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**AN ATTITUDINAL EVALUATION OF COLLABORATION IN THE COMMUNITY
ECONOMIC DEVELOPMENT PROCESS IN SOUTHWESTERN ONTARIO**

By

**Lisa Susanne McCormick
BA, University of Western Ontario, 1991.**

THESIS

**Submitted to the Department of Geography in
partial fulfilment of the requirements for the
Master of Arts Degree
Wilfrid Laurier University
Waterloo, Ontario**

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ABSTRACT

Many small communities in Southwestern Ontario suffer from economic decline. Several areas have faced devastating plant closures and layoffs. In response, communities have been encouraged to adopt a community economic development strategy by senior levels of government. This strategy focuses on community participation, entrepreneurship and the retraining of the workforce. This thesis examines the accomplishments of eight predominantly rural areas in Southwestern Ontario. Attitudes and perceptions of sixty four local actors involved in the CED process were evaluated. These eight areas received similar levels of funding and all have mechanisms in place for community economic development. However, the extent of CED activities in each community was quite different. Why? In order to answer this question local participants were interviewed to determine to what extent they thought their community's progress was related to four dimensions of collaboration: economic viability, local participation, organizational interaction and political efficacy. Local participation, and political efficacy were identified as prerequisites to progress.

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CHAPTER ONE INTRODUCTION

1.1 OVERVIEW

What determines the economic future of a community? That is the question that many communities in Southwestern Ontario are facing as a result of the massive layoffs and government cut backs that drastically affected their local economies in the recessions of the early 1980's and early 1990's. Many communities can no longer wait for central government intervention and have adopted a Community Economic Development (CED) strategy. These strategies focus on community participation, entrepreneurship, and the retraining of the work force.

The purpose of this research is to examine the development strategies of eight predominately rural areas in Southwestern Ontario. In particular this research examines the internal coordination of the CED process and the Community Futures Program in these areas. Examining the achievements of these areas will help further our understanding of the CED process. This research will argue that many of the problems facing communities stem from a lack of coordination of efforts. There are many different agencies involved in the CED process, but their efforts and goals are not coordinated and this makes progress very difficult.

There are three main research goals that will be addressed in this study.

- 1) To find out whether these communities collaborate in their development strategies using input from all of the different agencies and actors.
- 2) To evaluate the role of actor collaboration in the CED process.
- 3) To evaluate the relative

importance of the key dimensions of collaboration.

1.2 STUDY AREA

The study area is located in the heart of Southwestern Ontario and consists of eight designated areas which participate in the federal government's Community Futures Program. (Map One) These eight areas are: Brant County; Six Nations/New Credit; Oxford County/East Elgin; Norfolk County; Seven Band; Sarnia-Lambton County; Chatham/Kent County and Huron County. Each of these Community Futures areas are located in predominately rural areas and have had a history of tough economic times, high unemployment, and dependence upon a narrow set of industries. However, each of these areas had one common element: the desire to control their own resources. In order to get an area designated as a CF area, community groups and development agencies must work together to prove to the Federal Government that they have the capacity for CED.

One of the most interesting aspects of this research is the differences that exist between these areas. Not only are there differences in physical resources and human resources, but political and cultural differences also exist. The Six Nations/New Credit and Seven Bands are native reserves and therefore have different economic environments than the other designated areas. They also have different systems of government and access their CF funding through a program named "Pathways to Success". However, as with all of the areas, there are many differences between the reserves, including their phase of development.

FIGURE 1-1: SOUTHWESTERN ONTARIO

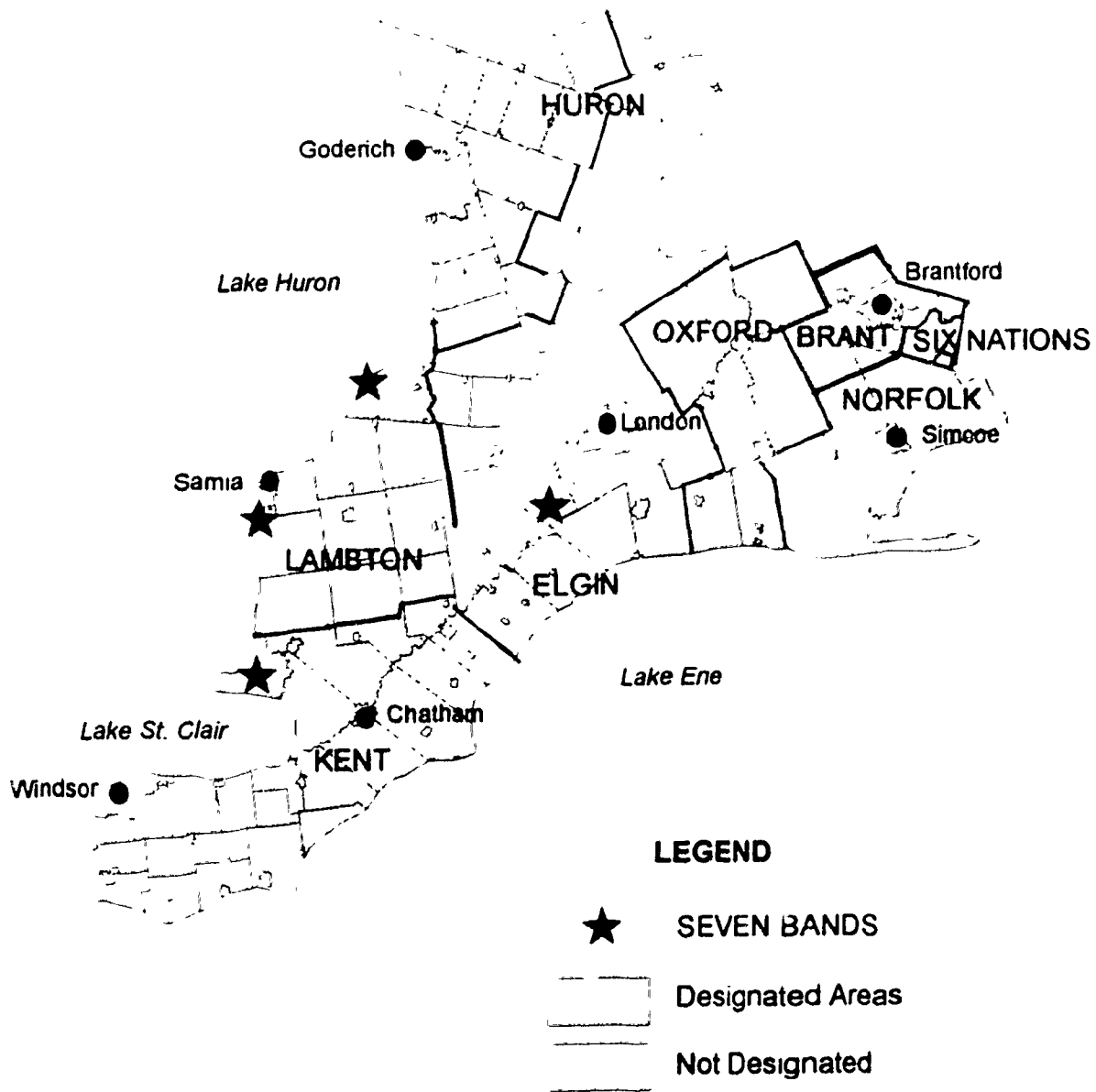


Table 1-1 presents the basic demographic and socio-economic characteristics of the study areas. Unfortunately, Statistics Canada's data for the two reserves is very incomplete. Particular attention should be paid to the unemployment rates on the reserves. The communities estimated their unemployment rates as 40.6% (Seven Bands) and 29.5% (Six Nations). This level of unemployment indicates how weak the formal economy is in these areas. Comparing these statistics to the Ontario average puts the economic situation of these locations in perspective. Each of the CF communities had average household incomes less than the provincial average and the percentage of income derived from transfer payments was higher than the provincial average. This indicates a poor economic climate in these communities because the citizens earn less money and depend more on government assistance than the provincial average.

The purpose of this research is to look at these areas and assess the role of inter-organizational collaboration and determine the degree to which factors of collaboration influence CED activities.

In this research sixty-four local actors were interviewed. Examining the perceptions of these local actors towards CED activities provided valuable insight into the CED process in each of these communities. The questions focused on four measures of the collaborative process; economic viability, organizational interaction, local participation and political efficacy. The results were further analyzed by determining the relationship that each of these measures had in

influencing CED activities.

TABLE 1-1

SOCIO-ECONOMIC CHARACTERISTICS OF STUDY AREA

Place	Population	Unemployment Rate (%)		Participation Rate (%) (15-65)	Transfer Payment (% of income)	Income (Average Household)
		All	15-24			
Ontario	10 084 885	8.5	13.5	69.6	9.7	52 225
Lambton	128 943	8.7	14.2	67.2	10.7	49 093
Kent	109 943	9.2	14.7	65.8	13.5	42 918
Oxford	92 888	7.0	10.8	69.6	12.2	46 789
Elgin	75 423	9.3	15.3	68.8	13.2	44 153
Brant	110 806	9.3	14.0	67.5	13.2	44 719
Seven Bands	7 273	40.6	n/a	n/a	n/a	n/a
Six Nations	16 492	29.5	n/a	54.7	n/a	n/a
Norfolk	98 707	6.9	10.7	62.3	12.9	44 913
Huron	59 065	6.1	8.9	67.8	14.0	43 093

Census of Canada 1991, Six Nations Community Profile, Seven Bands 1993-1994 Funding Proposal. (*)

1.3 OUTLINE OF THESIS

This study has six chapters. The first chapter defines the research questions and gives a brief introduction to the study area. Chapter two defines the concept of CED with a focus on the theoretical background of the project. Chapter three explains the methodology of the project. It describes the survey and then outlines the analytical design. The purpose of chapter four is to provide the

reader with more detailed information on each of the eight study areas. The strengths, weaknesses, opportunities and threats of each community will be identified. Special emphasis will be placed on their CED initiatives. The focus of chapter five is to evaluate the beliefs and attitudes of local participants regarding aspects of the collaborative process. This chapter also discusses the CED process in each of the eight communities. The final chapter summarizes all of the findings of this research.

CHAPTER TWO LITERATURE REVIEW

2.1 OVERVIEW

The purpose of this chapter is to outline the concepts used in this study. Development concepts and CED problems will be discussed. The topics include economic development strategies, successful development initiatives and attitudes toward development.

2.2 CONCEPTS DEFINED

Development has been defined differently by a broad range of researchers (Dykeman 1987). The term generally implies some type of change (physical, economic, social, political or all of the above) for the improvement of the well being of the community. Community economic development is a process which tries to stimulate development in one or all of these facets of a community. (Bryant and Preston 1987, Perry 1989, Broadhead 1993).

"While development can involve providing financial, physical or information resources it is human development, cultural attitudes, and perceptions which are increasingly recognized as the most important components in CED" (Naqvi et. al. 1993, 5).

In order to fully understand the concept of CED four interrelated concepts must be defined: community, community development, economic development, and local economic development.

2.2.1 COMMUNITY

Community is generally defined as a geographically contiguous area with a population that shares a cultural identity, affiliation and political identity (Douglas 1989, Economic Council of Canada 1990, Broadhead 1993). A community could also mean a group of people with common interests. The first definition implies a shared area while the second implies a shared social attribute. In this paper, the term, community refers to the eight designated Community Futures Areas.

2.2.2 COMMUNITY DEVELOPMENT

"Traditionally community development has focused on the social, recreational, cultural and educational projects in the community" (Wisner and Pell 1980, 3). This type of development focuses on the social problems in a community. Their main goal is to improve the quality of living within the community. However, they do not usually deal with the economic issues facing the area. Organizations such as the YWCA, Adult learning centers, and The United Way are all involved in this type of development. The general public is usually involved in this type of development since a lot of financial and volunteer support is needed for these services to exist in a community.

2.2.3 ECONOMIC DEVELOPMENT

Economic development deals strictly with the development of the community's economy. The focus of this type of development includes: increasing the tax base, promotion of the community, developing industrial parks to encourage the establishment of secondary industry, increasing the number of jobs available and attracting outside investment (Dykeman 1987,4). The goal of this type of development is also to improve the quality of living in the community by strengthening it. Economic development of a community is usually the job overseen by local councils. The economic development professionals, mayors, and planners could each have this type of focus included in their job descriptions. This type of development often includes little direct public involvement. Indirect involvement is achieved when the public elects the local government that is responsible for the economic development of their community.

2.2.4 LOCAL ECONOMIC DEVELOPMENT

The economic climate in Ontario affects communities throughout the province. Government cut backs, plant closures, and downsizing of companies in the recession of the early 1990's has made everyone feel uneasy about their future. As a result, many local governments have come under public scrutiny for wasting resources. Local governments have to be accountable to the public. The general public no longer wants to sit back and let the local politicians make all the

decisions for them, they want to be active participants. In an attempt to engage wider participation and to become more accountable to the public many communities have adopted a local economic development (LED) approach.

"Local economic development is essentially a process by which local government or community based groups manage their existing resources and enter into new partnership arrangements with the private sector or with each other to create new jobs and stimulate economic activity within a well defined economic zone"(Blakely 1989, 60).

The central feature of this type of development lies in its emphasis on development from within. The focus of this strategy is to take local initiatives and resources in the development process to create new employment and stimulate the local economy. This type of strategy is also known as a bottom up strategy (Economic Council of Canada, 1990).

The primary goal in any local economic development scheme is to increase or maintain the number and variety of jobs available to people (Blakely, 1989). In order to increase the number of jobs available in a certain area, extensive research and planning by local government and or community based groups must be done. The area's strengths and weaknesses must be examined to develop some sort of action plan. The strategic plan should be tailored to the resources of an area. Opportunities for the expansion and attraction of new industries, and thus job creation, will be different for each area. No single strategy will work for every community.

LED strategies focus on economic issues facing a community. Public involvement is a fundamental aspect of this type of development. Many different

agencies can become involved, including: Chambers of Commerce, local churches, citizens groups, Economic Development Departments, and environmental groups.

There are many differences between local economic development and economic development strategies. Local economic development strategies are locally focused. Not only is there more local accountability, but LED goals are based on locally derived goals aimed at self reliance and long term development. In contrast economic development strategies tend to focus on external factors. Economic development strategies have little or no community involvement and often focus on attracting external support instead of building on internal resources (Rubin, 1986).

2.2.5 COMMUNITY ECONOMIC DEVELOPMENT

CED is an integrated approach to development. According to the Atlantic Provinces Economic Council (1993):

..CED is often accomplished through a process of participation, self-help, and empowerment that involves different interests in the community in a significant way to plan implement and evaluate programs and activities.

The goals of a CED project are never purely economic nor are they solely social or cultural. It is believed that CED projects must be integrative to be effective (Wismer and Pell 1980, 3). Social problems do not exist by themselves and neither do economic problems. These problems have direct effects on each other. A social problem such as crime could be the result of an economic problem such as high unemployment in an area. (Wismer and Pell, 1980)

Therefore these problems should be examined together to develop an integrative plan to help solve them.

Traditionally, community development was handled by the social agencies and economic development was handled by business people and public officials (Wismer and Pell, 1980). Community Economic Development places economics at the centre of development but also continues to value the other facets of development highly. Coffey and Polese (1985) believe that CED compliments traditional development because it discourages the out migration of young professionals, invests in human capital and places the control of the community in local hands. The role of the traditional economic developer has changed as they must develop partnerships and relationships with the public, local businesses and social agencies, but the ultimate goal of a better standard of living for the community has not changed.

According to Wismer and Pell (1980) and Nozick (1990) there are common guiding principles to CED strategies. Although these authors did not develop the same list of characteristics there is a lot of similarity between the two lists.

Nozick (1990)

Wisner and Pell (1980)

Economic self reliance Ecological and economic sustainability Human needs development Empowerment of communities	Integrated approach Not for profit People do have the capacity to act and manage change Not for personal gain Local control Democracy Economic Development Community self reliance It takes a long time
---	---

Community economic development efforts are not always successful. Development organizations have been known to suffer from fragmentation and self interest (Craig et. al. 1990). The process has been known to break down because of poor organization or unrealistic goals and expectations (Bryant and Preston 1987). CED is a long term commitment. Realistic goals, coordinated efforts, and communication are necessities for development (Bryant and Preston 1987).

2.2.6 CED OR LED

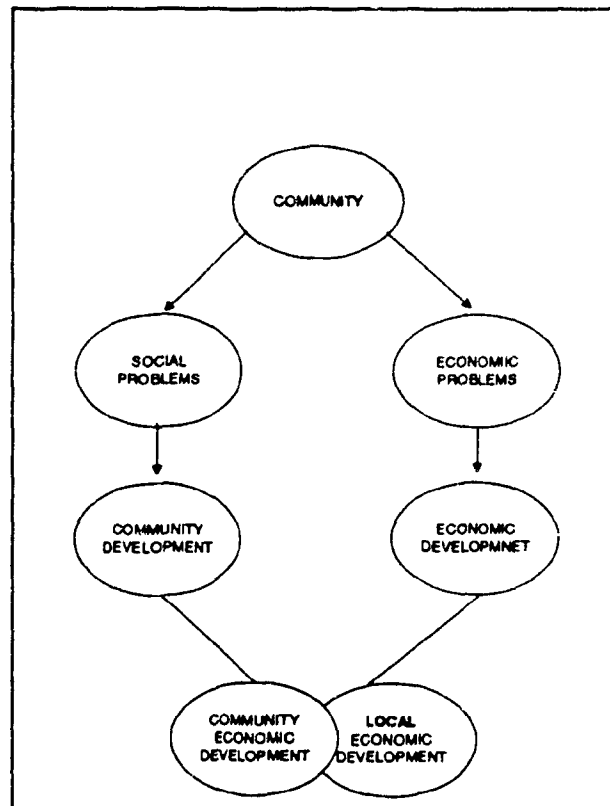
The terms CED and LED have often been used interchangeably, but there are differences. The differences stem from the community taking on more responsibility as it strives to 1) work with its resources 2) generate internal and external support and cooperation; and 3) strategically position itself in a changing global economy (Carvalho and Smith 1992, 2). The levels of public involvement distinguish CED from LED. CED strategies tend to have more public involvement

in all aspects of the plan because many different organizations and therefore interests are involved. CED strategies also tend to be more process oriented and holistic in nature. Local economic development strategies focus more on purely economic issues. Community economic development strategies focus on all aspects of development, social and economic. A successful CED strategy would foster a cooperative and collaborative atmosphere while an LED strategy tends to foster a competitive atmosphere. In an LED strategy competition between different development agencies occurs because organizations are fighting for the same resources, ie. financial and volunteer support. A CED strategy minimizes competition by including all types of organizations in its planning and implementation of strategy.

Figure 2-1 graphically depicts the relationship between the development concepts. This diagram illustrates that in any community there are both social and economic problems. In order to deal with the social problems, community development agencies become involved. In order to deal with the economic problems economic development agencies become involved. As a result of public pressure local economic development emerged.

FIGURE 2-1

DEVELOPMENT CONCEPTS



2.3 THE EVOLUTION OF CED POLICY IN ONTARIO

2.3.1 TOP DOWN INITIATIVES

The evolution of development policy in Ontario can be broadly characterized by the shift from "top down" to "bottom up" approaches. The Federal Government

Federal Government first became involved in development initiatives in 1960 when they offered tax benefits to firms willing to locate in high unemployment areas. In 1961 the Agricultural and Rural Development Agency (ARDA) was formed to combat the low incomes in rural areas by providing project funding. The Area Development Agency (ADA) was formed in 1963 to provide incentives for manufacturing firms locating in high unemployment regions. In 1969 the Department of Regional and Economic Expansion (DREE) was created to support growth centre development in regions of high unemployment. In 1982 DREE was dismantled and their duties were transferred to various ministries over the next few years (Carvalho and Smith 1982, 4). In 1986 the Community Futures Program was established. Their focus was on community development especially in rural areas with high unemployment levels.

All of these programs with the exception of the Community Futures program could be classified as a "top down" strategy. The Federal and or Provincial governments initiated and controlled the programs for community development.

The focus of these "top down " approaches can be attributed to the growth pole and comparative advantage principles (Carvalho and Smith 1992,4).

The growth pole theory suggests that employment opportunities and income will increase with the attraction of propulsive and innovative firms to an area. These increases in employment and income will cause a "consumption multiplier or spread effects" and stimulate growth in the region (Carvalho and Smith 1992, 5).

The comparative advantage principle is rather simple; regions should specialize in the industries or activities in which they have relatively abundant resources (Carvalho and Smith 1992,6).

There were many problems associated with the "top down" approach. One fundamental problem was that the local community had little control over its future. Every community is different, not only do they have different needs, they also have different human and physical resources. Therefore programs need to be tailored to their resources. The Royal Commission on the Economic Union and Development Prospects for Canada (1985) suggested that gaps in opportunity between regions not only persisted, but in many cases widened as a result of these trickle down approaches (Carvalho and Smith 1992, 6). Many of these regional disparities occurred in rural areas and the top down approaches were not appropriate to their needs. In addition to not being locally tailored, top down approaches tended to be externally oriented, with an urban and industrial emphasis. They also were typically capital intensive and large in scale (Stohr and Taylor 1981, 4).

2.3.2 BOTTOM UP INITIATIVE.

The "bottom up" strategy focuses on the human and physical resources of an area. These projects tend to be small scale instead of the large mega-projects that dominated the development from above approach. Bryant and Preston (1987) state that the bottom up approach is also called the "local initiatives

approach" which uses community goals instead of externally perceived ones. They also believed that strategies for development must be compatible with community goals in order to succeed. However, "bottom up" strategies were not always successful either. Lack of funding and organizational problems were common obstacles. A lot of communities require the amount of funding that only the Provincial or Federal governments can provide. Perhaps the best type of economic development strategy would integrate these two approaches. The Community Futures Program is one such program that attempts to integrate both the "bottom up" and "top down" approaches to economic development.

2.3.3 COMMUNITY FUTURES PROGRAM

"Employment and Immigration Canada started the Community Futures Program in 1986 as part of the Canada job strategy to combat the perceived employment deficiencies in the Canadian market" (Gallop Canada 1990,5). There are currently 214 designated Community Futures Areas, of which 48 are in Ontario. It is important to note that not all the Counties which suffer from high unemployment are designated as Community Futures Areas.

"Designation of area is dependent on a set of five distinct elements: Definition; Eligibility; Priorization; Recommendation; and Selection.

Definition: an area described by geographical boundaries which includes a local governmental unit or a group of units which share economic and employment characteristics or problems.

Eligibility: an eligible community must: be suffering from chronic or acute unemployment; have an unemployment rate which is substantially greater than the provincial average, while lacking adequate mechanisms to address the problem; and be outside metropolitan areas and distant from more buoyant markets (not within a reasonable daily commuting distance).

Priorization: The number of eligible communities will likely exceed the resources available for selection at any one time. Therefore it is necessary to prioritize the areas on the basis of need. This is done regionally.

Recommendation: Initial recommendations emerging from the prioritization process are made by EIC officials and reviewed within the Regional/Territorial Community Futures Review.

Selection: is the final process in which the Minister selects the communities from the recommendations of the EIC. It is at this stage a CFC is established "(EIC 1991,8)

"The Community Futures program represents by far Canada's largest public expenditure on community economic development. It was developed to expand or create permanent jobs and facilitate market adjustment in non-metropolitan communities with serious market problems. Financial resources are provided to these communities under the aegis of six options: community futures committee (CFC), the Business development centre (BDC), Self Employment Incentives (SEI), purchase of training, local projects and job development and community initiative fund (CIF)" (EIC 1993,).

Table 2-1 outlines the six options and each of their objectives.

TABLE 2-1

COMMUNITY FUTURES PROGRAM -SIX OPTIONS

	CFC	BDC	CIF	Purchase of training	SEI	Local projects
Objectives	Strategic planning for local community economic development	Support communities plan for the creation of additional permanent private sector employment	Support unique and innovative proposals of CFC for employment growth and recovery	Provide training to increase earning and employability	Enable unemployed workers to become self employed	Training/Work experience to assist workers at risk of long-term unemployment
Type of activity	Assessment of economic problems development of employment opportunities and adjustment measures	Advisory and investment services to small businesses through BDC's and Community investment fund	Contribution	Institutional training	Provide income support while the business is being established	skill development and training
Participants	Business, government and local representatives	BDC and local businesses	CFC, private sector individuals and government	Unemployed, self employed and employed	Recipient of UI or welfare	unemployed person
Type of expenditure	\$100 000 per annum \$600 000 max.	1)\$150000 per annum for BDC operating budget 2) Investment Fund \$250 000 for years 1&2 max 1.5 Million 3) 75 000 max loan limit to each business	Public sector-no max Private sector \$50 000 matching funds	a) course purchases b) trainee allowances, trainee travel assistance	UI and SA rates apply	Contributions on Actual Cost basis within approved levels
Duration	6 years	1)5 years 2)5 years 3)n/a	first 5 years after CFC is established	52 weeks training Duration 5 years	52 weeks per participant	6-52 weeks

Source Employment and Immigration Canada "Community Development Program" 1993

The Community Futures Program is a government program that has encouraged development from within. Public participation and local control are the basic elements of this program. In this research project, the Community Futures Program participation was the basis for selecting the study areas.

2.4 CED EVALUATION

Two aspects of CED can be evaluated, outcomes and process. Much of the literature has been concerned with developing measures of success and evaluating the goals and outcomes of a CED initiative (Ehrensaft et. al, 1991). The current study discusses some outcomes but the focus lies in the process.

There are a variety of difficulties that a community could face when developing a CED strategy. Not only are there economic problems such as high unemployment, unskilled labour force or a poor resource base, there are also other types of organizational problems. In the CED process many different agencies are involved. All of these organizations have goals and missions. The integration of these different agencies can create problems. Personality conflicts, power struggles, turf battles and mistrust are all common sources of trouble in a CED strategy.

The ultimate goal in any CED strategy is to increase local control over the future of a community. Reaching this goal is a complicated process that takes a long time. There are three main groups involved in this process; local governments, development agencies and the general public. The CED process requires the development of partnerships and networking between all the local actors. There is a strong need for people to collaborate their efforts to accomplish one goal. In order to reach goals through collaboration, several levels of interaction must be attained; communication, coordination, and cooperation.

Communication can be defined as the sharing of ideas, opinions or

concepts. Communication is very important, as many different agencies are involved in the CED process. Good communicative links help people with different agendas work together effectively. Cooperation is one step further along than communication on the collaborative process. Cooperation is defined as "a means of operating or working jointly with another person or group in order to promote a common purpose, produce the same results, or achieve a desired result more efficiently (Levi and Litwin 1986, 23). Coordination is defined as "the regulation of activity, perhaps with leadership from a single organization, such that activity is more streamlined, rational, and accessible" (Baker 1993,19). The difference between cooperation and coordination is that coordination implies one organization providing leadership to the process while cooperation implies everyone working at the same level. Collaboration is a process through which parties who see different aspects of a problem can constructively explore their differences and search for solutions that go beyond their own limited vision of what is possible (Baker 1993,17).

The literature identifies a number of potential obstacles to developing a collaborative CED process. Esman and Uphoff (1984) identify five vulnerabilities associated with community participation in a collaborative process: resistance, subordination, internal division, ineffectiveness and malpractice. These five vulnerabilities deal specifically with the interaction and the coordination of efforts among the different agencies involved in the CED process. **Resistance** occurs in communities where there are conflicting interests among participants. These

conflicting interests slow down the progress of development because of their differing ideas and plans. The fear of the local residents losing control and freedom of action is known as **subordination**. This fear of loss of control also slows the development process because organizations do not want to lose their control and try to negotiate deals where they do not lose their influence. **Internal division** occurs when an organization becomes divided on a issue. Internal divisions can become very dangerous if the problem is not solved early on. The whole community could become divided on that issue and that could hamper development efforts. **Ineffectiveness** can occur if the organization has a shortage of business, political, and organizational skills. **Malpractice** occurs when individuals use the organization as an arena for their own personal agendas. This type of problem is detrimental to the organization because people become very skeptical about the organization's goals and will be hesitant to support their efforts.

Another barrier to the development of a collaborative process is defined by Cox and Mair (1988) as local dependency. Local dependency:

"..signifies the dependence of various actors, capitalist firms, politicians, people on the reproduction of certain social relations within a particular territory" (Cox and Mair 1988, 309).

Social relationships develop in communities. Local businesses often become dependent on certain individuals, politicians, and other local businesspeople for support. These relationships develop into strong alliances. Once these ties have been made it would be very hard for someone to speak up

against a development proposal that was being pushed by someone who had helped them, regardless of the implications for the community. "A key implication of local dependency is that political conflict, hence community participation in development planning and implementation is subdued and restrained" (Sharpe 1992, 56). Many people find it difficult to participate in development planning and implementation as it might interfere in social relations that are important for their livelihood. This indicates that the political efficacy of the local government diminishes as local dependency becomes more evident. Once this occurs the CED process is restrained.

In any project which requires that many different people become involved, problems with cooperation always seem to develop. Local participation in the CED process is no exception. Weiner and Doescher (1991) identified barriers to cooperation based on the social dilemma theory of Dawes (1980). Social dilemma theory is defined as:

".. the social payoff to each individual for defecting behaviour is higher than the payoff for cooperative behaviour, regardless of what other society members do, yet all members in society receive a lower payoff if all defect rather than cooperate. (Dawes 1980, 170).

For example, an individual will have more free time to walk in a park if they do not volunteer for an environmental clean up committee, but if no one volunteers, the community may suffer and no one will want to walk in the park that is filled with garbage. Weiner and Doescher (1991) identified four barriers to cooperation: Fear of being a Sucker, Self Interest, Mistrust, and No reinforcement. No one wants to be taken advantage of and often in volunteer groups people feel

that others are using the committee for their own personal gain. They also fear that their goals may never be accomplished and that their efforts would all be for nothing (they would then be a sucker). Using committees to further one's career is a common occurrence especially with committees connected to elected positions. This self interest and mistrust of the participants is detrimental to the CED development process because no one would dedicate their free time if they thought they were being taken advantage of.

It is also important that the goals a community organization sets are attainable because if people become frustrated they are more likely to quit volunteering their time. Volunteers also need positive reinforcement and if the goals are unattainable, it is hard to give this reinforcement and the volunteer is more likely to give up.

Local participation in the CED process is an essential component of CED. Positive attitudes and perceptions towards CED are important elements that must not be forgotten. Without public support many initiatives will fail. If the public is supportive, the public attitudes can be considered an important resource to build upon. Attitudes help to define what is culturally or socially acceptable and according to Bryant and Preston (1987) are at least as important as technical and economic resource considerations. Therefore, any attempt to increase local participation is worth the effort.

In 1989 Douglas created a four phase model of CED. Phase one, **Awareness of the problem**, was characterized by conflict, uncertainty and

speculation. Phase two, **First Stage Search**, saw the emergence of groups, personalities and the definition of the problem. Phase three, **Second Stage Search**, was characterized by factors that are needed for a collaborative process such as: organizational development, leadership, interchange, and connecting problems with solutions. Phase four, **Planning**, was achieved when leadership and organization were in place.

In 1986 Herbert Rubin developed a model for interpreting the role of economic development organizations.

"The model suggests that in cities with economic need and leaders who accept the legitimacy of close cooperation between public officials and business there will be both an increase in the number of actions to promote economic development as well as the increased likelihood of the formation of an economic development organization" (Rubin 1986, 367).

In Rubin's model, attitudinal scales were used to measure pro and anti development feelings held by local politicians and development agencies. Rubin formulated several dimensions of development that promoted economic actions. Rubin developed action scales that measured whether the development professionals' actions were internally (use of local resources) or externally (attracting outside investment) focused. He also used three attitudinal scales to measure sense of control, political and public involvement, and sense of urgency. These attitudinal scales are quite similar to the ones employed in this research and will be described in more detail in the next chapter.

Rubin's results suggested that the success of a community's development program is affected by the development agency's ability to be politically effective, be in control of their economic destiny and follow a community based approach. Rubin also suggested that the perceived economic need and urgency of a strategy is also important.

Young and Charland's (1991) study is one of the few evaluations of the CED process in Canada. They identified common characteristics of successful development and diversification initiatives. Table 2-2 displays the common characteristics. As one examines these common characteristics, key themes can be identified. Economic sustainability, local participation, organization, and self empowerment are the key elements to success. Only one of these elements has not been mentioned earlier in this chapter; economic sustainability. The economic sustainability or viability of a community is an essential component of the CED process because it reinforces the idea of local control and economic empowerment. Their specific references to a crisis, government role and public participation lend support to four dimensions of collaboration discussed in next section of this chapter.

Table 2-2

COMMON CHARACTERISTICS OF SUCCESSFUL DEVELOPMENT AND DIVERSIFICATION INITIATIVES

INITIAL STAGE

Existence of a crisis or major concern
Recognition that the community must rely on its own initiatives
Presence of local leaders who mobilize the public to support initiatives

DEVELOPMENT STAGE

LOCAL BASED INITIATIVES/ENTREPRENEURSHIP	GOVERNMENT ROLE INCENTIVES:
Local planning with •short term plan •long term strategic plan •action plan or solutions	Tools to assist communities •advisory role •means to cost-development initiatives
Involvement of dynamic local leaders	Government Assistance •most beneficial one the community has devised solutions or a plan of action •not the initial motivating factor to promote locally based development initiatives
Process of development started with local investment money	
Sustained development efforts	
Entrepreneurial Development •creation of small, home-grown businesses •entrepreneurial spirit, positive attitudes towards development initiatives	

Source: Successful Local Economic Development Initiatives. 1991. 42.

Based on the work of Rubin, Young and Charland, and Bryant and Preston (1987) four dimensions of collaboration can be developed. These dimensions directly relate to the organizational capacity of the community and are key elements in a successful development strategy. Douglas's (1989) phases of CED lend support to these concepts in that collaboration is an important aspect of CED. The economic viability dimension was derived from the work of Young and Charland (1991) and the idea that a community must develop their own strategy for the future, a sense of local control through development which can be sustained. Organizational interaction is an important dimension of development. This dimension was developed from Esman and Uphoff's (1984) identification of five vulnerabilities effecting the coordination of development agencies. Local participation is a fundamental aspect of CED. Young and Charland (1991) support this idea and Social Dilemma theory helped to explain the inherent problems associated with cooperation among local participants. Local dependency theory suggests that the political efficacy of the local politicians, and development officers is an important aspect of the CED process. Coordination and cooperation are important components of the collaborative process, each of these components required the building of partnerships, and communication in order to accomplish their goals.

Table 2-3 describes these four dimensions in detail.

TABLE 2-3 DIMENSIONS OF COLLABORATION

ECONOMIC VIABILITY	ORGANIZATIONAL INTERACTION	LOCAL PARTICIPATION	POLITICAL EFFICACY
<ul style="list-style-type: none"> •sustainable development •entrepreneurial development 	<ul style="list-style-type: none"> •strategic plan devised by the community •many agencies working together 	<ul style="list-style-type: none"> •public participation •local investment of money •positive attitudes towards development 	<ul style="list-style-type: none"> •local leaders who motivate the community •use federal and provincial governments as advisory role •promote locally based initiatives

Using these 4 dimensions, questions were formulated for this research project to evaluate the economic viability, organizational interaction, local participation levels, and political efficacy in the eight Community Futures Areas.

2.12 SUMMARY

Community economic development is not an easy task for any development agency. Local support, both financial and volunteer, is crucial for success. Attainment of this support is often quite difficult. There are many barriers to development efforts; local dependency, mistrust, and lack of coordination all inhibit development. Communication, coordination of efforts, cooperation, collaboration and local control are all important aspects of successful CED strategies.

CHAPTER THREE: METHODOLOGY

3.1 OVERVIEW

The purpose of this chapter is to outline the methodology employed in this study. The survey method and the questionnaire are described. The topics include questionnaire design, selection of local actors, and administration of the survey. The final section discusses the analytical methods used.

3.2 FIELD WORK

The first stage of the field work was to gather information on the Community Futures Program, Community Economic Development, and the development problems facing communities in Southwestern Ontario. Brief community profiles were prepared using information from the following sources

- Statistics Canada
- Annual Reports from each of the Community Futures Areas
- Second Generation Funding Reports
- Community Initiative Fund (CIF) proposals
- Program Evaluations for each of the areas
- An evaluation of the Community Futures Program Report
- Interviews with Community Futures Consultants Mary Zelinski and Joyce Holwerda

The community profiles included the following information:

- Boundaries of the CF area
- When the Community Futures Committee was formed(CFC)
- Mandate of the CFC
- Organizational structure of the CFC
- Names of the individuals involved in the CFC and Business Development Centre (BDC) board of directors (BOD)
- Whether or not the CFC and BDCBOD is representative of the population
- Types of initiatives the CFC funds

- How much CIF funding they have received
- Names of the different agencies which they have formed partnerships with
- Number of jobs created

The purpose of collecting this information was to study the initiatives that each area had started and to compare their accomplishments. These profiles provided information that was used to select participants, design survey questions and examine important local businesses.

3.3 QUESTIONNAIRE DESIGN

A questionnaire was drafted based on the community profiles, outside readings, other economic development surveys, interviews with CF program consultants as well as the four dimensions of development that were discussed in chapter one (economic viability, organizational interaction, local participation, and political efficacy).

In July of 1993, the survey was pretested in Port Colborne Ontario. The survey was administered to nine individuals who were active in the community development process. Individuals from three main groups were interviewed; the Community Futures Committee, the business development centre and the Municipal economic development office. After analyzing the results and using the comments of the participants, a second draft of the survey was created. This draft was sent to London Ontario, where two Community Futures consultants(Mary Zelinski and Joyce Holwerda) evaluated the survey and made comments. A final version of the survey was produced. (Appendix A)

The questionnaire was designed to be administered to a broad range of individuals who were knowledgeable about the economic development process and, thus, were likely to offer a variety of perspectives. It is also important to note that the questions were quite specific and a person who was not involved in the CED process would not be able to answer many of the questions. In each of the communities, the Community Futures Coordinator, the Business Development Centre Manager, An Economic Development Officer, and committee members from each of their respective committees were sought. Section 3-4 describes how this process was implemented.

3.4 PARTICIPANT SELECTION

After collecting the information about the Community Futures Committees each of the Community Futures Coordinators was contacted. The coordinators were asked if they were interested in participating in this research project. All eight coordinators agreed to participate and provided a list of local actors whom they felt represented the different perspectives of the area. The coordinator was asked to choose individuals from three separate organizations; the Community Futures Committee, The Business Development Centre Board of Directors, and the Economic Development Commissions. It soon became apparent that not all of these communities had economic development commissions so the Municipal economic development departments were contacted. Sixty-five respondents were selected. One person from the Six Nations/ New Credit Community Futures Area

refused to be interviewed, but the remaining 64 people agreed to participate.
(Appendix B)

3.5 QUESTIONNAIRE ADMINISTRATION

The questionnaire was administered in the form of a personal interview. Each interview took approximately one hour. The personal interview was selected because the survey was quite long and detailed and it might have required some explanation. Another reason for selecting the personal interview was to increase the response rate. It was decided to avoid the low response rates typical of mailed questionnaires. Since the target population was quite small, a high response rate was necessary. The respondents were informed of the study's purpose and why each of them was selected. The interview process took approximately five months to complete as scheduling proved to be difficult.

3.6 THE SURVEY

The primary purpose of the questionnaire was to measure attitudes and perceptions of local actors towards the CED process in their area. The questionnaire was divided into three parts. The first section dealt with questions about the local actor himself/herself. In particular, the respondents were asked what organizations they were actively involved in. How long had they been involved? In what capacity was their community involvement? The respondents were also asked to give a definition of CED.

The second section dealt with the community economic development organization in which the participant was most active. This section of the survey examined the priorities of each of the development agencies. The respondents were asked to specify the importance of various initiatives to their organization.

The final section dealt with the entire network of organizations and individuals involved in the CED process. Participants were asked to evaluate the effectiveness of various actors and departments in terms of community economic development. The respondents were also asked questions about the collaborative process in their area: economic viability, organizational interaction, and political efficacy.

The survey questions were of two types open ended and scaled questions. The scaled questions used a seven point bipolar scale with the end points measuring one and seven. The seven point scale has been used extensively in the social sciences in the measurement of attitudes (Jaeger 1990,4). The respondents were asked two types of questions: whether they agreed or disagree with a statement or if something or someone was important or not important to the CED process. Their answers could vary from strongly disagree (1) to strongly agree(7) for the statement questions and not important at all (1) to extremely important (7) for the importance questions. An example helps to explain the scale. The respondents were asked to answer with a number between one and seven, one meaning strongly disagree and seven meaning strongly agree to the statement "Over the last ten years, this area has escaped severe economic

shocks. The respondents were also asked to evaluate how important the Community Futures program was to CED in their area using the seven point importance scale, with the end points labelled as not important at all (1) to extremely important (7).

The questions were formulated in hopes of being able to measure the four dimensions of development discussed in chapter one. The questions were also organized in such a way that the respondent could not just pick the same number for each question. Some questions were designed to illicit a positive response while others were formulated for a negative response. This technique was used to make sure the respondent was thinking about each answer carefully.

3.7 ANALYSIS

The data from the survey/interviews was analyzed using the Statistical Package for Social Sciences (SPSS). A descriptive summary of each of the variables (survey questions) was completed. This summary included means, standard deviations, and frequency counts. This same data was then analyzed by group and by area. The by group analysis meant that the variables were studied to find out whether differences existed between the different groups interviewed such as the Community Futures Committee members and the economic development professionals. This analysis did not provide many significant results as there were not enough economic development professionals compared to the other groups and therefore the differences were not statistically

significant. The area analysis provided some interesting results which will be presented in chapter five.

In order to measure the four dimensions of the collaborative process four indices were created. The indices were created by combining variables which measured the same concept. These variables were selected using a three step subjective process. The first step was to select questions that measured each of the four dimensions. The second step was to test the reliability of the scales using the selected variables. The third step was to use a factor analysis to determine whether these variables measured the same concept.

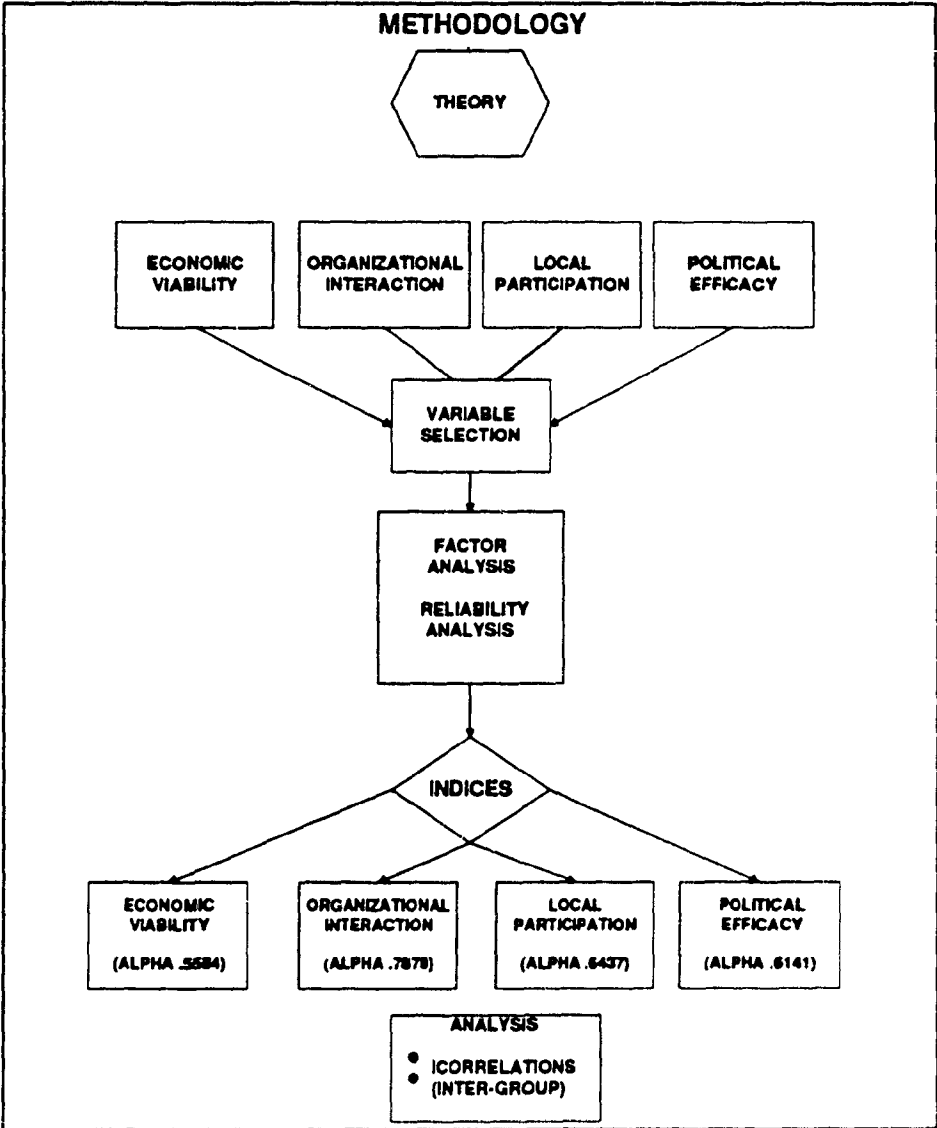
A preliminary analysis of the variables was completed. The variables which did not have distributions that approximated a normal distribution were eliminated from the process. After some variables were eliminated the first stage of the process was to select variables which measured the four dimensions of the collaborative process. The second stage in the analysis was to evaluate whether these scales were reliable. The reliability of a measurement procedure is the technical term for consistency. It is well known that no measurement procedure whether it be measuring attitudes or using a bathroom scale is perfectly consistent (Jaeger 1990, 85). In every measurement procedure, regardless of what is being measured or how it is being measured, the observed measurement is equal to the sum of the true scores and the error component. The reliability of measurement procedure depends on the relative sizes of the true scores and error components. The larger the error component the lower the reliability, the smaller the error

component the higher the reliability (Jaeger 1990, 36). A reliability measurement is expressed as an index. This index can take on values from 0 to 1. It can not however take on a negative number. A reliability of zero means that the observed scores consist entirely of error components. A reliability of 1 would mean that the observed scores consist entirely of true scores. A reliability of 1 would be almost impossible as observed scores are made up of error components and true scores.

There are many different ways to measure reliability in this analysis Cronbach's alpha was used. This procedure is especially useful for attitudinal instruments in which each item requires a response on a seven-point attitudinal scale that might range from "Strongly disagree to Strongly Agree".

Figure 3-1 displays a chart that simplifies the steps taken in this analysis. The alpha is the measure of reliability. Although these alphas were not extremely high, as they ranged from .58 to .78 (similar to Ruben's (1986) alphas which ranged from .55 to .77 on his attitudinal scales), these scales can be considered reliable, that is they do measure the local participants attitudes on four dimensions of organizational capacity: Economic Viability, Organizational Interaction, Local Participation and Political Efficacy.

FIGURE 3-1



The third step, factor analysis was used to check whether these variables were actually measuring the same things. "A factor analysis is a statistical procedure used to reduce a large number of variables into a much smaller representative set of variables, called factors. The purpose of this type of analysis was to uncover the essential variables that underlie and summarize the information" (Jaeger 1990, 371). The purpose of this analysis was to find out whether the variables that make up the indices loaded together. Using the Unweighted Least Squares method six factors were extracted, however, the variables did load together. The KMO of this extraction was .64 or mediocre. Only one factor (organizational interaction) had all of the variables load significantly together. However, this is not a surprising result since this type of data does not lend itself very well to this type of analysis. Figure 3-2 displays the factor loadings. At first glance, the loadings seem low, however the important aspect of this analysis is that all of variables load together. Economic viability had one variable which did not load the same way as the rest of the variables. This could be a result of the ambiguity of the question as this question definitely measured economic viability.(This area has escaped severe economic shocks.)

FIGURE 3-2 FACTOR LOADINGS

	Factor 1	Factor 2	Factor 3	Factor 4	Factor 5	Factor 6
R57	.42757	.30040	-.13434	-.05406	.01797	.03745
R62	.29588	.52335	-.13843	-.01155	.15195	.04894
R64	.40702	.12868	.02164	.27390	.02855	.13980
R53	.18711	-.00210	.04716	.69518	.12291	-.08148
R56	.17263	.48995	.16477	.41442	-.28344	.07387
R72	.76801	-.43395	-.22216	.01520	-.01036	.16646
R73	.73043	-.07408	-.15751	.06196	-.34198	-.06965
R76	.68325	-.15811	-.20869	.02725	.10311	.47020
R75	.73702	-.36094	-.13120	.05925	-.00710	-.02550
R68	.28282	.51710	-.22994	-.32473	-.18302	.08593
R78	.60702	.10233	.11014	-.12652	-.17720	-.28881
R87	.57553	.08109	-.13541	-.38745	-.14370	-.09722
R82	.17803	.28633	.20750	.00668	.39064	.16472
R65	.35410	.13861	-.02014	-.22343	.34138	.08298
R85	.43986	-.29119	.23028	-.10344	.21789	-.20902
R79	.40547	.19554	-.05400	.03929	.35456	-.40046
R71	.46010	-.04511	.18623	.01488	.18935	.11513
R77	.44372	-.01299	.84946	-.17017	.18169	.15563

Upon completion of the three steps four indices of the collaborative process were created. Figure 3-2 displays the four indices. In order to calculate these indices the respondent's score on each of the variables was added together and then divided by the optimal score to produce a percentage. This percentage would then become their rating of the indices. For example if one respondent answered strongly agree to each of the five statements associated with the economic viability indices their rating would be 100 percent $((7+7+7+7+7)/35*100) = 100$.

FIGURE 3-2

INDICES OF THE COLLABORATIVE PROCESS

ECONOMIC VIABILITY

- over the last ten years this area has increased its capacity to act and manage change
- strong entrepreneurial spirit
- escaped economic shocks
- prospects more favourable than other communities
- survival independent of senior government intervention

ORGANIZATIONAL INTERACTION

- CED organizations interconnected
- business groups and governments work together easily
- information freely exchanged
- frequent communication between major players

LOCAL PARTICIPATION

- organizations voice own opinions
- integrates significant local resources into operation
- CED organizations represent all interests
- extensive opportunities for public to participate
- few problems finding volunteers
- local players informed and trained

POLITICAL EFFICACY

- government representative willing to cooperate with CED organizations
- local governments are effective in promoting CED
- leaders are effective in promoting relationships with non local organization.

A fifth index was also created called CED extent. This variable was created in hopes of finding a relationship between the extent of CED activities and the four dimensions of organizational capacity. Each participant was asked questions that determine the extent of CED activities in their area. The respondents were asked to answer yes or no to the following statements:

1. Local leaders are generally aware of the need and opportunity for CED
2. A local planning process has been implemented
3. A profile of socio-economic characteristics has been prepared
4. There are short term action plans currently being implemented
5. An integrated network of organizations has been developed
6. There is a long term strategic plan for the area
7. Area residents support the CED process.

A score out of seven was calculated and then converted into a percentage.

The next step in the analysis was to see if any kind of relationship existed between the CED index and the four indices that measured organizational capacity. To examine these relationships correlations were used. Spearman's Rank Correlation was used because the data was in an ordinal form and this type of correlation is used for ordinal data. Spearman's Rank correlation can also be applied to interval/ratio data. All that is required is that the data for each variable be ranked from smallest to largest, and then the formula is applied to the ranks. The indices of organizational capacity and stage were all in a ratio form which had to be converted to ranks before the correlations could be calculated. Spearman's rank is resistant to the influence of outliers in that it treats all observations equally so that they do not have more influence on the outcome. Spearman's correlation also identifies both non linear and linear relationships. The correlations between the different indices were then examined.

CHAPTER FOUR

4.0 OVERVIEW

The purpose of this chapter is to introduce the reader to the eight Community Futures areas studied in this research. These areas include: Oxford County and the two easternmost townships of Elgin County, Huron County, Six Nations, Seven Bands, Norfolk County, Brant County, Kent County and Lambton County. The strengths and weaknesses of each of the areas will be discussed. Specific attention will be placed on their individual development efforts and their accomplishments. There are three main themes developed in this chapter: innovative programs, successful initiatives, and problematic situations. These themes play an important role in the understanding of CED in these areas. At the end of each section which describes one of the eight areas a chart which briefly describes the strengths, weaknesses, opportunities and threats will be provided. This chapter is important because it provides some corroborating evidence to support the measured attitudes and perceptions of the local actors, through the use of various community reports.

4.1 Oxford/East Elgin

The Community Futures area is composed of the whole County of Oxford and the two easternmost townships of Elgin County, the townships of Bayham and Malahide, including the small municipalities contained within them. This area is located in Southwestern Ontario somewhat east of the mid point between Toronto and Windsor.

The area is primarily a rural farming county served by small agricultural service communities. Four urban areas exist, Tillsonburg, Woodstock, Ingersol and Aylmer, all with manufacturing sectors in addition to their service function. The location of this area is ideal for agriculture because of its moderate temperature, excellent soil, and its proximity to large markets for agricultural produce. As a result of being located near highways 401, and 403 and within reasonable distances from major automotive centers, the area has developed an automotive-related industry in the manufacturing sector. However, the conflict between rich agricultural land and encroaching development is quite a large problem.

One problem of this accessible location arises because these moderate sized cities are located near two larger markets, London and Kitchener. Much of the retail and service trade is drawn to these nearby centers due to greater selection and facilities that exist. Other weaknesses include untapped resources. The Lake Erie Shore for example forms the southern boundary of the area and represents an under utilized tourist resource.

The Community Futures program is relatively new in this area. Funding was approved in late 1992 and therefore the program has not been operational as long as in some of the other areas. The committee has devised a four area concentration focus. The four areas to be promoted are: Agriculture, Manufacturing, Service, Retail and Entrepreneurial, and Tourism.

Potential goals for the agricultural sector include: encouraging the

development of farmers' markets, recognizing and promoting entrepreneurship/innovation in agriculture. Assisting the farm community to find additional income through co-operatives, product processing or any other appropriate means.

Goals for the manufacturing sector include: to help industries through the present and future transition by high-tech training; to encourage start-ups of new small manufacturing through mentoring, training and financial assistance.

Goals for the service/retail sector include: to examine the problem of continuing loss of young, well educated, motivated people, to encourage the diversity of entrepreneurship in non-automotive related manufacturing; to explore ways to revitalize the downtown areas.

Goals for the tourism sector include: to encourage the development of a tourism strategy; to promote small towns as visitor destinations, to help reform a public attitude against tourism in their areas (OEECF 1993,4).

The CF committee has devised many innovative techniques for accomplishing community economic development in their area. This community has held public hearings and workshops and involved the community in the planning process for their strategic plan. One of their most interesting initiatives was the coordination of all of the urban areas in an advertising campaign. The Economic Development Departments of Ingersoll, Tillsonburg, and Woodstock produced a joint advertising campaign to promote their resources at trade shows. They called the area "Canada's automotive corridor." This campaign was aimed

at potential auto parts manufacturers who might be considering moving their operations to southwestern Ontario. This campaign was successful in several ways: it helped build relationships between development departments; and it promoted the area for a shared cost. This cost sharing allowed for more advertisements to be run. A summary of the problems and prospects for the Oxford County CF area is provided in figure 4-1

FIGURE 4-1

SWOT ANALYSIS OF OXFORD COUNTY

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> •location (401 access) •good agricultural land •automotive industry •community involvement •low unemployment rates 	<ul style="list-style-type: none"> •service leakages •untapped resources •lower incomes (than provincial average) •downtown areas need revitalization •labour force dependent on automotive industry 	<ul style="list-style-type: none"> •tourism development •service and retail development •agricultural development (innovative farming techniques) •entrepreneurial development 	<ul style="list-style-type: none"> •urban sprawl •out migration of young educated professionals •aging population •relying too heavily on the automotive industry

Source: OEEFC 1993.

4.2 Six Nations/New Credit

The Six Nations/New Credit Community Futures committee serves two native communities which have different heritages and cultures. The Six Nations

Indian Reserve is the largest populated Indian Reserve in Canada. Six Nations of the Grand River are of Iroquoian background and cultural stock and the Mississaugas of New Credit are Anishnabec people (SNNCCFC 1993,1). Both communities share common boundaries and form a service area surrounded by the southcentral region of the province. The reserves are located within two counties Haldimand-Norfolk and Brant County. Although their location may be proximal their differences are remarkable, since their customs, traditions, government, and heritage are completely different. The Community Futures program was not initially designed as an aboriginal program as: there were no separate provisions for reserves. At first the Six Nations and the New Credit Reserves were included in the Brant County Community Futures Area, but in 1989 this area was given its own Community Futures Designation.

There are many different problems on the native reserves that did not occur in the other areas. The area's infrastructure such as roads and sewers are not as developed as other areas and the fact that non natives cannot own land on the reserve makes manufacturing location very unlikely unless it is started from within the community. The unemployment rate is extremely high and educational rates are rather low compared to the Ontario average. As a result, there is a great need for skills training in this area. Another problem at the Six Nations/New Credit area which is common in the other Community Futures Areas is leakage. Since the reserves are rather close to larger markets in Toronto, London and Brantford a lot of leakages occur. People tend to leave the reserve for more

selection of goods and services in the larger centres.

The Community Futures Committee developed two main objectives: to create employment within the Six Nations and New Credit Area; to encourage a "closed -loop" economic cycle, by creating opportunities for those who earn in their community to spend in their community (SNNCCFC 1993,4).

The Six Nations/New Credit Committee has had to face many difficult problems. The first problem stems from the fact that the two areas are of different backgrounds. There are also political problems. The Six Nations has two governing bodies, the elected council and the traditional council. The elected council does not like to make decisions unless the traditional council agrees and vice versa; this tends to slow down the decision making process. The community futures program in this area also had to go through a drastic transition when Employment and Immigration Canada (EIC) decided to change the program so that native communities would receive their funding through a native program known as Pathways instead of directly through EIC. This change was met with great opposition because it was seen as taking the power away from the people.

Through the cooperation, collaboration and the efforts of many people the Six Nations/New Credit area has been able to survive these hardships. Today the results of those efforts are evident in the businesses established through the assistance of Touch the Sky Business Development Centre and Community Futures Native Entrepreneurship Training, by the creation of over 700 local jobs (SNNCCFC 1993,19). As well, the CFC has been an active promoter of

community pride and entrepreneurial spirit through participation in special projects such as the Youth /Elders Gathering, and the Annual Career Fair.

The Six Nations/New Credit area has made great progress with the Community Futures program, but must continue to collaborate and coordinate their efforts. The problems of poor communication between the Grand River Training Program (Pathways), and Community Futures committee are evident, but many could be solved with more communication and cooperation. Also the political problem of neither council taking responsibility for development causes difficulties.

Figure 4-2 is a summary of the strengths, weaknesses, opportunities and threats for the Six Nations/ New Credit Community Futures Area. This table explains the prospects and the problems on the two neighbouring reserves.

FIGURE 4-2

SWOT ANALYSIS OF THE SIX NATIONS/NEW CREDIT

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> •Close knit community •entrepreneurial spirit •many organizations involved in CED •located close to large markets 	<ul style="list-style-type: none"> •infrastructure •political problems (traditional vs elected councils) •high unemployment •low education levels •hard to secure loans since non natives could not collect on a reserve 	<ul style="list-style-type: none"> •entrepreneurial development •massive service and retail opportunities •tourism development •manufacturing development 	<ul style="list-style-type: none"> •government cut back on transfer payments •loss of heritage •loss of educated professionals

Source: SNNCCFC 1991.

4.3 Seven Bands

The Seven First Nations of the London district are located geographically within the counties of Middlesex, Lambton, and Kent Counties in Southwestern Ontario. These communities are located at the centre of Canada's industrial, manufacturing and recreational and consumer market area. The Seven Bands Community Futures Committee represents the following seven First Nations:

- Chippewas of Kettle and Stony Point
- Chippewas of Sarnia
- Chippewas of the Thames
- Delaware Nation (Moravian)
- Munsee-Delaware
- Onyota'a:ka (Oneida) Nation of the Thames
- Walpole Island First Nation (SBCFC 1992,8)

These areas are seven different places with different needs and resources. Not only do these areas have different needs they were previously potential enemies. In the past the areas had to fight each other for funding from the government. Since this program required that they share resources it was necessary for the areas to build relationships. The unemployment rate is approximately forty percent on these reserves and there is very little in terms of infrastructure development. These areas are not like the Six Nations where a grocery store and banks exist. Many services are non-existent in these communities.

The Community Futures Committee goals focus around seven major goals:

- Supporting business and Entrepreneurs
- Infrastructure development
- Economic Diversification
- Tourism Development
- Help for the Unemployed Worker
- Additional Training Opportunities
- Non Local business development partnerships (SBCFC 1992, 18)

The Seven Bands strategy for community economic development is one that should be studied by other communities undertaking the process. These communities have made great progress because they were committed to make this project work. The areas formed a partnership and they decided that cooperation and collaboration was what was going to make this program work for them. Each of these seven areas is represented on the CFC and BDC board of directors. The communities share their resources equally and make decisions based on an equal vote system. This creates a sense of partnership that allows

for open communication and exchange of ideas. The CF area has received several community initiative funding grants which were used to build buildings on the reserves. The communities take turns as to which community gets the funding first. The Pathways program has also caused tension in this area because Pathways expects the seven bands to also work together with the urban native populations of Windsor and London. This was a very unfriendly amendment to a program that was very successful in this area. This is because these areas have had seven years to develop a good working relationship with the other communities and now two other areas are being added to the equation.

A summary of the problems and prospects for the Seven Bands Community Futures Area is provided by figure 4-3.

FIGURE 4-3

SWOT ANALYSIS OF THE SEVEN BANDS AREA

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> •close knit communities •many organizations involved in CED •public involvement •coordination of efforts •entrepreneurial spirit 	<ul style="list-style-type: none"> •high unemployment rates •poor infrastructure •many service and retail leakages •low levels of education 	<ul style="list-style-type: none"> •infrastructure development •retail opportunities •tourism development 	<ul style="list-style-type: none"> •government cut backs in transfer payments •loss of educated professionals •loss of heritage

Source: SBCFC 1992

4.4 Sarnia-Lambton

Sarnia-Lambton is strategically located on the southern shore of Lake Huron, at the mouth of the St. Clair river. The harbour and shipping channel is one of the busiest in the world. One industry dominates Sarnia-Lambton, the petrochemical industry. Agriculture and Tourism are two other key industries. The petrochemical industry revenues are 17.5 times higher than tourism and agricultural revenues combined (SLCFC 1992, 2). Global competition which has forced the petrochemical industry to downsize, and reduce costs has had a direct effect on the local economy. Not only has it left many highly educated environmental experts unemployed, high unemployment rates and more layoffs were pending in late 1994. The negative impacts of cross border shopping on a border city also caused the community to seek outside help. In 1988 Lambton County received Community Futures funding.

The CFC has focused on four main goals:

- Explicit tourism
- Exploit environmental research and development
- Diversify the economy
- Develop small businesses (SLCFC 1992,4)

The CFC has been very instrumental in the progress of CED in the Sarnia-Lambton area. The committee has formed many partnerships throughout the area with politicians, the Canada Employment Centre, unions, business professionals, and economic development professionals. Building these partnerships are a necessity in a successful development strategy. The results of these partnerships

have been quite rewarding. As a result of cooperation and collaboration a relatively simple and low cost initiative created approximately 52.5 high paying jobs at a cost per job of \$4500 (SLCFC 1992,10). The initiative was quite simple in principle. The hydro facilities were upgraded at the Sarnia Harbour so that three more ships could dock for the winter, bringing thousands of dollars into the community. This initiative required that the economic development department and CFC worked closely with the community, chamber of commerce, three small businesses and Sarnia Hydro department. The result of this collaborative effort was one of the most successful Community Initiative Fund (CIF) projects in Southwestern Ontario.

The Sarnia-Lambton area is not without its difficulties. The economic development department is not always willing to share all of their information and ideas and as a result some turf battles have arisen.

A summary of the strengths, weaknesses, opportunities, and threats facing Lambton County is provided in figure 4-4.

FIGURE 4-4

SWOT ANALYSIS FOR LAMBTON COUNTY

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none">•location•petrochemical industry•good agricultural land•coordinated development agencies	<ul style="list-style-type: none">•low public involvement in CED process•high unemployment	<ul style="list-style-type: none">•tourism development•small business development (stop leakages)•environment research	<ul style="list-style-type: none">•cross border shopping•located so close to US labour market•heavy reliance on petrochemical industry

Source: SLCFC 1991.

4.5 Norfolk District

The Norfolk district is a unique area located within Haldimand Norfolk County. The Norfolk District Community Futures Area includes the Town of Simcoe, City of Nanticoke, Township of Delhi and Township of Norfolk. Norfolk District is located west of Hamilton and St. Catherines, and South of Brantford and Southeast of London. This area is also close in proximity to large urban centers which offer a wide variety of services.

Agriculture has long been the primary industry. The area has some of Ontario's most fertile and productive land. The manufacturing sector is a close second in terms of employment. The Norfolk District Community Futures Program was established in 1987. The economy had been expanding, but not fast enough to accommodate the population and rising participation of women in the work force. The result was persistent out migration of young people, relatively low

participation rates compared to the rest of the province and a relatively large elderly population (NDCFC 1992,10). Tobacco, the dominant agricultural crop, had suffered severe problems since 1982, compounding the longer term adjustments to reduction of manufacturing jobs and the rising unemployment rate.

The Norfolk District Community Futures Committee was established as a means of adjusting to the conditions that accompanied the overall transition from agriculture to other secondary and tertiary activities. The NDCFC focused their efforts on three main sectors: agriculture, tourism, and manufacturing. Agricultural goals include: innovative farming techniques, hybrid crops and starting small businesses related to the agricultural field. Tourism goals include: small businesses, and the promotion of the coast line area. Manufacturing goals include; attracting industry to the area, job retraining, and entrepreneurial development.

As a result of superior leadership, cooperation, and coordination between NDCFC, Norfolk Federation of Agriculture, Transition Crop Team, and Ontario Horticultural Marketing Services the groups demonstrated that a Central facility for marketing and storage of fresh fruits and vegetables was feasible. The facility became operational in 1993 and has been quite successful.

Another not so successful initiative resulted because of a lack of coordination between the NDCFC and the city of Nanticoke. The Port Harbour Museum was developed in hopes of attracting tourists to the lake side area. The museum was completed in October of 1992, but because of a bitter bureaucratic

battle over parking caused the museum to remain closed. This battle over the museum caused a great deal of friction between residents who supported one side of the problem or the other.

Figure 4-5 displays a SWOT analysis of the Norfolk District Community Futures Area. This table helps to summarize the problems and prospects for this community.

FIGURE 4-5

SWOT ANALYSIS FOR NORFOLK DISTRICT

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> •prime agricultural land •public involvement in CED •located close to large labour markets •coordinated efforts of development agencies 	<ul style="list-style-type: none"> •public perception of development efforts is poor •leakages in retail and service industries •heavy reliance on agricultural industry 	<ul style="list-style-type: none"> •tourism development •entrepreneurial development •innovation in agriculture 	<ul style="list-style-type: none"> •urban sprawl •aging population •out migration of young people

Source: NDCFC 1992.

4.6 Huron County

Huron County is located along the eastern coast of Lake Huron. It's urban centres include Goderich and Seaforth. The area is primarily agricultural with

very few industries. The current problems include: high unemployment, out migration, slow rates of population growth, lower education levels, and dependence on government transfers. As a result of the poor economic climate, the Huron County Planning Department mobilized the community to become active participants in the planning and implementation of community economic development.

The county was divided into four development areas. North, South, West and Central. Each of these areas formed a committee which devises strategies for their area. Each of these committees held town meetings and public forums to promote ideas. As a result the County devised an eight point plan.

- To diversify the local economy
- To increase job prospects
- To encourage better opportunities for youth
- To stimulate more business and commerce in our communities
- To maintain our agricultural base
- To ensure the long-term competitiveness of industries
- To encourage local entrepreneurs and new business ventures
- to nurture a spirit of cooperation and coordination for Community development in Huron County (HCCFC 1993, 10).

Huron County has only had a Community Futures Committee operational since 1993, but they have made great progress in the field of CED. In this situation the program was not the motivator behind the progress. This community had the public support and volunteer action in place long before the program was implemented. As a result, they have made as much progress and are at the same stage of development as some of the other Community Futures areas. Coordination and Collaboration is the focus of this strategy and public

participation is an integral part of development in Huron County.

Figure 4-6 displays a summary of a SWOT analysis for Huron County.

FIGURE 4-6

SWOT ANALYSIS OF HURON COUNTY

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> •excellent agricultural land •coordinated development efforts •public participation in CED •tourism industry 	<ul style="list-style-type: none"> •high unemployment (since 1991) •very few opportunities for youth •service and retail leakages •low education levels 	<ul style="list-style-type: none"> •tourism development •entrepreneurial development •enhance retail and service sector 	<ul style="list-style-type: none"> •dependence on government transfers •out migration •slow population growth

Source: HCCFC 1993.

4.7 Chatham/Kent County

Kent County is located in Southwestern Ontario adjacent to Essex county. It is situated along the 401 corridor close to both the Sarnia/Port Huron and the Windsor/Detroit borders. This area is primarily agricultural and suffers from the typical problems facing rural areas in Ontario. Chatham is located in close proximity to larger markets such as London, Sarnia and Detroit and therefore leakages occur.

The Chatham Kent Community Futures committee has been fully operational since 1987. The program was adopted to combat high

unemployment, loss of skilled labour through out migration and the transition from a traditional agricultural base to a more diversified economy. The committee focused their efforts on training, agriculture and business development. Their goals include: offering training courses to help diversify their workforce, promoting the use of innovative agricultural techniques and developing entrepreneurship within the area.

As a result of coordination between the economic development departments, the agricultural community and the business sector, several initiatives have been developed. One innovative initiative being planned is the development of an Ethanol production facility. It is estimated that the facility will cost from \$50 to \$80 million to construct, but would generate a stable market for over 45 percent of Kent County's corn (CKCFC 1993, 10). In order for this project to be successful many different agencies must work together. Local municipal governments, local farmers, business and industry representatives with resource members from Ministry of Energy, and OMAF must all coordinate efforts to make this proposal a reality.

Figure 4-7 displays the SWOT analysis for Kent County. This table summarizes the problems and prospects for this area.

FIGURE 4-7

SWOT ANALYSIS FOR KENT COUNTY

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> •location •good agricultural land •coordinated development efforts 	<ul style="list-style-type: none"> •undiversified labour market •high unemployment •service and retail leakages •downtown Chatham needs revitalization 	<ul style="list-style-type: none"> •entrepreneurial development •innovative agriculture •retail and service sector development 	<ul style="list-style-type: none"> •loss of skilled labour •proximity to US market •out migration

Source: CKCFC 1991.

4-8 Brant County

Brant County is located in South Central Ontario along the Detroit to Montreal corridor. This location provides access to 60% of North America's manufacturing capability, and 85% of the total Canadian population (Brant Community Futures 1993,7). Brant County is a community in transition. Historically, the county was the centre for farm implement manufacturing. However the closure of the two dominate companies caused this community to suffer the fate of many single industry communities in transition. High unemployment rates, out migration, and negative "ripple effects" spread throughout the community.

In an effort to help Brant County out of their economic problems the

Community Futures committee was formed in 1990. The focus of this effort included; training, commitment to renewal, business development and tourism. Since inception the Community Futures committee has created 1051 jobs. They have funded the Sanderson Centre for the performing Arts, developed innovative training programs, supported the mayor's task force on telecommunications and Brant County's tourism initiative.

The Brant County Community Futures committee has been very successful in developing relationships with the Canada Employment Centre and businesses through the development of a series of innovative programs geared to specific industries. There has been trouble developing the relationship between the economic development professionals and CFC, however, each of the groups is dedicated to building such a relationship. Figure 4-8 displays the SWOT analysis for Brant County.

FIGURE 4-8

SWOT ANALYSIS FOR BRANT COUNTY

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> •location •good agricultural land 	<ul style="list-style-type: none"> •high unemployment •un coordinated development efforts •undiversified labour force 	<ul style="list-style-type: none"> •telecommunication •tourism •service industry •entrepreneurial development 	<ul style="list-style-type: none"> •out migration •loss of skilled labour

Source: CBCFC 1991.

4-9 SUMMARY

In each of the Community Futures Areas economic hardships exist. Yet each of these communities have been successful in developing a strategy for the future. All eight areas have had both successful and unsuccessful initiatives. Figure 2-9 summaries all of the similar strengths, weaknesses, opportunities and threats for the eight areas. Each of these area's strengths lie in their proximity to larger markets and availability of prime agricultural land. Unfortunately most of the areas suffer from the same types of problems; high unemployment rates, undiversified labour forces, out migration and service and retail leakages. In order to combat these types of problems these communities have developed strategies that promote tourism development, entrepreneurship, and service sector development.

FIGURE 4-9

SIMILARITIES BETWEEN COMMUNITIES

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> •location •good agricultural land •many different organizations involved in CED 	<ul style="list-style-type: none"> •service and retail leakages •undiversified labour markets 	<ul style="list-style-type: none"> •tourism •entrepreneurial development •service and retail development 	<ul style="list-style-type: none"> •out migration •nothing for young population

Cooperation and coordination of efforts tends to create success. In each successful initiative such as the storage facility in Norfolk or the Sarnia Harbour Expansion many groups and organizations had to coordinate ideas, funding, and strategies in order to be successful. When one examines the less successful initiatives such as: the Port Dover Harbour Museum, the underlying factor stems from poor coordination of efforts and lack of public support. Poor communication efforts between the different economic development departments and community futures committees only delay progress. Delayed progress tends to lower the public's perception of the CED process which can be detrimental to the efforts. A fundamental challenge to CED is for different agencies to coordinate their efforts instead of competing with each other.

CHAPTER FIVE- ANALYSIS OF THE COLLABORATIVE PROCESS

5.1 Overview.

There were many different ways this data could be subdivided. Not only are there different geographic areas, there are different organizations involved such as the CFC, BDC and EDP's as well as the native vs non-native element. The analysis which focuses on the geographic element will be further discussed in this chapter.

In this research 64 people were interviewed. Of the 64 respondents 28 represented CFC's, 25 were BDC members and 11 were economic development professionals. As a result of the diverse range of respondents, priorities were different depending on the group studied. In native communities the focus was on improving infrastructure, small business development and addressing the needs of different social segments, which is different from other areas where infrastructure and social nets are already in place. The focus of the CFC and BDC will be different because of the individuals involved. Typically business people are involved with the BDC and their focus as it should be, is more bottom line oriented than the CFC and as a result their priorities reflect this. Community Participation, is not as important to the BDC. The economic development professionals are a group that is hard to evaluate. Within their group there are a lot of differences as each professional has their own way of thinking. Some

EDP's believe in CED and others do not. One EDP said that CED was a "Crock", another said it was "just a buzz word", while other EDP's believed in the idea of CED and their answers reflect their beliefs.

This chapter examines the results of the survey. It has two major components; the first section evaluates all sixty four cases and is divided into three sections. The second major division analyzes the relationship among the 5 CED dimensions as measured at the community level. Section 5.2 gives a descriptive summary of the open ended questions. The following section 5.3 explains the attitudinal scales and their interpretation. The next section 5.4 of the chapter explains a summary model and its interpretative value.

5.2 SUMMARY OF CED PROCESS

The main idea of CED is the involvement of the general public and governments to promote and stimulate the local economy. The focus of this strategy is promoting partnerships between the public and private sectors as well as trying to promote local control. It is generally believed that communities taking control of their situations is the first step towards solving their problems (Young and Charland, 1991). Not all communities have attempted to embrace such a strategy. Previously, local governments used their electoral mandate to work on behalf of the community, with few formal consultation mechanisms. Focus groups, strategy planning sessions and other public participatory plans are new to the public sector and not always easily accepted. There is a reluctance to change.

The survey asked the question "What does CED mean to you?" No single

aspect of development was identified by every respondent, but the four most common responses to the question are presented in figure 5-1. Other responses included: minimizing taxation, adapting to a changing economic climate, retraining the workforce, improving infrastructure and industrial development. One person said "very little it is just another buzz word". While many had differing opinions, to many respondents the meaning of the words was a combination of development characteristics.

FIGURE 5-1

MEANING OF CED

POPULAR RESPONSES	NUMBER OF RESPONSES
ECONOMIC SELF RELIANCE HEALTH OF A COMMUNITY	38
EMPLOYMENT OPPORTUNITIES	29
PUBLIC INVOLVEMENT	14
BUILDING PARTNERSHIPS	11

The results showed that the majority of the respondents associated CED with economic conditions such as employment and economic self reliance. Other aspects such as public involvement and partnership development were secondary to the economic conditions. This is also shown by the rest of the common responses which all dealt with economic factors such as retraining the workforce and industrial development.

Every community is different and each community has a different set of organizations associated with community economic development in their area.

Although no two communities have exactly the same set of development agencies making identical contributions to the CED process, many Southwestern Ontario communities have many similarities in their most important organizations. Figure 5-2 displays the organizations that are usually important in a community. Respondents were asked to indicate the relative importance of these organizations in the overall CED process in their community. The scores range from one to seven. One meaning not important and seven meaning extremely important. Figure 5-2 displays the average score of the different agencies across all sixty-four respondents.

Generally, the higher the mean score the more important the organization was considered to the community economic development process. The most important agencies are the business development centres, the community futures committees, the economic development commissions. Next in importance come the local governments including, the city or town council, the Mayor, and the local MP or MPP. The most interesting result has to be how important the respondents felt the MP or MPP was in terms of the economic development process of their community. This is interesting because this indicates that the local people do not feel that they are in control of their economic situation. This indicates that the respondents are still looking for senior government intervention to solve their problems.

FIGURE 5-2

IMPORTANT AGENCIES IN THE CED PROCESS

n=64

ORGANIZATION	SCORE
BUSINESS DEVELOPMENT CENTRE	6.25
COMMUNITY FUTURES COMMITTEE	6.16
ECONOMIC DEVELOPMENT COMMISSION	5.92
CITY OR TOWN COUNCIL	5.55
MAYOR	5.34
ELECTED OFFICIALS (MP, MPP)	5.25
PLANNING DEPARTMENT OR COMM	4.83
LOCAL BANKS	4.44
FARM ASSOCIATIONS	4.33
CHAMBER OF COMMERCE	4.28
REGIONAL MUNICIPALITY	3.97
SERVICE CLUBS	3.67
LABOUR COUNCILS	3.62
CREDIT UNIONS	3.45
ENVIRONMENTAL GROUPS	3.41
SENIOR CITIZENS CLUB	3.0
RECREATIONAL GROUPS	2.91
CHURCH GROUPS	2.63
RESIDENT'S ASSOCIATIONS	1.94

Each of the communities in the study received a similar amount of funding for community economic development as a result of the Community Futures Program. The respondents were asked what they saw as the "role of the Community Futures Committee." Their comments reflect the mandate of their Community Futures Committee. Twenty-four of the respondents felt that the community futures committee serves as a facilitator. The responsibilities include acting as a linking agency between the public and private sectors and forging strong partnerships between the community members and the local governments. Other common responses included a support agency responsible for creating development policy, promotion of local entrepreneurial talent, information broker and a financial tool. Training and employment development were also seen as part of the role of the community futures committee.

One of the goals of this research is to examine the organizational problems that may restrict the community economic development process. A potential area of concern stems from the sheer number of participants involved in the various organizations and groups in community development. In order for any organization to be completely successful in their development efforts strong communicative links between the participating organizations must be forged. Measuring the level of cooperation, cohesion and linkage between organizations is difficult. What an organization may state as their policy in terms of communication with other organizations may be different from what they practise. Therefore, it is very important to find out what types of problems exist.

In an attempt to characterize the links that exist between the various organizations, the respondents were asked to characterize the links that exist between their organization and other organizations involved in the CED process. Of the fifty-eight valid responses 30 described the links as strong while 28 respondents said the links were poor or had some problems. The other six, either did not answer the question or did not understand what the question was asking. This response indicates that generally communication could be improved between the various organizations. Communication problems can exist in any organization. Whether the problems exist from different priorities, personality conflicts or different attitudes, forging linkages among organizations can be difficult. This result will be further analyzed when the data is examined at the community level.

The CED priorities identified by the respondents are examined in Figure 5-3. The priorities of the community economic development agencies. The initiatives are scored from one to seven in terms of how important they are to the CED organization. Scores are mean scores. The standard deviation is given so that one may see the differing responses among the 64 respondents.

FIGURE 5-3**PRIORITIES OF CED STRATEGY**

PRIORITIES (n=64)	MEAN	STD. DEV
STARTING SMALL BUSINESSES	6.63	.72
STIMULATING AN ENTREPRENEURIAL SPIRIT	6.58	.73
RETENTION OF EXISTING ENTERPRISES	6.30	.95
BUILDING PARTNERSHIPS AMONG CED ORGANIZATIONS	6.0	1.58
TRAINING AND HUMAN RESOURCE DEVELOPMENT	5.94	1.07
FOSTERING MULTICOMMUNITY COLLABORATION	5.73	1.44
ATTRACTING NEW ENTERPRISE	5.59	1.68
ACQUIRING FINANCIAL AID FROM THE PROVINCIAL AND FEDERAL GOVERNMENTS	5.50	1.66
MOBILIZING THE PUBLIC TO PARTICIPATE IN THE PLANNING AND IMPLEMENTATION OF CED	5.25	1.98
ADDRESSING THE NEEDS OF DISADVANTAGED SOCIAL SEGMENTS	4.2	1.8
IMPROVING COMMUNITY INFRASTRUCTURE SUCH AS ROADS AND SEWERS	3.53	2.0

The results show that most of these initiatives were high priorities except improving infrastructure and addressing the needs of the socially disadvantaged. It is especially important to note that there was a high degree of consensus on starting small businesses, stimulating an entrepreneurial spirit and retention of existing businesses. The high standard deviations indicate that there was some disagreement on the importance of priorities among respondents. Improving infrastructure and addressing the needs of disadvantaged social segments are easy to explain. In the native areas these two items are top priorities whereas in

the other areas they are not as important. Infrastructure is developed to higher standards in the other areas. Another difference that is important to note is the high standard deviation associated with the statement "mobilizing the public to participate." This indicates that not all respondents place a high priority on public involvement in the development process and thus have not really embraced the idea of community economic development.

Public participation is a necessary aspect of CED. Keeping the public involved is sometimes quite difficult. People tend to be skeptical of others and often worry that their efforts are all for nothing as the problem is too big to solve. It is very important for the volunteer to feel that they are making a difference and that their goal can be accomplished. According to Social Dilemma Theory (Dawes 1980) volunteers will not continue to volunteer their time if they feel their efforts are unsuccessful or futile. Therefore it was necessary to find out whether the respondents felt CED was working in their area. The participants were asked the question "Do you think the CED process is working in your community futures area?" Only four respondents said no while sixty said yes. However, twenty-five respondents qualified their yes with answers such as "process is moving slow", "could be working better," "we just started the process". These qualified yes answers indicate that problems exist within the communities. They also indicate the potential loss of these volunteers as they are starting to feel that their efforts are not that successful.

The results of the descriptive data indicate that both similarities and

differences exist between the areas. Many of the important organizations and the priorities of the organizations are similar between the areas. However, it was also evident that communication links are common problems. The nature of these problems are explored further in the subsequent analysis.

5.3 MEASURING ATTITUDES

This section describes how four sets of attitudinal items were analyzed. The first set of items measured the need and urgency for community economic development. The second set of attitudinal items measured opinions regarding the economic viability of the community. The third set of items measured the vitality of social interaction among CED organizations while the fourth set of items measured the effectiveness of political involvement within the Community Futures area.

Respondents were given statements to which they answered whether the statement applied a great deal or did not apply at all to their situation. A seven indicated that the statement applied a great deal, while a one indicated that the statement did not apply at all.

Both the mean score and the standard deviations for each item are given. All of these scores are based on 64 responses. The mean scores are important because it typifies the respondents views, whether they are generally negative or positive. The standard deviations are important because this helps to pin point areas of conflict. A high standard deviation indicates differing attitudes which in turn could indicate a problem.

FIGURE 5-4

ECONOMIC VIABILITY

n=64	MEAN	STDDEV
THERE IS A STRONG ENTREPRENEURIAL SPIRIT	5.2	1.52
THIS CF AREA HAS INCREASED ITS CAPACITY TO ACT AND MANAGE CHANGE	5.14	1.40
ECONOMIC PROSPECTS IN THIS AREA ARE MORE FAVOURABLE THAN OTHER COMMUNITIES IN ONTARIO	4.23	1.86
THIS AREA'S SURVIVAL IS INDEPENDENT OF SENIOR GOVERNMENT INTERVENTION	3.41	1.93
THIS CF AREA HAS ESCAPED SEVERE ECONOMIC SHOCKS OVER THE LAST TEN YEARS	2.33	1.80

The results of the economic viability mean scores were quite positive. The respondents indicated some very positive attributes of their communities such as, strong entrepreneurial spirit. Most of the respondents tended to have a positive outlook for the future. This is indicated by the high mean score on the statement "This area has increased its capacity to act and manage change." The standard deviations indicate that there is a lot of discrepancy between respondents for certain questions. There was a lot of disagreement on the statement "Overall, the prospects of this community are more favourable than other communities in Ontario." However, this discrepancy may only be a reflection on how many respondents are positive thinkers. Most of the respondents felt that their areas have been through some severe economic shocks.

One alarming score is the very high standard deviation and average mean

score on the statement "Senior Governments have more control than local residents." This indicates that some of the respondents felt that senior governments had more control and this means that the local community does not have a sense of control or empowerment. Local control is the central aspect of a CED strategy and the fact that some respondents did not feel that there was this control indicates a problematic situation.

FIGURE 5-5
ORGANIZATIONAL INTERACTION

n=64	MEAN	STDDEV
ORGANIZATIONS INTERCONNECTED	4.81	1.93
REGULAR AND FREQUENT COMMUNICATION	4.64	1.75
INFORMATION FREELY EXCHANGED	4.30	1.85
BUSINESS GROUPS AND GOVERNMENTS WORK TOGETHER EASILY	4.08	1.81

Figure 5-5 displays the results of questions that measured the organizational interaction among the CED actors. The results indicate a very interesting problem. All four of the scores that measure organizational interaction are located around the value of four and all have standard deviations above 1.5. This indicates that the respondents have drastically different opinions on these statements. This clearly pin points a severe problem. All of these questions deal with communication. Differing opinions indicate that problems exist in these areas. This chart can only pin point potential areas of concern for all respondents. This section is not community specific. The later section analyzes

these types of problems with community specifics.

FIGURE 5-6 LOCAL PARTICIPATION

N=64	MEAN	STDDEV
CED ORGANIZATIONS INTEGRATES SIGNIFICANT LOCAL RESOURCES INTO IT'S OPERATIONS	5.37	1.66
CED ORGANIZATIONS FAIRLY REPRESENT ALL INTEREST	4.98	1.53
CED ORGANIZATIONS ARE FREE TO VOICE THEIR OWN OPINIONS	4.64	1.82
LOCAL PLAYERS ARE WELL INFORMED AND TRAINED IN THE CED PROCESS	4.63	1.49
EXTENSIVE OPPORTUNITIES FOR THE PUBLIC TO PARTICIPATE	4.33	1.72
FEW PROBLEMS FINDING VOLUNTEERS	3.72	1.82

The results from the local participation scale were very similar to the results of the organizational interaction scale. The results were still rather middling, however, they did tend to be more positive. The high mean score on "CED organizations integrate significant local resources into it's operation" is a very positive response. This indicates that the majority of the respondents felt that local participation through the use of local resources was an important aspect of CED. However, the high standard deviations indicated that some local actors perceived local participation to be another aspect of the CED process that varied considerably. This means that local participation was not always evident.

FIGURE 5-7**POLITICAL EFFICACY**

n=64	MEAN	STDDEV
REPRESENTATIVE OF FEDERAL, PROVINCIAL, AND LOCAL GOVERNMENTS ARE WILLING TO COOPERATE WITH CED ORGANIZATIONS	5.28	1.5
LEADERS HAVE BEEN EFFECTIVE IN BUILDING RELATIONS WITH NON LOCAL ORGANIZATIONS	4.78	1.79
LOCAL GOVERNMENTS ARE EFFECTIVE IN PROMOTING CED	3.9	1.72

The results from the political efficacy items, as shown on Figure 5-7, indicate that these communities generally felt that the local government was not politically effective in their CED efforts. This indicates a severe problem. However, the mean score for this question is middling and the standard deviation is rather high. Thus meaning there was a lot of discrepancy with this question. More could be done in terms of strengthening the political effectiveness of the local actors. This indicates a need for increased interaction and collaboration between the various development organizations and the local government.

5.4 INDEX INTERRELATIONSHIPS

In order to further examine the data and the relationships between the different variables, five indices were created. These indices were: Economic Viability, Organizational Interaction, Local Participation, Political Efficacy and CED activities. Further examination of the variables was necessary because mean scores tend to generalize the data and when a seven point scale is used

generalization is not an optimal situation. These indices were created by aggregating variables that measured the same aspect of development. A reliability analysis was performed in order to check the scales. Chapter three discusses this process in detail.

After the five indices were created correlations were performed. Spearman's Rank method of correlation was used. Figure 5-8 displays the correlation table and the significance of each relationship.

FIGURE 5-8

CORRELATIONS OF COLLABORATION MODEL

LOCAL	.3147			
	Sig .011			
ORG	.2416	.3264		
	Sig .054	Sig .008		
POLI	.3385	.5306	.4725	
	Sig .006	Sig .000	Sig .000	
CED	.1755	.4985	.4308	.5030
	Sig .165	Sig .000	Sig .000	Sig .000
	ECO	LOCAL	ORG	POLI

(Coefficient / 2-tailed Significance)

KEY

n=64

Local = Local Participation

Org = Organizational Interaction

Poli = Political Efficacy

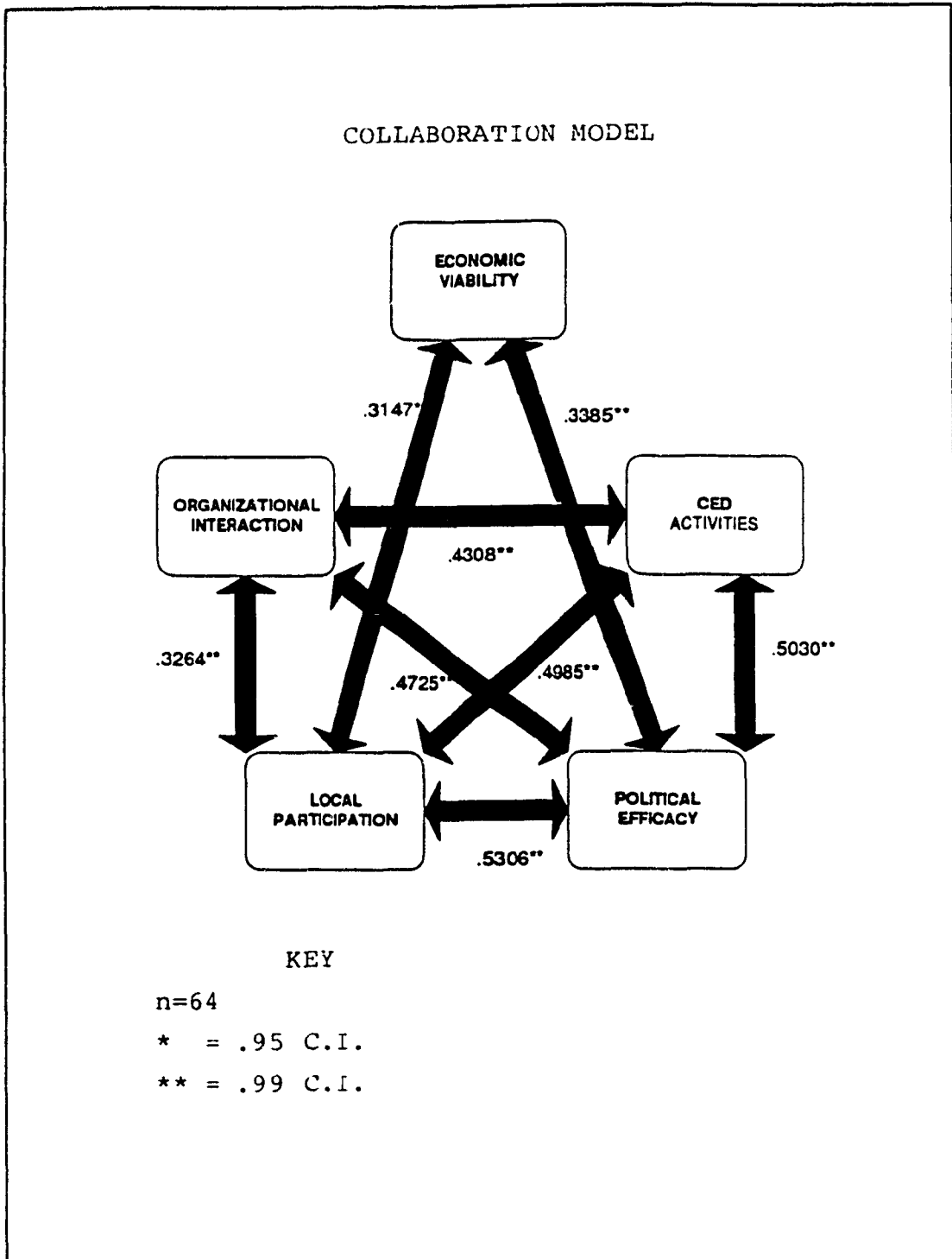
Eco = Economic Viability

CED = Extent of CED initiatives

Figure 5-9 depicts the interrelationship among the items. It is important to note that the economic viability of the community was not significantly correlated with the extent of CED activity, nor was organizational interaction significantly correlated with economic viability. Therefore the local actors in southwestern Ontario did not perceive that economic viability was as important in determining the extent of CED activities. The strong correlations between political efficacy and the other variables indicate that the respondents regarded the political effectiveness of the community economic development organization as an important factor influencing the extent of CED activities. This result is rather surprising on one hand since one would tend to think that the perception of the economic conditions would directly influence the extent of CED activities. The political situation is quite difficult in Ontario since the provincial and federal governments have significantly different views in terms of the policy spectrum. As a result, programs are often poorly coordinated between the federal and provincial governments. Therefore, it is not surprising that if respondents felt that their political control was adequate that the extent of CED activities would also improve.

FIGURE 5-9

ACTOR'S PERCEPTIONS



This model can be applied on the community level by aggregating each of the respondents scores in a community. Since every community is unique, each of the scores will be different depending on what the community perceives about development and their strategy. From these indices one can see where the attitudes of the local actors differ. By investigating these differing attitudes one can pin point areas of potential conflict, and thereby, find ways to address these situations before they become problems. The application of the collaboration model will be used to find out whether the same factors influence CED activities at the community level..

5.5 PART TWO- THE EIGHT AREAS

In this section of chapter five the eight Community Futures Areas will be discussed. Both the collaboration model and the five development indices will be evaluated. Earlier in this chapter all sixty four responses were evaluated. In this section the focus will be on the responses from individual areas. In addition to the application of the collaboration model and the five indices, a discussion which focuses on similar and dissimilar responses to attitudinal questions will be carried out.

Figure 5-10 displays the five development indices for all of the areas. All of the scores are displayed in a percentage format. Therefore the higher the percentage the more effective the local actors felt their community was in terms of the five development indices. It is important to notice the average score for all areas located at the bottom of the chart.

FIGURE 5-10**CED INDICES (%)**

Community	n	Economic Viability	Organizational Interaction	Local Participation	Political Efficacy	CED Activities
Kent	9	52.7	58.7	61.9	67.2	60.3
Lambton	8	54.3	79.1	60.4	62.5	71.4
Seven Bands	7	54.7	75.5	70.4	63.3	85.7
Oxford East Elgin	8	58.9	62.1	64.3	63.4	82.1
Huron	8	64.3	67.0	76.2	66.7	89.3
Brant	9	51.8	63.9	66.6	62.7	69.8
Norfolk	8	61.1	55.8	71.1	69.6	83.9
Six Nations New Credit	7	68.9	47.5	64.0	57.1	57.1
All Areas	64	58.0	63.7	65.9	64.2	74.8

The relatively low economic viability scores indicate that the local actors were uncertain as to the economic future of their community. With the exception of the Six Nations, each of the communities had rather pessimistic opinions on their communities economic future. Brant County had the lowest score on this index.

The organizational interaction scores ranged from an extremely low 47.5 to 79.0. This large range of scores indicates that this indicator is one that can distinguish the communities. It is not surprising that Lambton County scored high in this category because of their area's commitment to partnership building. The Sarnia -Hydro Expansion is a perfect example of team work. Many different organizations had to work together for this project to be successful. The low

score of the Six Nations indicates that problems of coordination between agencies and actors is a real problem. Huron County which has a very innovative CED strategy did not score as high in this category as Lambton or Seven Bands. This indicates that one area that this community could work on improving is building relations among organizations through communication and coordination.

Local participation is an important aspect of any development strategy. Huron County boasts the highest score on the local participation scale while Lambton had the lowest score. In Huron County the planning department has developed many innovative techniques for getting the public involved. Development committees, public forums and community workshops have helped increase CED awareness within the community. Norfolk has also been quite successful in encouraging the public to get involved in the development process. Lambton's public participation scheme is not as innovative and as a result they have had a hard time attracting the public to become involved.

All of the scores on the political efficacy scale were clustered around the mean. This means that there was very little difference in actor's perceptions of the local governments between these communities.

The fifth index, CED activities represents the perception that the local actors had about the progress of their community in terms of development activities. It was not surprising that the scores were quite high. Kent County and Six Nations had rather low scores in comparison to the other communities indicating that the local participants did not feel their communities were that far

along in terms of their development initiatives.

As one examines these five indices of CED one has to notice that not all of these scores would be easy to improve upon. In fact all of these indices are based upon perceptions and perception is not easily changed. The economic viability of community and the effectiveness of local politicians are both measures that are difficult to measure and change. Politicians can be voted out or the economic climate could improve but both of these solutions are long term and not easily achieved. Organizational interaction and local participation are key elements of a CED strategy that can be improved upon. Building partnerships among development agencies, communication between all of the major players, and public workshops are ways to improve both the organizational interaction and local participation within the community. These solutions might not be that easy to achieve but they are easier than the other two indices. Figure 5-10 showed very little difference between communities in terms of economic viability and political efficacy scores, however the differences were more distinctive when organizational interaction and local participation scores were examined.

Every community has its own strengths and weaknesses. Figure 5-11 shows the strengths and weaknesses of each of the communities in terms of the five variables. This chart is important because it helps the reader identify which areas a community could improve upon in their CED strategies.

FIGURE 5-11

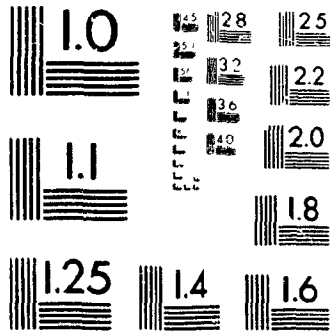
STRENGTHS AND WEAKNESSES

COMMUNITY	STRENGTHS	WEAKNESSES
KENT	POLITICAL EFFICACY	ORGANIZATIONAL INTERACTION ECONOMIC VIABILITY
LAMBTON	ORGANIZATIONAL INTERACTION	LOCAL PARTICIPATION
SEVEN BANDS	ORGANIZATIONAL INTERACTION LOCAL PARTICIPATION	ECONOMIC VIABILITY
OXFORD	ORGANIZATIONAL INTERACTION	CED EXTENT
HURON	LOCAL PARTICIPATION STAGE	ORGANIZATIONAL INTERACTION
BRANT	LOCAL PARTICIPATION	ECONOMIC VIABILITY
NORFOLK	LOCAL PARTICIPATION	ORGANIZATIONAL INTERACTION
SIX NATIONS	ECONOMIC VIABILITY	ORGANIZATIONAL INTERACTION

Every community is unique. Each area has a different mixture of natural, physical and human resources. Therefore it only stands to reason that each community economic development strategy would be different. The problems and obstacles are also case specific. However, each of these areas have some similar characteristics such as high unemployment, and geographic location, government funding so one might assume that some of the problems are also the same. Findings show that there are some similarities but these similarities are

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very broad and must be broken down to case specifics in order to be useful.

In order to further investigate these differences the Collaboration model was formed to investigate significant correlations between variables. Figure 5-12 displays the correlations and Figure 5-13 displays the results of the application of the Collaboration Model at the community level.

FIGURE 5-12

**CORRELATIONS OF THE COLLABORATIVE MODEL
BY COMMUNITY**

LOCAL	.3810			
	Sig .352			
ORG	-.4048	.0000		
	Sig .320	Sig 1.0		
POLI	.2381	.8095	.1429	
	Sig .570	Sig .015	Sig .142	
CED	.2381	.7619	.5000	.8571
	Sig .570	Sig .028	Sig .207	Sig .007
	ECO	LOCAL	ORG	POLI

(Coefficient / 2-tailed Significance)

KEY

n=8

Local = Local Participation

Org = Organizational Interaction

Poli = Political Efficacy

Eco = Economic Viability

CED = Extent of CED initiatives

FIGURE 5-13

COMMUNITY PERCEPTION

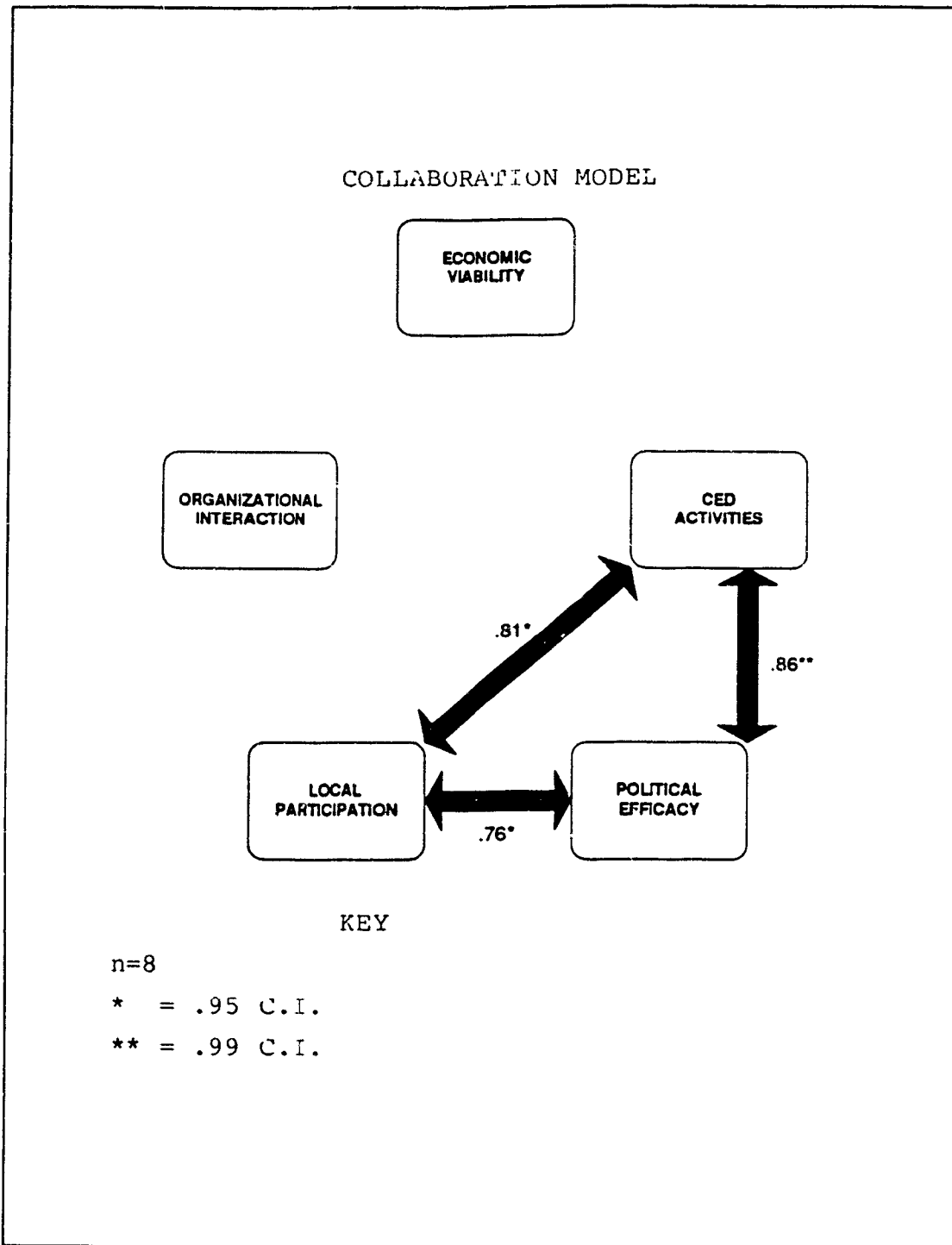


Figure 5-13 depicts the interrelationship among the items. It is important to note that only local participation and political efficacy were significantly correlated with extent of CED activities and with each other. This result is different than n=64 because organizational interaction was not significantly correlated with any of the other variables. In both the n=64 (local actors) and n=8 (community) analyses economic viability was not significantly correlated with anything. Indicating that the economic conditions of a community are not as important in determining the extent of CED activities as the other factors. These models indicate that the most important collaborative components influencing the extent of CED activities are local participation and political efficacy. The local actors felt that organizational interaction was an important factor, but once this factor was examined at the community level it was no longer significant. This indicates the strong need for local participation and good working relations with local governments to accomplish CED activities.

Economic viability, organizational interaction, local participation, political efficacy and extent of CED activities are the five broad indices used in this study. Each of these indicators of development is very broad in scope and could mean various things. Examining significant correlations only shows very crude relationships based on the local participants' perceptions. It does however, provide the user with a quick way to assess a situation. For example if one observes a relationship between local participation and political efficacy one would examine what was happening with the local government and the public. Was the

public participating? Did local officials include all of the important segments of the population when decisions were made? This model is useful in that it helps the user pinpoint areas of concern. It gives the user a direction in which to investigate further.

5-6 CONCLUSIONS

This research pointed out many important aspects of the CED process in Southwestern Ontario. Recent literature (Rubin 1986) suggests that the collaboration of development efforts and ideas is a necessity for successful development initiatives. This research tends to support that conclusion for Southwestern Ontario. The correlations between the variables and CED activities suggest coordination of efforts influence the extent of CED activities. Unlike Rubin, however, economic viability was not found to be related to the extent of CED activities. Generally, the local actors felt that the community economic development process and the community future program were working in their area. Yet it was perceived as progressing very slowly because organizational and political problems were slowing down the process. Communication breakdowns between the different agencies involved in CED were common problems. On the reserves (Six Nations and Seven Bands) communication problems existed between CED groups and Pathways, an agency which controls the funding for the Community Futures program. Off reserves these same types of problems developed between the economic development professionals, Community Futures people and business development groups. There were instances of "turf" battles,

although most of the problems were the result of a lack of coordination, and rationalization of ideas and visions for the communities. Information was not always shared, and the commitment to keep all the major players informed was not always maintained.

The priorities of the communities were very similar; the common goals shared by the areas focused on: ways to increase the entrepreneurial activity within the area, training and small business development, community participation and communication, plus fostering multicomunity collaboration.

Knowledge of the importance of coordination and collaboration of development efforts is needed for successful development in Southwestern Ontario. Clear goals must be set and individuals must learn how to work together as a collective in order to progress. Far too often organizational problems occur because someone was ill-informed about the organization's priorities or daily operations. There is also very limited communication among these geographically close areas. The problems these areas face are similar, yet there are few attempts to share experiences between these areas. These experiences could become valuable for the other communities, since they could potentially save time and effort doing something that was unfeasible. Each of these communities have different experiences that could be shared to energize their collective potential. Although these communities have been successful in their efforts thus far they must continue to coordinate their operations and facilitate discussion among themselves in order to continue to reach their individual goals.

CHAPTER SIX: DISCUSSION AND CONCLUSIONS

6.1 SUMMARY AND DISCUSSION

The purpose of this study has been to examine the development strategies of the eight study areas. The problems and successes were evaluated by examining the attitudes of key actors within these communities. Differences in their perception of CED goals and methods within their communities were identified. The research pointed out many important aspects of development within the area. Every community is distinct with its own strengths and weaknesses. However, it is possible to examine similar patterns. Five indices were created to help pinpoint problems with the Community Futures Program and CED in Southwestern Ontario. The local actors suggested that the organizational interaction, local participation rate, and the political efficacy of the local politicians, influenced the extent of CED activities while literature suggests that economic viability of a community influences progress. The community level results suggested that it was local participation and political efficacy that influenced extent of CED activities. This contrasts the literature in that economic viability did not appear significant.

All of these communities experienced both success and problems during their development process. Same experiences were shared by all of the communities. The problems stem from the disorganization of the CED process in the areas. There are many different agencies involved in the process as each

CF area has many towns with different needs and resources. These agencies have different goals and objectives and this makes collaboration difficult. In principle the idea of all the organizations cooperating and working toward a common goal may seem simple, but realistically it is very difficult to achieve. Many of these organizations have completely different mandates and goals. An example of this is the economic development professional who works for a town. His/her mandate might be to increase business development within the town of x. He/she would probably not be too worried about what is happening in town y because his job depends on what happens in X. As a result, he would spend little time developing relations with other towns, especially if his town was successful in attracting businesses.

The economic climate in Ontario is very competitive. Many communities have faced devastating plant closures and cut backs and as a result are quite desperate to attract employment to their areas. This climate breeds competition not collaboration or partnership building.

The problem of disorganization starts at the top. The Federal and provincial governments both have programs aimed at promoting Community Economic Development. However, these programs have not been coordinated and as a result confusion has resulted in Ontario. Both Jobs Ontario-Community Action and Community Futures programs aim to involve the public to take initiative and control of their own economic situation. However, there has been little effort or success in coordinating the two programs.

Within the Community Futures program disorganization exists. Even the so-called standardized annual reports vary in content. Each area submits an annual report, however the guidelines for these reports are interpreted loosely. There is also no standardization in the figures reported. Therefore, it is hard to evaluate how successful a program is in one area compared to another. There is a great deal of variation between reports in southwestern Ontario. Sarnia-Lambton submitted a very professional twenty page document complete with award winning photographs for their second generation funding submission while other areas prepared one hundred and fifty pages of information. Both submissions were accepted, however, there were vast differences in the information presented which implies, that the communities do not share information on how to accomplish common goals. For example jobs created and cost per job seem like reasonable methods for evaluating program outcomes. Each of these areas reported these figures differently and it is extremely difficult to standardize the figures. A data base that contains information on initiatives that were attempted would be extremely helpful for these areas. There is little communication between the different CF areas and therefore little information is shared. This data base could save someone from committing expensive errors. If a community tried an initiative that did not work and documented why it was unsuccessful this documentation could save time and money for the next community that tries it.

Further disorganization exists within the program concerning native CF

areas with a program known as Pathways. Pathways, a training program for native communities, now administers Community Futures funding instead of EIC maintaining direct control. The native communities see this as an extreme problem because they feel that the government is changing the rules. Before Pathways, native Community Futures areas went in open competition for funding with all of the other Community Futures areas. The native communities were quite happy with this arrangement and in Southwestern Ontario were quite successful in securing funding for their projects. Now native areas must deal with Pathways, a program also administered by EIC. They must compete against projects for their own areas for Community Futures funding.

Another complicating factor of the Community Futures Areas are the boundaries that the program uses for an area. In Southwestern Ontario most of the areas form County boundaries. County boundaries are effective for many reasons. First the CF program is not the only agency in the community development process. There are many different agencies involved in the CED process and each organization has a different focus and mandate. These agencies also service different boundaries which bring a competitive factor into play. For example in Southwestern Ontario a Community Futures Area is usually a county. The important players could be the Community Futures Committee, the economic development officers, the chambers of commerce and the local politicians. This group alone could be frustrating to deal with as there could be many different interests and they will do what

is best for their town. The economic development professionals would also fight for their town as they are usually hired by the city or town.

The economic development professionals are extremely important in CED progress and must continue to take a leadership role in order for progress to be achieved. Other agencies have become involved, but there is opportunity for the EDP's to oversee this process. The County's economic development departments are already in a place to oversee these CED projects. Huron County is a perfect example of this type of leadership. The planning and development department helps coordinate volunteers, organize public forums and town meetings.

In each of the communities studied, many problems exist in their development strategies. Lack of communication and coordination of efforts are problems. There is also the problem of control. Many respondents indicated that they did not think their community could survive independent of government intervention. This indicates that there is not a sense of empowerment developing for these respondents and this could cause serious problems. Each of the communities also experiences the five vulnerabilities identified by Esman and Uphoff. Conflicting interests, fear of losing their freedom, internal division and ineffectiveness are evident in some fashion in each community. Surviving these vulnerabilities can only be done with constant effort. Building partnerships, coordinating efforts, including all segments of the population in CED process, working towards a common goal is the only way to overcome these vulnerabilities that are detrimental to the development process.

3.2 CONCLUSIONS

In conclusion the results of this study have important implications. CED strategies are complex and must be tailored to individual communities. There are many different organizations involved in the CED process in Southwestern Ontario and each of them has its own focus. Learning to collaborate the development efforts is not an easy task. First you have to identify where the problems exist. One identification method was employed in this study: survey local participants using an attitudinal scale. If you have discordant attitudes one can surmise that some type of problem exists and further examination must be completed. Although this may be a crude measure it is a quick way to identify potential problems that are not easy to otherwise identify.

The results of the survey indicated that these communities did have a clear focus as to their CED strategy. The standard deviations on the questions that asked what were the priorities of their organizations were substantially lower than the questions that probed about internal organization, local participation, political efficacy and economic viability. While these organizations have a clear focus, it is the other internal organizational obstacles that slow the development process.

Collaboration, Cooperation, and Communication are all important aspects of a development strategy. Local communities must take control of their economic situations, government cut backs and the poor economy dictate that development comes from within . Local investment, entrepreneurial development, and training are all important initiatives that ensure sustained development. Coordination and Cooperation of efforts will ensure that this development process moves at a quicker pace.

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APPENDIX A
RESPONDENT: _____

INTERVIEW NO. _____

**COMMUNITY ECONOMIC DEVELOPMENT SURVEY
QUESTIONNAIRE**

IN THIS QUESTIONNAIRE WE ARE INTERESTED IN YOUR ASSESSMENT OF THE COMMUNITY ECONOMIC DEVELOPMENT PROCESS (CED) WHICH IS TAKING PLACE IN THE AREA KNOWN AS THE _____ COMMUNITY FUTURES (CF) AREA.

A - FIRST A FEW QUESTIONS ABOUT YOURSELF.

1. In what town/township do you live on a permanent basis?

2. How many years have you been living in this community ?
of years ___ ___

3. Do you plan on moving from this area at any time in the future?

4. a) With what organization(s) [committees, councils, societies] associated with community economic development are you involved?

- b) To which organization do you devote most of your time?

- c) Including all these organizations, what proportion of your time is dedicated to CED?

5. What has been your past experience in the CED process? (How, when, where did you become involved?)

6. What does the idea of community economic development mean to you?

B - NOW SEVERAL QUESTIONS ABOUT THE CED ORGANIZATION WHICH YOU REPRESENT OR IN WHICH YOU ARE MOST ACTIVE.

Here is a list of CED initiatives that might be the priorities of your organization. What is the current importance of each initiative for your organization.

- | | not important
at all | | | | | | extremely
important | |
|-----|---|---|---|---|---|---|------------------------|------------|
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | |
| | | | | | | | | importance |
| 7. | Promoting this area's comparative advantages to outside investors. | | | | | | | _____ |
| 8. | Starting small businesses | | | | | | | _____ |
| 9. | Addressing the needs of disadvantaged social segments in the area. | | | | | | | _____ |
| 10. | Improving community infrastructure such as roads and sewers. | | | | | | | _____ |
| 11. | Stimulating an entrepreneurial spirit. | | | | | | | _____ |
| 12. | Training and human resource development | | | | | | | _____ |
| 13. | Attracting new enterprise | | | | | | | _____ |
| 14. | Retention of existing enterprise | | | | | | | _____ |
| 15. | Acquiring financial aid from the provincial and federal governments. | | | | | | | _____ |
| 16. | Fostering multicomunity collaboration. | | | | | | | _____ |
| 17. | Building partnerships among CED organizations in the area. | | | | | | | _____ |
| 18. | Mobilizing the public to participate in the planning and implementation of CED. | | | | | | | _____ |
| 19. | What are the main initiatives that your organization has taken? | | | | | | | |
| 20. | In general, how would you characterize the role of your organization in the CED process of this area. | | | | | | | |

C - THE REST THE QUESTIONNAIRE FOCUSES ON THE NETWORK OF ORGANIZATIONS AND INDIVIDUALS INVOLVED IN THE CED PROCESS.

The following is a list of organizations and individuals that might be involved in the planning and implementation of CED in this CF area.

Please rate (in column (a) below) the importance of each organization or individual to the CED process in this area. (Where the organization does not exist, or if you are uncertain, then leave the space blank).

not important at all	1	2	3	4	5	6	7	extremely important	importance (a)	core (b)
21. Elected Officials (MP, MPP)									_____	_____
22. Regional Municipality									_____	_____
23. Business Development Centre									_____	_____
24. Community Futures Committee									_____	_____
25. Economic Development Commission									_____	_____
26. Labour Council									_____	_____
27. Local Banks									_____	_____
28. Chamber of Commerce									_____	_____
29. Service Club(s)									_____	_____
30. City/Town Council									_____	_____
31. Mayor									_____	_____
32. Farm Association									_____	_____
33. Senior Citizens Club									_____	_____
34. Church groups									_____	_____
35. Recreation groups									_____	_____
36. Environmental groups									_____	_____
37. Credit Unions									_____	_____
38. Resident's Associations									_____	_____
39. Planning Department or Comm.									_____	_____

Which of these are the core or lead players in this CF area?
(check column (b) above)

Are there any other groups (community interest groups, ad hoc and informal groups)?

- 40. _____
- 41. _____

42. How would you characterize the links which exist between your organization and other community economic development organizations?

43. How would you characterize the role of the Community Futures Committee in this area?
44. Do you think the boundaries of, and the municipalities included in, the Community Futures area are suitable? If yes, why? If not what other boundaries would be more suitable?

Communities typically move through a sequence of steps in the implementation of the CED process. The following is a list of characteristics that might describe the steps taken by this CF area. Place a check beside each statement if it applies to this CF area?

45. Local leaders are generally aware of the need or opportunity for CED in this CF area. _____
46. A local planning process for CED has been implemented in this area. _____
47. A profile of socio-economic characteristics has been prepared for this area. _____
48. There are short-term actions plans currently being implemented. _____
49. An integrated network of CED organizations has developed throughout this CF area. _____
50. There is a long-term strategic plan for CED in this area. _____
51. Area residents support, or have bought-in, to the CED process. _____

Here are several characteristics that might describe the need and urgency for a CED approach in this CF area. How applicable is each statement to this CF area?

does not
apply at all

applies a
great deal

1 2 3 4 5 6 7

52. There are enough employment opportunities in this CF area. _____

53. This CF area has escaped severe economic shocks over the last ten years. _____

54. So long as the number of jobs increases, it really doesn't matter to the community what type of industry or business is attracted. _____

55. Economic development is the most urgent issue facing this CF area. _____

56. Overall, the economic prospects of this CF area are more favourable than other communities in Ontario. _____

57. Over the last ten years, this CF area has increased its capacity to act and manage change. _____

58. In the past five years, the pace of growth in business and industry has been:

- a) too fast
- b) too slow
- c) at about the right rate
- d) in an overall decline

59. In the past five years, the rate of population growth has been:

- a) too fast
- b) too slow
- c) at about the right rate
- d) in an overall decline

Here are eight characteristics that might describe the economic viability of this CF area. How applicable is each statement to this CF area?

does not
apply at all

applies a
great deal

1 2 3 4 5 6 7

60. There is little this area can do to encourage economic development since businesses will make their own decisions. _____

61. Senior governments have more control in community economic development issues than local residents. _____

62. There is a strong entrepreneurial spirit in this CF area. _____

63. Elected officials (municipal councils) in this area are willing to take risks in pursuit of CED. _____

64. This area's development or survival is independent of senior government intervention (regional, provincial or federal) _____

65. The CED process integrates significant local or community resources into its operations. (volunteer resources, local financial support, in-kind resources) _____

66. There are not enough opportunities for local residents to acquire training in the practice of CED. _____

67. This area's economic development is highly dependent on a local business coalition. _____

Here are ten characteristics that might describe the vitality of social interaction among CED organizations within this Community Futures area. How applicable is each statement to this CF area?

does not
apply at all

applies a
great deal

1 2 3 4 5 6 7

- 68. Representatives of federal, provincial and local agencies are willing to cooperate with CED organizations. _____
- 69. There is sufficient coordination between Federal and Provincial CED initiatives in this CF area. _____
- 70. The CED process is poorly coordinated among the various municipalities in this CF area. _____
- 71. There are few problems finding area residents ready to volunteer their time to CED activities. _____
- 72. CED organizations in this area are well interconnected. _____
- 73. Business groups and governments work together easily in this CF area. _____
- 74. There is a short supply of residents with sufficient training to participate effectively in the CED process. _____
- 75. There is regular and frequent communication between all the major players in the community economic development process. _____
- 76. Information is not freely exchanged among the CED organizations in this CF area. _____
- 77. The local players in the CED process are well informed and trained in the techniques for implementing CED. _____

88. Do you think that the CED process is working in this CF area? Why is it successful or unsuccessful?

89. We would like to talk to most of individuals who have played a leadership role (i.e. movers and shakers, sparkplugs) in CED in this area. Please provide their names and their affiliations to the CED process.

Individual's Name

Position/affiliation

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

PLEASE FEEL FREE TO ADD ANY ADDITIONAL COMMENTS

THANK YOU FOR YOUR ASSISTANCE

APPENDIX B

List of Interviews

Mary Zelinski
Joyce Holwerda
Bob Cloes

Norfolk District

Cliff Shenk
Gordon Potts
Charlie Skinner
Carol Gerratt
Eric Harrop
Carolyn Bones
Jim Boll
Ken Sheppard

Sarnia Lambton

Yvonne Clark
Mike Modgna
Ray Witnall
Jace Kohlmeir
Mike Ireland
Bob Humphries
Tim McCarthy
Steve Irvine

Chatham Kent

Paul Bachwell
Paul Sunnen
Rene Adams
Charles Seeman
Janet Burnreuter
Ralph Pulgiese
Bob Wheeler
Janice Kominek

Seven Bands

Philp Manness
Rosemary Albert
Walter Albert
Mark French
Philip Snake
Arnette Timothy
Christopher George

Huron

Alison Lobb
Judy Crawford
Paul Nichol
Bill Duckworth
Don Pullen
Rhea Hamilton Segar
Gary Egalson

Gary Davidson

Oxford East Elgin

Mrs. Hoogecamp

Helen Smith

Glen McDonald

Diana VanWinden

Cathy Markle

Fran Brown

Chuck Knapp

Len Mayor

Six Nations

Jan Porter

Dean Richardson

David Vince

Carolyn King

Kim Hill

Carolyn Beaver

Cyril Fraser

Brant

Christopher Freel

John Forbota

Ken Nicholson

Mike Flynn

Bart Brennan

John Wilson

Janet Masters

Diane Neizol

Doug Brown