Environmental Improvement Zones (EIZ): A Model for Engaging Winnipeg neighbourhoods in local action

Considerations for Implementation in Winnipeg

Terri Willard

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Executive Summary

Progress towards sustainable development around the world has been most observable at the local level, where people can come together, build trust through participatory processes, and develop shared visions of the future of the community. These processes also enable collective learning and build collective ownership over implementation plans and processes. They enable citizens to become part of the solution. As cities grow larger, however, the municipal level may become too large of a unit for these processes of learning and citizen engagement to occur. In many places around the world we are seeing that sustainable cities are built upon a foundation of sustainable neighbourhoods.

Winnipeg, with its long history of innovative thinking on local governance and environmental concern, could serve as an interesting case study for the development of neighbourhood governance regarding sustainable development. Over the past five years, the concept of Environmental Improvement Zones (EIZs) has emerged as a potential mechanism to encourage the development of sustainable neighbourhoods.

From 2003-2005, the International Institute for Sustainable Development, in partnership with the University of Manitoba, Natural Resources Institute, has explored how best to implement EIZs in Winnipeg. The following proposed model is based on an extensive literature review, focus sessions in three Winnipeg neighbourhoods, interviews with practitioners from around the world, and discussions with politicians and government staff at all three levels in Canada.

Environmental Improvement Zone Proposed Model

Mandate
- Focus –
  - Environmental Improvement Zones in Winnipeg should focus on the environment, rather than a broader "sustainability" mandate
- Enabling Framework -
  - The enabling framework for EIZs should allow neighbourhoods to establish themselves and to seek recognition, but should not be mandated for all neighbourhoods in the city. The number of EIZs will likely grow over time as it proves its usefulness and demonstrates results.
  - Environmental Improvement Zones in Winnipeg should be established through a multi-partite project agreement between the City of Winnipeg, Environment Canada, and Province of Manitoba for a minimum period of five years (preferably six to eight years).
  - The single-window secretariat should be hosted by the City of Winnipeg, Planning, Property and Development Department to ensure the greatest degree of coherency with other related initiatives (e.g. BIZ planning, HIZ planning, and neighbourhood planning).
  - The Secretariat, in consultation with government partners through a joint steering committee, should develop "guidelines" regarding how EIZs will be structured, operated, and recognized/endorsed by the city. These guidelines

should also indicate a menu of priority action areas for EIZs following the structure of *Sustainable Winnipeg* and sample quantitative and qualitative targets which neighbourhoods will further refine (e.g. Priority Area: Energy Conservation; Sample Target: x% reduction in average household natural gas consumption)

- o By Year 3 of the "project", the secretariat should undertake a review of EIZs to determine whether a stronger policy-input role is desired or needed. If it is found that EIZs have the interest and capacity to play such a role, the secretariat should be tasked with the development of a city by-law to formalize their status.

Function

- o Environmental Improvement Zones in Winnipeg should serve a primarily service-innovation and delivery function at the neighbourhood level.
- o As EIZs gain experience, they should be encouraged to share their lessons learned within the political process (e.g. Community Committees, issue task forces, Civic Environment Committee) and to make evidence-based recommendations on potential policy changes.

Boundaries

- o Environmental Improvement Zones in Winnipeg should be implemented initially at the neighbourhood level.
- o However, a single organization should be able to request recognition to manage (and to potentially merge) multiple EIZs up to the scale of a single Community Area.

Membership and Structure

- ▪ Anchor Institutions
  - o To the greatest degree possible, EIZs should be established and coordinated by existing community-based organizations (CBOs) with related mandates.
  - o If an appropriate CBO does not exist, residents can establish a new registered organization to respond to EZ Zone RFPs. These would be assessed against the same criteria as applied to existing organizations.
  - o The anchor institution would be responsible for EZ Zone facilitation, plan development, support to the neighbourhood steering committee (see 5.4.2 below), fundraising, partnership management, volunteer management, and project/event management.
- ▪ EZ Zone Neighbourhood Governance / Steering Committees
  - o The enabling framework for EIZs should require anchor institutions to establish an EZ Zone steering committee with set responsibilities and guidelines for their election.
  - o The responsibilities of the Steering Committee should include overseeing the process of the development of an EZ Plan, selection of priority targets, approving the development of project proposals, and monitoring and reporting on results annually.
  - o The composition of the Steering Committee should include equal numbers elected at large and per neighbourhood (in cases where one organization is overseeing multiple EIZs) through an open meeting held annually, then those select another equal number from organizations (including businesses

and associations) based on applications submitted by those wanting to be represented.

Support

- o Ensure that the concept is well accepted and championed by the Civic Environment Committee, including its City Council members, before advancing it with Council. In addition, ensure that the Planning, Property and Development Department as well as the new Environment Coordinator within the CAO's office have had ample opportunity to review the concept and ensure that it is workable within their structures.
- o Build on the Province of Manitoba's Climate Change Community Challenge (C4) Phase 2 to facilitate the initial creation and financial support for EIZs within the City of Winnipeg. This agreement should enable the engagement of an EIZs Coordinator within the City of Winnipeg Planning, Property and Development Department, the establishment of EIZ Zone guidelines for neighbourhoods, and an initial selection of five pilot neighbourhoods. This individual would be supported by a steering committee including representatives from all three levels of government, as well as key Winnipeg environmental organizations.
  - o In order to improve political understanding of the programme and to ensure transparency, each Community Committee should be requested to recommend two neighbourhoods for consideration in the programme.
  - o A Request for Proposals (RFP) would be issued to invite organizations in these neighbourhoods to submit applications to be recognized as EIZ Zone anchor organizations for a period of 2-3 years (depending on the length of C4 Phase 2) – to receive a set amount of core funds for staffing and operations as well as for project implementation each year.
  - o The Winnipeg EIZ Zone Steering Committee would select the pilot neighbourhoods and anchor institutions from amongst these applications.
- o The City should seek to expand on the funds available through negotiations with Western Economic Diversification Canada regarding allocation of funds for EIZs through the Winnipeg Partnership Agreement for 2006-2009, building upon its focuses on inner city neighbourhoods and technology innovation. In addition, private foundations in Winnipeg should be approached to discuss mechanisms through which they might be willing to contribute to the establishment of EIZs and their activities in the city.
- o Additional resources should be mobilized for EIZs through participation in the Manitoba Urban Green Team programme and other youth internships which enable hiring of EIZ Zone assistants for varying time periods.
- o At the neighbourhood level, support provided should be population-based rather than an equal lump-sum for each organization. It should also include an aspect of core funding for staffing and steering committee operations, as well as project-oriented funding.
- o Support for access to neighbourhood-level data on environmental performance and programming will be essential from all three levels of government. Without this data, it will be impossible for EIZs to establish

targets and to demonstrate progress. Data access should be coordinated by the Winnipeg EIZ Zone Coordinator in order ensure compliance with Privacy Laws and to reduce time demands on data holders (e.g. Manitoba Hydro, City Water and Waste Department, Manitoba Conservation).

Next Steps

We look forward to continuing to collaborate with others in the implementation of these ideas. We recommend the following process:

- September 2005 – Report circulated by IISD to the following previously engaged groups for comment and corrections:
    o EIZ Tripartite Working Group Members and participants in December 2003 workshop
    o Collaborating sponsors from IISD/NRI pilot project neighbourhoods (West Broadway Development Corporation, Riverview Community Center, and Henry G. Izatt Middle School)
    o Winnipeg Civic Environment Committee
  Revision of recommendations based on feedback.
- October – Public launch of concept and recommendations. Request for broader feedback on the concept and model from local and national environmental and neighbourhood associations.
- November – Online publication of feedback. Finalization and endorsement of EIZ model by Civic Environment Committee to Winnipeg Executive Policy Committee.
- December-January – Approval sought from City Council for EZ Zone establishment. Negotiations with the Province regarding an initial C4 agreement to support Winnipeg EIZs beginning in April 2006.
- February-March 2006 – Recruitment and hiring of Winnipeg EZ Zone Coordinator by PP&D in consultation with stakeholders.
- April 2006 – EIZ Launch

1. Introduction

Progress towards sustainable development around the world has been most observable at the local level. This strongly correlates with the scale at which people can come together, build trust through participatory processes, and develop shared visions of the future of the community. These processes also enable collective learning and build collective ownership over implementation plans and processes. They enable citizens to become part of the solution. As cities grow larger, however, the municipal level may become too large of a unit for these processes of learning and citizen engagement to occur. In many places around the world we are seeing that sustainable cities are built upon a foundation of sustainable neighbourhoods. Cities and governance cultures which take sub-municipal levels of decision-making seriously appear to be in a better position to innovate and to mobilize citizens to change their individual and collective behaviours.

Unfortunately, Canada lags on the global scale in terms of recognizing the importance of neighbourhood level governance for achieving sustainable development. Although Canada is a highly urban country (approx 80% of the population resides in urban areas) and has been predominantly so since the mid 1920s, it has paid little attention to neighbourhoods.[1] This may be due to the relatively small size of most municipalities[2] and to the lack of legal identity for cities in general.[3] However, neighbourhood level governance is increasing in importance in Canada's large metropolitan areas which are growing through natural population growth, immigration and amalgamation.[4] As levels of sustainability planning and solution-building are shifting towards city-region frames of reference, there is a simultaneous growth in demand for more local units of decision-making and empowerment. We must recognize the strengths of sub-municipal units as engines of innovation – enabling society to live more sustainably.[5]

Winnipeg could serve an interesting case study for the development of neighbourhood governance regarding sustainable development. Winnipeg is a city of neighbourhoods, based on formerly independent municipalities. The Unicity Act amalgamated them in 1972 in

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[1] Sustainability Reporting Program. The Sustainability Report. "The Urbanization of Canada." http://www.sustreport.org/signals/canpop_urb.html (30 May 2005)

[2] The Federation of Canadian Municipalities (FCM) is the primary association in the country for municipal government advocacy, funding and capacity building on timely issues, including sustainable development. Of the 1100 municipalities which were members in 2005, only 22 were members of the FCM's Big City Mayor's Caucus. Source: Federation of Canadian Municipalities. Annual Report 2004-2005. Ottawa, ON: FCM, 2005. http://www.fcm.ca/english/about/ar2005.pdf (7 July 2005)

[3] Canadian municipalities remain "creatures of the province" under the Constitution Act, 1867. The status of a city government and its legislative powers are important determinants of a city's ability to meet needs within its boundaries. A city's legislative toolkit helps or hinders the city's flexibility, creativity and nimbleness in solving problems in a rapidly changing environment. Source: Chief Administrative Officer, City of Toronto. "Comparison of powers and revenue sources of selected cities" Canadian Cities: Unleash Our Potential. http://www.canadascities.ca/caoreport_062000.htm October 2001 (7 July 2005)

[4] Bourne, Larry S. Centre for Urban and Community Studies Research Bulletin. "Beyond the New Deal for Cities: Confronting the Challenges of Uneven Urban Growth." March 2004. http://www.urbancentre.utoronto.ca/pdfs/researchbulletins/21CUCSRBBourne.pdf (30 May 2005)

[5] Bradford, Neil. Cities and Communities that Work: Innovative Practices, Enabling Policies. Discussion Paper F32, Family Network. Ottawa, ON: Canadian Policy Research Networks, 2003. http://www.urbancentre.utoronto.ca/pdfs/elibrary/CPRNcitieswork.pdf (7 July 2005)

order to reduce tax inequalities, to improve the coherence of planning, and to increase opportunities for citizen participation. While its innovative community-oriented structures were gradually eroded over the next two decades, in the early 1990s there was a renewal of interest in tapping into the power neighbourhoods and local "communities" within the city to tackle serious threats to urban sustainability – including rising rates of arson, unemployment, and infrastructure decay in the core area. As environmental concerns increase in importance to city residents, the creation of neighbourhood-level Environmental Improvement Zones (EIZ Zones) can be seen as an opportunity to make the institutional infrastructure for neighbourhood governance available to more citizens and improve our likelihood of achieving sustainable development at the local level.

The City of Winnipeg, Province of Manitoba, and federal government undertook serious discussions throughout 2003 regarding the establishment of neighbourhood EIZ Zones in Winnipeg. Unfortunately, in October 2003 the departure of the city's environmental coordinator for a new job with the climate change team at the Province of Manitoba left the City of Winnipeg without a champion to carry the idea forward. The model developed by the tri-level group, however, was used as the basis for the Province's Climate Change Community Challenge (C4) programme, launched on a pilot basis in 2004. No neighbourhoods in Winnipeg submitted a competitive proposal to be selected as a pilot community, though – indicating that the model and relationships needed further work in order to be viable for Winnipeg.

This paper examines the foundations for neighbourhood Environmental Improvement Zones in Winnipeg, draws additional lessons to be learned from similar experiences in other cities, and proposes a series of considerations for moving EIZs from concept to reality in 2005-2006.

2. Neighbourhoods, Good Governance and Sustainability

Good governance – that is, the effective, honest, equitable and accountable exercise of power which respects human rights in a democratic society--is an essential component of sustainable development in an urban setting.[6] Good governance at the local level requires urban management practices that recognize the right to housing and favour--a sense of civic duty, community participation, a sense of identity, and the application of principles of responsibility, transparency, and equity in local institutions. The local government's capacity to plan and administer cities in a democratic, efficient, and responsible way plays a crucial role in the development of human settlements in social, economic, and environmental terms.

As cities grow larger around the world, it is becoming clear that they are frequently too large to facilitate "civic duty, community participation, a sense of identity, and the application of principles of responsibility, transparency, and equity in local institutions." Sub-municipal level institutions and processes are therefore rising to fill the good governance gap. Researchers and practitioners are increasingly turning to neighbourhoods as a more

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[6] Canadian International Development Agency (CIDA). An Urbanizing World: Statement on Sustainable Cities. September 1998. http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUImages/Urban_development/$file/Villes-e.pdf (May 30, 2005)

appropriate level for some forms of decision-making. Neighbourhoods are the logical nexus for citizen engagement regarding urban policy development and decision making.[7]

However, designing neighbourhood governance processes is not a simple task. As noted in a recent OECD review, "Effective and democratic neighbourhood governance requires paying attention to a set of processes (e.g. consultation, co-ordination, mobilisation, conflict resolution), but also to formal arrangements, (e.g. arenas for information, communication and decision-making, and the relation between agencies and organisations operating in the neighbourhood). In some cases, improved neighbourhood governance can be achieved by improving the performance of existing arrangements (processes and structures) in the neighbourhood, and in other cases, new arrangements may be preferable. Effective neighbourhood governance requires doing three basic things well:

- Improving residents' ability to give voice
- Improving performance of institutions/agencies to ensure effective use of resources allocated
- Linking formal (institution/agency based) and informal (residential based) networks" [8]

However, as US-based research indicates, "More than a particular organizational structure or a formally acknowledged set of roles and relationships, the success of neighbourhood-based governance mechanisms seems dependent on the structuring of relationships and the ongoing negotiation of connections, responsibilities, expectations, and lines of accountability.[9] In principle, neighbourhood level activities might include advocacy, organizing, information dissemination, priority-setting, direct service provision, physical and economic development activities, and participations in the policy-making process. In practice, however, core functions of neighbourhood-based governance entities tend to focus on brokering roles of various sorts and center around information brokering, organizing, and "capacity building."[10] In developing structures for neighbourhood governance, designers must grapple with key issues such as the nature of representation including issues of participation, legitimacy and connection as well as the kind of relationship created between neighbourhood organizations and local government.[11]

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[7] Infrastructure Canada – Research and Analysis Division. "Research Note: A Brief Review of Research on Neighbourhoods in Canada." March 2005. http://www.infrastructure.gc.ca/research-recherche/rresul/rn/rn05_e.shtml (July 13, 2005)

[8] Cars, Göran, Judith Allen, Eva van Kempen, and Ali Madanipour. Neighbourhood Governance: Capacity for Social Integration - Final Report. European Commission DG Research. June 2004. http://www.infra.kth.se/SB/sp/forskning/html/final/final.html (6 July 2005)

[9] Chaskin, Robert J. and Ali Abunimah. "A View from the City: Local Government Perspectives on Neighbourhood-based Governance in Community-Building Initiatives." Chicago: Chapin Hall, Centre for Children at the University of Chicago, March 1997. p. 17. http://www.chapinhall.org/content_director.aspx?arid=1289&afid=38&dt=1 (13 July 2005)

[10] Ibid. p 10.

[11] Chaskin, Robert J. and Sunil Garg, "The Issue of Governance in Neighborhood-Based Initiatives," Urban Affairs Review, vol. 32, no. 5, 1997, pp. 636-661. Cited in: Cooper, Terry L. "Neighbourhood Organizations as Official Participants in Governance" Southern California Studies Center. http://www.usc.edu/dept/geography/SC2/sc2/cooper.html (13 July 2005)

While a wide variety of community-based structures are used in North America, Europe and elsewhere to introduce a neighbourhood focus into municipal government, they generally can be clustered into two approaches:[12]

- Community councils are defined as geographically-based (as opposed to functionally-based) committees of council comprised of the councillors elected from a defined area within the municipality. The functions of a community council may be advisory and/or decision-making but in any case are delegated to it by the city and/or by legislation enacted by a higher level of government. Community councils provide an area-based structure for organizing those who have already been elected without increasing the number of direct participants and are intended to provide mechanisms for enhancing access to and increasing the accountability of local politicians.
- Neighbourhood committees are defined as local citizen organizations which:
  - o Are recognized as representing defined neighbourhoods or local communities of interest;
  - o Are formally given specific advisory and/or consultative responsibilities by the municipal council;
  - o May have responsibility for taking specified actions on behalf of council; and
  - o May be recognized as forums for consultations regarding the interests of the area's inhabitants.

  Neighbourhood committees increase the number of direct participants in local government and can be seen as a means to more directly empower citizens by giving them a formal role in local government.

Community councils appear to be relatively unique to Canada and the UK, while neighbourhood committees are increasingly common components of local governance systems around the world. Other models do exist (e.g. Philippines barangay government and barangay assembly), however they rely on a more decentralized system of elected units of neighbourhood government than are generally seen as applicable in the low-density Canadian context (e.g. 42,000 barangay councils and assemblies exist in the Philippines, regulated by the Local Government Act of 1991[13]).

To some degree, these two structures seem to evolve out of differing visions of the function and purpose of local government - service delivery vs. fostering active citizenship.[14] The two approaches may vary widely in the degree and style of participation at the neighbourhood level.

Service delivery is frequently seen as an administrative task to be delivered by governments to their citizen consumers by hired experts. According to its proponents, "Service delivery is the cornerstone of city governance and includes access to water, trash collection, solid waste disposal, wastewater collection and treatment, and electricity connection. The reliability,

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[12] Pendergrast, Eudora and John Farrow. Community Councils and Neighbourhood Committees: Lessons for our Communities from around the World. Toronto: Canadian Urban Institute, 1997. p. 2-3

[13] Magno, Francisco A. "Participatory Local Governance in the Philippines." Conference-Workshop and Launching of the Liberal Local Legislators' League (L4). National Institute for Policy Studies. http://www.nips.org.ph/resources/PLGpresentation.PPT#256,1,Slide 1 November 2003. (27 June 2005)

[14] Lonely Citizens: Report of the Working Party on Active Citizenship. http://www.pwcglobal.com/uk/eng/about/ind/gov/ActiveCitizensReport-29June.pdf June 2004 (5 July 2005). p 6-7.

quality and cost efficiency of equitable services to all areas of the city — wealthy and poor — is the primary responsibility of local government, and is the most tangible result for which the community will hold their elected officials accountable."[15] Over the past two decades, governments around the world have begun to decentralize and shift responsibility for service delivery down to local governments in order to improve its effectiveness, to increase accountability, and to capitalize on local innovations and needs. During the same time period there has been an increasing awareness that service delivery may benefit from citizen input at the local level in order to ensure that the supply and demand for services match. This can be particularly challenging where local governments have outsourced local service delivery to the private sector, either to take advantage of their greater capacity or for philosophical reasons. Community councils may be a viable mechanism for soliciting neighbourhood level input to the development of service delivery programmes and for monitoring outsourced delivery at the local level. These activities do not necessarily require increasing the number of direct participants in government.

In comparison, the active citizenship movement focuses specifically on expanding the number of direct participants in local government. It is based on the premise that the society in which we live in is a reflection of our contribution and commitment to it. Democratic institutions and civil society that exist can only be actively maintained by the communities they exist to serve.[16] However, there is evidence of declining engagement in traditional democratic processes, with governments, companies and other organisations considered to be remote, and insufficiently accountable to their stakeholders. Yet, it is also widely believed that globalisation calls for new, and more devolved kinds of political and social structure, in which individual citizens will play a more active part. This suggests that people need to be re-engaged as active citizens, and enabled to take informed decisions about their lives, communities and workplaces.[17] Building on the work of Amartya Sen and political thinkers, the approach often emphasises that participation in decision-making leads to the individual and collective self-actualization at the heart of all development.

It is interesting to note that many countries and cities which are frequently promoted as leaders in neighbourhood governance and participation are also emerging as leaders in local sustainable development as well. They not only embody the participatory principles of sustainable development, but seek to achieve its broader environmental, economic, and social goals as well. Sub-municipal decision-making structures and strong support for local sustainable development action appear to go hand-in-hand, with each reinforcing the other. The primary example of the interrelationships between neighbourhood governance and sustainable development can be seen in the United Kingdom where the government's Neighbourhood Renewal, Active Citizenship, and Local Agenda 21 programmes provide a comprehensive approach to building the capacity and mandate of neighbourhood level organizations to contribute to the development of shared visions and programmes for the achievement of sustainable communities. Evidence of the convergence of these

[15] US Agency for International Development. "Service Delivery," Making Cities Work. http://www.makingcitieswork.org/urbanThemes/city_governance/service_delivery (5 July 2005)
[16] Active Citizenship Centre. "About Active Citizenship" Active Citizenship Centre. http://www.active-citizen.org.uk/active.asp (5 July 2005)
[17] Holford, John. "Engaging People in Active Citizenship. New Perspectives for Learning - Briefing Paper 44" PJB Associates. http://www.pjb.co.uk/npl/bp44.htm 21 December 2004. (5 July 2005)

programmes can be found in district and council strategies across the UK from Mansfield[18] to Lancashire.[19] In the United States, seven of the ten most sustainable cities have formal neighbourhood services departments and/or provide support to recognized neighbourhood councils or community boards.[20] Such linkages are being made even more strongly in some developing countries. Porto Alegre, Brazil has implemented a system of participatory democracy for sustainable development based on participatory budgeting through district and sectoral councils of citizens since 1989. Their experience has shown that "Adopting a sustainable development strategy requires changes in cultural, economic, political and social practices, but citizens will only reform their cultural and social behaviour if they understand the importance of adopting new attitudes…. [S]ustainable development cannot be implemented without incorporating mechanisms that increase the decentralization of power, democracy, and social inclusiveness."[21]

Despite a strong tradition of community participation and consultation in Canada, there are few examples of how the sustainable development movement might benefit from a more decentralized approach to formal citizen engagement and participatory decision-making in major urban centres. Few major cities have established community councils or neighbourhood associations. Metro Toronto, Vancouver, Halifax, Edmonton, Winnipeg and Montreal have the strongest legislative frameworks and/or traditions of neighbourhood governance – but have not yet linked these tools into the development and/or delivery of municipal sustainable development programmes and policies. While Winnipeg and Montreal have indicated interest in supporting neighbourhood level environmental programming and citizen engagement in their sustainable development strategies, potential institutional mechanisms have not been fully explored or implemented. It is our hope that this paper will contribute to the ongoing dialogue in these cities and across Canada about options available and what considerations will be required.

3. Winnipeg

Having been an early leader in local governance innovation and environmental concern in the 1970s, Winnipeg is well positioned to play a leading role in developing neighbourhood-level institutions for sustainable development. Since 2000, the municipal government has increased the number and scope of mechanisms for engaging citizens in environmental decision-making. Environmental Improvement Zones, under informal discussion since 2003 with the Province of Manitoba and the federal government, would be a logical next step for the city to build on its traditions of civic volunteerism and policy input.

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[18] Mansfield District Council. "Local Agenda 21 Community Strategy" http://www.mansfield.gov.uk/your_comm_menu/cominf_menu/la21_main.htm (5 July 2005)
[19] Lancashire County Council. "Vision for the 21st Century Lancashire County Council Local Agenda 21 Strategy: Two Years On Progress Report October 2002." http://www.lancashire.gov.uk/environment/beyondla21/strat2yearson/summary.asp (5 July 2005)
[20] SustainLane. "US City Rankings" http://www.sustainlane.com/cityindex/citypage.php?name=ranking (22 July 2005)
[21] Menegat, Rualdo. "Participatory democracy and sustainable development: integrated urban environmental management in Porto Alegre, Brazil." Environment & Urbanization. Vol 14 No 2 October 2002. http://www.iied.org/docs/eandu/menegat.pdf (13 July 2005)

3.1. City of Neighbourhoods

Winnipeg is fundamentally a city of neighbourhoods. Ask residents where they are from and they more frequently reply "West Broadway", "Transcona" or "St. Norbert" rather than "Winnipeg". This identification with specific neighbourhoods is likely the result of both the city's political history and its slow growth over the past thirty years. It also reflects the realities of identity creation in urban centres around the world.

While incorporated as a City in 1873, Winnipeg has only been its present size and configuration since 1992. Historically, Winnipeg was a relatively small city stretching westward from the Red River and straddling the Assiniboine River. As the City grew through various economic boom and bust periods from the 1880s through the onset of the Great Depression, additional settlements grew around its borders and became incorporated as independent municipalities.[22]

In an effort to rationalize and harmonize the growth of these municipalities, the Province of Manitoba created Metro Winnipeg in 1961 as a second tier of local government. Like many two-tier systems, there was frequent conflict between the regional and the twelve constituent municipal governments regarding areas of jurisdiction and implementation responsibilities. In 1972, following a series of commissions and white papers, the Provincial government abolished the two-tier system and replaced it with the formation of a single large municipality of Winnipeg ("Unicity") through the City of Winnipeg Act.

Among its goals, Unicity was to:[23]
- Achieve financial equity between the 13 municipalities which had existed in the Greater Metropolitan Area of Winnipeg;
- Eliminate the conflict between existing municipalities;
- Achieve greater efficiency in municipal services through amalgamation; and
- Develop and encourage a greater degree of involvement and interest of citizens in local government.

The former system of 112 elected officials within the two-tiered metropolitan government was now replaced by 50 councillors representing wards of approximately 10,000 people each.[24] However, the boundaries of the formerly independent municipalities were retained to a large degree under the new structure in the form of thirteen Communities.[25] Each Community established a Community Committee which retained some power over zoning

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[22] The twelve municipalities which formed Metropolitan Winnipeg (and year of incorporation) included: Winnipeg (1873), St. Boniface (1880), St. James-Assiniboia (1880), St. Vital (1903), Fort Garry (1912), Transcona (1912), Charleswood (1913), Tuxedo (1913), East Kildonan (1915), West Kildonan (1915), Old Kildonan (1921), and North Kildonan (1925). (Source: http://www.gov.mb.ca/ia/capreg/reports_docs/reports/recent/2001nextsteps/append_c.html)

[23] Helgason, Wayne. "Unicity: An Evaluation." In Klos, Nancy (ed) The State of Unicity – 25 Years Later. Conference Proceedings (October 3-4, 1997). Winnipeg: Institute of Urban Studies. 1998. p. 51.

[24] Selinger, Greg. "Urban Governance for the Twenty-First Century: What the Unicity Experience Tells Us." In Klos, Nancy (ed) The State of Unicity – 25 Years Later. Conference Proceedings (October 3-4, 1997). Winnipeg: Institute of Urban Studies. 1998. p. 88.

[25] The thirteen 1972 Community Committee Areas included: Assiniboine Park, Fort Garry, Fort Rouge, St. Vital, St. Boniface, Transcona, East Kildonan, West Kildonan, Lord Selkirk, St. Johns, Centennial, Midland, and St. James-Assiniboia.

and oversight of service delivery; however these powers have been systematically reduced by subsequent provincial legislation over the past thirty years. They have also been amalgamated and rationalized to match the boundaries of service districts established by the City administration. Since 1992, there have been fifteen councillors representing 15 wards clustered into five Community Committees.[26]

Adding to the complexity of local geography are the additional provincial and federal political zones within Winnipeg. For the purposes of provincial representation, Winnipeg is divided into 31 Electoral Divisions (average population of 20,000).[27] While many of these share names with municipal wards or Communities, their boundaries may be quite different. At the federal level, Winnipeg is divided into 8 election districts cutting across the patchwork of provincial and municipal boundaries.[28]

Despite the continuously changing nature of political zoning at all three levels, neighbourhood designations in Winnipeg have remained relatively stable since they were established in the 1970s and 80s.[29] The neighbourhoods were defined based on their characteristic features and natural boundaries, so that once identified the neighbourhood boundaries would not be subject to arbitrary change. There are 230 neighbourhoods in the City of Winnipeg at present.[30] In 2001, these ranged in population from 145 persons to 13,600 (average = 3370).[31] Neighbourhood Clusters were defined by the Winnipeg Regional Health Authority and the City's Community Services department, in partnership with associated community groups. The Clusters follow neighbourhood boundaries and are defined based on population and natural community boundaries. There are 23 Neighbourhood Clusters in the City of Winnipeg, each with a population of approximately 27,000 people. The Neighbourhood Clusters are grouped together to make up the larger Community Areas. There are twelve Community Areas, with populations of approximately 55,000 people each.[32]

Within the city of Winnipeg, there are also 72 Community Centre Areas (CCAs), each with one or more community centre buildings, or recreation centers. Although the boundaries of these areas and the boundaries for the Community Areas and Neighbourhood Clusters are

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[26] The City's fifteen wards include: Charleswood-Tuxedo, River Heights-Fort Garry, Fort Rouge-East Fort Garry, St. Norbert, St. Vital, St. Boniface, Transcona, Elmwood-East Kildonan, North Kildonan, Old Kildonan, Mynarski, Point Douglas, Daniel MacIntyre, St. James-Brooklands, and St. Charles. Community Committees exist at the level of: Assiniboia, City Centre, East Kildonan-Transcona, Lord Selkirk-North Kildonan, and Riel.

[27] See http://www.electionsmanitoba.ca/maps/english/DIVISION.htm for a map and links to descriptions of each of the 29 provincial electoral divisions within Winnipeg.

[28] The eight federal election districts include: Charleswood-St. James-Assiniboia, Winnipeg Centre, Winnipeg South Centre, Winnipeg South, St. Boniface, Elmwood-Transcona, Kildonan-St.Paul, and Winnipeg North. http://www.elections.ca/scripts/pss/ListedByMap.aspx?L=e&mapid=46902

[29] City of Winnipeg. "Description of Geographies Used to Produce Census Profiles." http://www.winnipeg.ca/census/2001/Includes/Geographies.stm Last update: 04.06.2004 (20 June 2005)

[30] See http://www.winnipeg.ca/census/2001/Alpha/default.asp for a complete alphabetical list of Winnipeg neighbourhoods, as well as links to census data on each.

[31] City of Winnipeg. "2001 Census Data: Population" http://www.winnipeg.ca/Census/2001/Selected Topics/Data Tables/Population/Population by Neighbourhood.xls (22 July 2005)

[32] The Census Community Areas include: Assiniboine South, River Heights, Fort Garry, St. Vital, St. Boniface, Transcona, River East, Seven Oaks, Inkster, Point Douglas, Downtown, St. James-Assiniboia. See Map in Appendix 1. (http://www.winnipeg.ca/census/2001/Community%20Area/)

similar for many of the areas, there are some discrepancies, particularly in the northwest region of the city. There are some CCAs that overlap two different Community Areas or Neighbourhood Clusters.[33]

Interestingly, these neighbourhood designations and groupings are also different from those used in the most commonly available commercial map of Winnipeg.[34] These maps feature approximately 145 residential neighbourhoods and 25 industrial/commercial areas within 12 major areas of the city: St. James-Assiniboia, Charleswood, Fort Rouge, Fort Garry, St. Norbert, St. Vital, St. Boniface, Transcona, East Kildonan, West Kildonan, Lord Selkirk and the North End. The neighbourhoods forming the old municipality of Winnipeg are not clustered in any way.

Based on the contradictory and overlapping geographical boundaries which have evolved in Winnipeg over the past 30 years, it would not be surprising to find that Winnipeggers identify most closely with VERY local neighbourhood concepts. Nevertheless, the large size of city wards, their significant overlap with Community Areas, and their alignment with pre-Unicity municipalities does increase the growing sense of identity which Winnipeggers have at larger scales.

3.2.   Environmental Decision-Making

Environmental policy-making and oversight has changed considerably since the formation of Unicity as well. In order to facilitate Council's decision-making and policy execution role regarding the environment, an Environment Committee was created as one of the four major Council committees.[35] The duties of the Environment Committee included planning (transportation, open space and parks), housing, urban renewal, pollution regulation and control, and health and social development.[36] This policy-oriented committee was matched on the administrative side with a Commissioner of Environment under which the Department of Environmental Planning was responsible for carrying out planning and service delivery.[37]

It is interesting to note that Section 653(1) of the City of Winnipeg Act established the city as the first political jurisdiction in Canada with a requirement to conduct an environmental impact review of every public works proposal. Specifically, the Executive Policy Committee was to:

> Review every proposal for the undertaking by the city of a public work which may significantly affect the quality of the human environment and shall report to the council before such work is recommended to the council on,
> (a) The environmental impact of the proposed work;
> (b) Any adverse environmental effects which cannot be avoided should the work be undertaken; and

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[33] Chateau, Dan. "Community Centre Areas," Manitoba Centre for Health Policy http://www.umanitoba.ca/centres/mchp/concept/dict/wpg_area/cc.html July 2001 (5 July 2005)

[34] Winnipeg. Oshawa, ON: MapArt Publishing Corporation, 2005.

[35] Axworthy and Cassidy, p. 25.

[36] Axworthy, Lloyd and Jim Cassidy. Unicity: The Transition (Future City Series No.4). Winnipeg: Institute for Urban Studies, 1974. p. 86.

[37] Other Departments reporting to the Commissioner of Environment included: Library Department, Health Department, Parks & Recreation Department, and Social Service Department.

(c) Alternatives to the proposed action.[38]

This provision, adopted nearly verbatim from the US National Environmental Protection Act, was cited several times in the early 70s by citizens'groups opposing the construction of a CP rail overpass, the Trizec development of Portage and Main, and the use of mosquito fogging in the city.[39] In order to better deal with such issues, the Department of Environmental Planning established a small task force to develop guidelines and criteria for its environmental review statements.

In 1977, City of Winnipeg Act Amendments repealed the section of the Act related to environmental impact reviews and substituted it with the following weaker wording:

> The Council may require a report on the environmental impact of a proposed public work. Where the council requires a report on the environmental impact of a proposed public work,
> (a) it shall be the sole determining authority of the adequacy of the report or any part of it; and
> (b) it may establish such procedures as it may deem necessary.[40]

The same round of amendments specifically struck out any mention of the Committee (or Commissioner) on Environment and replaced them with "Designated Committee (or Commissioner)". Over the next 20 years, political and administrative structures were changed several times, with responsibility for the environment becoming increasingly distributed on both the policy and administrative sides as the focus of the city shifted to growth promotion and service trimming as techniques to resolve its ongoing budget difficulties.

Nevertheless, by the early 1990s, awareness of the importance of the environment to the City of Winnipeg began to increase again, partly due to increased federal and international developments such as the Montreal and Kyoto Protocol and the Earth Summit. However it was unclear to what degree the Province or the City should take the lead with new initiatives. A joint city/provincial government environment committee met several times to deal with issues such as combined sewer overflow.[41] In 1992-93, staff within the Corporate Services Department was asked to write an Environmental Inventory of the issues facing the city and the corresponding programs which had been established to deal with them. This inventory corresponded with the development of Plan Winnipeg 2010's chapter on environmental stewardship. It was noted at the time that while the city had a number of environmental policies in place, implementation had been slow.

To assist in coordinating implementation efforts, the position of administrative Environmental Coordinator was established.[42] The position was initially posted in the fall of 1995 facilitated by a $45,000 contribution from the Water and Waste Department to the corporate initiative. The recruitment and selection process began in January 1996; however due to budget shortages the city's vacancy management team declined authorization to fill

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[38] The City of Winnipeg Act, Section 653(1), p 306. Cited in Axworthy, Lloyd and Donald Epstein. "A Discussion Paper on Urban Populism and Urban Policy-Making. A Paper for Presentation at the Conference on the Canadian Urban Experience Toronto, May 30, 1974." Winnipeg: Institute of Urban Studies. P. 23.

[39] Axworthy and Epstein, p 24.

[40] An Act to Amend the City of Winnipeg Act (Assented to June 18, 1977). Sec 129. p 480.

[41] Cowan, Andrew. Personal Conversation. 30 June 2005.

[42] Cowan, Andrew. "Environmental Coordinator Position – Chronology." Internal Memo. 2 December 1999.

the position three times that year and noted that it would not consider the position further. In 1997, the funds from Water and Waste were used to hire contract staff to conduct an analysis of corporate environmental management issues for the City of Winnipeg and to develop a proposal for a corporate environmental management system. This was in part a response to the December 1996 Deloitte and Touche audit which had expressed concern that the City had no process in place to proactively identify and quantify environmental liabilities. In August 1997, a report to the Director of Corporate Services entitled "Environment Initiative Update" recommended staff resources to establish an environment office. A year later, following the election of Mayor Glen Murray, the City acted upon that recommendation and created the position of "Coordinator, Emergency Planning and Environmental Policy" in keeping with trends in some municipalities to ensure close linkage between those functions. Unfortunately, the internal and external recruitment processes did not yield candidates sufficiently skilled in both portfolios. The Environmental Policy portion of the portfolio was dropped and an Emergency Preparedness Coordinator was hired in May 1999. In the following months, a staff secondment from the Province of Manitoba was unsuccessfully explored. Despite the CAO Secretariat's and Water and Waste Department's committing of funds for the position again in 2000, over the course of that year a decision was made by the Mayor's office to transfer the position to the Executive Policy Committee Secretariat. Under the direction of the Economic Development Coordinator, this position was cast as supporting the development of integrated organization-wide environmental management systems, researching and providing policy/administrative guidelines and advice, and establishing and maintaining an environmental liaison function. In early 2001, Andrew Cowan was formally hired as the city's Environmental Coordinator.

However, by the time Cowan started in the position, it had been re-cast by the Mayor in "Toward a Sustainable Winnipeg: An Environmental Agenda" to "assist with existing initiatives or programs, look at new opportunities, develop policy, promote city initiatives to the public… work with all citizens and organizations in Winnipeg, including other levels of government, to explore all opportunities, funding options and partnering opportunities."[43] While a more realistic reflection of the policy-administration divide at City Hall, the Environment Coordinator position had flipped entirely from implementation coordination to policy engagement. One of the first activities undertaken by the Coordinator was therefore to follow the mayor's instruction to "develop an Environmental Task Force or Advisory Committee with representation from community organizations to support and work in conjunction with the Environmental Coordinator."[44]

By April 2001, the mayor and Environmental Coordinator had agreed on a model for the establishment of an advisory Civic Environment Committee (CEC) to further reinforce Winnipeg's commitment to becoming a leader in municipal and sustainable development issues, provide the necessary support mechanism to receive public input and community support, and allow City Council to meet its long-standing commitments in Plan Winnipeg."[45] It was provided with a modest annual budget to cover research and project requirements,

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[43] Murray, Glen. Towards a Sustainable Winnipeg: An Environmental Agenda (2001). Winnipeg, 2000. p.1.
[44] Ibid.
[45] Cowan, Andrew. "Press Release: Mayor Announces New Civic Environmental Committee." 20 April 2001. Winnipeg: City of Winnipeg, 2001.

administrative costs of meetings and public consultations, and the production of reports or educational materials. The committee would report to Council, through the Executive Policy Committee, and where appropriate through other Standing committees. As members, the CEC was to include one City Councillor; the CAO and directors of Community Services, Public Works, Water and Waste, Transit and Planning, Property and Development; one representative from the Winnipeg Regional Health Authority; and representative of the environmental, social and economic development communities, nominated by the public. The CEC would be supported by both the Environmental Coordinator and an Internal Administrative Coordinating Committee (IACC) which would provide expertise and respond to research requests on issues.

By the time the CEC proposal was passed by City Council in July 2001, while the IACC was left intact, the membership of the CEC was dropped to include only one councillor, a representative for the CAO, and citizen members. This further reinforced restrictions on the committee's role to sustainability agenda setting and policy advice. The initial task given to the committee was to develop a comprehensive environmental agenda that identified key issues and an action plan that identified key priorities for implementation. At the time, few realized that it would take three full years for the committee to navigate the difficult political challenges of navigating the policy-implementation divide at City Hall. Following extensive public consultations, the handing over of the action plan component to the CAO's office to prepare, and the election of a new mayor – in July 2004 City Council approved in principle "Sustainable Winnipeg: A Comprehensive Environmental Strategy."[46] This document outlined options available to the City in terms of influencing both its own behaviour and that of its citizens with respect to decision-making and management, climate change and air quality, urban energy, land use and development, transportation, solid waste and materials management, water and wastewater management, and pesticides.

With the policy in place, it was clearly time to revisit questions of implementation and specific policy development regarding these important issues.

3.3.   *Environmental Improvement Zones*

The concept of establishing Environmental Improvement Zones in Winnipeg emerged in late 2001. At the first meeting of the Civic Environment Committee in December 2001, Mayor Murray noted that it was important to not only establish a top-down policy framework for the City, but also to engage citizens in environmental issues in order to create a groundswell of support for change in city policy and practice. He suggested to the committee that it should consider neighbourhood delivery of community environmental programmes through Environmental Improvement Zones ("EZ Zones" for short at the time). Murray suggested targeting three or four neighbourhoods with five-year plans to develop comprehensive environmental activities at the neighbourhood level in order to demonstrate positive environmental programs and services. He also noted that the committee should engage and solicit the younger generations who may have a more detailed understanding of intergenerational issues, environment, and sustainability. This was seen as one part of engaging the citizens of Winnipeg and fulfilling the committee's central role in advocating for change.

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[46] Winnipeg Civic Environment Committee. Sustainable Winnipeg: A Comprehensive Environment Strategy. 2004. http://www.winnipegcec.org/environmental_strategy/cec_sustainable_winnipeg.pdf (7 July 2005)

Therefore in early 2002, the Environment Coordinator began a process of fleshing out the idea and mobilizing support for the EZ Zone within the city government. He drafted a concept paper in January 2002, sought feedback from the CEC and presented it to the Mayor.[47] According to this concept paper, "EZ" Plans would be developed in "partnership by all parts of the community, including, but not limited to, the residents, special interest groups, local government, local industry, and other agencies. The objective is to improve and sustain the local environment for everyone… EZ Plans will tackle issues that local neighbourhoods identify as important to their health, safety, and enjoyment of their local environment. Each EZ will be provided with the tools to undertake Environmental Home Audits to determine where improvements can be made. Personal and Neighbourhood Ecological Footprints will be calculated so that improvements can be measured." The proposed structure for the programme relied heavily on developing a partnership with a local ENGO who would work with three pilot neighbourhoods to develop EZ Councils. These councils would consult with neighbourhood residents regarding their priorities as well as objectives and targets. Core funding for achieving the targets would be provided to the neighbourhoods through a fund to be established by the City. The ENGO would assist the neighbourhoods with the preparation of developing applications for additional support from other sources as well. Specific deliverables of this stage would include:

- An *EZ Guide for Neighbourhoods* that would identify key environmental issues and suggest strategic activities that neighbourhoods could undertake;
- *Environmental Audit Services* to set baselines for measuring environmental impacts and setting targets;
- *Neighbourhood Planning Facilitation Services* to assist in the development of a EZ action plan; and
- *Education and Promotion Tool Kit* for neighbourhoods.

The intended timeline was to present a formal detailed report on the EZ concept to Winnipeg City Council in March 2002, then to propose the pilot program to council in parallel to the approval of a comprehensive Environmental Agenda. The EZ Zone concept was to "provide the implementation/delivery aspects of meeting community goals outlined in a council approved agenda."[48] However, the ongoing delays and council objections to the Environment Strategy made this an impossible timeline and approach, particularly given the political sensitivities regarding whether to try to push through the Strategy prior to the mayoral election in October 2002. In addition, it had become clear that that the CEC was not best positioned to follow through on envisioning or implementing the EZ Zones. As a volunteer-based institution focused on policy development at the city level, it lacked the resources, mandate and structure to help organize neighbourhoods and implement on-the-ground pilot programmes.

In January 2003, the Environmental Coordinator resurrected the EZ Zone concept through the development of a tri-level working group involving community and environmental experts within the federal and provincial governments as well as the city. This team included representatives from Environment Canada, MB Conservation, MB Intergovernmental

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[47] Cowan, Andrew. "Environmental Improvement Zones: Concept Paper" Unpublished Memo. January 2002.
[48] Ibid.

Affairs (Neighbourhoods Alive), City Planning and the Environment Coordinator. The hope was to use their combined expertise to make the concept more robust, particularly with respect to governance and funding, in order to create something that it would be acceptable by City Council and which might be able to tap into the resources of the other levels of government as well. The feedback from two January working group meetings was excellent and provided a number of important insights regarding community-level environmental programme delivery (See Appendix). The first meeting on 14 January focused primarily on issues of how to define communities and administration mechanisms. There was a strong desire to build upon existing definitions of neighbourhoods and creative input regarding how to deliver integrated environmental programming at the neighbourhood level, perhaps in collaboration with community clubs. The 27 January meeting focused more specifically on a desire for neighbourhood level indicators, expanded the concept of EZ Zones to that of sustainable communities (including social and economic results), and reiterated that community-level and household-level projects should both be incorporated into EZ Plans. In addition, the second meeting specifically identified the new tri-partite Winnipeg Development Agreement, then under negotiation, as the most strategic source for funding since the negotiation MOU signed on 26 January indicated that "Building Sustainable Neighbourhoods" would be one of the agreement's four core components.[49]

Additional feedback from Planning, Property and Development staff posed a series of excellent questions regarding key issues such as: property issues, expectations, contaminated lands, staff support, roles and responsibilities, processes, neighbourhood planning, competition, governance and the name of the initiative.[50] An underlying thread to the departmental feedback was the need to ensure coherence between EZ Plans and existing Community Services and PP&D initiatives at the neighbourhood level. There was also a concern about the seeming explosion of various "improvement zones" in neighbourhoods – Business Improvement Zones, Housing Improvement Zones, and now Environmental Improvement Zones – and a questioning of whether it might not be time to develop comprehensive improvement zones and Neighbourhood Associations instead. Such an integrated approach was seen to be more consistent with the overall sustainable communities approach as well as build on the efforts of Manitoba Intergovernmental Affairs and City of Winnipeg Planning, Property and development's efforts to catalyze Neighbourhood Plans.[51] Regarding the naming and branding of the initiative, it was suggested that it be changed to EIZs so as to not become confused with Enterprise Zones (EZ Zones) proposed in the new Downtown Zoning Bylaw then under development.

Based on this feedback, the Environmental Coordinator drafted in February 2003 a new project description for EIZs "to develop a City program that engages citizens in environmental services and increases the desire for increased environmental programming in Winnipeg. Another key objective is to portray Winnipeg as an innovative leader nationally in environmental initiatives."[52] It was noted that the program could likely be administered

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[49] Manitoba Intergovernmental Affairs and Trade. "Winnipeg Partnership Agreement - Framework" http://www.gov.mb.ca/ia/programs/wpg_partnership/framework.html (July 12, 2005)
[50] Buckley, Valdene. "Environmental Improvement Zone Proposal" Personal Email. 15 January 2003.
[51] Manitoba Intergovernmental Affairs and City of Winnipeg's Planning, Property and Development Department. A Guide for Developing Neighbourhood Plans. March 31, 2002. http://www.winnipeg.ca/ppd/pdf_files/Nhbd_guide.pdf (July 12, 2005)
[52] Cowan, Andrew. "Neighbourhood Environmental Improvement Zones" Memo. 4 February 2003.

through existing programs and that from a community standpoint, neighbourhood associations would be responsible for implementation of EIZ objectives and targets. The project description indicates that the City would develop a three-year pilot in three neighbourhoods with the intent to expand citywide over the long-term. It was hoped that EPC and Council Approval of a Program Proposal would be completed by July 2003, noting that if the decision to fund the program through the WDA were to be made that the timelines would need to be altered to be consistent with that process.

In May 2003 the International Institute for Sustainable Development (IISD) approached the Winnipeg Foundation for the resources to undertake the current study on EIZs with the University of Manitoba, Natural Resources Institute (NRI) and in consultation with the Civic Environment Committee. In addition, the graduate student researcher from NRI, Roselle Miko, approached Environment Canada's Eco-Action Programme for additional resources to consult with the West Broadway neighbourhood regarding the special needs of lower-income neighbourhoods. The goal was to be able to complement the city's initiative and to develop some of the tools which neighbourhood associations and local ENGOs might require. However, any attention for Environmental Improvement Zones within the City dissipated as 2003 progressed. This appears to have been a result of the time required to hold public consultations on the Environment Strategy in May/June and the need to focus attention and resources on the development of the environmentally-focused tax-shifting aspects of the New Deal for Winnipeg in the fall. With the resignation of Andrew Cowan as the City's Environmental Coordinator in October 2003, the City no longer had a champion to pursue EIZs. When former participants in the EZ Zones working group and other government staff gathered in December 2003 for a two-day workshop on "Community-level Environmental Programme Delivery"[53] under the auspices of Environment Canada's Urban Community Pilot Initiative, it was difficult to secure participation from City departments despite the Mayor's clear support for the initiative in his role as keynote luncheon speaker.

The momentum for collaboration on neighbourhood-level environmental engagement in Winnipeg then shifted towards the province as Cowan, now part of the provincial climate change team, used the EIZs model as the basis for the development of the Climate Change Community Challenge (C4). The C4 "Call for Expressions of Interest" was launched in April 2004 noting that "C4 applicants should be from one or more of the following: local citizen group, neighbourhood association, community agency, band council or local municipal government. Joint proposals will be favourably considered. In order to be eligible to take part in C4, the applicant must have the support of the local municipal government." [54] The Province hoped that Winnipeg neighbourhoods would apply and that at least one (or a coalition) would be supported through C4. One of the four information sessions about C4 was run in Winnipeg so as to facilitate the participation of neighbourhood associations and groups.[55] Unfortunately, no neighbourhood in Winnipeg completed a satisfactory application or secured the support of the municipal government within the specified time

[53] SL McLeod Consulting. "Community-level Environmental Programme Delivery: Workshop Results: 2nd and r3rd December 2003, Winnipeg, MB." 5 January 2004.

[54] Province of Manitoba, Climate Change Branch. "Manitoba Climate Change Community Challenge – Call for Expressions of Interest" http://www.gov.mb.ca/est/climatechange/pdfs/overview.pdf (12 July 2005)

[55] Province of Manitoba, Climate Change Branch. "Manitoba Climate Change Community Challenge – Expression of Interest Workshops" http://www.gov.mb.ca/est/climatechange/pdfs/workshop.pdf (12 July 2004)

frame.[56] Informal communications with neighbourhood associations indicated that many felt they lacked the knowledge and time to prepare a successful expression of interest. They were also upset that while funding had been secured for the hiring of resource people in the community, there was no guarantee of a specified further funding amount for projects when the programme was first launched. They were hesitant to spend time working on a proposal until it was clear how much initial project funding would be available vs. how much a newly hired resource person in the community would be expected to raise. The neighbourhoods were also uncertain how to secure the support of the City of Winnipeg within the specified timeframe (June 2004). Similarly, within the City administration – lacking an Environmental Coordinator - there was a lack of clarity regarding the process for choosing amongst and/or supporting neighbourhood-level applications to the Province. This was compounded by the administrative turmoil which followed the sudden resignation of Mayor Glen Murray in May 2004 and the election of a new mayor without previous experience as an elected official. While $1.2 million was catalyzed from the Federal and Provincial governments for C4 in four pilot communities announced in 2004,[57] Winnipeg neighbourhoods were ultimately left behind.

Lacking support and funding within the City of Winnipeg for EZ Zones, in the fall of 2004 IISD and NRI decided to initiate small-scale consultations in 3 Winnipeg neighbourhoods to try to understand their priorities and what they thought might be possible for EIZs in the city. These consultations provided evidence that Winnipeg neighbourhoods both old and new are interested in undertaking community-level environmental programming and engaging in policy development.[58] With the July 2005 hiring of a new Environment Coordinator[59] and the re-engaging of the Civic Environment Committee in proactive policy development, there exists a window of opportunity to advance the EIZ concept further in dialogue with local stakeholders. The challenge is now to construct a model which takes into consideration the political history of neighbourhood environmental decision-making in Winnipeg as well as lessons learned on governing and funding such initiatives around the world.

4. Other Models and Precedents for EZ Zones

Winnipeg is fortunate to have strong local and international precedents for neighbourhood environmental decision-making upon which a successful EIZ Zones programme could be built. These programmes demonstrate how community groups and government agencies can work together at the neighbourhood level to improve the local environment through both direct action and participation in planning and broader decision-making. The following

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[56] Two neighbourhoods did develop expressions of interest: West Broadway and Centennial. However, West Broadway's application did not directly address the objectives of the C4 program and Centennial's application was developed after the deadline with help from staff at the Winnipeg Foundation and the City of Winnipeg.
[57] Province of Manitoba. "New Release: Manitoba Communities receive $1.2 Million for Community Climate Change Challenges." December 20, 2004. http://www.gov.mb.ca/chc/press/top/2004/12/2004-12-20-01.html (12 July 2004)
[58] Willard, Terri, Roselle Miko, Dennis Cunningham, Kelly Moore, and Eduardo Garcia. Environmental Improvement Zone (EIZ) Guide for Winnipeg Neighbourhoods: Issues and Strategic Activities. Winnipeg: IISD, 2005.
[59] Alec Stuart, formerly with Manitoba Intergovernmental Affairs, begins as Winnipeg's new Environment Coordinator within the CAO's Office on 8 August 2005. Stuart was involved in EZ Zone planning from the provincial perspective in 2003 and has a background in city planning.

section provides a brief description and lessons learned from relevant programmes. Section 5 builds upon these lessons learned and provides recommendations regarding how EIZs might be implemented in the City of Winnipeg.

4.1. Local Precedents

Winnipeg is fortunate in having decades of experimentation involving engaging citizens in neighbourhood governance, decision-making, and action. While the style of these initiatives has changed over the past 30 years, their designs and relative achievements can indicate an institutional infrastructure for how EIZs might fare within the City's political, economic, and social climate.

4.1.1. Unicity Citizen Involvement

The creation of Unicity in 1972 involved balancing the tension between a desire for centralization of services in order to improve efficiency and a desire to improve citizen engagement with local government. In order to achieve this balance, the form of political organization envisaged was decentralized, providing representation on a small scale, giving communities within the city some responsibility for governing their own affairs and opening access to government for the private citizen.[60] This was achieved by electing councillors through a small ward system, developing a Community Committee arrangement that combined three to six wards in a structure to supervise local services and local planning, and attaching to each community committees a Resident Advisory Group (RAG) composed of private citizens who could work with and advise councillors on local matters.

In theory, this structure provided citizens with multiple opportunities for intervention as local matters worked their way from RAGs to Community Committees to Executive Policy Committee to the full Council. In reality, the citizen engagement measures envisaged in 1972 never achieved their full potential and slowly faded away.

Community Committees were designed according to the conventional formula of representative government – seeking to bring people into closer contact with their government, not to give them a role in decision-making.[61] Designers sought primarily to create a more effective mechanism to keep citizens informed of what their Council was doing, planning or proposing. However, Community Committees did little to facilitate a two-way flow of information between citizens and Council beyond holding monthly meetings.[62] Visionary proactive planning tools such as the District Area and Action Area Plan concepts were not implemented to any meaningful degree by the Community Committees, although they were provided for under the City of Winnipeg Act.[63] Action Area Plans were to be the same as Neighbourhood Improvement Program (NIP), taking advantage of federal NIP legislation and funds.[64] District Area Plans were to be more

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[60] Axworthy, Lloyd and Jim Cassidy. p. 3

[61] Ibid, p. 26-7.

[62] Ibid, p. 103-4.

[63] Ibid, p. 99

[64] Between 1974 and 1983, when NIP ended, one hundred and twenty-five towns and cities across Canada had participated, two hundred and seventy neighbourhoods improved. (Source: Wolfe, Jeanne. "Our Common Past: An Interpretation of Canadian Planning History - Part Two." Plan Canada 75th Anniversary Edition. http://www.cip-icu.ca/English/plancanada/wolfe2.htm (22 June2005)

detailed plans for ward-sized districts over a 5-10 year basis. By the late 1990s, only five Action Area Plans (now called secondary plans) had been created.[65]

By 2005, there were 5 Community Committees in existence – engaged primarily in re-zoning debates and small grants dispensation. The importance of the re-zoning discussions should not be underestimated since it is rare for the Council to overturn the decision of a Community Committee on these matters. Citizen attendance and participation varies widely depending on the issues under discussion for the month. Community Committee agendas, minutes and official dispositions can be found on the City Clerk's Decision Making Information System site at http://www.winnipeg.ca/CLKDMIS/ .

Resident Advisory Groups (RAGs) were envisioned as a more active form of citizen participation in neighbourhood decision-making. Under the City of Winnipeg Act, their role was "to advise and assist the members of the community committee for the community whose conference they were elected, as to the performance of their functions." While the legislation noted that RAG members were to be elected from the community as a whole at an annual Community Committee meeting, the rules were flexible enough to enable a wide variety of styles of participation to emerge. Some communities elected all citizens who showed up; others set numbers of representatives desired and voted amongst citizen volunteers. In 1974, the resulting number of advisors per Community Committee ranged from 12 (Transcona and St. Vital) to 200 (St. Boniface).[66] RAGs also varied greatly in their structure and operations - some formed extensive standing committees while others operated on a more ad hoc basis.

An assessment of RAGs 1974 indicated that "the lack of achievement and effectiveness of RAGs, especially in the area of long range planning in their community (through active involvement in Action Area and District Plans) can be attributed to the roles that RAGs have either deliberately chosen or fallen into by default."[67] Roles suggested for the Advisory Groups included: purely advisory, watch dog, planning, initiator, buffer or a combination of these roles.[68] Overwhelmingly, though, most RAGs seemed to be dealing with trivial issues and delegations rather than substantive forward-looking issues of neighbourhood planning. Factors blocking more effective citizen engagement through RAGs included the lack of awareness of RAGs, the ineffectiveness of RAGs in communicating with the public, and lack of effort on the part of Councillors to provide information and financial resources to the RAGs to accomplish their mandate.[69] The lack of backstopping by City departments was particularly difficult in the early years as RAG members struggled to understand city decision-making processes and aspects of civic administration. City departments simply did not have the staff required to educate the RAGs in addition to fulfilling their other service mandates. This was compounded by the Province's lack of commitment to providing encouragement and incentives, such as provincial financial assistance, only if Community

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[65] Selinger, Greg. . "Urban Governance for the Twenty-First Century: What the Unicity Experience Tells Us." In Klos, Nancy (ed) The State of Unicity – 25 Years Later. Conference Proceedings (October 3-4, 1997). Winnipeg: Institute of Urban Studies. 1998. p. 101.
[66] Axworthy and Cassidy, p. 110.
[67] Gillies, Marjorie and Naomi Duguid (Eds). Unicity / Winnipeg: A Preliminary Study of Formally-Structured Citizen Participation. Community Planning Association of Canada: Ottawa, 1974. p. 29
[68] Ibid, p. 29-30.
[69] Ibid, p. 31-38.

Committees and Resident Advisory Groups were included in the planning and implementation of programmes.[70]

In 1973, the RAGs applied for federal funding to establish a centralized resource base for their activities – Associated Communities for Tomorrow (ACT), later renamed the Advisory Resource Council (ARC).[71] This organization was to help collect and co-ordinate information and other resources to help RAGs better undertake their advisory and communications duties. Unfortunately, the City Council significantly weakened their application before endorsing it.[72] The $230K over two years never materialized, the ARC was never created and RAGs slowly died off over the next 30 years. Other non-structural explanations for the decline of the RAGs include the possibilities that: Winnipeggers were content to be spectators in the political arena, social capital overall has declined in the face of increased individualism, and that Winnipeggers were basically satisfied with city services.[73]

In 1998, text related to Community Committees and Resident Advisory Groups was removed from the City of Winnipeg Act. Community Committees have been continued by the City as form of Council Subcommittee under the Act; RAGs were eliminated entirely. At the time, the elimination of RAGs was portrayed as a broadening of avenues for citizen participation in decision-making since, "it allows council or its committees to use whatever approaches are appropriate to seek input from citizens instead of limiting the city to only using residential advisor groups as the vehicle for citizen participation. This will give the city as many opportunities, if not more, to hold public hearings on as many issues as it wants. The amendments also open the door to innovative approaches to citizen consultation, be they in the form of advisory bodies, workshops, special forums or hearings."[74] Since that time, there has been a rapid increase in issue/sectoral based citizen advisory committees (e.g. environment, equity); however comprehensive neighbourhood engagement and planning has stalled.

Lessons Learned:
- Winnipeg has a long history of developing innovative mechanisms for engaging citizens in neighbourhood governance. However, in practice, it would appear that the support for such initiatives has been stronger from the province than from the municipal officials themselves.
- Participatory governance forms require an ongoing investment in two-way information mechanisms as well as resources for local research. Without an umbrella mechanism for neighbourhoods to assist with these services, it is difficult for neighbourhood associations to maintain momentum.
- Many individuals now holding positions of political and community leadership in Winnipeg began their civic activism as members of Resident Advisory Groups. A

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[70] Axworthy and Cassidy, p 115.
[71] Gillies and Duguid, p. 44.
[72] Axworthy and Cassidy, p 116, 131-133.
[73] Thomas, Paul G. "Diagnosing the Health of Civic Democracy: 25 Years of Citizen Involvement with City Hall." In Klos, Nancy (ed) The State of Unicity – 25 Years Later. Conference Proceedings (October 3-4, 1997). Winnipeg: Institute of Urban Studies. 1998. p. 49.
[74] Reimer, Jack. "Second Reading: Bill 32--The Municipal Amendment and Consequential Amendments Act." Fourth Session of the Thirty-Sixth Legislature, Province of Manitoba. http://www.gov.mb.ca/legislature/hansard/4th-36th/vol_043/h043_7.html . 6 May, 1998 (24 June 2005).

renewal of neighbourhood governance mechanisms could assist in fostering the next generation of civic government leaders.

- Provincial and/or federal funding support can often provide the necessary impetus for neighbourhood associations and city councillors to identify common ground.
- Because of the amalgamation and the decision to limit the responsibilities of Community Committees, Winnipeg, without a forum at a larger scale, has been forced to respond at the neighbourhood level. The neighbourhood characterization analysis done by the Winnipeg Planning department in the late 'seventies and early 'eighties has formed the context for subsequent neighbourhood action.[75]
- Given the recency of the abolition of RAGs, it would likely be difficult to muster support from either citizens or politicians in Winnipeg to develop a new system for neighbourhood policy input to the creation of comprehensive sustainable communities.

4.1.2. Business Improvement Zones[76]

A Business Improvement Zone (BIZ) is an association of business people who join together to promote their mutual interests. The basis of their mutual interest stems from their common location within a defined commercial area, and the need to create positive change within this area. Through the formal designation of a Business Improvement Zone, area businesses can take direct control over the appearance and image of their area.

In July of 1987, the Province of Manitoba amended the City of Winnipeg Act to allow for the establishment of Business Improvement Zones (BIZ) within the City of Winnipeg. The initiative to establish a Business Improvement Zone as well as the development and operation of the BIZ must come from within the business community. In order for a BIZ to be successful, it requires the commitment of the business community to undertake the organization planning to establish the zone as well as to direct the programming of the BIZ on an ongoing basis.

In order to begin this process, legislation within the City of Winnipeg act requires that 50% of the business within the proposed zone which also represent 50% of the business assessment base must sign a petition which is submitted to the City asking that a by-law be passed to establish the zone.[77] If this criteria is successfully met, the City of Winnipeg will then send notices to all of the businesses within the proposed zone notifying them of the intention to create the BIZ. If a particular business is in opposition, they then have thirty days to fill out a notice of objection and return it to the City of Winnipeg. If one-third of the businesses representing one-third of the business assessment base file a notice of objection, then the proposal is defeated and the BIZ cannot be established. If sufficient objection is not received, then the City may pass a by-law designating the area as a BIZ.

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[75] Diamant, Peter. "Unicity: Bureaucratic Success, Political Nightmare." In Klos, Nancy (ed) The State of Unicity – 25 Years Later. Conference Proceedings (October 3-4, 1997). Winnipeg: Institute of Urban Studies. 1998. p. 22.

[76] The descriptive text for this section is taken entirely from the City of Winnipeg Planning Property and Development Web site at http://www.winnipeg.ca/ppd/biz_overview.stm (27 June 2005).

[77] The percentage was updated from 10% to 50% as of January 1, 2003 through By-law 8111/2002 (http://www.winnipeg.ca/CLKDMIS/DocExt/ViewDoc.asp?DocumentTypeId=1&DocId=160&DocType=C).

Sixteen BIZs exist today in Winnipeg.[78] Each BIZ is directed by a Board of Management elected by the membership. This Board prepares an annual program, budget and zone levy for the BIZ which requires the approval of the BIZ membership and is then forwarded to City council for their approval. When this program, budget and zone levy has received the necessary approvals, a special levy is added to the business tax of each business within the BIZ. The City will then collect these levies as part of the regular business tax procedures and will return the levy funding to the BIZ, to be spent in accordance with the approved program.

While the concept of BIZ suggests that the emphasis for the success of this type of programming relies on the input of the business community, the City of Winnipeg also recognizes the importance of this approach and is committed in its support and encouragement to business groups to examine BIZ as an option for their area.
In order to foster this encouragement, the City, through the Planning, Property and Development Department will provide a range of staff resources to business groups who may be interested in BIZ.

Lessons Learned:
- There are precedents in Winnipeg for community-based groups to organize themselves and to receive support from the City administration.
- Municipal by-laws can be used to establish such special zones and their relationship to the city.
- The bylaw should address rules for the establishment of the zone, boundaries of a zone, board establishment and rules, meetings, budgets, accountability, and termination of a zone.
- Zone levies are a viable way of financing local activities. However, greater than 50% support within the community for the zone establishment is recommended as are clear mechanisms for registering opposition.

4.1.3. Housing Improvement Zones

The Housing Improvement Zones were created as an initiative of the City of Winnipeg to improve the social-economic condition of deteriorated areas of the city. In July, 1999, representatives from neighbourhoods, business community, agencies, and the different level of government met together in the Mayor's Forum on Housing. Among other issues, the forum emphasized the importance of stimulating renovations and new housing construction in different areas of Winnipeg. Based on criteria established by the City of Winnipeg Planning Department, zones that could be qualified as Major Improvement Zones and had establish strong resident's organizations could be designated as Housing improvement Zones (HIZ). Additional to address physical infrastructure in the HIZs, the program also provided administrative, financial and technological tools to the community to support their organizational capacity using local knowledge. The neighbourhoods initially chosen were: West Broadway, William Whyte, North Point Douglas, and Spence. In order to have access

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[78] According to http://www.winnipeg.ca/ppd/biz_associ.stm, the sixteen Winnipeg BIZs are: Academy Road, Corydon Avenue, Downtown, Exchange District, French Quarter, Grosvenor Square, Mosaic Market, Norwood Grove, Old St. Vital, Osborne South, Osborne Village, Selkirk, St. James Village, Transcona, West Broadway/South Sherbrook, and West End.

to the funding, the neighbourhoods were required to develop a neighbourhood housing plan that included physical, economic, and social goals. Currently, The Winnipeg Housing Rehabilitation Corporation (WHRC) works as a mediator, helping communities elaborate on housing plan proposals and providing administrative support.

The HIZ structure includes a Housing Team for each zone composed of a city planner, health inspector, building inspector, zoning officer, fire inspector, police office, and a community development worker in addition to community residents. The HIZs provide support to the community and work as facilitators between the community and the city. They provide access to information systems to both staff and community. A centralized housing team is charged with supporting all the HIZ local teams. The Winnipeg Housing and Homeless Initiative (WHHI) also help review the housing project applications and providing financial support through available federal and provincial housing and community support programs. An additional tool, Housing Hotline, was created in 2000 to support the local HIZs solving community concerns related to issues such as vacant building, unsafe structures, untidy yards, and fire safety.

The funds for the HIZs come from the City of Winnipeg through the Housing Improvement Fund ($7M over 5 years), and from the Government of Manitoba through the Neighbourhood Housing Assistance (NHA) program under the Neighbourhoods Alive Initiative ($8M over 4 years). Additional funds are obtained through the different programs of the Affordable Housing Initiative (AHI).

Lessons Learned
- At times it may be useful to target special zones at high need neighbourhoods within the city. However, selection of these neighbourhoods must be a collaborative, transparent process.
- It is critical to take neighbourhood power structures into account in the planning and implementation of neighbourhood based programs. Particular efforts must be made to include Aboriginal and recent immigrant groups.
- Funding from multiple levels of government is easier for neighbourhoods to access when the initiative has established a single-window project secretariat. Government agencies must also seek to avoid conflicting project application timelines and matching funding criteria which discourage piggy-backing of funds into larger projects.
- Arm's length city-created agencies (e.g. WHRC) can be used to administer combined funds.

4.1.4. Neighbourhoods Alive

The Neighbourhoods Alive Initiative is a long-term community-based, socio-economic development strategy created in 2000 by the NDP party of the Government of Manitoba. Through funding and planning assistance, the program is designed to provide support to community organizations, schools, businesses, residents and local organizations. As a synergy of efforts from the Ministries of Justice, Aboriginal and Northern Affairs, Family Services and Housing, and Education, the program aims to improve the level of participation while adding value to the overall stability of Manitoba's cities. Neighbourhoods Alive!

initiative tackles issues such as housing and physical improvements, employment and training, education and recreation, and safety and crime prevention.

In the specific case of Winnipeg the program works together with The National Homelessness Strategy and the Winnipeg Housing Policy. Using the Community Economic Development (CED) approach and under the coordination of The Winnipeg Housing and Homelessness Initiative (WHHIM), the program attempts to revitalize run-down neighbourhoods. The program evaluates applicants that show interest in following community-oriented process integrating the socio-economic, environmental and cultural aspects. Based on the particular needs and characteristics of the community, the applicant will be assisted by one of the six programs under "Neighbourhoods Alive". Each of the programs differs in their objectives and funds. Bellow is a list with the programs, goals and the overall level of Manitoba's investment up to March 31, 2000.

Program	Goals	Commitments
Neighbourhood Housing Assisting	Revitalize residential areas by supporting homeownership and renovation oriented projects	$ 3.5M
Neighbourhood Renewal Fund	Help different neighbourhoods experience social, economical and environmental challenges	$ 2.8M
Neighbourhood Development Assistance	Provide assistance and funds to support and develop Neighbourhood Renewal Corporations	$ 2.4M
Community Initiatives	Improve safety, economic development and health practice	$ 1.7M
Training Initiatives	Acquire sustainable employment by educating individuals in occupations where is a shortage of skilled workers	$ .45M
Lighthouses	Promote partnership development for recreation, educational and social purposes for young people	$ .21M

Lord Selkirk Park, North/South Point Douglas, Spencer, West Broadway and William Whyte have been the targeted Neighborhoods by the Neighborhoods Alive! Initiative.

Lessons Learned:
- Provincial programs delivered in the city can be done so through a federal agency (e.g. WHHI) established to oversee coordination of funds.
- It is important to build community-based organizations and to provide some stability for them. Government agencies can enable this process through the provision of a combination of funds for core activities, agree-upon large projects, and small grants.
- Decisions regarding programming need to be taken at different levels depending on the size of the funds required. E.g. Decisions regarding core funding may require multiple levels of government, while small grants can be administered by a program secretariat according to established criteria.
- Different neighbourhoods may be at different stages of development and have different decision-making structures in place. Neighbourhoods which have already established collective visions, goals, and priorities through participatory processes may have in place agencies which can determine priorities within EIZ Zones without the need for as extensive of consultation as other neighbourhoods.

4.1.5. Building Communities Initiative

Launched in February, 2002 by the City of Winnipeg and the Province of Manitoba, the $14 million dollar Building Communities Initiative (BCI) was designed to address the physical infrastructure needs of older residential neighbourhoods within the City of Winnipeg. Six different areas of the city were selected to receive funds to improve their living conditions in the areas of housing, community facilities and other infrastructure. These areas (Burrows-Central; Luxton, Seven Oaks and St. John's Park; Central and North St. Boniface, Tissot and Dufresne, Sargent Park and Minto; Wolseley and St. George and Worthington) were selected under a series of criteria including the residential conditions of the neighbourhoods, socio-economic conditions, the condition of community assets and stability among others. The City of Winnipeg's Planning, Property and Development Department was charged with administering the program with four consulting firms contracted to carry out the community facilitation process. These firms were selected among 20 firms for their experience on urban design and planning within the city. Neighbourhood Advisory Committees (NAC) were established in each of the six areas to advise the firms on local issues and community priorities.

Following a common methodology, the four firms approached the community facilitation process with the creation of a profile and inventory of the community including a neighbourhood issues survey to identify specific concerns and possible changes in the community. In addition, the firms reviewed all existing asset inventory and existing site conditions and evaluated the demographic, cultural, safety, facility, environmental, and social issues unique each community. Four workshops were undertaken in a timeframe of between four and six months to identify and discuss the community needs and issues and to develop a strategic plan for each neighbourhood. The Neighbourhood Strategic Plan Report included a prioritized list with the projects and initiatives developed by the community. These projects and initiatives were then reviewed by the NACs and the Administration Committee/Consultant Team before endorsed to the Mayor and the Provincial Minister of Intergovernmental Affairs and Trade for final approval.

Based on the capital community facility, municipal infrastructure and land redevelopment the projects were eligible to receive funds. However, not all the projects were funded as the amount received for each neighbourhood was limited. A list with the respective funds per neighbourhood is below.

Funding for Neighbourhoods

Neighbourhood	Allocated Funding (million)
Burrows Central	$1.4
St. Boniface	$2.1
St. George – Worthington	$1.4
Sargent Park – Minto	$2.0
Seven Oaks, Luxton and St. John's	$1.4
Wolseley	$2.0

Lessons Learned:

- City departments (e.g. PP&D) have experience administering joint municipal/community programs.
- Subcontracting the development of community plans to professional consultants is possible, but may be confusing for residents not familiar with the full context of the process. It can undercut community buy-in for implementing a plan, if resident participation is required.
- 4-6 months is too short of a time frame for community planning in neighbourhoods lacking a comprehensive plan; consultants at times had to step in and steer community towards decisions to complete planning on time. In such cases, there is a need for an on-going structure in communities to own the process.
- Some neighbourhood amalgamations did not work – residents did not see themselves as having common characteristics and interests
- It is hard getting residents to participate in the process; even offering free rides and going door-to-door may not encourage the necessary engagement.
- Future models should be mindful of the history of the neighbourhood—local residents remember past promises and half implemented programs. The continuation of partial environmental program implementation and an ongoing consultative process that has evolved over years in some neighbourhoods leads to frustration on the part of the neighbourhood residents and to a *lack* of willingness to provide further participation in city- and province-funded schemes as they are seen as "more of the same" and are viewed as not providing adoption and implementation.

4.2. *Other Precedents*

In addition to previous experiences in Winnipeg, the establishment of EIZ Zones can draw on the lessons learned in communities across Canada and around the world.

4.2.1 Montreal, QC – Eco-Quartier

In 1995, the City of Montreal launched the Eco-quartier program by mandating local non-profit community organizations to carry out an environmental action plan.[79] Through the Eco-quartiers, the objective was to increase public awareness of environmental issues and to encourage citizens to take responsibility in this area. The mandates were granted subsequent to calls for proposals based on the city's electoral districts (population approx. 12,000-15,000). When the program was initially launched, the municipal government largely focused on promoting the collection of recyclable materials and fostering a decentralized structure for local development and job creation. Over time, this initiative grew to incorporate four facets: cleanliness, recycling, beautification, and nature in the city. While nominally about the environment, the restricted themes and narrow geographical scope of the program have tended to foster primarily civic-awareness activities at a block level. It has fostered limited innovation at the neighbourhood level and directly engaged less than 7% of Montreal's population, despite its city-wide scope.[80]

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[79] Senecal, Gilles. "Montreal's Eco-quartier Environmental Program: Local Action and Municipal Management," Environmental Management Vol. 30, No.1. 2002. pp. 46-58.
[80] Ibid, p. 55

The Eco-quartier program is run on the basis of an annual call for proposals from existing or newly-created organizations. The city offers $50,000 to each of the organizations to carry out the objectives of the program. A single organization might be given the responsibility of managing up to three districts, for which it could be granted up to $150,000. Requirements set out in the agreement between the city and Eco-quartier proponents touch on the organizations' involvement in their local network of community groups and associations and the holding of a public meeting to air residents' suggestions and viewpoints. However, in general, their independence is respected and their community involvement and democratic functioning are largely assumed and taken for granted.

Although few existing organizations responded to the call for proposals in the initial years, the number grew over time – replacing organizations specifically set up at the impetus of local city councillors in response to the program. As the program has evolved, the operational style of participating organizations has diverged radically. Some organizations, particularly those with responsibilities for multiple districts, are taking on the form and characteristics of environmental businesses that are able to set up complex financial arrangements and employ 15-20 workers. Others, however, continue to operate on a smaller scale with a single paid coordinator and perhaps one other staff member paid for through other government programs.

In the initial three years of the program, examples were given to proponents regarding the types of activities which might align with the three program facets of cleanliness, recycling and beautification. The types of activities undertaken by Eco-quartiers during this time ranged from door-to-door, services, campaigns and projects, education and information, communication, city (contracts, contests, duplication of services) and internal organization. In 1995-1997, information, education, and communication accounted for 31% of activities, campaigns and projects for 25%, city contracts for 20%, and direct door-to-door contact and services for 11%.[81]

In 1998, however, the program was altered with mandatory activities listed for each of the four facets:
- cleanup campaigns;
- fostering public awareness to increase citizen participation in the various selective collections (green boxes, compost, household hazardous waste, used clothes, leaves, Christmas trees);
- encouraging the grouping of garage sales;
- combating illegal posting and graffiti;
- promoting beautification projects;
- distributing flowers and organizing the "Montreal in Bloom" and "Christmas Lights" contests; and
- organizing ragweed information and eradication campaigns.

At the same time, organizations were invited to plan more specific activities based on the special character and needs of their district. There has been limited take-up of this

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[81] Ibid, p. 56.

opportunity and most Eco-quartiers have stayed very close to undertaking only activities required of them.

Lessons Learned:
- A call for proposals process is possible, but may discourage organizations without appropriate means and resources to submit a proposal. If a program were run in a limited number of neighbourhoods rather than the entire city, this could quickly lead to programs being run only in neighbourhoods with existing social capital and miss neighbourhoods which are either marginalized, lacking capacity, or very new.
- Electoral districts generally do not correspond to recognized neighbourhoods (described by some as sociological or "natural" neighbourhoods), to the territories served by organizations involved in areas such as health or local development, or to historical political units. Sociological neighbourhoods or administrative regions tend to be more successful levels to work at and serve to buffer the program from local politics as well.[82]
- In Montreal, citizens seemed generally unwilling to help with the development of action plans or in organizing and running activities. While the Eco-quartiers mobilized a relatively low level of citizen volunteer participation, they were able to reach the population as a whole by developing awareness and communication activities. The information tended to be about the city's environmental programs or invitations to participate in local environmental initiatives.[83]
- Regular and guaranteed public funding of local environmental action can be a stabilizing force for local groups, but it may also lead to a standardization of their activities, a broadening of the scope of their actions, and ultimately a distancing from the concerns of the local population. Environmental action should be maintained on a local scale and be closely connected with local networks, in order to bring about lasting, long-term changes.[84]

4.2.2 Green Communities Canada

Green Communities Canada was founded in 1995 as a national network of community-based non-profit organizations that deliver innovative environmental programs and services, with a focus on household and community action. Green Communities Canada supports member organizations in working together to achieve environmental sustainability, including healthy ecosystems and communities, sustainable resource use, and clean air, water, and soil.[85] Members are non-profit organizations that deliver environmental programs and services with measurable results. However, it is important to note that GCC is grounded firmly in a philosophy of social entrepreneurship. Green Communities are non-profit businesses, combining some of the best qualities of the public sector, the private sector, and the traditional voluntary sector. Organizations exhibiting these hybrid characteristics, known

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[82] Ibid, p. 49.

[83] Ibid, p. 57.

[84] Ibid, p. 57

[85] Green Communities Canada. "About Us – Mission and Values" 29 November 2002. http://www.gca.ca/indexcms/index.php?mission (18 July 2005)

as Third Sector, are increasingly seen as important agents for achieving public goals in modern societies.[86]

The environmental programs delivered by Green Communities members focus on the actions people can take today in their own lives to begin the transition to a sustainable future. The growing menu of GCC programs addresses every dimension of environmental concern. They mobilize personal and community action to:
- reduce the amount of energy we use to heat our houses
- curb water consumption for cleaning and yard care
- lower the damaging environmental impacts of personal transportation
- prevent contamination of air, soil, and ground and surface waters
- minimize the waste of resources resulting from consumption patterns in a modern industrial society
- maximize biological diversity and ecological functions in a human-dominated environment

Green Communities Canada facilitates delivery of joint programs common to a number of members. Green Communities Canada is responsible for program support and coordination; individual Green Communities members are responsible for local program delivery. To date, some Green Communities Canada supported joint programs have included: Pesticide Free Naturally, Home Energy Efficiency, Well Aware, and Active and Safe Routes to School.

The primary tools utilized by GCC are derived from Community Based Social Marketing. Broadly speaking, social marketing involves a set of strategies and techniques for overcoming barriers to action, including effective communication and identification of "hot buttons." Social marketing also involves customizing recommendations in light of plans and priorities. Social marketing involves incentives (low-interest green home improvement loans, product and service discounts), clear how-to information, and lists of qualified contractors ---- all designed to make it easier for the householder to take action.[87]

The Home Visit has been the flagship service of Green Communities. The Home Visit provides advice and assistance across a wide range of environmental concerns, including energy, water, waste, greenspace, and other issues. Trained advisors spend up to two hours in the home identifying ways to save money, improve comfort, health, and safety, and help the environment. Visits are tailored to each customer's needs, interests, and special problems. Advisors and householders agree on solutions and recommendations for action. Since 1998, this program has been underwritten in part through GCC's status as the provider of EnerGuide for Houses in Ontario, under a contract (won through a competitive bid process) with Natural Resources Canada.

Resource Conservation Manitoba (http://www.resourceconservation.mb.ca/) is currently the only Manitoba-based member of Green Communities Canada. The lack of more Green

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[86] Mayne, Clifford. How to Grow a Green Community v. 1.4. July 1999. p 6. http://www.gca.ca/indexcms/download.php?id=174012,31,1 (18 July 2005)
[87] Ibid. p. 9.

Communities in the province can be attributed in part to the lack of a similar major service-delivery contract in Manitoba.[88]

Lessons Learned:
- Community-based organizations can effectively bring attention to – and action on – environmental issues.
- Social entrepreneurship is an important component of activities for community-based organizations. However, it is usually enabled through the development of partnerships with government agencies and private sector partnerships which can enable the Green Community organization to provide reduced rates for environmental goods and services. It requires non-profit leadership in the community familiar with environmental market research.
- Given the focus on social entrepreneurship, the size of target market area is crucial. The experience of GCC indicates that while all sizes of communities can take action towards sustainability, a population of 100,000 – 150,000 may be best for balancing the necessary market for the Green Community organization with the scale at which real public engagement and change can occur.[89]
- Locally recognized community organizations with a strong community connection and knowledge of the local area are better able to address environmental issues at the household and community level than non-recognized groups.
- Development and maintenance of community organizations that provide environmental education and services is a critical component to enable *long-term* household behavioral change-a key component of social marketing.
- Assured funding by all levels of government is important to enable community organizations to focus on continued, long-term projects.
- For reasons which are still not clear, Green Communities have not been popular at the neighbourhood level in large urban centers. North York (Toronto) is the only GC operating at a neighbourhood level.

4.2.3 Nanaimo, BC - Neighbourhood Planning Unit[90]

In 1996, Council adopted a new Official Community Plan for the City of Nanaimo. The Official Community Plan outlines how citizens would like to see their city develop over the next 25 years. The Official Community Plan is composed of five basic principles or goals:
1. Build Complete and Viable Communities.
2. Protect the Environment.
3. Manage Urban Growth.
4. Improve Mobility and Servicing Efficiency.
5. Ongoing Planning and Community Involvement.

When the new Official Community Plan was being developed it was acknowledged by Council that more detailed Neighbourhood Plans would need to be developed. Where the

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[88] Manitoba Hydro currently has exclusive rights to deliver EnerGuide for Homes in Manitoba.

[89] Maynes, Clifford. Personal Conversation. 31 May 2005.

[90] The text for the majority of this section is derived from: City of Nanaimo. "Neighbourhood Planning" http://www.city.nanaimo.bc.ca/residents/index_inside.asp?id=312&parent=19&sub_collection=68 (28 June 2005).

Official Community Plan is general in nature, Neighbourhood Plans were seen as a means to address issues unique to each neighbourhood. These plans deal primarily with land use issues, but also may address urban design activities to be taken by the local entity.

The City of Nanaimo's neighbourhood planning process is citizen driven. This means that a broad range of residents from the neighbourhood must develop a proposal and apply to Council in order to commence a formal planning process in their area. The City has developed a Neighbourhood Planning handbook. This handbook outlines how to make a request for service to Council, along with the steps in developing a plan for the area.

If Council supports an application to develop a Neighbourhood Plan, staff support will be provided to assist citizens through the planning process. Neighbourhood Plans are generally completed within a two-year time frame. Participants in the Neighbourhood Planning process should be willing to spend, on average, two to three evenings a month working on their plan.

In general, the process for developing a Neighbourhood Plan can be broken down into six basic steps:
1. Identifying Neighbourhood issues and opinions.
2. Developing options for addressing Neighbourhood issues.
3. Choosing preferred options.
4. Drafting the Plan.
5. Checking back with the Neighbourhood about the contents of the Plan.
6. Adoption of the Plan by Council.

Of seventeen neighbourhoods (approx 5000 population each), three Neighbourhood Plans have been completed and incorporated within the Official Community Plan. Two plans have incorporated environmental aspects. The Chase River Neighbourhood Plan built upon the city's stormwater plan to address the rerouting of a creek in a neighbourhood plan area slated as a new Main Street area. This neighbourhood plan was accepted nearly in its entirety by the City council. In contrast, less than 5% of the Hammond Bay/Stevens Point/Rocky Point Neighbourhood Plan was endorsed by council. Residents involved in the development of that plan were interested in modifying city design standards (regarding steep slopes, road widths, etc) further than the policy-makers were willing to go as part of this exercise. The process led to an entrenchment of negative feelings between residents and the city.

Lessons Learned:
- It is possible to address some environmental concerns as part of a broader neighbourhood planning process. However, issues dealt with will likely be those most closely linked to land use planning and standards.
- When involving neighbourhoods in environmental (and other) aspects of land use planning, it is critical to be transparent on the degree of policy innovations which may or may not be possible.
- Anchoring some aspects of neighbourhood environmental planning within the city's planning department can lead to improved communications with and between city staff dealing with related issues.

4.2.4 Victoria, Australia - Neighbourhood Environment Improvement Plans[91]

In 2001, the State Government of Victoria passed the Environment Protection (Liveable Neighbourhoods) Bill[92] to implement the commitments made within the Labor Party's 1999 election policy "Greener Cities -- Labor's Plans for the Urban Environment." The bill committed the government to ensuring that local needs and the view of local communities are fully heard and properly heeded in efforts to protect and enhance the Victorian environment - including developing strategies to deliver safe, livable, and sustainable environments. The Bill included the enabling legislation for Neighbourhood Environment Improvement Plans.

A Neighbourhood Environment Improvement Plan is a serious commitment to making a difference. Neighbourhood Environment Improvement Plans tackle the issues that local communities identify as important to their health, safety and enjoyment of their local environment. They are intended to address environmental issues of importance to the community at the local scale, such as the cumulative impacts of many small sources of pollution, or working towards a sustainable neighbourhood.

The Plan is developed in partnership by all parts of the community, including, residents, special interest groups, local government, local industry, and other agencies such as EPA and Department of Sustainability and Environment (DSE). The Environment Protection Act 1970 specifies that a 'protection agency' must submit both the Neighbourhood EIP proposal, and plan, to EPA. The protection agency acts on behalf of the neighbourhood community to take the proposal and subsequent plan through the formal stages of EPA endorsement and approval that are required under the Act. Examples of protection agencies include local councils, catchment management authorities, water authorities or government departments such as the Department of Sustainability and Environment or the Department of Infrastructure.

The need for a Neighbourhood Environment Improvement Plan can be assessed by considering whether the following criteria exist:
- Demonstrated environmental problem (e.g. breach of environmental standards, amenity effect)
- High level of community concern
- Multiple or diffuse sources
- Definable "neighbourhood" – i.e. local or social boundary
- Likelihood of achievable livability improvements
- Possibility of synergies with other existing programs
- Transferable – educational potential
- Resources available, or likelihood of attracting resources

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[91] EPA Victoria. "Neighbourhood Environment Improvement Plans." EPA Victoria. http://www.epa.vic.gov.au/Neighbourhood/ 20 June 2003 (28 June 2005).
[92] Government of Victoria, Australia. Environment Protection (Liveable Neighbourhoods) Act 2001, Act No. 7/2001. http://www.dms.dpc.vic.gov.au/Domino/Web_Notes/LDMS/PubStatbook.nsf/edfb620cf7503d1aca256da4 001b08af/fb9c283fc814428aca256e5b00213ed3/$FILE/01-007a.pdf p. 11-19 (28 June 2005)

The first stage in the testing of the Neighbourhood EIP concept has involved running pilot projects. There are currently three pilot projects formally underway in Victoria – the first of which (Stony Creek) had its NEIP approved by the State in early 2003. The learning and experience gained from these pilots will contribute to the development of guidelines and the further development and use of Neighbourhood EIPs throughout Victoria. To assist in the pilot phase, the EPA has drafted two guidelines for communities interested in establishing NEIPs:

- A Guideline for Submitting a Voluntary Neighbourhood Environment Improvement Plan Proposal (Under s. 19AE Environment Protection Act 1970). Publication 847.[93]
- Neighbourhood Environment Improvement Plans – Developing a Voluntary Proposal[94]

Interesting issues emerging from the pilots concern the challenge of seeking co-operation from potential key partners, coming to a common understanding of what the issues are and what needs to be fixed, demystifying roles and responsibilities of the various organizations that may be involved and learning to trust each other and everyone's intentions.[95]

Lessons Learned:
- Enabling legislation for NEIPs can occur at the state/provincial level but be based on the sponsorship of a different governmental authority (e.g. watershed, municipal).
- Legislation should include provisions for: the endorsement and approval of neighbourhood plans by the government, required conditions for approval of a plan (including boundaries, consistency with other policies/plans, consultation and participation of the community, resourcing, and responsibilities for implementation, review, and amendment).
- Comprehensive environmental planning at the neighbourhood level takes a considerable amount of time. The Australian experience indicates that a minimum of two years is necessary before a proposal to create a NEIP evolves into an actual plan which can be funded and implemented.

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[93] Victoria EPA. A Guideline for Submitting a Voluntary Neighbourhood Environment Improvement Plan Proposal (Under s. 19AE Environment Protection Act 1970). Publication 847. http://epanote2.epa.vic.gov.au/EPA/Publications.nsf/716543f3e369a021ca256aa7001e5635/4c5432a41d3d38caca256bbb000f913a/$FILE/847.pdf May 2002 (28 June 2005)

[94] Victoria EPA. Neighbourhood Environment Improvement Plans – Developing a Voluntary Proposal. Publication 846. http://epanote2.epa.vic.gov.au/EPA/Publications.nsf/716543f3e369a021ca256aa7001e5635/e800b2d29efda725ca256bbb00104686/$FILE/846.pdf May 2002 (28 June 2005)

[95] Meek, Toni. "Community Consultation – Beyond the Law? Working towards effective community engagement." National Environmental Law Association Conference 2002, Lorne, Victoria. http://www.nela.org.au/conference/conf2002/Toni_Meek-Regional_Australia_Involvement.doc (28 June 2005)

4.2.5 United States - Community Based Environmental Protection (CBEP)[96]

Community Based Environmental Protection (CBEP) is coordinated by the United States Environmental Protection Agency's Office of Policy, Economics, and Innovation. CBEP is a new approach to environmental protection which supplements and complements the traditional environmental protection approach by focusing on the health of an ecosystem and the behavior of humans that live in the ecosystem's boundaries, instead of concentrating on a medium or particular problem. CBEP is based on the ideas first explored in comparative risk assessment, ecosystem management, EPA's geographic programs, the Office of Water's "watershed approach," sustainable development, and reinventing government initiatives. These diverse programs have several elements in common, including an exploration of relationships among different environmental media in ecosystems, a holistic approach to problem solving, and examination of stakeholder participation.
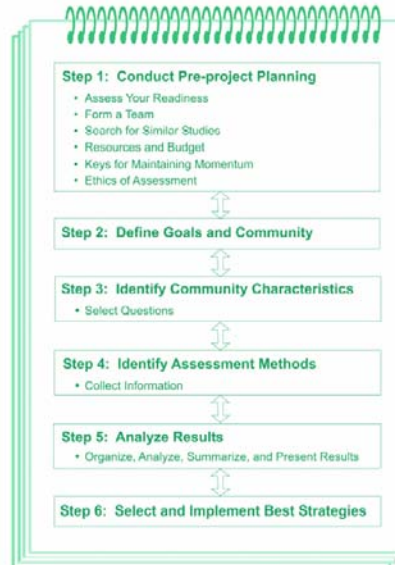
Six Key CBEP Principles
- Focus on Geographic Area
- Work Collaboratively with Stakeholders
- Protect and Restore Quality of Air, Water, Land, and Living Resources in a Place as a Whole
- Integrate Environmental, Economic and Social Objectives
- Take Action Using Most Appropriate Tools
- Use Adaptive Management

In 1999, the US EPA published a framework document[97] identifying specific goals, strategies, activities, and performance measures the EPA would need for implementing the CBEP approach to environmental management. The approach emphasizes that the EPA will only become directly involved in a partnership under limited circumstances with maximum impact, usually at an eco-regional or watershed level. The EPA has developed an extensive toolkit and lessons learned about working at the community level in its effort to build the capacity of other partners.

The methodology developed through CBEP experience includes a six step process:

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[96] The text for this section draws heavily from files within the US EPA CBEP Web site (http://www.epa.gov/ecocommunity/).
[97] US Environmental Protection Agency. What is the Purpose of the CBEP Framework Document? http://www.epa.gov/ecocommunity/policy.htm

Step 1: Conduct Pre-project Planning
- Assess Your Readiness
- Form a Team
- Search for Similar Studies
- Resources and Budget
- Keys for Maintaining Momentum
- Ethics of Assessment

Step 2: Define Goals and Community

Step 3: Identify Community Characteristics
- Select Questions

Step 4: Identify Assessment Methods
- Collect Information

Step 5: Analyze Results
- Organize, Analyze, Summarize, and Present Results

Step 6: Select and Implement Best Strategies

Assessment methodologies used in Step 4 are broad, ranging from:
- Background Research
- Census Data Research
- Content Analysis
- Environmental Values Typology
- Focus Groups
- Interviewing
- Maps and Geographic Research
- Meetings
- Observation
- Regional Economic Data Research
- Social Mapping
  - Asset
  - Cognitive
  - Concept
  - Social Network
- Surveys and Polls
- Visual Methods

Lessons Learned:
- It is important to provide guides and toolkits for neighbourhoods to help them understand their local situation. However, the scale of these baseline assessment methodologies must be consistent with resources available to implement them and the local capacity to undertake the process.
- It is possible to undertake environmental actions at specific geographical level in a top-down fashion in a manner which facilitates inclusion of local knowledge and priorities. Decisions regarding community-ownership of the process or decisions are

dependent on local political culture as much as issues of practicality and effectiveness.

4.2.6 UK Neighbourhood Renewal

New Commitment to Neighbourhood Renewal: A National Strategy Action Plan was launched by the Prime Minister on 15 January 2001. The Strategy sets out the Government's vision for narrowing the gap between deprived neighbourhoods and the rest of the country. It builds upon the £2bn New Deal for Communities (NDC) programme launched in 1999 with a promise to give local people in 39 key neighbourhoods the power to decide how to regenerate their areas over a 10-year period. The NDC programme has been plagued by underspending (caused by the challenges of agreeing upon sustainable projects) and complaints that its administration is undemocratic – frequently leading to the engagement of consultants, rather than local people, to resolve challenges. More progressively, the Neighbourhood Renewal plan complements and attempts to integrate the tools and perspectives of additional initiatives of the Office of the Deputy Prime Minister related to Local Agenda 21 and Citizen Engagement.[98] These initiatives are grounded in an explicit understanding that action at the neighbourhood level is how local people can play their part in creating sustainable communities.[99]

At the national level, the Neighbourhood Renewal Action Plan is implemented by the Neighbourhood Renewal Unit (NRU) which is part of the Office of the Deputy Prime Minister. At regional level, neighbourhood renewal teams have been set up in the nine government offices to provide a direct channel of communication from neighbourhood / community groups to the neighbourhood renewal unit and act as:
- facilitators to support the development of Local Strategic Partnerships;
- mediators to resolve difficulties which may arise over the participation of Government agencies in Local Strategic Partnerships, and in the negotiation of partnership and plan rationalisation proposals;
- accreditors to assess whether Neighbourhood Renewal Fund grant conditions are being met and that Local Strategic Partnerships are effective and involve genuine community participation.

At the local level, a wide variety of neighbourhood management partnership mechanisms have been established. These processes share some common factors:
- There are mechanisms for delivering service improvements at the neighbourhood level
- They require regular partnership meetings/liaison between a wide range of service providers, residents and other local stakeholders
- Participants must all share a common aim: to improve local services and make them customer rather than provider-led.

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[98] Office of the Deputy Prime Minister. http://www.odpm.gov.uk/ (13 July 2005)
[99] Office of the Deputy Prime Minister. Citizen Engagement and Public Services: Why Neighbourhoods Matter. London: ODPM, 2005. http://www.active-citizen.org.uk/files/downloads/Reports/citizen_engagement.pdf (13 July 2005)

Many Neighbourhood Management Pathfinders are working with Wardens schemes, including some supported by the NRU's Neighbourhood Wardens Team. Neighbourhood Wardens provide a highly visible, uniformed, semi-official presence in residential and public areas, town centres and high-crime areas with the aim of reducing crime and fear of crime; deterring anti-social behaviour; fostering social inclusion and caring for the environment. Neighbourhood and street wardens have the ability to tap into £66.5 M.

The Neighbourhood Renewal Draft Functional Map[100] outlines the relationship between eight activity areas which seek to enhance the quality of life, prosperity and life chances of all people in disadvantaged local communities through fostering community defined and led activities. The final of these activity areas is "Improve housing and the physical environment," including:

H.1 Contribute to environmental safety initiatives
> H.1.1 Identify derelict and run down areas of the local community and take action to maintain their security
> H.1.2 Work with others to enhance and keep safe recreational and play areas within the neighbourhood
> H.1.3 Support the enhanced use of CCTV and related surveillance measures
> H.1.4 Contribute to improvements in lighting and improved security of open places
> H.1.5 Support initiatives to reduce environmental pollution
> H.1.6 Support initiatives to reduce the environmental impact of vehicle related crime

H.2 Contribute to initiatives to improve the quality of the local environment and amenities
> H.2.1 Identify and implement strategies for improving environmental design and quality environments
> H.2.2 Work with local communities to establish environmental needs
> H.2.3 Establish objectives for environmental improvement
> H.2.4 Support initiatives for housing management by local groups and organisations
> H.2.5 Redevelop and renew housing stock to enhance quality and safety
> H.2.6 Contribute to environmental waste management and recycling programmes
> H.2.7 Contribute to the management of derelict and common areas
> H.2.8 Contribute to the improvement of local amenities, public transport and mobility
> H.2.9 Contribute to environmental health and public hygiene programmes

Renewal.net provides information and case studies for neighbourhood wardens wishing to address Environmental Quality[101] or Managing the Neighbourhood.[102]

Lessons Learned:

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[100] Office of the Deputy Prime Minister. "Neighbourhood Renewal Draft Functional Map." www.neighbourhood.gov.uk/displaypagedoc.asp?id=166 September 2003 (22 July 2005)
[101] Neighbourhood Renewal Unit. "housing and environment>environmental quality" http://www.renewal.net/Nav.asp?Category=:housing%20and%20environment:environmental%20quality (22 July 2005)
[102] Neighbourhood Renewal Unit. "housing and environment>managing the neighbourhood" http://www.renewal.net/Nav.asp?Category=:housing%20and%20environment:managing%20the%20neighbourhood (22 July 2005)

- It is possible to insert environmental issues and activities into larger neighbourhood revitalization programs. If this approach is taken, however, specific outcomes should be outlined in agreements in order to ensure that they are addressed.
- It's important to establish clear lines of communication between the official government offices and the neighbourhood organizations involved in neighbourhood activities.
- Neighbourhood improvement is increasingly defined in terms of service provision.
- It can be helpful to recruit semi-official personnel, such as neighbourhood and street wardens, who can spot opportunities and tap into special funding to develop new ideas.

5. Considerations for Implementation

The design of Environmental Improvement Zones in Winnipeg must take in account the lessons learned both locally and from around the world. Only in this way will we be able to construct a useful "Made in Winnipeg" institutional structure. Key issues which must be taken into consideration include those proposed by the Canadian Urban Institute's study on neighbourhood committees: *Mandate*, *Function*, *Boundaries*, and *Membership*.[103] In addition, our experience indicates that the issue of *Support* needs to be addressed to ensure the effectiveness of EIZs.

Each of these issues will be addressed below, with options and recommendations. It is important to note that there are extensive implications and interactions between each of the issues under consideration. For example, the function of EIZs will in part determine what type of support is required and possible. The recommendations include an attempt to draw a comprehensive picture of what should be done taking these feedback loops into consideration, as well as the specific pros and cons of options available.

5.1.   *Mandate*

Clarity of mandate is related to the clarity of our shared understanding of what EIZs are and the scope of their activities. It also must deal with the issue of what level of government has the authority to designate EIZs and to enable their existence.

5.1.1 Focus: Sustainable Development vs. Environment

Throughout previous discussions on EIZs in Winnipeg, there has been a lack of clarity regarding whether such zones would deal with solely environmental improvements (as the name would suggest) or whether they would become sustainable neighbourhood zones. While this confusion is understandable in Canada, given our tendency to equate sustainable development with the environment, the two issues would lead to very different focuses and implementation plans in practice given the strong inclusion of economic and social issues in sustainable development.

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[103] Pendergrast, Eudora and John Farrow. Community Councils and Neighbourhood Committees: Lessons for our Communities from around the World. Toronto: Canadian Urban Institute, 1997. p. 28-29.

Options:

1. Sustainable Development – EIZs would be given a mandate to foster the sustainable development of specific neighbourhoods. This would entail developing plans and programs which take the environment, economy, and society equally into account.

Pros	Cons
▪ Consistent with international trends to foster sustainable communities ▪ Clearly recognizes the interrelationships between the environment, economy, and society ▪ Carries an increasingly defined set of principles useful for neighbourhood planning (e.g. precautionary principle, inter-generational equity) ▪ Existence of funding programs in Canada and abroad which focus on sustainable development ▪ Would open up the possibility of creating overarching Neighbourhood Improvement Zones, drawing together Business Improvement Zones and Housing Improvement Zones into a new support structure – potentially leading to better integrated planning for neighbourhood development and cost-savings for supporting these zones.	▪ For many people, the concept of sustainable development is relatively fuzzy. ▪ A sustainable development focus would require the engagement of a very diverse cross-section of neighbourhood residents and institutions. ▪ Politically and practically, it would be difficult to incorporated existing HIZ and BIZ areas into a new overarching framework. Rollout of any new structure dealing with overarching sustainable development would take a considerable amount of time and resources. ▪ Neighbourhood Improvement Zones focused on SD would quickly raise the spectre of Resident Advisory Groups

2. Environment – EIZs would be given a mandate to improve the environmental quality of specific neighbourhoods. Prioritization of environmental improvements should take economic and social goals into account.

Pros	Cons
▪ Simpler framework for activity planning ▪ Better public (and political) understanding of environment than sustainable development ▪ HIZ program demonstrates that it is possible to have a primary goal (e.g. housing), but to mandate that the zone plan takes economic and social goals into consideration. ▪ Can be marketed as complementary to HIZ and BIZ Zones and opens the possibility of partnerships with them in neighbourhoods where they exist.	▪ Lose some opportunity to educate people about the interrelationships between the environment, economy and society ▪ Increased risk or EIZs focusing only on "green" environment issues rather than resolving more complex "brown" issues. ▪ Potential for duplication of planning effort between HIZ, BIZ, and EZ processes – as well as between their supporting structures within government – unless well coordinated at the city level.

Recommendation:

- **Environmental Improvement Zones in Winnipeg should focus on the environment**

5.1.2 Enabling Framework

EIZs will need to be established under the authority of a particular government agency which has an interest in their ability to achieve desired goals. There are three possibilities for this enabling framework – two legislative, one initiative-based.

Options:

1. <u>Provincial Legislation</u> – EIZs would be established through the development of a provincial bill laying out their mandate, function, and operations.

Pros	Cons
▪ The Province of Manitoba has formal jurisdiction over environmental issues, although some issues and functions can and have been delegated to the City of Winnipeg. ▪ The province's Sustainability Act provides an interesting framework within which to introduce subsequent legislation on the issue of sustainable communities. ▪ The Province of Manitoba has a strong interest in neighbourhoods, as evidenced through its Neighbourhoods Alive! Program. ▪ Australia has developed a framework for such provincial/state legislation which could be adapted to Manitoba's needs. ▪ EIZs could be developed in other cities around the province, not just in Winnipeg.	▪ There is no current political champion for EIZs at the provincial level. One would need to be cultivated. ▪ The development and passage of provincial legislation can take a considerable investment of time and resources. ▪ In reality, there are few other cities in Manitoba which are of large enough scale to warrant EIZs at the neighbourhood level. It is primarily a Winnipeg issue, requiring solutions for Winnipeg.

2. <u>City Legislation</u> – EIZs would be established through the development of a city bylaw laying out their mandate, function, and operations.   .

Pros	Cons
▪ Precedents exist in the form of the BIZ by-law. ▪ As with BIZs, a city EIZ by-law could open up the possibility of zone levies to help fund activities. ▪ The City of Winnipeg Charter gives the municipal government the ability to create subsidiary decision-making structures. If EIZs were to play a formal role in neighbourhood planning and policy innovation, a city bylaw would likely be necessary to ensure that city processes took these inputs into special account. ▪ The model of Portland, Oregon's "recognized neighbourhood association" [104] criteria would be adapted for Winnipeg EIZs. ▪ Could enable zones of policy innovation,	▪ Since the departure of Mayor Murray, there has been a marked decrease in vocal political support for neighbourhood governance in the City. ▪ The political memory of the failure of RAGs is very recent. Community committees would likely have concerns about the degree to which they would be required to consult with EIZs and to follow their recommendations. ▪ Environmental issues are not very high on the current administration's agenda. ▪ It could take considerable time to develop and pass a city EZ Zone by-law in this political climate. ▪ Zone levies for environmental activities may not be popular to various groups as they may not be perceived to have direct

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[104] Pendergrast and Farrow, Appendix A-8, p. 3

testing out new policies in specific areas of the city to gain experience before rolling it out on a larger scale.	"value" or be "value added" in the same manner that BIZs and HIZs are perceived.

3. <u>Multi-partite Project Agreement</u> – EIZs would be established through the development of multi-partite project agreement between two or three levels of government laying out their mandate, function, and operations.

Pros	Cons
- Faster to establish than formal legislation - The groundwork for such collaboration has been laid through earlier EZ Zone discussions with the City, Province and Federal Government. - Other local precedents exist in the form of HIZs and Neighbourhoods Alive! - EIZs could be written into subsidiary agreements regarding the Winnipeg Development Agreement and/or C4. - Would be intrinsically linked to support from multiple levels of government. - If necessary, the EIZ Zone "program" could be created as a subsidiary of an existing program (e.g. WDA, C4) rather than be established as a new program. - A single window secretariat could be established within an agency of any of the three levels of government which is in the best position to manage it.	- Project-based enabling frameworks tend to favour service delivery functions over policy innovation or planning functions. - EIZs would likely face more challenges to their sustainability, existing only as long as the funding agreement existed.

Recommendation:
- **The enabling framework for EIZs should allow neighbourhoods to establish themselves and to seek recognition, but should not be mandated for all neighbourhoods in the city. The number of EIZs will likely grow over time as it proves its usefulness and demonstrates results.**
- **Environmental Improvement Zones in Winnipeg should be established through a multi-partite project agreement between the City of Winnipeg, Environment Canada, and Province of Manitoba for a minimum period of five years (preferably six to eight years).**
- **The single-window secretariat should be hosted by the City of Winnipeg, Planning, Property and Development Department to ensure the greatest degree of coherency with other related initiatives (e.g. BIZ planning, neighbourhood planning).**
- **The Secretariat, in consultation with government partners through a joint steering committee, should develop "guidelines" regarding how EIZs will be structured, operated, and recognized/endorsed by the city. These guidelines should also indicate a menu of priority action areas for EIZs following the structure of *Sustainable Winnipeg* and sample quantitative and qualitative targets which neighbourhoods will further refine (e.g. Priority Area: Energy Conservation; Sample Target: x% reduction in average household natural gas consumption)**

- **By Year 3 of the "project", the secretariat should undertake a review of EIZs to determine whether a stronger policy-input role is desired or needed. If it is found that EIZs have the interest and capacity to play such a role, the secretariat should be tasked with the development of a city by-law to formalize their status.**

5.2. Function

The functions of neighbourhood committees and associations vary, but essentially fall into two main categories: participation in decision-making and participation in service delivery.[105] While it is possible for an organization to play both roles, it is difficult since they often require different structures and scales for action to be most effective (see 5.4 below).

Options:

1. Participation in Decision-Making – EIZs would participate in decision-making through the provision of advice on a potentially broad range of issues (planning, policy development, budgets, service delivery, etc.). Structures for decision-making tend to be quite local in order to ensure that they are more responsive to resident's varied needs and concerns (e.g. 10,000 – 15,000 residents).

Pros	Cons
▪ Many of Winnipeg's current environmental problems are grounded in twenty years of underinvestment in planning. With a resurgence of interest (and investment) in land use planning, EIZs could be well positioned to make a difference mobilizing citizens around the sustainability of long-term infrastructure investments. ▪ Participation in decision-making is a fundamental activity in ensuring a healthy democracy and governance for sustainable development.	▪ Neighbourhood participation in decision-making requires an institutional structure which clearly reflects and represents residents. This implies the establishment of neighbourhood environment councils mobilizing individuals. ▪ Given the failure of RAGs to influence policy on a broad scale, it is difficult to believe that the City would give neighbourhood environment councils any more than advisory status, with other city committees and political forces discounting their inputs. ▪ If EIZs were instead anchored in existing charitable organizations, their policy advocacy role would be severely restricted by Canadian charities legislation allowing them to spend no more than 10% of their resources on advocacy. ▪ It is difficult to fundraise for neighbourhood participation in decision-making.

2. Participation in Service Delivery – EIZs would participate in the actual development and delivery of services, such as park cleanups, composting programs, home environmental audits, etc. Structures for service delivery tend to be at a larger scale (e.g. 100,000 – 150,000 residents).

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[105] Pendergrast and Farrow, p. 29

Pros	Cons
▪ EIZs could be anchored in existing or new neighbourhood organizations. ▪ Focus on service delivery is more likely to demonstrate short-term successes that could build momentum and support. ▪ There is a greater likelihood that citizens would participate in EIZs by taking advantage of services than by participating in decision-making. ▪ Could be undertaken on larger geographic/population scales, reducing the overhead costs of neighbourhood organizers. ▪ Enables EIZs to develop a mix of revenue-bearing and grant-enabled activities. ▪ Can tap into existing local (Manitoba Eco-Network) and national (Green Communities Canada) partnerships and associations for additional support. ▪ Excellent at providing incentives and reducing barriers for individual and household action.	▪ Could turn into a top-down program which does not reflect neighbourhood priorities and interests (e.g. Eco-quartier experience). ▪ Focus on household action can lead to a lack of collective responsibility for broader policy engagement and collective responsibility. ▪ Feeds into perception of government as professional service delivery, rather than as collective deliberation and decision-making.

Recommendation:

- **Environmental Improvement Zones in Winnipeg should serve a primarily service-innovation and delivery function at the neighbourhood level.**
- **As EIZs gain experience, they should be encouraged to share their lessons learned within the political process (e.g. Community Committees, issue task forces, Civic Environment Committee) and to make evidence-based recommendations on potential policy changes.**

5.3. Boundaries

While most literature on neighbourhood-level governance insists that neighbourhoods must be self-defined and self-identified, there is still a question regarding what scale of geographical unit should be recognized as an EZ Zone.

Options:

1. <u>Neighbourhoods</u> – EIZs should operate at the level of the 230 neighbourhoods outlined by Planning, Property and Development in the late 1970s and early 80s. These were developed through the use of modelling techniques that attempted to cluster people according to their sociological characteristics and sense of belonging.

Pros	Cons
▪ Promotes a very local approach and priority setting. ▪ Strong identification with neighbourhoods increases the likelihood for citizen participation in activities and meetings. ▪ Neighbourhood-level secondary plans are	▪ Some neighbourhoods do not have a population large enough to support creating an EIZ Zone on their own. ▪ There may not be sufficient economies of scale for an EIZ Zone to organize activities or to provide services at a single-neighbourhood level (i.e. even the largest

being developed in some parts of Winnipeg by Planning, Property and Development in consultation with citizens ▪ Community Development Corporations (an offspring of the Core Area Initiative) tend to operate at the neighbourhood level. ▪ Non-political	are only 13,000 population).

2. <u>Neighbourhood Clusters</u> – EIZs should operate at the level of the 23 neighbourhood clusters established by Winnipeg Regional Health Authority and the City's Community Services department, in partnership with associated community groups. The Clusters follow neighbourhood boundaries and are defined based on population and natural community boundaries. Neighbourhood clusters have populations of approximately 27,000 people each.

Pros	Cons
▪ More even population distribution between clusters than neighbourhoods. ▪ Based on sociological neighbourhoods, so there is continuity in terms of socio-economic characteristics. ▪ Non-political; service-oriented.	▪ Many Winnipeggers are not familiar with the concept of neighbourhood clusters and may not feel a sense of identification with them.

3. <u>Wards</u> – EIZs should operate at the level of the 15 city council wards, with a population of approximately 40,000 people each.

Pros	Cons
▪ Good population size ▪ Political linkages may make it easier to influence local policy issues ▪ People are familiar with the names/terminologies of their council ward.	▪ Political linkages may result in the EIZ Zone becoming too tied to a City Councillor; success or failure could be linked to the attitude of the councillor and/or additional resources provided by the ward office. ▪ Raises the ghost of RAGs

4. <u>Community Areas</u> – EIZs should operate at the level of the 12 Community Areas defined by Winnipeg Regional Health Authority and the City's Community Services department, in partnership with associated community groups. Community areas have populations of approximately 55,000 people each.

Pros	Cons
▪ Roughly the scale of pre-Unicity municipalities, although many names and boundaries have shifted. ▪ Fosters clear linkages between environment and health issues; possibility for including WRHA community access centers as partners in programming. ▪ Existence of incipient neighbourhood	▪ For policy interventions, community areas are simultaneously too large and too small. ▪ For policy interventions, may have to liaise with multiple community committees.

networks (e.g. River East Neighbourhood Network[106]) with goals including such things as supporting the development of neighbourhood-based services and organizations and establishing links with, and advocating with political decision-makers. ▪ Non-political; service oriented	

5. <u>Community Committees</u> – EIZs should operate at the level of the 5 Community Committees clustering city council wards.

Pros	Cons
▪ Potentially better opportunities to provide input to zoning and land use planning decisions taken by community committees. ▪ Follow the same general boundaries of city administrative service districts, enabling better data availability from and coordination with city departmental staff. ▪ Equivalent in scale to the recommendations of Green Communities Canada for optimal population to support a social enterprise.	▪ Lacking in citizen-based institutions at this level; would require new institutions to be built

Recommendation:
- **Environmental Improvement Zones in Winnipeg should be implemented initially at the neighbourhood level.**
- **However, a single organization should be able to request recognition to manage (and to potentially merge) multiple EIZs up to the scale of a single Community Area.**

5.4. Membership and Structure

Typically issues of membership and structure of neighbourhood associations revolve around questions of governance including:

- The capacity to form a collective actor from diverse local interests, organisations and social groups and with sufficient internal integration to be able to formulate collective goals, and
- The ability to represent the "local collective actor" to the market, other parts of the city, and various levels of government.[107]

With respect to neighbourhood democracy and resident participation, a key issue is to identify the obstacles that inhibit the formation and effectiveness of locally based collective actors. Existing structures of social relationships function to sustain both conflict among

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[106] River East Neighbourhood Network. http://rivereast.cimnet.ca/ (July 21, 2005)
[107] LeGales, Patrick. "Regulation and governance in European cities", International Journal of Urban and Regional Research, 22:3 (1998). Cited in "Neighbourhood Governance: Capacity for Social Integration – Summary" http://www.infra.kth.se/SB/sp/forskning/html/project/project.html (6 July 2005)

different social groups of residents and the forms of social and political control associated with the spatial administration of these areas. Promoting more democratic forms of governance within these neighbourhoods is seen by some as threatening and by others as essential to maintaining social control in a period of social structural change. This is the central social contradiction presented by these neighbourhoods.[108]

In order to deal with these neighbourhood-level conflicts and contradictions, it is important to establish clear guidelines for institutions which will oversee EZ Zone planning and operations.

5.4.1 Anchor Institutions

EIZs will need to be "anchored" within community-based organizations in order to develop and implement practical projects and programmes. Given the focus on developing and providing services to the neighbourhood, anchoring institutions will need to be able to emerge from existing community organizations. According to emerging research on communities, "a strong institutional infrastructure and working trust among organizations help sustain capacity for social action in a way that transcends traditional personal ties…. Action depends on connections among organizations, connections that are not necessarily dense or reflective of the structure of personal ties in a neighbourhood."[109]

Options:
1. Create new EZ Zone institutions – EIZs would be established through the creation of new neighbourhood associations. These new institutions would develop and deliver services, preferably in partnership with other organizations in the community (where they exist).

Pros	Cons
▪ Could be modelled on BIZ structures and/or Portland's recognized neighbourhood associations, but focused specifically on the environment. ▪ Would have a board of directors / steering committee election structure focused entirely on environmental activities ▪ Could draw in participation of a wide array of individuals from the community who are active in organizations with EZ Zone-related mandates ▪ Would be easier for the secretariat to interact with EIZs since they would have roughly uniform governance structures. ▪ Could be positively perceived by existing organizations as channels for developing larger projects and accessing new resources.	▪ Initially would be expensive and time-consuming to establish particularly since these groups would need to incorporate in order to receive and manage funds. ▪ Would require core resources for ongoing operational functions (e.g. accounting, reporting, board management). ▪ Should core funding for EIZs cease to exist at some point, these new institutions may be vulnerable to collapse. ▪ Less flexibility would be possible for scaling up over time since the zone for each new association would usually be established in its articles of incorporation. ▪ Could be negatively perceived by existing organizations as competing for scarce resources.

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[108] "Neighbourhood Governance: Capacity for Social Integration – Summary" http://www.infra.kth.se/SB/sp/forskning/html/project/project.html (6 July 2005)

[109] Sampson, Robert. "Neighbourhood and Community: Collective Efficacy and Community Safety." New Economy. 11:106-113, 2004. p. 109 http://www.wjh.harvard.edu/soc/faculty/sampson/2004.7.pdf (6 July 2005)

2. <u>Enable existing community-based organizations to be recognized as EZ Zone Coordinators</u> – EIZs would be established under the auspices of existing organizations which have (or would like to include) a mandate for developing and delivering innovative environmental services at the neighbourhood level.

Pros	Cons
▪ Could be modelled on a modified Eco-quartier / C4 RFP-style process ▪ Could build environmental knowledge and competence within existing neighbourhood development organizations, leading to increased attention to sustainable development frameworks ▪ Would require less time and fewer resources to become established since basic organizational structures are already in place. ▪ Easier geographical scale-up by one organization over time since scale of operations would only exist as part of project agreements. ▪ Potential positive perception by existing organizations, as it would enable them to expand their areas of expertise and access to resources	▪ Challenge to run a fully transparent and equitable selection process for EIZ Zone anchor institutions. ▪ Potential negative perceptions from non-selected EIZ Zone anchor institution applicants. Could exacerbate existing conflicts between CBOs. ▪ Potential to continue the centralization of community power/resources in the hands of a few established organizations with experience in developing proposals for multi-partite funding sources.

Recommendation:
- **To the greatest degree possible, EIZs should be established and coordinated by existing community-based organizations (CBOs) with related mandates.**
- **If an appropriate CBO does not exist, residents can establish a new registered organization to respond to EZ Zone RFPs. These would be assessed against the same criteria as applied to existing organizations.**
- **The anchor institution would be responsible for EZ Zone facilitation, plan development, support to the neighbourhood steering committee (see 5.4.2 below), fundraising, partnership management, volunteer management, and project/event management.**

5.4.2 EZ Zone Neighbourhood Governance / Steering Committees

Assuming that the recommendations outlined in 5.4.1 are followed, further attention will need to be paid to how existing organizations will develop and deliver programs and services in their neighbourhoods.

Options:
1. <u>Allow the Anchor Institution's existing governance structure to manage</u> – EIZ Zone activities would be developed within the existing programme/project management structures and practices of the anchor institution. The Board of Directors for the organization would have ultimate authority over the EZ Zone.

Pros	Cons
▪ Clear lines of accountability from Neighbourhood EIZ Zone staff to board	▪ Existing board may not be fully accountable to the citizens of the zone ▪ Existing board may not have significant expertise in environmental issues and solutions.

2. <u>Require the Anchor Institution to establish an EIZ Zone steering committee</u> – EZ Zone activities would be developed by a Steering Committee including residents of the neighbourhood and other local organizations. The EIZ Zone Steering Committee would have ultimate authority over the EIZ Zone, although it would be subject to the overarching financial and human resources framework of the anchor institution.

Pros	Cons
▪ Steering committee could be constituted in such a way that it includes both knowledgeable neighbourhood residents and staff of other local organizations. ▪ Could improve communication and buy-in from the community as they are making decisions. ▪ Improved responsiveness to community needs and opportunities.	▪ Potential for conflicting decisions and desires between the Steering Committee and Board of Directors ▪ Potential for conflicts of interest to arise between Steering Committee members and the Anchor Institution over allocation of resources.

Recommendations:
- **The enabling framework for EIZs should require anchor institutions to establish an EZ Zone steering committee with set responsibilities and guidelines for their election.**
- **The responsibilities of the Steering Committee should include overseeing the process of the development of an EZ Plan, selection of priority targets, approving the development of project proposals, and monitoring and reporting on results annually.**
- **The composition of the Steering Committee should include equal numbers elected at large and per neighbourhood (in cases where one organization is overseeing multiple EIZs) through an open meeting held annually, then those select another equal number from organizations (including businesses and associations) based on applications submitted by those wanting to be represented.[110]**

5.5. Support
Lessons learned from Unicity, Neighbourhoods Alive!, C4, etc all indicate that support from multiple levels of government helps to ensure that local decision-making is respected and acted upon. It also helps to ensure adequate support for overarching planning, research and communications activities. This support may be provided in various forms including:

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[110] This composition modelled on Charlestown Neighbourhood Council in Boston. Source: Pendergrast and Farrow, Appendix A-4.

centralized secretariat services, direct funding, information, marketing and outreach, expert advice, networking, and in-kind provision of office space/supplies. Particularly important in this regard will be assistance in locating and using appropriate community toolkits for developing environmental baselines and planning.

In addition, it is essential to directly address the issue of political will. As this report has illustrated, Winnipeg has a long history of developing innovative ideas which are then not fully implemented. Particularly, if they lack both political and administrative champions, these ideas become lost in amongst "more urgent" budgetary and economic development priorities.

Recommendations:

- **Ensure that the concept is well accepted and championed by the Civic Environment Committee, including its City Council members, before advancing it with Council. In addition, ensure that the Planning, Property and Development Department as well as the new Environment Coordinator within the CAO's office have had ample opportunity to review the concept and ensure that it is workable within their structures.**
- **Build upon the C4 Phase 2 for to facilitate the initial creation and financial support for EIZs within the City of Winnipeg. This agreement should enable the engagement of an EIZs Coordinator within the City of Winnipeg Planning, Property and Development Department, the establishment of EIZ Zone guidelines for neighbourhoods, and an initial selection of 5 pilot neighbourhoods. This individual would be supported by a steering committee including representatives from all three levels of government, as well as key Winnipeg environmental organizations.**
  - o **In order to improve political understanding of the programme and to ensure transparency, each Community Committee should be requested to recommend two neighbourhoods for consideration in the programme.**
  - o **An RFP would be issued to invite organizations in these neighbourhoods to submit applications to be recognized as EIZ Zone anchor organizations for a period of 2-3 years (depending on the length of C4 Phase 2) – to receive a set amount of core funds for staffing and operations as well as for project implementation each year.**
  - o **The Winnipeg EIZ Zone Steering Committee would select the pilot neighbourhoods and anchor institutions from amongst these applications.**
- **The City should seek to expand on the funds available through negotiations with Western Economic Diversification Canada regarding allocation of funds for EIZs through the Winnipeg Partnership Agreement for 2006-2009, building upon its focuses on inner city neighbourhoods and technology innovation. In addition, private foundations in Winnipeg should be approached to discuss**

> **mechanisms through which they might be willing to contribute to the establishment of EIZs and their activities in the city.**

- **Additional resources should be mobilized for EIZs through participation in the Manitoba Urban Green Team programme and other youth internships which enable hiring of EIZ Zone assistants for varying time periods.**
- **At the neighbourhood level, support provided should be population-based rather than an equal lump-sum for each organization. It should also include an aspect of core funding for staffing and steering committee operations, as well as project-oriented funding.**
- **Support for access to neighbourhood-level data on environmental performance and programming will be essential from all three levels of government.[111] Without this data, it will be impossible for EIZs to establish targets and to demonstrate progress. Data access should be coordinated by the Winnipeg EIZ Zone Coordinator in order ensure compliance with Privacy Laws and to reduce time demands on data holders (e.g. Manitoba Hydro, City Water and Waste Department, Manitoba Conservation).**

6. Next Steps

This report has sought to examine the foundations for neighbourhood Environmental Improvement Zones in Winnipeg, draw additional lessons to be learned from similar experiences in other cities, and propose a series of considerations for moving EIZs from concept to reality in 2005-2006.

In order to advance the last element, we recommend the following process:

- September 2005 – Report circulated by IISD to the following previously engaged groups for comment and corrections:
  - o EIZ Tripartite Working Group Members and participants in December 2003 workshop
  - o Collaborating sponsors from IISD/NRI pilot project neighbourhoods (West Broadway Development Corporation, Riverview Community Center, and Henry G. Izatt Middle School)
  - o Winnipeg Civic Environment Committee
  Revision of recommendations based on feedback.
- October – Public launch of concept and recommendations. Request for broader feedback on the concept and model from local and national environmental and neighbourhood associations.
- November – Online publication of feedback. Finalization and endorsement of EIZ model by Civic Environment Committee to Winnipeg Executive Policy Committee.

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[111] Willard, Terri, Roselle Miko, Dennis Cunningham, Kelly Moore, and Eduardo Garcia. *Environmental Improvement Zone (EIZ) Guide for Winnipeg Neighbourhoods: Issues and Strategic Activities.* Winnipeg: IISD, 2005.

- December-January – Approval sought from City Council for EIZ Zone establishment. Negotiations with the Province regarding an initial C4 agreement to support Winnipeg EIZs beginning in April 2006.
- February-March 2006 – Recruitment and hiring of Winnipeg EZ Zone Coordinator by PP&D in consultation with stakeholders.
- April 2006 – EIZ Launch

7. Appendices

7.1. EZ Tripartite Working Group Meeting Notes

January 14, 2003

Feedback on the concept of Neighbourhood Environmental Improvement Zones (EZ) as presented by Andrew Cowan (City of Winnipeg Environmental Coordinator)

1. There is a need to define what constitutes a "community", and which communities will take the lead.
2. In undertaking this initiative there is a need to develop the capacity to administer the programs at a community level
3. Communities must be able to operate independently, manage change, and engage community members.
4. Avoid creating another level of bureaucracy.
5. The concept must be portable, so that it can be taken into other communities and implemented with relative ease (while remaining responsive to contextual differences among communities)
6. Experience from the Neighbourhoods Alive! Program (developed and administered by the Province of Manitoba Department of Intergovernmental Affairs) has demonstrated the need for programs to be financially sustainable. Frequently communities become increasingly dependent on government funding.
7. If NGOs and community members are operating and administering their own community-based programs, clearly these individuals are deserved of appropriate levels of funding.
8. Community-based programs are designed to save government money. It is incumbent on the three levels of government to reinvest those savings back into participating communities.
9. If residents are to undertake home energy/waste audits, they should be able to do so on their own (using community members trained to carry out audit tasks and report on progress).
10. It could potentially take years to set up a management structure related to an issue such as this.
11. What level of change should be instituted through the community level and what change should be instituted at the political level? Are there certain issues that could be better dealt with through by-laws and urban planning directives (e.g. waste management and urban sprawl)?

12. There should be a scan of existing funding sources and communication of these sources to the community/neighbourhood pilot groups (e.g. EC EcoAction Fund, SDIF, CCAF, Naturescape).
13. The programs offered by the Ontario Green Communities Association should be considered as models to use or to work from: http://www.gca.ca/
14. Is there a way for the City to collect data and report on the savings to City services that could result from EIZ Zones? Savings the City recoups should be returned to the community as grants in perpetuity.
15. There is a need to develop a menu of programs that will be offered to them (energy audit, discount transit passes, water conservation, etc).
16. There is a need for continuity. Communities must be able to go from year to year without changes to programming that could hinder progress.
17. How are neighbourhoods to be selected? Criteria such as capacity, knowledge and willingness to participate should be used.
18. The program should be adaptable/responsive to any type of neighbourhood (City Centre, Linden Woods, etc)
19. There should be a blend of communities (some receptive to the program and others that are less receptive).
20. Communities look at themselves much more holistically than governments do; the City of Winnipeg has compiled a list of neighbourhood characterization zones (technique pioneered by Kevin Lynch in his book "Image of the City" where communities self-identify). Community boundaries based on how they have self-identified should be used. There is no need to brainstorm over community boundaries, this has been done and the information is available.
21. Communities tend to identify themselves through places of social interaction such as community clubs. Community clubs could be used to administer the programs at the local level.
22. People active within community clubs tend to have several kids who are active in sport, the time and resources of those involved with community clubs is already stretched.
23. Measuring results will be difficult to quantify, these are inherently subjective quality-of-life issues. How can success be defined?
24. It's not fair to place pre-determined quantitative measurements of success on participating communities. We should not listen to leaders or politicians in defining success; we should listen to community members.
25. Broad-stroke indicators could be provided to participating communities (i.e. social, economic, environmental etc), it would be up to the communities to determine program success in these areas.
26. The group has considered a wide range of issues; the concept needs to be better defined before further progress can be made. There is a need to establish a working group that will refine the concept further and report back.

January 27, 2003
Present: A. Cowan, N. Cunningham, T. Hibbard, L. Strike, Regrets: A. Stewart

1. The concept of EIZ Zones is a part of the City's environmental strategy, it would be useful if Laurie and Tim could have a look at the strategy.
2. Is there flexibility in the WDA to include provisions for sustainable community economic development (support EIZ Zones)?

3. Program will require indicators of sustainability (MB Sustainability Indicators, FCM Healthy Community Indicators Program, CMHC Sustainable Community Indicators Program)
4. In tackling issues from the community level, it may be best to ask the public what the most important indicators are.
5. Laurie Strike will provide the Province's sustainability indicators list.
6. At some point in time, a comprehensive list of indicators will have to be determined.
7. The Province is working toward a draft plan on waste minimization, is there merit in linking this with City programming, or should these be kept separate?
8. MPSC business plan is to be released soon, the Province is involved in the development of this plan. There is an emphasis being placed on the ICI waste sector.
9. Household hazardous waste plan is on hold until after the next provincial election. Will HHW be integrated into the EIZ Zone concept?
10. We foresee community based programming in relation to the minimization of pesticides.
11. Federal time horizon is not very clear. For example, how will Kyoto targets be met? Not sure if the focus will be on community-wide reductions or large industrial emitters.
12. Potential to showcase the implementation of provincial and Federal policies at the community level.
13. Should the focus on programming be on the West Broadway or Wolseley areas, these are politically charged areas.
14. In our previous meeting the concept of EIZ Zones was well accepted by those around the table. People are genuinely excited by the concept. Most of the questions were around governance and the role that we should be playing.
15. Federal departments have the mandate to move on this, they have been told that community level programming is a priority.
16. We need to come up with appropriate principles/funding/reporting/priorities/indicators. Do we give a menu or do we set the parameters?
17. The menu/parameters would align well with our city's environmental strategy. The strategy could provide the framework for neighbourhood-level tools.
18. Each community will likely have its own (unique) environmental problem (from fires in autobins to a need for cycling paths)
19. We could categorize each section: Environmental/Social/Economic/Health, set targets under each (eg. Category: Environment – Target: 50% waste reduction – Toolkit to reach target: compost, HHW, recycling, wet/dry garbage collection).
20. Appreciative inquiry (search for solutions that already exist, amplify what is working, shift focus away from "decay"). Community consultation process/NGOs could help to reveal strengths.
21. NGOs could help in identifying existing strengths, programs and funding opportunities.
22. Community associations could hire a person to administer the programs and build community/NGO relationships.
23. Program would consist of (1) Overarching Principles (governance, community), (2) Definition of the attributes of a sustainable community, (3) Tools (administration/funding)
24. Once a community develops a plan, how can the information be disseminated to all members of the community?
25. Should major capital projects be removed (e.g. bike paths, etc) so that funding can be focused on household behaviour?

26. The government would like to show visible results. Capital projects and community projects should be combined.
27. Projects that are visible in the community will prompt the government to act in the same manner.
28. Neighbourhoods should be able to meet and communicate with each other (board or representatives could be convened and could meet quarterly with the mayor).
29. HRDC, Onsite MB and Greenteams could be potential sources of employment funding for community-based programs.
30. Green teams could be trained to conduct home energy audits, or, people in a neighbourhood could be trained to do audits (build capacity).
31. Programs should build momentum, we want to entice other communities to participate, we want to entice existing programs to become involved.
32. Q: how many communities should we choose? A: Pick three similar neighbourhoods and allow for comparison, or pick three different neighbourhoods and explore different program options (transit, pesticide reduction)
33. We require the neighbourhood characterization information from PP&D.
34. The Household eco-team concept (Global Action Plan) is a concept that could be adopted, team leaders collect information and make plans on how to address problems, they created a very good workbook. http://www.casindy.org/heres_a_program.htm
35. Good communications person is required
36. "Single window" website would be an excellent communications tool.
37. Meeting adjourned, date for next meeting not established