

Section II

MAKING THE "CRACKLE"

Components of the Stories

Many people in communities across Ontario are engaged in creating a healthy community for themselves, their families and their neighbours. How did they accomplish their goals? What were the barriers and successes? What valuable lessons were learned that could be shared with others interested in their own process of community change? These questions are the starting place for Using Stories to Guide Action.

Stories came from communities of all shapes and sizes, at different stages of organizing. All the stories and experiences include some (if not all) of the elements that make a "Healthy Community": broad public participation, inter-sectoral participation, local government involvement and a goal of healthy public policy. Some have been active for some time (such as Toronto and Peterborough) while others are quite new (such as Elgin County and Eramosa).

In the fall of 1994 a group of individuals from the communities came together to reflect on their stories and to find the essential mix in their "healthy community crackle". Key ingredients or components emerged, and a framework that put it all together. The components were grouped in three categories: the attempt to raise awareness, to build connections, or to take action.

Example of Components from the Healthy Community Stories

Awareness

'Awareness' components are those processes or strategies that help a community learn about the issue. It may be the initial awareness of a problem such as learning of a serious health problem in the community, or new awareness of a healthy communities process. Examples of some of the awareness strategies include:

- remembering the community history and/or culture
- learning about a need or serious problem, described by one community as THE SPARK
- experiencing discontent as community members feel a need to seek information
- learning about the healthy communities concept
- distributing or receiving a planning document (poverty study, ...) that gives new information to community members about their community
- experiencing changes in the community which challenge existing values

Forming Connections

There are many ways that community members come together to discuss, share feelings about the problem and to seek out possible actions to address their concerns. The types of connections formed typically reflect the culture and nature of relationships within the community. This connecting component can be both very rewarding and highly frustrating. Examples of “community connecting” as described in community members own words are:

- cooperation between powerful players
- reaching out, building collaboration
- a circle of inclusion
- listening to people’s own words about what sustains them
- public & inter-sectoral collaboration
- forming groups, finding a focus, building connections
- citizens’ panels formed
- interdepartmental connections formed
- organizing groups formed - Sudbury’s Roundtable on Health, Economy and Environment; Coordinating Committee; the Partnership; the Enabling Committee...
- extending partnerships
- building collaboration
- recognizing the dynamic tension - process vs movement
- visioning - sharing values, and dreams leading to hope and involvement

Taking Action

As part of a healthy communities process, communities move to a stage where they plan and implement some action in order to address the issue. Some communities begin by small actions fairly early in their history. Others spend much longer learning and growing together before taking action. Many communities formed small task groups who planned, organized and participated in some healthy action project. Some of the ways communities take action include:

- planning and conducting multiple province wide conferences
- organizing public meetings for input into planning and healthy public policy
- forming working groups such as the following:
 - a clean waterways group to conduct work parties for such tasks as a creek- assessment day followed by an open house to hear the results; preserving a maple tree and surrounding creek-banks in the park...
 - a trails group lobbying for hiking and biking trails, cleaning up trails...
 - a sustainable development group to engage in serious study of an issue and develop a resource file.
- a community theatre group to produce a play to inspire community members to speak out

- coordinating development of a municipal strategy to reduce traffic and air pollution
- facilitating the formation of a Young People's Advisory Board to provide city government with input from a youth perspective.
- assisting in the formation of a coalition concerned about urban food production and community gardening.

The Stories

To share the experiences from the healthy communities, nine stories are reprinted. The process components are included along with the story. Other stories are available from the Healthy Communities Coalition Secretariat.

1. **Woolwich Township's Healthy Communities Project;**
story by C.B. Sawyer
2. **The Healthy Community Movement in Sudbury;**
long story by Patricia L. Smith, update by Bob Rogers.
3. **Peterborough's Healthy Communities Process: A Vision for Change;**
story by Mary Hetherington, update by Dawn Berry Merriam.
4. **Elgin County Moves to Become a Healthy Community;**
story and update by Amy Lacey.
5. **Eramosa: Planning for a Healthy Community;**
story by Laura Brillinger, update by Rose Stocco.
6. **Healthy City Toronto;**
story by Mike J. Brown, update by Meg Shields.
7. **Healthy Ottawa-Carleton three years on**
story by David Sherwood.
8. **Créer un Environnement sain par l'Entremise d'un projet de prevention aupres des enfants;** *story by Lucie Brunet.*
9. **Halton Region: A History of Working Together;**
story by Penny Theodore, update by Ellis Katsof.

WOOLWICH TOWNSHIP ' S

HealthyCommunitiesProject

CHANGE
CHALLENGING
COMMUNITY
VALUES

Woolwich is a township of rich farm land, about 150 Kilometres west of Toronto, lying north and east of the twin cities of Kitchener-Waterloo. Recent population increase has stressed resources of all kinds, in people as well as in the environment. We have felt a growing insecurity, losing more of a treasured way of life, day by day. Now, we want to take up the reins that will guide us into our township's future, with a clear vision of what we want that future to be.

AMobilizing Issue

THE SPARK
INTERSECTORAL
INVOLVEMENT

In November of 1989, after the discovery of chemicals in the ground water which supplies Elmira's and St. Jacobs' water systems, Waterloo Regional Government appointed the *Woolwich Community Health Committee* to respond to the resulting health concerns of the community. This committee included representatives from the fields of health care and government, as well as citizens from the communities affected and local environmental groups.

RAISING
AWARENESS

Councillor Grace Sudden, who chaired the Health Committee saw the concept of 'Healthy Communities' as a possible positive channeling of the energy in the area. Grace, along with councillors from the City of Waterloo, accompanied representatives from the Health Unit to the 'Healthy Communities' convention in Montreal in the winter of 1990. The Health Committee decided to sponsor an event that would involve the people of the township directly in identifying and addressing their concerns.

BUILDING
COLLABORATION

In January, 1991, Councillor Sudden and the Reverend Clint Rohr (the executive director of the Woolwich Community Health Centre and another original member of the Health Committee) invited a broad cross-section of people from across the township to form the *Woolwich Healthy Communities Planning Committee*, for the purpose of planning 'Visioning Day'.

The Vision Takes Shape

Dr. Trevor Hancock facilitated a community Visioning Day in May 1991. In the morning, Dr. Hancock took us on an imaginary hot air balloon ride, during which we were to lower our balloons and settle them in the midst of our communities as we would like them to be twenty years in the future. We divided into groups of around ten, and drew our visions with coloured markers on sheets of paper taped on easels. In the afternoon, D'Arcy Farlow from the Waterloo Regional Health Unit and John Lord, Coordinator of the Centre for Research and Education in Human Services, helped us see how we might build on our ideas of the morning and find ways they might be put into action. The day ended with Mary Eileen McClear, a storyteller from Baden, telling us a story about ourselves beginning to take charge. Our story turns on the experience of this day.

Out of Visioning Day, the *Woolwich Healthy Communities Coordinating Committee* (WHCCC) was formed to promote the Healthy Communities concept and develop future initiatives. Councillor Grace Sudden and the Reverend Clint Rohr were asked to co-chair this committee and all those who had attended Visioning Day were invited to join. Members included: interested citizens, local politicians, the municipal planner, and people representing education, business, health and social services. We are now (summer, 1993) looking for representation from our young people, as well as our business and farming communities.

Council Endorsement

Woolwich Township Council subsequently endorsed the 'Healthy Communities' concept. They directed, "that Council and staff representatives work with the WHCCC and other interested organizations and individuals on the formation of healthy community guiding principles for Council's approval". Three clear themes emerged from all of our visions. This led to the formation of three groups to plan and carry out a course of action in each area: 1) *Clean Waterways Group*, 2) *Woolwich Trails Group*, and 3) *Sustainable Development Group*.

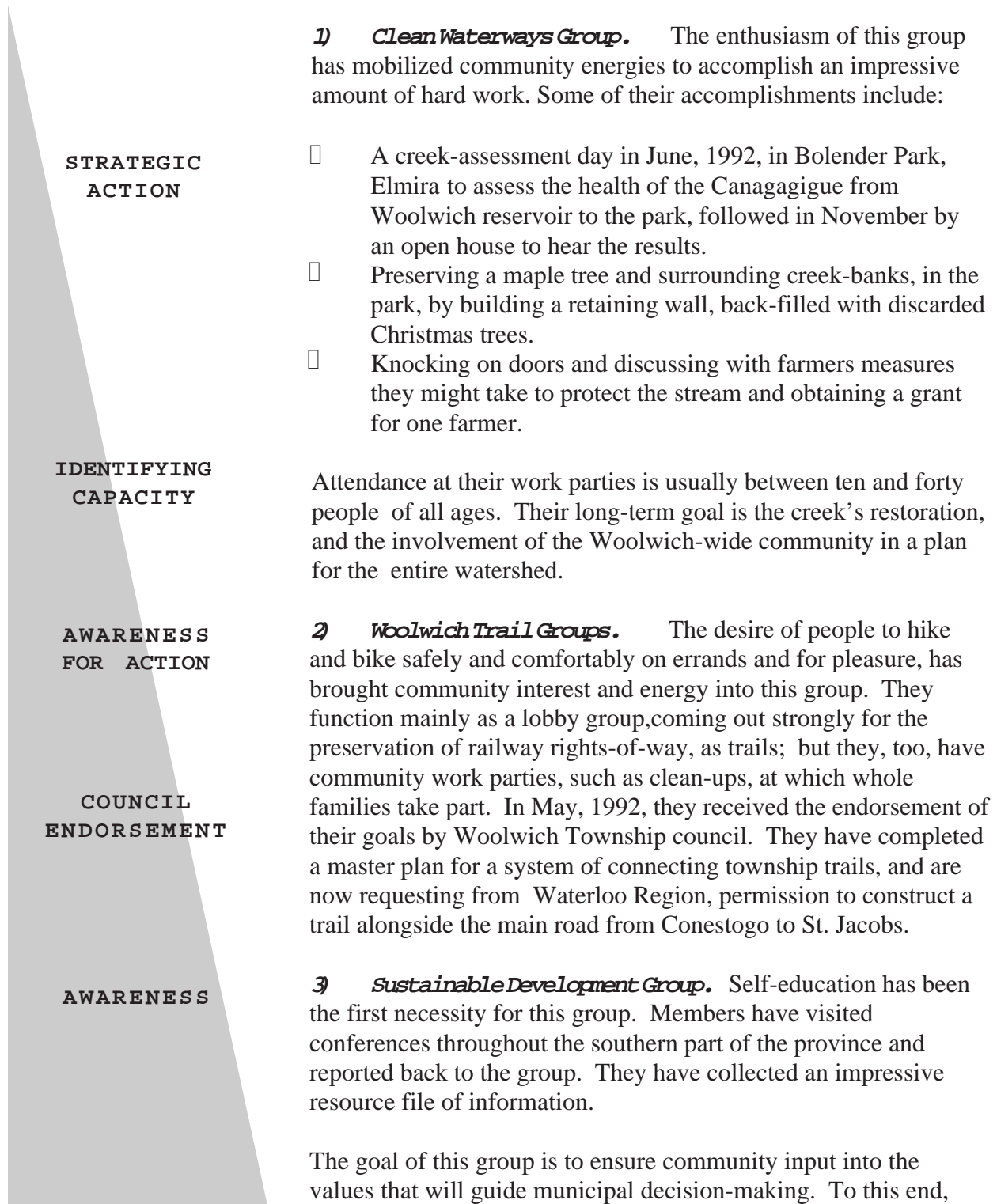
VISIONING

SHARED VALUES
& DREAMS
LEADING TO
HOPE &
INVOLVEMENT

FORMING A
WORKING
GROUP

SETTING
PRIORITIES

DEVELOPING
WORKING
GROUPS



they prepared an ambitious written response to the RROP (Regional Official Policies Plan) review, which had evident influence. Most recently, a Well Water Quality Group has been formed by rural folks on private wells.

A Word About Structure

The Coordinating Committee has sought to establish a comfortable linkage with the groups by endeavouring to have some of its members also involved in one or more of the four working groups. While building a sense of ownership of the vision and movement toward it, we wanted this linkage to make it easier for learning to be shared.

CONNECTIONS

Challenges and Strengths

Our greatest challenge is also our greatest strength: working together in community. Although our backgrounds differ widely, our vision is held in common. We want to listen to one another with a desire to understand. The *essential* is present - *caring* people, with their energy, enthusiasm and insight.

Some Final Thoughts

The very word 'vision' is alight with hope. It lifts rather than burdens. It brings people together from all sectors. There is no us and them, just us. People caring, access in themselves power they never knew they had.

Speed, growth, technology have all contributed to complicating our lives. Money and convenience have made our decisions for a long time. Now we are beginning to be aware of real costs, of truer values that have taken a back seat. Through 'Healthy Communities' we hope to engage our children - and our children's children - in creating and keeping their own vision of health, nature, and community.

NEW
AWARENESS

For more information about the Woolwich Township 'Healthy Communities' contact: Grace Sudden - (519)648-2893 or Clint Rohr - (519)664 3794 or write: Woolwich Healthy Communities Coordinating Committee c/o Woolwich Community Services 73 Arthur Street, Elmira, ON N3B 2M8

THE HEALTHY COMMUNITY MOVEMENT IN SUDBURY

Healthy Places - Healthy People □ *Healthy People - Healthy Places*



The Sudbury Region is composed of seven area municipalities with a total population of 157,825. Rich with many natural resources, its settled history is just over a century old.

The effects of heavy lumbering, forest fires, and early smelting methods used to mine Sudbury’s rich deposits of nickel-copper ore combined to create a serious situation for the soil. By the 1970s, a huge area was seriously affected.

The epic size of the environmental impact was one of the sparks in Sudbury’s healthy community movement. Sudbury’s negative image and a “hard” economy motivated local people to work to change and improve local conditions. The presence of a university and the participation of Laurentian University faculty has had a supportive influence in the healthy community movement. However, some people believe Sudburians are more highly sensitized to health, economic and environmental issues because of the community’s history.

In 1972, both area mining operations (Inco Limited and Falconbridge Limited) began a process to reduce the sulphur dioxide emissions. In the late 1970’s and early 80’s a number of initiatives began. Sudbury established an economic planning forum, Sudbury 2001 to find ways to gain more economic self reliance. It became clear that to attract new people to Sudbury as a permanent home, something needed to be done to clean up the environment. In the early 1980’s pioneering land reclamation work was started by the region’s Vegetation Enhancement Technical Advisory Committee (VETAC). Further, with the employment opportunities in the mining sector declining in the 1980’s, community leaders effectively secured support from both the federal and provincial governments to become a regional centre for government, health care, and service sectors.

The specific impetus for Sudbury’s healthy community movement was the desire in 1985 for a comprehensive review of community leisure services. A study that dealt with values, principles and philosophies as well as standards was needed to

mix action with vision.

A community steering committee formed ensuring that the process was both community oriented and community driven. An exhaustive round of hearings, ward reviews and other consultations took place. The final document went to the City Council in 1990.

Dick DeStefano, Chair of the steering committee noted; “People were saying ‘Give us a place where we can feel better about ourselves’. Individuals listed individual leisure activities, including walking, reading, swimming, and biking. People weren’t saying the word ‘environment’, but they were talking about trails, passive parks, and green spaces supporting these activities.”

The Steering Committee set up eleven task groups. Two of the task groups were: the natural environment group chaired by Bob Rogers of the Laurentian University School of Human Movement; and the healthy cities group chaired by Patrick O’Sullivan, a health promotion professional. They found that links between their two tasks and the interrelationship between health, economy and environment became a key concept. *Healthy Places/Healthy People - Healthy People/Healthy Places* was born.

They developed a process which used two citizen’s panels to observe, react and to address the desired visions of a future Sudbury as envisioned in a province wide conference. Their task included generating specific recommendations for the community.

The province wide conference, called ‘Healthy Places, Healthy People, Healthy People, Healthy Places’ brought together representatives of corporations, health professionals, environmental and community groups and citizens from many walks of life. “We were overwhelmed by the reaction,” Bob recalls, “as a new community dynamic emerged.”

The conference had a number of significant outcomes. The Citizens’s panels developed 85 recommendations which were

COMMUNITY
DRIVEN PROCESS

LISTENING TO
PEOPLE'S
OWN WORDS

WHAT SUSTAINS
THEM

FOCUS &
CONNECTIONS

TAKING
ACTION

INTERSECTORAL
INPUT INTO
STRATEGIC
DECISIONS



passed to City Council. The momentum of the process resulted in the establishment of the Sudbury Roundtable on Health, Economy and Environment.

Allan Northan, then Associate Medical Officer of Health at the Sudbury and District Health Unit sensed, in the Roundtable, a vanguard made up of people working toward the ideal community. “Their level of awareness is not yet shared by the public at large.” He saw this as a long term process and looked to the Roundtable for future discussions in other areas of concern such as child poverty and women’s issues.

Franco Mariotti, who served as co-chair of the Roundtable, says he saw it as having an educational function within the community, reaching out to children and youth. Science North Chief Executive Officer Jim Marchbank noted that “politicians can’t direct change in a vacuum, but respond to what their citizens tell them.” If citizens are active and successful in getting their message across, the process of change moves ahead.”

Further he said that, although they have had successes in dealing with tree planting and boardwalk development, “we still haven’t gotten serious about using pricing mechanisms to get people to make choices about improving the environment. Telling people to conserve water and pay for sewage treatment will be less easy.”

Sudbury Chamber of Commerce environmental program has a mandate to help Chamber members operate in an environmentally friendly manner and in compliance with environmental laws. When beginning to plan a second Environmental Expo they began consultations with community resource people linked to the Roundtable. There was a good fit between the two groups, leading to the second Healthy Places conference co-sponsored by the Chamber and the Roundtable.

The experience of jointly hosting the second conference was seen as profitable for both groups. It proved the value of cooperative ventures and that working together can only benefit the community.

Expanding the joint venture approach, Healthy Places/Healthy People III in 1993 was a cooperative venture between the Roundtable, the Sudbury Chamber of Commerce and the Ontario Public Health Association. Sudbury's comfort with the healthy communities movement has led to much positive action. Sudburians are no longer on the defensive.

Improvement in the local environment has changed their self-image. Sudbury's initiatives, and there are many of them, (Heart Health; Better Beginnings Better Futures; The Next Ten Years; Community Improvement Plans & more), have been recognized provincially, nationally as well as internationally. Bob Rogers states, "All of these initiatives reflect a Healthy Community approach."

PROCESS

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PETERBOROUGH'S HEALTHY COMMUNITIES PROCESS:

A Vision for Change

CHALLENGES
LEADING TO
CLEARER
VISION

Creating a Healthy Community isn't easy, as anyone involved in Peterborough's Healthy Community Project will readily tell you. But by viewing the obstacles they've faced since the project took root 5 1/2 years ago as challenges rather than problems, this community's vision is now clearer than ever.

"Some communities stop the process when they fail to get support from their local government," says Dawn Berry Merriam, one of the four pioneers of Peterborough's Healthy Community Project.

Approaching City Council

NO
FUNDING
FROM
COUNCIL

Failing to convince Peterborough City Council to grant funding for their venture didn't stop them, though. In fact, she insists it was one of the best things that could have happened.

"It's proved that this community can move ahead without government funding. It's forced us to rely on our commitment to a common goal."

Leadership from the Community

THE SPARK

It was Marlis Lindsay, then involved with ParticipAction, who really got the process off and running. Intrigued by an article on Healthy Communities in a Health and Welfare Canada publication, she set out to see if she could create some local interest in the concept. After consulting with Susan Berlin, Coordinator of the Canadian Healthy Communities Project, Lindsay decided to hold an informal public forum, to which she invited Berlin as guest speaker. About 50 people attended the meeting, and their enthusiasm and support for the project encouraged her to forge ahead.

AWARENESS
RAISING

Less than two weeks later, the Haliburton, Kawartha and Pine Ridge District Health Council (DHC), along with the

Peterborough County City Health Unit, co-sponsored a day-long conference on “What is a Healthy City?”. Berry Merriam, Assistant Executive Director of the DHC and the Health Unit’s health promotion specialist, Dr. Margeree Edwards were already committed to the idea, and to showing how the health of a community extends far beyond the provision of health services. Seventy people from more than 40 agencies took part, representing everything from medical and social services to municipal government, industry and the environment.

INTERSECTORAL
PARTICIPATION

Six months later, undeterred by the denial for their request for City funding, the core group organized a public workshop held in the city’s public library (the City contributed toward the cost of this, as did the DHC, ParticipAction and the Peterborough Social Planning Council), which drew close to 50 people.

WORKSHOP
FOR
PUBLIC

Common Visions Need to be Developed

The next step was a visioning workshop, presented by Healthy Communities originator Dr. Trevor Hancock. Participants were encouraged to imagine and draw their own personal vision of a healthy community, encompassing everything from clean air and water to walking and bicycle pathways. And it was this that convinced people like Helen Perkins just how universal the Healthy Communities vision is. “It was amazing how consistent the pictures were,” she recalls.

VISIONING
WORKSHOP

About a dozen people were trained at this workshop as “facilitators” to go out into the community and teach others how to create their own vision of what a healthy community could and should be.

VISIONING
FACILITATORS

Mission Statement

Armed with a vision and the tools to promote it, Peterborough’s Healthy Communities team evolved into a network of agencies and individuals—each with a different interest, but all with a common goal. They drew up a mission statement, to “share and promote a vision of an environment enabling the full physical, social,

FORMING
CONNECTIONS

TASK GROUPS

emotional, spiritual and mental wellness of both the individual and the community at large”. And they’ve never looked back.

Assistance and direction for the various Healthy Communities activities comes from the Enabling Committee, comprised of 10 people. But it’s through various initiatives that the real changes take place. By ensuring their mandates fit with their vision of a Healthy Community, these groups bring the process to life.

**BROADENING
IMPACT BY
CONNECTING
WITH
LOCAL GROUPS**

Links to Community Initiatives

Projects which reflect Peterborough’s Healthy Communities concept to date include the formation of Peterborough Bikeways, a committee dedicated to promoting non-polluting ways of transportation; the Social Planning Council’s Anti-Poverty Network; and a shift and commitment to health promotion as opposed to illness treatment in the strategic plans of several agencies, including the DHC, Peterborough Children’s Services and the Victorian Order of Nurses. The Healthy Communities network is now starting to work with other local groups with similar ideals, and to work on developing common goals.

**PUBLIC
NOT AWARE
OF
WORK**

General Public's Perception

And what is the public’s perception of Peterborough’s Healthy Communities Project? On the surface, this could be seen as a problem— very few members of the community are even aware that it exists. But those involved with it say this is just another reflection of its behind-the-scenes role.

**FOCUS
ON
PROCESS**

Margeree Edwards concedes that it’s the nature of the undertaking—that it’s a process, as opposed to an action-oriented project—that is responsible for its low public profile. But because it is creating changes in less visible ways, she questions whether this really is an issue worth worrying about. As far as she is concerned, getting people to understand the concept is far more important.

But getting people to see the value in creating a vision of a community that is healthy physically, mentally, spiritually, socially and economically—and working together to achieve it—”That”, she says, “is what it’s all about”.

For more information about the Peterborough Healthy Communities process, contact:

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ELGIN COUNTY MOVES TO BECOME A HEALTHY COMMUNITY

“Never doubt that a small group of thoughtful, committed citizens can change the world. Indeed, it’s the only thing that ever has.” - Anthropologist Margaret Mead

**AWARENESS
TO ACTION**

These words were reprinted on the cover page of a 1993 report issued by a small volunteer community group, the Elgin Community Partnership. The report summarized the findings of town hall meetings used by that group to introduce a Healthy Communities model to Elgin County in the spring of that year.

A broad-based community development process is well underway in this small Southwestern Ontario community. Now called the Elgin Community Partnership, this effort began in the fall of 1991 with a community meeting to discuss the results of a poverty study done locally by the Elgin-St. Thomas Health Unit. Several initiatives grew out of this pivotal meeting, including: a grassroots economic forum, a health/long term care directed group, and a community coordinating body.

**ECONOMIC
CRISIS
SERVED AS
CATALYST**

County in Crisis

Over the course of 1992 these groups and others struggled with how to help facilitate the process of change identified as necessary by each group. Each quickly agreed that Elgin County was in crisis, dealt a potentially fatal blow by the latest recession. The countywide “community” of almost 75,500 people had lost almost 4200 jobs. The four key economic sectors in terms of jobs provided (manufacturing, agriculture, retail trade, and health care), were experiencing serious difficulty.

**PUBLIC &
INTERSECTORAL
COLLABORATION**

The “window of opportunity” that would allow traditionally structured communities like Elgin to change had been opened by the impact of the recession. Needs were easily identified. From the fall of 1991 to the autumn of 1992, community groups had identified issues and needs, ranked their importance, analyzed situations, and posed outcomes. Each invited input and participation from government officials and existing stakeholders while still maintaining commitment to a new and purely community-driven process.

The Concept Catches On

What was missing everywhere was a solution, a linch pin that could draw the fragmented community together, the concept of a Healthy Community. Common themes emerged: the necessity to forge new partnerships, ones that could freely cross historical boundaries and relationships. Each group had discussed the need for community planning ventures, information sharing, and access to integrated services. All of these themes would become part of this community's Healthy Communities process.

Until last fall, only a few members of this community were familiar with the Healthy Communities movement worldwide. Even some members of the local health community thought the concept would be difficult to "sell" outside of health-related circles.

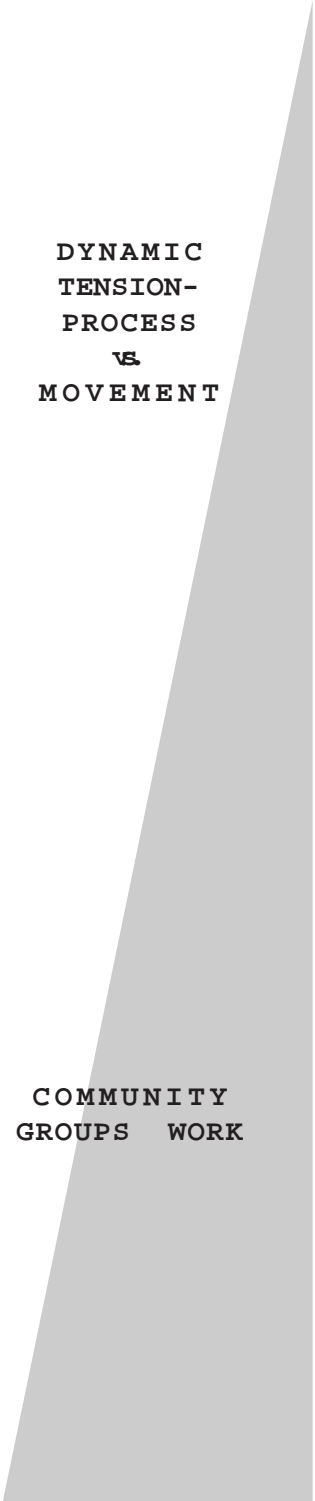
While the value of a healthy community had been set down in the original document released by the local Health Unit, it took Elgin almost a year to see its value in a broader community planning context.

Community-Driven Process

From the fall of 1991 to the autumn of 1992, three separate but similar community groups had gone through processes of identifying issues, analysis and proposing possible outcomes. Each had invited input and participation from government officials and existing stakeholders but each group maintained its commitment and focus on a new and purely community-driven process.

Within a twelve month period all three groups chose, at different times in this overall community process, to merge into one mutually supportive, innovative grassroots effort, the Elgin Community Partnership.

Then, last fall, this community "remembered" the inherent



**DYNAMIC
TENSION-
PROCESS
VS
MOVEMENT**

**COMMUNITY
GROUPS WORK**

HEALTHY
COMMUNITY
PROCESS
IDENTIFIED

value of a Healthy Communities model to broader-based community planning: its ability to draw communities together, to network sectors and individuals with a common goal, to create an environment that forges human, economic, social, and environmental elements together.

Leadership from Partnership

CIRCLE
OF
INCLUSION

Since that time, the Partnership has started the healthy communities process in Elgin, introducing the concept through presentations to a number of key community groups and individuals and invited the public to join through a series of Town Hall Meetings. The critical balance necessary in maintaining a belief in this long-term effort is being maintained through a mixture of process and project-related efforts. The Healthy Communities model is helping Elgin County, in journalist Alvin Toffler's words, "to not only stop the future, but to shape it...to channel our destiny in humane directions and to ease the trauma of transition."

Reflection of the Process

The Elgin group has been highly successful in attracting persons to its process who could hold strongly to their sectoral identity while making the leap into the multisectoral community arena. At times, this required the group to spend significant periods of time in consensus building.

Exploring areas of disagreement is still an uncomfortable exercise. However, as a Partnership, it is one of the activities which keeps them "healthy". Resolving disagreements require the most innovative and creative input.

Because of the volunteer nature of involvement a community based healthy community process is driven by a changing group of players. Amy Lacey states that: "The ultimate challenge is how to convey our ever-changing Partnership face to the greater community, a community or communities which have not

reached the same point in either awareness or actions themselves.”

The Elgin’s Partnership “planning into action” cycle has included: coming to agreement around bylaws, guiding principles, and ground rules for working together; continuing to examine multisectoral representation on the steering committee; balancing visionary and action-oriented approaches; and completing the circle back to the community for ongoing input and evaluation.

They remain continually aware that their processes must always be inclusive, not exclusive and that they are acting in some beneficial way to meet or address the ever changing needs of the community.

“The biggest lessons we learned are: to believe in themselves as a community; not to be afraid to say to everyone that we don’t have all the answers, not to be fearful of our significant differences; and never to forget to remind ourselves of our small triumphs.” Lacey adds, “Storytelling has helped us in finding our own path, in explaining our own healthy community to others, and in giving those that need a pathway to their own destiny, a place to begin.”

For more information about the Elgin County healthy community process, contact:

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ERAMOSA :

Planning for a Healthy Community

THE SPARK -
INFLUX OF
NEW PEOPLE

PLAY BRINGS
COMMUNITY
TOGETHER

PROCESS &
OUTCOME OF
PLAY INSPIRED
COMMUNITY

The Beginnings

When the idea of a community play focusing on land-use and planning issues was first proposed in the sleepy rural township of Eramosa, critics shook their heads and said it couldn't be done. After all, what could a handful of farmers, small business owners and rural residents do against the powerful forces of development? Already new subdivisions had sprung up in the village of Rockwood and plans were underway to build new estate housing along the picturesque Eramosa river towards the neighbouring village of Eden Mills. A community landmark known as Billy Gordon's Hill - for generations the site of sledding parties, bonfires and hiking expeditions - had recently been levelled and Rockwood's unique ecosystem was slowly being eroded by a population that had increased by 37% in one year.

It was these things that prompted playwright Dale Hamilton to write *The Spirit of Shivarree*. Inspired by the concept of the community theatre, a method incorporating non-competitive casting so all interested people can participate, Hamilton wrote the play both as a means of self-therapy and a way to rally the community around an important cause. "I have this belief that if you build community spirit then almost anything is possible."

Today: Empowerment and Action

Since the play - which involved 120 community cast members, hundreds of volunteers, two years of preparation and a budget of \$100,000 - was performed in 1990, the community changed forever. Empowered by its success, community members realised the potential of community action and its power to bring about change. "It was like rebirth", says Avril Winchester, community resident and play participant. "It brought people together and gave them the confidence to speak out publicly."

The township of Eramosa has never looked back. Ongoing concerns about uncontrolled development in Rockwood, Eramosa's largest community, prompted community members to hold a series of "visioning" exercises, write a sophisticated planning document called *The Green Paper*, revise the municipality's Official Plan and elect a more responsive council.

VISIONING
FOR
PLANNING

The township has now become a hot-bed of political and cultural activity focused not only on land use and planning issues but also on social, economic and cultural development. A community theatre group continues to provide a creative outlet for community members and writers' and songwriters' group meet regularly to share ideas and provide support.

DIVERSE
ACTION

Recently, through council's Healthy Communities initiative, a strategic planning process has begun to help guide Eramosa into the future. Through public meetings to get input from the community, councillor Rick Hughes says the strategic plan will help to paint a picture of Eramosa's social, environmental and economic future. "The focus is on what we want this place to look like, what we want people to be doing here and, in terms of residential or commercial growth, where it is going to take place and what it is going to look like."

PUBLIC INPUT
INTO
STRATEGIC
PLAN

Reflections Identify Ongoing Challenges

Despite Eramosa's successes, the going hasn't always been easy.

Long-standing divisions in the community, community apathy and differences in styles, experiences and expectations among community members have caused tension. Because of these things, Eramosa resident and Healthy Communities committee member Rose Stocco says the community still has a long way to go. "We've got some things going but we really haven't gone that far. We learned to speak up but as a community we haven't really learned to listen and hear each other." "There are some who feel there's been too much talk and not enough concrete work done so far" said Lev Tarasov.

DEVELOPING
A CONFLICT
RESOLVING
CULTURE

**ONGOING
STRUGGLES
LEADING
TO NEW
CONNECTIONS**

And time has proven that not all members of council are on the same wavelength. In fact, the members of council reflect the diversity of opinion within the community with Dale Hamilton being the most progressive councillor who practices open dialogue.

It became apparent during its Strategic Planning Exercise that the community has no mechanism to move beyond its differences and as a result it is still struggling to find the directions toward its vision. The long standing conflict between the pro-development and the “responsible” development factions has been and still is a concern.

Perhaps because of the various power struggles within the community and its numerous conflicts, more and more diverse interests are joining together. The same people who were working on opposite sides of the fence three years ago are now working together in hopes of developing more open and honest government.

However, in balance, Eramosa is a community which has learned to speak up. Stocco believes that “the strong history of cooperation, general concern about the environment and the community and unique blend of skills and abilities will help to guide the future”.

For more information about Eramosa’s activities, please contact:

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PRIDE IN
ROLE AS
INNOVATORS

Toronto's Healthy City Office is part of a proud history. It is the birthplace of the Healthy City concept, and is the only city in the world to receive special status as Honourary Member of the World Health Organization's European Healthy Cities Network.

The Healthy City Office, established in 1989 by Toronto City Council, has a staff of six people including community workers, a policy analyst, support staff and a corporate director.

The Healthy City concept was introduced and endorsed in 1984, in a workshop about making Toronto healthier by the year 2000. The workshop was held in Toronto in conjunction with an international Healthy Public Policy Conference. The Healthy City concept has since spawned an international movement involving more than four hundred cities in Europe, Australia, and North America.

BuildingAllies

INTERNAL
CONNECTIONS

The Healthy City initiative in Toronto was established thanks to a successful two-pronged campaign initiated by a handful of strategic city employees. As early as 1985, an internal process of building allies with key people in departments within the City corporation was initiated.

PUBLIC
PLANNING
PROCESS

The second arm of the campaign began in 1986. Initiated by the the city's Board of Health it included vision workshops to establish preferred scenarios of a healthy future, a comprehensive scan of environmental conditions, development and distribution of an issues paper, a series of public reviews and hearings, and culminated in a final report entitled Healthy Toronto 2000. The public planning process took two years and the final report contained specific recommendations for action.

POLITICAL
SUPPORT

Both parallel arms of the campaign went well. The Healthy Toronto 2000 report was accepted by the Board of Health in late 1988 and unanimously approved by City council in early 1989. In



HEALTHY
CITY OFFICE
VENTURES

the same period, a network of internal allies had also been developed. The internal support network was formalized as the Healthy City workgroup by the committee of Heads - the body of all Departmental Commissioners within the City.

The Workgroup prepared its own report that proposed a Healthy City Project. This report was adopted by City Council in May 1989, thus formally launching the Healthy City Toronto Project. The first priority of the Project was to establish a Healthy City Office.

Varied Initiatives

The Office has been involved in numerous projects in its short history. Key ventures of the project include:

- ***Healthy Neighbourhoods & Communities***
Supports community-based projects; strengthens networks of initiatives at City Hall; initiates neighbourhood study circles; celebrates community successes at the annual Neighbourlies Awards.
- ***Sustainable Development***
Builds partnerships among community, business and government on key environmental issues; facilitates Clean Air Partnership; supports pilot projects
- ***State of the City Report***
Develops user-oriented, accessible resources; produces bulletins on key issues; monitors trends, and measures outcomes; facilitates joint research ventures.
- ***Homeless Persons Self-Help and Community Economic Development***
Supports community-based leadership; creates opportunities for marginalized communities to participate in economic ventures; involves homeless people in planning, developing and building housing.

□ ***Youth Involvement***

Forms partnerships among youth, communities and local government; assists the Toronto Young People's Advisory Board; develops corporate strategies around priorities for youth.

Toronto's Healthy City Project believes that all aspects of city life are interconnected; the 3E's - Economy, Environment and Equity - are the key to solving urban problems; citizen involvement and community-based planning are important investments. Further, strong neighbourhoods strengthen the heart of a vibrant, safe and liveable city, with partnerships and joint venture leading to effective decision-making.

Role as an Agent

In pursuing these themes, the Corporate Director of the Project explains that there are "two complementary roles for the Healthy City Office. On one hand, we represent the corporate conscience and are the agent of change within the corporation. On the other hand we present a bridge between the corporation and the outside community, we build partnerships between the city and the community."

The project uses a three pronged process. The first, the Idea, is to envision the future of one of the world's most culturally diverse cities. Second, the Analysis, is to understand complex urban problems such as homelessness, pollution and unemployment by studying the links among economy, environment and equity, and the third stage, Action, is to develop practical solutions by forming partnerships and sharing resources, increasing co-ordination and reducing duplication.

Where to from Here?

The Healthy City Office has done good work in its three year history. Most initiatives to date have focused on laying



**AWARENESS
&
CONNECTIONS**

- ENVISION

- ANALYSE

- ACTION



FINANCIAL
INVESTMENT
IN PROJECT

foundations designed for longer term payoffs. This is the nature of building partnerships, addressing complex urban problems and performing research to facilitate long-term planning.

The Office's funding must be renewed each year and there have also been recent budget cuts and staffing reductions. These problems are particularly serious for a program designed to establish a solid foundation in its early years, in order to provide longer-term benefits in the future.

While these are tough economic times for everyone at City Hall, it doesn't make sense that a project established by City Council and designed for long-term payoffs is given only temporary status. Staff seem to agree by stressing that "the key to some of the most successful Healthy City initiatives around the world is strong support from the Mayor and City Council."

Toronto's Healthy City Office has a proud past and a bright future. In the Summer of 1994, Council once again unanimously voted to support the efforts of the Project, making all of the staff permanent employees and approving a multi-year workplan.

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HEALTHY OTTAWA-CARLETON

....threeyearson

DISCOVERY
OF HEALTHY
COMMUNITIES
CONCEPT

CATALYST/
INITIATOR
OF PROCESS

INTERNAL
STRUCTURE

NOT
GROUNDED
WITH
PUBLIC

The Regional Municipality of Ottawa-Carleton (RMOC) was the first regional or county municipality in Ontario to undertake a formal Healthy Community project. In 1989 the Planning Department invited the Canadian Healthy Communities project coordinator to present a briefing. According to Planning Commissioner Nick Tunnacliffe, "We saw it as a way to sensitize people about quality of life issues, because we see healthy communities and good community planning as synonymous." Since one of the principles of the healthy communities concept is inter-departmental cooperation, he decided to brief the Chief Administrative Officer (CAO).

The CAO became enthusiastic about the potential of Healthy Communities to foster his management goal of breaking down barriers between the line departments. It also had the potential to raise the profile of the Regional government in the eyes of the public. He began to promote it to the department heads, and prepared a brief to the Executive Committee and Council.

Start-up

In 1990 a Council resolution approved an Inter-Departmental Healthy Communities Committee, reporting to an ad hoc committee of the Councillors who chaired the standing committees of Council. Council also approved some form of public consultation. The Inter-Departmental Committee got off to a good start under the leadership of the CAO, but the ad hoc committee of Councillors only met once and the public consultation consisted of one information session. Because meaningful public consultation is a cornerstone of the Healthy Communities model, the RMOC has been criticized. Listen to Mary Hegan, an activist who helped organize an independent citizens' forum on healthy communities back in 1988: "I was quite excited when the Region set up the inter-departmental process, but I'm very disappointed that it didn't go further." One neighborhood in the Region has started its own Healthy Communities Project sponsored by the Riverside Park Community and Recreation Association. It has no relationship with the RMOC.

**INTER-DEPARTMENT
CONNECTIONS**

Achievements

The Inter-Departmental Healthy Communities Committee chaired by the CAO has been an important factor in changing the “corporate culture” within the Regional Municipality. Interestingly, the Committee is composed of senior staff but not department heads. Everyone seems to agree this has led to a lot of good working relationships among the staff of various departments. Other inter-departmental committees have been initiated, such as strategic planning and quality service. And the Region will soon adopt its first Public Consultation Policy. That Policy would require all departments to consult with the public early and often.

**INTERNAL
VALUE
SHIFTS**

“We decided to take a process approach rather than a project approach”, according to Joanne Yelle-Weatherall who was an assistant to the CAO when Healthy Communities got started. “It was part of making departments more accessible, part of the change of values toward holistic approaches. We couldn’t go public until we got our own house in order. Maybe it’s hard for an outsider to see, but there are links between this [and related initiatives]. You see many of the same staff who were involved [in this] taking the ideas back to their departments.”

**IMPACTS ON
PLANNING &
HEALTHY
PUBLIC
POLICY**

The Public Participation Policy is only one of the related initiatives supported by the Healthy Communities Committee. The Official Plan is undergoing a major environmental review centred on the three overlapping concepts of sustainable development, ecosystems, and healthy communities. It will also include a community visioning process. The Transportation Environment Action Plan encourages walking and cycling as part of a qualitative approach to the transportation system with a major public consultation component. The Regional government supported Greenprint, an independent round table process originated by citizens. The Environmental Services department got employees involved in making the workplace more environmentally friendly. And the Region funded a new non-profit Women’s Action Centre Against Violence (Ottawa-Carleton). The WACAV mandate and operating structure were derived from an extensive healthy communities

type consultation process. Although the foregoing activities were not initiated by the Healthy Communities Committee, they were seen as related to the healthy communities concept, and they were conducted with more cross-departmental and public input than might otherwise have been the case.

The past three years have been a mixed success in Ottawa-Carleton. The Regional government has not conducted a model healthy communities process but the involvement in healthy communities has fostered greater openness to various kinds of community participation and more inter-departmental communication.

Epilogue

In 1992 the CAO left the region and the staff person who coordinated the Inter-Department Healthy Communities Committee also changed. With an emphasis on internal process, with weak political support and no community support, the loss of the leader led to the death of the initiative.

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**PROCESS
NOT
SUSTAINED**

CRÉER UN ENVIRONNEMENT SAIN PAR L'ENTREMISE D'UN PROJET DE PRÉVENTION AUPRÈS DES EN- FANTS

L'APPROCHE DE
DÉVELOPPEMENT
COMMUNAUTAIRE

FINANCEMENT

DESCRIPTION
DE LA
COMMUNAUTÉ

VISION

INTERSECTORIEL

"C'est ce que nous tentons de faire avec le projet Partir d'un bon pas pour un avenir meilleur à Sudbury, c'est de créer une communauté en santé dans les quartiers Moulin-à-fleur et Donovan en amenant les résidents à se prendre en main afin de construire un environnement sain pour les enfants et leurs familles". C'est en ces termes que s'exprime la coordonnatrice du projet, Joan Kuyek, pour expliquer l'approche de développement communautaire qui sous-tend ce projet innovateur.

Partir d'un bon pas pour un avenir meilleur est un projet de recherche d'une durée de cinq ans subventionné par les ministères provinciaux des Services sociaux et communautaires, de la Santé et de l'Éducation. Sudbury est une des onze localités ontariennes qui participent à ce programme de prévention primaire. A Sudbury, l'intervention se fait auprès des enfants de 4 à 8 ans.

Alors que le Moulin-à-fleur est majoritairement francophone, le quartier voisin, Donovan, compte plusieurs familles autochtones, ainsi que des nouveaux arrivants provenant de diverses cultures. On retrouve dans ces deux quartiers proportionnellement plus de familles "désavantagées", à faible revenu et monoparentales. Les écoles sont généralement mal adaptées pour répondre aux besoins des élèves. En revanche, les résidents ont l'habitude de collaborer à la mise sur pied de nouveaux programmes visant l'amélioration de la vie des quartiers.

En 1990, une coalition d'une douzaine d'agences de services sociaux et communautaires s'est formée en l'Association Partons d'un bon pas pour un avenir meilleur. Les promoteurs du projet se sont donné comme objectif d'augmenter la capacité de la communauté à mieux répondre aux besoins physiques, intellectuels, sociaux, culturels et économiques des enfants et de familles dans les quartiers Moulin-à-fleur et Donovan. Ceci exige de créer de meilleurs liens entre les agences, dans le but d'augmenter la qualité et la pertinence des services, et avec les

institutions (tels que l'école), afin de les rendre plus accessibles et sensibles aux besoins de la communauté.

Dès le départ, les trois cultures - francophone, autochtone et anglophone - étaient représentées au sein de l'Association. Il a été accepté d'emblée que le Centre d'amitié autochtome N'Swakamok serait le parrain administratif de ce projet. C'est une équipe de chercheurs de l'Université Laurentienne qui coordonne le projet de recherche.

Les membres de l'Association ont tenu à ce que les processus et les structures mis en place ne soient pas imposés et contrôlés par des "experts", mais créés par des gens issus des quartiers ciblés. Afin d'identifier les besoins et les souhaits des résidents de la communauté, des bénévoles ont entrepris de réaliser 350 entrevues auprès d'enfants, de parents, de professionnels et de chefs de file du Moulin-à-fleur et de Donovan. Les résultats de ces consultations ont largement alimenté et guidé l'élaboration du projet.

L'Association prend ses décisions par consensus. Pour reconnaître le besoin des diverses cultures de se réunir entre elles, quatre groupes de travail rassemblent les francophones, autochtones, anglophones et membres de groupes ethniques. Ils sont appuyés dans leurs efforts par des travailleurs communautaires embauchés par le projet. De l'avis de Claire Pilon, membre du groupe de travail francophone, "étant donné la diversité culturelle qui existe à l'intérieur du projet, il n'est pas étonnant qu'un de nos plus grands défis soit de comprendre et d'accepter l'autre. En même temps, le projet respecte le désir des francophones d'avoir leurs propres programmes". Des représentants de chacun des groupes de travail participent aux réunions régulières du comité directeur de l'Association.

Afin de favoriser la participation bénévole des résidents du Moulin-à-fleur et de Donovan (dont la plupart sont préoccupés par des questions de survie financière), l'Association rembourse les frais de transport et de garde des enfants et accorde à ces

INTERCULTUREL

**RESPECT DES
VALEURS
COMMUNAUTAIRES**

**DÉCISIONS PAR
CONSENSUS**

**RESPECT
DES BESOINS
DES GROUPES
MINORITAIRES**

**DÉVELOPPEMENT
DES
COMPÉTENCES**



PROJETS

parents de modestes honoraires pour leur participation.

Parmi ses réalisations, le projet a réussi à négocier avec la ville de Sudbury que le terrain de jeux dans le parc O'Connor soit remis en état et que l'édifice dans le parc serve de centre communautaire. Le Centre des amis, un programme après les heures d'école, dessert une cinquantaine d'enfants francophones. Un programme de sensibilisation aux cultures et aux arts autochtones est offert dans les écoles. Une expérience de camping pour les familles des quartiers a été tentée à l'été de 1992 au camp Anishinabai afin de les sensibiliser à la culture autochtone. Le groupe anglophone a institué un programme avant et après les heures et utilise les techniques du "théâtre de l'opprimé" avec les parents et les adolescents. Il existe également un programme bilingue d'appui aux personnes qui prennent soin des enfants.

RÉSULTATS

Partons d'un bon pas pour un avenir meilleur intervient également en milieu scolaire pour améliorer le rendement des élèves, leur donner le goût d'apprendre et de participer aux activités. Marco Leboeuf, travailleur communautaire francophone, observe que "les professeurs de toutes les écoles visées rapportent que l'atmosphère est plus calme et que les enfants sont plus motivés qu'avant".

**FINANCEMENT
INCERTAIN**

Les parents du Moulin-à-Fleur et de Donovan, en voyant les enfants avoir accès à des programmes qui améliorent leur estime de soi et leurs chances de réussir dans la vie, en veulent autant pour eux-mêmes. C'est ainsi que les associations de locataires et de parents des deux quartiers travaillent conjointement à mettre sur pied une cuisine communautaire, en collaboration avec l'Unité sanitaire de Sudbury. Des ateliers d'information et d'information se tiennent deux fois par mois. De plus, l'Association a élaboré une stratégie de développement économique communautaire fondée sur la création de micro-entreprises et un système de troc.

La plus grande préoccupation des promoteurs du projet est que Partir d'un bon pas ne se poursuive pas après avoir reçu des subventions gouvernementales pendant cinq années. L'Association se penche déjà sur cette question vitale.

HALTON REGION: A History of Working Together

EXISTING STRUCTURES IN PLACE IN COMMUNITY

"Many different groups in Halton are dealing with a variety of issues in the community. For example, we have a Healthy Lifestyles Coalition, Sustainable Development and Agricultural Advisory Committees, as well as A Good Neighbours Council and a Community Crime Prevention Committee to name a few. All of these groups, working on their separate issues provide us with the means to achieve a healthy community. The Healthy Community initiative helps each group focus on a common end result, that is, building a healthy community. The approach helps

them find common ground and collaborate on many different issues in Halton Region."

-Ellis Katsof

THE CULTURE

Where is Halton?

The Regional Municipality of Halton is located halfway between Hamilton and Toronto on Lake Ontario. It is made up of the City of Burlington and the Towns of Halton Hills (including Acton & Georgetown), Milton and Oakville. Its current population stands at 313,000 people and is one of the fastest growing areas in Canada. It has a predominately homogenous population, characterized by a relatively high level of education. Although four out of ten members of Halton's workforce commutes outside of Halton, it features many industries within its borders, including a large manufacturing and service sector.

The Beginning

Halton's Healthy Community ideas began to percolate as early as 1978, when the Planning Department introduced the idea of linking land use and human service planning in the same document. This approach wasn't received well by the provincial government. In 1983, the Provincial Planning Act was revised to broaden the scope of land use planning. It now requires that

SEEKING MODEL TO VALIDATE COLLABORATION

CHAMPION

Official Plans consider the equitable distribution of educational, health and social facilities. In 1991, Halton's Planning Department developed "Report B4", which again tried to integrate land use and human service planning.

**INFORMATION
SHARING**

This draft document, in the form of a small newspaper, was delivered to every home and business in Halton region. Residents were asked to respond with their comments either by writing to the department or by attending a series of community meetings across the region.

Report 'B4'

**THE VISION
& COMMITMENT
OF COUNCIL**

"Report B4" presented Regional Council's view on a long-term vision of Halton region. Two principles were introduced to guide people's thinking about land use planning. The first was **land stewardship**. This concept proposed that ownership of land involves not only thinking about short term economic interests, but take into consideration long-term plans. It should also "be balanced by the community's desire in preserving the environment or certain land forms in the landscape".

The second was the concept of **Healthy Communities**. Health in this report looked at all measures of a quality of life: where and how we live, work, and play, the air we breathe and how safe we feel in our own communities.

These concepts, and the policies outlined in "Report B4" became the foundation for the Region's revised Official Plan, which was approved by Regional Council in March 1994. The Region is currently awaiting provincial approval.

**COOPERATIVE
CULTURE**

How did things go so smoothly in Halton? Jane Sanders, from the Halton District Health Council attributes it to the fact that Halton has a long history of coordination of services and collaboration among sectors. "There has always been a willingness to work together" she explains. Ellis Katsof, Director of Community Services in Halton adds that they were fortunate to have some real visionaries in the senior positions in

their regional planning department. It wasn't necessary to 'win them over'. "Report B4" reflected those values. Lynne Simons with the Halton Regional Planning Department also notes that the planning department in Halton had always made a point of going out into the community and seeking feedback and ideas from others. "However, within the traditional planning framework, we weren't always able to respond to those comments," she notes.

A Healthy Communities Steering Committee was formed in Halton, made up of professionals from health, social services, recreation, and planning departments from the Region & area municipalities, as well as from the Halton Social Planning Council, Halton District Health Council, Children's Council of Halton and the Halton Prevention Network. This committee's goals are: 1) to support the development of healthy communities initiatives in Halton; and 2) to promote the development of healthy public policy in Halton.

The Steering Committee was going to hold a visioning workshop in a local community to enable residents to describe what a healthy community meant to them. Unfortunately there was little interest in the workshop and it was cancelled. This was an important learning for the Steering Committee. Members realized that to implement its first goal of supporting local community initiatives they were going to have to help local community groups and individuals become the champions of the initiative and help them run the community visioning exercises. As a result of refocussing its energy, a healthy community initiative has begun in Oakville and the initiatives are being considered in Burlington and Milton.

As well, the Steering Committee is examining a process that will focus municipal policy discussions on "healthy" public policy. Regional staff are preparing a report on this initiative for early 1995.

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SEEKS INPUT
FROM
COMMUNITY

INTERSECTORAL
GROUP FORMED

OFFER
SUPPORT
TO
LOCAL
LEADERS