor in Chicago to fight for their rights as citizens. In the 1930's he organized the Back of the Yards movement in Chicago, and presently operates the IAF - Industrial Areas Foundation, which helps to organize communities and movements. Labor unions have benefitted greatly by the techniques taught by the IAF.

The model addresses itself to the status quo in a community, and attacks it vigorously. It assumes an "establishment" in every community and the need to fight it by bringing latent conflict to the surface, and using dramaturgical techniques such as bloc voting and demonstrations to polarize the conflict. Existing social agencies in the community are viewed as suspect, and every opportunity must be taken to develop new institutions rather than working through the old. This model is not limited to use by the lower income groups only, since the middle class individual, trapped by the apathy of his fellow citizens and aware of just how important his views are to those in power positions (i.e. just about nil), is equally able to rebel against status quoism. Indeed, while Alinsky's earlier efforts were dedicated to the poor, his later endeavors have been involved with the middle class, and he sees a real need for the middle class to take democracy into hand by becoming involved in social action and social protest.

The fourth model of community action is "community development", often referred to simply as c.d. This approach differs from the social action - social protest model in that its proponents are willing to work with organizations that

8. Those wishing a closer examination of the Alinsky model should read the primer of the movement, Reveille for Radicals, written by Saul Alinsky while in prison after lively organizing incidents. The book has an excitement and life of its own which only those who have come up against the establishment can fully flavour. Alinsky, Saul, Reveille for Radicals, Vintage Books, N.Y., 1969.

are part of the establishment, at least at first, or until implacable resistance is ascertained. The main theme of c.d. is to bring out the potential in citizens for self-help and the development of local leadership. The c.d. model makes use of an organizer, usually referred to as a consultant, who provides advice, expertise, and the non-emotional guidance that only an outsider can provide. His functions involve bringing out incipient leadership in the community and linking people to resources. The community development model recognizes that there are some beneficial uses of conflict, but is nevertheless not addicted to indiscriminate attacks on the status quo. Polarization is eschewed rather than sought, since the danger is fully recognized of a polarized opposition (i.e. establishment) 'digging in its heels'. The c.d. proponent is not averse to the creation of new agencies, but neither is he averse to trying to work through those already established. Nor is he particularly suspicious of the social scientist, as is the Alinsky type. In fact, the whole approach is more flexible, more quiet, less dramatic.

It differs from the community council approach in that it seeks to create resources, not simply to coordinate existing resources. The c.d. model penetrates the community to a greater extent and is in a true sense, an attempt at grassroots organization and grassroots leadership. The community council approach, on the other hand, finds its leaders within formal structured organizations. The aim of the community council

is to gain significant representation. The aim of the c.d. model is no less than total participation.

The c.d. approach has been criticized for its lack of drama and for the fact that its major successes have been with relatively small projects rather than with the creation of social movements. But it has been praised for its attempting to find all the "give" in the present system before embarking on militancy.

These, then, are the four models of social action. Any community action worker should be familiar with all four models. In practice, action in a community could combine methods, although it has to be predominantly one or another.

There seems to be agreement among writers on community problems that community development should be seen as a process. Murray G. Ross explains it as follows.

"The process is one by which a community seeks to identify and take action with respect to its own problems. The purpose is not (as in the reform orientation) to take action to secure a specific reform, although this may at some point be involved; nor is it, as in the planning orientation, to plan in a particular problem area, although some planning may also be undertaken at some appropriate point. The purpose in the process orientation is to encourage the community itself to identify what it considers to be its problems and to work systematically on these problems; the underlying belief is that such experience will increase the capacity of the community to deal with problems which will confront it in the future." 9

9. Bruyn, Severyn T., Communities in Action, Pattern and Process, College and University Press, New Haven, Connecticut, 1963, p. 151.

Roland L. Warren states,

"It (c.d.) is not conceived as a method for reaching certain extraneous objectives, such as a new playground or an industrial development corporation. It is not a program emphasizing a set of specific activities. It is not a social movement, consisting of a program with emotionally dynamic overtones. Although they are all possible and plausible, we prefer to describe these meanings in other terms, and to reserve the term community development for the process which Sanders described as 'change from a condition where one or two people or a small elite within or without the local community make a decision for the rest of the people to a condition where people themselves make these decisions about matters of common concern; from a state of minimum to one of maximum cooperation; from a condition where few participate to one where many participate; from a condition where all resources and specialists come from outside to one where local people make the most use of their own resources, etc.'" 10

The Gloucester North Community Self Study (1971) is an example of community action basically following the c.d. model.

10. Warren, Roland L., The Community in America, Rand McNally & Co., Chicago, 1963, p. 324.

Chapter 2

Gloucester North is a dormitory community just east of Ottawa, comprised of the developments of Blackburn Hamlet, Rothwell Heights, Cardinal Heights, Beacon Hill North, Beacon Hill South, and the older settlement of Orleans.¹ It is only minutes away from Ottawa's eastern boundary by car, and is made up mostly of government employees and their families, many of them employed by the National Research Council and the Royal Canadian Mounted Police. The well-kept houses, pleasant lawns and quiet streets attest to the middle class affluence that characterizes much of suburbia. Most of the dwellings are single family homes, and most are owned rather than rented. The population of the community is young to middle aged, with almost no older, retired people.

The Gloucester North Self Study was the fourth such study undertaken by communities in conjunction with Algonquin College, the other studies having taken place in South-east Ottawa and the Valley towns of Pembroke and Almonte. The Self Study Model has been used with some success in the United States, with prominent studies having taken place in Washington and Illinois under direction of personnel at the University of Washington and Southern Illinois University.

1. Population (approx.) of Gloucester North is as follows:
Blackburn Hamlet - 4,000; Beacon Hill South - 6,000;
Beacon Hill North - 7,000; Rothwell Heights - 1,200;
Orleans - 4,000; Cardinal Heights - 2,000.

The community development endeavor which took place in Eldorado, a town of 4,500 citizens in South East Illinois in 1953 is perhaps typical of the c.d. method. Briefly, the self study took place as follows.

- (a) a consultant (in this case the Director of the Division of Area Services at Southern Illinois University) spoke to a group of Eldorado citizens about c.d.
- (b) Citizens' groups were formed to meet weekly. Fact finding committees were established.
- (c) A survey was taken to establish community boundaries.
- (d) Citizens undertook a complete census of population and housing.
- (e) Town meetings began (plenary and buzz groups) weekly for a 5 to 6 month study of the community. Fourteen study committees took part dealing with different subjects.
- (f) Each week a study committee reported and recommended action.
- (g) Five months after the first town meeting the consultant announced he was formally withdrawing from the study, and a Eldorado Community Development Association (CDA) was formed to meet monthly.

During the self study period the following events took place in Eldorado.

- (a) the city hall was renovated.
- (b) a teen town was established.
- (c) soil testing labs were set up.
- (d) a home industry committee was formed.
- (e) a swamp was filled by citizens to make a park.

Later developments included the establishment of an arts centre and pottery making centre. After the self study period terminated there was a slowdown of community activity, but a new type of action evolved.

"What was happening now was simply that the normal channels of community action were beginning to function as they had not been doing prior to community development. Action projects developed within the conventional organizations of the community." 2

I shall now outline in detail the origins and design of the Gloucester North Self Study, and then return to the American model for comparative purposes.

The origins of the Gloucester North Self Study could possibly be traced to a public meeting on planning which took place in Gloucester in October, 1970.³ One of the ideas presented at this meeting by Urban Affairs specialist Maureen O'Neil who worked with the Social Planning Council, was the idea that people had to plan their own communities. This idea appealed to the people at the meeting and received excellent press coverage at that time. One Gloucester resident at this meeting was Kenneth Steele, an engineer employed with the National Research Council, who was to become a major force in the self study. He remembered having heard of citizen participation in community development from a friend who was familiar with Algonquin College's program in South-east

2. Bruyn, Severyn T., Communities in Action, Pattern and Process, College and University Press, New Haven, Connecticut, 1963, p. 77.

3. For a description of the origin of the Gloucester North Self Study and the structure of the model, heavy reliance has been placed on the loose leaf binder at Algonquin College, Community Development Division, Dept. of Extension. This can be referred to for further elucidation.

Ottawa. It seemed to Mr. Steele that Gloucester citizens could profit from discussion with Algonquin personnel.

The origins of the study are explained in the November 16, 1971 issue of The Guardian, a Gloucester community newspaper.

"About this time last year it seemed patently clear to a handful of residents irked by a lot of things said and unsaid at public meetings that some officials did not seem to have the understanding and foresight to prepare for the dramatic changes that should be changing administrative attitudes as sharply as new populations were changing the face of the recently rural township.

What to do? The handful might be sitting around complaining still if a few of them had not known of a special project underway at Algonquin College, which had received a grant to help stimulate community awareness and bring new perspectives and more participation in strengthening communities. Algonquin had assisted three communities in this pilot project and it agreed to add Gloucester North if there seemed to be enough interest to make an official request to the College." 4

On November 22, 1970, Alan Clarke, Director of the Demonstration Project, Community Development at Algonquin College, met with Mr. Kenneth Steele and then attended a meeting at St. Gabriel's Church Hall. Thirty-two persons attended this meeting and filled in a "reconnaissance" questionnaire of ten questions dealing with such topics as community boundaries, community decision making, information sources, and possible community improvements. Mr. Clarke explained the nature of a self study, stressing its role in helping citizens to better understand their community and to set priorities for action. This meeting indicated that

4. The Guardian, November 16, 1971.

interest was definitely present, and a recruiting committee was set up. The main thrust of the recruiting campaign was to elicit participation not only from community associations, but also from the people they represent who had not formerly been active in community affairs.

Gloucester North's Self Study was scheduled to begin Sunday, January 17, 1971 for 6 Sunday evening meetings at two week intervals. The setting was Gloucester High School. In the weeks preceding the first session attempts were made to create 100% awareness in the community which had been decided upon for the study (basically Blackburn Hamlet, Beacon Hill North, Beacon Hill South, Rothwell Heights, Cardinal Heights and Orleans). These attempts varied in the sub-communities involved. In Beacon Hill North students distributed leaflets to every household in the area, while Blackburn Hamlet relied more on use of the schools (leaflets to students). Church bulletin boards, notices in shopping centres and small stores, and copy in the local press were other ways of spreading the word of the self study.⁵ In

5. Local Press: The Banar (Blackburn Hamlet), 33 Silver Aspen, Circulation - 1,200.
 The Beacon (beacon Hill), 2126 Dutton, Circulation - 1,450.
 Neighbourly Natter (Cardinal Heights, Rothwell Heights, Beacon Hill), 2 Crownhill, Ottawa. Circulation - 3,000.
 Ottawa-Gloucester Guardian, 63 Grenfell Cres., Circulation - 4 - 7,000.
 Queenswood Newsliner, 43 Charlebois Ave., Queenswood Heights, S.S. 3, Orleans, Circulation - 600.

addition, many people active in associations and organizations helped spread the news by word of mouth.

Stories appeared too in the Ottawa papers, as for example, this write-up in the Ottawa Journal.

SELF STUDY SET FOR GLOUCESTER NORTH

"Gloucester North, one of the large dormitory areas of the Capital region, will undergo an intensive community self study in cooperation with Algonquin College of Applied Arts and Technology. Residents themselves will be asked to assess the problems, needs and resources of their area in the hope of coming up with better utilization of what they have. Topics of particular concern to approximately 20,000 Gloucester residents involved are: recreation, planned residential growth, youth and school services.

"Because of our dormitory nature we have many special problems." says Blackburn Hamlet resident Jack McGuinty, a member of the recruiting committee for the study. Perhaps the major problem has been the sporadic growth of the residential pockets - Blackburn Hamlet, Beacon Hill North and South, Cardinal Heights, Orleans, Rothwell Heights and the Laporte subdivision. "Through this study we hope to come up with organized solutions to our common problems." he says."6

Session 1, a plenary session, concentrates on selecting problem areas, and in trying to view them in relation to the basic social, political and economic structures of society. Tentative entry points for dealing with the problems are discussed. Session 2, where participants choose groups according to their own interest areas vis a vis the problem areas defined, centres on the methods of gleaning information for further analysis. Session 3 is devoted to analyzing the information as a basis of action. Session 4 is an exchange of information among the groups, with the intent of exchanging

views on methods of problem solving. Session 5 centres on action plans that each group finds desirable. The Sixth Session brings the groups together as a whole to discuss matters in toto. It is at this last session that the College's responsibility formally ends. The sixth meeting generally includes ideas for follow-up action and a plan of reporting to the wider community.⁷

The study ended formally on March 28, 1971 with the sixth session. The Ottawa Citizen greeted the end of the study with this article on March 29.

GLOUCESTER STUDIES SHIFTING TO ACTION

The Gloucester Township self study program has shifted from the analysis to action stage. Sunday the committee presented their proposals for action. Formal reports will be studied by all participants in 3 weeks, and a date will be set for a report to the community probably through a public meeting and a cable television program.

Several committees are expected to present their recommendations to township council or other governments immediately and begin shaping programs. One group has already approached the developer-owners of a commercial zoned block in Beacon Hill North to find out their plans and request the chance to participate in creating a community core.

As the committees organize their energies around the issues they have defined, the Algonquin College organizers are dropping out. "We'll support you in an education way, but once the action starts, our stance shifts," Alan Clarke of the College's extension program told the participants.

"A college plays an educational role and we have to stay within those perimeters." 8

7. Appendix A shows Algonquin College's plan for the six sessions.
8. Ottawa Citizen, March 29, 1971.

In the Gloucester North Self Study the means of continuing follow up action was ensured by the creation of a Continuing Committee. This Committee took over the task of deciding how the community at large should be contacted. Possibilities considered were (a) a press conference, (b) a community survey, (c) a community forum and (d) publication of report.

On May 4 a meeting of Community Self Study participants took place with representatives of the Community Associations in Gloucester North to review progress of the studies and to discuss future plans. Mr. Jack McGuinty, Chairman of the Continuing Committee, chaired this meeting. It was agreed to sponsor a press conference within two weeks, with each group preparing a summary of their report for the press.

Support was generally voiced of having a survey conducted in the fall, prior to a community forum, to be held probably in October. The survey was felt necessary in order to reach a wider audience in the community. The meeting gave a mandate to the Continuing Committee to take a representative from each Community Association to become a member of the Continuing Committee. This would broaden the base of the Continuing Committee as planner for future actions.

On June 6 a press conference was held at the new Gloucester Public Library to brief the press on the activities to date of the self study committees. This was the first use of Gloucester's Public Library by a community organization. An

official presentation was made to the library of all the study papers to be kept as a community resource.

At the press conference reference was made to the planned forum to be held in October, and brief reports were given by leading members of the various study groups. Newspaper coverage as a result of this conference was rather sparse, partly because there was nothing substantially new in the material in the press kits (i.e. the various ideas had already received publicity in previous days when the ideas had first been presented). However, the presentation to the library was seen on the local 11 o'clock news. This press briefing could have been accentuated and dramatized if some particular action or aspect, preferably controversial or startling, had been saved for announcement at the press conference. Impact was necessary, and this was lacking. As a result, the press conference could be termed a failure. It probably did not result in much sifting of ideas down into the various community strata through the media as had been planned at its inception.

The self study method used by Algonquin differs in many ways from the older American self studies.⁹ Alan Clarke admits that Algonquin has attempted to develop its own model, and indeed has not done any systematic examination of the "literature" on the subject.

9. An excellent description of the American self study approach is given in Communities in Action, Pattern and Process by Severyn T. Bruyn, College and University Press, New Haven, Connecticut, 1963.

The objective of the American and the Algonquin model is the same - to enable people in communities to come to a better understanding of their own problems and to see more clearly ways to enrich their lives. In a sense, the self study idealizes the local community as the savior of democracy - if democracy is to survive anywhere, it is at this level. In the American model, as in the Canadian, the community must do the initiating by contacting the c.d. agency (in the American example used by Severyn T. Bruyn the agency is a university.)

The Gloucester North study had seven committees, determined by the needs expressed by the participants on their questionnaires at the first gathering. Apparently, there can be a great number of committees, upwards to twenty.¹⁰ It should be noted that some topics which could be the basis of committees in some areas would definitely be inapplicable to the Gloucester North situation. Since the Gloucester North self study area is

10. The committees listed by Bruyn are as follows:
1. City Planning Committee 2. Population Committee
 - (a) Boundary Crew (b) Mapping Crew (c) Census Crew
 - (d) Special Survey Crew (sampling public opinion)
 3. Council of Organizations 4. Church Committee
 5. Beautification Committee 6. Housing Committee
 7. Agriculture Committee 8. Industry Committee
 9. Labor Committee 10. Retail Trade and Services Committee
 11. Health Committee 12. Recreation Committee
 13. Education Committee 14. Library Committee
 15. Government Committee 16. Social Welfare Committee
 17. History Committee

residential, there would be no need for an Agriculture Committee, an Industry Committee, a Labor Committee or a Retail Trade and Services Committee. Since most of the Gloucester North sub-communities served by the study are new, and even the older ones are relatively new, there would be no use for a History Committee. Since the homes in Gloucester North are reasonably expensive (mostly between \$25,000 - \$40,000 price range), and most homes are owned rather than rented, there is a great amount of pride in house and lot - thus only peripheral need for a Beautification Committee.

Kenneth Steele, on examining the American list, thought that a Health Committee and a Library Committee would have been useful, but that the others were either inapplicable, or already carried on in the framework of the existing Gloucester North study groups.

In the American model, each committee prepares a report of its conclusions and recommendations, and meetings are held throughout the community. In addition, a town meeting is held once each week for a period of three to seven months in the high school auditorium. The study committees present their reports at the town meeting, with at least one full town meeting being devoted to each committee. The town meeting utilizes both plenary and small group sessions. The committee report is given, and then the gathering is divided into discussion groups, each meeting in a separate room, to discuss the report. Each group has its own discussion leader and

recorder. After allowing some time for discussion, the whole town meeting reconvenes in plenary session, and the recorders give the recommendations reached in their discussion group.

This approach differs from the approach used in Gloucester North. Of great importance is the difference in length of time devoted to the study. In Gloucester North, there were only six formal sessions of the study, with two weeks between sessions, whereas, as has been indicated, the American group met every week, for three to seven months. The larger number of committees used in the American model may account partially for a need for a longer study period. But Algonquin College feels there is a tactical reason for having two weeks between study sessions. Part of the Algonquin model stresses definite work assignments, e.g. - specifically assigned information gathering, and two weeks is necessary to allow time for this to be carried out.

In Gloucester North, formally all meetings took place in Gloucester High School - every second Sunday evening. There was no attempt to hold committee meetings throughout the community as in the American model. A great deal can be said for having the same time and place for every meeting. Also, the Gloucester North community is sufficiently small that there would seem to be no reason for meeting in committee at the neighborhood level.

A major difference in the two models is that at the American model's town meeting, the whole meeting, in both its

plenary and group session, is devoted to the one topic of the study group that is giving its report that evening. In the Algonquin College model, participants meet each time in their own individual study group, considering one of the seven topic areas and plenary session can deal with any or all groups' topic.

Yet another difference is that in the Canadian model, groups meet in the same large room (e.g. auditorium, cafeteria or gym) rather than going to separate rooms as in the American model. Mr. Clarke feels that gathering up groups to reconvene in plenary once they have scattered to different rooms is too difficult. Also, by keeping together, there is the psychological feeling of unity.

An advantage of the American system may be seen in a greater integrality of approaching a problem area. On the other hand, following the Algonquin model, emphasis is placed on techniques of problem solving, techniques that can be applicable to various topic areas, and thus there is no need to isolate topics to the same extent. Indeed, plenary sessions often revealed methods or ideas used by one group which could promptly be utilized by another group and aid in the analysis of its problem.

The "town meeting" of the American model is broader based than the bi-monthly meetings of the Gloucester North Self Study. Following Jeffersonian democracy, the idea behind the American town meeting is to have a completely open

gathering together of citizens. In the Gloucester North study, on the other hand, while no citizen would be turned away, there was no active encouragement of bringing in new people half way through the study. Participation, in this case, was deemed to be an on-going process, which could not be picked up sporadically at any juncture.

If there is some difference in the actual process of the two models, there is agreement on the two concepts of maintenance. In both models, the college (university) reaches a point where it considers its major usefulness is at an end, and where it withdraws from the community. However, the withdrawal is not absolute. This description of maintenance of the c.d. process given to apply to the American model could just as easily have been stated by Algonquin c.d. personnel.

"The college in the field should always tend its fences. It should have a follow-up policy. It should keep contact with the communities where work has been done. This need not be costly. An occasional visit, the loan of a resource man, a counseling service, the loan of a documentary film or packet of books, a requisition for cooperation in some other community, may be enough to keep the fire burning." 11

11. Bruyn, Severyn T., Communities in Action, Pattern and Process, College and University Press, New Haven, Connecticut, 1963, p. 40.

THE CENTERING DOWN PROCESS IN GLOUCESTER NORTH

"By 'centering down' is meant the way in which the process becomes an established part of community life, so that it may seem to continue over the years as an expression of the community.

The process becomes established primarily through its own capacity to reproduce itself. That is, the patterns of the process must come to repeat themselves in such a way that new untouched segments of the community become involved, and just as important, new generations of citizens may have an opportunity to participate in it. " 12

In Gloucester North, the holding of a survey, followed by a public forum entitled Goals for Gloucester was the beginning of the centering down process. The survey, which sought residents' opinions on such matters as social services, road safety, and the school system, was an attempt to reach a wider public than the self study had. The survey was administered by young people from Gloucester township, members of the planning committee of the forum and their families, members of community associations and students from Algonquin College. Since the survey was taken during the day more women were reached than men. There is no claim made as to the validity of the survey. It was taken primarily to encourage interest in the forum and in the topic areas

13

of the forum.

12. Bruyn, Severyn T., Communities in Action, Pattern and Process, College and University Press, New Haven, Connecticut, 1963, p. 145.

13. The survey, together with its results, is appended in Appendix B.

The 'Goals for Gloucester' forum was jointly sponsored by the participants of the Gloucester North Community Association of Blackburn Hamlet, Cardinal Heights, Rothwell Heights, Beacon Hill North, Beacon Hill South and Laporte. The forum was held at Colonel By High School on Saturday, November 20, 1971. In a fact sheet describing the forum, the purposes were set forth as follows:

"The purposes of the forum are: to provide an opportunity for the residents to participate in determining the future direction of the Township. -to provide a vehicle for communication between the citizens of the Township and their elected representatives. The forum, by encouraging new avenues of co-operation will help citizens to establish 'Goals for Gloucester' and more effective plans of action for achieving these goals." 14

Participants in the forum could choose from eight workshops.

1. Education
2. Communications
3. Land Use and Zoning
4. Municipal Administration
5. Recreation
6. Road Safety
7. Social Services
8. Transportation

The Road Safety topic, which had not been a topic area of the Gloucester North Self Study was added owing to a growing concern about road hazards in Gloucester, and the feeling that insufficient action is being taken by authorities to ensure greater road safety.

14. Goals for Gloucester fact sheet, distributed at Goals for Gloucester forum, November, 1971.

Pierre Tessier, Gloucester's recreation director, who gave the opening remarks of the forum, stated these objectives of the morning workshop.

- (1) to identify and explore the concerns of residents of Gloucester.
- (2) to consider proposals of the Gloucester North self study and other groups.
- (3) to plan action to deal with concerns in the community, and
- (4) to prepare questions to put forward at the panel discussion.

Workshop chairmen had been asked to come up with five good questions to be presented to the panel. As it turned out, no group was able to present more than two questions because of the time factor, and indeed, two groups (Communications and Road Safety) did not get a chance to present any questions.

At the Land Use and Zoning workshop, Mr. Steele said that the self study could have been called a Social Goals Advisory Committee, and then outlined the proposal that Social Goals Advisory Committees be established in the municipality.¹⁵ These committees would be a way to continue the work of the study, and would serve to provide communication between community groups and Planning Board. He emphasized that Social Goals Advisory Committees would be purely advisory, in that they would not be able in any way to impinge on the authority of Council. For example, they would in no way be able to allocate money. Mr. Steele sees these advisory committees as following directly from Official Plans being made in Gloucester Township. For example, the official plan for Orleans states that such committees should be established.

15. A three page outline of the Social Goals Advisory Committees was prepared for the forum and is included in full in Appendix C.

The purposes of the Social Goals Advisory Committees as stated in the general terms of reference are:

"To increase citizen participation in the planning process... in particular as it affects the amenities of Family and Community life.

To assist the communities and the municipality in establishing goals and criteria for community development.

To improve communications between communities and the municipality.

To increase the citizen content of the information used as a basis for Municipal and Regional decisions and policy.

To act as a resource or resource directory for ways and means to encourage community development to as full a potential as possible.

To encourage the development of community resources and their use in conjunction with municipal and other social services.

To encourage and foster mutually supporting relationships between communities - between urban and rural areas of the Municipality." 16

These terms of reference give scope to an action oriented community, and if the terms of reference were in fact put into effect through the establishment of Social Goals Advisory Committees, would carry forward the work of the self study. The proposal suggests that the committees be appointed by the Township Council and function as sub-committees of Planning Board. Under the heading 'Establishment and Area', the proposal recommends that "one committee is normally to be established in each Planning District of the municipality. Council may, however, deem it advisable to establish more than one committee

16. A proposal for the Establishment of Social Goals Advisory Committees in the Township of Gloucester, November, 1971.

in some Planning Districts because of their size and diversity. It is expected that Council would consult with Planning Board concerning the establishment of each committee. Functionally the committees would act as sub-committees of Planning Board."

Under the heading Composition, the proposal suggests that "appointment is to be the same as for Planning Board as set forth in the Planning Act." (i.e. - 4, 6 or 8 members who are not employees of the municipality or of a local board plus the reeve as an ex officio member.) It goes on to state, "While no restriction is intended it is to be desired that whenever possible council will appoint members on the advice of community groups or associations when they exist within a Planning District."

The proposal of a Social Goals Advisory Committee system would appear to be an excellent method of carrying on the work of the self study. But was the proposal too conservative? Feeling to this effect was obvious in the Land Use and Zoning Workshop when the proposal was put forward. The view was expressed that if the citizens' committee is appointed by Council to serve in an advisory capacity to Council, then it becomes part of the establishment and forfeits the role which it was meant to serve. Some people would rather that the committees not be appointed by Council but in part at least by people in the community. Mr. Steele disagreed with this outlook. He expressed it this way, "In Gloucester the only people elected to run municipal affairs are Council. If they appoint people to a board or committee and we don't like

it we can remove them by election. Really, there is no mechanism in the community who could achieve a more sensible appointment to a committee. Council does, in fact, take the advice of local bodies. There is desirability of having a wide range of input, and some areas could conceivably achieve this through community associations, but there are many large areas where no community association exists."

The idea of the Social Goals Advisory Committees received mixed reaction from elected officials at the afternoon panel discussion where questions were brought forward by each group. The panel was made up of school board officials, (Mrs. Louise McIntyre, Mr. Lefebvre, Mr. Barsona and Mr. Minty); Mr. Coolican of Regional Government; Mr. Haig representing the N.C.C.; Hon. Bert Lawrence, Minister of Health, M.L.A.; and Councillors Bellemare, Barrett, Owen and Deputy Reeve Macquarrie of Gloucester Township Council.

The Social Goals Advisory concept was introduced twice at the panel discussion, once by Mr. Peter Masson presenting questions from the Social Services group. His question was, "Will council undertake to establish a Social Goals Advisory Committee and establish it by bylaw? Will Council make membership as representative of the community's need for social services as the situation demands?"

Councillor Mitchell Owen queried, "Are you just creating a Tower of Babel by such a move? Planning Board itself is a good cross-section of the population. We would want to have another look at this idea."

Deputy Reeve Macquarrie said that he favored the idea in principle and thought that the suggestion should be examined carefully. He added, "One aspect which has been neglected has been the social aspect of planning - we have concentrated on physical aspects. Advisory committees to planning board are very much an open question."

Councillor Barrett stated that while there is a need for input, it should come from a variety of people, not just one group of people.

Mr. Steele took exception to the "Tower of Babel" remark, and re-introduced the question of social objectives when he presented the questions for the Land Use group. He pointed out that the Orleans official plan made use of the advisory committees idea. He asked why, when Council had approved this for Orleans, were they leary of the Social Goals Advisory committee idea. Mr. Macquarrie pointed out that Mr. Steele's concept was different from Mr. Masson's, in that Mr. Masson had been in favor of one social goals advisory committee, whereas Mr. Steele favored a number of committees. Mr. Macquarrie said that he favors this sort of input from each of the planning areas. He noted that the needs of one area are not the same as of another, and said that Council must look at each individual area.

At the end of the Goals for Gloucester forum, there was general gloom among self study participants about the public response of the municipal councillors to the Advisory Committees idea. However, the gloom proved to be unsubstantiated,

since Council moved swiftly to bring about a social goals advisory committee.

The following news item appeared in the Ottawa Journal on Tuesday, December 7.

GLoucester FORMS SOCIAL GOALS ADVISORY GROUP

Gloucester Township council Monday set up a social goals advisory committee to "improve the human environment."

The seven-member committee's first task will be to choose a site or sites for the township's one or two day care centres.

Harold Diceman, planning board chairman, said the new group would consider needs of communities in such categories as recreation, cultural and social needs, and make recommendations to council about needs in these fields.

The committee was a direct result of the Gloucester North self study group's findings, Mr. Diceman said. The new advisory committee's working area is northeast Gloucester. Named to the committee by council were: Mrs. Elizabeth Stewart, Jack McGuinty and Kenneth Steele.

The planning board, which also sat in a special session Monday, drafted the advisory committee's terms of reference and submitted a list of six suggested appointments to fill the other four committee seats.

Council named Mr. Paul Castonguay, Mrs. Penney Deering, Mr. Jean Marie St. George and Mr. David Bryden." 17

Initial reaction upon seeing that Gloucester Council had set up a social goals advisory committee (singular), was confusion, owing to the feeling that had been expressed at the forum about the need for committees to provide input from different areas.

Mr. Steele clarified the situation in this letter.

"I have enclosed copies of the council resolutions setting up the framework for the committees and establishing one committee for essentially the area covered by the study. This is a large area - larger than the normal intent - but was felt to be justified because it includes neighborhoods with similar interests and probably fairly similar goals.

If this committee can be made to work, I suspect others will be formed in other areas of the municipality. I doubt if a majority of our council realize what they have created!" 18

While the social goals advisory committee idea was the main proposal of the forum if one is looking for a means by which the self study impetus can be carried forward, there were other valuable ideas expressed. Question two of the Social Services group presented an interesting suggestion. The question dealt with the need of establishing what specific social needs there are in Gloucester both today and in a projected period of 5 to 10 years. The question was whether "in conjunction with the establishment of an advisory committee, will Council survey the needs of Gloucester North by a professional organization?" Needs to be investigated would include day care nurseries, youth counselling, need of treatment for drugs and alcoholism, and family help programs.

Mr. Macquarrie suggested that social agencies in the community should be contacted to help identify needs. He said that an inventory of available facilities could easily be provided and that if further surveys are necessary, Council will have no alternative but to seek this help.

18. Letter to Mrs. Glenda Lewe from Kenneth Steele, December 22, 1971. The council resolutions setting up the framework for the committees and establishing the one committee are included in Appendix D.

The suggestion that such a survey be undertaken by a "professional organization" seemed rather strange to this observer in view of the whole self-help image generated by the community self study. While professional survey teams no doubt have expertise in the intricacies of conducting surveys reliably, it would appear that nevertheless a good community survey could be carried out by non-professionals if the groundwork were properly laid. In fact, the idea of such a survey being done by a 'professional organization' goes against the main thrust of the self study.

Other recommendations which emerged from the questions addressed to the forum panelists were:

- extended day care facilities and an increased allotment of funds for day care.
- greater concern for public open space on a basis of population density rather than percentage of the total area. In this regard, it was suggested that the municipality should make representation to the province that an amendment be made to the Planning Act to associate the amount of land used for public purposes with the density of people, not just the amount of land being developed.
- establishment of extended public transit to service the community at times other than just peak hours.

The forum was a successful conclusion to the formal part of the self study. And Council, by accepting the Social Goals Advisory Committees idea, helped the people engaged in the self study to carry the main thrust of the study into the future.

Chapter 3 The Consultant's Role

The 'consultant' or 'organizer' enters the picture through an institution or agency which is active in community development. The institution or agency may be a university, a college, an adult education branch, a public health education department, a community relations personnel office in industry, a social work agency, or even an agricultural agency.

As an educational technique employed increasingly by universities and colleges, community development is atypical. It departs from classroom procedures and instead institutes the concept of field work. The teacher is not formally a teacher, but rather a consultant, a role which requires more than the role of an ordinary teacher. He must be able to deal not only with students, but with adults at all levels throughout a community. He must use tact, ingenuity, decisiveness, and skill in human relations. He must be thoroughly schooled in all aspects of community organizing. He must be able to adapt the pure c.d. model by borrowing strategy from other c.d. models, but at the same time must keep a firm watch on objectives.

The following description by a consultant of his role would probably be accepted by most c.d. consultants. (In this case, the consultant was using the community council approach in the community of Chapin, Illinois in the 1950s.)

"My main function was to develop interest initially in community activities. There was latent interest (which I feel is fairly universal) and latent leadership - the principal function of the consultant is to bring this out in the open and give it a chance to run by itself. The consultant's job will taper off as the group becomes organized and operating. Several of the projects you mention involved little or no work on my part. We talked them up as desirable projects during organization, and often I supplied mailing materials promoting them but this was about all. The band uniforms, town hall painting, street repairs, dumping ground, park cleaning, summer recreation days, and other things would be included here. As a consultant I was able to offer mimeographing and mailing services, clerical facilities, tabulating equipment, ideas and experiences other groups had, etc. In general, I just painted the picture that the group could achieve whatever they wanted to do, if they were willing to pitch in and work at it. If they stumbled, I would help them up again, and they didn't feel alone or lost or bewildered at any time. But they really needed or called upon me very little after they got going." 1

In a questionnaire distributed to the Gloucester North self study participants in June, 1971 as part of the research for this paper, which will be dealt with intensively in Chapter 5, the following question was asked.

"How would you assess the utility of a community doing a self study without the assistance of a community college? Is it, in your opinion, decidedly better with the help of a community college, or do you think that it would have taken place in much the same way without the College?" 2

The answers to this question revealed attitudes to the community college's participation, but, since the college's role was through the work of a consultant (primarily Alan Clarke), the answer revealed, basically, attitudes toward the consultant. Of 89 questionnaires sent out, 33 were returned.

1. Bruyn, Severyn T., Communities in Action, Pattern and Process, College and University Press, New Haven, Connecticut, 1963, p. 97.

2. The complete questionnaire is presented as Appendix E.

Of the 33, 27 respondents answered the above question. All 27 respondents were in favor of the community college performing a role in the self study - i.e. there was no criticism of the college. Here are some of the answers to that question.

(The underlining is done by the essayist to provide emphasis.)

"Impossible without the college. The college provides something like a catalyst, respectability, a steadying hand, the voice of common sense when needed, the guide, the know-how, the help in many ways which are very difficult for community groups, etc." 3

"The Community College brought to the group 'know-how' and 'experience' - methods of finding sources of information, methods of presenting material, people to approach - I feel that the Community College brought life and light to the study... The study would have gone off on many tangents but for the direction of the College leaders." 4

"The College introduces a necessary degree of detachment from the problems." 5

"The community college provides the momentum to keep the ball rolling when things get difficult. They also provided a very valuable service, in this case, of doing the necessary report duplication and providing communication with the study participants by mail.." 6

"The College served to provide order in chaos and to remold thinking." 7

"It needs the direction and moral support of interested but uninvolved individuals. This helps to give the whole study a stability and perspective it might otherwise have lost in the heat of discussion. Where there are barriers to overcome in dealing with each other the unbiased chairman provides a sort of bridge in the beginning." 8

"There has to be a directed starting point. Algonquin fills this role together with support functions." 9

3. Respondent Number 21, Questionnaire
4. Respondent Number 31, Questionnaire
5. Respondent Number 13, Questionnaire
6. Respondent Number 9, Questionnaire
7. Respondent Number 10, Questionnaire
8. Respondent Number 29, Questionnaire
9. Respondent Number 7, Questionnaire

"A referee was needed (an outsider) to take the control away from the community leaders and put it in the hands of the public." 10

Five responses listed "printing services" as a major input from the community college. This service, says Alan Clarke, is very highly regarded, since it is often impossible or awkward to provide this essential service elsewhere in the community.

The following response referred specifically to Alan Clarke's role as consultant-chairman.

"The presence of the college, or at least an outside fairly disinterested chairman/staff was absolutely essential, as was clearly demonstrated during the first post-study meeting. Those within the community who have the ability to lead such studies generally have axes to grind politically; the presence of our chairman (local) without Mr. Clarke would have destroyed everything. Partially this is due to the nature of most township and community "studies". They are usually formed of "joiners", and when, as in this case, non-joiners come in, the "joiners" leaders attempted to railroad meetings." 11

While the consultant himself is without doubt the guiding force of the study, we must not forget the other university or college personnel who are involved - the students. At first sight it might seem that the students are almost incidental in the study - their role is primarily a support function. They were instrumental, for example, in spreading word of the study through distribution of leaflets from door to door (Beacon Hill North). At the working sessions themselves they performed such functions as setting up the cafeteria, handing out resumes and reviews, and assuring that each task group had its assignment sheet. In addition, during task group sessions, the Algonquin students were to assess whether or not

10. Respondent Number 26, Questionnaire

11. Respondent Number 24, Questionnaire

the consultant was required in the group.

There would appear to be two main objectives to the community development program as undertaken by a college or university: (1) to help a community help itself by showing it the scope of its own resources, and (2) to help educate students about the realities of community life and organizing. The question as to which of these two roles is paramount is interesting. As an educational institution concerned with students and courses one would expect the college to place the second function listed as the primary one. Yet, to all intents and purposes the students' role is a minimum one. One could almost say that dispensing with them altogether once the study is underway would cause scarcely a ripple. Alan Clarke is aware that the student role is primarily a support one, but points out that ideally the students' participation is mutually beneficial (i.e. to the students themselves and to the community).

There are three courses at Algonquin through which a student may gain access to working on community development - these are: Social Services; General Arts and Science; and Recreation. The field work counts for one half course credit in the General Arts and Science course. In the Recreation Group students were expected to write up a report on their c.d. experience, referred to as "field placement".

In a "crunch" situation where it is necessary to decide whose needs to put first - those of the community people or those of the college's students, Alan Clarke admits the community

needs would have to come first. But he hastens to point out that if the students lost out, the c.d. function through the college would cease to operate. Fortunately, most community study people and students see each other as mutually reinforcing. This does not mean that there has been 100% support of the students. There is resentment by some self study participants, especially in the early stages of the process, based on the feeling that "We're guinea pigs - we're being studied by these students." But this feeling usually disappears as the study gains momentum and everyone is caught up in his own work and community action efforts.

Alan Clarke admits that he sometimes finds anxiety about the process on the part of some participants. Since an educational institution is sponsoring the action they come with the attitude that they are going to be taught. Of course, they are being taught in the sense that they are entering a learning situation, but it's not the structured sort of situation that they associate with education - in a sense, they are being self-taught and taught by their interactions with their peers as much as anything else.

As Ken Steele pointed out, "Algonquin made it plain on more than one occasion that if people wished to have a course in Civics they could do that. Many people may have expected the information to be fed to them more." That this expectation was the case is suggested by the response to questionnaire question D7. Two-thirds of the respondents agreed with this statement: "Possibly Algonquin could assist more in the definition of or

help participants grasp the existing structures in force in the community - e.g. - what powers does the township have in zoning? OMB?"

Why, one might ask, would a university or college wish to become engaged in community development? This is beautifully explained from the viewpoint of a college in this quote from an annual report (explaining how c.d. approaches to the community differ from other educational approaches).

"First is the conviction that training in human relations is basic to the educational process. Part of this conviction is the awareness that every student will be confronting problems of human relationships, no matter what occupation or position in society he assumes. A second characteristic exists in the growing recognition that each college and university has a responsibility to its community and its region. It must actively respond to the needs of its area and participate in cooperative efforts to improve community life. A third characteristic that has evolved is the recognition that the community or region may serve as the ground for a more realistic education for students in the varied disciplines. In the community, the student must deal with a reality which the campus itself cannot provide. Field work adds to his total educational experience; it can challenge him to another level of learning." 12

Mr. Clarke feels that a community college is more suitable than a university for undertaking c.d. programs. He sees the community college as being more outwardly focussed than the university and as having a more community-oriented self image. Arthur Stinson, Director of Extension at Algonquin College, in a paper Community Colleges and Community Development in Ontario outlined what he sees as the fundamental difference

12. Bruyn, Severyn T., Communities in Action, Pattern and Process, College and University Press, New Haven, Connecticut, 1963, p. 173.

in approach by the college and the university. He states:

"It is conceivable that Universities could play this role. Yet it is difficult to envisage in spite of the winds of revolution sweeping through them. Their emphasis is still on scholarship rather than learning, on research rather than applied science, on the universal rather than the local area, on accumulation into the reservoir of knowledge rather than application of what is known to human problems. This comment is not intended to be disparaging. Society needs these functions performed." 13

He goes on to state four reasons why the "community" colleges seem to be more adaptable to the c.d. role.

"First, each College has responsibility to serve a designated geographic area. The second important feature about the CAATs (Colleges of Applied Arts and Technology) is the applied nature of its educational program...The Colleges have avoided and are not equipped to handle research as it is generally understood in University terms. What research emphasis there is tends to be action oriented. The third asset of the CAATs is the variety of resources they have accumulated in physical plant, knowledgeable faculty and a task oriented student body. A fourth asset is more controversial. This is the permanency of the establishment of the College in its area. The College and its constituency are inextricably interlocked with each other. They must come to a modus vivendi because neither is going to go away." 14

While Mr. Stinson's view of the traditional university role is probably accurate, university administrators and professors should take note of his comments. If the university is to remain relevant to the world of today it must enter more and more into matters which are relevant to people. And if it is true that the university has concerned itself more with research than applied science, that is not to say that

13. Ontario Seminar on Community Development, Humber College, November, 1970, No. 2, Community Development Demonstration Project, Algonquin College, Appendix B, p. 2.

14. Ibid., p. 3.

there is no place for the science of "action research". Community development is ideally attuned for such a role since the community is a dynamic, evolving entity capable of being seen as a system and subsystems, and capable of being molded by the use of techniques and action programs. In many ways, community development is an excellent subject for the university to involve itself in, since essentially, what it is all about is "power" and the potentiality of exerting power from the bottom up rather than the top down - in effect, it is a study of democracy in action, and democracy has been a suitable topic for scholarly philosophizing since the days of the Greek polis.

References have already been made to various models of community development, one of the most interesting and dramatic being the social action - social protest model of Saul Alinsky. To what extent is Alan Clarke influenced by Alinsky in his own model which basically is not modelled on Alinsky's? He admitted that Alinsky did have some effect.

"The extent to which we get into strategy gets into Alinsky. We differ from him in that he sees the "organizer" as constantly part of the process, but some of the specific aspects of his strategy are useful.

"Alinsky is more antagonistic to the establishment in a community. He has a concept of power that we wouldn't accept. He doesn't believe in social change, but change in social groups. They have to take some of the power that the establishment has. In our view, the establishment is potentially open to more effective ways of operating. Our assumption is that the establishment is potentially responsive."

He pointed specifically to the responsiveness of Council in Gloucester North.

Mr. Clarke rejects many of the dramatic techniques popularized by Alinsky, for instance, the use of the demonstration. He feels that many demonstrations are not thought through. "The demonstration is an attempt to shift attitudes - but you don't shift attitudes by organizing demonstrations outside municipal council - in fact, this may harden attitudes. We feel it is better to invest time in a process that changes people's attitudes."

Keeping in mind the generally quieter tone of the self study approach compared to the social protest model, the essayist asked Mr. Clarke what he thought of the criticism that community development strategies have failed to produce large scale organizations militant enough and effective enough to achieve substantial changes in local institutions rather than staying at the level of "successful" project. He admitted that there is a tendency for the self study to become project oriented, despite efforts to see it as a process. He attributed this partly to the fact that community development hasn't had sufficient status in the community up to now, or an acceptance that has allowed it to build a continuing relationship. He says, "There is a tendency for community development to take place in a vacuum." However, he denies that the social action - social protest model has been any more successful in this respect. "Those active in the social action field get clobbered; they don't survive to give continuing support." He cited the Riverdale

Community Organization as an example. It lost its grant from the City of Toronto by antagonizing the city.

"Attempts to build social movements in Canada in social action terms have resulted in the same sort of short term project."

Mr. Clarke sees all forms of community development as having both an educational and organizing role. C.d. can be charted on a left to right continuum, just as political movements can. On the left is Alinsky and the social action - social protest model; on the right, government established agencies such as the c.d. branch of the Ontario Department of Citizenship and Immigration. The Community College's self study can be seen at or near the centre of the line. The company of Young Canadians, borrowing heavily from the Alinsky style, would likewise be at the left end of the line.

<u>Alinsky, CYC</u>	<u>community college</u>	<u>Social agency</u>
		(dept. of gov't c.d.)

The following description of c.d. for instance could be from Alinsky but is actually from a CYC volunteer.

"Community Development, briefly and simplistically, believes in actually giving power to the people. It believes that, given power over their own existence, people are capable of reaching the right decision for themselves; in fact, that whatever decisions they do reach are the right decisions, no matter what the social worker or welfare officer or Indian Agent may personally think of them. The good Community Development officer's only role is to act as a catalyst in giving back this basic decision-making right and power to those groups who have been deprived of it - and deprived of it for so long that they may need a little push to realize it

is their right and power. Successful Community Development can mean the formation of a militant citizens' organization in an urban poor ghetto, where residents fight against being shoved around by city politicians; or the decision of an Indian band on a reservation to develop its own economy according to its own interests, instead of being retrained for technical jobs or subsisting on government hand-outs. Whatever form it takes, it is almost by definition sure to produce conflict with the Establishment." 15

This description definitely suggests an oppressed class (the citizenry) and an oppressor (the establishment). Conflict is regarded as inevitable. Alan Clarke would reject this concept. To him, citizen involvement need not mean citizen usurpation of power, and there is indeed no "enemy" and hence no need for militancy. To suggest that citizens make more effective use of their rights as citizens in planning their community patterns and values is not to suggest that this must be done by confrontation.

On the other hand, government established attempts at c.d. which work through a government agency can easily become paternalistic, and even when this is an unjust criticism, it is often hard for government agencies to gain the confidence of citizen groups. This is particularly true if the citizen groups are from the lower economic echelons, who have grown up on the notion that they are being 'screwed' by the government. Indeed, c.d., when practised with the wrong intent by the wrong people can become extremely destructive and manipulative of the poor.

15. Daly, Margaret, The Revolution Game, Newpress, Toronto, 1970, p. 16.

Take for instance, the observation of Joan Newman of the CYC when she attended a c.d. conference sponsored by the government, and attended by deputy ministers and c.d. experts from the various provincial governments.

"I was very conscious of being the youngest and most inexperienced person there, and quite awestruck with the importance of these people. Then they started shooting all this fantastic crap! How to manipulate some Indians in Manitoba into doing what they wanted them to do; how to build some factory in New Brunswick and get the local people to accept it, and so on. I just remember jumping up and shouting what a perversion the whole thing was of c.d. and how they didn't know what they were talking about. C.d. was supposed to activate the grass roots so they could articulate and demand what they wanted from government, not be used by government to make the grass roots do something the government wanted. I guess I really gave it to them. After I was finished there was shocked utter silence for about forty seconds, and then they went back to discussing whatever they'd been discussing before I interrupted." 16

Mr. Clarke emphasized that he is not altogether pleased with the "left-right continuum" of community development. He feels it is a valid concept but only up to a point. He states that there are two basic determinants of a community developers role - (1) the kind of base he has (i.e. who he works for, and (2) the kind of situation in which he finds himself.

To regard the CYC, for instance, as far to the left is too rigid, since there were some very "straight" CYC projects, depending on what community was involved. Also, to view provincial government programs as conservative is not always true. A provincial government program, Mr. Clarke emphasizes,

given the right situation, could opt for fairly radical policies. The main point to Mr. Clarke is that the community developer "must respond to where the people in the community are". This may even mean using a radical technique occasionally in a basically conservative community.

Mr. Clarke feels that shifts in social values and patterns have taken place in the last several decades, and that these shifts have definite implications for c.d. For instance, the problem of Gloucester North is, in effect, the problem of "suburbia". However, Mr. Clarke says he avoided the whole "suburbia" issue, since "if we had gotten into that, we'd still be talking. It helps by being specific; instead of getting trapped by the major issue of suburbia, you concentrate on specifics - such as the need for better transportation, and the need for a community core. To have dealt with the question of suburban malaise per se would have prevented issues from being clearly seen. We had to pull them loose from the larger question."

Mr. Clarke stresses the necessity of having a team of community developers, and the need for both sexes on that team. He points out that he won't work in a community without a girl as a member of the team. This is where the students can come into the picture. There have also been examples of successful husband and wife teams of community developers. "If you go in alone you can get slaughtered." says Mr. Clarke.

Mr. Clarke comments on the "tremendous hostility of the suburban housewife". This is caused partly by her being trapped in the community all day, and her knowledge of husbands who carry on "the affair" during business hours and during lunch hours.

"I always sit in front of the picture window.", he remarks. "It's not really being on the defensive. It's just that in c.d. work you are seeking to be understood by the community. In order to do this, you must appear to be pure."

William Whyte seems to have picked up the same undercurrents in his research on suburbia.

"One of the occupational hazards of interviewing is the causing of talk, and I am afraid my presence seriously embarrassed some housewives in several suburbs. In one of the instances I later learned about, a husband arrived home to be greeted by a phone call. "You don't know who I am," a woman's voice announced, "but there's something you ought to know. A man stopped by your house this afternoon and was with your wife three hours." This was malicious, but not all such gossip is. Unless he is a delivery man or doctor or such the man who enters suburbia during the day can make the female group feel that here comes trouble, and their protective instincts come to the fore - stroll by a bunch of wives kaffeeklatching on a lawn and you will feel very forcefully their inquiry." 17

17. Whyte, William H., Jr., The Organization Man, Doubleday Anchor Books, Doubleday & Company, Inc., Garden City, N.Y., 1957, p. 394.

Chapter 4
Participants' View of the Self Study

The preceding chapter has dealt with the role of the consultant and his perceptions of community development. Now, what of the community participants in the c.d. process? In order to assess the impressions of citizens actually involved, the essayist undertook a series of interviews with a cross section of Gloucester North self study participants and sent a questionnaire to all participants, the results of which will be dealt with in Chapter 5. In selecting the people to interview there was an attempt to secure a balance along the following lines - both women and men participants; a teenager; an outside observer; a man who had been active in the process since the early recruiting stages; a man who is largely responsible for carrying the process into its post-study stages; an elected representative who serves in an important capacity on Gloucester Council. What was sought, primarily, from these participants in the interviews was to gain their assessment of the utility of the c.d. process as undertaken in Gloucester North, their criticisms and their ideas for improvement.

One complaint about the Gloucester North Community Self Study was its lack of support by the young people of the community - i.e. the teenagers. The contact who could be expected to know about this was Miss Roisin Hanlon, a 17 year old Grade 12 student at Colonel By Secondary School in Gloucester, who had been a member of the self study's Social

Services group. She pointed to apathy among the teenagers, indicating that the twenty or so teenagers who had begun the study dwindled to fewer than ten who continued.

There were over ninety people who began the self study in January and approximately fifty who stayed with it throughout. However, no sub-group fell off so sharply as did the teenager. Miss Hanlon feels that at least one third of the study group participants should be youth, and that an assembly in the high school devoted to c.d., what it is, how it works, and perhaps addressed by an active c.d. leader such as Alan Clarke would be beneficial in drawing youth support. As it was, some teenagers felt they would be looked upon as "goody goodies" if they became active in such an endeavor.

What we are really talking about, then, is relevance, and how to make community organization attractive to young people. Miss Hanlon felt that the boys in particular didn't like asking questions as was required in the early investigatory stages of the study. She did feel, however, that the problem was owing more to laziness than to the pressure of other activities. One important aspect of participation that can't be overlooked is the fact that most adults in the study were homeowners, and thus interested in the process from a practical point of view. The study is in many ways not as relevant to teenagers as they know that they will be leaving the community in all probability within a few years. Miss Hanlon felt that every effort should have been made to make sure that there were at least two teenagers in each study group. Without the solidarity

of having another teenager in the group there is a great likelihood of an isolated teenager dropping out.

Miss Hanlon feels that there are definite reasons why youth should get involved in c.d., that there are indeed youth problems that are separate from problems of the larger community. One problem, of course, is lack of public transportation. The problem affects housewives as well, but perhaps no one feels more the lack of transportation than does the teenager. At least the housewife is able to make use of special Minto and Campeau buses to the St. Laurent Shopping Centre, leaving at 9, 10 and 11 a.m. and 1, 2, 3 and 4 p.m. However, these buses do not run in the evenings or on the weekends, times of most value to the teenager. Therefore, the young person is made to feel extremely dependent on adults in the family, who can easily become more useful as a taxi driver than as a parent.

Another problem is caused by the lack of meeting places in the community for teenagers to congregate. Miss Hanlon said the need for such a centre is great in Beacon Hill South and in Blackburn Hamlet. Blackburn Hamlet did have a coffee shop, but had to close their youth facilities because parents would not chaperone.

The problems faced by teeners in Gloucester North are probably common to teeners in other suburban communities. In effect, the community was not designed for them. Shopping centres were planned for car owning adults, and in accord with property owners' preferences are kept away from residential areas.

Often, as in Gloucester North, there is no theatre in the community to serve the needs of teenagers. In the case of Gloucester North the closest theatre is in the St. Laurent Shopping Centre several miles away, within the city limits of Ottawa. Miss Hanlon pointed out that the idea of a youth centre arose in the Social Services group, of which she was a member. For the idea to be effectively put forward, however, would probably require greater student interest in the self study itself.

Miss Hanlon sees the study as having been personally beneficial. She points to having gained more adult friends; she feels that the adults really appreciated the teenagers who stayed on, and this helped to bridge the generation gap. She admits, however, that most teenagers probably don't know what a self study is. She admits to not really talking much about it to friends at school. Finally, she doesn't think of the community self study in terms of political action.

She refers to several specific achievements arising from the study. The dial-a-bus system put forward by the Transportation Committee, while not being put into effect in Gloucester North as yet, has caused a great deal of study and interest in transportation problems, and has been dealt with at two levels of government. An exercise program for house bound housewives has been started and will continue this winter.

Miss Hanlon had nothing but praise for Alan Clarke - she saw him as preventing chaos by providing the needed leadership. She also found the Algonquin student assigned to her group helpful,

but perhaps the minimal role of these students referred to before is indicated by the fact that she could not remember his name (five months after the end of the study). As to the format of the study, she is of the opinion that the two week spacing between meetings was good, allowing one time in which to undertake whatever assignment was being done.

She does not see the study as having led to "total community thinking". She feels that most people in the study are still neighborhood oriented. The community itself she sees as rather amorphous. "While it has no identity with Ottawa, it's not really established as a place on its own." Psychologically, however, Roisin does identify with the community. When asked how she would react to strong criticism of the community by outsiders, she responded on an emotional level, which does at least show that community awareness is alive for her.

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Ken Steele, a member of the recruiting committee and a key person throughout the study talked about a wide variety of subjects, ranging from recruitment to community leadership. Mr. Steele, an engineer with the National Research Council, is a resident of Rothwell Heights, one of the older subdivisions characterized by its large lots and its seemingly country setting although it is within walking distance of the National Research Council on Montreal Road. First we talked about the use made of the political and economic leadership in the community during the recruiting stage. Part of the recruiting process was to send letters to all local boards, the municipal council, the

library board, the school boards, the Community Centre Board, the trustees of Orleans, and the Planning Board of the Gloucester Community Council. These letters informed them that the study was to take place and invited them to send representatives either as participants or observers. The National Capital Commission and the four major developers of the area, Campeau, Minto, Costain and Schenkman were also invited. An example of the type of response engendered in this context can be seen by the fact that the Deputy Reeve and one councillor attended as observers; the National Capital Commission sent an observer; all developers sent representatives; one trustee of the school board attended virtually all sessions as a participant.

One disappointment was the lack of interest shown by the Separate School Board and the Francophone Community. Despite the fact that there were two or three Francophones active in the recruiting committee, only two or three participants were drawn from Orleans, while by population this group should have made up one quarter of the number of participants. The independent observer interviewed, who asked that his name not be used, felt that this may have been because Orleans was not included in the initial stages of the study but was brought in subsequently on the recommendation of the College.

When questioned about the use of the "power structure", Mr. Steele stated that political power in Gloucester North seems to reside in the community associations. The independent observer also mentioned that Gloucester North is perhaps an

atypical suburban community in that it has extremely strong and organized community associations. He pointed out, for instance, that Beacon Hill North and Beacon Hill South have their own association and subassociations. Since these local groups do much in the field of interviews, surveys and petitions, the residents were not unfamiliar with this type of activity. Indeed, a number of people in the study were also actively involved in their own community associations. The observer estimated that ten to fifteen percent of the people involved in the self study regarded participation almost as an avocation. Mr. Steele indicated, however, that while some people active in the study had had association with community affairs for some time, others had not. Indeed, some participants were recent arrivals in Beacon Hill and Blackburn Hamlet.

Mr. Steele refers to Gloucester North as a homogeneous community. Until the last year or so, Gloucester North has been made up of predominantly single family housing. This is changing, however, with the advent of rent-to-income condominiums. Mr. Steele points out that although advertising of the self study went to the renters as well as the home owners, none of the former participated in the study. He did not think that a feeling of transiency in the community accounted for their non-participation. He pointed to the example of Cardinal Heights, with its high transiency rate owing to the large number of armed services people. "Many of the most active people have the feeling that they won't be here two years from now," he remarked. "If it's your own home and you're paying for it

you have more of an interest in the area than if you are renting."

Mr. Steele feels there was not a good spread of age groups and found the loss of young people unfortunate. He referred to the teenagers as the "true transients" of the community. He had praise for those teenagers who did stay with the study. He feels that basically to sit down and work for solutions to problems wouldn't appeal to most teenagers, but that those who stayed benefitted. "They realized that they wouldn't get Utopia at the end of the session." he remarked.

The teenage informant, Roisin Hanlon, had not regarded the self study in a political sense. Mr. Steele confirmed that the self study didn't attract in the party sense. He thought it curious that the NDP in particular did not become involved. "One would have thought that it would be the type of community action program which would appeal to them." he mused.

Mr. Steele sees the self study as an attempt to cut through apathy. In many areas there is simply no organization that is willing to take a relatively broad view of community life. Community associations are primarily local bodies, many of which do not look far beyond their boundaries. Some of these associations, as for example, the Rothwell Heights Community Association are primarily property owners' associations. In the newer areas social functions are apt to play a more important role and attempt to take responsibility for everything, recreation

as well as property. Indeed, in some community associations recreation becomes a fixation, excluding all other subject areas.

"The self study broadened the horizon of what we are looking at. Community associations are not frivolous, but they are narrow minded; they do have boundaries. A community self study, by attempting to focus on many problems, can serve in an educative role, allowing community associations to see the broad spectrum of needs in the community."

Mr. Steele feels that there is a strong psychological identity with the locality, particularly in older areas. He regards horizontal ties in the community as strong. He says the thought of annexation is a horrifying thought to Gloucester residents, despite the fact that in terms of services, they are dependent on city services.

What did Mr. Steele think of the American model of community development previously described in which self study meetings took place every week for six or seven months? He said such an arrangement seems almost permanent. He feels that climatic conditions in Ottawa make this approach not too feasible. Also, with the Algonquin approach, whereby the community people are to do the "digging" for information themselves, there is need for sufficient time between sessions for this digging to take place. He is aware, however, of the need for more interaction among the various groups engaged in the self study.

While the plenary sessions were designed to provide this interaction, he found that they were not all that useful in getting information from group to group. The answer? "Possibly one person from each group could go to a meeting in between regular meetings. This might be useful. Perhaps part of an evening could be spent talking to each other about what they were planning to do."

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Mr. and Mrs. Robert Boxwell of Beacon Hill North had interesting, incisive comments on the self study. Mr. Boxwell, Township Engineer of the Corporation of Gloucester, did not take part in any one group but drifted from one to another throughout the study. Mrs. Boxwell, an energetic mother of five with Women's Liberation proclivities, took part in the Social Services group.

Mr. and Mrs. Boxwell are both basically sympathetic to the self study but see several faults. Mrs. Boxwell points out that the study lost about 50% of its participants in the first three sessions. She feels that there was essentially a lack of information, resulting in people at first not really seeming to know what they were doing. The identification of problems seemed to take a long time to crystallize. She indicates that there were two or three preliminary meetings but few attended.

"Most people didn't know it would take so much work between sessions; they expected classroom education. A long term study might have been more useful. After all, chasing up officials can be very time consuming.

Two weeks really doesn't provide much time for this. Also many people needed a slow assimilation period. Twelve weeks would have been better, as by the sixth week many were just grasping what they were doing. Really, in the first three sessions, they were just getting warmed up."

Both Mr. and Mrs. Boxwell felt that the two week spacing between general sessions was excellent and that Sunday was a good time.

What specific achievements do they see thus far as having come from the self study? Mrs. Boxwell points to the success of the women's group set up by Mrs. Lee Chong of the Social Services committee. She feels, too, that the Council has been influenced to some extent in that it now knows what problems the people are interested in. She feels also that the Transportation study group, led by Mrs. Betty Stewart, with the Dial-a-bus plan has been an achievement of sorts. Even though the plan has not been carried out, the research into it has been comprehensive and has influenced thinking. Mrs. Stewart has received a great deal of radio publicity on the plan and has done a good job in interviews. She feels, too, that the study has brought forward possible candidates for municipal elections. Finally, she feels that the self study has led to a greater awareness of growth in Gloucester. (growth rate of 18% per year in Gloucester).

Mr. Boxwell feels that the self study made a more mature community spirit.

"One accomplishment", he says, "is that for the first time groups, that is, members of community associations, joined together. Secondly, there was an indirect influence on the township. To do community work effectively, one must get officials and the elected people involved. At first, letters about the Self

Study were sent to Council. This was followed up by a direct invitation and explanation to Council by Ken Steele. The result was that two Council members came. Ken made it easy for community officials to enter. Also, by getting developers interested, he covered a good range. Usually, decision making is done by minority groups as the developers. But, with the advent of the Self Study, some decisions came in the back door so to speak, in that the developers saw what the community wanted. Another thing - people began to see the problems of officials too. People began to see how things are done and discovered that what can be done is not always easy."

Mr. Boxwell feels that the advent of a professional planner on the Gloucester Township staff came out of the study.

"Council will listen to a group," he explains, "whereas an individual can hammer away at a topic and get nowhere. Definitely, the Self Study made it easier for a planner to come on staff. You see, the rumblings from the Self Study participants got to Council. The Council is more receptive to ideas coming from an organized grassroots movement than if they just came from staff. Mind you, no politician would probably admit that a planner is on the staff because of the study, but we know that this would have been long coming about without the study."

Mrs. Boxwell has mixed feelings about the Social Services group, of which she was a part. She complains that the Social Services group was always called upon last to present its report. Compounded to this problem was the fact that the committee was made up entirely of women, and this tended to give the group lesser status owing to their relative inexperience.

"More women seem to care about this," she says, in explaining why the group was made up entirely of women. "Two men came the first time but they never came back. Sixteen people came to the first session and zeroed in on what social services are. I think it means more than simply voluntary organizations and the retarded children's association. Health services and community structures should have come in here. I would like to hear more about what voluntary services could be brought forward."

"Really, what it amounts to," interjects Mr. Boxwell "is that all the problems come back to social ones.

"I think the reports should be presented in a different order each time; the last seems least important and everyone gets tired by the time it comes along. There is no doubt that the first couple of reports get the most attention.

"Really though, my main criticism of the reports", he continues, "is that they are not integrated. There is just a collection of separate reports, rather than an integrated report showing common ground. For instance, it seems to me that one point of integration is the question of a community core. Whether the committee was social services, planning, transportation, communications or recreation, this one central problem remained common to all - the lack of a central core, a place where everyone could congregate for recreation, communication or services. This could have come out of the study, and then have been banged away at by planning board and council, but it didn't."

Did he expect that an integrated report might come from the Continuing Committee which took over when the official self study came to an end?

"Maybe this will come out of the Continuing Committee's work," he admitted, "but if we don't strike when the iron is hot, we've lost the opportunity. A time lag can be lethal in this sort of thing. It would have had more impact if they had immediately followed up. The question is, if you report a year later will it be effective?"

What long term benefits did the Boxwells see as coming from the self study?

"I think it has created a realization of the need for better planning," says Mrs. Boxwell. "What I mean is that people come first, and there is the need to consider the needs of human beings. This has not always been done. This is why I feel that the social services group, which deals so much with the needs of people, should have been the focal point."

"The planning of a physical town should be centred upon social objectives, not sewers and roads," added Mr. Boxwell. "The community core idea is imperative in that it is seeking something different from suburbia. It is something concerned with the long term effect of the impact of suburbia upon residents. What it amounts to is that a community needs more than nice houses. When you have street upon street of pleasant suburban homes but no community core, what you really have is a body without a heart."

"I've just thought of another long term benefit of the study," stated Mrs. Boxwell. "The sharing of facilities was becoming a problem. People were getting hang-ups about jurisdiction - for instance, the use of the Gloucester swimming pool by the schools. By the end of the third session the Recreation Committee had worked out this problem in consultation with the School Board, the Community Centres Board and the Township Council. It was through the self study that the vital need of sharing facilities was actually acted upon; it had just been talked about before."

Both Mr. and Mrs. Boxwell feel that the self study was, in perspective, very worthwhile. Both feel, however, that in the end it became over-professional - i.e. there were professional joiners. They feel, however, that several beneficial changes could be made in the self study technique. For instance, they suggest that plenary sessions should have time limits on speaking to prevent two or three people from monopolizing the time. The question and answer period could be cut to ten minutes per person. They see the problem of time monopolization as being caused by "committed people with special hang-ups", but do not see this as being advantageous to the over all study.

Mrs. Boxwell says that Alan Clarke should have made more effort to cut off over-lengthy discussion.

"I know that Algonquin's aim was to provide a neutral chairman, and Alan was really trying to be fair. His approach, basically, was that this is our community, and that he will tell us how to organize, but will bend over backwards not to lead us. This is fine, in theory, but I feel there were times when he should have led the group more."

Mrs. Boxwell suggests, too, that having a plenary session first before going into task groups might be helpful. As it was, it was the responsibility of the Algonquin student to tell the group the plan for that session. Mr. Boxwell thinks that this information should have come from Alan Clarke.

Mr. Boxwell sees a different potential role for the plenary session than what was actually carried out in the Gloucester North Self Study. He explains it this way.

"In the plenary session, the emphasis was on individual groups from beginning to end, with each giving their separate report. What could be done is that after each group gives its report, someone like Alan, as an observer, should try to see similarities and suggest what the common ground is. When common ground is established, then several groups could come together to discuss it. In this way, everyone would realize that basically we are all part of one group. I'm afraid this wasn't stressed at all."

Mr. Boxwell thinks that there was a poor mix of professional people involved in the study. There was the need for doctors, social workers and lawyers.

"Fulfilling this need should be exercised with caution though. Sometimes specialists intimidate the laymen. Take a lawyer, for instance; if he shows the pitfalls of anything that's suggested, this can have a deadening effect. If, on the other hand, you want to break the law, get a lawyer. We came up against legal problems, for instance, in our efforts to establish casual day care centres in homes. If a lawyer were involved in the self study because he felt motivated through a need for change, he would probably be good. But if he is there just for balance, we'd probably be better off without him.

"There is, of course, the idea of a float of consultants going from group to group. In North American society we seem to have a hang-up about specialists. It's not really the professional planner who should have the decision making power."

"The problem is compounded," says Mrs. Boxwell, perhaps thinking of her husband, "when a person is a specialist and also a community member."

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Mr. Jack McGuinty, the Chairman of the Continuing Committee of the Gloucester North Self Study, was interviewed one August evening. He stated that committees for Finance and Arrangements have been established with a view to convening a forum in late October. The forum would hopefully indicate ways of propelling community action into the future even though the main thrust of action ended with the study sessions. The continuing committee is made up of members of the self study plus representatives of the community associations, some of whom were not active in the study.

What did Mr. McGuinty see as the main achievements of the Gloucester North Self Study? Even though no reference had been made to the Boxwells' observations, he immediately focussed on one of Mr. Boxwell's points.

"In the political field, the fact that the study was going on has made the township administration react to our suggestions. We now have a full time planner. Emphasis on land use in the study was probably instrumental in their hiring of this planner. Also, in the recreation field, they had no intention of hiring a recreation director. Now, the township has hired a man for this purpose.

"There has been yet another area of reaction," Mr. McGuinty continued. "A consultant was hired by the township to study the effect of multiple housing on the township. His original terms of reference primarily dealt with the effect of multiple housing on the township, but his terms of reference were broadened to include administration itself. With the new terms of reference, the consultant was to come up with recommendations as to how the administration of the township could be improved. I see this as coming out of reaction to the Political Structures committee of the self study."

"Another achievement of the study," he continued, "is in the communications field. In Blackburn Hamlet an information bulletin has come out and this is a forerunner for a bulletin for all Gloucester North. Council has agreed to give some financial support to the bulletin. In Blackburn Hamlet, the bulletin is being distributed through the Blackburn Community Association. It is primarily of interest to newcomers who don't know the community - any new person will get it, and any prospective buyer at the Costain Sales office."

"In some ways we can only talk of the self study as probably influencing Council and the public. For instance, more money is now being spent on parklands. It was in the planning stage but we may have pushed this ahead more quickly. I think that the work of the Land Use committee did influence the Planning Board. Also, I feel that the study heightened general interest in community affairs. Some people, for instance, had no interest in community associations but now are interested. The newspaper media, particularly local such as The Guardian have filtered down ideas from the self study to the general public. I think it has generated some general interest."

Mr. McGuinty then commented on the teenage role in the self study.

"They were pretty hot on the idea at first. Some were on the recruiting committee and they were going to swamp us with teenagers - but they dropped out. Many may have felt that their parents as ratepayers can impose some influence that they themselves could not. In a sense, they seemed bored by it."

They could have had a committee on youth; on their own volition they decided to split among the other committees. As to attracting teenagers initially, we did all we could. They posted notices at school and said they thought they'd have one hundred and forty teenagers. We ended up with twenty, and then dwindled to four or five. Really, I can't think of anything more that could have been done. The Head Girl at Gloucester and Colonel By did a ten or fifteen minute talk about it at the school assembly."

Mr. McGuinty has ideas on how to improve the format of the self study. He too favors imposing a time limit on individuals during the self study. Also, he feels that there could have been more committees - for instance, a specific committee on the school system and one on taxation.

Does Mr. McGuinty feel there is a correlation between the self study and politics? "Yes," he replies "Several people involved in the study are now more deeply involved and will possibly enter the political field."

What does Mr. McGuinty think of the self study as an agent of "grassroots democracy"?

"I think it has been instrumental in making the general public aware of the community, and this is the first step in any grassroots movement. I think it has been very effective this way. I think that most people in the community are aware of at least some facets of the study."

Mr. McGuinty expresses concern over the under-representation of French Canadians in the self study. He points out that 25% of the community's population is French Canadian.

"In the first two meetings we tried to adhere to bilingualism," he reflects, "but everyone talked English. We went out of our way to try to get them to participate. We had indications that we would have five or six participants from Orleans but finally there were only two, then one.

"Also, we failed to attract the renters, although there were over 1,000 rental units in the community. It was almost completely a home owners' study. Class wise I suppose you'd classify most of them as middle-middle-class."

What does Mr. McGuinty think of Mr. Boxwell's ideas on integrating the reports? He feels that this integration should be done by the Continuing Committee; that it is definitely not compatible with Algonquin's role.

"This would put Algonquin in a dicey situation. They can provide the tools but they can't draw the conclusions. This must come from the people living in the area. The minute the College personnel start drawing conclusions for the community, this will get people's backs up."

The essayist asks Mr. McGuinty his views on the social action - social protest model of community development. Does he believe in crisis precipitation, for instance?

"No, I can think of an example of a brief being presented to Council in a way that was almost a protest. Really, they just killed themselves immediately. If it had been handled in another way, they would have gotten a different response. Perhaps in a poorer community where there is a greater gap between Council and the people social protest might work. But starting with action rather than discussion wouldn't work here. We found discussions very fruitful, especially in committees such as Land Use, Recreation and Administration. We could see the possibility of something being done, and secured good feedback from the Township Government. I think that having politicians like Messrs. Macquarrie and Owens present was helpful. They would enter a group upon request."

Asked about the Structure of the Continuing Committee, Mr. McGuinty stated that it is made up of twelve members. The Continuing Committee was formed at Session Six, with its

Chairman being elected by the whole group. The twelve members represent each of the six study groups, plus a member from each community association. From the end of March when the study ended to August when Mr. McGuinty was interviewed the continuing committee had had three meetings. Besides planning the forum, they had to decide whether or not to go ahead with the idea of a survey.

The survey could gather statistical material, and find out requirements for recreation and land use. Mr. McGuinty says, "Actually this survey should have been done early in the study. It is rather questionable whether it is useful now." This view can be contrasted to a comment by Mrs. Boxwell, "In order to plan needed social services, we need a survey as to what exactly is required. For instance, we need to know how many elderly there are in the community, how many shut-ins etc." Obviously, there is not total agreement among self study participants about the need of a survey.

How effective did Mr. McGuinty find the observers who took part in the self study? He indicated that the observers from the developers participated actively (Campeau, Minto, Costain, Schenkman). The NCC sent a liaison officer but he didn't take an active part.

"We tried to involve him by asking him questions but he wouldn't take an individual stand, although he would find out an answer if we presented specific problems. He was useful in a way, as he arranged for the General Manager of the NCC to come out and talk. Mr. Diceman, Chairman of the Planning Board and Mr. Boxwell, also of the Planning Board were very useful as interested observers."

In response to a question about the financial position of the self study, he stated that the total bill came to \$493.00. There was no rental of the high school; the expenses generally covered the cost of the coordinator (consultant) and staff and \$193.00 which was spent on printing. It should be recalled that every participant in the self study paid \$5.00 upon registration. The community associations will split this bill.

Could community associations have engineered and carried out the self study by themselves? Mr. McGuinty thinks that community associations "as a group" could have done it, but points out that in community associations it is nevertheless difficult to find someone with the relevant qualities required to head up the study. And what are those qualities necessary in a consultant? Mr. McGuinty thinks the following:

"He needs a good knowledge of civic affairs, but, perhaps even more important, experience in handling people. Remember in a self study you have perhaps one hundred people from diversified disciplines and backgrounds, and you have to be able to coordinate them. One quality the consultant must have is detachment. He must be able to maintain a distance from people; otherwise, personal friendships and contacts are set up which alienate other people. Alan Clarke was excellent in maintaining this necessary detachment. I think perhaps his assistant, Pierre Gauthier, got too close to individuals."

Mr. McGuinty's comments on the consultant's qualities are interesting since they are in accord with Saul Alinsky's view of the organizer.

"In order to be part of all, you must be part of none. In dealing with the innumerable rivalries, fears, jealousies and suspicions within a community, the organizer will discover that not only must his own moral standing and behaviour be impeccable, but that he cannot enjoy the confidence even to a limited degree of all other groups as long as he is personally identified with one or two of the community agencies." 1

* * * * *

Deputy Reeve Macquarrie participated in a telephone interview after the end of the self study and subsequent to the Goals for Gloucester forum in November. The essayist had previously submitted to him nine questions for his consideration and the phone conversation brought forth answers to these questions.

Question One: "Do you see the Gloucester North Self Study as primarily successful or unsuccessful?"

Mr. Macquarrie answered that he regarded the study as primarily successful, although larger participation would have made it more so. He expressed disappointment with the extent of participation. He attributed the poor turn-out to either contentment with the status quo or apathy.

Question Two: "What do you see as the main accomplishments of the self study?"

He considered greater community awareness as the main accomplishment. "It made members of the community at large aware of community problems and problems of local government. Its main accomplishment was informative. An informed electorate

1. Hunter, David A., The Slums, Challenge and Response, The Free Press, N.Y., 1964, p. 165.

is a very essential ingredient to the successful operation of government."

Question Three: "Did you, as a politician, benefit from the self study? i.e. did it help you identify and respond to felt needs?"

"It didn't really identify any needs but it did emphasize needs. Some needs had been identified before the study started. For example, there was the problem created by the influx of multiple housing. We had recognized the need for more open space, which turned out to be one of the highlights of the zoning workshop. We had already recognized the need for a fresh look at our organizational and administrative setup, also recommended by the study. So, many problem areas covered in the workshops had already been identified. This was also true in the field of recreation.

"It is possible, however, that the self study affected the timing of some of the Council's responses. For instance, the acquisition of more open space was called for in official plans. But the self study probably caused us to react more quickly, for example, when we picked up five acres in Beacon Hill North."

Question Four: "Did you take any actions that were specifically influenced by the self study?"

"Well, there was the creation of a Social Goals Advisory Committee. The terms of reference for that will probably be close to Mr. Steele's outline."

Question Five: "Did the study bring you closer to community leaders? Do you feel that it identified new community leaders?"

"No, I don't think so. We always had a good relationship with community leaders. Of course, there are many different components of a community leader. For example, people active in church groups weren't in the self study, and they are, in a sense, community leaders. Also, some active in the community associations and in recreation weren't in the self study.

"Many of the participants of the self study were dedicated and were indubitably community leaders, but they would have been community leaders anyway, even without the self study. A self study like this gets the odd person involved out of a sense of interest, but he doesn't necessarily have leadership qualities. You do get the professional do-gooders and the axe-to-grind types. The study gives them a chance to contribute. It's as good as an enema - there's really some therapeutic value to it. These types are, of course a minority."

Question Six: "Did the self study make your job easier or harder to carry out?"

"If anything it made it easier, dependent on the extent to which participants became informed of what is going on. They learned the role of municipal councillor and the regional authorities and came to a realization of the ways in which their role is circumscribed. This is important, because if the other fellow understands the job you have to do and the circumstances surrounding it, this makes your job easier."

Question Seven: "What kinds of community do you feel would benefit most from a self study?"

"The concept of community is difficult to define. We must keep in mind that the Gloucester North Self Study focused on one section of a big municipality. The study emphasized some of the problems of that area; some of these problems would be general in the municipality. While we realize that there are distinct neighborhoods, we, as elected representatives, like to look at it as one community.

"The type of community which would benefit most from a self study would be one definable by natural or geographic boundaries. The self study didn't take in the whole community. Part of the City of Ottawa is included in the idea of community as far as church work and that sort of thing are concerned. A community which is definable as such would benefit most. Rather than look at our north-east corner, we could define community as everything east of Blair Road and north of the Queensway. An area like Manotick which is a community in four municipalities would benefit. Also, a town like Kemptville, because it is a distinct unit and can be identified as such. It has little interaction with adjacent areas.

"I don't think the class question is really relevant although it is probably helpful to have a variety of classes. A self study should give people an opportunity to know other types - it would help people to know that citizens of other classes have aspirations and desires similar to their own. A solid middle class isn't a good thing; the people get isolated into their own private preserves and can't see beyond the end of their noses. They tend to have no appreciation of people more or less affluent than themselves."

Question Eight: "In your view, how effective is a community self study as an example of grassroots democracy?"

"I think it depends on the degree of participation. I wouldn't take the self study here, though valuable, as an example of grassroots democracy because of the general lack of participation. It took about three hundred people out of a population range of ten to twelve thousand. This is just the nature of people by and large. Unless people feel poorly done by they are pretty apathetic."

"People say that things aren't good in Gloucester because there were those who felt it necessary to have a self study, but I think it was a good exercise. It showed that Gloucester was a healthy community where people could look at themselves and where people could participate."

Question Nine: "Do you see the Social Goals Advisory Committee idea suggested at the public forum as useful?"

"Social needs are often difficult to identify. The planning process is continually developing. You can plan physically, that is, you can plan major roads, parks, schools, and services like sewers and water. Then you also plan financially the mix of development you want."

"But once people are in a community it starts to evolve from being just a group of houses and becomes neighborhoods. Then the need for social planning comes in. We must recognize that one neighborhood's needs vary from others. This shows clearly in the area of recreation. One community might be planning for a swimming pool, whereas another community may feel there is a higher priority for tennis courts. Day care is another example. Some areas need day care centres now, but there might not be this kind of need in ten years time. It is hard

for planners to predict this sort of thing until the people are actually there. It is in problems like these that Social Goals Advisory Committees will be of tremendous assistance."

Chapter Five

In June, 1971, the essayist sent out ninety copies of a questionnaire to all the original participants of the Gloucester North Self Study. (See Appendix E.) The letter accompanying the questionnaire explained that the questionnaire statements were taken from responses gained in the "Tabulation of Data from the Questionnaires Regarding the Community Self Study Projects". This refers to a blue booklet prepared by Algonquin College Community Development Personnel. Some of the statements given for an "Agree" or "Disagree" answer in the essayist's questionnaire are responses listed in the blue booklet from self study participants in Almonte, Pembroke and South East Ottawa, as well as Gloucester North.

The letter states, "This is an attempt to find out whether you agree or disagree with what some other respondents have felt, and to partially assess the uniformity or lack of uniformity of the self study experience in the various geographical areas." The questionnaire sets forth 36 questions demanding an Agree or Disagree response, and in addition, asks 3 questions requiring an essay type answer. These three questions are: (1) What is a community?

(2) Did your concept of community change as a result of the self study? In what way?

(3) How would you assess the utility of a community doing a self study without the assistance of a community college? Is it, in your opinion, decidedly better with the help of a community college, or do you think that it would have taken place in much the same way without the college?

Thirty-three answers to the questionnaire were returned, a response approaching 37% of the total sample. While this level of response may seem less than encouraging, it is probably a reasonable response when one considers that the questionnaire was sent out in late June, three months after the formal end of the self study, when momentum could be expected to have subsided to a large degree, and at a time when many suburban residents were planning or beginning their vacations.

The breakdown of most responses in the Agree-Disagree section was gratifying since the combined responses generally showed a very clear preference for one response or another, with very few showing an almost equally divided opinion. This has made analysis of the questionnaires much more fruitful than if opinions had tended to be almost equally divided on most questions. Many participants answered the general questions with several carefully thought out pages and most participants did sign their names, although this was not required.

The response to "What is a community?" emphasized greatly the fulfilling of an individual's needs in a geographic area. Here are five typical responses.

"A community is a given area which shares common interests in its needs and its people. A community of one need and a community of another do not necessarily share common boundaries." 1

This definition is good in that it recognizes the fluidity of community and the difficulty in seeing it in definite geographical limits.

1. Respondent No. 20, Questionnaire.

"A community is a quantity large enough to attain momentum by group action but not so large as to dissipate its energies by compromise and lack of cohesion." 2

The weakness of this definition is that it does not tell us a quantity of what? The strength of the definition lies in its recognition of the need for cohesion and group dynamics in viewing the community.

"A community is perhaps a geographical area containing people who are interested in the betterment of the quality of life within that area for all the residents. Thus, all have a feeling of positive unity and common objectives." 3

This view is interesting in that it shares the Jeffersonian idea of working for the betterment of all, rather than for self.

"A community is a physical entity involving the interaction between individual persons, persons and organizations, or among various organizations who usually reside in a defined geographic area." 4

This definition recognizes the complex interrelationships of people as individuals and as members of groups and their need to relate to others either formally or informally.

"A community is that area where most needs are attempted to be met - e.g. - social, educational, purchase of necessities (most things except work in our case.) 5

This definition recognizes the special circumstances of the dormitory community.

Of the 33 responses to the questionnaire 8 respondents had either failed to answer the question "What is a community?" (6) or had put down something so vague as to be uncategorizable (2).

2. Respondent Number 15, Questionnaire
3. Respondent Number 8, Questionnaire
4. Respondent Number 17, Questionnaire
5. Respondent Number 22, Questionnaire

This was one quarter of the sample. One quarter (8 responses) listed basically functional definitions of community, and one half (17 responses) listed structural definitions.

A definition was judged functional if it recognized that a community of one interest (i.e. function) was not necessarily coterminous with a community of another, as in Response Number 20, or if it deals with the necessity for satisfaction of differing needs (e.g. social, economic, political, historical, cultural) as partly suggested by Response Number 22.

One definition stated,

"A grouping of people who actively share common interests, social goals. Forgive me, but the enclosed sheet - particularly the T.S. Eliot quotation - contains my feelings about it." 6

The enclosed sheet, entitled simply Concept, was prepared by a self study leader for distribution at the self study. It began with a T. S. Eliot quote from THE ROCK.

"When the Stranger says: 'What is the meaning of this city? Do you huddle close together because you love each other?' What will you answer? 'We all dwell together To make money from each other'? or 'This is a community.'?"

Following the quotation was this observation.

"Many discussions have taken place both before and during the Study concerning the definition of a community. One quickly discovers there is no simple answer. Individually we live in many communities depending on where we go to work, where we go to school, where we attend church, and where and how we spend our leisure time. Community as a locale is a blurry, fuzzy concept to many of us when considered in these terms." 7

It goes on to suggest the need for common action by community associations and the need to review social goals in a manner acceptable to Council, Planning Board and residents alike.

6. Respondent Number 21, Questionnaire
7. Ibid.

Structural definitions dealt with community as basically "a group of people living in an area", "group of neighborhoods", or emphasized such factors as geography or shared facilities. One such structural definition defined community as "A group of neighborhoods having in common the same local Government, and hence certain facilities." ⁸

Structural definitions often dealt with the size of a community as in Response Number 15 (footnote 2). Even a definition like Response Number 17 (footnote 4) is structural, because although it deals with interaction between groups and individuals, it does not indicate that such interactions may take place in a functional, multi-operational context. As such, it is describing a community as a state of being, rather than as what it does.

During the discussion of community which took place at the early stages of the self study, when Algonquin's pre-study or "reconnaissance" questionnaire was distributed, this definition of community was provided. "Community is a place where decisions can be made and action implemented to provide resources." ⁹ At first glance, this definition seems rather sketchy and inadequate but there is more in it than first meets the eye. Actually, the definition gives the flexibility to provide for a whole multiplicity of functions, since the making of decisions, the implementation of action and the provision of resources can take place on a number of fronts - i.e. educational, cultural, social etc.

8. Respondent Number 29, Questionnaire

9. Reconnaissance, Stage 1, Questionnaire, Algonquin College Demonstration Project in Community Development

Some problems in seeing Gloucester North as a community are obvious in the following observation about Gloucester North which appeared in the Ottawa-Gloucester Guardian.

"This area doesn't really exist in any tangible way - no specific political or social structure or even any community spirit. It could have. But Gloucester North to the people who created the study was simply a piece of geography under one political administration and with various groups within it probably facing common problems.

The area chosen for the self study was bounded by Innis Road and the Third Line on the south, Ottawa River on the north, and from Blair Road east to include the village of Orleans.

There are at present 20,000 people living in this area. At least half of them didn't live here four years ago. They are mainly middle class, young families in single family, detached homes. There are few places of employment, few community services, but mounting expectations of action." 10

The second general question posed in the questionnaire was "Did your concept of community change as a result of the self study? In what way?" Slightly less than half of the respondents thought that their concept of community had changed as a result of the study and attempted to justify their answer in some way (15 responses). Slightly more than half felt that their concept had not changed as a result of the self study (12 responses) or had given no answer (4 responses). Total of 16 negative or nil responses.

Among those whose concept of community had changed as a result of the self study, two themes were prominent in several responses - one, that the self study had created a greater awareness of the complexity of problems and the

inter-relatedness of community facets, and two, a greater unity and increased concern about the community as a result of the self study. The first theme was highlighted in the following responses.

"I became aware of the complexity to achieve desired changes within the community." 11

"I was made more aware of shifts in balance of power with increasing urbanization in Gloucester North, which is not one community but many." 12

"A bit of reading clarified my notions of a more ideal type of community. In terms of being able to influence some deeper problems of planning, I'm more discouraged than before - everything is so complex and inter-relationships so hard to grasp. How does one unravel and where does one try to influence what?" 13

This latter response, besides suggesting the greater awareness of complexities displays frustration. To this person, greater knowledge of the community resulting in a changed concept has been more traumatic than elucidating.

Responses stressing the second theme - i.e. a greater unity and increased concern, are as follows:

"Yes, I definitely feel more concern for areas outside the core and beyond my own neighborhood." 14

"Yes, I am glad to see people united together more than was apparent." 15

"I saw beyond the borders of our development and saw us as a part of a larger area which is in turn an integral part of a city." 16

"Yes. Before I started in the self study I felt that whatever happened in the community wasn't important to me. Now I feel quite different." 17

- 11. Respondent Number 1, Questionnaire
- 12. Respondent Number 13, Questionnaire
- 13. Respondent Number 18, Questionnaire
- 14. Respondent Number 10, Questionnaire
- 15. Respondent Number 6, Questionnaire
- 16. Respondent Number 31, Questionnaire
- 17. Respondent Number 16, Questionnaire

Two of the most negative responses seemed really not to regard Gloucester North as a community at all.

"I feel that Gloucester North has not had time to think of itself as a community. Recent population increase and rapid development in some areas must account for this. It will take a lot of hard work to achieve this primary objective." 18

"I felt our community was 'lost'." 19 The past tense in this response would seem to indicate that the lost feeling was in pre-self study days. Nevertheless, if a person regards a community as "lost" surely his concept of that particular place as a community is hazy.

Other interesting viewpoints were expressed in miscellaneous answers.

"Yes. I tended to think of it in terms of fixed physical boundaries." 20

"I discovered that there are many hidden, untapped resources." 21

A similar thought is in this response.

"Yes, in that I realized we could be a community, and have great inside potential." 22

"From a rather fuzzy thought the community seems to me to be like a tribal lineage; it combines to meet problems as a group but sinks into feuding at other times. The study perhaps emphasized the first part of this and brought it home." 23

"Yes, my concept of community did change as a result of the self study in that I found out how little one really knows the people who live even as close as the next street. There is also a lack of facilities for people to get to know each other in Gloucester North." 24

- 18. Respondent Number 8, Questionnaire
- 19. Respondent Number 12, Questionnaire
- 20. Respondent Number 21, Questionnaire
- 21. Respondent Number 22, Questionnaire
- 22. Respondent Number 26, Questionnaire
- 23. Respondent Number 24, Questionnaire
- 24. Respondent Number 25, Questionnaire

In the chapter dealing with the consultant (Chapter 3) the last general question on the questionnaire is partially covered. "How would you assess the utility of a community doing a self study without the assistance of a community college? Is it, in your opinion, decidedly better with the help of a community college, or do you think it would have taken place in much the same way without the college?"

Five of the thirty three respondents did not answer this question, one respondent listed a "I don't know" answer, and the great majority, 27 respondents, praised the role of the community college. Two respondents only, along with their praise of the College, suggested that some other body might have been able to perform the same role.

"Experienced leadership and assistance is necessary. Whether it is drawn from a community college or elsewhere is immaterial." 25

"It could be done (by others) but experience from previous such studies certainly helps." 26

What did the respondents feel the College contributed to the self study? The community college provides:

- (1) knowledge of municipal interaction and group dynamics (Respondent 1)
- (2) experienced leadership (3)
- (3) direction, guidance and support (5)
- (4) information between sessions (5)
- (5) momentum to keep the ball rolling when things get difficult (9)
- (6) order in chaos (10)
- (7) perspective (11)

25. Respondent Number 30, Questionnaire

26. Respondent Number 15, Questionnaire

- (8) a necessary degree of detachment from the problems (13)
- (9) neutrality (17)
- (10) sanction, and pacing of the process (18)
- (11) initiative (19)
- (12) a catalyst, respectability, a steadying hand, the voice of common sense when needed, the guide, the know how, the help in many little ways which are very difficult for community groups (21)
- (13) stability, and an unbiased chairman (29)
- (14) methods of finding sources of information, methods of presenting material, people to approach (31)

Several responses dealt with the alternative of more localized leadership.

"Recommendations and changes brought about by the self study and changes in some people's thinking and ideas would not have received as much attention had the self study been more of a "local" nature." 27

"A referee was needed (an outsider) to take the control away from the community leaders and put it in the hands of the public." 28

This response indicates a feeling that there is not necessarily compatibility of interests between local leadership and the general public, and that the public somehow needs the assistance of an outside force to help them realize their potential.

One respondent indicated that there is "no way" that a community self study can be done without the assistance of the community college, and gives this comment on local potential.

27. Respondent Number 8, Questionnaire

28. Respondent Number 26, Questionnaire

"People have to be helped along. They have to be almost begged to get involved in community affairs. People are afraid to get their feet wet - they are afraid to offend. They leave it to the next guy - they say 'He's better than I.' Thus, the need for outside assistance." 29

The remainder of the questionnaire is comprised of 36 statements to be answered Agree or Disagree. These statements, taken from Algonquin College's booklet Tabulation of Data From The Questionnaire Regarding the Community Self Study Projects cover the full range of self study communities in the Ottawa area. Eighteen of the 36 statements concern the experience in Gloucester North, and 18 are from other areas who had previously engaged in the Algonquin sponsored self study. Of these 18 statements 6 are from residents of South East Ottawa, 6 from Almonte and 6 from Pembroke.

By and large, it becomes apparent that Gloucester residents agree with over two thirds of the comments from other areas, and also that they agree with most comments which had come from fellow Gloucester residents. The following chart explains.

Number of statements taken from respondents in each area
(statements taken from Tabulation of Data from Questionnaire Regarding the Community Self Study Projects, April, 1971, No. 3)

South East Ottawa	6	
Almonte	6	18
Pembroke	6	
Gloucester North	18	

29. Respondent Number 23, Questionnaire

How Gloucester North residents regard these statements:

<u>South East Ottawa</u>		<u>Almonte</u>		<u>Pembroke</u>		<u>Gloucester N. itself</u>	
<u>Agree</u>	<u>Disagree</u>	<u>Agree</u>	<u>Disagree</u>	<u>Agree</u>	<u>Disagree</u>	<u>Agree</u>	<u>Disagree</u>
4	2	6	0	4	2	14	4

This means that respondents to the questionnaire agree with 14 of the 18 comments listed from respondents in other regions served by a self study. They disagree with only four of these comments. Also, the respondents to the questionnaire agree with 14 of 18 comments which had been given by co-participants in the self study in their own region of Gloucester North.

When you consider that the comments covered ideas as to how the study could be better carried out, and general feelings as to the utility and accomplishments of the study, this suggests (a) that there is a consensus among self study participants in Gloucester North as to what should be done in self studies, and (b) that there is amazingly great communality of experience in the self study among areas which have participated.

There was consensus among respondents on 30 of the 36
questionnaire items. It can be broken down as follows:

30. The questionnaire as originally printed appears in Appendix E. Appendix F lists the numerical breakdown of responses and gives percentages.
In Appendix F, for purposes of clarity, the statements and their answers are listed under three headings.
 1. Gloucester respondents Strongly Agree with the statement.
 2. Gloucester respondents Strongly Disagree with the statement.
 3. Gloucester respondents display Lack of Consensus on the statement (when agrees and disagrees are almost even).
Lack of consensus was presumed to take place when fewer than 20 respondents came out as agreeing or disagreeing with the statement.
- N.B. The letter beside the statement indicates its area of origin.
G = Gloucester; S = South East Ottawa; A = Almonte; P = Pembroke.
This letter did not appear on the questionnaire sent to self study participants.

Strong agreement with the statement (i.e. at least 20 of the 33 respondents, 60.6% agreed with the statement) - 26 responses. There was thus strong agreement on 72.2% of the questionnaire items. Strong disagreement with the statement (i.e. at least 20 of the 33 respondents disagreed with the statement) - 4 responses. There was strong disagreement with 11.1% of the questionnaire items. There was no consensus among respondents on only 6 items (i.e. for these items the total of those agreeing, or those disagreeing did not reach 20.) Lack of consensus appeared in 16.6% of the questionnaire items.

The conclusion to be reached is (a) that reactions toward the self study are very similar among Gloucester North residents, and between Gloucester North residents and residents of other areas who have engaged in the study, and (b) there is agreement about suggested improvements for future self studies.

To capsulize, then, the following recommendations can be brought forward, flowing directly from the questionnaire consensus.

Recommendations

A Recruitment Stage

1. Explanatory meetings should be held with large organizations in the community to ensure diversity in self study composition. (A)
2. Algonquin must establish a sound relationship with the 'have-nots' in the community as well as the 'haves'. This will involve not only communication with these people but also leadership training. (A)

3. It is important to get 'significant people' interested (i.e. a doctor, if there is a Health group). (P)
4. Efforts could be made to establish strong group leaders before the study commences. They might be able to relinquish this if strong leadership develops within the groups later. (G)

B
Self Study Stage

5. Algonquin College personnel should assist more in defining community structures and powers of these bodies (i.e. educational role). (G)
6. Greater use should be made of guest speakers to inform people about what is going on in various sectors of the community. (G)
7. Chairmanship should be firmer to cut down verbosity of some participants. (G)
8. More time should be spent in study groups with less reporting to plenary session during the first three sessions. (G)
9. There should be more interaction among groups. (S)

C
Follow-up

10. There should be a follow-up Self Study meeting a year later to identify and discuss new problems and solutions. (A)

The idea of having weekly study sessions, and the idea of a weeding out process in recruitment to eliminate the overly loquacious, was firmly rejected. We can also conclude that most participants did not feel that they were inundated by professional joiners (although some felt this to be very

strongly the case), and that most participants welcome having elected officials present and do not feel that they exert undue control over discussion. One respondent dealt with the 'professional joiners' charge thus. "Most of those who might fall in this class... dropped out after the first or second sessions. They are not usually interested in work." ³¹

The highest rate of agreement among participants was found on three items of the questionnaire. Fully 28 of 33 participants (84.8%) agreed on these items.

1. "The community was made aware that some citizens were thoroughly interested. Politicians perhaps felt some pressure." (P)
2. "Our elected officials are now considering to a small degree the proposals and opinions of the citizens' community groups." (A)
3. "(The community self study has resulted in) dialogue between residents, developers, township officials and elected representatives." (G)

Throughout the questionnaire respondents were generous with comments and suggestions. For instance, for one of the no consensus items; "Community self study brought about total community thinking as opposed to neighborhood." (Agree, 48.5%, Disagree - 42.4%, n.a. 9.1%) one person qualified a "disagree" answer with the comment, "But only in specific areas: i.e. recreation and local government. The social services and transportation groups have tried but with lesser success." ^{32.}

31. Respondent Number 21, Questionnaire

32. Respondent Number 20, Questionnaire

To the question as to whether or not "the self study reduced the sense of alienation of citizens vis a vis government", (Agree - 60.6%; Disagree - 27.3%; n.a. 12.1%) one respondent agreed but with this qualification. "But the participants were a tiny segment of the citizen population, and were to a good extent already active in community affairs."³³ If this assessment is correct, it leads one to wonder whether the sense of alienation has been decreased by a sizable amount if most citizens are uninvolved. To which one can only answer that to be uninvolved is often to be indifferent, and that the best any group (as the self study) can hope to achieve is to provide the machinery to reduce alienation, and then hope for the best.

There were several comments on the statement, "The study helped provide the community with leaders". (Agree - 69.7%, Disagree - 27.3%, n.a. 3.0%) Three respondents added a note to the effect that "the more aggressive spokesmen were already active participants - i.e. leaders in their communities."³⁴ One respondent noted, "The self study has provided a new executive for one community association."³⁵ Of course, it is virtually impossible to tell whether these people would have become equally involved in the community without the self study. Whether or not they would have, one can merit the study with at least providing greater communication with other members of the community to those interested in serving on community associations.

33. Respondent Number 11, Questionnaire

34. Respondent Number 17, Questionnaire

35. Respondent Number 29, Questionnaire

The greatest number of write-in comments on the questionnaire followed the statement "The French population has benefitted very little in my opinion." (Agree - 72.7%; Disagree - 18.2%, n.a. - 9.1%) The comments were wide ranging. "Why should they benefit? The idea of the study is to develop the community generally - as a whole."³⁶

Expressing basically the same idea, one respondent stated, "French speaking people will benefit to the same extent as English speaking, if anything is achieved.... However, I am concerned about their apparent lack of interest - if I may judge by their scarcity in numbers at the sessions."³⁷

Is the scarcity in numbers of French speaking participants in the self study the criterion by which to judge their interest in the self study and whether they benefit from it? A French respondent didn't see the situation at all in those terms. He attributed the paucity of French members in the study to the "lack of preparation" and the fact that the study "came on too fast". He went on to say that in his opinion a linguistic problem doesn't exist in Gloucester North anyway.

One respondent stated that it was difficult to affix an "Agree or "Disagree" answer to the question, but commented, "In our study they (the French) were assumed to have the same outlook as anyone else. There were few Francophones in the study, though a special effort had been made to recruit this group. Those who were in the study were reluctant to

36. Respondent Number 26, Questionnaire

37. Respondent Number 4, Questionnaire

consider themselves Francophones first and Gloucester citizens second. The language issue wasn't stressed." ³⁹

One respondent said, "It would possibly have been better had there been, say, one totally French group if possible." ⁴⁰ While this is one approach that could have been taken, this approach would assume that the French population have different requirements than the English. Is it fair to make such an assumption in the field of developing community needs? As Mr. McGuinty pointed out in his interview, there were early attempts at the first session to undertake a bilingual study, but the few Francophones who were present voluntarily chose to speak English at all proceedings. There is no evidence that the French speaking people wished a group of their own. Also, one would have to seriously question whether a separate group based on language rather than topic area would be divisive or constructive.

One weak consensus statement was the following.

"Little encouraging response from politicians (they did not respond)." (Agree - 30.3%; Disagree - 51.5%; n.a. - 18.2%)

It brought forth this comment.

"Disagree. People generally took an academic approach in the sense that many recommendations would be too costly to implement right away, regardless of desirability. My feeling is that although outward response may not seem as great as some would wish, there can be little doubt that people's views are getting across to politicians." ⁴¹

- 39. Respondent Number 29, Questionnaire
- 40. Respondent Number 17, Questionnaire
- 41. Respondent Number 17, Questionnaire

One respondent who could not decide whether he agreed or disagreed with the statement simply noted, "Some were not listening. Some who seldom listen were listening. Some hear damn near everything. Response will come on those things for which there is a consensus."⁴²

"I did not find it useful to have elected representatives present at every session as they possibly exerted some control of discussion, especially in highly political areas." (Agree - 30.3%, Disagree - 66.7%, n.a. 3.0%) While there was substantial disagreement with the above statement, it seemed to really raise the hackles of several participants. Strongly put comments were given by several participants who agreed with the statement.

"Politicians used this study to gain publicity for themselves, with some exceptions (when they did appear)."⁴³ and, "They took over a discussion area, preventing other ideas being presented,"⁴⁴

This view was in the minority however. One participant with the majority viewpoint wrote in, "I can see the point, but probably not the case in the Gloucester Study."⁴⁵ , and another stated, "People are foolish to hang back because of politicians being there."⁴⁶

- 42. Respondent Number 21, Questionnaire
- 43. Respondent Number 5, Questionnaire
- 44. Respondent Number 31, Questionnaire
- 45. Respondent Number 33, Questionnaire
- 46. Respondent Number 23, Questionnaire

It would seem that there are two considerations here:

- (a) the need for fully free, untrammelled discussion, and
- (b) the fact that politicians are also citizens. If they do not participate could they not be even more strongly criticized than if they do? Perhaps the answer lies with the individual participant's own feeling of self worth and his role concept of what a politician is for. If he feels that his own opinions are somehow of lesser importance than those of the politician, and if his concept of a politician is that he is a "power person" rather than a servant of the people, he is bound to resent the politician's participation. It is interesting to note that those feeling strongly about political interference are women, and if we are to believe Women's Liberation theorists and psychologists, women have long been plagued by feelings of inferiority and of being somehow lesser informed than their male counterparts, owing to being, in many cases, housebound with child care responsibilities. In any case, this problem is worthy of note by self study leaders and Algonquin personnel, owing to the possibility of serious alienation arising from it. Every effort should be made to make clear that the self study is completely democratic, and that here, if not in the Council chamber, every person's opinion has weight, and every person has an equal right to be heard.

"More chairmanship in group and plenary sessions to cut down on repetitive verbosity of some participants." (Agree - 72.7%, Disagree - 24.2%, n.a. - 3.0%) This is a popular idea among Gloucester North self study participants. One respondent

who emphasized her answer by drawing five lines under the word Agree wrote, "Two participants captured the floor at every session, resulting in severe drop-out level of less confident members."⁴⁷ However, several participants listed warnings. One, who agreed with the statement felt, nevertheless, that one "must balance this with recognition of voluntary nature of participation."⁴⁸ A respondent who disagreed with the statement said, "(Verbosity) can be frustrating to some but often serves a relatively useful end."⁴⁹ What this useful end might be is not stated, but conceivably it could refer to the whole theme of the self study, which is citizen participation, and after all, who is to judge whether someone is a magnificent orator, spreading waves of wisdom, or whether he is, after all, only a windbag.

However, the fact that 24 participants out of the 33 responding, (72.7%), stressed "more chairmanship" makes this an important consideration for Algonquin to ponder in the future when discussing what exactly their role should be in group and plenary sessions. One question is, have self study leaders carefully explained to participants what their own view of their function is re chairmanship? Perhaps stressing their own view of their objectives would be useful.

47. Respondent Number 5, Questionnaire

48. Respondent Number 17, Questionnaire

49. Respondent Number 20, Questionnaire

"There should be more interaction among the different groups within the Self Study". (Agree - 66.6%, Disagree - 27.3%, n.a. - 6.1%). While there was strong agreement on the desirability of more interaction, no one jotted in an idea as to how this could be achieved. One respondent pointed to the "total lack of cooperation between groups during the initial study,"⁵⁰ and another respondent, who did agree with the need of more interaction added, "However, the interest of each group was rather specific."⁵¹ This latter point does present a problem but it is doubtful whether the specificity of the group's problems was all that marked. Even if subject matter differed, surely approaches and methods of solving problems may remain constant and interchange may prove useful. Too, in a complex community, problems cannot be seen in a vacuum divorced from other problems. Perhaps the best way to create this interaction is to do as Mr. Steele suggested in his interview - i.e. impose another layer on the model, by having one person from each group go to a meeting in between regular meetings. This meeting would be small and intimate, and would give a representative from each group good opportunity to search for common experiences and methods. While plenary session may be intended to do this, it tends to become bogged down in a fairly formalized reporting function, leaving little room for real feedback and intergroup probing.

There were two interesting suggestions in regard to this statement, "There should be specific direction on how to

50. Respondent Number 5, Questionnaire

51. Respondent Number 2, Questionnaire

obtain information, and what sources and official channels are available." (Agree - 60.6%, Disagree - 36.4%, n.a. - 3.0%).

One person thought this type of information should have been⁵² in the reports. To be quite fair, the Communications group did include information of this type in their report, giving details of all known sources of information outlets in the community (i.e. media sources as radio, TV, newspapers, public service bulletins etc.) However, this was more at the level of how to disseminate information rather than how to glean it. One person suggested information of this kind should be made⁵³ available in a brochure to the entire community. Possibly, however, direction on "how to obtain information" could be related to methods of approaching township officials and councillors, and different ways of relating to them in a meaningful way. This type of information could be discussed by Algonquin personnel with self study participants, but would not be appropriate or necessary on a broad basis.

The question as to whether "Algonquin could assist more in the definition of, or help participants grasp, the existing structures in force in the community, e.g. - what powers does the township have in zoning? OMB?" (Agree - 66.7%, Disagree - 30.3%, n.a. - 3.0%) drew several pertinent remarks. One respondent who agreed added, "Yes, especially since all participants could hardly be welcome at township offices⁵⁴ when continually asking the same questions." Another participant

- 52. Respondent Number 30, Questionnaire
- 53. Respondent Number 26, Questionnaire
- 54. Respondent Number 17, Questionnaire

who agreed nevertheless saw a problem with the idea of Algonquin helping more in the definition of structures in the community. He added, "The problem here is that several of the participants were better informed on this than Algonquin College."⁵⁵

One person taking the minority view wrote, "They did help in every way possible - many groups failed to use the information available."⁵⁶ And yet another said, "Let the participants do the work; they will remember the information gathered better than if it were handed to them."⁵⁷ Another person who believed participants should do their own work stated, "In this form of self study, it's Do-it-yourself or ASK!"⁵⁸

While it is certainly true that in order to be a self study the do-it-yourself approach is instrumental, the point of the first respondent about people asking all the same questions at township offices is well taken. At the very first of the study perhaps a lecture could be given on structures, followed by a question period, and possibly a hand out at the next session stressing the main points covered. This would serve to build the morale of some of the less confident members. It should be stressed at all times, however, that any such explanation of powers is partial and is intended as a guideline only.

- 55. Respondent Number 2, Questionnaire
- 56. Respondent Number 31, Questionnaire
- 57. Respondent Number 20, Questionnaire
- 58. Respondent Number 21, Questionnaire

"Do not include people who are just there to hear themselves talk rather than offer anything constructive." In other words, there should be a weeding out process. (Agree - 30.3%, Disagree - 63.6%, n.a. - 6.1%) Obviously, the idea of "weeding" people out of the study was unpopular with most participants. Even the minority of people, those who agreed with a weeding out process, had reservations, judged by the following comments.

"Advisable, but how does one implement this weeding out?"⁵⁹
 and "Agree. However it would be quite impossible to exclude these people once the Study has begun."⁶⁰ Another stated, "Fine, but who's to do it? How do you identify these people? Unrealistic."⁶¹

A man who disagreed with weeding out said, "It can't be done but that is one of the problems. That's democracy."⁶²

One woman said, "Some windbags have constructive information but it's hard to take. I suggest a weeding out program for a central committee of a Self Study, but to leave in all others - it is not a self study if part of the self is left out."⁶³

Another respondent felt that the situation could be dealt with only as it arose, and not necessarily tactfully.

"They, in time, will be recognized for what they are and hopefully someone may have guts enough to tell them in such a way that they hear that they are talking too much and what are they doing about it?"⁶⁴ One person added, "That situation,

- 59. Respondent Number 7, Questionnaire
- 60. Respondent Number 5, Questionnaire
- 61. Respondent Number 30, Questionnaire
- 62. Respondent Number 33, Questionnaire
- 63. Respondent Number 26, Questionnaire
- 64. Respondent Number 20, Questionnaire

even if disliked by some, is still educational in the broad sense."⁶⁵

Clearly, any organized weeding is undemocratic, and it would appear that there is not much that can be done about the "windbag" problem, particularly since most individuals falling in this category would probably not recognize themselves as such. Of all the comments on this subject the one which is probably most pertinent is, "It is not a self study if part of the self is left out." Apparently, it is one of the difficulties which must be endured in any group activity such as a self study.

There was substantial agreement that there should be "explanatory meetings with area's larger organizations so as to increase size of Study group and to include a more diversified segment of population, not just those people who want immediate action on certain problems of the community." (Agree - 75.8%, Disagree - 21.2%, n.a. - 3.0%) One person wrote, "Yes, too many middle class activists were present."⁶⁶ Others made comments as, "Agree. I feel this is exactly what happened in the Gloucester North Study."⁶⁷ and, "Agree. The organizations in Gloucester had an opportunity."⁶⁸ This latter comment came from a person who had been active on the recruiting committee.

- 65. Respondent Number 17, Questionnaire
- 66. Respondent Number 17, Questionnaire
- 67. Respondent Number 20, Questionnaire
- 68. Respondent Number 21, Questionnaire

As for the complaint of "too many middle class activists" being present, it is doubtful whether more explanatory meetings with large organizations would have solved the problem, since in Gloucester North, a definite middle class suburban complex, the organizations would be filled with "middle class" individuals and probably very few others.

What of the need of "significant people" for the self study (i.e. doctors, merchants) as suggested by statement 4E of the questionnaire? As one respondent pointed out, "There are few merchants in Gloucester North, and doctors are very busy."⁶⁹ Two excellent suggestions were made by people who disagreed that "significant people" had to be included in the self study itself. In the view of one respondent, "such people can be consulted; it's up to the group to recognize the need."⁷⁰ Another advises, "Invite them to one special meeting with subgroup."⁷¹ It would appear that this advice is good. If it is impossible to get a busy doctor to participate to a large extent in the study, surely his views can be called forth on specific, planned for occasions.

It is interesting to note that most participants favor "another open Self Study meeting a year later to identify and discuss new problems and means of solving them." (Agree- 63.6%, Disagree - 27.3%, n.a. - 9.1%). One person said, "This is up to the participants - such meetings could never end - perhaps they shouldn't."⁷² Another person thought " a year round Self Study is more appropriate."⁷³

- 69. Respondent Number 21, Questionnaire
- 70. Respondent Number 20, Questionnaire
- 71. Respondent Number 15, Questionnaire
- 72. Respondent Number 24, Questionnaire
- 73. Respondent Number 26, Questionnaire

What of this idea of a year round self study? A problem here is that such an established self study would tend to become too firmly rooted. Impetus would be hard to sustain over a long period of time. Factions could have time to develop, and definite leadership patterns would probably emerge. It would probably develop into just another layer of community organization, lacking the spontaneity and naturalness of a short term study. Could democracy in the true sense of citizen participation be easily sustained in a permanent organization? Probably not. Would a year round self study tend to become the vehicle of a few? Probably. This is not to say that a self study should not be re-activated from time to time. A year after a self study formally ends would seem to be a good time to examine the turn of events in the interim, and to re-evaluate problems and progress in reaching solutions.

Related to this question of whether to hold another Self Study meeting a year later, which is essentially a question of timing, is the question of how often study sessions should be held, also a question of timing. There was widespread disagreement with the idea that "Study sessions should be held at least once a week." (Agree - 27.3%, Disagree - 60.6%, n.a. - 12.1%) One person who did agree with the statement indicated that "in two weeks one tends to forget",⁷⁴ but this was not a view widely shared, judging from other responses and comments. One person indicated, "As a volunteer effort this would not be practical."⁷⁵

74. Respondent Number 26, Questionnaire

75. Respondent Number 17, Questionnaire

One person felt that "informal" study sessions could be held once a week, but not "formal" ones.⁷⁶ Another person indicated he preferred "once every three weeks, because sub-committees have to meet also, and too much is too much!"⁷⁷

These comments bring out well the problem - to balance the time "to forget" and the time to meet properly in sub-committees. There can be little doubt that a successful self study involves much more than attendance at meetings. The real meat of the self study is probably the hidden part - the small meetings, phone calls, requests, excursions, and spade work which takes place between actual sessions. This being the case, the two week interval between meetings would seem to be optimum. It allows people time to make their necessary inquiries and meet in sub-committees, and yet at the same time, probably does not allow one's interests to decline through too long a passage of time.

"I would emphasize that more time should be spent in study groups, with less reporting to plenary sessions during the first three sessions. Nobody in our study was prepared to make these early reports and the time would have been spent in coming to grips with "the Problem". (Agree - 75.7%, Disagree - 18.2%, n.a. - 9.1%) One person who agreed with this statement did so on the grounds that "plenary sessions become repetitive."⁷⁸ Another agreed but nevertheless felt that "inter-communication of groups is necessary at this stage."⁷⁹

- 76. Respondent Number 15, Questionnaire
- 77. Respondent Number 9, Questionnaire
- 78. Respondent Number 31, Questionnaire
- 79. Respondent Number 15, Questionnaire

One of those who disagreed stood up for the plenary session in the following way. "This is a lost period partly and I believe it is important that each sees how lost the others are too and also what directions they are fumbling toward."⁸⁰

Another respondent who crossed out "Agree" and "Disagree" blamed lack of preparation to make reports on the expectations which the Algonquin College personnel had created for the participants. He called for "simply more honesty on the part of the sponsor. Several nights of work per two week period are necessary and must be put in or the study will be useless."⁸¹

Algonquin should take cognizance of the fact that a large majority of participants favor less time in plenary for the first three sessions. While the plenary session is, of course, necessary to provide interaction, perhaps the time limit in plenary could be shortened and the saved time applied to further in-group study. It is only to be expected that at the first session participants should feel confused and reluctant to give a report. At the second and third session this feeling should not be so marked since participants have had a chance to get to know each other and to "think things through". Therefore, the suggestion to reduce time in plenary would apply in particular to Session 1. If the plan of Algonquin was actually followed, groups had only one hour in-group before reporting to plenary, and later reconvened in group. Perhaps an hour and a half in-group before being interrupted could have been better here. The Algonquin students would seem important

80. Respondent Number 21, Questionnaire

81. Respondent Number 2, Questionnaire

in this situation as they could report back to the consultants whether or not progress was being made. This could then determine to some extent the timing of recalling into plenary session.

"Strong group leaders are needed - perhaps try to determine who these should be before the study commences; they might be able to relinquish this possibly if strong leadership develops within the groups later in the session." (Agree - 63.6%, Disagree - 30.3%, n.a. - 6.1%) The comments dealing with this question generally stressed doing this only to get started, with the possibility of groups choosing their own leaders once the study was underway. "This might be very good - if the sorting into groups could be done roughly at the pre-study meeting, the recruiting committee might be responsible for appointing temporary chairmen of the groups to get things started." Another person felt that such prior determination of interim leaders would interfere with the free operation of "group dynamics".

What must be balanced here of course is complete freedom, laissez-faire as opposed to a more controlled, more efficient modus operandi. If we could look at this question of group leadership in conjunction with the prior problem of feeling prepared to report to plenary in the first three sessions, perhaps we can see a connection. In all likelihood, the prior appointment by the recruiting committee of an interim leader could facilitate the first few meetings by providing a structured framework to the group meetings. Part of the "lost" feeling in the first few sessions is doubtless owing to the groping around for leadership.

"Try to obtain even distribution of male and female in each individual group. Social services and educational groups tended to be entirely female while recreation and planning tended to be 100% male." (Agree - 42.4%, Disagree - 51.5%, n.a. - 6.1%) This was one of the true "no consensus" items, although slightly more participants believed there should not be an effort to obtain an even distribution of male and female in each individual group. Even some who agreed with the idea of even distribution in principle thought it impractical, writing in such comments as, "But how? It's free choice."⁸⁴ One man stated, "There is in some areas a feminine and a masculine point of view. It is necessary to have an even distribution of men and women in the groups; otherwise, you can get a lopsided report."⁸⁵ The lady who had considered prior appointment of interim group leaders as detrimental to group dynamics felt that the same criticism would be levelled at efforts to control make-up of groups along sexual lines. What would happen to spontaneity of choice if people were channeled to groups where their main interests obviously did not lie?

On the other hand, what is the effect of a group being made up completely of members of one sex? One woman stated, "There was a total lack of interest from males in Social Services Group. This group of inexperienced housewives, of which I was one, was snubbed and ridiculed for its lack of finesse" repeatedly."⁸⁶ There did not seem to be a corresponding

84. Respondent Number 21, Questionnaire

85. Respondent Number 23, Questionnaire

86. Respondent Number 5, Questionnaire

resentment by men of the fact that women were not present in their group, nor did they feel that they were ridiculed or snubbed. This feeling of somehow being held in lesser regard because the group was totally composed of women may or may not have been imaginary. The men expressed surprise that the women had felt this way and couldn't think of any incidents or attitudes that could have made them feel that way. However, such feelings as the women expressed can be expected in these days of role awareness, while Women's Liberation is still in its infancy.

The best suggestion to get around this obviously difficult situation was given by a woman who said, "It is not basic to aim at even distribution on sexual lines, but it is useful to have both men and women in all groups."⁸⁷ What could profitably be done here would be for the Algonquin College personnel to notice the make-up of the groups in the early stage, and if there are some groups with a complete lack of one sex, a comment could be made at the first plenary session to the effect that it might be beneficial to have both sexes represented in each group, and that an obvious lack of men (women) is noted in Group Number____. Because of the voluntary nature of the self study no effort should be made to force a person to change his or her group just for the sake of balance. It would be hoped that merely making note of the fact of imbalance and the desirability for a change at the plenary session would elicit response from one or two individuals.

"I feel that if Algonquin is to do a really thorough job of community development in any area, it must, after establishing a sound relationship with the "haves" then go on to communication with and leadership training of the "have-nots" possibly with the help of concerned "haves". (Agree - 60.6%, Disagree - 21.2%, n.a. - 18.2%) It is interesting to note that most respondents agreed with this statement, even though it is a problem which does not exist to any great extent in Gloucester North, which is essentially an area almost entirely made up of "haves". Nevertheless, it is a problem which should be examined in any community development inquiry, since many areas are not as homogeneously middle class as is Gloucester North.

One man responded as follows, "Algonquin seems to have set a role of helping those desiring to help themselves. Their method is to provide a meeting place, give whatever subject you wish to work on their respect and tell you to go to it. This rather simple approach does not seem to have anything to do with "haves" and "have-nots" but rather with "cares" and "cares-not".⁸⁸ While it is true that "caring" has much to do with whether you become involved in community action, this statement overlooks the recruitment stage of the study. Sometimes the "have-nots" need more encouragement than the "haves" to become involved. If they are used to feeling defeated, as they may if they are poor or unemployed, they will tend to feel too defeated and discouraged to engage in any form of community activism. Thus, at the outset, the role of the College personnel in reaching the "have-nots" is crucial, and perhaps more effort is needed

to spur them to interest than is needed for the "haves". Once the study is well under way, it probably does come down to the distinction between "care and"cares-not", but certainly every effort should be made to reach the "have-nots" in the community. The person (from Almonte) who wrote the quotation that appears in the questionnaire speaks of "establishing a sound relationship with the "haves" first, and then going on to communication and leadership training of the have-nots." Surely there is no need to approach the people in that order, "haves" first, then "have-nots". Indeed, such an approach could end in instant alienation of the "have-nots" who already feel of little importance in the community, in all probability. It is rather surprising that no respondents pointed to the possible inequities of this approach, but then, it may be because the problem has really never arisen in Gloucester North.

One respondent who agreed with the statement said, "Yes, but they have to request to. It is the "haves" who look about for available help - Is this not partly the reason they are the "haves"?⁸⁹ If, as this man states, "looking about for available help" is partly the reason why the "haves" are "haves", this would point to the need for increased concern with the "have-nots". Is not the implication here, that if we could get the "have-nots" looking about for available help as the "haves" have done, then they would become closer to being "haves"?

The request for "any specific comments on items about which you feel strongly" at the end of the questionnaire elicited several lengthy replies. One of the most interesting was this one.

"The Gloucester study seemed to accomplish little more than to inform members of what is happening in the community. However, most participants went there because of some grievance with matters such as lack of parks, poor bus service, overcrowded schools, high density housing, dishonest developers, etc. Their thinking seemed to be that they could really not affect anything, with resultant frustration. They did not have the power or the financial resources to do very much. I think that it is unrealistic for these people to think that they could change the whole environment so easily. It would have been better if a single realistic goal had been isolated (such as developing a park). Then a team could have been formed, specific responsibilities handed out to each member. They might have done much of the manual labour themselves. In this way they could have gotten a true sense of accomplishment and they might have come to a better appreciation of the tremendous problems involved in the development of a healthy environment. I think that citizens often are too eager to criticize politicians and developers for their poor environment. They prefer to be critics, to harass and pressure politicians and developers rather than go out and do real, positive work. They express their hostility through the media and thus try to change their environment by always blaming their problems on everyone but themselves. Very often the people who criticize and condemn politicians and developers for the poor environment are the ones who pollute the air with their automobiles, are part of traffic jams, demand 23' paved streets (yet do not want to pay for them through taxes). 90

This comment was written by (surprise) a developer, to be more exact, a representative of a developer. This person feels that the self study would have been more successful if it had been a project rather than a process. His idea of isolating one goal and working toward it (i.e. the development of a park) is a definite project goal. Project orientation can be integrated with process orientation if the project is regarded, not as the end in itself, but as the beginning of a larger process. In this latter sense, project orientation can be quite attuned to the type of thinking on c.d. that favors getting the whole

community involved in c.d. through doing one particular job with which the whole community can identify. Building a park is actually a good example of what such a project could be.

There is a negativism throughout this person's remarks and a definite feeling that citizens are hostile to developers and do not understand their problems. In a way, he sees the self study as an effort to change the environment, and he feels that politicians and developers are blamed for the poor environment.

It is strange to consider his views when seen against the background of Questionnaire Item B2 which tested respondents' views towards developers. If you recall, that statement was as follows. "First, I think many had expected to lay the blame for all ills on the developers, but before the session ended it appeared that there were indeed more controls than they had realized and further that the developers generally were in the vanguard of current thinking regarding community interaction and planning and were, in the main, quite thoughtful." 22 of the 30 respondents who answered that item (66.6% of the total respondents) agreed with this statement.

The developer states, "I think it is unrealistic for these people to think that they could change their whole environment so easily." Surely though, what is primarily expected to come of the self study is to change attitudes about the environment, and not to expect immediate change in the environment itself. Interaction of citizens and politicians and developers leads to a greater mutual understanding of needs, and this understanding which is borne of increased

information and interchange is the precursor of change itself. A self study cannot change an environment. It can change opinions, mold ideas, form priorities, integrate ideas. This is really all it can hope to achieve outside an elective, administrative milieu.

Another general comment was the following. "I feel most people were expecting too much too quickly from the study. It was a good educational program with the possibility of development of some good ideas. Some people were perhaps using the study as a vehicle to implement established viewpoints or objectives."⁹¹ It is to be expected that some people would use the study to foster established viewpoints. After all, old ideas die hard, and a meeting in the community without the establishment's participation to some degree, albeit small, would have lesser chance of success. Thus, the putting forward of established ideas by some participants should be no cause for alarm. The established ideas will be set forth in an atmosphere which is at least partly ready for change, and will be affected to some extent by the new ideas.

Participants thought the following aspects should be stressed in future self studies.

1. "Importance of fully understanding what a Study is, how much time is involved. Take plenty of time to complete Study."⁹²
2. "An expansion of the time with a little more pre-study discussion.

The recruiting committee is a good preparation; it takes a lot of time to absorb the idea of the study process."⁹³

91. Respondent Number 11, Questionnaire
 92. Respondent Number 5, Questionnaire
 93. Respondent Number 29, Questionnaire

3. "Extra month of publicity to try to educate people as to what is being done."⁹⁴
4. "Involvement of majority or not at all." 95
5. "Leadership and organization." 96
6. "Coordination (i.e. interaction). 97

All of these aspects of the self study are within the control of the Algonquin College sponsors. The first three suggestions here underline the problem of educating citizens as to exactly what is being done. There is little doubt that uncertainty as to goals and procedures hamper the initial stages of a self study, and is probably responsible for the "lost" feeling referred to earlier. The first three suggestions deal primarily with the recruitment stage. The fourth suggestion also involves recruitment but is less practical. To ask for or expect majority involvement in a self study is to ignore the fundamentals of human nature. These fundamentals are that (a) some people will be too busy to participate;

(b) some people will be too uninterested to participate;

(c) some people will be actively hostile to participation.

There is little that can be done probably with category (a) and (c), and anyone who has been active in community work knows that (b) apathy, is a weighty problem.

It is not desirable, in any case, for the majority to participate. If participants number in the thousands instead of the hundreds, the whole effort would become too cumbersome and would probably collapse under its own weight. Committees

94. Respondent Number 23, Questionnaire
 95. Respondent Number 25, Questionnaire
 96. Respondent Number 31, Questionnaire
 97. Respondent Number 32, Questionnaire

cannot profitably be made up of more than 15 or 20 members, and the number of committees of importance to the community is also limited. The important thing is not that the majority be involved, but simply that they be informed, and that they be welcome to become involved should they desire to do so.

In a similar vein, when a politician calls a meeting, he wants everyone in the riding or ward to know about it, but he does not want everyone in the riding or ward to come. Firstly, he would not be able to seat them, and secondly, he would not have enough coffee and doughnuts to go around. What he does hope for is a representative sampling from the area - young, old, various socio-economic groupings, a spread in cultural composition, etc. It is the same hope that self study organizers harbor. To hope for mass participation in a really specific sense is to invite chaos.

Perhaps everything depends on what we mean by mass participation or "involvement" of the majority. If we mean active participation in the study sessions, then it is clearly impracticable. But surely there are other kinds of participation - answering questions in a community survey, and even the simple act of voting in civic elections are also modes of participation. If the active participators have done their job by bringing forth new ideas, influencing politicians, organizing meaningful surveys, and spreading ideas through the media, then the sporadic participators who just stir themselves for the occasional vote are also going to be influenced, i.e. they

will be influenced if the "filtering down process" of the self study has been effective.

Involvement of the majority is almost impossible in a homogeneous community like Gloucester North. As Herbert Gans points out,

"If a population is homogeneous and its political institutions are responsive to needs, it is unlikely to participate except to vote, and even then may do so in limited number, leaving the decision-making task to a small elite. If a population is heterogeneous, however, and the demands of a significant proportion are downgraded and ignored, these are likely to form pressure groups and political factions." 98

While it is more likely for people-oriented organizations to arise in a heterogeneous society, they are not without their usefulness in a homogeneous society. Just because a society is homogeneous does not mean that political institutions are necessarily "responsive to needs", nor does it necessarily mean that citizens will be content to "leave the decision-making task to a small elite". With the much touted "new freedom" being enjoyed by so many groups in society today - by teenagers, college students, women, and some working groups, the "citizen" does not want to be left behind. He realizes more than he ever did that he is, to some extent at least, master of his own fate, and that this new power can be brought to bear upon political structures. Therefore, when we do talk

98. Gans, Herbert J., The Levittowners, Ways of Life and Politics in a New Suburban Community, Pantheon Books, 1967, p. 142.

about people who are "too busy to participate, too uninterested to participate and those hostile to participation", we are probably talking about a smaller number of people than would have been the case several decades ago.

Suggestions 5 and 6 deal with the self study stage⁹⁹ itself and have been dealt with previously in the chapter.

99. Leadership, p. 87, 93
Interaction, p.99.

CHAPTER 6

Several questions present themselves.

- (a) How successful is the self study form of community development?
- (b) How does it fit into the democratic ethic and the rubric of citizen participation?
- (c) How does it fit into the suburban context?
- (d) What future can be predicted for community development?

Question (a) and (b) must be seen together, since before one can analyse the success of the self study form of community development, one must see it against the background of democracy and citizen participation.

The following quote from The Washington Post defines democracy within a participatory framework. "We believe that democracy is a government constantly responding to the pressure of its people. The biggest hope for democracy is that (citizens) will overcome their lethargy and that more and more people and groups will become articulate and formulate their needs."¹

Community development is relevant here since it helps citizens to overcome "lethargy" and to "articulate and formulate their needs". Thus, c.d. is seen as part and parcel of the democratic process.

Alinsky says, "A people can participate only if they have both the opportunity to formulate their program, and a medium through which they can express and achieve their program."²

1. Alinsky, Saul, Reveille for Radicals, Vintage Books, Random House, New York, 1969, p. 133.

2. Ibid., p. 196.

Once again, c.d. facilitates the opportunity and provides the medium. This is true whether we are thinking of the urban poor (Alinsky's main concern), or the middle class suburbanite. The latter may indeed be a victim of political alienation owing to a feeling of powerlessness. Even though he is not materially deprived, he feels, nevertheless, that he is completely at the mercy of "the system". Therefore, any grouping or movement which can make him feel that he has a meaningful role to play is indeed relevant to reducing alienation. There lies within most citizens the psychological need for involvement, and c.d. efforts provide one channel for its expression.

In order for c.d. as a process to be successful, c.d. organizers and enthusiasts must realize the reasons why people participate in their communities. Some people participate for occupational reasons (e.g. lawyers and insurance men). Besides making important business contacts through participation, they are also able, sometimes, to pierce the power elite and thus cash in on status contacts in the community as well. Others participate because they need to feel useful, and often their station in life does not contribute to a feeling of real usefulness. Housewives with children in school often fall into this category. Still others participate because activity and service are stressed as ends in themselves. These people, who are looking at participation as part of a way of life, are generally from the higher income groups.

If community development personnel are aware of why

people participate, they are in a better position to tap unreached sources of participants. They are in a position to ask "Which groupings, social and economic, are in a position to feel a need for greater usefulness?" and "How can publicity for a self study emphasize the need for self realization as well as realization of community goals?" In other words, stressing personal as well as community enrichment can be important in the recruiting process.

David R. Hunter suggests that there are valid criteria by which to assess the impact of citizen participation. He lists them as follows.

"What did the group get done? Did it have staying power? Did it have to be nursed along interminably? Was it taken over by a few people whose main objective was inflating their own importance? Was it able to influence large and powerful institutions? Was it able to spark desirable changes in institutional and bureaucratic methods? Who were the people really involved? Were they a true cross-section of the neighborhood or area, or were they semi-professional at the business of community organization? Did the organization become "them" or did it retain the character of "us"? 3

Let us examine these criteria in respect to the Gloucester North Self Study.

What did the group get done?

A partial capsulization of accomplishments would deal with:

1. Dial-a-bus has been made known and has highlighted transportation problems, thus bringing action closer.
2. Communications have been aided by information booklet.
3. Women's interest group has been formed.

3. Hunter, David R., The Slums, Challenge and Response, The Free Press, New York, 1964, p. 183.

4. Recreation recommendations were made to Council, plus the recommendation for improved organizational structures in Gloucester Township for recreation. Result? The hiring of a recreation director.
5. The need for a community core has been emphasized.
6. Briefs have been given to Council.
7. School use of township facilities - i.e. more use by schools of the swimming pool.
8. Increased contact with the "Y" with regard to recreation possibilities.
9. Bringing together of community associations in a meaningful dialogue.
10. Developers and politicians have come into closer contact with the citizens they serve.

Did it have staying power?

Even though numerous individuals left the study somewhere along the line, the study did have staying power, in that each group that began functioned throughout the whole study and issued a report.

Did it have to be nursed along interminably?

No, in fact the self study model does not provide for "nursing along". This is so because of the indirect type of leadership provided by the community college.

Was it taken over by a few people whose main objective was inflating their own importance?

Although there were some complaints about windbags, and thus the

need for firmer chairmanship, and also some complaints about professional joiners, one would have to conclude that the study was not taken over by people whose main objective was inflating their own importance. Gloucester residents strongly rejected the charge of professional joiners being active in the study, and also strongly rejected a weeding out process. These facts attest to the feeling of Gloucester participants that the self study was not "taken over". When complaints were made about the overly loquacious, there was no corresponding criticism that the people were trying to inflate their own importance.

Was it able to influence large and powerful institutions?

It was able to influence Council and developers. (Hiring of a recreation director and planning consultant attest to the influence on Council.) The Land Use and Zoning report, which was the most detailed and comprehensive of the study, directed its recommendations mainly to the community associations of Gloucester North and to Gloucester Township Council. However, the topics covered, e.g. Public and Recreation Land, Public Open Space Policy, Development Agreements, Community Corres, Official Plans, Ribbon Development, Type of Housing, Development Control, are all matters, which if considered carefully by Council, cannot fail to influence developers. The fact that both Council members and developers were invited to participate in the self study and did so throughout shows the relevance that the self study had for them. Indeed, an Urban Planner for Campeau Corporation wrote a report on Land Development - A Planner's Point of View, to be included in the Zoning and Land Use Report.

Was it able to spark desirable changes in institutional and bureaucratic methods?

The Political Structures committee emphasized the need for Council to concern itself more with policy, less with day to day detail. The appointment of a Recreation Director and the hiring of a professional planner for Gloucester Township show influence in changing methods, i.e. the realization of the need for more specialized control of certain subject areas. The need for change in institutional and bureaucratic methods is not, however, a big issue in Gloucester North as it would be in some poorer communities. The urban poor come into closer contact with bureaucratic structures through welfare and housing issues, whereas the middle class suburbanite is not so often drawn into interaction with bureaucratic methods owing to his greater independence. Thus, the relevance of this factor in Gloucester North is marginal.

Who were the people really involved? Were they a true cross-section of the neighborhood or area, or were they semi-professional at the business of community organization?

While many participants had been involved in other community endeavors, very few could be classified as semi-professional at the business of community organization. The people really involved were men, women and teenagers. They represented diverse fields as engineering, sales, civil service, and home making. There were few old people, but then there are few old people in Gloucester North. They represented the suburban middle class home-owner, generally between the ages

of thirty-five and fifty. Most residents of Gloucester North are suburban, middle class home-owners between the ages of thirty-five and fifty. One way in which it was not a true cross-section is that the ethnic composition of the self study did not accord with that of the community. (This has been discussed in Chapter 5.)

Did the organization become "them" or did it retain the character of "us"?

Because of the attempt to give a broad base to the study, and the fact that it did not become a permanent structure in the community, the self study organization did not become "them". The non-institutionalization of the self study is an important factor. Were it to become a permanent structure in the community, it would fall heir to all the problems (e.g. a dug in, entrenched establishment, specific interests, people with axes to grind, etc.) that the study is designed to cure.

Using these criteria, it becomes obvious that the Self Study was a successful venture into community development, and that it satisfies Hunter's expectations for citizen participation.

A major effect of c.d. has been to focus attention on a wide range of community problems and to see them as inter-related pieces of the community. There is better understanding of the fact that no one problem is paramount and that coordination and integration of planning in the various problem areas are necessary. The self study method as practised in Gloucester North has played this role of focusing attention on a wide range of community problems, but has played the role imperfectly. As has

been indicated in Chapter 5 and 6, there is need for greater integration of the various committees' findings. And while the community development process has been imperfect in playing the integrating role, it has probably played it to a greater degree than has any other body or movement. Community councils have attempted to fill this function, but what has their success been? Roland L. Warren writes,

"Community councils represent an attempt to involve both individuals and organizations in processes of community wide betterment. They have been extremely sporadic, and even at their best, they seldom attain active participation from more than a small minority of the citizenry. Participation in community activities thus usually takes place through participation in some specialized interest such as a health association, a chamber of commerce, or a better government league, each having its own sphere of interests and activities and its loyal supporters who can generally be relied upon to rally to a cause within their sphere of interests, but not necessarily outside it." 4

That is to say, most organizations in the community serve relatively limited goals. These goals usually relate to recreation, sociability or property. And when actual involvement by these organizations in community decision making processes is examined, they are seen to be peripheral. This stems partly from the fact that such organizations see only a narrow range whereas the elected officials who must make the decisions must see the whole mosaic of the community. A community self study helps to widen the view of individuals who participate, and thus indirectly affects the groups of which individuals are members.

How does the self study method fit into the suburban context?

4. Warren, Roland L., The Community in America, Rand McNally & Co., Chicago, 1963, p. 180.

Firstly, I think we must realize that the needs of suburbia are different than of urban or rural areas, and that patterns of citizen participation may also differ. Suburbs are often interlaced by small improvement associations dominated by resident property owners. These groups are highly resistant to change in their purposes or their methods, and while easily recruited to community development ventures, present problems in effective participation. These problems are more likely to occur in a satellite city, which is a community located next to a large urban centre but providing jobs for its own residents as well as others, than in a dormitory suburb, which is a community located next to a large urban centre, which, by and large, does not provide jobs for its residents. The former is likely to be heterogeneous in social and economic composition, while the latter will likely be homogeneous, as is the dormitory suburb of Gloucester North. In a heterogeneous community it is easier to find people who feel that their needs are not being fulfilled and who wish to do something about it. Thus, it would appear that the heterogeneous community is easier for c.d. personnel to penetrate than is the homogeneous suburb.

It would be wrong, however, to suppose that because a dormitory suburb is homogeneous in social and economic composition that it is necessarily in accord in perception of needs. Individual perceptions of goals and directions may sharply differ here, just as in the heterogeneous community. If the community "includes the citizens, their interest groups, decision-makers and the public interest",⁵ it is equally true that the

5. Jans, Herbert J., People and Plans, Essays on Urban Problems and Solutions, Basic Books, Inc., Publishers, N.Y., 1968, p. 95.

"public interest" is a term likely to have numerous interpretations. The self study can help citizens perceive the views of fellow citizens in searching for the public interest.

In the suburb, more than in the city, the planner has had a large role in shaping the community. This is so because of the newness of the suburbs and the fact that the planner is there before there are any residents. Herbert Gans has this to say about planners.

"City planners are geared to providing new opportunities, but usually those they find desirable, and without concern about how other people feel. Often they deny the people have aspirations, arguing that they do not know what they want, and will therefore be receptive to ~~whatever~~ ^{what} the planner considers superior. Although people may not know what they want, they know what they do not want; more important they are able to choose when choices are offered them." 6

While it is perhaps inevitable that the planner plays an all-enveloping role when the community is just being built, it is not inevitable that he continue to do so once the residents have arrived. An instant sense of community cannot be created in a day or even in a year, it is true, but each citizen does bring with him a certain view of community gleaned at his former place of residence, and he does enter the new community with some expectations. Thus, his eventual participation with the planner is to be expected. The self study helps to bring this meeting of minds about.

6. Gans, Herbert J., The Levittowners, Ways of Life in a New Suburban Community, Pantheon Books, 1967, p. 291.

It has been said that "to make positive decisions for one's community.... is one of the noble acts of man."⁷ In this regard, we have already mentioned the role of the much eulogized "town meeting" which Thomas Jefferson regarded as the bulwark of democracy. The modern suburb, however, is likely to find the "town meeting" idea unrealistic, not so much because of the size of the community, but because of the scope of the problems presented. Robert Wood presents the dilemma.

"It is pointed out that even the most earnest voter is not able to give sensible decisions about water mains, fire engines, school curricula and zoning patterns.. Function by function, more and more public activities in suburbia are called administrative and professional, removed from the list of subjects to be discussed and decided by public action, and routinized in budgets too large for scrutiny, let alone understanding. Since the average citizen cannot in fairness be asked to comment upon building codes, methods of water treatment and the relative merits of various types of police equipment, no citizen should have to comment at all." ⁸

The same situation applies re land use. Wood says,

"If the citizen were truly to fulfill his obligation with respect to land use, he would spend evening after evening listening to individual pleas for extending the building line in this instance or that, constructing a "nonconforming" garage, or putting a commercial building, by spot zoning, in an established residential area." ⁹

Wood suggests that the problem outlined above has caused the suburban resident to turn to indifference and apathy.

7. Kravitz, Sanford, The Community Action Program in Perspective, in Bloomberg, Warner J. and Schmandt J., Power Poverty and Urban Policy, Vol. 2, Urban Affairs Annual Reviews, Sage Publications, Inc., Beverly Hills, California, 1968, p. 315/

8. Wood, Robert C., Suburbia, Its People and Their Politics, Houghton Mifflin, 1959, p. 162.

9. Ibid., p. 164.

How does the self study approach to community development fit into the context of this problem of suburbia? Community development personnel recognize that the citizen cannot be expected to fulfill the all-inclusive role stated in the dilemma. That is, the citizen cannot be expected to "spend evening after evening listening to individual pleas for extending the building line in this instance or that...etc." But this does not mean that the citizenry have to accept the alternative of leaving everything to the politicians and the experts. It must be kept in mind at all times that citizen participation cannot usurp the prerogatives of elected officials. We elect officials, after all, so that they can take decisions for us, recognizing that we, the citizenry, do not have the time nor the mechanism for making these decisions ourselves. However, this does not exclude the citizenry from making recommendations and providing general guidelines. For instance, while citizens cannot be expected to enter into every land use decision, there is no reason why they cannot help to provide a general philosophy of development which politicians could keep in mind when making their decisions. The self study in Gloucester North, for example, presents a whole philosophy of land use, outlining the committee's views on such matters as ribbon development, community cores, open space policy, use of public and recreation lands etc. The self study was responsible for bringing together various elements from a wide and diversified strata of the community so that the putting forward of these guidelines, recommendations, and citizen philosophizing was

possible. Thus, citizen participation is not to replace the planner or the elected official, but simply to create a partnership in which the citizen, as well as the planner and the politician, has an active role.

There has been a hesitancy among Gloucester North Self Study participants to see their activities as political, and as has been pointed out, political parties did not become involved. However, as David R. Hunter indicates, "Citizen participation is essentially a political process serving political ends in the broadest sense of the term."¹⁰ He goes on to state, "Efforts to involve local residents in common action, therefore, should unabashedly demand that the aldermen, the councilmen, the political committeemen, and other elected officials support the moves designed to improve conditions..."¹¹ The Gloucester North Self Study, right from its earliest recruiting stages, did realize the role of politicians, and decided to include them. However, publicly they disavow the political nature of the self study. Why? Is it, as S.M. Miller suggests that "many social actionists are political purists and do not want involvement in politics"? But, he asks, "If social action is successful, where is it to go but to political parties?"¹²

Nicholas von Hoffman of the Industrial Areas Foundation (set up by Saul Alinsky) writes, "... the whole discussion (is) in the domain of politics. The arrangement of society and the conduct of the state are more than anything else, the proper business of politics.

10. Hunter, David R., The Slums, Challenge and Response, The Free Press, New York, 1964, p. 190.

11. Ibid.

12. Ibid., p. 191.

Community and politics, as the words are usually used, are things apart - but are they?"¹³

Perhaps the reason why Gloucester residents hesitate to consider the study "political" is because modern political parties have been tainted with charges of serving self interest and furthering selfish ambitions - which is precisely against the tone of the self study.

However, the political system is supposed to serve the needs of the people. Citizen participation, through community development groups, helps to articulate and formulate these needs. Therefore, these two elements are inextricably linked. To deny that this is so is to leave citizen participation dangling in a vacuum, and denies it the thrust of action which can only be achieved by political means.

The Bureau of Municipal Research recently put out a publication entitled "Neighborhood Participation in Local Government" outlining various suggestions and recommendations dealing with local government and citizen groups. While not dealing specifically with the type of groups created by community development personnel, the recommendations are nevertheless relevant.

"Neighborhood groups must recognize that City Council has the final decision-making authority on all political issues, and that the groups function in an advisory capacity to local government."

"Local Government has an obligation to consult with neighborhood groups on all policy initiatives and changes affecting the neighborhood environment. As

13. Hunter, David R., The Slums, Challenge and Response, The Free Press, New York, 1964, p. 191.

such, elected representatives and appointed officials should recognize that there is a legitimate role for the citizen to play other than at the ballot box." 14

Community development personnel attempt to reach into the community and to mobilize the resources of citizens in the articulation of goals and ideas of how to implement goals. In this way, community development prepares people in the community to serve well in an advisory capacity to government, and gives them the type of preparation they need to enter into consultation with government.

Perhaps part of the reason why self study participants do not see themselves as political is because most of their interactions in the community involve the local government, which in Canada is not usually political in the party sense. This is more illusory than real, however, since most local politicians have deep roots within party organizations even if they are not running on a party ticket. For instance, Deputy ReevesMacquarrie does not attempt to hide his political convictions, which are with the Liberal Party.

Since the municipality is the "creature of the province", and the provincial scene is political, there is hence political influence from government which spreads to the local level. Of perhaps greater importance is the fact that the locality and local issues cannot be seen as a closed system. Even local matters have ramifications far beyond local boundaries. During the self study participants were much aware of these inter-relationships among levels of government. For example, the lack of transportation in Gloucester North may be seen as a local issue, resulting from local factors such as isolation of position and reliance upon the

14. Civic Affairs, January, 1970.

central city because of the lack of stores and industry endemic to every dormitory community. However, self study participants soon realize that it is also a matter of provincial concern. They discovered, for instance, that the provincial government will make grants to municipalities for pilot transportation studies.

Also, participants were anxious to know more about structures in the community, including the Ontario Municipal Board, a board of the Ontario Government. The overlapping of jurisdictions in Gloucester North is complicated by the fact that Gloucester North is part of the National Capital area. As such, the National Capital Commission, an agent of the federal government is another structure that must be dealt with. For instance, any land use recommendations with relevance to the Green Belt or to other NCC holdings must be discussed with the NCC.

What self study participants may be trying to say is, "Although we must deal with political structures, we are not ourselves political." However, although not affiliated in the party sense, the self study group, by its dealings with political structures, becomes itself politicized. This is neither good nor bad, but simply a fact. One can only deplore the attitude which sees politicization in a necessarily pejorative light.

The locality and local issues cannot be seen as a closed system. The following illustration is an attempt to see the community as an open system. The first diagram examines the community without citizen participation; the second diagram imposes citizen participation as a subsystem of the community.

COMMUNITY AS A SYSTEMDIAGRAM 1

EXTRA-COMMUNITY
SYSTEMS

(e.g. - province,
nation, other
communities)

VERTICAL TIES

- Interests not based on place may pull outside the community.
- Many workers work outside the community.
- There are commercial ties with external systems, as provincial, national, even multi-national.
- Link to provincial and national system of government (weakening local autonomy in decision making).
- input of services and salaries.

HORIZONTAL TIES.

- familial involvement in the commercial sector of the community (through job, or consumption).
- Commercial input into local government.
- transfer of familial functions to government.

ABOUT DIAGRAM 1

Primary relationships exist within the family and among neighbors and friends. Interests of family members are served by clubs and organizations, which reflect, to some extent, the people's values. If these values are primarily familial, a suburban milieu is likely: if the values are primarily personal an urban milieu is likely. These people contribute to their community through taking a place in the economic sphere, be it in labor, management, industry, service positions, or simply as a consumer.

Besides consuming products, they consume government services. There is increasing bureaucratization and transfer of original familial functions, e.g. day care, old age security, to business enterprise or government. This transfer, in turn, reflects upon the family, shaping values etc. (feedback loop, and input), beginning the cycle again.

Vertical ties with the larger area beyond the community (e.g. other communities, the province and the nation) weaken the autonomy of the community. These extra-community systems also provide an input of services.

EXTRA-COMMUNITY SYSTEMS.

138

COMMUNITY AS A SYSTEM DIAGRAM 2

- f. Citizen participation gains strength from the family organizations & clubs in community.
- F. Benefits of citizen participation are filtered back to the family.
- G. Citizen participation programs may involve businesses and industry (e.g. - anti-pollution campaign.)
- H. Needs of citizens are suggested to Council etc.
- I. Citizen participation may seek sources outside the community for certain purposes (eg - financial). Citizen participation has linkages with extra-community systems, to extent that other levels of government may become involved in solving a community problem.

ABOUT DIAGRAM 2

Citizen participation gains its strength from the family, and organizations and clubs in the community. In turn, benefits gained from citizens' participation are filtered back to the family. For example, citizen participation affects the family by its activities, as creation of women's interest groups, establishing possibly a community centre for teenagers, or improved transport.

Citizen participation may contribute to the commercial part of the community, depending on its program, and on how relevant the economic part of the community is. For example, the business community is of marginal importance to citizen groups in a dormitory suburb where most purchases are made and jobs are located outside the community. However, citizen participation will influence businesses and industry in the community to the extent that citizen participation programs involve businesses or industry (e.g. - an anti-pollution campaign, or a fix-up Main Street campaign.)

Citizen participation affects government by bringing to bear on government the needs of citizens. It may affect bureaucracy by attempting to change its structure (e.g. stress need for hiring new official for certain functions), and will affect Council by suggestions involving Council deliberation and approval (e.g. - citizens may suggest values shared in the community on such matters as land use patterns, or transportation, and may make recommendations which influence Council.)

Citizen participation will also interact with the larger systems of province and nation, to the extent that it draws upon sources outside the community (for example, provincial financial sources.)

By providing another layer of involvement citizen participation facilitates ideas, opinions and actions from the citizenry reaching the government bureaucracy directly, and in cohesive fashion, rather than reaching bureaucracy in piecemeal fashion by individuals and organizations separately presenting their views.

Diagrams 1 and 2 clearly show that the community is an open system, with many linkages outside the community. These linkages are weakening forces in one respect, in that community autonomy decreases to the extent that it must take into consideration factors outside the community. On the other hand, in some respects, these linkages could be seen as strengthening forces, in that no community is able to stand completely alone and does indeed benefit by various inputs from without (grants, provincial or federal, salaries to residents from workplaces outside the community, provincially or federally operated programs in effect in the community, etc.)

The self study form of community development has proved itself a valuable force in Gloucester North. Its value is seen in the quality of the reports presented, in the indications of the success in its carrying forward mechanism, and in the opportunities

for involvement and education which it has presented to many community residents. Other forays into community development are taking place in the Ottawa area - Action Sandy Hill and the Pinecrest-Queensway study are current examples. These ventures are not sponsored by a community college and do not follow the design of the self study model. For instance, the Pinecrest study, launched by two city planners under the auspices of City Hall, is beginning with the expert. However, people participation is part of their plan, and, as such, they are reaching deeply into the community development bag. It would seem that many techniques of the self study and much of the information gleaned from the questionnaires on the self study would prove a helpful background to this related form of community development.

As society becomes more complex and the citizen feels more and more isolated from government, the need for community development will increase. Citizen action groups may be symptomatic of the need for the structure to be shaken in order to be responsive to human needs and challenges. The danger for some spontaneous citizen groups is that they over-specialize in one particular area (be it recreation or tenant-landlord relations) and forget the rest of the picture. Another danger is that without knowledge or techniques for social action, they exhaust themselves, or lose their credibility as they become just another whining faction. Some citizen groups forever bang against closed doors because they do not have the

method of opening them. The Algonquin program could be construed as the 'Open Sesame' that can give expertise to citizen participation. By examining the techniques of the self study model, as utilized by Algonquin College, other groups entering into the field of community development can learn how to proceed smoothly toward the attainment of social goals.

However, it would not be enough to explore the topics of discussion groups and the plan for plenary sessions. Community development is, above all, an exercise in group dynamics, and as such, the role of the consultant must be included in any examination of the techniques. Therefore, whether a departure into c.d. activity is sponsored under official auspices (as in the Pinecrest study) or is spontaneous, responding to a threat against the community itself (as is the case of Sandy Hill residents reacting against urban renewal which could remove the character and history of their community), cognizance should be taken of the need for some relatively non-involved agent who can work both as a catalyst and as a pacifier. This is the strength of the self study model as sponsored by a community college.

As our school system turns more and more away from the concept of authority and more to the concept of involvement, we can expect a corresponding turning towards involvement in community affairs by young people, no longer content to be merely controlled by the powers that be. As the tree is bent, so it grows. It is in the light of this promise, that we must view community development.

Community development is a fairly new enterprise; this being the case, various methods can be and are used in the furthering of community development goals, with some of these methods being eminently successful in helping attain social objectives. Hopefully, other forays into c.d. in Canada will be examined in some depth, as has been attempted here with the self study community college model. It is only when more comparative literature is available on community development techniques as used in Canada that Canadian citizens can decide what sort of c.d. process will be best fitted to their own community's needs.

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APPENDIX A

SESSION 1

7:30 Session begins

Responses to questionnaires show 5 possible groups.
Parks and Recreation, Community Planning and Development,
Education and Cultural Services, Communications, Social Services 1

Participants go to the topic group where they feel the
greatest concern - not forever binding - but select group
where they will find support for their particular concern.
(Student in each group to observe process - remind group
of assignment.)

IN GROUPS:

1. Select Specific Problem Areas

What are the problems in _____?

2. Identify and list persons who are willing to work on particular problems, who are willing to explore particular problems further. (List names)

3. Appoint reporter for plenary session.

1. The committees were later broken down as follows.
 - i. Parks and Recreation .
 - ii. Community Planning and Development (1) Transportation
(2) Political Structure (3) Land Use and Zoning.
 - iii. Education and Cultural Services.
 - iv. Communications
 - v. Social Services.

8:30 Plenary Session

Reports from Theme Groups

Framework for a Community

Questions

9:15 Theme Groups Meet to Discuss Field Assignments

1. Attempt to see social, economic and political aspects of problem.
2. Determine what information is needed in order to tackle problems in greater depth.
3. Submit above in writing - Session 2, January 31

9:45 Reconvene in Plenary

Announcements - T.V. Tonight

- Cablevision - Wednesday

- Clarion

Questions, Adjournment.

SESSION 2

1. What?

2. Where?

A. Direct Contact with Subjects:

-Whom do we wish to know about?

B. Resource Centres:

-Libraries, township hall, etc.

C. Specialized Agencies:

-School Boards, Health Units, etc.

D. Experts or Informed Individuals:

-Professional persons.

3. How?

A. Professional Researchers:

-studies, etc., budget, goals

B. Observation:

-as participant

-as outsider

C. Interviewing:

-letter, telephone, in person

-many general, few in depth.

Instructions to Groups - approximately 9:30 p.m.

- In task groups
- Work out information gathering assignment to be undertaken in the next two weeks.
- Write out what will be undertaken and list names of persons accepting responsibility. Hand in before adjournment.

The following example of the carrying out of this assignment is given in this submission from one of the groups (Social Services - Group 5)

Social ServicesDay Care

Information on rules, regulations of zoning etc. Questionnaire to determine support for day care centre (Mrs. Pat McLeod to contact others in group).

Facilities for Social Needs of the Area

1. Obtain a total picture of community services.
2. Begin to investigate youth, housewives and elderly person's needs.

(a) Total picture

We will determine the present facilities available and their uses and future facilities and their possible uses. We will determine the type of people in the community and the needs of these people.

Marilyn Boxwell, Roisin Hanlon, Melanie Bonnell, Jean Lee-Chong.

(b) Youth

We will contact various agencies and professional people and organizers of youth groups and we will investigate various existing places to hold youth groups.

Roisin Hanlon, Melanie Bonnell.

(c) Housewives

We will determine the problems of housewives and their needs. We will contact various agencies who have provided activities for housewives. Marilyn Boxwell, Jean Lee-Chong.

(d) Elderly

We will determine if a Senior Citizen's Home is needed and investigate existing clubs.

Youth Services

Information on possibility of Youth Drop-in Recreation Centre.

Locations - Earl Armstrong Arena

Evelyn Clue

Churches

Debbie Christie

School facilities

Kathy Taylor

Administration of centre

Mary McClue

SESSION 3

Instructions to Task Groups - Session 3

In writing before the end of this Session -

1. Re-state the problem.
2. Set out information now required.
3. Assign responsibilities.

The following chart outlines this process.

This chart is explained conceptually thus:

"The information collected must be analysed to provide a basis for action. There may be a need to restate the problem. Further **sources** of information should be considered. Limits encountered in collecting information should be noted."

Session 4 - An exchange of information among the groups with the intent of exchanging views on methods of problem solving.

WORKING AGENDA FOR SESSION 4

Objective - Clinic Session

- Identifying sources of help
- Problems securing information, Definition and Direction.

TO SEE the relationship of specific problems (as redefined) to other problems in the context of possible programs of action.

Participants' Agenda

1. Clinic Session - in Task groups

- identifying sources of help
- problems securing information
- definition and direction
- share additional information
- determine whether new information changes definition of the problem
- in order to solve the problem who would have to be involved?
- appoint a spokesman to report to the Plenary Session.

2. Coffee

3. Task Group Reports in Plenary

- other participants or resource people question for clarification.
- look for similarities or patterns emerging from these reports.
- what ideas for problem solving are suggested?

4. In Task Groups

Discuss and establish means for completing assignment.

The concept underlying Session 4 is that the search for interrelationships of problems, and the possible emergence of similarities or patterns, may influence the basis of an action program.

The assignment for the task groups - Work out a plan for the next two weeks to:

- (1) gather further essential information
- (2) identify how the information should be shared and with whom.
- (3) develop a tentative proposal for action.

WORKING AGENDA FOR SESSION 5

Objective: To develop plans for action which will contribute further insights into the nature of the community.

Participants' Agenda.

In cafeteria

7:30 - 8:10 - Plenary session to outline process to date.

8:10 - 9:10 - Task group sessions (a) selecting kind of action
(b) preparing for action

Coffee

9:15 - 10:00 - Plenary Session for task group reports.

Moving Toward Action1. Kinds of Action

- (a) Getting/providing information:
"If people learn or have the facts, they will take the necessary steps."
- (b) Bringing pressure to bear:
"The facts are known but some others must take steps."
- (c) Self-organization:
"Facts are known, but isolated individuals can achieve very little; must organize."
- (d) Forming Co-alitions:
"Other groups have similar interests; should combine forces."
- (e) Getting outside help.
"Special skills or resources required to assist in action; where to look?"

2. Preparing for Action

- 1. Setting goals: What do we want to achieve?
- 2. Involvement: Who must be involved?
- 3. Program: How will we proceed?

Appendix B

SL

GLOUCESTER TOWNSHIP

Survey re Community Forum

1. Respondent

☒ 180 M

☐ under 18

☒ 412 F

☐ 18 and over

2. Location

☐ Beacon Hill North

☐ Beacon Hill South

☐ Blackburn Hamlet

☐ Cardinal Heights

☐ Laporte

☐ Orleans

☐ Rothwell Heights

☐ Other (specify) _____

3. Which one of the eight subjects below are you most interested in (check one only).

☒ 156 Education

☒ 9 Communications

☒ 90 Land Use and Zoning

☒ 34 Municipal Administration

☒ 114 Recreation

☒ 42 Road Safety

☒ 23 Social Services

☒ 77 Transportation

☒ 62 None of the above

CANTON DE GLOUCESTER

Enquête sur le forum communautaire

1. Répondants

☐

M

☐

moins de 18 ans

☐

F

☐

plus de 18 ans

2. Localité

☐

Beacon Hill Nord

☐

Beacon Hill Sud

☐

Blackburn Hamlet

☐

Cardinal Heights

☐

Laporte

☐

Orléans

☐

Rothwell Heights

☐

Autres (précisez) _____

3. Lequel des huit sujets ci-dessous vous intéresse le plus (cochez-en un seul).

☐

Education

☐

Communications

☐

Utilisation des terres et zonage

☐

Administration municipale

☐

Loisirs

☐

Sécurité routière

☐

Services sociaux

☐

Transports

☐

Aucun de ces sujets

4. Qu'aimez-vous le plus et le moins dans le système scolaire?

Qu'aimez-vous
le mieux?
(cochez-en un seul)

- ☐ la grosseur des écoles
- ☐ le rapport élèves-enseignants
- ☐ le système d'accélération
- ☐ la discipline
- ☐ le genre de matières offertes
- ☐ le nombre de matières offertes
- ☐ la qualité des professeurs
- ☐ le système des trois niveaux
- ☐ autres (précisez)

Qu'aimez-vous
le moins?
(cochez-en un seul)

☐
☐
☐
☐
☐
☐
☐
☐
☐

5. Croyez-vous que l'esprit ou le sentiment communautaire dans votre communauté est

- ☐ plus fort que dans d'autres communautés?
- ☐ à peu près la même que dans d'autres communautés?
- ☐ plus faible que dans d'autres communautés?

6. Est-ce que la superficie réservée aux parcs dans une communauté devrait

☐ dépendre du nombre de personnes qui y vivent?

ou ☐ représenter une proportion fixe de la superficie totale?

7. Connaissiez-vous les règlements municipaux relatifs à la construction dans le secteur où vous vivez?

- ☐ oui
- ☐ non
- ☐ incertain

8. Considérez-vous que l'administration municipale de Gloucester

	Oui	Non	Indécis
est accessible?	☐	☐	☐
répond aux besoins de la communauté?	☐	☐	☐
est prévoyante?	☐	☐	☐

4. What do you like best and least about the school system?

What do you
like best?
(check one only)

What do you
like least?
(check one only)

☒ 29	the size of schools	☒ 49
☒ 51	pupil teacher ratio	☒ 20
☒ 54	streaming	☒ 16
☒ 22	discipline	☒ 63
☒ 65	kind of subjects offered	☒ 11
☒ 54	number of subjects offered	☒ 6
☒ 44	quality of teachers	☒ 37
☒ 66	the three level system	☒ 22
☐	other (specify) _____	☐
☐	_____	☐

5. Do you feel that the community feeling or spirit in your community is

- ☒ 36 greater than in other communities
☒ 273 about the same as in other communities
☒ 88 less than in other communities.

6. Should the amount of land set aside for parks in a community be

- ☒ 405 related to the number of people who live in it?
or ☒ 110 a fixed fraction of the area of the community?

7. Do you know what municipal restrictions there are on building in the area in which you live?

- ☒ 128 yes
☒ 214 no
☒ 161 not sure

8. Looking at the municipal administration in Gloucester, do you find them

	Yes	No	Don't know
accessible?	☒ 165	☒ 86	☒ 160
responsive to community needs?	☒ 236	☒ 143	☒ 112
farseeing?	☒ 38	☒ 141	☒ 195

9. What would you like to see for recreation in Gloucester?

More

(check one only)

Less

(check one only)

- ☒ 74 facilities for programs
☒ 38 neighbourhood programs
☒ 56 sports and athletic programs
☒ 70 cultural programs
☒ 68 programs for children
☒ 29 programs for adults
☒ 88 programs for youth
✓ — ☒ 182 parks in a natural state
☒ 17 organization
☒ 34 financial support

- ☐ 10
☒ 44
☒ 26
☒ 30
☒ 6
☒ 9
☒ 10
☒ 45
☒ 31
☒ 13

10. What are the important factors affecting road safety in Gloucester? (select two only)

the condition of the streets ☒ 206

traffic regulations ☒ 107

lack of facilities for cyclists ☒ 200

traffic control facilities ☒ 199

lack of facilities for pedestrians ☒ 239

school zone regulations and supervision ☒ 84

others (specify) _____ ☐
_____ ☐

11. What would you like to see for social services in Gloucester?

More

(check one only)

Less

(check one only)

- ☒ 191 medical/dental services
✓ ☒ 231 recreational facilities
☒ 77 day nurseries
☒ 30 after four programs
☒ 8 legal aid
☒ 29 facilities for the elderly
☒ 16 facilities for youth
☒ 14 family counselling services
☒ 3 credit counselling services
☒ 34 drug counselling services
☐ other (specify) _____

- ☒ 12
☒ 13
☒ 17
☒ 30
☒ 16
☒ 5
☒ 2
☒ 5
☒ 12
☒ 16
☐

9. Dans le domaine des loisirs, qu'est-ce que vous aimeriez voir dans Gloucester?

Plus

(cochez-en un seul)

Moins

(cochez-en un seul)

☐ possibilités de programmes	☐
☐ des programmes de voisinage	☐
☐ des programmes d'athlétisme et de sports	☐
☐ des programmes culturels	☐
☐ des programmes pour les enfants	☐
☐ des programmes pour les adultes	☐
☐ des programmes pour la jeunesse	☐
☐ des parcs dans un état naturel	☐
☐ organisation	☐
☐ soutien financier	☐

10. Quels sont les principaux facteurs qui affectent la sécurité routière dans Gloucester? (cochez-en deux seulement)

- l'état des rues ☐
- les règlements de la circulation ☐
- la pénurie de pistes pour les cyclistes ☐
- les installations de contrôle de la circulation ☐
- la pénurie d'installations pour les piétons ☐
- les règlements du zonage scolaire et la surveillance ☐
- autres (précisez) _____ ☐
- _____ ☐

11. Dans le domaine des services sociaux, qu'aimeriez-vous voir dans Gloucester?

Plus

(cochez-en un seul)

Moins

(cochez-en un seul)

☐ des services médicaux-dentaires	☐
☐ des services récréatifs	☐
☐ des garderies de jour	☐
☐ des programmes après 16 h	☐
☐ des services d'aide judiciaire	☐
☐ des services pour les personnes âgées	☐
☐ des services pour la jeunesse	☐
☐ des services de consultation matrimoniale	☐
☐ des services de consultation sur le crédit	☐
☐ des services de consultation sur les drogues	☐
☐ autres (précisez) _____	☐

12. If there was public transit available within your community would you?

	Yes	No	Not sure
use it for shopping, recreation and other activities	<u>250</u>	<u>72</u>	<u>54</u>
use it to go to work or school	<u>197</u>	<u>153</u>	<u>59</u>
regard it as a welcome addition to the community	<u>325</u>	<u>26</u>	<u>21</u>
be willing to subsidize it through your municipal taxes	<u>197</u>	<u>148</u>	<u>99</u>

12. Si des services de transport public vous étaient offerts par votre communauté, est-ce que vous

	Oui	Non	Incertain
les utiliseriez pour vos activités de magasinage, de loisirs et autres?	☐	☐	☐
les utiliseriez pour aller au travail ou à l'école?	☐	☐	☐
les considéreriez comme une innovation souhaitable?	☐	☐	☐
seriez disposé à les subventionner au moyen de vos taxes municipales?	☐	☐	☐

Appendix C.

A Proposal for the Establishment of

SOCIAL GOALS ADVISORY COMMITTEES

In the Township of Gloucester (1)

SUMMARY:

- To be appointed by the Township Council.
- To function as sub-committees of Planning Board.
- To broaden and encourage citizen participation in the continuing process of community development and to assist in the attainment of community social objectives.

TERMS OF REFERENCE:

GENERAL:

- To increase citizen participation in the planning process--in particular as it affects the amenities of Family and Community life. (2)

- To assist the communities and the municipality in establishing goals and criteria for community development.

- To improve communications between communities and the municipality.

- To increase the citizen content of the information used as a basis for Municipal and Regional decisions and policy.

- To act as a resource or resource directory for ways and means to encourage community development to as full a potential as possible.

- To encourage the development of community resources and their use in conjunction with municipal and other social services.

- To encourage and foster mutually supporting relationships between communities--between urban and rural areas of the Municipality.

SPECIFIC: To assist Planning Board in its duties as directed by the Planning Act--with particular reference to residential community development and the preservation of the environment for people. (3)

ESTABLISHMENT AND AREA:

One committee is normally to be established in each Planning District of the municipality. Council may, however, deem it advisable to establish more than one committee in some Planning Districts because of their size or diversity. (4) It is expected that Council would consult with Planning Board concerning the establishment of each committee. Functionally the committees would act as sub-committees of Planning Board.

✓ COMPOSITION:

Composition, appointment, etc. is to be the same as for Planning Board as set forth in the Planning Act. (5)

While no restriction is intended, it is to be desired that whenever possible council will appoint members on the advice of community groups or associations--when they exist within a Planning District.

AUTHORITY: (DIRECTION)

Planning Board or Council via Planning Board.

ADMINISTRATION:

Township Planning and Works Department.

NOTES:

- (1) Refer to the Orleans Official Plan, an amendment to the Official Plan of the Township of Gloucester Planning Area. (Section 5-10)

- (2) Amenity means pleasantness (of places, persons, etc)
- (3) "Every planning board shall investigate and survey the physical, social, and economic conditions in relation to the development of the planning area and may perform such other duties of a planning nature as may be referred to it by any council having jurisdiction in the planning area, and without limiting the generality of the foregoing it shall.....

hold public meetings and publish information for the purpose of obtaining the participation and co-operation of the inhabitants of the planning area in the determining the solution of problems or matters affecting the development of the planning area...."

from section 10(1) of the Planning Act of Ontario, 1970.

- (4) Orleans, Blackburn Hamlet, Cyrville are examples of locales which might each have a committee.
- (5) Four, six, or eight members who are not employees of the municipality or of a local board plus the reeve as an ex officio member.

Comments made by Dr. Lithwick recently concerning reaction to "Urban Canada: Problems and Prospects"-(a study commissioned by the Federal Government) relate directly to the purpose of the committees being proposed for Gloucester.

"Perhaps the greatest concern I have is the reaction, in some quarters, to the fact that we failed to prescribe a set of urban goals with a clear blueprint for the good life in the future. This misses the essential point that was being made. There is no way "experts" should be asked to, or indeed entrusted to, program a whole future life style for Canadians. That is up to Canadians themselves. For it is individual Canadians who will live in urban Canada of the future, and it is their responsibility to shape that future to meet their fundamental desires."

F.H. LITHWICK, "Urban Canada Revisited", Habitat, No. 3, 1971, Pg. 7.

APPENDIX D

RESOLUTIONS ENACTED BY GLOUCESTER COUNCIL, DEC. 6, 1971

Re: Social Goals

Moved and seconded, BE IT RESOLVED that Council directs that Social Goals Committees shall be formed for each planning district or other area as Council might designate to advise Council through the Gloucester Planning Board on the Social Goals for the Planning district, area or the community at large; the terms of reference for such committees shall be made by Gloucester Planning Board and approved by Council, and furthermore that Council shall appoint Members to such Committees taking into account recommendations made by the Gloucester Planning Board and Community Groups in the planning district or other areas.

....Carried.

Moved and seconded, BE IT RESOLVED that Council appoints a Social Goals Advisory Committee for that portion of Gloucester Township described as follows: east of the proposed alignment of Highway 417 and the Eastern Parkway, west of the outer perimeter of the Greenbelt and north of the Fourth Line. The initial composition of such Committee shall be composed of Mr. Kenneth Steele, Mrs. Elizabeth Stewart, Mr. Jack McGuinty and such other members as Council may from time to time designate, such Committee not to exceed seven members.

....Carried.

Moved and seconded, BE IT RESOLVED that the following named be appointed to the Social Goals Advisory Committee in addition to Mr. Kenneth Steele, Mrs. Elizabeth Stewart, Mr. Jack McGuinty.

Mr. Paul Castonguay

Mrs. Penney Deering

Mr. Jean-Marie St. Georges

Mr. David Bryden

....Carried.

RESOLUTIONS ENACTED BY GLOUCESTER COUNCIL, DEC. 13, 1971.

Moved and seconded, BE IT RESOLVED that upon the recommendation of Planning Board, Council hereby approves that to assist the Board in meeting its objective regarding human aspects within the Municipality, the following shall be the objective and terms of reference for the Social Goals Advisory Committee of the Township of Gloucester.

OBJECTIVE

Social Goals Advisory Committees shall investigate all those matters which affect the quality of life within the areas in respect of which they are appointed and the community at large and advise Gloucester Planning Board so that the quality of life in the Municipality may be maintained at a high level.

TERMS OF REFERENCE

Each committee appointed by Council shall consist of three, five or seven members and shall elect a chairman from amongst its members.

Each committee shall meet once a month or more often as necessary and the chairman shall report to Planning Board once a quarter or more often as necessary.

Each committee shall maintain minutes of each meeting and copies of such meeting shall be forwarded to Planning Board within seven (7) days after each meeting.

Reasonable disbursements incurred by each committee and approved by Planning Board shall be paid by the Municipality.

In addition to such tasks as may be placed before it from time to time each committee shall consider among its duty to:

Increase citizen participation in the planning process in particular as it affects the amenities of Family and Community Life.

Assist the communities and the municipality in establishing goals and criteria for community development.

Improve communications between communities and the Municipality and the Regional Government.

Act as a resource or resources directory for ways and means to encourage community development to as full a potential as possible.

Encourage the development of community resources and their use in conjunction with municipal and other services.

Encourage and foster mutually supporting relationships between communities - between urban and rural areas of the Municipality.

....Carried.

Appendix E

1271 Morrison Drive
Ottawa, K2E 7L7
June, 1971.

Dear

The following statements are taken from responses gained in the "Tabulation of Data from the Questionnaires Regarding the Community Self Study Projects." Some of the responses listed here are from respondents in Almonte, Pembroke, and South East Ottawa, as well as Gloucester North.

This is an attempt to find out whether you agree or disagree with what some other respondents have felt, and to partially assess the uniformity or lack of uniformity of the self study experience in the various geographical areas.

Your signature is not required on these questionnaires, but should you choose to use your name, your anonymity will be completely protected.

The material gained from this questionnaire will be used for my Master of Arts thesis at Carleton University. Your cooperation is earnestly sought since so few sources of information are available in community development and your ideas are thus of extreme importance.

Thank you.

Yours sincerely,

Glenda Lowe
(Mrs.) Glenda Lowe

Indicate whether you agree or disagree with the following:

A

(Some responses to 3 (a) of the original Questionnaire.)

I believe I learned the following through my experience in the Community Self Study:

1. "I learned that our 'community' does not have much community feeling or identity." (Agree, Disagree)
2. "There is little or no coordination of program between local associations." (Agree, Disagree)
3. "I learned that very few people had any significant knowledge of what facilities and services were in Gloucester North, where they were, and how to make use of them." (Agree, Disagree)
4. "Persons participating appeared to be 'professional joiners.'" (Agree, Disagree)

note - Gloucester North is hardly a single community.

B

In answer to question 4 (a)

In my opinion the community benefitted as follows as a result of the Community Self Study.

1. "Community Self Study brought about total community thinking as opposed to neighborhood." (Agree, Disagree)
2. "First, I think many had expected to lay the blame for all ills on the developers, but before the session ended it appeared they concluded that there were indeed more controls than they had realized and further that the developers generally were in the van of current thinking regarding community interaction, planning, and were in the main, quite thoughtful." (Agree, Disagree)
Don't know
3. "The self study reduced the sense of alienation of citizens vis-à-vis government." (Agree, Disagree)

But the participants were a tiny segment of the citizen population, & were to a good extent already active in community affairs.

6. "The community was made aware of the study and thoroughly interested. Following the study, the community (Agree) or Disagree
7. "Our elected officials are now considering to a small degree the proposals and opinions of the citizens' community groups." (Agree) Disagree
8. "Unseen and is causing local elected officials to re-evaluate some programs." (Agree) Disagree
9. "The study helped provide the community with leaders (Agree) Disagree
10. "The study helped provide the community with leaders (Agree) Disagree
11. "We have developed techniques of problem identification and solving." (Agree) Disagree
12. "The Arden population has benefited very little in any way." (Agree) Disagree
13. "Many doors were opened for the first time. They will close again as usual - but will open more easily each time." (Agree) Disagree

14. In answer to 4 (b)
I can identify the following specific results of the community self-study.

Relationships to local government:

"Problems in the community planning process have been identified and recommendations for their solution have been made. Council and Planning Board have known about these for years and may need public encouragement based on knowledge gained in the Self Study to act upon the recommendations." (Agree) Disagree

15. "Dialogue between residents, developers, township officials and elected representatives." (Agree) Disagree

16. "Little encouraging response from politicians (they did not respond)." (Agree) Disagree

D Answers to Question 6

I would suggest the following to make the Community Self Study Projects more effective:

1. "I did not find it useful to have elected representatives present at every session as they possibly exerted some control of discussion, especially in highly political areas." (Agree, Disagree)
2. "Emphasize communications at all levels. Guest speakers to inform people about what is going on in various sectors of the community." (Agree, Disagree) *We had this & it was*
3. "More chairmanship in group and plenary sessions to cut down on repetitive verbosity of some participants." (Agree, Disagree)
4. "There should be another open Self Study meeting a year later to identify and discuss new problems and means of solving them." (Agree, Disagree)
5. "There should be more interaction among the different groups within the Self Study." (Agree, Disagree)
6. "More specific direction on how to obtain information, what sources and official channels are available." (Agree, Disagree)
7. "Possibly Algonquin could assist more in the definition of, or help participants grasp, the existing structures in force in the community, e.g. - what powers does the township have in zoning? OMB?" (Agree, Disagree)

E

1. Some answers to Question 7

If someone from another community asked you for advice about whether or not to undertake a Community Self Study Project, what would you emphasize?

1. "Do not include people who are just there to hear themselves talk rather than offer anything constructive." In other words, there should be a weeding out process. (Agree, Disagree)

E

3. "Explanatory meetings with area's larger organizations so as to increase size of Study group and to include a more diversified segment of population, not just those people who want immediate action on certain problems of the community." (Agree, Disagree)
4. "Get 'significant people'. While I thoroughly object to this phrase, since I am merely an 'interested housewife', I see the necessity of it - if the merchants - or even a couple of merchants had been in our Public Services group, we could have done more. If a doctor had been in the Public and Mental Health group, some action might now be under way." (Agree, Disagree)
5. "Enlist the support of natives or people who have lived in the community for some time. When a group of newcomers to a community work hard on a Self Study project they only elicit the criticism and scorn and enmity of the natives." (Agree, Disagree)
6. "Study sessions should be held at least once a week." (Agree, Disagree)
7. "I would emphasize that more time should be spent in study groups, with less reporting to plenary session during the first three sessions. Nobody in our study was prepared to make these early reports and the time would have been better spent in coming to grips with 'The Problem'." (Agree, Disagree)
8. "I feel it should be more theoretical. Arrange for people to speak or one person in group to report to whole group on certain topics. Not divide into little groups each running all over the community trying to get in touch with people, or get things done. Act as a whole to learn, not get done." (Agree, Disagree)
9. "Strong group leaders are needed - perhaps try to determine who these should be before the study commences; they might be able to relinquish this possibly if strong leadership develops within the groups later in the sessions." (Agree, Disagree)
10. "Try to obtain even distribution of male and female in each individual group. Social services and educational groups tended to be entirely female whilst recreation and planning tended to be 100% male." (Agree, Disagree)
11. "The project is a form of activation which will propagate itself." (Agree, Disagree)

page 5
E

2. "I feel that if Algonquin is to do a really thorough job of community development in any area, it must, after establishing a sound relationship with the 'haves' then go on to communication with and leadership training of the 'have-nots' possibly with the help of concerned 'haves'." Agree Disagree *if this is in line with Algonquin's objectives.*
3. "At the 2nd and 3rd sessions, I would have suggested a firmer hand in direction from Algonquin. I sensed a general feeling of being lost. Now I am not sure. Perhaps the lost feeling is a necessary part of the process and each 'Study' must find itself in its own way. If the problems are not there or the Study must be led, then little will remain when Algonquin departs." Agree Disagree

Note: Any specific comments on items about which you feel strongly would be appreciated.

I feel most people were expecting too much too quickly from the study. It was a good educational program with ~~possibly~~ the possibility of development of some good ideas. Some people perhaps were using the study as a vehicle to implement established viewpoints or objectives.

1. What is a 'community'?

This is already reasonably well defined within architectural planning & associated disciplines. I have a reasonably vague idea - This but I'd look it up if I needed to be more specific.

2. Did your concept of community change as a result of the self study? In what way?

no

3. How would you assess the utility of a community doing a self study without the assistance of a Community College? Is it, in your opinion, decidedly better with the help of a community college, or do you think it would have taken place in much the same way without the College?

~~No~~ I think the C-College gave perspective to the study.
Decidedly better with the community college.

Gloucester respondents Strongly Agree with the following

A.

I believe I learned the following through my experience in the Community Self Study.

2. "There is little or no coordination of program between local associations." (G)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
25	7	1
75.8%	21.2%	3.0%

3. "I learned that very few people had any significant knowledge of what facilities and services were in Gloucester North, where they were, and how to make use of them." (G)

<u>Agree</u>	<u>Disagree</u>	<u>No answer</u>
20	10	3
60.6%	30.3%	9.1%

B.

In my opinion the community benefitted as follows as a result of the Community Self Study.

2. "First, I think many had expected to lay the blame for all ills on the developers, but before the session ended it appeared they concluded that there were inddeed more controls than they had realized and further that the developers generally were in the van of current thinking regarding community interaction, planning, and were in the main, quite thoughtful." (G)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
22	8	3
66.6%	24.3%	9.1%

3. "The self study reduced the sense of alienation of citizens vis a vis government." (A)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
20	9	4
60.6%	27.3%	12.1%

4. "The community was made aware that some citizens were thoroughly interested. Politicians perhaps felt some pressure." (P)

<u>Agree</u>	<u>Disagree</u>	<u>No answer</u>
28	3	2
84.8%	9.1%	6.1%

5. "Our elected officials are now considering to a small degree the proposals and opinions of the citizens' community groups." (A)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
28	2	3
84.8%	6.1%	9.1%

Gloucester Respondents Strongly Agree with the following: (continued)

3.

6. "Self study caused and is causing local elected officials to re-evaluate some programs." (G)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
25	4	4
75.8%	12.1%	12.1%

7. "The study helped provide the community with leaders." (S)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
23	9	1
69.7%	27.3%	3.0%

8. "We have developed techniques of problem identification and solving." (S)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
22	11	0
66.6%	33.4%	0%

9. "The French population has benefitted very little in my opinion." (G)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
24	6	3
72.7%	18.2%	9.1%

10. "Many doors were opened for the first time. They will close again as usual - but will open more easily each time." (P)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
23	4	6
69.7%	12.1%	18.2%

- C I can identify the following specific results of the community self study.

Relationship to local government:

1. "Problems in the community planning process have been identified and recommendations for their solution have been made. Council and Planning Board have known about these for years and may need public encouragement based on knowledge gained in the Self Study to act upon the recommendations." (G)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
26	5	2
78.8%	15.1%	6.1%

2. "Dialogue between residents, developers, township officials and elected representatives." (G)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
28	2	3
84.8%	6.1%	9.1%

Strongly Agree

D

I would suggest the following to make the Community Self Study Projects more effective:

2. "Emphasize communications at all levels. Guest speakers to inform people about what is going on in various sectors of the community." (3)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
27	6	0
81.8%	18.2%	0%

3. "More chairmanship in group and plenary sessions to cut down on repetitive verbosity of some participants." (3)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
24	8	1
72.7%	24.3%	3.0%

4. "There should be another open Self Study meeting a year later to identify and discuss new problems and means of solving them." (A)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
21	9	3
63.6%	27.3%	9.1%

5. "There should be more interaction among the different groups within the Self Study." (S)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
22	9	2
66.6%	27.3%	6.1%

6. "More specific direction on how to obtain information, what sources and official channels are available." (A)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
20	12	1
60.6%	36.4%	3.0%

7. "Possibly Algonquin could assist more in the definition of or help participants grasp, the existing structures in force in the community, e.g. - what powers does the township have in zoning? CMB? (3)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
22	10	1
66.7%	30.3%	3.0%

E

If someone from another community asked you for advice about whether or not to undertake a Community Self Study, what would you emphasize?

3. "Explanatory meetings with area's larger organizations so as to increase size of Study group and to include a more diversified segment of population, not just those people who want immediate action on certain problems of the community." (A)

Strongly Agree

E

3.

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
25	7	1
75.8%	21.2%	3.0%

4. "Get 'significant people'. While I thoroughly object to this phrase since I am merely an 'interested housewife', I see the necessity of it. If the merchants, or even a couple of merchants had been in our Public Service group, we could have done more. If a doctor had been in the Public and Mental Health group, some action might now be under way." (P)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
27	4	2
81.8%	12.1%	6.1%

7. "I would emphasize that more time should be spent in study groups with less reporting to plenary session during the first three sessions. Nobody in our study was prepared to make these early reports and the time would have been better spent in coming to grips with "The Problem". (G)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
25	6	3
75.7%	18.2%	9.1%

9. "Strong group leaders are needed - perhaps try to determine who these should be before the study commences; they might be able to relinquish this possibly if strong leadership develops within the group later in the sessions." (G)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
21	10	2
63.6%	30.3%	6.1%

11. "The project is a form of activation which will propagate itself." (S)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
20	8	5
60.6%	24.2%	15.1%

12. "I feel that if Algonquin is to do a really thorough job of community development in any area, it must, after establishing a sound relationship with the 'haves', then go on to communication with and leadership training of the 'have-nots' possibly with the help of concerned 'haves'." (A)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
20	7	6
60.6%	21.2%	18.2%

Strongly Agree

13. "At the second and third session, I would have suggested a firmer hand in direction from Algonquin. I sensed a general feeling of being lost. Now I am not sure. Perhaps the lost feeling is a necessary part of the process and each "Study" must find itself in its own way. If the problems are not there or the Study must be led, then little will remain when Algonquin departs." (G)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
26	3	4
78.8%	9.1%	12.1%

Gloucester respondents Strongly Disagree with the following:

A

4. "Persons participating appeared to be 'professional joiners'." (G)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
8	24	1
24.3%	72.7%	3%

D

1. "I did not find it useful to have elected representatives present at every session as they possibly exerted some control of discussion, especially in highly political areas." (G)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
10	22	1
30.3%	66.7%	3%

E

2. "Do not include people who are just there to hear themselves talk rather than offer anything constructive. In other words there should be a weeding out process." (P)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
10	21	2
30.3%	63.6%	6.1%

6. "Study sessions should be held at least once a week." (S)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
9	20	4
27.3%	60.6%	12.1%

Gloucester residents show a Lack of Consensus on these statements.

A

1. "I learned that our 'community' does not have much community feeling or identity." (S)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
13	18	2
39.4%	54.5%	6.1%

Lack of Consensus (continued)B

1. "Community Self Study brought about total community thinking as opposed to neighborhood." (3)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
<u>16</u>	<u>11</u>	<u>3</u>
48.5%	42.4%	9.1%

C

2. "Little encouraging response from politicians (they did not respond.)" (3)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
<u>10</u>	<u>17</u>	<u>6</u>
30.3%	51.5%	18.2%

D

5. "Enlist the support of natives or people who have lived in the community for some time. When a group of newcomers to a community work hard on a Self Study project they only elicit the criticism and scorn and enmity of the natives." (P)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
<u>17</u>	<u>11</u>	<u>5</u>
51.5%	33.3%	15.2%

8. "I feel it should be more theoretical. Arrange for people to speak or one person in group to report to whole group on certain topics. Not divide into little groups each running all over the community trying to get in touch with people or get things done. Act as a whole to learn, not get done." (P)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
<u>10</u>	<u>19</u>	<u>4</u>
30.3%	57.6%	12.1%

10. "Try to obtain even distribution of male and female in each individual group. Social services and educational groups tended to be entirely female while recreation and planning tended to be 100% male." (3)

<u>Agree</u>	<u>Disagree</u>	<u>No Answer</u>
<u>14</u>	<u>17</u>	<u>2</u>
42.4%	51.5%	6.1%