CONTINUING

CITIZEN PARTICIPATION

AND

LOCAL AREA PLANNING

BY

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Continued citizen participation in the Vancouver Local Area Planning Program (L.A.P.P) is not a new issue. As early as 1973, Vancouver planners documented a commitment to not only produce a plan for a local area, but to initiate an ongoing process that would respond to area issues and facilitate continuous citizen input (Community planning Division, 1973, 10). However, no firm policy establishes continued, effective citizen participation in the Vancouver planning process. Presently, planning staff work with a Citizen Planning Committee (C.P.C.) to create a plan for a local area, but upon completion and adoption of the plan, technical and financial support is gradually withdrawn from the local area. The L.A.P. staff implement and monitor the effects of the plan without formalized citizen's participation. Initially, citizens remain active in the L.A.P. process, but as the major area plan policies are implemented, citizen interest and involvement decreases. When the implementation stage of the L.A.P.P. is reached, concern is often expressed by the local area planner and by the C.P.C. as how to facilitate continued participation in the planning process. The purpose of this thesis is:

To Outline A Model For Continued Effective Citizen Participation In The Vancouver L.A.P.P.

In order to outline this model, three objectives must be accomplished:

1) To define a theory of effective continued citizen participation in Vancouver;

2) To evaluate selected Vancouver local areas and determine the effectiveness of participation during the plan creation stage relative to the long term plan implementation stage;
3) To apply effective participation theory and L.A.P.P. evaluation results to Mount Pleasant, a Vancouver Local Area interested in continued citizen participation and monitoring their recently adopted community plan.

The methods to accomplish these three objectives include: a literature review on Citizen Participation; telephone interviews with one planner and one citizen from four selected L.A.P.P's.; and participant observation in Mount Pleasant, where as an intern student, the author of this thesis was involved in developing continued citizen participation in the Mount Pleasant local area planning program.

The literature review, is used to define effective participation. Generally, effective citizen participation in Vancouver should involve four elements:

1) An advisory level of citizen participation, citizens interact in the planning process, they are not just informed;

2) A civic consultation strategy, city staff respect and facilitate an advisory level of citizen participation;

3) A representative citizen group technique, citizens participate as representatives of a group, not as individuals;

4) An area council structure for the representative group technique, the citizen group receives recognition as an official participant in the planning process.

Further, a model that advocates effective citizen participation must also be adaptable to community variables and facilitate continued components such as access to technical resources.

The results of the telephone interviews indicate that participation was less effective during the long term plan implementation stage than during
plan creation stage. Revisions to the L.A.P.P. to ensure effective participation elements could involve planning staff organizing continued citizen participation prior to completing the plan creation stage of the program. In addition, it is advised that planning staff periodically review each local area plan to help ensure continued citizen interest in the planning process.

Participant observation results document Mount Pleasant residents' efforts to organize continued participation, reinforcing the earlier conclusion that planning staff need to facilitate an amalgamation of the C.P.C. with an existing community organization that is interested in monitoring their area plan. Examples of other Vancouver local areas and of other urban centres efforts to initiate continued citizen participation give further insight into an appropriate model outline for continued citizen participation in Vancouver's L.A.P.P.

The thesis conclusion synthesizes preceding theory and analysis in a model for effective continued citizen participation within Vancouver. To summarize, the major recommendation of this thesis is:

That the City of Vancouver develop a Recognition Policy for a representative citizen's group existing within a local area that is interested in monitoring the Local Area Plan and in amalgamating with the Citizen's Planning Committee upon adoption of the area plan.

This recognition policy must:

1) Reflect our continued citizen participation effective elements;
2) State criteria and procedures for local area council recognition election;
3) Develop functions and responsibilities of the recognized neighbourhood or area council;
4) Develop responding functions and responsibilities for the City and civic staff.
It is hoped that this thesis will initiate concepts, ideas, and further research that will be relevant to future Vancouver L.A.P.P. progress.
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>ABSTRACT</td>
<td>ii</td>
</tr>
<tr>
<td>TABLE OF CONTENTS</td>
<td>iii</td>
</tr>
<tr>
<td>LIST OF TABLES</td>
<td>vii</td>
</tr>
<tr>
<td>LIST OF FIGURES</td>
<td>viii</td>
</tr>
<tr>
<td>ACKNOWLEDGEMENT</td>
<td>ix</td>
</tr>
<tr>
<td>CHAPTER 1: INTRODUCTION</td>
<td>1</td>
</tr>
<tr>
<td>1.1 Purpose</td>
<td></td>
</tr>
<tr>
<td>1.2 Focus and Objectives</td>
<td></td>
</tr>
<tr>
<td>1.3 Constraints</td>
<td></td>
</tr>
<tr>
<td>1.4 Premises</td>
<td></td>
</tr>
<tr>
<td>1.5 Rationale</td>
<td></td>
</tr>
<tr>
<td>1.6 Approach</td>
<td></td>
</tr>
<tr>
<td>CHAPTER 2: THESIS METHODOLOGY</td>
<td>5</td>
</tr>
<tr>
<td>2.1 Introduction</td>
<td></td>
</tr>
<tr>
<td>2.2 Literature Review: Method 1</td>
<td></td>
</tr>
<tr>
<td>2.3 Telephone Interview: Method 2</td>
<td></td>
</tr>
<tr>
<td>2.4 Participant Observation: Method 3</td>
<td></td>
</tr>
<tr>
<td>2.5 Terms Defined</td>
<td></td>
</tr>
<tr>
<td>2.6 Thesis Development</td>
<td></td>
</tr>
<tr>
<td>CHAPTER 3: LITERATURE REVIEW</td>
<td>14</td>
</tr>
<tr>
<td>3.1 Introduction</td>
<td></td>
</tr>
<tr>
<td>3.2 Purpose of Citizen Participation</td>
<td></td>
</tr>
<tr>
<td>3.3 Levels of Participation</td>
<td></td>
</tr>
<tr>
<td>3.4 Strategies for Citizen Participation</td>
<td></td>
</tr>
<tr>
<td>3.5 Techniques for Citizen Participation</td>
<td></td>
</tr>
<tr>
<td>3.6 Structural Forms for Citizen Participation</td>
<td></td>
</tr>
<tr>
<td>3.7 Variables that Influence Community Organization</td>
<td></td>
</tr>
<tr>
<td>3.8 Effective Citizen Participation</td>
<td></td>
</tr>
<tr>
<td>3.9 Components of Continued Effective Citizen Participation</td>
<td></td>
</tr>
<tr>
<td>3.10 Summary</td>
<td></td>
</tr>
<tr>
<td>CHAPTER 4: EVALUATIONS OF CONTINUED CITIZEN PARTICIPATION IN VANCOUVER L.A.P. PROGRAM</td>
<td>38</td>
</tr>
<tr>
<td>4.1 Introduction</td>
<td></td>
</tr>
<tr>
<td>4.2 Citizen Participation Examples in Vancouver</td>
<td></td>
</tr>
<tr>
<td>4.3 Citizen Participation and the Vancouver Local Area Planning Program</td>
<td></td>
</tr>
<tr>
<td>4.4 Local Area Planning Program in Vancouver</td>
<td></td>
</tr>
<tr>
<td>4.5 An Evaluation of Continued Citizen Participation in the Local Area Planning Program in Vancouver</td>
<td></td>
</tr>
<tr>
<td>4.6 Implications of L.A.P.P. Evaluation Results</td>
<td></td>
</tr>
<tr>
<td>4.7 Continued Citizen Participation Examples in Vancouver</td>
<td></td>
</tr>
<tr>
<td>4.8 Other Civic Examples of Continued Citizen Participation in the Planning Process</td>
<td></td>
</tr>
<tr>
<td>4.9 Effective Continued Citizen Participation Observations</td>
<td></td>
</tr>
</tbody>
</table>

- vi -
# TABLE OF CONTENTS

## CHAPTER 5: CONTINUED EFFECTIVE PARTICIPATION CASE STUDY  66

5.1 Introduction  
5.2 L.A.P. in Mount Pleasant  
5.3 Continued Participation Actions  
5.4 Application of Effective Participation Theory  
5.5 Mount Pleasant Variables  
5.6 Evaluation of Alternative Continued Participation Models  
5.7 Selected Alternative  
5.8 Observations From Mount Pleasant Case Study  

## CHAPTER 6: CONTINUED CITIZEN PARTICIPATION MODEL  86

6.1 Introduction  
6.2 Effective Citizen Participation in Vancouver's L.A.P. Program  
6.3 L.A.P. Program Alternatives  
6.4 Mechanism for Instituting Selected Alternative  
6.5 Financial Considerations  
6.6 Consultation Process  
6.7 Conclusions  
6.8 Recommendations  

## BIBLIOGRAPHY  102  

## LIST OF INTERVIEWS  106  

## APPENDICES  108

A: Area Council By-law Example  
B: Keys to Eugene's Program  
C: Telephone Questionnaire  
D: Grandview Woodland Area Council
LIST OF TABLES

Table 1: Thirty Localities with Neighbourhood Councils by Major Clusters ................................. 30

Table 2: Evaluation of L.A.P. Participation in Four Selected Areas ............................................. 47

Table 3: Mount Pleasant Continued Participation Alternative Evaluation ......................................... 83

Table 4: Vancouver Continued Citizen Participation Model Evaluation ........................................... 95
### LIST OF FIGURES

<table>
<thead>
<tr>
<th>Figure</th>
<th>Description</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Effective Participation Elements</td>
<td>6</td>
</tr>
<tr>
<td>2</td>
<td>Local Areas Reviewed</td>
<td>8</td>
</tr>
<tr>
<td>3</td>
<td>Thesis Flow Chart</td>
<td>13</td>
</tr>
<tr>
<td>4</td>
<td>Arnstein's Ladder of Levels for Citizen Participation</td>
<td>21</td>
</tr>
<tr>
<td>5</td>
<td>Recommended Continued Citizen Participation Model</td>
<td>33</td>
</tr>
<tr>
<td>6</td>
<td>L.A.P. Models Alternatives</td>
<td>43</td>
</tr>
<tr>
<td>7</td>
<td>Vancouver L.A.P. Process</td>
<td>45</td>
</tr>
<tr>
<td>8</td>
<td>Revised Vancouver L.A.P. Process</td>
<td>58</td>
</tr>
<tr>
<td>9</td>
<td>Grandview-Woodland Model</td>
<td>79</td>
</tr>
<tr>
<td>10</td>
<td>Marpole-Oakridge Model</td>
<td>79</td>
</tr>
<tr>
<td>11</td>
<td>Riley Park Model</td>
<td>80</td>
</tr>
<tr>
<td>12</td>
<td>Recommended Continued Citizen Participation Model</td>
<td>87</td>
</tr>
<tr>
<td>13</td>
<td>Proposed Model for Continued L.A.P. Citizen Participation</td>
<td>97</td>
</tr>
</tbody>
</table>
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CHAPTER 1: INTRODUCTION

1.1 Purpose

The purpose of this thesis is to outline a model for continued effective citizen participation in Vancouver's Local Area Planning Program (L.A.P.P.).

1.2 Focus and Objectives

Citizen participation has been emphasized since the development of the Magna Carta. Citizens have realized their right to be informed and involved in the planning decisions affecting their lives. Public participation not only creates more informed and committed citizens, it also provides practical benefits for planners and managers through resident's knowledge and through their understanding of community values, goals and priorities.

The objective of a public participation program can be stated as to work towards ensuring that technically sound and economically attractive plans are generally understood and supported by most of those affected by them and are thus politically viable (Connor 1974, 5).

In Vancouver, citizen participation in the planning process has been developed and implemented through the L.A.P.P. John Winsor, a senior planner in Vancouver, stated in the October 1980 City of Vancouver Quarterly Review that citizen participation has been the key to the success of the Vancouver L.A.P.P. The L.A.P.P. generally involves focusing planning resources in selected local areas of the city, for the purpose of preparing a community plan. Resource distribution may include the operation of an on-site local area planning office and most often includes the formation of a citizen planning committee (C.P.C.) who voluntarily work with the planning staff to prepare the community plan. Upon adoption of the plan, resources are cut-back, site-offices are closed and
C.P.C.s generally disband. The planning staff begin the implementation stage of the L.A.P.P. from their City Hall office without formalized or structured citizen participation. Initially citizens remain active in the L.A.P. process, but as the major area plan policies are implemented, citizen interest and involvement decreases. When this stage is reached, many citizens, are concerned as to how they can most effectively continue participate. It is this concern that this thesis will address. To outline a model for effective L.A.P.P. continued citizen participation, the following objectives must be attained:

1. To define a theory of effective continued citizen participation in Vancouver;
2. To evaluate selected Vancouver local areas and determine the effectiveness of participation during the plan creation stage relative to the long term plan implementation stage;
3. To apply effective participation theory and L.A.P.P. evaluation results to Mount Pleasant, a Vancouver Local Area interested in continued citizen participation and monitoring their recently adopted community plan.

The methods to develop these objectives will be discussed in Chapter 2.

1.3 Constraints

The first major constraint to this thesis is that there is not an unified body of literature on continued citizen participation in the planning process. A literature review is then, only a foundation for developing theory. This theory is necessary for it is used to examine case studies, both within Vancouver and outside of Vancouver, and to develop the effective continuing citizen participation model for Vancouver's L.A.P.P.

A second constraint is that after a local plan is completed, no perfect formula for citizen participation is possible. Options can be analyzed and a general structural framework can be proposed. This framework must be adaptable to each specific local area; be continuous and capable of stimulating community interest. There must also be some sort of control mechanism to ensure that the resulting participation group remains representative of the local area.
that it plans for.

Thirdly, the application of this thesis is limited for what is true for Vancouver, a city without a ward system, may not be true for other North American urban centers. There is however, value in reviewing the methods used in this thesis to develop the citizen participation model, for it is the method of analysis that can be applied to other urban centres concerned with the continued effective citizen participation issue.

1.4 Premises

1. There is a commitment in Vancouver to public participation in the planning process. However, participation during the plan creation stage appears to be more effective than during the long term plan implementation stage. The planning staff attitude towards participation during the long term plan implementation stage appears to be characterized by a benign neglect.

2. There is value in encouraging community involvement, in the plan implementation and monitoring stage of the L.A.P.P. It is not assumed by the author of this thesis, that no participation is better than bad or negative participation but rather that effective participation is better than no participation.

3. Community organizations will interact with local area planning officials regardless of any formal structure. Therefore, a study of this nature can provide insight into the means by which this interaction and plan monitoring can be improved for more effective channeling of community energies (realizing that there is no one solution but that an interesting and appropriate alternative can be developed).
1.5 Rationale

Local Area Planning seems to endorse and support citizen participation in the plan creation stage and to benignly neglect citizen participation in the long term plan implementation stage. Therefore, a rationale for this thesis is that this observation needs to be tested, and if substantiated, an alternative approach for continued citizen participation in the planning process needs to be developed.

Secondly, no comprehensive documentation exists on the participation role that citizens play in Vancouver's local area planning process. This research is timely in the sense that the L.A.P.P. is currently being reviewed. This last rationale gives the author further justification for completing this study.

1.6 Approach

Chapter two presents the thesis methodology.

Chapter three reviews literature on citizen participation and develops theory on effective citizen participation.

Chapter four reviews the Vancouver L.A.P.P and evaluates selected programs both during the plan creation and long term plan implementation stage to determine the effectiveness of citizen participation and to test the observation that participation is less effective during the long term plan implementation stage.

Chapter five documents and analyzes a process for developing continued citizen participation in Mount Pleasant, a local area where a plan has just been completed.

Chapter six outlines a model for continued citizen participation in the Vancouver planning process.
CHAPTER 2: THESIS METHODOLOGY

2.1 Introduction

This chapter presents the three methods selected to develop the objectives of this thesis. The selected methods include literature review, telephone interviews, and participant observation. Following the method discussion, important terms will be defined and the author's value position will be stated.

2.2 Literature Review: Method 1

Literature review develops Objective one:
To define Effective Continued Citizen Participation in Vancouver

A model for citizen participation has four elements. In Chapter three the elements recommended for Vancouver's L.A.P.P. will be discussed. The advocated elements will then be used as criteria for the evaluation of selected L.A.P.P.s in Chapter four. The degree to which each element is present in a given program indicates the degree to which it is effective. The four elements are shown in the following diagram (Figure 1). In Chapter three, civic strategies, levels of citizen participation, techniques or methods for participation, and structures of the techniques will be discussed and evaluated in the context of Vancouver's L.A.P.P.
2.3 Telephone Interview: Method 2

Telephone interviews are used to attain thesis Objective two: To evaluate selected Vancouver L.A.P.P.'s and determine the long term effectiveness of participation during the plan creation stage relative to the plan implementation stage.

If this were an evaluation of the L.A.P.P., it would be relevant to measure each program against stated individual program goals. What we are interested in is not the explicit stated goals of L.A.P., but an implicit understanding that continued citizen participation has an intrinsic value to both citizen and planner. The value of continued citizen participation is discussed in local area plan documents, in L.A.P.P. reviews and initial L.A.P.P. statements.
The information required for this evaluation of L.A.P.P. continued citizen participation was attained by a telephone questionnaire. The questionnaire results, supplemented with Vancouver City Planning Department L.A.P.P. reviews and area plans, provide insight into the effectiveness of continued citizen participation in the L.A.P.P.

Only L.A.P.P.'s completed since 1973 that involved a C.P.C., and operated from a site office and that were not considered to be Neighbourhood Involvement Programs or Residential Rehabilitation Assistance Programs were evaluated. 1973 was selected as a starting date because it was the year when the L.A.P. program was revised to take its present structure, following an initial program evaluation. The criteria for the selected L.A.P.P. review were developed so as to include only programs that had a similar mandate and structure.

Programs that meet this criteria and that were selected for evaluation are shown on the following page (see Figure 2).

One planner and one participant from each L.A.P. program were interviewed. The analysis of the results was not to be statistical but descriptive. The design of the questionnaire was retrospective. L.A.P.P. participants were asked to recollect what happened when they were involved. As reminiscences may be biased, biases are partially compensated by not only surveying and evaluating selected programs, but by also surveying the Shaughnessy L.A.P.P., the Hasting-Sunrise L.A.P.P., Riley Park Neighbourhood Improvement program, the Mount Pleasant L.A.P.P. and by reading about all other L.A.P., N.I.P. and R.R.A.P. programs in Vancouver.* The Mount Pleasant review is presented in Chapter Five.
2.4 Participant Observation: Method 3

Participant observation is used to attain thesis Objective three: To test theory and evaluation results in Mount Pleasant, a Vancouver Local Area interested in continued citizen participation and in monitoring their recently adopted community plan.
In Chapter 5 the author describes her participation in Mount Pleasant Planning process. This community is interested in continued citizen participation after its site office has been closed. Observations from this involvement are synthesized with preceding theory from Chapter three and from L.A.P.P. analysis in Chapter four to develop an outline of a general model for continued citizen participation in Chapter 6.

Method 3, participant observation, began in January 1985 and was extended to September 1985. As an intern student, the author of this thesis had the opportunity to work with a group of citizens interested in continued L.A.P.P. participation. The involvement has allowed the author to identify the elements required for a continued L.A.P.P. monitoring and participation process that is adaptable to Mount Pleasant community variables. The author's participation extended beyond writing of a paper to include assisting in the organization of citizen group meetings about continued participation, interviewing interested residents and planners and researching other similar community groups in the city.

The paper that evolved from this experience is a synopsis of this thesis. It is being discussed (January, 1986) by the Mount Pleasant planner and citizens. This participation gave the author of this thesis an awareness and understanding essential for making recommendations on continued participation.

A major limitation of method 3 is the potential bias of the participant observer. As this observation was supplemented by discussions with all other participants, hopefully the extent of the author's bias is limited.

*N.I.P. and R.R.A.P programs are considered important planning examples and in the context of this thesis they have been reviewed, not evaluated. One good N.I.P. participation example will be discussed in Chapter five. The focus of this thesis is the L.A.P.P. It was an arbitrary decision made by the author of this thesis to exclude N.I.P. and R.R.A.P. from the evaluation.
Participant observation is the appropriate methodology for Objective three because it meets the goal of attempting to understand a social process.

Participant observation is usually more appropriate when the study requires an examination of complex social relationships or intricate patterns of interaction...; when the investigator desires first-hand behavioral information on certain social processes...(Lininger and Warwick 1979, 9).

"The range of application of observational methods in social surveys is limited but, when they can be employed, they have a notable advantage" (Kalton and Moser, 1972, 254).

2.5 Terms Defined

The terms used in the subsequent chapters are to be understood as stated.

L.A.P.P. refers to the Vancouver Local Area Planning Program. This program is endorsed by city council. Its objective is to develop and implement area plans in co-operation with a citizen's planning committee (C.P.C.).

Generally a C.P.C. is responsible for extending community involvement and supplementing the efforts of a local government agency, such as the Vancouver L.A.P. department. The membership of the C.P.C. is comprised of any citizen that works or lives in a local area and that participates regularly in the C.P.C. meetings. The C.P.C.'s have access to L.A.P.P. resources.

The L.A.P.P. initiated C.P.C. attempts to be socially and economically representative of the community. It's structure is shaped to the needs and variables of each L.A.P. community situation. These C.P.C.'s vary in their community impact, representativeness, size and length of operation.

A third important term to be defined is the Area Council. Area Council is a generic term that describes neighbourhood bodies with quasi-official or official recognition separating it from any government body.
such as a planning department. Citizen councils have a mandate to study, prepare proposals, implement programs and present recommendations on a variety of common issues. The membership of an area council should ideally, be diverse and representative of the community. The area council can monitor community change and the impact of a local area plan either as a volunteer task, with public funds or with existing community resources. An area council differs from the common neighbourhood association or committee because it has greater representation and resources due to official (formal or informal) recognition, which in turn give it a greater ability to play a continuous community planning 'watchdog' role.

The stage in the L.A.P.P. where the area plan is prepared is referred to here as the plan creation stage. The phrase long-term plan implementation stage refers to the stage in the L.A.P.P. when major implementation of the plan's policies has already begun. Although the plan still continues to be implemented, it is more a matter of monitoring previous actions than it is a matter of initiating new actions.

The definition of effective citizen participation will be discussed in Chapter three, based on the literature reviewed.

2.6 Thesis Development

To ensure that a Local Area Planning Program facilitates a process by which effective community planning continues after the L.A.P. program officers leave an area, certain guidelines should be developed. This chapter describes the methods to be used to develop these guidelines. It is not an objective of this thesis to evaluate local area planning but it is an objective to evaluate the effectiveness of continued citizen participation and to analyze the existing program process in order to prepare an alternative model for facilitating a continuous participatory planning process.
The flow chart on the following page (Figure 3) illustrates the development of this thesis.

The thesis approach is based on the author's value position. The author supports the ideology that central to the theory of democracy is representative government, elected officials, observance of the public interest and of various types of public participation. Further, the author believes that in order for planning to be democratic, it must initiate a process which is pluralistic, representative, and which incorporates the public interest.

In summary there are two levels to this thesis. The first level is a human story about people whose desire is continuity in citizen participation in the planning process. The second level involves a case study of community action, or contemporary political history interpreted in an attempt to initiate ideas or concepts that could be relevant to future L.A.P.P. progress.
1. **Effective Citizen Participation in the Vancouver L.A.P.P. is Defined.** (Chapter 3 - Literature Resources (Method 1)).

   Literature review is on the civil strategy for participation, levels of citizen participation, techniques for citizen participation and structures of the technique.

2. **Evaluation of the Effectiveness of Participation in the Long Term Plan Implementation Stage as Compared to the Participation in the L.A.P.P. Plan Creation Stage.** (Chapter 4 - Telephone Interviews (Method 2)).

3. **Test Theory and Evaluation Results in Mount Pleasant, a Local Area Where Continued Participation is an Issue.** (Chapter 5 - Participant Observation (Method 3)). Author of thesis was involved as an intern student, with a citizen's group interested in developing continued L.A.P.P. participation.

4. **Outline a Model for Continued Effective Citizen Participation in the Vancouver L.A.P.P. (Chapter 6 - Model Outline (Conclusions and Recommendations)).** Recommended model is synthesis of preceding theory from the literature review, results from the L.A.P.P. citizen participation evaluation from observations of continued participation efforts in Mount Pleasant.
CHAPTER 3: LITERATURE REVIEW

3.1 Introduction

In this chapter literature on citizen participation is reviewed. The evaluation of citizen participation in Vancouver's L.A.P.P. and the formulation of theory on a model for continued citizen participation demand an understanding of effective citizen participation. The literature does not explicitly define effective citizen participation, nor prescribe a formula for effective citizen participation in the Vancouver planning process. The literature does discuss the elements of effective citizen participation and gives insight as to how to define effective continued citizen participation in Vancouver. The questions to be answered in this chapter include:

1) What is the purpose of citizen participation?
2) Questions about the effective participation elements:
   - What are the levels of citizen participation?
   - What are the civic strategies for citizen participation?
   - What are the techniques for developing citizen participation?
   - What are the organizational structures for citizen participation?
3) What variables shape the citizen participation model selected for a community?
4) What should effective citizen participation comprise in Vancouver L.A.P.P.?
5) How can continued effective participation be facilitated?

This chapter concludes with a definition of effective citizen participation. It is from this definition that the criteria are developed to evaluate Vancouver L.A.P.P.'s in Chapter 4.
3.2 **Purpose of Citizen Participation**

In the subsequent sections, the purpose of citizen participation is discussed. A major premise of this thesis is that effective participation affects a purpose that is of value to the planner and to the citizen. This discussion is then on the purpose of **effective** participation.

Theory on citizen participation combines the disciplines and theories of decision making, communication, urban management, social organization and political processes. Public participation may be defined as a continued active involvement of citizens in planning decisions that affect their lives. It is important to understand this complex process of participation for, as Antoft writes; "Properly understood, it can become a useful tool in achieving the smooth operation of a municipal government" (Antoft, K., 1977, 33).

The value of citizen participation extends beyond assisting the smooth operation of government to a promotion or, at least, a justification for local government in a democracy (Sharpe, 1976, 56). Public participation is viewed by many to be essential for the perpetuation of democracy. Hallman subscribes to this view, as is evident in the following quote: "Democracy is a competitive political system in which competing leaders and organizers define the alternatives of public policy in such a way that the public can participate in the decision making process" (Hallman, 1977, 126).

Citizen participation in the policies that affect their lives is part of a long historic tradition, from the oligarchic conception of Athenian democracy, through the broadening of the franchise arising out of the French and American revolutions, to the emerging conceptions of "participatory" democracy. (Burke, 1979, 76–77).

Today public participation forms an integral part of the planning process in most democratic countries. Damer and Hague write,
that the growth of interest in participatory rather than representative democracy is an international phenomenon, and that the demands from people for more participation in the formulation of policies that are going to affect them are often characterized by a radicalization of political value and a concern for civil rights" (Damer and Hague, 1971, 219).

Participatory democracy impacted the planning process in the early 1960's in Britain. The 1968 Town and Country Planning Act required the Ministry of Housing and Local Government "....to consider and report on the best methods, including publicity of securing the participation of the public at the formative stages in the making of development plans....."(Soen, 1984, 205).

The British Magna Carta and the early British legal tradition of hearings, town meetings and the later 1960's planning interest in citizen participation were to furnish a backdrop for the Canadian experience in community development and community planning.

In the United States, the British tradition influenced the development of citizen participation; the New England Town meetings are a prime example. Public participation as an identifiable and organized movement was strengthened by the more recent urban renewal experience in the United States. Opposition to urban renewal projects, eventually resulted in mandatory public participation.

This movement was echoed in Canada. In Toronto during the landmark Spadina Expressway opposition, Nowlan wrote: "If planners do not involve the citizens, citizens will involve themselves" (Nowlan 1970, 84).

Two themes developed as a result of this early 1970's citizen participation concept. One was Draper's community development focus and another was Saul Alinsky's political activism focus.
Regardless of the emphasis, a Canadian consensus included and still includes
the concept that the citizen:
1) be informed at an early stage in the decision making process;
2) be heard and be responded to;
3) be involved in a mutual educational process, joint problem solving;
4) has a respected advisory role (Connor, 1974).

Connor concluded:
Public participation is not only good for developing more informed and
committed citizens, it also provides practical benefits for planners....
(e.g. additional field data....); technical expertise from those with
relevant training; creative solutions which escape the tunnel vision of
many experts; essential data on residents' values, goals and priorities;
a more accepting climate for emerging solutions (Connor, 1985, 4).

In Canada, although the phenomenon of public participation as an
identifiable and organized theme bloomed later then in the U.S. and U.K., its
impact on politics and planning was just as great. In the 1960's public
participation was combined with the package of other perceived civil rights and
in the 1970's expanded further as an identifiable movement. Public
participation came to be understood as a citizens' act of sharing in the
formulation of policies and proposals that affect their lives. Constructive
public participation conceptually emerged as a "....two-way process, embracing
informed input from the public and honest disclosure from the planning
authorities" (Cowen, 1980, 13).

According to Tennant, public participation developed even later in
Vancouver than in eastern Canadian cities. Citizen participation was not an
often used term prior to 1968. Tennant writes that in the early 1970's citizen
participation became part of a political belief consensus for Vancouver
residents (Tennant 1981, 129).

The development of citizen participation and the position developed
in the 1970's Vancouver Local Area Planning Program will be discussed later. It
is sufficient to state that this consensus on the value of citizen participation was accepted by the Vancouver public servants. Although there was, and is opposition to citizen participation, many public officials recognized that citizens' participation could serve three functions in planning:

1) a constituency of support for planning activities;
2) a means for obtaining wisdom and knowledge in the development of a plan and in identifying a planning agency's goals and objectives;
3) an emerging watchdog role over the impact of those goals, objectives and plans. (City of Vancouver Documents and Tennant, 1981.)

A body of literature on citizen participation supports these three functions. As identified in the literature, the benefits of citizen participation in the planning process include:

1) a more legitimate planning process;
2) valuable information;
3) the identification of critical issues, new alternatives, potential conflict, opportunities and solutions;
4) development of plans, testing of communication techniques;
5) encouragement of wider participation;
6) documentation of community opinions, values, attitudes;
7) a two-way information flow:
8) consultation made available to elected officials and administrators;
9) improved social and political awareness for involved citizens;
10) more social integration, people aware of implications of public policy upon themselves and others;
11) increased respect and trust of the political and bureaucratic system due to individual responsibility.

These functions and benefits stress the importance of fostering citizen participation in the L.A.P. planning process; a viewpoint that prevails.
Skills necessary to the planner extend beyond knowledge to include...his and her capacity to create cooperative relationships to sanction his or her planning activities" (Burke, 1979, 61).

A 1982 Toronto Municipal Discussion paper develops the purpose of public or citizen participation in the planning process. A summary, which expresses the author's position is presented in the next several paragraphs.

Planning decisions, public and private, influence the quality of people's lives and may change their social and physical environments. There is a widely supported tradition in Toronto which holds that people have a right to participate in the making of those decisions which directly affect them. It is the degree and the quality of participation which is often in dispute, especially when the interests of the proponent of a scheme are diametrically opposed to those of the people in the area affected.

In addition to the principle of public involvement as a right, public participation in planning tends to produce more, well rounded results. Planners, developers, owners, tenants and other people living and working in communities or otherwise involved in an issue, possess different types of knowledge. All of this knowledge is needed to make planning decisions. Even if "better" decisions do not result from this knowledge, depending on one's point-of-view, participants will be able to judge how these decisions have been arrived at.

A participatory process, which solicits and receives a broad expression from a wide variety of interests, is also likely to produce more acceptable decisions. Such decisions will meet with less distrust and will, perhaps, be supported and implemented to a greater degree. All of this assumes, of course, that the public process will not be allowed, in the long run, to be misused by any one of the participants.

Participation in planning contributes to people's knowledge of how government operates and how decisions are made and implemented. Well informed people are more likely to identify with an area or a planning issue and the more that people participate the better they will be able to participate. A stronger and more effective community or interest group will be better able to act rather than to react or be "acted upon".

Public participation in planning can help make everyone involved in decision making more accountable. A civic administration, working exclusively within a bureaucratic structure is only accountable for its decisions through the formal political process, except in special circumstances. Without any public scrutiny, the decision making process can be manipulated more easily by any one particular interest to the exclusion of others.

A participatory planning process can help keep people informed about planning issues in their neighbourhood, even when no major decisions are to be made or when people have decided not to participate in the decision making regarding a specific area of issue.

Public policy planning is aimed at protecting the City from
arbitrary decisions by any particular interest group. A public participation process can focus on the issues which are important to people in a community, which ought to be examined. Also, if in order to implement its policies a municipality commits itself to public investments, the kind of investment should be determined through a public process. This process should involve as many different groups and individuals as possible. Planning staff can help articulate the interests of those groups or individuals who cannot do it themselves. As well, local initiative should be fostered (City of Toronto, Planning Board, 1982, 5-6).

As in any summary, that which is not stated may be just as important as that which is. The ability of public policy to protect 'citizens' from arbitrary decisions by any particular interest group is determined by the distribution of power and resources, and by the presence of hidden agendas and under the table politics. No system or model can eradicate differences or equalize all players in a local political system. However, given the ideal purpose of effective public participation, a model or system can be developed that addresses the resource distribution issue and facilitates an equal opportunity for citizens to speak and be heard on relevant local area planning issues. The components or elements of an effective citizen participation model will now be discussed.

3.3 Levels of Participation

There is a growing interest in public participation as a result of several lifestyle factors identified in the literature. Included amongst these lifestyle changes are:

1) increased level of education;
2) improved communication media;
3) improved living standards;
4) growing number of poor and disillusioned residents;
5) an increasing complexity of life.

Citizen participation, often in a structured or semi-structured form is developed to deal with change and the increasing complexity of the citizens'
surroundings. Citizens' ability to affect planning decisions and impact change was, and is directly related to their permitted level or role in the participation process, the civic theory or strategy for facilitating this role, the technique or means through which the citizens participate or monitor the local area plan, and more specifically the structure for this process. The levels of participation are to be discussed first.

Figure 4: Arnstein's Ladder of Levels for Citizen Participation

8 Citizen Control
7 Delegated Power
6 Partnership
5 Placation (Advisory)
4 Consultant
3 Informing
2 Therapy
1 Manipulation

Degrees of Citizen Power
Degrees of Tokenness
Non Participation

(Arnstein, 1969)

In this simplistic but clear ladder (Figure 4) prepared by Arnstein in 1969, participation levels are presented. Participation is not considered a reality until level three is reached. Levels one and two are more to pacify citizens than to involve them.

Level three, informing, is also a one-way passive role. The residents do not have an opportunity to review and comment on policy decisions, for decisions have generally, already been made. A more positive level is consultation level four, although consultation encompasses input just prior to the making of a final decision.

Level five, advisory, moves beyond token interaction to an advisory role in the planning process. Level five typically involves a citizen organization, such as a citizen planning advisory committee. Advice is advice—therefore, it can be ignored.

Level six, partnership, permits a greater degree of citizen influence
or control and it advocates shared decision making. Preference is given to formal organization (i.e. a planner-citizen team).

Level seven, delegated power, infers complete citizen responsibility in the area indicated through delegation, a degree of decentralization of municipal decision making.

Level eight, citizen control, gives complete control to citizens, or independence from local government as well as financial independence. A fourth level tier of government is added, a complete decentralization of municipal decision making.

Examples of citizen participation can be drawn for each participation level. It is not a question of whether to include citizen participation in the planning process but rather, the dispute arises as to the degree or level of participation to include. At the lower levels of the ladder is non-participation and at the top end of the ladder is complete neighbourhood control. Neither are desirable given our Canadian social values. Although, the perception that government staff are experts still prevails, within a democracy people do have the right to be heard. Level four, consultation, and five, advisory, have been generally advocated within the Vancouver L.A.P. model.

The advisory level is advocated in this thesis as an appropriate and realistically attainable level of participation in Vancouver. Although a range or spectrum, not levels, of participation would be more realistic in describing participation, Level four, advisory, is considered an acceptable level for the purpose of this thesis. It is the level considered appropriate in the Vancouver L.A.P.P. plan preparation stage and in this thesis it is also advocated as appropriate in the plan implementation and monitoring stage.

-22-
3.4 Strategies for Citizen Participation

Prior to discussing techniques and organizational structures for continued citizen participation, it is necessary to review more generally civic strategies or theories for citizen participation.

There are four major civic strategies or theories for citizen participation. These theories are presented here as adapted from Sorkin (1981).

1) Co-option Theory – a strategy based upon the premise that citizen participation is necessary for the success of given programs. This strategy advocates a lower rung of the participation ladder. Participation is one-way, citizens are informed just prior to a final decision being made.

2) Consultation Theory – a strategy that involves some redistribution of power. If no power is redistributed this participation strategy is reduced to co-option. The consultation theory allows for citizens to be informed about options and state their opinions which then may be incorporated in community plans.

3) Education/Social Therapy Theory – a strategy that attempts to improve the citizens' understanding of planning by actively involving residents of target areas in their community plans. There is no formal redistribution of power; the attitudes of the people are more important than are the specific plans. This theory places the level of participation more at an informing than advisory level.

4) Community Power Theory – a strategy for redistribution of government power. Those who are excluded from the economic and political process are given the opportunity to gain some influence over the decisions that affect their lives. This theory places the level of participation at the highest level, citizen control.

A community interested in monitoring the plan's impact and playing a watchdog role, looks for a strategy or civic theory that will complement the
advisory/consultation level of citizen participation we have identified as most appropriate. In Vancouver, the consultation theory would best complement the consultation or advisory level of participation, although the education/social therapy theory would also be integrated.

Neither the co-option theory nor community power theory would facilitate the advisory role recommended in the preceding section. The co-option theory involves non-participation. The community power theory infers complete citizen control. In Vancouver, the city charter prohibits delegation of power. The education/social therapy theory involves participation at rung two of the participation ladder, still below the accepted level. In theory three, community contact is found necessary if trust is to be promoted and citizens are to respect the planning profession (Bailey, 1975). This educational process is then to serve the system in a perpetuation of stability, not a two-way citizen participation process. Therefore, the consultation theory or strategy is adopted.

In adopting the consultation theory, a lower level of participation is not appropriate because consultation implies a two-way process. Incorporation of the selected advisory participation level dictates the selection of the consultation strategy and a more sophisticated level of democratic planning. Realizing, that if no power is transferred, participation remains between rungs one-three, and co-option not consultation.

The implementation of an appropriate and effective citizen participation strategy will depend on the means or technique through which participation takes place and the availability of technical and financial resources to implement the preferred strategy. The strategy chosen and level of participation preferred dictate the technique chosen. Resources are required, therefore, to guarantee the success of any selected strategy and level of participation.
The preferred strategy and selected levels of participation demand not only appropriate resources but also a technique or means through which citizen participation can appropriately and effectively take place.

3.5 Techniques for Citizen Participation

There are several techniques for citizen participation in the Local Area Planning Process. The five utilized most often in Vancouver and other Canadian cities include:

1. all citizens by phoning, visiting, surveying, or holding large public meeting;
2. electoral process;
3. public hearing;
4. surrogate planners, planners acting on behalf of the public;
5. representative group, a group of citizens that generally reflects the diversity of citizens' views in the community or local area

It is realized that in each situation, a special combination of techniques is optimum. If the goal is to attain an advisory/consultant level of participation, with a strategy of consultation, a representative group technique is the most practical, considering resources, time and the practicality of communicating with one representative group compared to a whole population. A degree of decentralized planning is required to implement the desired strategy of consultation. Therefore, the most desired technique, is some form of neighbourhood group or council, as discussed by Schmandt. "Most advocates of decentralization call for some form of neighbourhood council, taking the representativeness and responsiveness of that group to the area's constituents as an article of faith" (Schmandt, 1972, 583).
3.6 **Structural Forms for Citizen Participation**

There are many different structures that a representative group may adopt. This section describes a range of structures and identifies the one most appropriate to the task of monitoring a community plan.

Representative groups can be classified by many different structures. A general classification for the structural forms of citizen groups is as follows:

1) **Neighbourhood Associations** -
   Key elements include: advocacy; low budget self-help activities; members representative of community, agencies, individuals or a combination; multi-issues as well as single issue organization

2) **Neighbourhood Congresses** - a conglomerate of organizations that concentrate on advocacy and may sponsor a neighbourhood corporation for program operations or a neighbourhood corporation that may sponsor an advocacy organization

3) **Neighbourhood Advisory Committee** - planning committees, set up by a government agency to deal with issues related to its mission, has an advocacy role in program planning; selection of members by government agency or nominees of a specific organization or some combination of these

4) **Neighbourhood Council** - an officially recognized group to deal with policy issues in a number of program areas, advocacy, limited advisory role members usually elected by residents, previously existing associations may gain recognition as an area or neighbourhood council.

5) **Neighbourhood Corporations** - funded and staffed to operate specific services or to undertake development activities, non-profit, may have profit-making subsidiary, legally incorporated, able to act as a legal entity.

6) **Neighbourhood Government** - legal power, authority equivalent to that of a
municipality to make policy and provide specific programs, access to financial resources to carry out responsibilities, democratically selected by government officials and residents.

(Hallman, 1984)

For our purposes we are interested in the selection of a structure that has the flexibility to satisfy unique community needs for participation and plan monitoring, and that can expand the base of citizen participation. Research in Toronto indicates that, "...public participation processes should not be governed by rigid structures, but they should be molded to fit the situation at hand (City of Toronto Planning Board," January 18, 1982, 3).

Using this criteria, it is the neighbourhood council that appears to be as most adaptable and flexible, given a range of community variables. These councils are recognized as a viable organizational option in many American and Canadian cities.

Neighbourhood councils are understood to have some official, or quasi-official relationship with local government. (Hallman, 1979, 4). The neighbourhood or area council is an advisory, advocacy body with elected leaders, with focused interest on a range of social and physical policies. The distinguishing feature of neighbourhood council is that they have government recognition and therefore, a communication channel that is a prerequisite for planning and community monitoring. Area councils are organizations, "...dedicated to preservation and enhancement of neighbourhood interest; advocate of neighbourhood needs. From a broader civic viewpoint, they promote a greater sense of community and serve as a forum for developing new civic leadership."

(Hallman, 1979, 4-5)

The structural forms of neighbourhood councils can be divided into four major groups. Examples of each are listed in Table I. Neighbourhood or area councils can be:
1) Charter Created Boards, authorized by city charter involve comprehensive development of boards within neighbourhoods. These charter created boards may have city-wide coverage simultaneously i.e. New York City; may have a neighbourhood option for fixed time in which to be organized, i.e. District of Columbia; or have an open ended neighbourhood option phase, i.e Honolulu.

2) City-wide Network of local groups, organized simultaneously, but not created by a charter. These neighbourhood councils are created by city resolution to cover whole city. In 1975, the city of Wichita, Kansas, organized 15 city-wide area councils in accordance with voting precinct boundaries. The voted members of boards acted as advisors to the city commissioner.

3) Phased Organizations that expanding coverage. These councils are phased in over months/years, started often as part of neighbourhood planning program, staging process. i.e. Portland.

4) Associations or councils with de facto recognition are councils not formally recognized by City Hall but, informally City Hall has given the associations or councils de facto recognition. This is evidenced by contacts with city agency through staff assistance and modest financial aid (grants). These councils have a special status with local government but have no specific endorsement by city council. i.e. - Kansas City. Numbers one, two and three all have formal endorsement by city council and are initiated by city council not by the community.

In a study of 30 localities, Hallman (1975) recorded the number of each type area council (see Table 1) in 28 U.S. cities and counties reflecting on the effectiveness of the selected structures for the citizen participation, He advocated area councils, with de facto recognition as being most effective in the planning process. Rafter also, after studying 60 cities, concluded that de facto Neighbourhood Associations or councils were most effective (Rafter, 1984).
His research was based on questionnaire responses from participating cities. Informal or formal recognition of existing neighbourhood associations were viewed to be 100% effective as compared to city-wide boards which were viewed to be 66% effective. Recognition includes access to technical or monetary resources. The de facto organizations have the advantage of being in existence or at most requiring only slight adaptation in order to take on the task of monitoring their area plan. In fact, in Chapter 4 we will see that many Vancouver area associations have the potential to become area councils provided they receive de facto recognition from the city.
TABLE 1: Thirty Localities with Neighbourhood Councils, by Major Clusters

<table>
<thead>
<tr>
<th>Locality (population 1000's)</th>
<th>Local Name for Neighbourhood</th>
<th>Number of Neighbourhoods</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Identified</td>
<td>Organized</td>
</tr>
<tr>
<td>Newton, Mass. (1)</td>
<td>Neighbourhood servica area council</td>
<td>n.a.</td>
</tr>
<tr>
<td>Honolulu (691)</td>
<td>Neighbourhood board</td>
<td>32</td>
</tr>
<tr>
<td>Pittsburgh (479)</td>
<td>Community advisory board</td>
<td>-</td>
</tr>
<tr>
<td>District of Columbia (734)</td>
<td>Advisory neighbourhood commission</td>
<td>36</td>
</tr>
<tr>
<td>New York (7,647)</td>
<td>Community board</td>
<td>62</td>
</tr>
</tbody>
</table>

Group 2: Citywide Network, Organized Simultaneously

<table>
<thead>
<tr>
<th>Locality (population 1000's)</th>
<th>Local Name for Neighbourhood</th>
<th>Number of Neighbourhoods</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Identified</td>
<td>Organized</td>
</tr>
<tr>
<td>Milwaukie, Ore. (19)</td>
<td>Neighbourhood council</td>
<td>5</td>
</tr>
<tr>
<td>Simi Valley, Calif. (70)</td>
<td>Neighbourhood council</td>
<td>5</td>
</tr>
<tr>
<td>Dayton (214)</td>
<td>Neighbourhood priority board</td>
<td>6</td>
</tr>
<tr>
<td>Wichita (261)</td>
<td>Neighbourhood council</td>
<td>15</td>
</tr>
<tr>
<td>Birmingham (296)</td>
<td>Neighbourhood citizen committee</td>
<td>84</td>
</tr>
<tr>
<td>Minneapolis (382)</td>
<td>Planning district citizen advisory committee</td>
<td>10</td>
</tr>
</tbody>
</table>

Group 3: Phased Organizing, Expanding Coverage

<table>
<thead>
<tr>
<th>Locality (population 1000's)</th>
<th>Local Name for Neighbourhood</th>
<th>Number of Neighbourhoods</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Identified</td>
<td>Organized</td>
</tr>
<tr>
<td>Salem, Ore. (76)</td>
<td>Neighbourhood planning organization</td>
<td>15</td>
</tr>
<tr>
<td>Eugene (90)</td>
<td>Neighbourhood association</td>
<td>16</td>
</tr>
<tr>
<td>Anchorage (149)</td>
<td>Community council</td>
<td>16</td>
</tr>
<tr>
<td>St. Paul (287)</td>
<td>District planning council</td>
<td>17</td>
</tr>
<tr>
<td>Fort Worth (360)</td>
<td>Sector planning council</td>
<td>11</td>
</tr>
<tr>
<td>Atlanta (451)</td>
<td>Neighbourhood planning committee</td>
<td>24</td>
</tr>
<tr>
<td>Jacksonville (522)</td>
<td>Neighbourhood organization</td>
<td>153</td>
</tr>
<tr>
<td>San Diego (757)</td>
<td>Community planning group</td>
<td>32</td>
</tr>
<tr>
<td>Washington Co., Ore. (190)</td>
<td>Community planning organization</td>
<td>14</td>
</tr>
<tr>
<td>Clackamas Co., Ore. (201)</td>
<td>Community planning organization</td>
<td>33</td>
</tr>
<tr>
<td>Guilford Co., N.C. (299)</td>
<td>Community council</td>
<td>22</td>
</tr>
<tr>
<td>San Mateo Co., Calif. (572)</td>
<td>Municipal advisory council</td>
<td>n.a.</td>
</tr>
<tr>
<td>San Diego Co., Calif. (1518)</td>
<td>Community planning group</td>
<td>25</td>
</tr>
</tbody>
</table>

Group 4: Associations with De Facto Recognition

<table>
<thead>
<tr>
<th>Locality (population 1000's)</th>
<th>Local Name for Neighbourhood</th>
<th>Number of Neighbourhoods</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Identified</td>
<td>Organized</td>
</tr>
<tr>
<td>Lincoln (163)</td>
<td>Neighbourhood association</td>
<td>31</td>
</tr>
<tr>
<td>Fort Wayne (185)</td>
<td>Neighbourhood association</td>
<td>n.a.</td>
</tr>
<tr>
<td>Portland (378)</td>
<td>Neighbourhood association</td>
<td>63</td>
</tr>
<tr>
<td>Kansas City (488)</td>
<td>Neighbourhood association, community council</td>
<td>n.a.</td>
</tr>
</tbody>
</table>

(Hallman, 1979)
3.7 Variables that Influence Community Organization

Variables that influence community organization must be presented prior to discussing the recommended model for continued citizen participation in Vancouver. Community organization or development can be viewed as a social process in which human beings can become more competent to live and gain some control over local aspects of a frustrating and rapidly changing world (Guerrette, 1979, 15). Baran defines community organization as a method of intervention whereby individuals, groups and organizations engage in planned action to influence social problems. It is concerned with the enrichment development, and/or change of social institutions and involves two major related processes: planning (that is identifying problem areas) diagnosing and organizing (that is developing the constituencies and devising the strategies to effect action) (Baran, 1979, 2).

Community groups involved in a community organizational effort have a goal of self-help. They tend to emphasize locality development, where necessary, while taking on a function of social planning and social action.

Locality development is defined as active goal determination and action, a process designed to create conditions of economic and social progress (betterment), emphasizing on democratic procedures, voluntary co-operation and community integration while social action, as stated by Rothman and summarized by Cox, is advocacy oriented. Social planning is a technical process of problem solving with regard to substantive social problems within a guided or structured community change process (Cox, 1970).

Community organization and citizen group development infer decentralization of some administrative and political responsibility to the community. The proportion of locality development, social planning and social action practised in the community is related to community variables and to the civic model for citizen participation. The resulting community group mandate influences the structure of local community organization.

Community organizations that can be and are involved in the Local
Area Planning process, are influenced by various input, as well as having various structural forms. Citizen participation structural forms, techniques, strategy and the level of participation vary according to the variables interacting in the community decision making process. These variables are listed here and discussed in the context of Mount Pleasant in Chapter 5. The variables are:

1) input to and allowances of a community's degree of autonomy by civic council;
2) national society;
3) demographic character of community;
4) socio-economic status;
5) economic function;
6) local political structure, ward versus at large;
7) integrated mechanisms, structural characteristics of political processing;
8) social patterns;
9) community values, norms and their influence on output;
10) leadership characteristics;
11) decision making structure – political interaction among political actors within community and their influence on choices, alternative goals, maintenance, and modification of institutions or facilities that involve the majority of the community residents;
12) community output results, quality of their participation.

(adapted from Clark, 1968, 17-22)

The structure of community organizations is a subject relevant to both political and sociological literature. Federalism, the national society in Canada, lends itself to some form of local autonomy, facilitating inter-governmental relations that include a neighbourhood political and administration function (Schmandt, 1972, 522). The organizational structure
1. City Hall consults and informally or formally recognizes the area council (civic strategy)

2. The area council participates at an advisory level in the Local Area Planning Process (Level of Participation)

3. Representative local area group (Technique of Participation)

4. An area council structure for the representative local area group indicates that the group is not a component of the planning department or Civic Hall but it is a community controlled group that has recognition and support from their local area and from Civic Hall (Structure of Participation).
and level of participation will dynamically reflect local values and interest, legitimizing the local decision-making process.

The eleven major variables and their impact on community organization and the local involvement in plan monitoring, could be placed within a general framework which bends to the range of each variable in Canadian cities. A framework, or more explicitly, a process could be developed that facilitates an effective participation model, which would recognize community variables within the Vancouver city context.

3.8 Effective Citizen Participation

Based on the preceding discussion, an effective citizen participation model would incorporate:

1) an advisory level of participation, the citizens participate as advisors;
2) a consultation strategy, City Hall consults and recognizes the area council;
3) a representative group technique, the citizens in the area council represent their community;
4) an area council organizational structure, the area council is a body separate from the planning department, elected by the community.

The diagram (Figure 5) on the preceding page illustrates effective participation.

This definition for effective citizen participation theory is based on this chapter’s literature review. Prior to discussing how to implement these elements, chapter 4 will evaluate L.A.P. The present effectiveness of L.A.P. during the plan implementation stage compared to the plan creation stage.

Effective participation is defined here as it applies to the Vancouver L.A.P.P. The advisory level or role of participation reflects the role already considered appropriate during the plan creation stage. The appropriate civic response to ensure an advisory level is the consultation civic
strategy, whereby city council or the planning department consults with the local area on planning issues. The technique selected for consultation is the representative group. To help ensure effective participation, the structure of the group selected is the area council, a formally or informally civic recognized citizen group.

The merits of a neighbourhood area council include its capacity to influence decision making and be involved in public networks and information exchange. (Smith and Jones, 1981, 123). Neighbourhood councils focus their attention upon the needs and desires of neighbourhood residents and they try to influence the governing coalition so that public policies benefit those neighbourhoods (Hallman, 1977, 128).

These non-statutory bodies can provide a vehicle for the development of community spirit. In regard to involvement in the planning process, Rafter concluded after studying 60 cities, that recognized de facto Neighbourhood Associations or Councils were most effective (Rafter, 1984). Informal or formal recognition of council may involves modest technical and financial resources.

The area council structure can be cost effective if existing citizen groups in the community help share the expenses if representation allows for more equitable plans and if L.A.P. trains citizen to be effectively involved and doesn't try to do everything for the councils. To ensure the area council is cost effective there must be conditions of recognition. For example, a certain diversity of citizens, age - sex and addresses, may have to be active in the council before recognition could be granted. In regard to the cost, if an existing organizations sponsor the area council, this will be reduced. The area council has the freedom to hire planners if the need arises. The key factors of an area council structure are: it has city council recognition; it is consulted on planning issues; has access to resources to complete certain tasks and it has a continuous life while meeting recognition criteria. If a citizen's group is
already involved in community organization and adds the function of a watchdog monitoring role with the promise of civic recognition and periodic review, the area council is not a viable concept.

3.9 Components of Continued Effective Citizen Participation

In reviewing the reason why civic consultation with public groups does not always work, Desmond M. Conner has prepared a list of 10 components essential for effective public consultation eight of which are presented here.

1. Objectives - Specific objectives must be developed to give direction to the citizen group/civic staff relationship.

2. Process - Consideration must be given to the means for communication, place, time, frequency of meetings...

3. Resources - Connor writes that there is insufficient investment of resources in designing and putting the program into operation. Participation needs extensive investment in its initial stages; then a lower continued investment of time, money and technical support (recognition) to maintain it.

4. Timing - Make sure that citizens are in fact consulted prior to the time decisions.

5. Evaluative Criteria - Select criteria that include economic, environmental and social impacts for evaluation of alternatives in any planning issue.

6. Techniques - Connor advocate the traditional public meeting not be only called when a conflict needs to be resolved; citizen participation is a structured continuing process.

7. Credibility - As distrust enters the participation arena, credibility diminishes.

8. Equity - justice must be apparent in the civic to public dealings. (Connor, 1985, 5-6).
All components must be present for a public participation program to operate effectively.

3.10 Summary

As early as 1973, the City of Vancouver identified citizen participation as an objective of its Local Area Planning Program. In Chapter 3, theory on a model for effective citizen participation is outlined, based on a review of literature. Only the fourth recommended model element for Vancouver citizen participation is not presently an element of the L.A.P. process. In summary, the advocated effective participation model integrates:

1) a civic strategy of citizen consultations;
2) a citizen advisory level of participation;
3) a representative citizen group participation technique;
4) an area council structure for the representative group technique.

In the subsequent chapter, the premise that effective continued citizen participation in Vancouver is not always a reality is tested. Participation during the plan creation stage of the L.A.P. process is perceived to be less effective than participation during the long term plan implementation stage. Four Vancouver L.A.P. programs are evaluated against the four effective participation element criteria identified in this chapter. In Chapter four, results from the evaluation are presented, participation in Vancouver is generally discussed and citizen participation models in several other North American cities are illustrated.
CHAPTER 4: EVALUATION OF CONTINUED CITIZEN PARTICIPATION IN THE VANCOUVER L.A.P.P.

4.1 Introduction

This chapter evaluates Vancouver local areas to determine whether effective citizen participation has continued after the local area plan has been adopted and the initial implementation has been completed. In the ensuing sections Local Area Planning in Vancouver is described; and L.A.P.P. citizen participation is discussed and evaluated. The evaluation uses the definition of effective citizen participation proposed in Chapter 3. Effective participation is defined by four elements:

1) an advisory level of participation;
2) a civic consultation strategy;
3) a representative citizen group technique;
4) an area council organizational structure.

The degree to which each element is evident in a given program indicates the relative effectiveness of citizen participation. Succeeding the evaluation is a comparative analysis of citizen participation models. The chapter then concludes with general observations on a model for effective continued citizen participation in Vancouver.

4.2 Citizen Participation Examples in Vancouver

Prior to discussing citizen participation and the L.A.P.P., earlier approaches to participation in Vancouver will be described to set the context for the initiation of the L.A.P.P. One early example was the United Way effort in the 60's to organize 21 local area councils. Only two or three of these councils remain.

A second attempt included the short lived Community Resource Boards included by the N.D.P. government in the mid '70's. A change of government ended these boards.
A third attempt to organize the community, that is still on-going, are the area-service-teams initiated by the Social Planning Department. These teams are made up of local social service professionals who meet about once a month to discuss social problems. They have no power to act on the behalf of the community, nor do they attempt to do so, unless it is through one of the organizations represented in their meetings such as a Neighbourhood House.

Another example of citizen organizations is the independant neighbourhood rate payer associations. They're not consulted by city council or by the planning department except in an ad-hoc manner. A well organized rate payer's group is the Shaughnessy Association. These groups do participate at times of crisis depending on the accessibility of resources.

Most existing Vancouver neighbourhood associations are without the technical and financial resources necessary for effective monitoring of their local area plan. Even if a strong community group does exist prior to the completion of the plan, subsequent monitoring by the community will not necessarily occur. However, some local areas that do have a limited degree of continued participation and these examples will be discussed later. Their participation is limited because they do not always have the necessary recognition and support of the city and of the planning department.

4.3 Citizen Participation and the Vancouver Local Area Planning Program

Local Area Planning may be described as having two essential characteristics:

1) citizen participation;

2) decentralization; local area plans rather than city-wide plans are prepared.

Citizen participation may incorporate various techniques. In order to facilitate public participation at various stages there may be deputations to city council formal and informal public meetings, open houses, workshops,
displays, advertising, working committees, task forces and neighbourhood advisory committees. All of these are used in the Vancouver Local Area Planning Process, although emphasis is on a well developed working relationship with citizens planning committees.

When initiated by the L.A.P.P. staff, the citizens planning committee meets regularly in an advisory capacity to contribute its views on the operation of the L.A.P. Public meetings are held when extensive feedback is required. Constructive, systematic citizen participation in planning provides opportunities for citizens, planners, electoral representatives and members of community organizations to share experience, knowledge and goals and to combine their energy in the creation of a plan (Connor, 1974, 7).

The value of citizens participation in planning is extensive. The citizens give personal data on community goals, values, attitudes and preferences. The citizens possess a wealth of additional data, especially in regard to local history. They also introduce a creative element in the planning process. The planners complement the citizens' input with processed knowledge and technical and organizational skills. This interaction builds a more responsive and responsible planning process as it brings solutions to the most pressing problems.

Following the 1972 initiation of Local Area Planning, council authorized area programs that were recommended by the planning department and/or the citizens of the area. Site locations for the L.A.P. offices decentralized planning and increased citizen participation. Citizen planning committees were formed as advisory bodies to work with the planning staff on the local area plan. All major and final decision making power remained with the city council. Local Area Planning has several benefits as discussed in the literature, some of these are adapted from a recent thesis (Guerrette, 1980, 3). L.A.P. establishes:
1. A clearer definition of the effect land use decisions have on social service policies and their relationships to minority groups. (Davidoff, 1965; Friedmann, 1973);

2. A greater sensitivity to the particular needs of different city areas (Kasperson, 1974; Anderson, 1976; Anderson, 1977; Schmandt, 1973);

3. A more equitable delivery of public services in which allocative decisions between the different parts of the city are made more explicit (Kasperson, 1974b; Anderson, 1976, 20);

4. A better and more accessible citizen participation due to the more understandable and comprehensive nature of local issues (Kasperson, 1974b) resulting in...

5. A faster feedback process through the involvement of the consumers of public services in policy making and reviewing (Kasperson, 1974b);

6. A territorial power basis which challenges existing elites (Kasperson, 1974b, Kotler, 1969; Schmandt, 1973; Fraser, 1972);

7. A popular support for established political representatives through the sensitization of politicians to vocal public opinion (Anderson, 1976); and

8. An alignment of planners with public opinion, creating a convincing package for the politician, and enhancing the influence of the planner as well as that of the citizen (Needleman, 1974).

Vancouver's local Area Planning program position appears to be aligned with benefits 1, 2, and 3 as listed above. This is reinforced by a 1973 Local Area Planning Report that emphasizes the necessity of facilitating citizen/planner dialogue and improvement of an information base for planning that includes an intimate awareness of the issues. As a result, the planning function becomes more visible; a trust relationship is formed and the community becomes an active part of its planning program; a mutual learning process is developed, that builds a bridge between the planner and client by integrating...
processed and personal knowledge (Friedman). In other words, a more democratic planning process.

Local Area Planning is a process that emphasizes physical planning, community development and organization. Participation process includes a citizen's planning committee as an advisory body and gives it a mandate to plan for community development.

4.4 Local Area Planning Program in Vancouver

Local area planning was introduced in Vancouver, with the election in of 'The Electors Action Movement' (TEAM) in 1972. The mandate and rationale for local area planning in Vancouver is summarized by Anderson.

Local Area Planning can make planning more effective by allowing citizens to influence the development of their community. At the same time a two way flow of communication is established between citizens and city hall, humanizing bureaucracy and making people aware of and involved in civic affairs. City resources and problems should be redistributed among the neighborhoods correcting imbalances within the city. The Local Area Planning Program will involve individuals within the community from the first stages of plan preparation in an effort to work on a participatory, co-operative basis. A strong initiating role on the part of the city staff will guarantee the leadership essential to the planning in Local Areas. (Anderson, 1977, 35).

The Citizen Advisor Model (see Figure 6) was selected for the Vancouver L.A.P.P. As the Citizen Advisor Model reflects the present participation model for the Vancouver L.A.P.P. The advisory body is the C.P.C., not an area council.
Figure 6: L.A.P. Model Alternatives

A. Citizen Advisory Model

Citizen Planning Committee

Area Groups

Individuals

Planning Team

City Council

Civil Departments

B. Citizen Spokesman Model

Area Council

Area Groups

Planning Team

Individuals

Strength of Working Relationship

- Strong
- Appears Strong
- Medium Strength
- Weak
- Uncertain Strength
C. Citizen Forum

- City Council
  - Planning Team
  - Civil Departments
  - Area Groups
  - Individuals

D. Citizen Control

- City Council
  - Area Council
  - Civil Departments
  - Area Groups
  - Individuals

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<thead>
<tr>
<th>Strength of Working Relationship</th>
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<tr>
<td>Strong</td>
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<tr>
<td>Appears Strong</td>
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The Vancouver Citizen Advisor Model supports the thesis advocated civic consultation strategy, an advisory level of participation, and representative group technique but it does not facilitate the area council structure. The Citizen Advisor Model, citizen's planning committee, differs from the fourth advocated element, the area council, because the C.P.C. does not have a separate and continuing existence. Further, because the C.P.C. is a component of the planning department, the C.P.C. can be created and disbanded as the planning department sees fit. When an area plan is completed the C.P.C. is dissolved whereas an area council has a continuing life of its own.

The citizen spokesman, citizen control, and citizen forum model were rejected by the city of Vancouver. Although the citizen spokesman model would perpetuate the civic consultation strategy, it was thought to place too much responsibility in the hands of residents. The citizen control model was not considered appropriate in a city without a ward system. The citizen forum model, involves periodically informing citizens of planning decisions through public meetings. The citizen forum model was not considered appropriate because it did not involve citizens enough. Figure 7 presents generally the L.A.P. process as developed by Larry Beasley, the planner working on the L.A.P.P. in Riley Park.
FIGURE 7: VANCOUVER L.A.P. PROCESS

STAGES

1. Working through Existing Organizations

2. Fostering a Planning organization when meeting the community (a committee)

3. Seeking and Entertaining Input from Unorganized Segments of the Community

4. Completing a Concept Plan

5. Implementation Phase of Plan

Steps

1. Gathering community information (terms of reference)

2. Attain local acceptance

1. Primary organization

2. Secondary organization meeting to generate more representative group

3. Community socialized to requirements of plan

4. Committee socialized by planning process

5. Agreement on a work schedule, procedures implementation

1. Work with committee on community questionnaire (important for input)

2. Work with the committee to develop and implement other sources of input

1. Develop selected issues into scenarios

2. Propose alternative options

3. Provide additional technical information

1. Return to central location to implement plan and to monitor plan and community change

2. Phase out committee work

(Guerrette, 1980, 144)

4.5 An Evaluation of Continued Citizen Participation in the Local Area Planning Program in Vancouver

Local areas in Vancouver have benefited from planning programs during the last 15 years. These programs were developed in high priority need areas, often in conjunction with the Federal Neighbourhood Improvement Program (N.I.P.) and Residential Rehabilitation Assistance Program (R.R.A.P.). John Winsor writes in the October 1980 Quarterly Review that citizen participation has been the key to success of these programs. Eighteen intensive programs have been initiated to date. In 1977, the Vancouver Planning Department reviewed the
L.A.P.P. and prepared a checklist of elements to be used in its evaluation which included.... "Does the planning process make provision for a continuation of public participation in the monitoring of L.A.P. during implementation?" (Review of L.A.P., 1977, 10).

In this thesis, the issue of whether or not continued citizen participation in the planning process is a reality, is tested. Four L.A.P.P.s are selected for purpose of evaluation. All four programs had site offices and a C.P.C. The Marpole-Oakridge, Grandview-Woodland, Kitsilano and the West End local area were evaluated at least five to six years after the area plan had been adopted. Figure 2 illustrated the location of these areas within Vancouver and the following table presents the results of the evaluation.(see Table 2)
TABLE 2 - EVALUATION OF L.A.P.P. PARTICIPATION IN FOUR SELECTED AREAS

<table>
<thead>
<tr>
<th></th>
<th>WEST END</th>
<th>KITSILANO</th>
<th>GRANDVIEW-WOODLAND</th>
<th>MARPOLE-OAKRIDGE</th>
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<td></td>
<td>CITIZEN</td>
<td>PLANNER</td>
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<td>During the Plan Creation Stage</td>
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<td>Advisory Level</td>
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<tr>
<td>Consultation Civic Strategy</td>
<td>XXX</td>
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<td>Representative Citizen Group Technique</td>
<td>X</td>
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<tr>
<td>Area Council Structure (Co-existing with C.P.C. and having informal or formal civic council recognition)</td>
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During the Long Term Plan Implementation Stage

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<td>Advisory Level</td>
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<tr>
<td>Consultation Civic Strategy</td>
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<td>Existing Representative Citizens Group</td>
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<td>Area Council Structure (with informal or formal civic council recognition)</td>
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KEY

- negative or non-existant
x little strength
xx moderately strong
xxx very strong

-47-
Evaluation

The continuation of citizen participation ultimately rests with the community and its ability to remain organized. Yet if continuing participation is a L.A.P.P. goal, there are certain measures that could facilitate effective continued citizen participation.

In Table 2, the factors which contribute to the development of our model of effective citizen participation have been identified and evaluated in each case study. The values were assigned based on information obtained through interviews. Twelve is the highest score that a program could obtain. Generally speaking there was effective citizen participation during each stage of each program, but in the long term plan implementation stage participation was less effective. It appears that even when a representative community structure was organized or re-organized to take over the monitoring of the plan upon completion of the area plan program, the withdrawal of L.A.P.P. technical and financial support ensured less effective citizen participation. The most common reasons for less effective participation in the long term plan implementation stage were withdrawal of planning support and the lack of citizen interest. Each local area will now be discussed.

West End

In 1973, a catalyst L.A.P. program was initiated in the West End. In response to organized citizen concerns, City Council adopted a number of policy objectives for the West End. In August, 1975, the West End District Official Development Plan was adopted. Major policy objectives of the plan included reduced future population density (by 1/3), reinforcement of local-scale commercial use, increased variety of housing types and the encouragement of citizen planning sub-committees. During this early L.A.P.P.,
citizen participation was rated to be 8. (See Table 2).

The West End is an unique case as it has recently been involved in a second L.A.P. stage. Ten years after the original policy plan was completed goals and policy objectives are once again being set. Interviews with the current West End Local Area planner and with resident, Nancy Tilson, (who was earlier involved and still is involved in the L.A.P. process) give us some insight into our question of continued citizen participation.

Nancy Tilson (interviewed 5 November, 1985) was involved in community development before the L.A.P. program was implemented. In the early 1970's it was the West End Community Council, a remnant from the 1960's United Way development of area councils. The West End community council supported the L.A.P. program. After the L.A.P. program was over, the council disbanded. In the mid to late 70's a traffic citizens committee was very active in initiating the West End traffic plan. In the late 70's Gordon Price (social planning), community co-ordinator, organized the West End Advisory Council that encouraged the development of this second L.A.P. phase.

In the West End, there has been a great fluctuation in community group development and involvement. A citizen commented that as often as community groups disbanded, new community groups formed and participated in the planning process. This citizen felt that community group involvement was not to be initiated by City Hall, but that technical support and recognition would assist in ensuring continued citizen participation in the planning process. As there was no one group to monitor the early plan's impact, participation during the plan implementation stage was only given a value 2. (See Table 2).

Craig Rowland, the current West End Planner (interviewed 5 November, 1985) commented that there had been a continuation of certain citizens involvement in the planning process from the early program to this later program. Due to the problem faced in the early 1973 program with trying to form
a separate C.P.C., open meetings were held to discuss issues. Currently, no C.P.C. exists. Those present at the meetings have a non-designated advisory role. The theory behind this second program is that when the new and revised plan is completed in 1987, planning staff from the City Hall will deal with the community as issues come up; no one group will play a watchdog or monitoring role.

**Kitsilano**

Kitsilano benefited from L.A.P., N.I.P. and R.R.A.P. programs. When (1974) L.A.P. began in Kitsilano many active community groups already existed. Therefore, representatives from community groups were appointed to be C.P.C. members. A goal of the Kitsilano C.P.C. was to preserve the diversity of the area. Original plans for this area lose their relevancy as the community is presently under rapid change, especially through the forces of gentrification. Resources to the Kitsilano C.P.C. were cut in the 1980's and where there was once participation through the C.P.C., rated at 8, there is now no organization formally involved in updating the community plan. (See Table 2)

In 1977, Dr. H. Mallek, the chairman of Kitsilano Citizen Planning Committee was involved in a conference on citizen participation in planning. He suggested that continued L.A.P.P. assistance, both financial and educational, was necessary if the C.P.C. was to continue. The C.P.C. could not function on a long term basis without staff support; citizen participation would (and did) decline (Public Response to a Review of Local Area Planning, City Planning Department, Vancouver, Sept. 78).

In 1980, Rick Gates, then CPD (Central Planning Division) staff, wrote that the 1974/75 Kitsilano community plan addressed problems with solutions no longer relevant today (Oct. Quarterly Review 1980, 9). Planning solutions developed in the 70's were also found to be insignificant in the 80's.
According to Dr. Mallek, the fact that the C.P.C. receives little if any recognition from the City Planning Department today implies that relevant solutions will not be found unless a second L.A.P.P. is initiated. Participation in Kitsilano is rated a 2 by citizens and 1 by the planner. The lower in the value for the planner is due to the perception that the existing C.P.C. is not representative indicating a lack of community interest in planning; thus necessitating a withdrawal of planning staff support. However, those still in the C.P.C. meet at the Kitsilano Neighbourhood house and feel that if the planning department acknowledged their existence, consulted them, and reviewed the 1970's plan community, interest in the planning would be renewed. (See Table 2).

Dr. Mallek reflected on the 1974/75 planning program (Interviewed 7 November, 1985). After the planning support was cut back, the Kitsilano C.P.C. returned to Kits House where they still meet today. Dr. Mallek suggested that because there were no major issues and no money or technical support, people lost interest in the planning process. The Malleks felt that the committee was still necessary to assist people in the expression of their concerns and problems. The Malleks expressed a need for a local central representative organization. They have requested planning staff support at their meetings but have been turned down due to the expense. Dr. Mallek expressed concern at the L.A.P. generation of paper without understanding and effectively impacting the local community.

Vancouver Planner, Linda Challis informed the author of this thesis that the Kitsilano C.P.C. existed for a long time after the L.A.P. program, but that there is no longer any formal contact. If a major issue arose the planning department would generally try and contact community groups in the area. There is no mechanism or structure for continuous Kitsilano citizen participation in the planning process.
Grandview-Woodland L.A.P.

Grandview-Woodland was Vancouver's first suburb; it is therefore an older area with a diverse population. In 1975, Vancouver City Council adopted a resolution that established their Local Area Planning program. This L.A.P.P. program represented a successful culmination of more than eleven years of sustained effort by the Grandview-Woodland Area Council, a remnant of the 1960's United Way (Grandview-Woodland Area Council, Information Booklet)*.

When L.A.P.P. formed the Grandview-Woodland citizen's planning committee; the committee mandate involved assuming the area council's former tasks of identifying and recommending solutions for the physical and social needs of the area. The area council subsequently adopted the role of encouraging citizen participation in L.A.P. and other community programs.

Roy Blunden, former chairman of the C.P.C., stated in a letter that: "The once and for all approach of L.A.P. dictates completed adoption of area plan with direct citizen participation in the planning process ceasing" (Blunden, 1977, 13).

Blunden continued by remarking that the area plan is a "perfect solution for yesterday's problem" and concluded by noting "...if a final local area plan for the community is to have any relevancy indeed, if it's not to prove disastrous for the community there must be some degree of subsequent local monitoring as to its effects" (Blunden, 1977, 14).

In his letter, Blunden comments that a decision was made by the L.A.P. planner not to use the existing area council, although the area council was responsible for getting the L.A.P. program in Grandview-Woodland. The decision to not use the area council encouraged the area council in their decision to withdraw active support. Blunden wrote, "......In adopting a rigid

*For more information on the Grandview-Woodland Area Council See Appendix D.

-52-
committee procedure, area planning has failed to take due regard to the nature of the elected and co-opted members with respect to community at large" (Blunden, 1978, 17). There was a lot of suspicion and distrust in the community and Blunden believed little was done to alleviate it. Due to problems with the first L.A.P. planner and the local political problems, when a new second planner came into the Grandview-Woodland community, the CPC no longer had an advisory role but was used merely to rubber stamp decisions. Blunden believes that no one L.A.P. program will work for all communities and that the success of the program rests with the planners and their ability to develop a process well-suited to the community they are in. Blunden believes that the planning program must develop a continued process to help people help themselves. (Interview with Blunden, 2nd Nov. 1985.) L.A.P. participation was therefore given a lower value than the other were the other programs (see Table 2). The L.A.P.P. in Grandview-Woodand appears to have been less adaptable to community variables than it has been in other local areas.

Following the adoption of the plan, the C.P.C. amalgamated with the G.W.A.C. The area council, using limited resources, continues to monitor the area plan's impact and participate in the planning process. From the planner's point of view, the planning and civic relationship with the area council work well when issues need to be solved. However, there are some who do not feel the council speaks for the community. Inspite of these feelings, all are free to join the council if they would like to participate. There is no formal process by which the G.W.A.C. is consulted by City Hall on planning issues.

The Grandview Area Council has free space and the use of office services at the Brittania Community Center. The area council is made up of volunteers who live and/or work in the area. Depending on the issue at hand; community group representation could be large or small at the once a month public meetings.
Community groups are allowed one vote. The formal area council structure includes a president, vice-president, treasurer and secretary. Sub-committees are formed and meet more informally to discuss issues. Locality development, with emphasis on results, is the focus of this group. Often using grant money, the area council hires planners to do traffic planning in the area, thus by-passing the situation of always dealing with civic staff. The council monitors the community plan's impact and, depending on the issue at hand, it also plays a service and/or advocacy role. Therefore, in Table 2, the community is rated at 5 in terms of effective citizen participation. If the G.W.A.C. was given civic recognition, the participation value would be much higher in the plan implementation stage.

**Marpole-Oakridge L.A.P.**

In 1980, David Thomsett, then in the L.A.P. Department, wrote "The Marpole Citizens Planning Committee continues to meet on a monthly basis to retain the strong link between City Hall and the community which is essential to the area's future" (*Quarterly Review*, Oct. 1980, 17). During the plan creation stage participation was evaluated as quite high (See Table 2).

By 1985, the C.P.C. had amalgamated with the Marpole-Oakridge Area Council, also a United Way remnant. In speaking with the planner in charge of Marpole-Oakridge, his views of the area council are that the area council can pick up issues that need to be addressed, and shrink or expand then according to need. In Marpole-Oakridge it is through the senior's centre that the citizens have developed an inter-generation council to deal with community issues. Although the Marpole-Oakridge council is less articulate than the Grandview-Woodland Council, both councils manage to accomplish a lot within
their communities, prior to and following their L.A.P.P. Participation in the plan implementation stage is given the value of 5, as was given in Grandview-Woodland (See Table 2).

Alice James (interviewed March, 1985) is a member of the Marpole-Oakridge Area council. In the mid 1970's the council was involved in the planning program with other groups and citizens and when the plan was completed the community monitoring and planning role returned to the council.

The Marpole-Oakridge area council has a service focus as well as a locality development emphasis. Depending on the issue at hand, advocacy has a place. The council has been involved in initiating seniors recreational programs and services (meals on wheels). These programs have the support of the Lions Club. Community planning issues that arose out of the Oak Street Bridge proposal also involved community groups, and local businesses with the area council. Except when specific issues arise, community organizations are not involved with the Marpole-Oakridge area council, but local senior citizens and other residents and businessmen are. The Lions, the Community Centre and the council are all active and most frequently tend to speak independently. Sometimes there will be joint submission on planning issues; the area council usually takes the initiative in joint planning issues.

The formal structure of the area council includes an election of the area council board in June, an annual public meeting and monthly executive meetings. During the times of specific problem debates, public meetings are held more often (i.e. gun control). The excellent rapport that the area council has with the planning department has given them a unique community situation - often an advisory level planning interaction. Ms. MacKay did mention that the use of technical support would make a positive difference in the degree of impact their organization could have on community issues.
Prior to discussing the implications of the evaluation findings, there is one more local area that is appropriate to discuss here. This local area cannot be evaluated as the last four areas were, for their local area plan has been too recently completed. Of importance in this area, is the concern felt by the citizens in regard to continued citizen participation. It is the same concern that is emphasized in Mount Pleasant and discussed in Chapter 5, where the author applies the theory and research of this thesis to an actual situation.

In January, 1980 the L.A.P.P. was adopted in Hastings-Sunrise. The C.P.C. began in March with Patricia Coutts as the Chairman and with 30 citizens. They have been meeting for 5 years, with plans to continue these meetings. Larry Beasley, in describing L.A.P. in Hastings-Sunrise, said that the key to the C.P.C. survival, was the thousands of resident volunteer hours invested to deal with local issues (Quarterly Review, October 1980, 19).

In Hastings-Sunrise a very active and involved C.P.C. is discussing the issue of continued citizen participation. Michael Gordon, the Hastings-Sunrise planner (interviewed 22 October, 1985) said there were three conditions of participation that were presently being discussed:

1) that participation should continue;
2) that the group would meet less often;
3) that there were many current issues that would require citizen input, i.e. PNE plan.

Michael Gordon believes that continued citizen participation must be encouraged, but that the citizens would have to take over some of the responsibilities presently being handled by the planners.

Mary Olivieri, an active Hastings-Sunrise C.P.C. member (interviewed 2 November, 1985) agreed that continued citizen participation is important. She
felt that technical staff and assistance should be made available to the community through the L.A.P.P. as issues demanded, and that the community should be encouraged to make their planning concerns known to city council. There is presently no one group within the community to handle issues. There was a Hastings-Sunrise Action council prior to the L.A.P. program, but it no longer exists.

During the last six months L.A.P. resources have been cut back and the community centre has provided resources. However, there is no guarantee that these resources will continue, nor is there a guarantee that the C.P.C. will continue to effectively exist or continue to be heard and/or consulted by the L.A.P. Department.

4.6 Implications of L.A.P.P. Evaluation Results

As stated earlier, participation during the plan creation stage was much more effective than during the long term plan implementation stage. Even when a representative community structure was organized or re-organized to take over the monitoring of the plan, the withdrawal of L.A.P. technical and financial support facilitated less effective citizen participation according to the thesis effective citizen participation criteria. Where an interested community group existed, participation was more effective than where no group existed but due to lack of resources and recognition, participation was limited.

In Hastings-Sunrise, it can be concluded that even if an existing group becomes organized to monitor the plan, limited continued L.A.P.P. citizen participation will exist after the initial implementation phase of the plan is completed. In Hastings-Sunrise, the draft plan indicates that the C.P.C. will continue to meet as issues arise. It is the author's hypothesis that unless effective participation elements are present, effective citizen participation in monitoring their area plan will not continue.
To ensure continued participation, two steps must be added to the L.A.P.P. In Figure 8, stage 4 - step 4, and stage 5 - step 3 have been added. After a concept plan is completed, the planners could begin to develop post L.A.P. organization and as they phase out committee work they can facilitate another community group taking over the monitoring plan. This monitoring organization would exist separately from the L.A.P.P. To further ensure continued citizen participation, civic recognition, financial and technical support would be required. To encourage citizen interest, a periodic updating of the plan would be essential. The program must be flexible enough to adapt to specific community variables.

FIGURE 8: REVISED VANCOUVER L.A.P. PROCESS

<table>
<thead>
<tr>
<th>STAGES</th>
<th>Steps</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Working through Existing Organizations</td>
<td>1. Gathering community information (terms of reference)</td>
</tr>
<tr>
<td></td>
<td>2. Attain local acceptance</td>
</tr>
<tr>
<td>2. Fostering a Planning organization when meeting the community (a committee)</td>
<td>1. Primary organization</td>
</tr>
<tr>
<td></td>
<td>2. Secondary organization meeting to generate more representative group</td>
</tr>
<tr>
<td></td>
<td>3. Community socialized to requirements of plan</td>
</tr>
<tr>
<td></td>
<td>4. Committee socialized by planning process</td>
</tr>
<tr>
<td></td>
<td>5. Agreement on a work schedule, procedures implementation</td>
</tr>
<tr>
<td>3. Seeking and Entertaining Input from Unorganized Segments of the Community</td>
<td>1. Work with committee on community questionnaire (important for input)</td>
</tr>
<tr>
<td></td>
<td>2. Work with the committee to develop and implement other sources of input</td>
</tr>
<tr>
<td>4. Completing a Concept Plan</td>
<td>1. Develop selected issues into scenarios</td>
</tr>
<tr>
<td></td>
<td>2. Propose alternative options</td>
</tr>
<tr>
<td></td>
<td>3. Provide additional technical information</td>
</tr>
<tr>
<td></td>
<td>4. Organize the area for continued participation</td>
</tr>
<tr>
<td>5. Implementation Phase of Plan</td>
<td>1. Return to central location to implement plan and to monitor plan and community change</td>
</tr>
<tr>
<td></td>
<td>2. Phase out committee work</td>
</tr>
<tr>
<td></td>
<td>3. Facilitate a smooth transition between participation in plan creation and plan implementation stage.</td>
</tr>
</tbody>
</table>
Finally, in a 1978 report, Public Response to a Review of L.A.P., members of C.P.C.'s gathered to discuss the L.A.P. process. Their comments endorse the conclusion of this thesis evaluation. The citizens viewed a need for:

1) more L.A.P. groups and yearly conferences;
2) citizens to be continually involved in decisions;
3) financial assistance for the minimum amount of help – secretarial help; technical advice from the planning department, etc.;
4) official attendance by representatives of city councils at the C.P.C. meetings;
5) citizen involvement educational programs.

If there is no subsequent alternative for continuous involvement of citizens, the closure of site offices and withdrawal of support conflicts with the an objective of the L.A.P.P. For example, in the second draft of the West End plan an objective is:

to continuously involve residents in any changes to the plan and in all future planning for the West End in order to create confidence by residents in their local area and in their ability to control its future (City Planning Department, 1973, 2).

4.7 Continued Citizen Participation Examples in Vancouver

Prior to concluding this chapter there are examples in Vancouver of citizen participation that can be applied to our topic of effective continued citizen participation.

The first one we will discuss is in the Shaughnessy local area. The Shaughnessy Heights Property Owner's Association (S.H.P.O.A.) hired a consultant to study their area and in particular, to deal with the development pressures affecting the heritage element of the large estate properties. Subsequently, a L.A.P. program was initiated to work with a C.P.C. to prepare a new plan for
First Shaughnessy in 1979. The SHPOA is also directly involved in the development of a second phase of the L.A.P. program.

Joanne Leithead, staff, (Interviewed 2 November, 1985) discussed the current second Shaughnessy L.A.P. program that began in May, 1982. A special, permanently appointed committee has been formed to deal with development proposals and design related issues. Planning staff support does work with the First Shaughnessy Advisory Committee. There is also, however, planning liaison between the Shaughnessy Heights Property Owners Association (SHPOA) and the planning department on planning issues. After the first phase plan was adopted (1980), the monitoring of the community plan did in effect return to the SHPOA.

Evelyn MacKay, citizen, (Interviewed 7 November, 1985) was very happy about the response their society has received from the Vancouver planning Department. The excellent rapport they have with the planning department has given them a unique community situation - an advisory level of planning interaction. Ms. MacKay did mention that the use of technical support makes a big difference in the degree of impact their organization has on community issues.

A second example is the Riley Park Local Area. In 1976, Riley Park had access to a NIP grant. Included in the achievements of the NIP program was the Little Mountain Neighbourhood House/Youth Centre/Store-front Library facility. NIP (L.A.P.) staff were involved in facilitating the Neighbourhood House planning role. Resources for planning were made available through the Neighbourhood House budget. The Neighbourhood House has taken an active role in community planning. The Neighbourhood House sponsors information sharing, inter-agency meetings. The meetings are held every eighth week, and when appropriate an advocacy role for the community is developed. Although citizen representation may not be very strong, this inter-agency committee does monitor the plan and takes an active part in planning issues.
There are two points that can be drawn from this last example. The first is the importance of recognition and support for continued participation. The second, is that a representative group interested in monitoring the plan and receiving recognition and area council status does not have to be a uni-purpose organization. In the case of Riley Park, the Neighbourhood House has facilitated a type of area council that has taken on the watchdog role for the community.

4.8 Other Civic Examples of Citizen Participation in the Planning Process

In an arbitrary review of selected urban centres, the various levels, strategies, techniques and models of citizen participation are evident. For example citizen participation is encouraged in Baltimore through their district planning program. "The district planning program results from Baltimore's recognition of the importance of involving citizens in government decision making processes" (City of Baltimore, 1985, 17). The planner works with various community groups; no formal resolution or by law is involved.

In Winnipeg, aldermen form local area community committees to encourage citizen participation. Though these new structures were formed first in the early 70's, no power was given to them. The impact of these committees is unclear as there have been few policy challenges (Lorimer, 1972).

In Washington, D.C. an interview was held with Mark Brown, a Ward 2 Community Planner. In 1970, city council legislated the Advisory Neighborhood Commission (ANC), a body of individuals from each community. There are 8 wards within D.C. and 3 - 8 ANC's per ward.

The ANC's mandate is to monitor planning programs, to act on issues of concern, to be an advocate for the community and an advisory body for the planning department. The ANC's receive funds from the city for limited supplies. ANC members are elected for 1 year terms.
In April 1984, legislation was passed to plan comprehensively for the 8 wards in Washington, D.C. The criteria for the planning process was that in each ward a community advisory commission (CAC) was to be formed to assist in the development of a plan. The CAC's were organizations consisting of individuals and neighborhood associations. When the plan was implemented, the monitoring of the plan's impact would remain with the ANC. This transfer is encouraged and supported.

The Washington D.C. case study is a very interesting one for our purposes. There is a need in Vancouver to smooth the transition between participation in the plan creation stage to participation in the long term plan implementation stage. Wash. D.C. has developed a participation program that does smooth the transition.

A second applicable example is found in Eugene, Oregon. Eugene's citizen involvement program provides an opportunity for citizens to participate at all levels and phases in planning— at the neighbourhood, city and regional levels.

At the neighbourhood level, 20 chartered neighbourhood groups are officially recognized by city council. These groups each represent their neighbourhood area and advise the city council, the planning commission and other city officials and staff involved in the growth and development of decisions affecting the community and the neighborhood.

In January 1983, a resolution was passed by the Eugene city council, A Neighborhood Organization Recognition Policy (see Appendix B). The recognition policy came as a result of thinking that participation needed to go beyond the simple role of civic informing, toward a process which would involve the public in an active, two-way (advisory) role.

The recognition policy moves a neighbourhood organization into a strong advisory role. The resolution facilitates recognized neighborhood
organizations continued involvement in the planning process. These recognized organizations are encouraged to evaluate planning objectives and recommendations contained within the neighbourhood plan. The city provides the recognized neighbourhood organization with supplies and staff assistance. The organization becomes the community liason during the plan implementation process.

The criteria for recognition demand that the community organization proposal for community organizational recognition be well circulated among the neighbourhood and that the community organization is representative of the diverse range of neighbourhood citizens. A second criterion is that as long as the neighbourhood organization remains organized and involved with current issues or in developing a part of the plan, it will be recognized.

The Eugene model will also be discussed later as a model that has some applicability to Vancouver.

A final example is the Toronto L.A.P.P. In 1973 the Toronto city planning staff reorganized to respond to the public participation issue. Toronto had been working with citizen committees since 1960's. A Community and Neighbourhoods Division was created by planning staff committed to public participation. Citizen task forces, working committees and planning groups were put into operation but without specific policies governing public participation in planning in the City of Toronto (City of Toronto Planning Board; January 18, 1982, .4). Today public participation continues to combine a variety of techniques at a range of levels.

Included in the variety of techniques for Toronto is the working committee, which operates at an advisory/consultant level. The working committee was found more appropriate for longer term planning and/or a plan implementation process. Working committees are considered viable for providing a continuing liason with the community in which an area study is being done. Yet a sunset clause is often written into the terms of reference for the working
committee. Depending on the issue, representation may be from one interest group or several. It is realized that public meetings will still be required regardless of the working committee development. There is no formal structure for continued citizen participation; Toronto's program is very similar to Vancouver's.

4.9 Effective Continued Citizen Participation Observations

The evaluation of selected Vancouver local area planning programs supports a preliminary conclusion that the process for continued (post L.A.P.P.) citizen participation is not as effective as originally intended. To facilitate continued effective citizen participation a model will be outlined, one that provides an alternative to Vancouver's existing model, without significantly altering Vancouver's existing L.A.P.P. model. The implications of the revised L.A.P.P. will be discussed in Chapter 6.

Observations from the literature and thesis analysis indicate that city council recognition of community formed organizations is the best approach for continued citizen participation. Recognition involves responsible action on the part of the city and the organization. In Appendix B, there is a copy of a recognition policy, area council and civic responsibilities are outlined and include factors such as the area council publication of its meetings and exhibition of meeting minutes. Further, planning departments must offer staff assistance, if possible, and hold orientation sessions once or twice a year for involved residents. These observations are in line with literature findings in Chapter 3 where authors such as Rafter, Connor and Hallman stress the importance of resource access and recognition.

The review of citizen participation examples prove very applicable. For example, the Washington, D.C. planning program facilitates a participation transition from a plan creation to long term plan implementation or monitoring
stage. The Vancouver L.A.P.P. does not formally address this transition, although it has been a concern in several local areas, notably the Hastings-Sunrise area. Further observations from this chapter include the need to stimulate citizens' interest in planning participation through L.A.P.P. periodic updating of a plan and the realization that the structure for continued citizen participation does not have to be independent. The structure can be tied to an existing community organization that is interested in adding a planning responsibility and that meets the criteria for civic recognition. The following chapter now presents an opportunity to apply the thesis theory and evaluation results.

Rafter concluded that informal or formal recognition of existing community groups provides more effective community participation results. The specific mechanisms for initiating this process will be the subjects of the remaining chapters. It is sufficient to say that recognition must include some level of resource distribution. The resource networks of money, information, technical aid and support constitute key elements relevant to the functioning needs of community organization and define the parameters of actions relevant to the community situation (Galaskiewicz, J., 1979, 95). In conclusion, the recommended strategy involves a citizen participation model that includes:

1) citizen advisory level of participation;
2) civic strategy of consultation;
3) representative citizen group technique;
4) area council structure.

Upon adoption of a L.A.P. plan, recognition of an existing organization that amalgamates with the C.P.C., may be the most effective participation model implementation procedure, as seen in Grandview-Woodland. Chapter 5 presents a case where this procedure is presently in progress.
CHAPTER 5: CONTINUED EFFECTIVE PARTICIPATION CASE STUDY

5.1 Introduction

This chapter documents and discusses the efforts in Mount Pleasant, a Vancouver local area, to ensure continued effective citizen participation in the planning process. In Vancouver, citizen participation in planning is developed within the framework of the Local Area Planning (L.A.P.) program. Citizen Planning Committees are formed to assist planners in creating a plan for their area. In Mount Pleasant, a C.P.C. is presently involved in the creation of an area plan. L.A.P. staff moved to Mount Pleasant, to a site office, so that they could work closely with the citizen planning committee. Upon completion of the plan and the city council approval of the plan, the L.A.P. staff will return to the City Hall office for the implementation stage of the plan. The staff support of the C.P.C. will decline and the C.P.C. could, as discussed in Chapter 4, disband or amalgamate with another community organization.

Research in Chapter 4 indicated that even in the local areas where an existing organization took on the responsibility of monitoring the plan, the transition from citizen participation in the plan creation stage to citizen participation in the plan implementation stage was not facilitated by a L.A.P. policy. This research, supplemented by a review of other municipality participation programs, allowed the author of this thesis to draw the following preliminary conclusions:

1. Presently no L.A.P. policy is put into effect at Stage 4 and stage 5 of the L.A.P.P. (see Figures 7, 46 and 8, 60) to assist the local area in developing continued effective citizen participation;

2. Recognition by city council needs to be given to a community organization, that meets specified criteria, that is interested in taking on a planning
role and that facilitates effective citizen participation;
3. Recognition involves civic consultation and access to technical and financial resources;
4. To stimulate citizens interest and to update the local area plans, the planning department should formally review each area program every few years.

In this chapter, these preliminary conclusions and the effective participation theory developed in Chapter 3 are applied to Mount Pleasant where the author of this thesis participated as an intern student. Her task was to help initiate a process for continued citizen participation after the Mount Pleasant C.P.C. disbands.

The first section of Chapter five places Mount Pleasant within the context of the L.A.P. in Vancouver. Following a narrative of actions taken to ensure continued citizen participation is an application of participation theory, an the evaluation of alternative continued participation strategies for Mount Pleasant. Chapter 5 concludes with observations from the Mount Pleasant review.

5.2 L.A.P. in Mount Pleasant

L.A.P. arrived in Mount Pleasant early in 1982, following its 1981 M.P.N.A. (Mount Pleasant Neighbourhood Association) initiated council endorsement. The M.P.N.A. is a community organization that plays a social advocacy role in Mount Pleasant. The M.P.N.A. pressured City Hall for a L.A.P. in the Mount Pleasant local area. Those at early planning committee meeting formed the nucleus of a city council endorsed Mount Pleasant Citizen Planning Committee (M.P.C.P.C.). In order to develop a more representative committee, greater membership was encouraged through an open house brochures local press coverage and newsletters.*
The resulting M.P.C.P.C. meets every second Tuesday, at the Mount Pleasant site office. The planning staff chair the meetings. Sub-committees meet more often to research specific issues as problems demand. The goal of the L.A.P. program is to develop a comprehensive plan that will initiate action strategies to meet the community's needs and objectives. This plan will be a product of both the technical planning work done by the staff and the personal knowledge of the Mount Pleasant residents involved in the C.P.C.

A preliminary draft of that plan, Mount Pleasant At The Cross Roads, has been prepared, placing the Mount Pleasant LAP program at Stage 4, Step 4 (see Figure 8,). There is a series of planning objectives and policies that have been proposed for Mount Pleasant. The policy that relates to the alternative strategies, to be analyzed here, is as in the draft plan: to develop strong community organization to assist residents and articulate and advocate Mount Pleasant viewpoints. (Vancouver Planning Department, Sept. 1985, 20).

This community organization policy relates to our broader concern of a need for a vehicle through which citizens can continue to participate. More specifically, an organizational structure is required that will facilitate citizen participation in the planning process during the implementation of the community plan. Alternative strategies will be developed for the objective:

Continued community participation in the planning process after a local area plan has been adopted.

* The concern for socio-economic resident representation has been extended into the present. Georgia Nelson (M.P.C.P.C.) moved a motion on action to attract further representation at the Tuesday, May 28, 1985 M.P.C.P.C. meeting.
** A plan has been adopted since this date.
5.3 Continued Participation Actions

On November 26th, 1984 Kari Huhtala (a planning assistant in Mount Pleasant at that time) sent out a letter to private volunteer community groups in Mount Pleasant. The letter presented the concept of a need to an organization to work for the common betterment of the community. The recommended action was that all interested parties should attend a meeting on December 12, 1984 at the Mount Pleasant Planning office.

This meeting was the first step taken in order to implement Policy I of the Local Area Planning Plan draft. At this first meeting, ideas shared on the mandate of a community organization included information sharing, the monitoring of the plan and advocacy action. A consensus was formed that indicated support for the development of an umbrella community organization and that perhaps the M.P.N.A. could assume this role.

The Neighbourhood Association came to the meeting prepared to propose that the M.P.N.A. assume this role. Their proposal of December 6, 1984 laid out forthcoming actions that would accommodate this role. Included in these actions was the monitoring of the community plan impact and the adaptation of an advocacy role for Mount Pleasant residents.

Concern was expressed at that meeting about the M.P.N.A.'s requested need for office space and the potential that the M.P.N.A. might have to detract from the funds that were a necessity to other existing community service organizations. It was also felt that the M.P.N.A. was not representative enough and that although it had proved itself in somewhat of an advocacy role, it had never played a locality development role or a community planning role.

This was counteracted by the M.P.N.A. promise to increase its
representation and by the M.P.N.A. explanation that it had kept out of community development during the LAP program, but it was now ready to become more active.

A letter was sent out on January 14, 1985 to arrange for a second meeting. Prior to this meeting each group was personally contacted by the author (on the recommendation of K. Huhtala). At this second meeting on January 30, 1985, concern was formally expressed for the need of an organization in Mount Pleasant that would:

1) advise outside organizations such as city council;
2) monitor the plan for the community (in conjunction with the M.P.C.P.C.);
3) co-ordinate community groups and agency information sharing meetings;
4) cultivate greater communication and a sense of identity within the community.

At this second meeting, an earlier concern was further expressed. The M.P.N.A. seemed to indicate that if it assumed this area council role, it would also play a service role. It was felt by other groups represented at that meeting that an area council or umbrella organization could only be supported if it left the service role to the trained service agencies. Many at the meeting felt that the primary issue was the monitoring of the plan and that all other issues could be ironed out in time.

Susan Anderson, a social planner for the City of Vancouver, recommended that a study be done on other area councils in Vancouver and presented as examples. She felt that perhaps the area council could be a collaborative organization and that the Neighbourhood Association could continue to operate as a residents' advocacy group, as part of the council. The M.P.N.A., as a council member, would have a very special and influential role since it was a voluntary residents' group.

The area council would then provide a forum that would facilitate community interaction and would thus attract outside funding. Therefore the meeting of February 27, 1985 was to furnish information and allow discussion
time for Mount Pleasant staff, volunteers, and community organization board members. All community organization board members were to be encouraged to attend; board members are elected and thus represent the community (i.e Neighbourhood House Board).

At the February 27 meeting, other area council models were presented by the author of this thesis. Also present at this meeting was Mary Bosze of the Grandview-Woodland Area Council. She reinforced the role that an area council could play in a community, if it operated in cooperation with other associations. It was felt by those present that perhaps the Neighbourhood Association was in fact already an area council and that with greater representation and resources it could become the appropriate, more ideal monitoring structure.

Kari Huhtala suggested that each community had to develop its own specific organizational structure. If there was to be a separate organization created, the fear of the M.P.N.A. being duplicated had to be dealt with, as would the impracticality of creating a separate organization have to be justified.

In conclusion, at the third meeting it was realized that the Neighbourhood Association could possibly be an appropriate model but that it was best to begin the evolution process slowly. Meetings were to be held which included members of each different organization so that issues could be shared and when action became necessary, the appropriate agency would do the work. In time, the Neighbourhood Association could assume or sponsor this facilitating role and with increased association representation, become the umbrella group. This was slightly different than the Neighbourhood Association simply holding inter-agency meetings. If the Neighbourhood Association sponsored the umbrella organization, a phasing in of a new more representative structure would occur, while allowing the usage of an existing organizational framework.

- 71 -
A fourth meeting, July 3, 1985, was an appropriate time to recapitulate what had already transpired. The meeting began with general comments on who was going to plan for the Mount Pleasant community after L.A.P. was completed. It was recognized that community groups are not very functional unless there is some sort of professional staff support. There was no existing community group that could take on this monitoring and information sharing role.

It was concluded that the M.P.C.P.C. and the M.P.N.A. should amalgamate to ensure continued community involvement in the planning process. The M.P.N.A. suggested that a name change would be in order and the M.P.N.A. would either facilitate or join an umbrella organization. The umbrella organization would be a loose collection of community groups sharing information. This conclusion has not been accepted by all involved and further action will depend on formation of a community consensus.

5.4 Application of Effective Participation Theory

Organized community actions are considered very important, given the understood range of social and physical problems in Mount Pleasant and the non-existence of any well recognized and representative community organization. Community groups traditionally playing an advocacy role in Mount Pleasant experience conflict in funding applications and act on the community's behalf without adequate representation. With the relatively close completion of the L.A.P. program and its citizen planning committee involvement, it was essential that a strong organizational advocate in support of Mount Pleasant's interests be developed. The current social problems in Mount Pleasant and the proximity of B.C. Place and Expo intensify this need.

This selected organizational structure will have to be a collaboration of existing groups, as well as of residents in Mount Pleasant if it is to be representative and thus worthy of a recognized advisory planning
interaction role with city council. The selected organizational structure must reflect the elements of effective citizen participation concluded to be essential in chapter 3 which are: (1) advisory level of citizen participation; 2) consultation strategy for public involvement of citizens in the planning process; 3) representative group participation technique emphasis and; 4) the area council organizational structure. Furthermore, if the developed organization is to facilitate continued citizen participation, there must be a commitment from city hall and flexibility within the structure that allows the organization to adapt to specific Mount Pleasant community variables. The Mount Pleasant variables that will influence the development of this defined effective model for citizen participation will be discussed next.

5.5 Mount Pleasant Variables

The organizational framework of the umbrella group or area council will be a product of a process that is influenced by a number of variables. The major variables impacting on local areas such as Mount Pleasant are as listed.

1) Degree of Autonomy Given to Mount Pleasant.

If city council recognizes the area council organization in a formal or informal way, a level of citizen control will be facilitated, especially if recognition includes some form of financial support.

2) The National Society to Which Mount Pleasant Belongs.

Logically, given the democratic nature of Canada and its recognition of three levels of government, a partnership form of control giving considerable autonomy could exist, but complete citizen control could not.

3) The Demographic Nature of Mount Pleasant.

Mount Pleasant is a densely populated, highly transient area. As indicated in the Province on Sunday March 17, 1985, many of the social problems occurring in Mount Pleasant can be attributed to both these elements and to the major proximate developments such as Expo and B.C. Place. (Scott, March 17, 1985, 21). The nature of the organization developed in Mount Pleasant must be such that it can adequately deal with the demographic nature of Mount Pleasant.
4) Economic Function.

Unemployment in Mount Pleasant exceeds the Vancouver average. Stores are empty and prosperity is low. This variable demands a community organization which can help attract the necessary financial resources and investment.

5) Local Political Structure.

Mount Pleasant is represented politically at large, not in a ward system.

6) Structural Characteristics of Political Processes.

In Mount Pleasant this includes the planning process as well as the political process. The organization developed must reflect a knowledge of both these processes if it is to be effective.

7) Community Values, Norms and their Influence on Output

It appears that despite the community problems there are a lot of citizens who have a real concern for their community. Hopefully this will be reflected positively in the community monitoring organization.

8) Leadership Characteristics.

Development of a monitoring organization will involve a basic choice by the community leaders as to whether the organization should be a new one, or if an existing organization should be utilized. Of importance here is the proposal that the Neighbourhood Association (MPNA) assume the monitoring role.

The MPNA is an advocacy low budget self-help organization that has no formal council recognition though it deals with a variety of community issues.

The MPNA is a more active community organization than most; it does have some informal recognition and therefore occasionally receives grants from council (through social planning). It also is an elected body though it does not have a very comprehensive community profile representation.

It is this group that is most active and therefore their influence will be the strongest. However, there are those that disagree with the Neighbourhood Association and prior to any final and a council formation this conflict will have to be resolved.

9) Decision Making Structure.

Political interaction among key people within the community and their influence on alternative goals, maintenance, and modification of the institutions or facilities that involve the majority of the community residents, will affect the monitoring organization and development.

10) Output or monitoring results of the organization will further influence the ongoing process of the organization development and its influence on decision makers.

(adapted from Clark, 1968, 17-22)
The development of a model for continued citizen participation in the planning process must be flexible enough to adapt to specific variables.

In Mount Pleasant, actions taken to ensure continued citizen participation include the draft plan policy to develop strong community organization. Community organization was to foster community identity, monitor the local area plan and to generally strengthen community development and self-help. There are four major alternatives that could be selected to fulfil this continued participation goal. The criteria for selection involve ascertaining which alternative most closely achieves the effective elements of continued citizen participation. The alternatives are:

1. Continue as is with the M.P.C.P.C. and the M.P.N.A. acting independently;
2. Planning staff play a surrogate Mount Pleasant resident role from their centralized location at City Hall;
3. Form a new collaborative organization or area council;
4. Find another local group that could add a planning function to its other objectives and that the C.P.C. could join.

Alternative 1

Continue as is with the M.P.C.P.C. and M.P.N.A. acting independently.

The Local Area Planning program approach generally does not include supporting the continuation of a citizen's planning committee upon the completion of the plan. During the long term implementation stage of the plan, benign neglect is the approach to citizen participation in the L.A.P.P. Chapter four has shown this to be the case in most L.A.P. programs in Vancouver. Roy Blunden, the chairman of Grandview-Woodland Planning committee stated in a
letter (Feb. 3, 1978 14) to the Vancouver Planning department:
It must...be concluded that if the final local area plan for the community is to have any relevance, indeed if it is not to prove disastrous for the community, there must be some degree of subsequent local monitoring as to its effect.

Therefore, alternative one will not meet the effective participation criteria, even if when the C.P.C. disbands, the M.P.N.A. solicits support and takes over the planning role. The Kitsilano citizen planning committee is an example of ineffective participation. It continued to operate during the first part of the implementation phase of the plan, but eventually ceased to play an active role due to the lack of municipal recognition and support, as well as due to the lack of local involvement and interest.

Alternative 2

Planning staff play a surrogate Mount Pleasant resident role from their centralized location at City Hall.

Chapter Two discussed Arnstein's developed ladder which illustrates levels of citizen or citizen group participation. Surrogate representation does not place the residents at any level of participation. At the highest level possible, surrogate planning could place the community at rung two or three, informing or therapy. This fact would go against the characteristics of the local area planning program - citizen participation and decentralization. Presently, this is the alternative advocated by the Vancouver Planning Department, benign neglect. Citizen participation during the plan implementation stage is only a limited reality when initiated by a citizens group. Therefore, alternative two is rejected as there is no guarantee citizens will initiate participation if not supported by a public agency.
Alternative 3

Form a new collaborative organization or area council.

Given that public participation in the planning process is seen as not only a means for increased efficiency, but is also seen to further democracy, some form of citizen control in the decisions that affect their lives is essential. Both complete citizen control and community government are not easily attainable in our Canadian democratic society. The highest level of participation that can be obtained is a degree of partnership and this can only be achieved by formal council recognition, elected community representation and resource access. The organizational structure which has all three partnership elements and that can be adapted to specific community needs is an area council.

This alternative would be selected but if one reflects on the community actions taken thus far, the preferred strategy seems to be an evolution of the existing M.P.N.A. into a more representative area council through the amalgamation of the M.P.N.A. and C.P.C. It is this gradual process that has been set into motion by the information sharing meetings. An extensive survey on community organization structures discovered that a formal or informal recognition of existing neighbourhood associations as the most effective type of area council (Rafter, 1980).

Alternative 4

Find another local group that could add a planning function to its other duties.

In Mount Pleasant this alternative has been discussed. The Mount Pleasant Neighbourhood Association is a group that would be interested in taking on the necessary planning function, amalgamating with the C.P.C., increasing representation and facilitating continued citizen participation in the planning process.
At the first December meeting, the M.P.N.A. proposed to redevelop the association so as to meet area council requirements. This M.P.N.A. redevelopment proposal should be seriously considered, as should a recipricating proposal of recognition and support from City Hall also be discussed.

This amalgamated Mount Pleasant area council would play an advisory, a co-ordinating and an advocacy role. Information net-working, community leadership and community plan monitoring would be the major emphasis of the group. This council would identify service gaps and cultivate a greater sense of identity within the community. The citizens in Mount Pleasant do realize, that to effectively participate, they will need certain support and recognition from City Hall.

Two relevent examples of informal area council recognition in Vancouver are Marpole-Oakridge and Grandview-Woodland, both were discussed in Chapter 4. If the M.P.N.A amalgamated with the M.P.C.P.C. the resulting community model could look like either Grandview-Woodland(Figure 9) or Marpole-Oakridge(Figure 10). In both models, the area council and C.P.C. amalgamated; the difference in the models is where the council's office has been located. In Grandview-Woodland the area council's office is in the community centre and in Marpole-Oakridge the area council's office is in the senior center.
Figure 9: Grandview-Woodland Model

GRANDVIEW WOODLAND COMMUNITY

Figure 10: Marpole-Oakridge Model

MARPOL-OAKRIDGE COMMUNITY
Independant councils or associations may be a good structured alternative but are not the only option for Mount Pleasant. For example, as discussed in chapter 4, in Riley Park, the Neighbourhood House has organized an in-house area council or umbrella group that includes in its objectives a planning role. Figure 11 illustrates the Riley Park Model. The key to success of any selected alternative lies in its facilitation of continued effective participation elements, its adaptability to specific community variables, and the presence of continued components as discussed in Chapter 3.

Figure 11: Riley Park Model
These local area models have limited access to technical and financial resources, they are not officially recognized and consulted by City Council, and they are not representative enough of their community profiles. However, there still exists an accepted level of citizen participation evident in their ad hoc monitoring of their area plan and of the local social and physical area issues. This monitoring provides the area council with the information required to prepare a case for program or fund allocations and to encourage, civic reaction to issues. The first the two example areas had a L.A.P.P. and a C.P.C. In both cases, the C.P.C. merged with the area council after the area plan was completed.

In Mount Pleasant, the M.P.C.P.C. and M.P.N.A. could amalgamate also. This process has already begun. The issue of where the newly reorganized area council should locate has not been settled. The Riley Park model could also be applied to the Mount Pleasant area if the Neighbourhood House or some other community agency was willing to add a 'participatory' plan monitoring role to their agency responsibilities. Regardless of how the area council is initiated, it should emphasize the importance of agency staff and residents meeting to discuss relevant area issues. These information sharing meetings should help ensure continued planning, community organization and encourage community identity. When organizations disagree with the Mount Pleasant area council position on a issue, they can act independently but still continue to be involved in the inter-agency, umbrella meetings. Unfortunately the potential for effective citizen participation in Mount Pleasant through the M.P.N.A. is limited without the appropriate civic response, civic recognition and support.

5.7 Selected Alternative

Even without civic recognition of a M.P.N.A. or area council, the selected alternative for Mount Pleasant is to find a community organization
that would monitor the area plan. A summary of the alternative evaluation is illustrated in Table 3. Actions to implement the selected alternative using the Mount Pleasant Neighbourhood Association, have begun. The initial idea of amalgamating the C.P.C. and M.P.N.A. has been discussed and inter-agency meetings are already being held. After the amalgamation of the M.P.N.C. and M.P.C.P.C. there must be increased citizen representation, a name change and initiated inter-agency or umbrella meetings. These actions will ensure the formation of an effective area council if the civic and support found in the Oregon and Washington, D.C. program follows.

The recognition of an area council initiated by the community is the most effective type of area council. (Hallman, 1977 and Rafter, 1980). The amalgamated area council, therefore, receives the highest score and is the recommended structure for continued citizen participation in Mount Pleasant (see Table 3). The amalgamated area council strategy addresses both community variables and elements of effective participation. Finally, to ensure citizen interest it would be advisable to review the local area plans every few years as is presently happening in Vancouver's West End local area. After the area plan has been reviewed, the role of monitoring the area plan returns to the Area Council as discussed in the Washington, D.C. example.
The evolution of an area council in Mount Pleasant could ultimately promote a more democratic planning process, through equalitarian plans. Aside from this planning product is the important attainment of goals of inherent importance to a democratic society:

1) improved social and political awareness for all members of a community;
2) more social integration; residents will be made aware of the implications of public policy upon themselves and others in the community through meetings and publications;
3) increased respect of the political and (planning) bureaucratic system due to individual responsibility;
These benefits must be realized by city council if the essential area council recognition is to be granted. Now is the time to make the city council aware, for Mount Pleasant still has access to L.A.P resources during an initial implementation stage of the area plan.

5.8 Observations from the Mount Pleasant Case Study

The selected alternative could facilitate perpetuation of citizen participation at the citizen advisory level already adopted by the Vancouver L.A.P.P during the plan creation stage of the L.A.P.P. With formal or informal area council recognition by the Vancouver Planning Department, continued participation in the planning process will move the civic strategy or model of participation from a Citizen Advisory Model in the plan creation stage to Citizen Spokesman Model during the long term implementation stage of the L.A.P.P. (see Figure 6). The Citizen Advisor model is presently really only in effect formally during the plan creation stage. This change, which recognizes the area council as participating in the planning process independently from the planning department, needs to be endorsed by Vancouver City Hall. Although the level of participation will not really change, it will be closer to rung 5, or consultation than to rung 4, or advisory (see Figure 4). The civic strategy will remain at consultation, but will be implemented not only during the plan creation stage but also during the long term plan implementation stage.
The Mount Pleasant local area has the potential to exhibit the four effective citizen participation components at the highest possible level. General observations developed in the thesis and augmented in this chapter include:

- that a selected strategy for continued citizen participation will lose its effectiveness if there is no planning department technical support, no civic recognition and financial support, and if there is no effort to update and review the community plans by the planning department every few years;
- that existing organizations should be strengthened or amalgamated for continuing participation at stage 4, step 4, of the L.A.P.P., before consideration is given to creating a new organization;
- that it is feasible to develop a framework for effective continued citizen participation in the planning process that can be applied to other L.A.P.P.s and adapted to specific community variables;
- that residents also value citizen participation and that the issue of continued citizen involvement in the planning process is important to both the planner and the residents;
- there are several feasible alternatives for effective continued citizen involvement but the most effective strategy appears to involve civic recognition and support of an existing organization interested in meeting effective participation criteria and in taking on a planning role.

Chapter 6 will now outline a model for continued effective citizen participation in the Vancouver L.A.P.P. that reflects the conclusions of the thesis.
CHAPTER 6 - CONTINUED CITIZEN PARTICIPATION MODEL

6.1 Introduction

In this chapter a model for continued effective citizen participation in the L.A.P. process in Vancouver is presented, and general and recommendations for the implementation of the model are discussed. The model outline has evolved from the preceeding thesis review and analysis. The thesis case study approach lends itself to presenting, then refining a paradigm already developed in certain Vancouver local areas for the purpose of broader L.A.P. application.

6.2 Effective Citizen Participation in Vancouver's L.A.P. Program

To utilize public participation as effectively as possible in the planning and development of urban areas is a challenge for the urban planner (Soen, 19, 218). The concept of democracy is a competitive political system in which competing leaders and organizations define the alternatives of public policy in such a way that the public participates in the decision-making process. (Hallman, 1979, 126). Democratic government and planners have a responsibility to encourage citizen participation in the planning process, both for the betterment of local decision making and to satisfy the requirements of democratic planning programs (see Appendix B).

Literature reviewed in Chapter 3 supports these statements and suggest that citizen participation can also provide the planner with personal data on community goals, values, attitudes and preferences. The citizen possesses a wealth of additional data; especially in regard to history, and community values and goals. Citizens can also introduce a creative element in the planning process. The planners compliment the citizen's input with their process knowledge and technical and organizational skills. This interaction
Figure 12: Recommended Continued Citizen Participation Model
builds a more responsive and responsible planning process as it brings solutions to prevalent and impending problems.

In Chapter 3 the literature reviewed assisted in the development of theory on effective participation. Literature on negative aspects of citizen participation was not as thoroughly reviewed for that citizen's participation. That citizen participation is valuable, is a major premise of this thesis.

Therefore, in Chapter 3 it was concluded that a model for effective citizen participation in Vancouver is comprised of four elements:

1) a civic strategy of citizen consultation;
2) a citizen advisory level of participation;
3) a representative citizen group participation technique;
4) an area council structure for the representative group technique (see Chapter 3, section 3.10).

Further, an effective citizen participation model must not only facilitate a continuous participation process but also must be adaptable to specific community variables. The diagram on the preceding page (also Figure 5) illustrates the recommended effective citizen participation model.

In Vancouver the value of citizen participation is recognized and there is a commitment to the challenge and enhancement of citizen participation in the L.A.P. process. As early as 1973, planners in Vancouver documented this commitment. Local Area Planning is not merely concerned with producing a plan for the area, but an ongoing process responding to the issues of the local community. Although a plan is extremely important to serve as a guide for the future of the area, a healthy process which allows for modification and continuous citizen input must be maintained (Community Planning Division 1973, 10).

However, research in Chapter 4 indicates that no firm Vancouver policy establishes organized continued citizen participation in the planning process after a community plan has been adopted. The general model for effective citizen participation as discussed in Chapter 3 exists during the plan
creation stage, but is not maintained during the long term plan implementation stage unless initiated by independent local area citizen organizations who often operate without civic recognition. Civic recognition facilitates access to the technical and financial support that is essential for effective citizen participation.

Presently, the Vancouver L.A.P.P endorses the first three effective citizen participation elements during the creation of the community plan. The Vancouver L.A.P.P. withdraws its recognition of an identified representative community group or area council to monitor the area plan upon its adoption. The citizen's planning committee disbands as L.A.P. staff support is gradually withdrawn from the area. After the plan has been adopted no representative group in the community is consulted as to the impact of the plan. If a group within the local area was recognized as the body for continued citizen participation after a plan has been adopted and the fourth effective element would also be realized.

In Chapter 5, Mount Pleasant was presented as an example of a community at Stage 4, Step 4 in the L.A.P. process (see Figure 8, p. 60). Mount Pleasant is concerned about the issue of continued citizen participation. Discussions are presently being held as to which group will continue to communicate with the L.A.P. Department upon completion of the plan, what resources will be available to assist them and what level of recognition their participation efforts will receive from City Hall. In Mount Pleasant appropriate participation steps seem to include amalgamation of the citizens' planning committee with the representative Mount Pleasant Neighbourhood Association. If the planning department and City Council recognize the Mount Pleasant Neighbourhood Association as a representative of the community, the fourth element of the model would be achieved.

In the past, several C.P.C.'s have amalgated upon adoption of the plan.
These local area organizations are interested in planning issues but have received limited recognition from city council and from the planning department. In Chapter four, the review of selected local areas revealed that each local area houses their area organization in different neighborhood structures. In Marpole-Oakridge the area council operates under the auspices of the seniors center, in Grandview-Woodland it's the community center and in Riley Park it's the Neighbourhood House. It is the author's conclusion that formal city council recognition and support of these local committees could facilitate and structure continued citizen participation in local area planning process. Citizen participation would then continue to be an effective reality after the community plan has been adopted, not just during the creation stage of the plan during the initial implementation of the plan or at the scene of a major issue.

In summary the model to be outlined for Vancouver, exists generally in form but does not exist in function. Steps to ensure continuation of effective citizen participation must be taken at stage 4 and stage 5 of the L.A.P. process, (See Figure 8, p. 60). A civic recognition policy for local organizations can move rate-payers and other community associations from unrecognized community organizations to recognized area council structures. An area council structure is understood here to be a representative local organization that has received formal or informal recognition from city council and that has access to technical or financial resources required for effective continuous participation in the planning process. Rafter's research indicates formal/informal recognition of a citizen, not a civic initiated area committee, best implements the advisory/consultation level and model of participation already supported in Vancouver, (Rafter, 1980).

The area council structure is appropriate in Vancouver because it generally implements the participation model already supported in Vancouver and it can be adapted to each specific local area variables. How effective the area
council is depends upon its access to resources, the existence of the four citizen participation model elements, and the ability of the L.A.P. program to be aware of specific community variables when implementing the continuous participation model.

The implemented model for Vancouver therefore, must not only meet effective citizen participation elements but must also reflect the ability to deal with the range of variables in each local area community in Vancouver. There are three probable continued citizen participation model alternatives for the Vancouver L.A.P.P. Only one alternative, when evaluated against our effective elements and when considered in the context of this thesis research findings, best meets the desired goal of effective continued citizen participation in the L.A.P. process.

6.3 L.A.P.P. Alternatives

The citizen participation model alternatives are:

A. Continue with the planning program as it has been developed;

B. Legislate area councils within each local area for the purpose of continuing citizen participation in the planning process;

C. Develop a recognition policy for representative citizens groups already existing within the local area, at stage 4, step 4 of the L.A.P.P.

A. Continue with the planning program as it has been developed.

The Local Area Planning program approach generally precludes the disbanding of the citizen's planning committee upon the completion of the plan and a benign neglect attitude towards citizen participation in the long term monitoring of the area plan. This has been the case for most L.A.P. programs in Vancouver. In most areas, including Mount Pleasant, concern is expressed about the discontinuation of the C.P.C. In many instances, the C.P.C.'s have
amalgamated with an existing organization that has a general interest in the monitoring of the community plan's impact.

However, this informal activity does not ensure the presence of the four effective elements of (continued) citizen participation. Further, the present L.A.P. strategy of benign neglect in regards to citizen consultation in the long term implementation and monitoring stages of the L.A.P.P. has met with opposition in local areas such as Grandview-Woodland and Kitsilano. The present L.A.P. strategy leaves the responsibility for continued citizen participation with the community, and does not encourage, facilitate or smooth the transition from participation through the C.P.C. during the L.A.P. program plan creation stage to participation during the long term plan implementation stage. Therefore, strategy A will not meet the objectives of continued effective citizen participation as indicated in Table 4.

B Legislate area councils within each local area for the purpose of continuing citizen participation in the planning process.

Given that public participation in the planning process is seen as not only a means for increased planning efficiency, but that public participation is seen to further democracy, some form of citizen control in the decisions that affect their lives is essential. Complete citizen control, or community government is not possible in our Canadian democratic society. The highest level of participation that can be attained is a degree of partnership and this can only be achieved by formal council recognition, elected community representation and resource access. The organizational structure that has all three elements and that can be adapted to specific community needs is an area council.

The above alternative could be selected but according to the nine
community variables that must be considered (chapter 3), the existing leadership structures within the community must be recognized. Imposed community organization is likely to meet with strong opposition. When existing respected community organizational structures are recognized, continued participation becomes more viable and feasible than if community organization is legislated. The Grandview/Woodland Area Council is a good example of an existing community organization that would more effectively participate in the planning process if it received civic recognition and support.

C. Develop a recognition policy for a representative citizens group already existing within the local area.

In Mount Pleasant, the Mount Pleasant Neighbourhood Association (M.P.N.A.) is considering increasing representation and amalgamating with the citizen planning committee to become the Mount Pleasant Area Council. As an area council, the M.P.N.A. would facilitate citizen participation in the planning process. Civic recognition, and monetary and technical support could provide the necessary impetus for continued citizen participation. Eugene, Oregon has such a policy and it can be reviewed in Appendix B. Planners do not have to remain in the area, but regular access to planners' technical advice and access to government operational grants and to other community group facilities such as office space, would be more realistic if official status was granted to an existing citizens group. To implement the above, Step 4, organized continued community participation must be added to L.A.P. Stage 4 (see Figure 8). Further, in Stage 5 (Step 3) L.A.P. staff must work to smooth the transition from the citizen committee participation structure in the plan creation stage to the area council participation structure in the long term plan implementation stage. This area council structure must be adapted to existing local area community organization.

The selection of Alternative C is supported by thesis research and
more specifically by observations from the Mount Pleasant Case Study (Chapter 5). In Chapter 5, it was observed that for an organization to continue to effectively monitor the plan's impact on the community, civic recognition and support is required. Chapter 5 also illustrated the need to strengthen existing community organizations before creating new structures, and the need to develop participation programs that can be adapted to community variables.

Evaluation

Alternative C, as illustrated in Table 4, achieves the highest score. Alternative A does not formally facilitate effective continued citizen participation and therefore, it can not score as high. Alternative B, while it may facilitate continued citizen participation, would not be as adaptable to individual community variables as an alternative. Alternative C formally facilitates continued effective continued citizen participation and is adaptable to community variables.

This conclusion parallels the results of Rafter's study which indicated that informal or formal recognition of existing community groups was the most effective citizen participation model. Hallman also advocates the need to back existing leadership.
### TABLE 4: VANCOUVER CONTINUED CITIZEN PARTICIPATION MODEL EVALUATION

<table>
<thead>
<tr>
<th></th>
<th>Alternative A</th>
<th>Alternative B</th>
<th>Alternative C</th>
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<tbody>
<tr>
<td><strong>Facilitates Continued Citizen Participation</strong></td>
<td>-</td>
<td>xxx</td>
<td>xxx</td>
</tr>
<tr>
<td><strong>Adaptability to Community Variables</strong></td>
<td>xxx</td>
<td>-</td>
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<tr>
<td><strong>Advisory Level</strong></td>
<td>-</td>
<td>xx</td>
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<tr>
<td><strong>Consultation Strategy</strong></td>
<td>x</td>
<td>xxx</td>
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<tr>
<td><strong>Representative Group Technique</strong></td>
<td>x</td>
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<td>xx</td>
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<tr>
<td><strong>Area Council Structure</strong></td>
<td>-</td>
<td>xxx</td>
<td>xxx</td>
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| **TOTAL** | 5 | 13 | 16 |

**KEY**
- no impact  
x less impact  
xx limited impact  
xxx greatest impact

6.4 **Mechanism for Instituting Selected Alternative**

A neighbourhood organization recognition policy must be adopted by the municipality. This policy will state the criteria and guidelines for continued citizen participation in the planning process.

In a study (1975) of 30 planning localities, Hallman stated that members of area councils can reflect the opinions and perspectives paralleled by the public (Hallman, 1984, 251). Integrating these bodies into the local government planning process strengthens the local social fabric and enhances the sense of identity with the community.

Organization of these councils can be government or citizen initiated. The literature suggests that the most effective tool for
organization is recognition of community initiated area councils. A guide for municipal recognition of neighbourhood organizations is found in Appendix C.

The Vancouver neighbourhood group recognition policy must include:
1) criteria and procedures for local area group recognition selection;
2) functions and responsibilities of the neighborhood area council;
3) functions and responsibilities of the city in response to the neighbourhood area council.

The recommended participation model will require re-organization in the existing planning process (see Figure 15). The Vancouver participation model will remain the same during the plan creation stage but will change during the long term plan implementation stage. The civic strategy of consultation will now hold true for both the plan implementation and creation stage as will the representative group technique and advisory level of citizen participation. The recognition of an area council structure in the plan implementation stage will move the Vancouver model of participation closer to the citizen spokesman model. Advisory model presently advocated by the Vancouver Planning Department/Civic Hall can continue to operate during the plan creation stage of the L.A.P.P. (see Figure 6). The implications of this civic model change are that during the long term plan implementation stage, there will be continued citizen participation, independent from a civic department.

The succeeding diagram illustrates, that as in Washington, D.C., the C.P.C. exists during a plan creation stage and amalgamates with an existing community organization upon adoption of the plan. Every few years, a review of the area plan could initiate a new C.P.C., which would then once again return to the Area Council upon completion of the review program.
FIGURE 13: Proposed Model for Continued L.A.P. Citizen Participation

PROPOSED MODEL

A.

B.

C.

STRENGTH OF WORKING RELATIONSHIP

-97-
6.5 **Financial Considerations**

Legal recognition must be backed with technical as well as financial resources. The planning department could provide limited technical assistance and periodic workshop sessions on how to resolve issues of common concern. Financial resource needs can be kept at a minimum by encouraging the community organizations that are represented by the area council to donate support as discussed in the Mount Pleasant example. This support can include meeting space and office resources. Support of the community organization will be easier to solicit if civic recognition has already been granted, as will grant monies for projects also be more obtainable.

6.6 **Consultation Process**

Consultation must begin within the local area itself. An effort must be made by the potential area council to meet the city recognition criteria, increasing representation and developing appropriate by-laws. A sample area council by-law is found in Appendix A.

An area council or citizens council generally has a large membership, represents a broad range of people, ages, interest groups, employment categories, ethnic groups and requires assistance from public agency staff and professional groups in terms of meeting space and publication costs. The major difference between the proposed area council and existing citizens advisory committees or associations is the representation, civic recognition and support, continued operation and interest in planning issues. These area councils, as discussed earlier may be independent or a component of an existing community organizations for example, a Neighbourhood House. The crucial concept is that there is a representative group that is recognized as having within its
mandate the function of monitoring the impact of the local area plan.

6.7 Conclusions

The value position of the author rests on the foundation of this thesis. The foundation of this thesis is the ideology that central to the theory of democracy is representative government, elected officials, observance of the public interest and public participation at various levels of control. The issue of specific models for citizen participation or citizen involvement in the decisions that affect their lives has been debated and reviewed extensively in the last two decades. City Planning Departments have incorporated various positions on citizen participation. In Vancouver, the Local Area Planning Program goal is to facilitate continued citizen involvement or participation in the planning process.

The L.A.P.P generally involves an on-site office for selected planning staff and a citizen planning committee (C.P.C.). The C.P.C. works with the planning staff to develop a plan for their area. Once the plan is adopted by city council, the planning staff close their area site office and return to City Hall to control the implementation phase of the plan. The C.P.C. eventually disbands, or dissolves.

Many citizens and planners in Vancouver local areas are concerned as to whether a citizen organization will continue to monitor the plan's impact on the local area during the long term plan implementation stage of the L.A.P.P. There are alternative strategies that could be implemented to ensure continued citizen participation.

An evaluation of three citizen participation alternatives led to the selection of an option that appears to already be set in motion in many local areas in Vancouver. The C.P.C. can be encouraged to amalgamate with an existing community organization. Citizen participation in the plan creation
stage of the L.A.P.P. can be carried through into the long term plan implementation stage if the City Council passess a recognition policy that involves facilitating access to technical and financial support for an existing local area group interested in 'participatory' area plan monitoring.

This selected alternative meets the overall goal of continued citizen participation as it also considers specific community variables and the effective citizen participation elements. Effective participation is comprised of four elements:

1. an advisory level of citizen participation;
2. a civic consultation strategy;
3. a representative citizen group participation technique;
4. an area council structure for citizen group technique;

Literature reveals that effective community organizations require technical and financial support as well as official civic recognition. Without these support elements the organization is an association with limited impact and not an area council with a potential to represent the community on planning concerns.

Civic recognition could be cultivated with the aid of the City Planning Department. The Planning Department has already illustrated its support of citizen participation in community planning through its L.A.P.P. This thesis advocates slight changes to the L.A.P.P., and to the Vancouver civic participation model so that effective participation in Vancouver's L.A.P.P. will be a continued reality. With the recommended continued citizen participation process already beginning in Mount Pleasant and other local areas, a Vancouver policy response is all that is required to ensure that effective continued citizen participation in Vancouver becomes a viable long term concept.
Finally, it must be stated that the author of this thesis realizes that there may be weaknesses in the conclusions and recommendations of this thesis. It is hoped that readers will not view any weaknesses as a limitation of this document but that readers will recognize the following as opportunities for further research: how can planners ensure that the representativeness of the participating group retains an adequate reflection of the community; what is the minimum energy required to keep a community group active in their watch-dog community role; and, is the advocated effective citizen participation model cost-effective? All three issues are thesis topics in themselves and have not been dealt with fully here. Having stated this, the thesis recommendations may be summarized as follows.
6.8 Recommendations

A model for continued citizen participation must reflect each effective citizen participation element; have continued components such as access to technical resources; and be adaptable to specific community variables. In the Vancouver L.A.P.P. such a model is in existence with slight revisions. Revisions include implementing Stage 4, step 4 in the L.A.P. process. It is recommended that L.A.P.P. staff assist the community in organizing continued participation prior to disbanding the C.P.C. This organization should involve amalgamating the C.P.C. with an existing local area organization that is interested in plan monitoring. In addition, in Stage 5 of the L.A.P.P., efforts must be made by planning staff to smooth the necessary participation transition. Further, City Hall must recognize the new participating body as a spokesman for the community and consult with this community group on relevant planning issues. To ensure continued participation, civic recognition of the participating group must be formalized and local area plans must be reviewed by planning staff every few years.

It is therefore recommended that the City of Vancouver adopt a model for its L.A.P.P. that facilitates effective continued citizen participation by developing a Recognition Policy for a representative citizens group already existing within a local area that when possible includes amalgamating the citizens planning committee with this representative citizens group.

The Vancouver neighborhood group recognition policy must:

1) reflect our continued citizen participation effective elements;
2) state criteria and procedures for local area council recognition selection;
3) develop functions and responsibilities of the recognized neighbourhood or area council;
4) develop responding functions and responsibilities for the Vancouver City and civic staff.
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Appendices
APPENDIX A

AREA COUNCIL BY-LAW EXAMPLE

(These are the Bylaws of a highly successful community concil that has been in continuous operation in Norman, Oklahoma, since September 1959)

ARTICLE I - NAME

Section 1 - The name of this organization shall be the CIVIC IMPROVEMENT COUNCIL OF NORMAN.

Section 2 - This organization shall be an uniincorporated association, conducting its principal activities within the city of Norman, Oklahoma.

ARTICLE II - OBJECTIVE

Section 1 - The fundamental purpose of this organization shall be to work for the continued improvement of all aspects of the community of Norman, Oklahoma.

Section 2 - It shall be the responsibility of this organization to receive factual information pertaining to various problems, to make recommendations, and to assist in the presentation and communication of these facts and recommendations to all citizens of the community.

ARTICLE III - LIMITATION OF METHODS

Section 1 - The Council shall be nonpartisan and nonsectarian and shall take no part in or lend its influence or facilities, either directly or indirectly, to the nomination, election or appointment of any candidate for office in city, county, state or nation.

ARTICLE IV - MEMBERSHIP

Section 1 - Membership in the organization is open to all functioning civic, service and community groups who desire to work for betterment of the Norman community. Each participating group shall select three members (one of whom must be the president or his designated representative) to serve as members of the organization.

Section 2 - The membership committee shall make recommendations to the board of directors as to additional citizens whom it regards as worthy of membership at large. The board of directors may extend invitations to such recommended citizens to become members at large of the council. The term of membership of a member at large shall be for one year unless such membership be renewed by invitation of the board of directors, and such renewal shall only be authorized by the board of directors after recommendation by the membership committee.

Section 3 - Each member at large in good standing, and each representative of a participating civic club or organization, shall be entitled to one vote as an individual on any matter to be determined by vote of the membership of the council.

Section 4 - There shall be no dues for membership in the council, but the council shall accept contributions from the various organizations represented. The representatives of each participating organization
shall encouraged financial support toward the work of the council
from their organization which they represent. Contributions from
members at large may be accepted in such amounts as the board of
directors may determine from time to time.

Section 5 - No more than one-third (1/3) of the entire number of individuals
constituting the membership of the council shall be members at large
at any time. Members at large shall be eligible to hold office in
the council.

ARTICLE V - MEETING

Section 1 - This organization shall hold a regular meeting at 7:30 P.M. on the
fourth Monday of each month. Special meetings may be held upon call
of the president, or upon written request of any five (5) members of
the council. Special meetings shall be called a sufficient time in
advance of the meeting that due notice thereof may be given by
publication in the newspaper and by radio.

Section 2 - A quorum at any meeting of the membership of the council shall be a
majority of the members of the council. When a quorum is present, a
majority vote of those present shall be sufficient to adopt any
motion or transact any other business for the council.

ARTICLE VI - BOARD OF DIRECTORS

Section 1 - The board of directors shall meet in regular session in advance of
each monthly meeting of the organization and shall be responsible
for the preparation of the agenda.

Section 2 - Decisions as to the order of importance of project to be undertaken
by this organization shall be made by the members of the council.

Section 3 - The board of directors shall be composed of one representative from
each participating organization, together with the executive
committee of the council. The president of the council shall
preside at meetings of the board of directors.

Section 4 - A majority of the membership of the board of directors shall
constitute a quorum at any meeting of the board. A majority vote of
those present at a meeting of the board of directors at which
meeting a quorum is present shall be sufficient to transact
business.

Section 5 - The board of directors shall function as the planning body for the
organization.

ARTICLE VII - OFFICERS

Section 1 - This organization shall have elected officers as follows:
president, vice-president, second vice-president, secretary and
treasurer.

Section 2 - The elected officers shall comprise the executive committee of the
council.

Section 3 - ELECTION OF OFFICERS: At the monthly meeting in September of each
year, the above officers shall be elected to serve for one year and
until their successors are elected and qualified. At the meeting
preceding such September meeting, the president shall appoint a
nominating committee from names of members submitted to him by the
board of directors, and such nominating committee shall, at the
September meeting, present to the membership its nominations for the
respective offices above mentioned, to be filled by the election at the September meeting. The nominating committee shall consist of three members of the council.

Section 4 - The president shall preside at all meetings of the membership and of the board of directors and shall perform all duties incident to the office. He shall appoint all committee subject to the approval of the board of directors. He shall be the ex officio member of all committees. He shall at such times as he deems proper commend to the membership and/or the board of director such matters and make such suggestions as may tend to promote the purposes of the council.

Section 5 - The first vice-president shall act in the absence of the president.

Section 6 - The second vice-president shall act in the absence of the president and the first vice-president.

Section 7 - The secretary shall conduct the official correspondence; preserved all books, documents and communications; and maintain or cause to be maintained all accurate record of the proceedings of the council, the board of directors and the executive committee. He shall keep or cause to be kept such other necessary records as the board of directors may determine.

Section 8 - The treasurer shall receive and disburse the funds of the council. He shall make reports to the board of directors at least annually, and more often if the board shall require.

Section 9 - In the interim between meetings of the board of directors, the executive committee shall have charge of the routine business of the council. It shall have general charge of the finances and the property of the council and shall have authority to order disbursements for necessary expenses. All action taken by the executive committee shall be reported to the board of directors. The executive committee shall have such other responsibilities and be vested with such other powers as the board of directors may determine.

ARTICLE VIII - COMMITTEES

Section 1 - The board of directors shall authorize and define the powers and duties of all committees.

Section 2 - The president shall appoint all committee subject to confirmation by the board of directors. Each committee member shall serve during the pleasure of the president.

Section 3 - No committee, standing or special, shall have the power to commit the council on any matter of general policy. No committee shall spend or obligate funds in excess of the amount allocated to it by the board of directors or the executive committee.

Section 4 - Committee meetings may be called at any time by the chairman of the committee, or by the president.

Section 5 - In the event any committee fails to discharge the duties assigned to it with reasonable promptness, such committee may be discharged by the president, who shall report his action to the board of directors and thereupon appoint a new committee.

Section 6 - The committees of the council shall consist of the following: streets and storm sewers; safety; city beautification; library facilities; parks and playgrounds; youth; sanitation; annexation; governmental relations; membership; and such other committees as the board of directors may determine to be necessary.
ARTICLE IX - DISBURSEMENTS

Section 1 - No disbursement of the funds of the council shall be made unless the same shall have been approved, authorized and ordered by the board of directors or the executive committee.

Section 2 - All disbursements shall be made by check. Checks shall be signed by the treasurer and countersigned by the president.

ARTICLE X - BUDGET

Section 1 - The annual budget of the council shall be prepared by the board of directors, or by a committee appointed by the board of directors for that purpose, and shall be subject to approval by the membership of the council.

ARTICLE XI - FISCAL YEARS

Section 1 - The fiscal year shall begin on the first day of October in each year and end on the 30th day of September of the following year.

ARTICLE XII - PARLIAMENTARY PROCEDURE

Section 1 - The proceedings of meetings of the council shall be governed by and conducted according to the latest edition of Roberts Manual of Parliamentary Rules.

ARTICLE XIII - AMENDMENTS

Section 1 - These bylaws may be amended or altered by two-thirds (2/3) vote of a quorum present at any regular or special meeting of the membership of the council, provided that notice of the proposed change shall have been given either by mail to each member of the council at least thirty days prior to the date of such meeting, or by verbal announcement at the preceding regular monthly meeting of the council.
APPENDIX B: KEYS TO EUGENE'S PROGRAM
APPENDIX B

CHAPTER II. KEYS TO EUGENE'S PROGRAM

A. Citizen Involvement Program

Eugene's Citizen Involvement Program creates an opportunity for citizens to participate at all levels and in all phases of the land use planning process. This involves providing access to the planning process at the neighborhood, City, and regional levels in the development, implementation, and evaluation of land use plans and decisions.

Eugene's multi-level approach to citizen involvement satisfies the LCDC requirements for citizen involvement as stated in Goal 1 in the statewide Goals and Guidelines. The levels of involvement and the groups that function at each level are as follows:

1. Neighbourhood - There are 20 chartered neighborhood groups officially recognized by the City Council. These groups each represent their neighborhood area and advise the City Council, Planning Commission, and other City officials and staff involved in growth and development decisions affecting the community and, in particular, their neighborhood.

2. City-wide - The Planning Commission was created to help plan for the orderly growth and development of the city. Its charge includes advising the City Council on the development and implementation of the Metropolitan Area General Plan, the Eugene Community Goals and Policies, functional plans, and neighborhood plans. In addition, the Planning Commission advises the City Council on an ongoing basis concerning revisions to the Eugene Code, the annual Capital Improvement Program, and other major implementation activities.

The Citizen Involvement Committee, also appointed by the City Council, is responsible for reviewing and, where possible, improving upon the means by which citizens can participate in the planning process. The nine-member committee provides for citizen involvement in two ways - through membership on the committee, and through the committee's regular review and improvement of the Citizen Involvement Program.

3. Regional - The Metropolitan Area Planning Advisory Committee (MAPC) coordinates citizen responses to planning issues at the regional level. It provides advice concerning citizen involvement related to the Metropolitan Area General Plan, the Eugene - Springfield Transportation Plan, and other duties and responsibilities assigned or approved by the Lane Council of Governments or its designated policy-making body.

To involve individuals or groups not active with neighborhood groups, city-wide committees, or MAPAC, Eugene relies primarily on its hearing process, coverage of planning issues by the local news media, and providing legal public notice to alert as many citizens as possible concerning planning activities under consideration by the City. In addition, citizen groups such as the Land County Homebuilders Association, the League of Women Voters, and the Eugene-Springfield Chamber of Commerce receive regular notice and information on planning issues. Citizen advisory groups are also formed to work on specific refinement plans, special area studies, or other major planning activities.
The Citizens Involvement Committee (CIC) has recommended that guidelines be prepared for the City of Eugene's Neighborhood Organization Recognition Policy, Resolution No. 2554. Since this resolution was adopted in August, 1976, the meaning and intent of some of the provisions have been specifically interpreted or have developed certain meanings through practice. The marginal notes to the attached copy of the resolution explain the City's current thinking on the intent of these provisions and, in some instances, current implementation procedures.

Approved by Resolution No. 3746 of the Eugene City Council, on the 26th day of January, 1983.
EUGENE NEIGHBORHOOD ORGANIZATION RECOGNITION POLICY

(With Guidelines)

RESOLUTION NO. 2554
AUGUST 1976

A RESOLUTION REPEALING THE NEIGHBORHOOD ORGANIZATION POLICY FOR CITIZEN PLANNING GROUPS ADOPTED AUGUST 28, 1973, AND ADOPTING A NEW NEIGHBORHOOD ORGANIZATION RECOGNITION POLICY.

The Common Council of the City of Eugene finds that:

Public participation is the act of sharing in the formulation of policies and proposals which affect the lives of all citizens.

Local government has a responsibility for encouraging public participation in the planning process, both for the betterment of local decision-making and to satisfy requirements of state and federal planning programs.

Participation needs to go beyond just the simple role of commenting toward a process which involves the public in an active role.

RESOLUTION--1
The City of Eugene recognizes that public participation through neighborhood organizations can produce benefits for the general health, welfare, and pride of the total community.

NOW, THEREFORE,

BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF EUGENE, a Municipal Corporation of the State of Oregon, as follows:

Section 1. The City of Eugene encourages the formation of neighborhood organizations and their involvement in the local government's decision-making processes.

Section 2. The City of Eugene adopts this Neighborhood Organization Recognition Policy in order to establish criteria for the recognition of neighborhood organizations and define the relationship between the city and recognized neighborhood organizations.

Section 3. The following sections one through five, which comprise this Neighborhood Organization Recognition Policy, are adopted as policy statements and are to be used to
This section is a general guide of what is expected to be in your charter. A model charter has been developed to assist groups in reviewing their charters to determine whether changes should be made to better reflect the intent of the policy. A copy of the model charter is in each leader's notebook.

See Article VIII, Section 3 of model charter concerning notification.

This requires that participation be open to property owners or tenants (includes businesses) within the neighborhood, but the neighborhood groups may decide whether they wish to restrict voting to residents only.

The neighborhood groups may establish additional, reasonable voting criteria, such as requiring attendance at a minimum of one meeting within the year prior to being allowed to vote. Most groups do not restrict voting to residents. It is recommended that those groups restricting voting to the residents, establish some mechanism to assure participation by non-resident property owners on issues that might concern them. This might be done by special notice of meetings when there is an agenda that might concern non-residents.

affirm and govern the relationship between the city and recognized neighborhoods as they participate in the decision-making processes of the city:

NEIGHBORHOOD ORGANIZATION RECOGNITION POLICY

Section 1. Criteria for Recognition of Neighborhood Organizations.

(a) At the time a neighborhood governing document is submitted to the City Council for recognition, evidence shall be submitted showing that the document was widely circulated within the neighborhood before adoption by the group.

(b) All meetings shall be well-publicized in advance.

(c) The neighborhood organization shall be open to the total area and diversity of interests present in the neighborhood. Participation shall be open to any property owner or tenant within the neighborhood. Criteria regulating voting shall be determined by each neighborhood group, shall not exclude residents, and shall be included in the governing document.
item of special interest: encouraging the business community to have representation at the general meetings; or holding a special meeting of business people to get input; and being sure the business community and non-residents have time at the meetings to speak.

See the model charter for some general guidelines.

(d) The organization structure shall provide for necessary coordination among neighborhood residents and between the neighborhood and city departments and elected and appointed officials.

(e) The boundaries of the neighborhood shall specifically define an area of appropriate geographic size and population for effective planning and these boundaries shall take into account natural boundaries, commercial patterns, community organizations, and historical factors.

(f) A neighborhood governing document which meets the listed requirements may be submitted to the City Council with a request for recognition of the neighborhood by official Council action.

(g) The neighborhood organization shall assume the responsibility of maintaining the requirements for recognition. Alleged violations shall be taken before the neighborhood organization at a publicized general meeting.
than have recognition withdrawn, was approved by the City Council October 8, 1980, and is attached. The purpose of the process is to allow the group that has lost its leadership and participants time to reorganize, if there are others in the area that wish to do so. It also makes it easier for a group designated as "inactive" to become active again without having to be formally recognized by the City Council. See attached "Administrative Guidelines for Initiating and Establishing Inactive Status for Neighborhood Organizations."

Each neighborhood group should establish a process for investigating and responding to information received from the City about proposed policies, projects, plans, etc. A planning committee, a special committee depending on the subject, executive board, or chairperson could review information and make recommendations subject to the general membership's approval, if time permits. Review "Neighborhood Systems for Responding to Referrals" in leader's notebook in Referral Section.

The reference to "neighborhood plans" applies only to those neighborhoods designated for refinement plans.

meeting. Thereafter, unsettled disputes which concern adherence to provisions of this Policy may be taken to the City Council, which will take appropriate action, up to and including withdrawal of recognition.

(h) As long as the neighborhood remains organized and actively involved with current issues or in developing any part of a plan, it will continue to be recognized.

Section 2. Function and Responsibilities of Neighborhood Organizations.

(a) Neighborhood organizations will be advisory to the City Council, Planning Commission, and other city boards, commissions, and officials on matters affecting their neighborhoods. With the assistance of professional staff, subject to their availability, the neighborhood organization may develop neighborhood plans and proposals with respect to land use, zoning, parks, open space and recreation, annexation, housing, community facilities, transportation and traffic, public safety, sanitation, and other activities and public services which affect their neighborhoods.
This section indicates that neighborhood groups are not restricted in their activities to city matters. Neighborhood groups have become non-profit groups, sought grants (non-City), and worked with other groups on projects of concern to the neighborhood.

A system for finding out what the most directly affected neighbors think about city plans, proposals, and activities is an important part of any neighborhood organization process developed for advising the city. This could be done in various ways depending on the time available for response, e.g., going door-to-door talking to people about a proposal and finding out their concerns; notifying the neighborhood about meetings and proposals scheduled for discussion; having the neighborhood agree annually on goals, which would provide a general direction to the executive board for advising the City based on the goals (if there is a refinement plan for the area, this might be sufficient) or polling the neighborhood on issues.

Requests which affect the budget may also be made via the Neighborhood Liaison Office using the neighborhood need request report form (See information in Leaders Notebook, Neighborhood Information Section).

(b) Neighborhood organizations may address themselves to all matters which affect them and may establish relations, not in conflict with city-neighborhood relations set forth in this Policy, with any agency or jurisdiction with which they have mutual concerns. This Policy governs only the relationship between recognized neighborhood organizations and the city of Eugene.

(c) Neighborhood organizations shall inform themselves of neighborhood needs and desires and maintain communication with their neighborhoods on plans, proposals and activities affecting their areas.

(d) Neighborhood organizations may submit to city departments and elected or appointed city bodies requests or proposals for projects or activities needed in their neighborhood areas.

RESOLUTION--6
This applies to just those neighborhoods that have refinement plans.

The main allocation of funds for neighborhood printing, mailing, and supplies for organizations has been for neighborhood newsletters and flyers.

There is a Neighborhood Liaison position in the City Manager's Office to assist in the implementation of the Neighborhood Recognition Policy. A Newsletter Coordinator provides technical assistance to neighborhoods in producing the newsletters. Various departments also provide limited services to groups upon requests: e.g., special maps, publications, planning information from the computer, presentations of information at neighborhood meetings.

The Neighborhood Liaison is responsible for providing or arranging for these orientation sessions.

City proposals, land use applications, and all matters which may affect neighborhoods are referred by departments via the Neighborhood Liaison Office to the appropriate neighborhood. The liaison also alerts neighborhoods to relevant legislation and policies being considered by the City Council or other other boards and commissions.

(e) Neighborhood organizations shall continue the planning process by reevaluating the goals, objectives, and recommendations contained within the neighborhood plan.

Section 3. Functions and Responsibilities of the City

(a) The city will provide recognized neighborhood organizations with supplies, printing, mailing, and limited staff assistance to aid in their activities, subject to budgetary allocations.

(b) The city shall provide an orientation session twice yearly to acquaint neighborhood leaders with city functions and programs, and city-neighborhood relationships and responsibilities.

(c) Neighborhood organizations shall be notified of land use and development applications within the neighborhood and annexations contiguous to the neighborhood within five days after the receipt of such applications.
In respect to notification "in ample time," there is not always time for neighborhood groups to take proposed changes in policies, projects, services, and activities to the general membership, because some groups do not meet every month, or the information might miss the group's meeting time. However, the goal is to provide sufficient time to the executive committee to meet to consider an issue.

Section 3(e) and (f) apply only to neighborhood groups that have been working on refinement plans.

Newsletter Guidelines explaining this section were prepared in the fall of 1976 in consultation and with final agreement from the neighborhood leaders, the City

Neighborhood organizations will also be notified of public hearings affecting disposition of these applications.

(d) Neighborhood organizations shall be notified of all proposed changes in city policies, projects, services, and activities having a significant effect on their neighborhoods (e.g., land use, transportation and traffic, parks and recreation, housing, and public services), in ample time to allow participation in the decision-making process. Specific site locations for land acquisition need not be identified by the city.

(e) All neighborhood plans shall be reviewed by the Planning Commission at a public hearing open to the Eugene community before a recommendation is forwarded to the City Council.

(f) Upon adoption by the City Council, the neighborhood plan shall be considered a general plan refinement by the city and its various departments.

Section 4. Neighborhood Newsletters.

(a) The city shall finance the printing and mailing of neighborhood newsletters and communications, within budgetary allowances
Manager and City Attorney, and are attached.

set by the city. Neighborhood organizations may raise funds to finance their own publications.

(b) Newsletters financed by the city shall be governed by these guidelines:

(1) The main purposes of the neighborhood newsletters are to distribute information to neighborhood members on matters affecting their areas and to provide a forum for the free expression of the opinions of neighborhood members on issues of interest to the neighborhood.

(2) Advocacy positions may be included in the newsletters in an editorial format. Newsletters shall clearly indicate editorial material and guarantee space for timely printing of differing viewpoints.

(3) Commercial advertising will not be permitted in newsletters unless financed by other than city funds.

(4) The city shall have access to neighborhood newsletters for city information.

Section 5. Recommended Procedure for Establishment of City-Recognized Neighborhood Organizations.

(a) When sufficient interest has been expressed by a substantial number of persons
interested in the neighborhood, a request should be made to the city manager for staff assistance.

(b) After informal meetings between city staff and interested persons, a neighborhood-wide meeting or meetings shall be held for the purpose of information, organization, adoption of neighborhood governing document and election of officers.

(c) After a neighborhood governing document has been adopted by the neighborhood organization, it may be submitted to the City Manager for consideration by the City Council.

(d) The City Council, upon approval of the governing document of the neighborhood organization, shall accept the document, and any modification thereto, by resolution. The neighborhood organization is then recognized as the official voice of that neighborhood area under the provisions of this Policy.

Section 4. The Neighborhood Organization Policy for Citizen Planning Groups adopted by the Common Council of the City of Eugene on August 28, 1973, is repealed and superceded by the Neighborhood Organization Recognition Policy contained herein.

The foregoing Resolution adopted the 23rd day of August, 1976.
APPENDIX C: TELEPHONE QUESTIONNAIRE
APPENDIX C

TELEPHONE QUESTIONNAIRE

1) Were you a planner in (place) dates?

2) Was there a site office and was there a citizen's Planning Committee (CPC)?

If yes -

To the Planner and to the CPC Member

1) What were the terms for the citizen planning committee?

2) Was there good interaction between all parties, council, city hall, Planning, CPC and the Community

3) Did the citizens feel coopted or did they perceive co-operation?

4) Was there a good relationships with existing committee groups?

5) How could have the CPC interaction been improved?

6) Does the CPC still exist, why?

7) If not, is there any group within the community carrying on a monitoring (of the plan and the community) function?
APPENDIX D: GRANDVIEW WOODLAND AREA COUNCIL
A description of the area council in Grandview-Woodland is found in Figure I.

Grandview-Woodland Area Council (GWAC) was founded in March 1964, the first area council to be established in Vancouver. It was preceded by resident associations since the 1907 Grandview Progressive Association.

GWAC would be defined as a people committed to preserving and strengthening

FIGURE I
their community, and the features that make it an attractive place to live. GWAC objectives includes:

- publicing and promoting public awareness of local issues
- providing a forum for residents to express their opinions upon matters of community interest
- identifying community needs and problems, taking action when necessary with government or other decision making authorities
- informing residents of services and programs available to them (GAWC)

GWAC achievements include:

(1972) - sponsoring of community planning information projects to initiate LAP
(1967) - involvement in study that led to commission of Britannia Community Services Centre
(1970) - East-West Freeway debate, campaigned successfully and recommended alternative routes
(1980's) - Recipients of grants for hiring of planners to do traffic plan

Since 1975, the GWAC has not been as active as it has lost some of its recognition and support, this is due to several reasons. First, the L.A.P. CPC took over the social and physical planning responsibility. Second, the provincial government initiated the community Resource Boards which relieved the GWAC of any involvement in social service delivery. Therefore, a new role was required, but with the completion of L.A.P. and of the community resource boards, the need for the GWAC to fulfill all roles with minimum assistance and limited official recognition exists. Some greater form of recognition facilitated by civic policy becomes essential is GWAC is to survive.