

Meeting the Problems and Needs of Resident Advisory Groups

**by Lloyd Axworthy, Maureen Grant, Jim Cassidy, & George Siamandas
1973**

The Institute of Urban Studies





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OF RESIDENT ADVISORY GROUPS**

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March 1973

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I INTRODUCTION

A. Terms of Reference

This report presents an assessment of the needs and problems of the Resident Advisory Groups attached to the thirteen community committees in the City of Winnipeg, and discusses ways in which the operation and effectiveness of these groups may be improved.

The report arises from submissions made by a group of advisors wishing to improve the operation and effectiveness of Resident Advisory Groups. Their submission would create an organization whose objectives would be to provide Resident Advisory Groups with support services and some information and research capability.

To determine how these objectives might be achieved this study was commissioned by the Ministry of State for Urban Affairs in consultation with the Interim Association of Communities for Tomorrow (ACT) on February 26, 1973 for completion by March 31, 1973.

The commission was given to the Institute of Urban Studies at the University of Winnipeg which has been conducting a continuous study of local government in Winnipeg, particularly pertaining to questions of citizen involvement and the manner in which the structural changes have affected the policy output of the system. As a result of this research, the Institute was also able to draw upon more general work and research on the Unicity

concept as background to the more specific focus of this report.

The terms of reference for this report as enunciated in a letter from Mr. Andre Saumier to Lloyd Axworthy, Director of the Institute, dated February 27, 1973, include:

- 1) determination of problems and needs of resident advisory groups;
- 2) an assessment of the present system of information sharing between Resident Advisory Groups (RAGs) and recommendations for improving the form and substance of information to meet their needs, especially in those matters which bear upon immediate and short-term issues of a community and city-wide nature;
- 3) recommendations as to the means by which RAGs can better communicate with residents in the community committee areas in Winnipeg, with the community committees and with the Council of the City of Winnipeg;
- 4) an examination of present research resources in Winnipeg and recommendations as to how these resources might be utilized to meet the needs of the RAGs for research bearing directly upon the issues the group can be expected to encounter in the near future;
- 5) formulation of a proposal for an organization that would have the capability of implementing the above recommendations with specific reference to:
 - . staff requirements, terms of reference of Board of Directors, method of work;

- . mechanism by which the organization may be funded;
- . mechanisms by which the RAGs may be provided with administrative resources from the organization;
- . an estimate of funds required over the period of the two fiscal years 1973-74, 1974-75;
- . the potential sources of financial support to continue operations and to carry out research after the first two years of existence;
- . such other matters which may appear appropriate as a result of the consultation described below.

B. Methodology

The study time period was limited to one month's duration ending March 30, 1973. Because of the limitations of time, there was little opportunity for an exhaustive program of data gathering, and therefore the assessment must bear many limitations.

The decision was made to concentrate on five sources of information:

- 1) a questionnaire¹ addressing itself to the question in the terms of reference was administered to a sample of resident advisors in the city; the survey was developed in consultation with faculty of the University of Winnipeg's Department of Political Science and was pre-tested several times until refined for final use. It includes both open-ended questions and closed-ended questions. In all there are thirty questions in four legal size pages. It was decided that we should survey

1. See Appendix A for a copy of the questionnaire.

three active resident advisors in each of the thirteen Resident Advisory Groups. The people were those who had been active for most of the year. It was decided to select the chairman of the group, the delegate to ACT and the chairman of the planning and land-use committee. If duplication of function was experienced, then one of the respondents was asked to recommend another active advisor or the chairman of another active committee was selected. There was a total sample of thirty-nine advisors interviewed.

The interviewing was conducted in the first three weeks of March, individually with each advisor. At the same time we made an attempt to visit and observe each Resident Advisory Group and/or community committee in action. All but one of these groups have been attended by various staff members.

In addition, the following sources were used:

- 2) consultation with delegates of the interim association (ACT);
- 3) discussions and interviews with appropriate individuals and agencies working with Resident Advisory Groups;
- 4) literature search on the various forms of citizen corporations and resource groups;
- 5) literature search on various information and communication systems.

Using this data, the report will consider the following:

-- Background on Resident Advisory Groups;

- Objectives of ACT;
- Findings Related to These Objectives;
- Recommendations On Improved Operation of Resident Advisory Groups
and the Feasibility of Implementing the ACT Objectives.

II BACKGROUND ON RESIDENT ADVISORY GROUPS AND ACT

A. Resident Advisory Groups in the New Winnipeg System²

Citizen groups and their desire for citizen involvement in the management of urban issues is emerging as a major phenomenon of the 70's. Not only is the need to let citizens participate in the planning of those things that affect their lives becoming more evident, but there is also a growing realization that a structured form of citizen involvement can and does lead to certainly different, if not better, policies and decisions at the local level.³

On January 1, 1972, Winnipeg began a unique experiment in local government. The new City of Winnipeg Act was designed to increase both citizen participation and administrative efficiency. Its major impact was the amalgamation of the City of Winnipeg with the surrounding suburban areas. But there was an attempt to decentralize the political arrangements of the system.

In broad terms, the legislation provided for a division of the Greater Winnipeg Area into fifty 'wards'. One councillor was elected from each ward and represented approximately 10,000 people. Three, four or five of these wards will come together to provide a community committee area, of which there are thirteen.

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2. Resident Advisory Groups have come to be known generally in Winnipeg by the acronym RAGs, such a description, while not particularly elegant, will be used in this report.
 3. For an analysis of this point, see Melvin Mogolof, Citizen Participation: The Local Perspective, The Urban Institute, Washington D.C., 1970, p. 171.

All elected representatives will sit on the Regional Council made up of the thirteen community committee areas, as well as sit on a community committee council made up of three, four or five wards.

The community committee concept was seen as being the key to citizen participation by providing a link between the citizen, his elected representative and the regional council.⁴

The legislation states that community committee meetings must be held at least once a month and they must be open to the public. These community committees are charged with several responsibilities, the most important of which is the responsibility to develop effective ways and means of keeping citizens informed of what their council is doing, planning or proposing.

The City of Winnipeg Act had also given community committees power to supervise the delivery of local services. The meaning of the word supervise soon required qualification through an amendment in the summer of 1972. Some suburban community committees continued to operate their administration in the same style as when they were municipalities exercising hiring and firing responsibility. The intentions of the Manitoba Government were for central council and administration to have this power and not community committees. The redefinition of supervise became "to watch, observe

4. For a discussion of the origin of the new City of Winnipeg Act and its original purposes, see the two publications, I and II, of the Future City series, published by the Institute of Urban Studies.

and make qualitative assessment"⁵. The amendment made clear that community committees have no real power and that power is centralized as intended.

A rather interesting note is that at the time of the introduction of the legislation, most public discussion centered on the regional council administrative structures and the community committee structure, but there was very little mention of Resident Advisory Groups as such and very little elaboration of them and their role even in the Government's White Papers. It was almost as though there was a very low level of expectation for these groups. All references to citizen participation are more within the concept of the community committees and not the Resident Advisory Groups. There is in fact only a passing reference to Resident Advisory Groups:

"There is provision also for residents of a community to have a group of local citizens whose task it would be to assist, advise and keep in close touch with the Community Committee.....It was felt that these advisory groups could be another means of getting the community's message across strong and clear to the regional government."⁶

Since that time, however, there has been much discussion of RAGs and much criticism of them. They have been referred to as 'ineffectual', as a 'failure', as 'meaningless' and press reports have tended to emphasize their problems.⁷ But if one looks at the number of volunteers organized on a

5. Winnipeg Free Press, May 19, 1972.

6. Community Committees - The Citizens' Voice on Council, published by the Manitoba Government's Community Committee Task Force, 1970.

7. See Bob Lisoway, "Confused, Frustrated and Alienated", Winnipeg Free Press, November 18, 1972.

constant and concerted basis and if one compares that with the rather low level of expectation held for these groups it becomes obvious that a number of citizens of Winnipeg are responding to the opportunity for participation opened by the Resident Advisory system. There are approximately 410 citizens who are registered as resident advisors in the various community committees in the city.⁸ The average rate of participation is approximately two-thirds or about 220 citizens.

The absence of guidelines has also meant that the advisors have had to develop their own style of work and develop their own role and structure. In the first year of operation the above mentioned amendment to the City of Winnipeg Act tended to limit the role of community committees to supervision of local services and Resident Advisory Groups to an advisory capacity. But within that definition, the various Resident Advisory Groups have taken the initiative in defining a role for private citizens to play in the structure of government on the neighbourhood level. So, there is both variety and experimentation in the present activity of the Resident Advisory groups; one that would establish a closer relationship between citizens and their elected representatives and also place in the hands of the people the opportunity to take a more active part in urban affairs.

8. Community Welfare Planning Council, Residents Advisory Groups, a compilation of Resident Advisors, meeting dates, etc.

The importance of this Resident Advisory Group model goes beyond the boundaries of Winnipeg. It is being watched by local governments throughout North America to determine how well this form of structure for citizen involvement works. It would be unfortunate if this experiment which carries important implications for the nature of local government operations in general is not given every assistance in fulfilling its role. The validity of the experiment can only be tested if there is maximum support, for a failure based not on the concept but purely on lack of resources, would not be a fair test.

B. ACT and Its Goals

It wasn't long after RAGs were operating that they began to experience a variety of problems. The first obvious one was the nature of the role an advisor was to play: what are his responsibilities - what is he supposed to be doing and working on? As the groups continued, further problems emerged: the difficulty of getting enough information, the difficulty of getting advice, the difficulty in obtaining simple secretarial services such as typing of minutes, letters and reports, xeroxing reports and preparing meetings. Some individuals that have been excited about the prospects of the role that RAGs could play during the unicity debate found their work frustrating.

As a result of discussions held by certain Resident Advisors in various groups, it was decided to call a conference of all RAGs. A meeting of the RAGs occurred, June 15, 1972, to share and discuss progress and problems. At

that meeting a steering committee was struck off composed of those Resident Advisors present as well as resource people from the Community Welfare Planning Council, YMCA, CYC, Neighbourhood Service Centres, Robertson House, etc. The steering committee met October 2, 1972 to discuss alternative ways of improving RAGs. The feeling at this meeting was that some action should be taken to pull together a resource group. It was decided to develop a proposal for an organization and to approach each individual RAG with it. The expectation was that each RAG would respond to the proposal by accepting the idea of an association and appointing a delegate to a steering committee to plan the association.

By the winter of 1972-73, the delegates began to meet to work out the nature of the association. The first meeting of ACT delegates involved representatives from ten of the thirteen Resident Advisory Groups. The meetings continued through the winter in 1973 when it was decided to approach the Ministry of State for Urban Affairs for funding for an association.

At present, ACT is composed of nine official delegates from the following RAGs: Assiniboine Park, Midland, St. Vital, Fort Rouge, St. Boniface, St. Johns, Fort Garry, East Kildonan and St. James-Assiniboia. The other four groups are either not yet prepared to join ACT or endorse it officially, or have not yet called a meeting to join ACT. Nevertheless every other RAG has been represented by an advisor at the meetings and they continue to observe, report back to their groups and participate in the discussions and planning. These groups are Centennial, Lord Selkirk, Transcona and West Kildonan.

Stated very simply, the basic objective of the proposed organization now being discussed by the Resident Advisors would be to provide a needed resource base for all Resident Advisory Groups. In more specific terms, the ACT delegates were able to agree upon the following objectives for an organization:

- 1) collect and co-ordinate information presently unavailable in the community;
- 2) devise ways of getting needed information which is not currently available through a technical resource pool;
- 3) provide resources for RAGs to reach out into their communities and gain an understanding of their needs;
- 4) assist RAGs in developing their internal structure, aims and methods of working;
- 5) maintain an on-going interchange between RAGs so that they can continue to learn from their fellow RAGs and to share common concerns and new techniques;
- 6) to strengthen RAGs to the point where they form a tight coalition for action with their councillors and develop an information based forum so that RAGs and other community groups can work together on city-wide concerns.

The association, as it was then called, would be governed by a co-ordinating council or board composed of representatives from each RAG. The

organization would have staff to perform clerical and administrative functions, research and fact pool building functions, and communication resources with and between RAGs. Added to this would be a resource pool of community organizations and resource organizations.⁹

Based on these objectives, the ACT organization submitted to the Ministry of State for Urban Affairs, a submission for funds to support such an organization. ¹⁰

This report, then, will attempt to answer the central questions of -- what do the Resident Advisory Groups need in order to operate effectively and efficiently; how do they obtain what it is they need; and how feasible is it that these needs can be met?

9. This is a summary of an October 30 document, prepared by ACT.

10. See Appendix A.

III FINDINGS AND ASSESSMENT

A. Diversity of Resident Advisory Groups

From the survey questions it is very apparent that with thirteen Resident Advisory Groups there are thirteen different sets of problems. This finding is backed up by our discussions with these groups, by discussions with ACT delegates and by our own working knowledge of the Resident Advisory Groups. ¹¹

In general, these diversities are due to:

- different environments;
- different ethnic mixtures;
- different socio-economic mixtures;
- different political composition of the community committees.

More specifically they are due to:

- varying numbers of advisors per ward;
- different organizational structures;
- different role perceptions on the powers and responsibilities of the Resident Advisory Groups;
- different relationships between residents and councillors.

The following observations can be made concerning the present Resident Advisory Group operation:

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11. See Appendices D, E and F, G and H, I, J and K for further information on diversity.

1) Most people who are working actively on the groups are people who care about their community and who have particular interests either in recreation, planning or even business interests. Our research indicates that approximately 80% of all advisors had been previously involved in community affairs.¹² The types of community involvement indicated range from political involvement, to community clubs, school boards and church groups. (For a further discussion, see Appendix K).

2) The ways that the advisors have structured themselves show much diversity. There are varying numbers of advisors per group: ranging from twelve in St. Vital (4 for each of 3 wards) to about fifty in St. Boniface. The forms of election vary with some groups electing a fixed limited number of representatives while other groups elect all interested people regardless of numbers. The total number of advisors per community committee ranges from 200 in St. Boniface to 15 in West Kildonan and the manner of elections varies from Fort Rouge where all interested and concerned residents present at a Community Conference may become members of the Resident Advisory Group; to St. James-Assiniboia where the number of advisors allowed per ward is fixed and where each ward under the leadership of a councillor chooses a slate of candidates to be endorsed at the Community Conference. (For a further explanation, see Appendix G).

12. In this respect, Resident Advisors conform very closely to the description of "community actors" used by Scott Greer. See Scott Greer, The Urbane View, New York: Oxford University Press, 1972, Chapter 9.

In the first year, some groups, like Fort Garry, were organized in committees on planning, public works, recreation, only and never met as a whole, while others, such as Lord Selkirk, were organized on the ward level in committees and also met as a whole. After the first year, the groups have restructured themselves to include co-ordinating committees and executives to handle detail work and improve the operation of the regular committees. Some groups have only two committees, as in Midland, while others in St. Vital and St. Boniface, have upwards of ten committees. Some Community Committees, like East Kildonan, have the RAG group organized in committees which are chaired by councillors. These committees are specific standing-type committees which very rarely get together to meet with all other committees.

Both Lord Selkirk and St. Boniface have executive committees which deal with much of the administrative detail before it reaches the level of the entire RAG group or the appropriate committee, whichever may be the case. Eleven out of the thirteen RAGs meet as a whole and all of them have some type of committee structure although four have primarily ad-hoc committees. (See Appendix F).

3) There is also much diversity in their agenda and discussion areas.

Some, like St. Boniface, consider a lot of administrative details and have over ten committees working in various areas. Others have only two or three standing committees as in Midland, while others establish ad hoc committees struck off for a special purpose such as Lord Selkirk. Some concern themselves with the most minute details and operate in a very

Parliamentary, formal style while others are more informal and discuss planning and policies and longer range issues.

St. James seems to be the only RAG whose style of operation has become more formal than before. In the other twelve there has been a tendency to move towards a more open casual style. (See Appendix H). Some of the suburban areas, like Assiniboine Park, St. James and Fort Garry are flooded with zoning variations and zoning changes while other inner city resident advisory groups, like Centennial, Midland and Lord Selkirk, deal more with broader issues such as District Area Planning.

From our research, it seems evident that those RAGs which represent old suburban municipalities are for the most part more concerned with administrative details, while those in the inner-city are more concerned with the larger, more policy oriented issues. This fact is explained primarily in terms of areas where previous councils performed basically caretaker functions and where this mentality has been propagated. Resident Advisors who spend a great deal of time discussing curb cuts, placement of stop signs and snow removal would seem in many cases to be doing so because that is all they are given to discuss. A matter of initiative then becomes the major difference between those RAGs immersed in administrative detail and those actually working on issues which may shape the future face of the city. (See Appendix I).

4) Many groups have good relationships with their councillors where councillors listen to the views of advisors, give them support and assistance and have a healthy respect and appreciation for citizen participation. Other groups, however, have poorer relationships where the councillors are still unconvinced about the value of citizen advisors. The result is an inattentive ear by councillors and a sense of frustration on the part of advisors. There have been some disappointments on zoning questions where citizens and advisors were against proposals but they went through anyway, such as in Ft. Rouge over the Safeway Development proposal.¹³ (For the point of view of a selection of Councillors, see Common Problems, section 1.).

5) There are also differences in the resources and assistance available to advisory groups. Some inner city groups were a long time in finding a community committee office and in receiving secretarial assistance. All of the suburban community committees, which correspond to the older suburban municipalities, have technical assistance from the various departments and these experts, like the city engineers and planner, attend meetings of the Resident Advisory Groups and sub-committee meetings while inner city Resident Advisory Groups and even their community committees

13. This was an application for rezoning by Safeway Limited for a new shopping center which would have resulted in the tearing down of several units of older housing. Petitions were signed by upwards of 800 residents, but the community was itself divided on the nature of the project.

have difficulty in getting planning help from the administration except for zoning matters. But this inequality is being eroded through amalgamation as staff are being transferred from the old municipal offices into central administrative positions.

6) Some groups show initiative in doing their own research, meeting frequently, debating large issues, trying to reach out into the general community, while others play a more passive role, merely responding to matters referred to them by central council and the community committee and concerning themselves with the administrative work of the old municipal councils.

This is a consequence of some resident advisors interpreting the role of RAGs to be limited to consultation, while others see a more expansive role.

Some groups have been left to work on their own with the support of their councillors while others have had research and resource people helping them in their work. The result has been better communication, more discussion of issues and larger participation by the ordinary residents in the areas like Fort Rouge, Lord Selkirk and St. Johns. Recently there have been efforts to extend resources to all the resident advisors who need them. The minimum needs for all groups are clerical assistance in typing, taking minutes, filing, copying and preparing mailings. Each

group needs this as a minimum and at the date of this writing, these minimum services are being supplied by every community committee with varying degrees of satisfaction to advisors.

B. Common Problems

An analysis of these diversified modus operandi and problems reveals several basic underlying problems faced by all thirteen Resident Advisory Groups:

- 1) Lack of adequate time to consider matters referred to Resident Advisory Groups -- sometimes special meetings have to be called in order to provide the necessary quick response.

- 2) Lack of adequate information on questions and issues: not enough background information on zoning variations, sub-division plans and rezonings; not enough information on activities and decisions being made by council, council committees, other Resident Advisory Groups and the administration; lack of information as to who does what at City Hall and how to reach them for complaints or information.

- 3) Lack of consumable information:
 - reports are sometimes too long and too technical for lay, volunteer advisors;
 - not enough background on local government issues, such as planning, housing, transportation, health and social services, taxation.

- 4) Insufficient secretarial assistance for recording meetings, typing minutes, letters, reports, filing and preparing the mailings.
- 5) Lack of technical assistance and advice in the preparation of district area plans - plans to guide the development of each of the community committees. This is a responsibility of Council that has been referred to each Community Committee and in turn to many of the Resident Advisory Groups for attention.
- 6) Lack of guidance from councillors and provincial government on the role of advisors. Not only is the role of an advisor unclear, but unfortunately it is also a circumscribed one when advisors take initiatives. The result is frustration. There is a curious ambivalence apparent in local and provincial government attitudes. They suggest that a sense of "pure" voluntarism should apply with no recognition by government officials of a need to supply resources to citizens to enable them to perform their advisory duties.
- 7) Difficulty in communicating with community and getting it to participate and become involved; poor community attendance at RAG and community committee meetings.
- 8) Lack of recognition for the time contributed by advisors and a sense of frustration in not being able to influence decisions and to initiate programs and actions.

- 9) Agenda full of uninteresting administrative details and complaints and insufficient discussion on issues and policies.

These problems can be broken down into essentially five broad areas of need:

- Councillors' perspectives of citizen participation;
- Communication problem;
- Information sharing;
- Issues research;
- Support services.

At the same time as these needs are apparent, it is also necessary to look at the different perceptions various resident advisors have concerning a central organization, as this is an important factor in determining the nature of the resource operation; thus, another aspect of the findings will focus on the fears and anxieties with regard to these support services.

Councillors' Perspectives of Citizen Participation

By and large councillors have not expressed much concern about the failings of resident advisory groups and have not attempted to give them the necessary support. The first attempt by councillors to provide resources to RAGs was "shelved" according to one of the daily newspapers. The proposal by Morris Kaufman was to establish an information service for citizens and resident advisors to assist them in obtaining technical information. The Deputy Mayor in executive policy committee said to the proposal, "I would

like to see it put back in the trash can where it belongs."¹⁴ Other executive policy councillors feared that giving RAGs support could result in a two-tier system of government that amalgamation was designed to overcome. In addition they feared that it could encourage political activism amongst resident advisory groups who are expected to advise and not agitate.

On Thursday, January 19, 1973, a special meeting was held in the City's Council Chambers in order for councillors to express their views on the role of citizen participation in planning and decision-making involving the city. Although it is widely held that what politicians say is often quite different from what they really think this meeting offered important insight into the political atmosphere of the new Unicity structure of government. The main topic of discussion was the relationship of the elected officials to the thirteen Community Committees and their respective Resident Advisory Groups.

The following views¹⁵ illustrate the role of citizen participation in decision-making as seen by the Councillors and indicate the degree of success they feel the Unicity structure is having in this area. The following councillors stated:

14. From January 27, 1963, The Winnipeg Tribune.

15. A report from a student monitoring of the meeting. Mary J. Croteau and Robert Bamburak, Citizen Participation on the Winnipeg Railway Study, April, 1973.

Bill Norrie: ICEC - Inner City

- The role of the citizen is just to advise councillors and not tell them how to function.
- Councillors should take a position opposite to advisory groups if they feel differently on an issue.
- RAGs are working best in the suburbs but not as well in the inner city.

Morris Kaufman: ICEC - Inner City

- Citizen participation should not be limited to just RAGs.
- The general public should participate as well even if not elected to a RAG.

Paul Marion: ICEC - St. Boniface

- The RAGs give those citizens who want to participate more in decision-making the opportunity to do so.
- The RAGs keep the councillors in better touch with the people of the constituency and is representative of all walks of life.

Lawrie Cherniack: NDP - Inner City

- RAGs must be given more important tasks if they are to survive. They need a full time staff.

Don Perry: Independent - Former Municipality

- in Transcona, there were growing pains in the first year as the role of the RAGs has to be defined.

- Unicity had removed what citizen participation there was in the old standing committees, as they became dysfunctional and it has taken time to renew interest.

Bob Taft: ICEC - Inner City

- There has been nothing so far but disillusionment with the new City as far as councillors are concerned.

Robert Johannson: NDP - Inner City

- There should be representation according to population on the Council to keep citizen participation active.
- The job of the community committees is to make the citizens aware of the issues facing Council.
- The RAGs have not been getting enough information to make their recommendations, but councillors have been told not to give out details until a decision has been made on an issue.
- closed and secret meetings should be thrown open to the public.

From these views, it appears that many councillors feel that the role of the citizen in decision-making is through the "partial participation" approach. However, one can question the validity of applying this term to the present situation as RAGs often do not have sufficient information to make an effective suggestion. If Council is not releasing information on issues until it has made a decision, regardless of whether it was made in one of the Council Committees or by one of the City Commissioners, the role of the citizen is then reduced to "pseudo-participation".

At present there is a great deal of ambivalence and indetermination in the attitudes of city councillors towards the concepts of citizen participation and involvement. What is needed is a demonstration of the ability and capacity of RAGs to aid the councillors in the formulation of their ideas. It can also be seen that RAGs are somewhat weak in this area and that a central resource group could greatly aid them in the achievement of their objectives.

It is also important to note that the apparent lack of attention given by councillors to the role of the Resident Advisory Group is also due to the pressure of other pressing city problems. When one looks at many minor squabbles and the plethora of details which councillors find themselves immersed in, the present difficulties faced in council-administration relationships; one can understand the limited concern about Resident Advisory Groups.

All of this information, seemingly leads to only one conclusion - that if initiatives are going to be made to strengthen the RAGs and their role, those initiatives are going to have to come from a source other than the existing city council.

Communication Problems ¹⁶

The legislation gave the responsibility of communicating with the general citizenry to the community committee, but the community committee¹⁷

16. See Appendix I

17. Section 28 a, b, City of Winnipeg Act.

has in large measure delegated this responsibility to the Resident Advisory Group. The reason for this delegation is that this is the clearest and most obvious role that councillors and advisors have seen for advisors. The resident advisory groups have accepted this role, but their performance, as indicated by the surveys and the Institute's experience, has been a failure.

It is the overwhelming feeling of respondents that there is almost no communication between the ordinary citizen and the Resident Advisory Group except in cases of the advisors' friends, some active citizens and people who have become aware of the RAGs through some issue. The attendance at RAG meetings is rarely more than two to three citizens.

The level of communication is just a little bit better on the community committee level. Although most respondents said that awareness of and communication between the community committee and the average citizen is poor, more people are aware of community committees because they remember their councillor as their official representative on this group. But again few ordinary citizens attend average non-controversial community committee meetings. Information about Central Council and the administration was reported as being the best through the coverage in the two daily newspapers, radio and television.

The communication between RAGs and their community committees is on the whole very good. Respondents reported good relationships with and

close co-operation from their respective councillors. The advisors reported a feeling that they influence the thinking and decisions of their councillors.

On questions of relationships between the RAGs and their respective communities, resident advisors expressed two kinds of opinion:

- There is no point in attempting to relate to and communicate with the citizens as most people do not care to be involved. Those that do care are involved. Trying to involve more, simply will not work.
- There is great value in being able to effectively communicate with citizens and the job of ensuring this communication is one of the Resident Advisory Groups' prime functions.

Part of the reason for the first opinion is a sense of difficulty in trying to reach the community, while the second set of opinions indicate a willingness to try, but inability to know how. The following examples from advisors' responses indicate the two main communication problems advisors experience:

"average citizens don't know who the advisors are or what our function is - the local newspapers ignore our activities - nobody knows what we are doing or who we are."

"sometimes to fight a zoning matter or some other issue it takes a lot of knocking on doors and organizing. We just don't have the services to do a proper job to fight city hall".

A survey¹⁸ of residents in suburban Community Committee of St. James - Assiniboia highlights the communication gap - about 18% of the area residents have attended at least one Community Committee meeting - about 6% have attended at least one Resident Advisory Group meeting - about 96% of the people knew none of their Resident Advisors - about 60% of the people knew none of their councillors.

These latter two phenomena are in striking contrast to the prime responsibility of the Community Committee, to communicate with, and indeed develop new techniques for communicating with the residents of the area. It becomes obvious, that if these figures are in any way representative of the total Winnipeg area, that a new organization such as Act is needed to fill the gap which councillors and resident advisors seem unable to fulfill.

It appears that the development of techniques of local communication would alleviate the above problems. Some of these techniques, as indicated by the interviews, by discussions with advisors and delegates and from the Institute's experience in the field of grass-roots communication would be as follows:

- 1) Better use of local media such as the community newspapers, either by getting reporters to attend meetings or by having an advisor or committee in charge of preparing articles on activities and points of view.
- 2) Regularly publish the names, addresses and phone numbers of advisors in local newspapers.

18. St. James - Assiniboia: A Community Study of Participation and Perspectives. A paper done for a course in Urban Democracy by Gavin McLachlan, Randy Steffan and Wendy Zink. Supervisors: D. Vincent and Lloyd Axworthy.

- 3) Engage community workers to handle some contacts with the community -- knock on doors, prepare posters and newsletters and distribute them in the area, generally do the legwork required (this has been done in the Community Committees of Lord Selkirk, St. Johns, Fort Rouge and Centennial).¹⁹
- 4) Develop strong ward organizations whose responsibility would be to develop communication within a smaller geographical area than the larger community committee areas. (This has been done in Lord Selkirk).

This suggests the need for communications assistance to the RAGs in the form of a communication consultant who can co-ordinate all of these media needs. This person would have to advise Resident Advisory Groups on local communication techniques; ensure the interchange of information between RAGs through various techniques; arrange educational services, such as conferences, workshops, presentations, background articles and research on issues and concerns; ensure a regular flow of information, decisions of Council, committees, other RAGs, copies of relevant reports, summaries, etc. In addition, this person would play a major role in the interpretation of information.

When asked how communication and information sharing could be improved most resident advisors indicated that better coverage by the television stations, radio stations and metropolitan dailies would be an important step. Advisors, for the most part, seemed to indicate that coverage by local community papers was good but that the larger dailies and the electronic media did not seem interested in Resident Advisory Groups and Community

19. See Appendix B for suggested forms of local communications system. Also, a study prepared by the Institute of Urban Studies for the Ontario Government Committee on Government Productivity, entitled, A Public Communication System.

Committees.

However, our research also indicates that in a number of instances the lack of coverage by the media of Resident Advisory Groups, is the fault of the Resident Advisory Groups. Both the Winnipeg Free Press and the Winnipeg Tribune indicated that in the period immediately following the introduction of the new government structure, their reporters covered all Resident Advisory Group and Community Committee meetings. However, because of the number, frequency and inordinate length of these meetings they found the practice to be extremely impractical. They do have urban affairs reporters who will cover meetings if:

- a) they are notified in advance of the meeting.
- b) if the meeting is one dealing with a substantive matter which would be of metropolitan concern.

These same attitudes are evidenced by the two television stations. CBC is quite receptive to reporting decisions and recommendations which come out of Resident Advisory Groups. However, because of their national scope they do not have the time or the staff to cover all meetings. But immediately after Unicity began functioning the CBC did contact by letter all Resident Advisory Groups in the city, informed them of their policy of wanting to cover local decisions etc, and requested copies of all agendas, notices of meetings, and copies of decisions made. Over one year later, not one Resident Advisory Group has followed this up.

None of the radio stations have very much time for news reporting, especially local news reporting. The time that they do have for local news is used to concentrate on news and decisions coming out of the legitimate decision makers ie. the councillors.²⁰

20. Based on personal interviews with news director of print and electronic media in Winnipeg.

This research supports our recommendation that Resident Advisory Groups need to develop alternative sources of media flow and technique. It also illustrates the need for RAGs to take more initiatives for their own communication, and the need to have a central communications facilitator to co-ordinate all thirteen RAGs and the existing available media, as well as to develop new techniques of communication and information sharing.

Information Sharing

The second major problem indicated by our observations and discussions with advisors is inadequate information -- on issues, on the activities and decisions of City Council, Council Committees, other Community Committees and Resident Advisory Groups.

Since most advisors are lay people, they often lack the technical knowledge in physical and social planning, the general background on local government issues, problems and politics and how to utilize existing resources in the communities.

When asked what problems advisors experience in performing their role, in a majority of cases the answer was "not enough information", "no background on the issues", "we don't know how far this issue is and how council or the committees feel about it", "how do other residential advisors feel about the issue", "knowing who to call at City Hall for problems or information". And when asked what kind of additional assistance would be required from a central resource group, the responses were: "more information on issues and questions", "another point of view or a critique of present plans and proposals", "summaries of existing reports in layman's terms", "information on how others have voted on it and what their thinking was".

The consultant has monitored many meetings where advisors grappled with problems of zoning, sub-division plans and developing district area plans. The problem of lay people attempting to operate with insufficient information is very apparent. Without adequate information on issues, the advisor has difficulty in making a decision. Most representatives had little knowledge about the structure and operation of other groups, but showed an interest in finding out about one another's activities. Some groups had heard that other RAGs were active in certain areas in which they would like more information. Presently there is no system of information referral or sharing between RAGs, to meet the above needs.

Our assessment of this problem leads us to the following observations:

- 1) The present referral process takes too long and advisors get issues and items too late for adequate consideration. A mechanism by which the various council committees and council meetings could be monitored would be useful in giving issues to the RAG early enough for adequate consideration.
- 2) Advisors never know the history of an issue or the modifications that other groups have made to it. Again the monitoring system could provide information as to how issues have been handled, where they are in the process and some accounting of the debate that the issues have been subjected to.
- 3) Advisors also complained about not having enough copies of reports, summaries of the reports or critiques. What is required is a service that could harness resources to offer critiques and comments on reports and issues, make summaries and send copies to all of the advisors.

The City Council and the thirteen Community Committees are responsible under Section 28 (a) (e) of the City of Winnipeg but for the resolution of the above problems:

"The community committee must develop and implement techniques that increase the two way flow of information between the City and the residents of the community. In this way the citizens will be aware of existing city policies, programs and budgets and will be able to develop views which may be communicated to Council."²¹

The City has thus far not provided information about its activities, not only to the general citizen but also the resident advisor that meets regularly with councillors to assist and advise them.

Two solutions are possible. Either the city does it or a central resource organization does it. The city has already rejected Councillor Kaufman's motion to establish such an information and resource organization several months ago. The most expeditious approach is to establish an outside central resource center. The experience of establishing resource centers outside of the existing bureaucracy has several advantages over a government-provided service. A resource organization set up by an administration might not always be trustworthy or impartial - it may also not be in harmony with resident advisors' real needs. If an organization were set up under the control of ACT it would avoid the above problems.

Issue Research

The major information needs encountered in this study, related to specific issue areas.

21. See Task Force on Community Committees, op. cit.

Three kinds of issues were identified by the results of the surveys and by an examination of the minutes of the various resident advisory groups. The first group of issues were area-wide ones discussed by all Resident Advisory Groups. All groups considered these issues with varying degrees of interest and time. They were common to all groups because City and Council and the Community Committees referred them to all groups at the same time. They included:

- Amalgamation of Fire and Police Services;
- Relocation of Existing Rail Lines;
- Proposal to Restructure Public Works and Recreation Departments.

A second group of issues was common to most or all groups but were of a community or local nature. They included:

- recreation facilities - parks, community clubs, etc.;
- zoning variations, zoning changes and sub-division proposals;
- formulation of a District Area Plan and Action Area Plans.

The third set of issues was peculiar to some groups and individuals and indicates particular needs or interests by the advisors and their communities:

- the McGregor Bridge or some new bridge to connect the city with the North End, west of Isabel;
- the development of action area plans for improving recreation and housing;
- implementation of Fire Amalgamation proposals;
- need for a North End hospital;
- Public Housing.

Based on these findings and on our knowledge of issues which are now in the discussion stage, and of issues facing a city the size of Winnipeg and at its present stage of political and economic development, we can project the following issues as forming the agenda for Resident Advisory Groups as well as Council over the next few years:

- 1) Transportation Planning involving:
 - Winnipeg Area Transportation Study;
 - the immediate need for a new bridge in the North End, for Osborne Street and in St. Vital-Fort Garry;
 - Rail Relocation;
- 2) Restructuring of Public Works and Recreation Administration;
- 3) Implementation of Amalgamation of Fire and Police services;
- 4) General Urban Physical Planning involving:
 - review of the Greater Winnipeg Development Plan,
 - development of District Area Plan,
 - development of Action Area and Neighbourhood Plans.
- 5) The size of council, and the status and role of community committees and Resident Advisory Groups.

Based on the present situation and on our projections, we can see the need for research assistance which will help Resident Advisors to meet present and future needs. Particularly important is the need for professional assistance in interpreting technical documents and translating research into

a usable form for the resident advisors. This requires, therefore, both a research capability and an ability to translate and interpolate. What needs to be decided is whether such research assistance and ability to translate is presently available in the community, and how it can be utilized by Resident Advisors.

Support Services

There is a variety of research and other resources in the City of Winnipeg that have established varying relationships with resident advisory groups.

These organizations include:

- 1) The Community Welfare Planning Council - has been working with the ACT group and has given various types of people support.
- 2) The Institute of Urban Studies, University of Winnipeg - has been working with a number of communities in terms of area planning, housing and general self-help efforts.
- 3) The Company of Young Canadians - is involved in several communities giving resources in terms of community organizing and working on specifics such as housing problems.
- 4) The University of Manitoba, Department of Planning - has already involved itself in one community in aiding them to draw up a District Area Plan.

Department of Architecture & Department of Political Science - has people who are willing to get involved and lend their expertise to a particular problem.

- 5) Various federally and provincially funded projects such as employment projects which have a research element.
- 6) Neighbourhood Service Centers: has been working with groups in certain areas and has primarily community organization skills.
- 7) The Community Planning Association of Canada: has been doing a monitoring process and attempting to see how it could fit into the RAG process.
- 8) Pollution Probe: has been involved tangentially in a number of communities and has people resources.

The organizations are of basically two types: research and community development. The Company of Young Canadians has a worker attached to the Fort Rouge RAG, and has two other workers attached to St. Johns RAG working mainly in Point Douglas, mainly offering community development resources. The Institute of Urban Studies is involved in a study of Unicity and Resident Advisory Groups, is doing research on various urban issues - housing, transportation, urbanization, health and social service planning and various new forms of economic enterprise. Neighbourhood Service Centres and the Community Welfare Planning Council have been involved in similar ways.

Besides the above agencies we find a plethora of students and professors doing surveys, research and papers on various urban topics and always looking for real concrete research questions to deal with. They are active in many disciplines and faculties such as City Planning, Architecture, Urban Studies, Social Work, Economics, Political Science,

Urban Geography, etc.

It was the contention of many respondents on the survey that as much use as possible should be made of existing research resources available in the city before hiring people and setting up an alternative bureaucracy.

Most respondents indicated some desire to work with these existing support organizations but they indicated a need to harness existing resources in a way which would obviate any duplication. Our research indicates that a linkage function would be necessary to perform this service.

We see a need to establish both working relationships and a system of priorities for the above agencies so that they might organize their own research efforts to be more helpful to RAGs. An example of the kinds of things that could be done by RAGs working in concert with the various service and resource agencies would be the Coalition on Sensible Transport.

The Coalition's made up of groups and people opposed to the Railway Relocation Scheme proposed for Winnipeg. The agencies involved include:

- The Winnipeg Citizens Transit Committee
- The People First Group
- People's Opportunity Service
- Department of Health and Social Development

- Institute of Urban Studies
- PITH
- Community Welfare Planning Council
- Community Planning Association of Canada
- Neighbourhood Service Center
- various RAGs.

These groups have combined to develop a presentation about the Railway Scheme which is currently being shown to RAGs and to Community Committees. Their interpretation and critique of this scheme shows the other side of the presentation which the City Administration is presently offering to the RAGs and Community Committees.

Were there some type of central co-ordinating body such as ACT this group could have some of its efforts more effectively channeled and could also serve to bring these agencies together to provide research capability on other issues, as the need arises.

The Institute's assessment of the situation supports the creation of a linkage function that would match research energies to research needs, to provide some liaison, consultation and direction, interpretation and follow-up. This would require a paid staff person who would act as a research facilitator fulfilling the needs indicated in both the 'issue research' and 'support services' areas.²²

22. For a discussion of the various forms of linkage functions, see Ronald G. Havelock, Planning for Innovation, Ann Arbor: University of Michigan, 1971.

This facilitator would provide an inventory of research organizations, their existing information, their interests, present activities and willingness to develop a relationship with RAGs.

Our assessment in addition to providing a research facilitator, would also see the need for community workers, but on an ad hoc basis. If community workers are to be placed into an area it should only be at the request of that area and its residents. Otherwise a danger exists as both our experience and our literature research shows,²³ that a full-time community worker will thrust into a situation before circumstances require and would thereby create a dependency on himself and possibly injure the process. Many of the resident advisors interviewed expressed grave doubts about the advisability of having full-time community workers which would be lent to more than one community and possibly not fit into any one of them.

C. Autonomy of Resident Advisory Groups

An important factor in planning any support or service group is the concern by resident advisors over their autonomy. Several resident advisors had some misgivings about a new structure and offered the following comments regarding one being created. These comments were basically as follows:

-- any new organization should not create an alternative bureaucracy
but should harness existing resources;

23. See Melvin Mogulof, Citizen Participation: The Local Perspective, Chapter III, The Urban Institute, Washington, D.C., 1972. Also for a discussion of the role of the professional working in the community see, Lloyd Axworthy (ed.), The Citizen and Neighbourhood Renewal, Institute of Urban Studies, 1972.

-- any new organization should stimulate and assist RAGs and not take away from their initiative, should not dictate to them, or speak on their behalf.²⁴

In setting up a new organization it is felt that the present ACT delegates, that is one delegate from each RAG group which presently make up the interim Board of Directors of ACT, do not provide a sufficiently wide base for determining structure. It is felt that the setting up of a structure requires a broader level of resident opinion, and that this broader opinion could come from a larger meeting of all resident advisors.

When considering an organizational structure, we recognize from our own experience, the following factors:

- the time and effort that citizens make available for community improvement are precious resources that must be utilized as efficiently and effectively as possible;
- the availability of existing resources, their time, knowledge and facilities, is the key to the formation of organizations.

In summary, our assessment points to the fact that an organization such as ACT is needed if RAGs are to fulfill the role they have chosen for themselves, but that ACT must be so constructed as not to impinge upon the autonomy of the Resident Advisory Groups. We see the following principles underlying the role of ACT:

24. For a confirmation of these concerns, see the research on community committees in the United States, undertaken by Harold Weissman, in Community Councils and Community Control, Pittsburgh: University of Pittsburgh Press, 1970.

1. ACT should not become another bureaucracy duplicating services available in the community, requiring unnecessary funding of too high a calibre.
2. ACT should not be imposed on RAGs, dictate to them, take away their autonomy, or become a spokesman for RAGs.
3. Efforts must be made to avoid taking away from the initiative of Resident Advisors and upsetting their willingness to participate voluntarily. (Must carefully balance role of professional staff and relationship to advisors). Role of staff must be an enabling and facilitating one.
4. As much as is possible, employ and involve existing resources in the community in the various research agencies, universities and voluntary professions and associations.

We would also see ACT performing the following services:

1. To share information among the RAGs on operations, structure, ways of dealing with their committees, specific activities, ways of handling particular problems, etc.
2. To provide a linkage to available resources for research, working in the community, advice and consultations.
3. To arrange for transmitting of available information or educational function on reports and issues including: (a) seminars and workshops, presentations on issues, as well as background discussions and articles, (b) copies of reports, (c) summaries of reports, (d) arrange for critiques and alternative comments on reports.

D. Funding

This type of organization would, as we see it, be flexible enough to adapt itself to different funding sources and mechanisms after the initial grant period. Such an organization would perform a public service and would be an extension of the legitimate government structure of the City of Winnipeg. Public funds ought to be a major source of support. At this time, however, neither the City or the Province are prepared to undertake the financial responsibility necessary for the establishment of such a resource organization. However, even though they are not prepared to actively fund it, they would not oppose such a centre funded from elsewhere, and are interested in observing the operation of a resource organization to determine its viability and necessity.

Ultimately, responsibility for the funding of such an organization must fall to the City, but a trial is necessary to demonstrate success and viability to a traditionally conservative and skeptical city government.

The experimental nature of this project warrants some type of experimental funding procedures and this entire concept and its funding procedures, after a period of two years, should have demonstrated the need for this type of organization and the necessity of funding it locally.

Also private funds could be solicited to take on special projects for ACT, for example a study of a particular problem, or the sponsoring of a

conference. The Winnipeg Foundation would be an additional valuable source of support for special project funding.

Experimental federal government funding for the first two years would seem to be necessary in order to give the organization a frame of reference not controlled locally so that it can attempt to shape a new philosophy about local government support of citizen participation involvement and information sharing.

Our assessment of the funding situation shows that an organization such as ACT obviously needs funding to fulfill its objectives, but that it is also important to recognize that the efficacy of ACT depends to a large degree on the efficacy of the numerous other resource organizations which ACT will necessarily be dependent on. The federal government should not overlook the importance of funding to these other organizations, for without the extra capability which comes from this funding these other organizations may not be able to give the ACT organization the support and resources which it needs.

E. General Assessment

Resident Advisory Groups have demonstrated the potential to perform a valuable service in the City of Winnipeg in enhancing the level of citizen involvement in local politics; and in shaping the decisions and policy of the City of Winnipeg. The role of volunteer citizens organized into Resident Advisory Groups is critical in developing a system of modern local government that will make decisions and policies in an effective and democratic way. Therefore it is very important that the proper support services be supplied.

The potential of volunteer initiative and an indication of the belief by citizens in what they are doing, seems to be very well expressed in the fact that they are seeking some type of support service.

IV RECOMMENDATIONS

Our examination of the work of Resident Advisory Groups indicates that contrary to popular opinion, as expressed in the press, they are beginning to play an important role in local decision-making. There appears to be enough support to justify a central organization. We recommend that the central organization perform the following services to Resident Advisory Groups:

1. Assistance in improving communication and information sharing between Resident Advisory Groups;
2. Assistance in improving communication between individual RAGs and their respective communities;
3. Educational services for RAGs through the organization of workshops, study groups, and presentation;
4. Providing a steady flow of information emanating from City Council, Council Committees, the administration and individual community committees in the form of reports, recommendations and decisions through a direct mailing service to each Resident Advisor;
5. Digest existing reports into summaries, prepare interpretations and critiques;
6. Develop an inventory of existing research services, their information, interests, present activities;

7. Ad hoc short-term research;
8. Community development assistance;
9. Technical and secretarial assistance not capable of being performed at the RAG level.

A. Board Structure and Methods of Work

We recommend that each Resident Advisory Group, elect, at a formal and public meeting of the group, one delegate from their area to sit on the Board of Directors of the ACT organization. A minimum involvement of eight Resident Advisory Groups would be required at all times for the operation and funding of the organization to continue. The board would meet monthly or more frequently at the call of the chair.

B. Strategy of Implementation

We recommend that the present Board of Directors be given the authority to hire immediately the following full-time personnel, but that their first task must be to organize and prepare for an area-wide conference of all interested Resident Advisors and that this conference must re-elect the Board of Directors from those persons present. The Board of Directors should constitute one representative from each of the thirteen RAGs and one alternate representative.

It would also be the task of the conference to ratify the overall structure budget and the appointment of the three paid staff members.

We would recommend that following the ratification of the Board, that the Board incorporate the organization as a non-profit corporation under the laws of Manitoba.

C. Staff

We recommend the hiring of the following personnel:

Communications Facilitator: performing these services:

1. ensuring interchange of information between RAGs through a newsletter and direct mailings and communications;
2. arrange educational services such as conferences, workshops, presentations, background articles and research on issues and concerns;
3. ensuring regular flow of information on decisions of council, committees, other RAGs, copies of reports, summaries, critiques of reports, etc.

A Research Facilitator: to perform the function of:

1. providing an inventory of research organizations, their existing information, their interests, present activities, and willingness to develop a relationship with RAGs;
2. in consultation with individual RAGs, establish their research or other needs and arrange for one of the above agencies or undertake the work maintaining communication with the two and assisting in the interpretation of results;
3. Carry on ad hoc, short-term work.
4. Co-ordinate the entire project and short term contracts and workers on behalf of the board on a day to day basis.

A Secretary to provide typing, xeroxing, clerical duties, mailings, etc. and provide information. Also to provide back-up services for the other two personnel.

The Ad-Hoc, Short-Term Hiring of Community Workers, upon specific requests from the various RAGs. These requests would be approved by the Board of Directors. This would give the central group greater flexibility in arranging short term needs while inherently introducing economies through the absence of a larger full-time staff.

D. Budget

We recommend that this Board of Directors be funded to the extent of \$48,400 per year for the first year, and a sum of \$52,000 for the second year to cover inflationary costs.

We recommend that this funding be budgeted in the following manner:

<u>Staff</u>	
Research Facilitator/\$11,000	
Communications Facilitator/\$11,000	
Secretary/\$6,000	Total \$28,000.00
Office, Equipment	
Rent	
Printing	
_____ <u>\$700.00</u> per month	\$ 8,400.00
Miscellaneous	\$ 2,000.00
Outside Research Fund	
Short Term Contracts for Community Workers	<u>\$10,000.00</u>
	\$48,400.00 First Year
	\$52,000.00 Second Year

The natural dynamic that the Resident Advisory Groups have developed would be enhanced by the above support. Their work in demonstrating the effectiveness of an important principle that is being watched by many cities in North America and that may have application in many of these cities.

E. Evaluation

The innovativeness and importance of this experiment is such that we would also recommend that a continuing program of research be established in order to more fully comprehend and document the impact of this citizen involvement on the policies and decisions of an urban centre.

F. Conclusion

Citizens are becoming involved in the operation of their city. But this involvement is severely circumscribed without the access to resources. A city, any city, is a rich storehouse of resources. There are talented professionals, trade unions, businesses, universities and many volunteer groups, with a capacity and a willingness to work as citizens for the betterment of their city. What is required is someone or something to provide the links between citizens with time, citizens with skills and organizations with money. This is the basis of our support for an organization such as the one proposed in this paper.

This citizen involvement will do more than just respond to popular demand for participation or give vent to the frustrations of the citizen

activists - it will eventually change the style of local government.

Government will no longer be the planner, the interventionist, the renewer - government will instead become a partner with people and resources to plan for people and with people - government will develop a form and method of responding democratically to the demands of an urban age.

APPENDIX A

QUESTIONNAIRE FOR RESIDENT ADVISORS

Name: _____ Telephone No: _____

Position: _____

Address: _____

Ward: _____

Date of Interview: _____

1. When and how did you hear of the resident advisory group and that citizens could become involved? _____

2. Why did you get involved on the resident advisory group? _____

3. Had you or are you involved with any other community, church or other groups or organizations? _____

4. Before unicity, had you done any of the following things?

(a) attended council meetings? yes _____ no _____

(b) called city administration? yes _____ no _____

(c) called an alderman? yes _____ no _____

(d) fought zoning or other issues? yes _____ no _____

(e) voted regularly? yes _____ no _____

5. What kinds of issues did you expect to discuss and work on, on the resident advisory group? _____

6. What kinds of issues or agenda items have you discussed (please list in order of importance or time given at the resident advisory group)? _____

7. Have you experienced any problems or difficulties in serving as a resident advisor?

Yes _____ No _____ What were these problems? _____

8. How could the operation of resident advisory groups be improved internally? _____

9. Do you think resident advisory groups require any additional assistance in improving their operation? Yes _____ No _____ What kind of assistance? _____

Do you agree or disagree with the following statements? Mark the closest possible point on the scale. You can choose; strongly agree, agree, don't know, disagree, and strongly disagree.

10. I have attended almost every meeting of the resident advisory group.

SA _____ A _____ DK _____ D _____ SD _____

11. My involvement as a resident advisor in the first year has been very productive.

SA _____ A _____ DK _____ D _____ SD _____

12. The decisions and recommendations by the resident advisory group has strongly influenced the thinking and decisions of our councillors.

SA _____ A _____ DK _____ D _____ SD _____

13. The relation between resident advisors and councillors are very close and co-operative.

SA _____ A _____ DK _____ D _____ SD _____

14. Most of our time is spent discussing items referred by the Community Committee and City Council.

SA _____ A _____ DK _____ D _____ SD _____

15. We spend more time discussing ordinary administrative details than we do discussing policies and issues on housing, urban planning, transportation planning, and the Urwick Currie Report.

SA _____ A _____ DK _____ D _____ SD _____

16. Our group has a lot of initiative and contributes to the agenda of resident advisory group and community committee meetings.

SA _____ A _____ DK _____ D _____ SD _____

17. Since you became an advisor, have you attended any:

city council meetings? Yes _____ No _____

council committee meetings? Yes _____ No _____

called someone in the administration? Yes _____ No _____

called your councillor? Yes _____ No _____

18. Do you feel that the community has information and is in good communication with:

A. The Resident Advisory Group? Yes _____ No _____

B. The Community Committee? Yes _____ No _____

C. City Council and Administration. Yes _____ No _____

19. Which of the above groups is the average citizen in best communication?

Resident Advisory Groups _____ Community Committees _____ Council and Administration _____

Why? _____

20. How can communication in the above instances be improved?

a) Community and Resident Advisory Group _____

b) Community and Community Committee _____

c) Community and City Council and Administration? _____

21. What kinds of issues and concerns do you expect to be considering in the next two years with which you may require research and assistance? _____

26. Sex: Male _____ Female _____

27. Income:

Under \$5,000 _____ \$5,001 - \$8,000 _____ \$8,001 - \$12,000 _____
\$12,001-\$18,000 _____ \$18,001 - \$25,000 _____ Over \$25,000 _____

28. List occupation or occupations, if more than one. _____

29. Ethnic Background: _____

30. Political Affiliation _____

APPENDIX BPROPOSED ANNUAL BUDGET ACT*

Staff Salaries and Expenses \$50,000.00

this includes 6 full-time staff as follows:

- 3 field workers
- 1 research facilitator
- 1 communications facilitator
- 1 secretary

From among these six people one of them would be designated as staff team co-ordinator. The intent is to have some flexibility of responsibilities among staff members and therefore there would need to be flexibility in salary ranges which makes it difficult at this point to specify the salary attached to any particular job. The above figure also includes an allowance for periodic temporary staff needs for specific projects which could be achieved either through part-time employment or contracting out. It also includes an allowance for personal on-the-job expenses of staff.

Office Space and Equipment \$ 4,000.00

this includes space rental plus telephone and rental of basic furniture and office equipment needs, also light and heat.

Research Fund \$ 2,500.00

for the purchase of needed research material and the contracting of short-term research from outside sources, e.g. Information Canada.

Communication Fund \$ 2,500.00

this will include the cost of a periodic newsletter for all resident advisors, councillors, community groups and other interested citizens as well as the cost of arranging conferences, seminars, etc., and of more casual communication with individual RAGs.

TOTAL ANNUAL BUDGET \$59,000.00

It is also anticipated that there would be a growing body of volunteer help available to expand and further the purposes of ACT.

* This was the original budget submitted by ACT to the Ministry of State for Urban Affairs

APPENDIX CA STRATEGY FOR IMPROVING COMMUNICATIONS AND INFORMATION SHARING

(From IUS Report: A Public Communication System - 1971)

PHASE I: Preparation and Negotiation

A full assessment of all available communication systems and networks in Winnipeg could be made. This would include:

- contacts with radio and television stations;
- contacts with media departments of schools, universities, and colleges;
- negotiations with cable television and closed-circuit installation companies;
- discussions with major newspapers, community newspapers, bulletins and the ethnic press;
- assessment of patterns of distribution and type of information contained in newsletters and information sheets presently being distributed by service groups and agencies;

This would give an inventory of equipment presently available and an inventory of ideas of how the equipment is presently being used and what its potential is.

Phase II: Analysis and Design

The information gathered would be analyzed as regards how to best service each group's particular needs and this would lay the groundwork for

the type of design to be followed in each area. Possible approaches would include such things as:

- the establishment of community radio stations on low-frequency broadcast as well as community radio via cable facilities;
- the utilization of VTR equipment for presentation of policy statements to RAGs and for the Resident Advisory Groups' reaction to such a policy;
- participation in a community television system which would give both councillors, Resident Advisory Groups and citizens a platform from which to present a position or react to a position;
- examining new forms of community newspapers, newsletters, designed for and participated in by a particular community committee area;
- attempting to present types to citizens who do not have access to cable television by using cable drops and monitors in schools, churches, community centres, etc.
- using existing community facilities to serve as focal points for taping interviews and disseminating of written, audio, and video information;
- preparing information newsreels on governmental programs and policy which could be presented at community locations at prefixed times to allow the citizens to meet, discuss the material presented and elucidate their opinions.
- using displays in shopping centres, plazas, and parks to draw citizens to gauge their opinions, ideas on governmental programs and to enlist their involvement.

The above approach would begin to meet the communication problems and information needs as identified by ACT and by the surveys.

APPENDIX D

(Based on interviews with 3 resident advisors from each of the 13 community committees)

1. Kinds of issues advisors expected to discuss and work on, on the

Resident Advisory Group:

few expectations	65%
broad policy issues	15%
services and administrative details	20%

2. Kinds of issues or agenda items advisors have discussed:

broad policy issues	55%
services and administrative details	45%

3. Advisory groups requiring additional assistance in improving their operation:

Yes:	80%
No:	20%

4. The community has information and is in good communication with:

A. The Resident Advisory Group	Yes: 5%	No: 95%
B. The Community Committee	Yes: 20%	No: 80%
C. City Council and Administration	Yes: 60%	No: 40%

5. Reaction to the proposal to establish an association of Resident Advisory Groups to assist them in their operation:

Yes:	60%
No:	20%
Don't Know:	20%

	TYPE OF OFFICE	SUPPORT STAFF	
ASSINIBOINE PARK	old civic office	previous civic staff	
CENTENNIAL	separate office	has had some from OFY projects	
EAST KILDONAN	old civic office	previous civic staff	
FORT GARRY	old civic office	previous civic staff	
FORT ROUGE	new office	LIP & STEP, CYC people	
LORD SELKIRK	new office	project unicity people, Robertson House	
MIDLAND	new office	hired secretary	
ST. BONIFACE	old civic office	previous civic staff	
ST. JAMES	old civic office	previous civic staff	
ST. JOHNS	new office	project unicity, Robertson House	
ST. VITAL	old civic office	previous civic staff	
TRANSCONA	old civic office	previous civic staff	
WEST KILDONAN	old civic office	previous civic staff	

	MEETS AS A WHOLE	MEET IN WARDS	COMMITTEE STRUCTURE	NO. OF COMMITTEES
ASSINIBOINE PARK	X		X	4
CENTENNIAL	X		X	ad hoc committees
EAST KILDONAN			chaired by X councillors	8
FORT GARRY	X	X	X	9
FORT ROUGE	X		X	ad hoc committees
LORD SELKIRK	X	X	executive X committee	ad hoc committees
MIDLAND	X		X	2
ST. BONIFACE			executive X committee	16
ST. JAMES	X		X	5
ST. JOHNS	X		X	4
ST. VITAL	X		committees X may involve ordinary residents	10
TRANSCONA	X		X	7
WEST KILDONAN	X		X	ad hoc committees

APPENDIX F

(con't)

Originally some groups met as a whole and some had no committees and have now established ad hoc committees while other groups, which had a large number of committees, have streamlined their operation with fewer committees.

	NO. OF WARDS	ADVISORS PER WARD	TOTAL ADVISORS PER WARD
ASSINIBOINE PARK	3	8	24
CENTENNIAL	4	8	32
EAST KILDONAN	4	Open	47
FORT GARRY	3	Open	45
FORT ROUGE	4	Open	42
LORD SELKIRK	4	11	44
MIDLAND	4	8	32
ST. BONIFACE	4	Open	200
ST. JAMES	6	5	30
ST. JOHNS	4	8	32
ST. VITAL	3	4	12
TRANSCONA	3	8	24
WEST KILDONAN	3	5	15
TOTAL:	49		579

APPENDIX G

(con't)

The above figures are based on the most recent estimates available; figures may vary depending on the ability of each ward to fill all positions.

	FORMAL PARLIAMENTARY STYLE	INFORMAL, MORE CASUAL STYLE	ATTENDANCE BY COUNCILLORS	FREQUENCY OF MEETINGS
ASSINIBOINE PARK		X	Yes	monthly
CENTENNIAL		X	Yes	monthly
EAST KILDONAN		X	Yes	monthly
FORT GARRY		X	Yes	monthly
FORT ROUGE		X	Yes	monthly
LORD SELKIRK		X	Yes	monthly
MIDLAND		X	Yes	monthly
ST. BONIFACE		X	Yes	monthly
ST. JAMES	X		Sometimes	monthly
ST. JOHNS		X	Yes	monthly
ST. VITAL		X	Yes	twice a month
TRANSCONA		X	Yes	twice a month
WEST KILDONAN		X	No	monthly

	DETAILS	ISSUES	KINDS OF ISSUES
ASSINIBOINE PARK	X		zoning, storm sewers, parking
CENTENNIAL		X	planning
EAST KILDONAN		X	police and fire amalgamation public works, recreation
FORT GARRY	X		zoning, budget
FORT ROUGE	X		zoning, welfare, development
LORD SELKIRK		X	planning
MIDLAND		X	Irwick-Currie, Downtown Development, WATS
ST. BONIFACE	X		zoning, signs
ST. JAMES	X		zoning, recreation, public housing
ST. JOHNS	X		zoning, signs, recreation
ST. VITAL		X	planning, Rail Study
TRANSCONA		X	planning, policy decisions
WEST KILDONAN		X	zoning, public housing, overpass

APPENDIX I

(con't)

RAGs in old municipalities have structured themselves in the style of the old council and still consider all administrative details. They tend to discuss few issues and are not community development-minded as they do not have the level of problems found in inner city RAGs that do not have as much in the way of administrative details. Instead they are discussing issues and improvement of their communities.

	ATTENDANCE BY RESIDENTS	LEVEL OF COMMUNICATION WITH COMMUNITY
ASSINIBOINE PARK	poor	poor
CENTENNIAL	poor (depends on issue)	poor
EAST KILDONAN	poor	poor
FORT GARRY	poor (depends on issue)	poor
FORT ROUGE	fair	poor
LORD SELKIRK	fair	fair (because of ward structure)
MIDLAND	poor	poor
ST. BONIFACE	poor	poor
ST. JAMES	poor	poor
ST. JOHNS	poor	poor
ST. VITAL	poor	poor
TRANSCONA	poor	poor
WEST KILDONAN	poor	poor

APPENDIX J

(con't)

Poor attendance: 0 - 3 people

Fair: 3 - 10 people

Good: 10+ people

Many groups with special interest meetings have had good attendance.

	BEEN INVOLVED IN COMMUNITY BEFORE	TYPE OF INVOLVEMENT
ASSINIBOINE PARK	yes yes yes	community club, civic organizations, politically active politically active
CENTENNIAL	yes no no	self-help groups
EAST KILDONAN	yes yes yes	Parks and Library Boards Church Recreation
FORT GARRY	yes yes yes	private clubs school board social groups
FORT ROUGE	yes yes yes	community planning association school board, politically active politically active
LORD SELKIRK	yes yes yes	councillor politically active politically active
MIDLAND	yes yes yes	union, politically involved ran as councillor recreation
ST. BONIFACE	yes yes yes	politically active community club recreation
ST. JAMES	no yes yes	YMCA Chamber of Commerce politically active
ST. JOHNS	yes yes yes	Tenants Assoc. School Assoc/homeowners assoc. community club
ST. VITAL	yes yes yes	community club, community center school board school board, home & school
TRANSCONA	yes yes yes	civic organization Jaycees church, community volunteer work church, community club, school trustee councillor
WEST KILDONAN	yes yes yes	civic groups civic groups politically active

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