- 1.5 hours
- Tables
- Ppt – bring own computer
- Wireless microphone
- Flip charts
- Capacity = 200, expected – 60-100
- Kate: 780-955-4094

- Acknowledgements:
- Social Sciences and Humanities Research Council of Canada
- Concordia University
- The Rural Secretariat of Agriculture and Agri-food Canada
- Statistics Canada
- CRRF
- NRE Research Team
- Rural Citizens in our field sites

- This presentation will be put on the NRE website
- See also: CRRFTweed2004RuralUrban03.ppt

• The world has changed
• We need to change with it
• Session is about strategies for those changes
• I will animate it using examples of communities which have adopted interesting and useful strategies
   • To illustrate the nature of the changes and
   • To inspire us about the new opportunities that are emerging

Outline
• Presentation (30 minutes)
   • Building Community Capacity – Suggestions from our research – with examples
• Round tables (15 minutes)
   • Introductions and selection of scribe
   • Examples from your experience
• Report back: 1 example from each table (10 minutes)
• Presentation (15 minutes)
   • Facilitating capacity-building
      • Policy-makers
      • Activists
      • Researchers
• Round tables (10 minutes)
   • Examples from your experience
• Report back: 1 example from each table (10 minutes)
• Presentation (10 minutes)
   • What we have learned
      • New approach needed: multifaceted (economic, social, environmental), governance-focus, place-based, regional, alliances with urban

Building Community Capacity

- The ability of communities to achieve the objectives they desire
  - To grow
  - To survive
  - To shut down

- What is community capacity?
- Ability of communities to achieve the objectives they desire
  - Grow
  - Sustain themselves
  - Fold up
- For those who live in those communities: How can we achieve the objectives we desire?
- For the policy-makers, activists, and researchers: How can we help rural communities achieve the objectives they desire?

- In most cases this means the capacity to respond appropriately to changing conditions
- I will begin with an illustration from Mackenzie, BC since it represents a community which faced challenges that are common to many resource-based institutions in Canada.
- (S) Mackenzie was well integrated into the old commodity economy – it was created to serve it
    - Forestry – lumber, pulp and paper, plywood
    - Community developed with corporate support
    - Managers and CEOs were part of the local community
    - If they faced challenges – turned to their friends and executives for solutions
- New global economy
    - Mills bought and sold, downsized, and operated externally
    - Little integration into the community – little commitment to the community
    - Labour unrest
    - Outmigration of population
    - Decline in services
    - Challenges for the maintenance of local infrastructure
    - Community challenges met deaf ears (and community challenges increased with outmigration and closures)
- Took 10 years for community to develop their capacity to manage their affairs
    - Included significant debate and conflict
    - Eventually decided that they would have to do it themselves
    - Organized themselves, reorganized governance
    - Proactive learning about their assets and opportunities (locally, regionally, nationally, internationally)
    - (S) Are working at redefining their community and reorganizing their assets
        - Diversify the economy
        - Explore other economic opportunities (tourism, recreation)
        - Pay attention to social cohesion (e.g. Community radio, learning sessions)
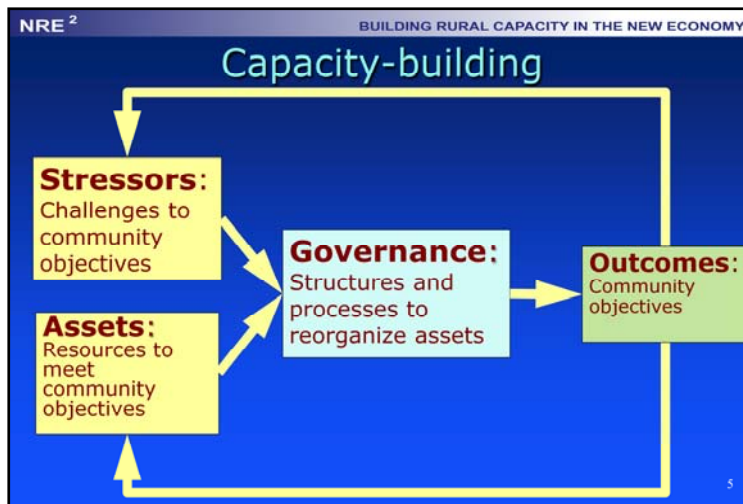
•We have found it useful to think about what happened in Mackenzie – and in other communities or groups facing change – in terms of a simple model of governance and change.

•We treat the communities or groups as somewhat integrated systems

> •(S) Then consider the outcomes as part of the ongoing process of system adaptation, innovation, and change

•From this point of view those outcomes are considered to be the result of 3 major factors

> •(S) The first are the stressors that affect the place or other unit of analysis.
>
> > •These stressors can be a wide range of things – both good and bad – but they are the many events, crises, and trends that affect the fate of communities or regions.
> >
> > •In the case of Mackenzie, they were the turnover in ownership of the companies, the isolation of the community from those decisions, and the threats they posed to the livelihood of the workers and citizens.
>
> • (S) The second are the assets of the community, region, network or system being considered.
>
> > •These are the natural resources, amenities, financial, human, and social characteristics of the region or community – the things that can be mobilized to deal with the stressors
> >
> > •Only after many years of struggle and resistance did the citizens of Mackenzie discover that their own commitment, skills, and abilities to learn were assets that could be used in building their community
> >
> > •The failure of the private radio station also became recognized as an asset for development – not just a liability to the town
>
> •(S) The third element of the framework is the governance arrangements and actions that facilitate the reorganization and mobilization of assets in new ways to meet the challenges of the stressors – and hopefully produce the valued outcomes for the community
>
> •In Mackenzie, these changed significantly – from reliance on the companies to the growing collaboration among private businesses, volunteer groups, families, and municipal officials

•(S) Since this is a dynamic system, note that these outcomes can also become stressors or assets in the future – either directly or indirectly

> •When a group of citizens in Mackenzie wished to increase tourism by building a snowmobile track close to town, there was a public outcry against the noise – creating another crisis that was only resolved by the experience in collaboration that the town had slowly developed during the previous 10 years.

•This framework has guided us in our investigation of many examples like Mackenzie – directing our attention to certain aspects of the stories and suggesting key elements for our analysis and strategy development

•For example, this framework suggests capacity may be directed to:

> •Decreasing the stressors
>
> •Increasing or reorganizing the assets, or
>
> •Improving the governance structures and processes to manage the stressors and assets.

•Following this framework I will start my discussion of examples by focusing on some of the most general stressors that rural communities have faced over the last many years.

•I will do this briefly – only to set the context – since I will have more time tomorrow in my session on the major changes in rural Canada.
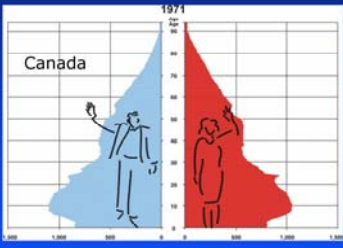
•Briefly then, some of the stresses that rural Canadian communities have and will likely continue to face are the following:

•(S) Urbanization will continue – as agglomeration advantages are utilized (P)

•(S) Natural resources will continue to be under pressure – as global competition, the price of transportation and communication continue to fall

　•We are able to harvest more of our resources with fewer people – leaving resource communities with declining populations unless they can export something else

　•Often means emphasizing knowledge-based activities over the traditional ones.

•(S) Immigration will continue and increase as it becomes our primary source of population growth

•(S) The Aboriginal demographic transition will continue to unfold – resulting in high, then falling birth rates as their education and quality of life improves

•(S) The globe will continue to get warmer, and

•(S) Technology will continue its elaboration – into nanotechnology, biological engineering, and hopefully less damaging forms of energy production and use

What are the likely rural outcomes under these trends and pressures?

•(S) Continued depopulation and aging – especially in more remote locations

•(S) Separation into winners and losers (communities)

•(S) Rural people and communities will be forced to operate more on their own
  •Investment in rural enterprises and activities is perceived to be riskier by urban-based businesses
  •Uncertainty greater
  •More expensive because of distance
  •Greater political and economic preoccupation with urban challenges, infrastructure, and issues
    •Therefore less attention paid to rural
  •Made at home solutions will become more important

•(S) Greater vulnerability to climate-related disasters
  •Including a renewed interest in small towns as the cost of travel increases
  •Fires, floods, new diseases are inevitable so preparations must be made now.

•(S) Shifting uses for natural resources as technologies are developed – including biofuel and wind energy

•(S) Continued exclusion of rural regions from the centres of technological development unless attention given to knowledge development and related institutions.

NRE ²   BUILDING RURAL CAPACITY IN THE NEW ECONOMY

8 Suggestions

1. Look to urban demand
2. Identify global niche markets
3. Integrate strangers
4. Maintain diaspora
5. Build all capacities
6. Make interdependencies visible
7. Strengthen local identity
8. Consider regional opportunities

• How might rural people position themselves for meeting these stressors?

• I will start with 8 suggestions emerging from our research

• I will use these suggestions as a structure to provide my capacity-building examples – as promised.

• Since I don't assume that these are exhaustive – we will have time for you to add to the list of both suggestions and examples.
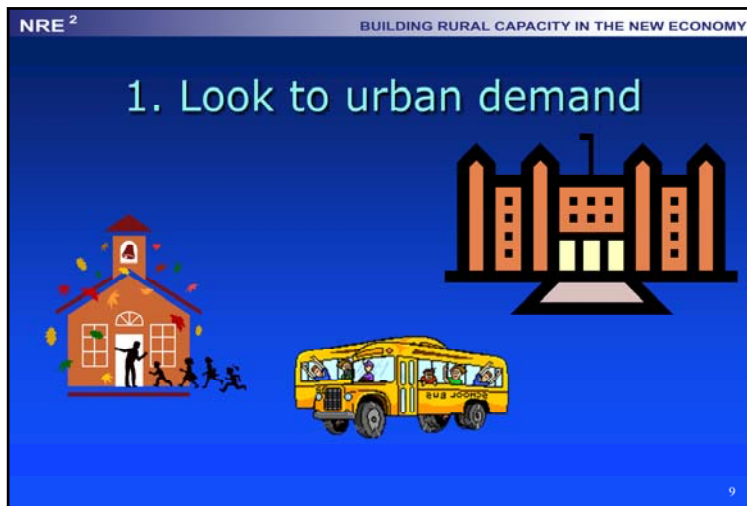
1. Include an examination of urban interests in your scan of opportunities (economists -> shift from a supply to demand focus)

•Ste-Paule in Gaspe was faced with a school closure
    •First they turned inward in anger and frustration
    •Because they had a very good school
        •Good teachers
        •Good student-teacher ratio
        •Good record in grades and graduation
        •Very nice building and infrastructure
    •They just didn't have enough students – so their children would now have to be bused to nearby urban schools
    •Someone pointed out that what they liked about their school was what was missing in some of the more urban schools
    •Why not bus the urban children to their rural school?
    •Went to urban parents in Matane with the advantages of their school and were able to convince them to send their children to the Ste-Paule school
    •Kept their school open by
        •Identifying their assets
        •Looking outside for a demand
        •Figuring out how to meet that demand
•In the process, maintained their education infrastructure and expanded the networks for the students in them

What are the rural-urban opportunities created by the new economy and how might rural people position themselves for it?

•Look to urban interests and markets

•(S) 2. Particularly – focus on niche markets (major commodities are beyond the control of local areas – chasing smoke stacks is too risky, both for attracting those smokestacks and dealing with the social and environmental costs that follow)

•Going the route of the commodity treadmill is not a long term solution – it will simply exacerbate the population decline and external dependency which has created so many of the problems in the first place

•Instead, look for new goods and services to market – in the process seek to diversify the regional economy.

   •Warner, AB: Girls hockey school (http://www.warnerhockeyschool.com/) Note innovative use of existing infrastructure.

   •Northern Ontario: Bowling pins from plywood cores (Mattawa, ON)

   •Rural Alberta: Custom made truck containers

   •Saint-Cyprien: Centre for handicapped children (http://www3.sympatico.ca/remi.rioux/lacledeschamps/)

Diversity as a result of migration

•Migration means the introduction of people with different values, interests, and skills

    •Retirees; people escaping urban stresses; people looking for cheaper housing; people seeking fewer regulations and constraints

    •Bring with them different ways of viewing the world, different ways of relating to the land, different priorities

    •Initial response is often uncertainty, suspicion, and stress

•Cap-St-Ignace faced the problem of anxiety about newcomers with a brilliant initiative.

    •Identify 'Godparents' for newcomers and tasked them with making contact and providing invitation.

    •Introduce to the community and continue support and welcoming activities.

    •By learning about newcomers, reduce anxiety

    •By contacting newcomers, fast track capacity building

•Seguin – an area in cottage country north of Toronto

    •Faced the problem of seasonal population from the city: different values, different demands on the municipality, and lack of respect for local issues and people (15,000 to a town of 4,200)

    •Actively integrated them into municipal committees and activities: serious and fun activities

    •Discovered multiple benefits:

        •Got valuable suggestions for dealing with fiscal and local population issues.

        •Had many fewer problems dealing with taxation issues among the local population.

        •Got excellent intelligence and influential contacts in provincial and federal governments and organizations.

NRE² BUILDING RURAL CAPACITY IN THE NEW ECONOMY

4. Maintain Diaspora

OutLook — Doaktown Community Newsletter — September Issue 2004

Doaktown, NB
11 of 36 pages

Location: Vancouver, BC
Comments: I love the newsletter.. keeps me up with what is going on around home... been away for over 20 years and it will always be home... I miss the place and all the nice people.. keep up all the good work..

- Atlantic: 15
- Central: 6
- West: 17
- USA: 6
- International: 2

Location: Mackenzie,B.C.
Comments: Was watching Great Canadian Rivers and they showcased the Mirimachi. One thing led to another and I found myself searching out my Fathers (   ) hometown of Doaktown. I spent a good amount of time visiting my grandparents there (1963-1980) and would love to make it back for a visit! Anyone interested in a road trip from B.C.??

Location: South Carolina
Comments: I just thought this was cool to find a site on Doaktown. I lived there all my life...and now I am married and living in Columbia, SC .
I agree with everyone that you need more pictures though, but I love the site.
Hope to hear from some old friends.

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- The other side of responding to increased mobility concerns the people who leave your communities
- Often treated as population lost (in the short term)
- But we also know that there are patterns to population movements that may be treated as opportunities by rural communities
- Young people leave, but people often return when they are starting families or retiring
- Some communities recognize this and therefore maintain contact with their diaspora
  - Keeping them up to date with local activities and people
  - Linking them through events and services (reunions, bulleting boards)
  - Internet makes this easy
  - As a grandparent with children and grandchildren around the world, I know how important this is
- E.g. Doaktown, NB (955 pop 2001)
  - (S) Monthly newsletter
  - (S+) Guestbook
  - (S+) Comments reflect the attachments (multi-generations)
- Potential
  - Economic and social benefits from
    - Visitors
    - Return populations (think long term)
    - Knowledge and experience gained (people leave for school and jobs)
    - Networks throughout the world (note the strength of weak ties)
      - Japanese communities have noticed this – so they encourage people to travel, but keep them linked as ambassadors, intelligence gathering agents, and potential returnees
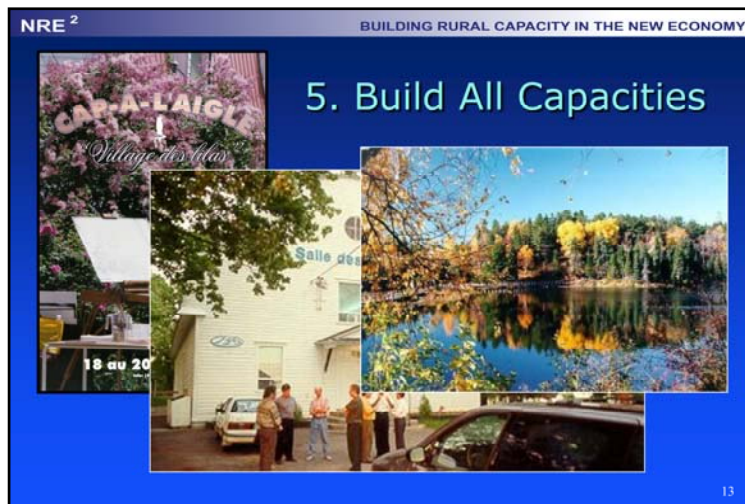
- Our research has also made clear how important the development of local, regional, national, and global social relations are to the revitalization of rural communities
- Play and important role in the institutional linkages between rural and urban as well
- Identified some important lessons:
  - Social relations come in many forms (market, bureaucratic, associative, communal)
  - These forms link people and groups in different ways and to different institutions
  - To access the resources and services of these institutions, it is necessary to develop the capacity to function well in these different types of social relations
  - The new economy favours market and bureaucratic over associative and communal
  - Most rural communities are traditionally stronger in associative and communal than market and bureaucratic
  - Associative and communal can be used to build market and bureaucratic
- I will illustrate how these processes work by way of a few examples from our sites
  - (S) Cap a l'Aigle:
    - When the municipal council was looking for a community development project, they turned to an informal group of lilac lovers
    - Using local people to contact networks outside (including the Internet), they were able to combine resources from private, public, and civic sectors to establish an annual festival with international links.
    - Festival provides a source of income, further networks, information, social cohesion, and identity that has inspired and facilitated other projects.
  - (S) Ste-Françoise:
    - When faced with the prospect of a pig farm close to the village, municipal leaders were able to use their informal networks and skills to negotiate a deal with the farmer involved.
    - They provided land that was farther from the village in exchange for an agreement to locate the farm there.
  - (S) Miramichi watershed committee:
    - When salmon fishing was threatened in the Miramichi valley, concerned sport fishers organized a committee composed of tourism agents, farmers, foresters, pulp mill managers, municipal officials, and environmental groups that developed strategies to manage the watershed.
    - Became sufficiently influential that the Provincial government was careful to consult regarding policies and projects affecting the region.
    - Interesting case study comparison with other groups organized around watersheds.
    - Brings urban and rural interests together in a positive manner
    - E.g. Columbia River Basin – Corporate entity that owns and manages hydro-electric projects – uses them for regional development.
- By recognizing these different types of strengths and the complementarities between them, numerous options are opened for business, policy, and local action
  - [Public utilities or transportation companies might contribute their organizational skills or networks to facilitate access to markets for local entrepreneurs or municipalities
  - Municipal, provincial, or federal governments may invest in communal relations to compensate for policies that undermine associative ones (e.g. greater mobility)
  - Businesses may better recognize the economic benefits of investment in associative or communal relations (directly or through the sharing of facilities or expertise)
  - Bureaucracies might compensate voluntary organizations to meet the accountability demands that undermine the associative relations]
- Primary thing to note: All forms are necessary in a complex, changing environment - The more agile a group is in being able to use all systems, the greater will be their capacity - especially under conditions of change. Each of them forms a basis for people working together.
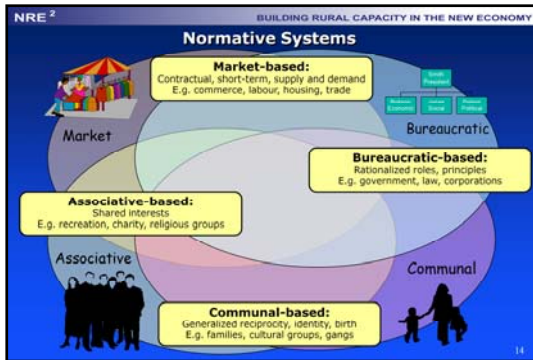
- Starting from the self-evident point that community reorganization requires relatively stable and understandable social relations, we have focused on the norms that make them possible.
- Norms are the expectations, institutions, rights, obligations that guide our social relations
    - The rules (formal and informal, explicit and implicit) that govern to some extent the way we conduct ourselves in those relationships and what we expect of others
    - Social relations are characterized by incredible variation and innovation in the systems by which we relate, but
- We have found it useful in our research to think about the normative structures of social relations in terms of four broad types
    - (S) Market relations (e.g. commerce, labour markets, housing markets, trade)
        - Based on supply & demand, contracts
        - Supported and controlled by trade agreements, competition legislation, labour law, better business bureau, and the courts
        - They are the norms that guide us when we shop for groceries, seek employment, or negotiate the purchase of a house
    - (S) Bureaucratic relations (e.g. government, corporations, law, formal organizations such as most of those related to health)
        - Based on rationalized roles, authority and status, generalized principles
        - Reinforced by legislation, corporate law
        - They are the norms that guide us when getting our driver's license, meeting a doctor, or for most of us, relating to colleagues or students since as government employees we operate largely in bureaucratic types of relations
    - (S) Associative relations (e.g. baseball leagues, bridge clubs, environmental groups, meals on wheels)
        - Based on shared interest
        - Controlled by civil law, municipal by-laws, social norms, and informal sanctions
    - (S) Communal relations (e.g. families, friendship networks, gangs, cultural groups)
        - Based on kinship, generalized reciprocity, favours
        - Strongly implicated with identity development and change
        - Controlled by informal norms, legislation, family law, and government support agencies
- All types of normative structures are implicated in most relationships, but some more predominant than others in specific cases or for particular types of organizations
- These systems are not always compatible, but they can be organized in such a way that they can reinforce one another for particular purposes and at particular times
- Hypothesis: High capacity communities are those that show the ability to function and integrate all four types.

•The fates of rural and urban regions and people are strongly linked.

•One of the most obvious ways this is brought to our attention is through the environment

•We need to work at showing the many ways in which our common environment binds us together – make the interdependencies visible

•Work from those things that urban people are already concerned about

　•(S) Food

　　•Teach urban people about food production (Prairie Swine Centre)

　　•Farm visits and vacations (Japanese have developed this in many directions: school tours, daily, weekly visits, working vacations, popular media)

　　•Direct marketing (St-Damas)

　　•Funding (French – tax dollars from food to rural development)

　•(S) Water

　　•Teach about link between rural development and clean water

　　　•Visits, science programs, media (Canadian Gov't – teacher kits)

　　　•Funding (Japanese – surtax on water to rural development)

　•Environment

　　•(S) Teach how air, water, soils are shared issues (air pollution and acid rain; agricultural stress and chemical use)

　　•Centres of learning (geothermic – Springhill)

　　•(S) Green communities (www.gca.ca)

　　•Note value of small places – small projects have big impacts
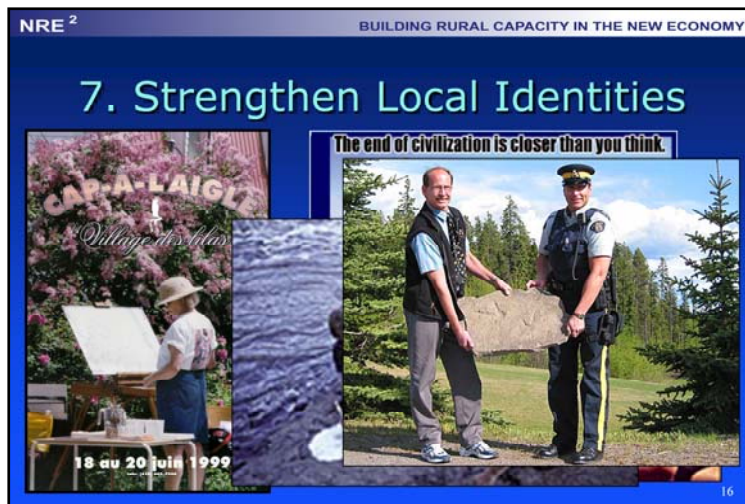
- It has been noted in much of the academic literature how globalization, mass culture, and homogenization of products has taken place at the same time that local places and specialized identities have become important.
- Debates continue whether these developments are:
    - Conicidental
    - Whether they are 2 sides of the same coin, or
    - Whether they are necessarily joined
    - As mass culture grows, for example, do we need to identify with specific places?
- This development can be used for various objectives – economic, social, and political (as well as ideological)
- Place matters – maybe especially as we become more mobile and informed about global events
- (S) Tumbler Ridge – with the collapse of their mine, they needed to reinvent themselves or fold up
    - Substantial infrastructure – housing, community centre, golf course, fantastic environment
    - Started out as a recreation area for young retired people
    - (S) Discovery of dinosaur tracks – gave them a unique product
    - Built this into their image and services
        - Dinosaur camp – 70 children each summer – with their parents
            - Economic benefits
            - New networks and connections
            - Opportunities for learning

• Working together means building networks across communities (bridging)

  • Small populations mean that there is not sufficient critical mass within a community – must look to the region.

    • When Tweed was interested in hosting our national conference, they realized they could not do it alone, so were forced to overlook years of animosity with three other local towns in order to make it work.

    • This success inspired them to establish a regional 'brand' (Comfort Country) which now attracts people to the region as a travel destination.

• Subsequently – has become inspiration for other Ontario region.

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Round Tables I

- Introductions
- Select scribe
- Provide examples of community capacity-building from your own experience

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Facilitating capacity-building

- Researchers
- Policy-makers (all levels)
- Activists
- Rural citizens

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•How can we facilitate capacity-building?

•Space-based policy example with problems it creates:

•Human capital: train more computer programmers or revise school curriculums to meet the demand.

   •Problem: they move out to jobs elsewhere and don't provide local development

•Economic development: Focus on sectors with the comparative advantage

•Problem: as global markets expand, those advantages shift; regions outside of those sectors are marginalized; local dependency on external whims grows

•Social capital focus (prepare for diversity)

   •Cap-a-l'Aigle

   •Inuvik – Boom and Bust

•Entrepreneurship

   •Matthews: Lax kw'alaams

•Build local and regional capacity

   •Tweed

•Economic, social, environmental outcomes

   •Carcross/Tiglish

•Place and competitive advantage

   •Inuvialuit Corporation

   •City of Nelson

   •Winkler region

•Build learning communities

   •Japan mayor

- Market-based
  - Lax kw'alaams, BC
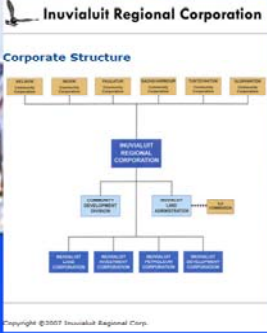
•Market-based:
  •Inuvialuit

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Associative-based

Awano, Japan

•Associative-based:
  •Japan

•Communal-based

  •Carcross/Tagish

•As the result of recent land and governance settlements, the Carcross/Tagish Nation – along with many Aboriginal groups in BC and Canada – are faced with the enormous challenge of reorganizing their economic, social, health, education, political, and welfare institutions

•They have responded with an innovative and promising approach – that bodes well for the future of place-based governance

  •Each of their policy documents begins with a study of stories – primarily oral stories in this culture, told to them by their elders and recorded with a view to particular policy objectives

  •They started with family policy – compiling the stories and working on the identification of principles and themes that inform them about the role, importance, and nature of family learning in their culture.

  •Out of these stories, they then develop the positions, programs, and criteria that are necessary to merge with the more essentialist approach of our government and judicial systems – producing a policy document to guide their institution-building and relations with other levels of government

  •Their final act is to design a dance – a dance which represents the policy and its roots in the history and culture of the nation which developed it

•So far, the territorial authorities have accepted this innovative approach to self-government – one which recognizes the stories, people, and places of Carcross, but which merges with the statutes and regulations of the broader government

•I put this example before you for two reasons

  •It illustrates some of the implications of our focus on place – implications that are likely to take us outside the comfort of our research and governance traditions and challenge us to entertain new forms of thinking and new forms of governance – better adapted to the idiosyncrasies of place, and

  •It inspires us to see how such exploration and transformation might be done – in this case learning from the people and cultures that we were so quick to discount and suppress. Many other experiments of this nature are taking place as we come to agreements with native peoples in BC, in Nunavut, and across the country.

- One of the most problematic collaborative relations in rural areas are the ones between bureaucratic organizations and the volunteer groups of our rural communities which run more on the associative and communal norms to which I referred.
- Chandler and his colleagues have conducted research that helps us to understand a major basis of this challenge – and thereby sets the stage for a more appropriate resolution
- In their research on adolescent suicide among Aboriginal youth, they identify two types of understanding which we use to make sense of the world, our place in it, the values we hold, and the relationships we form
    - The narrative form and the essentialist form
- Narrative is about understanding and deciding on the basis of stories, specific social relations, and unique historical circumstances – reminiscent of the ways in which we operate in associative and communal-based relations
    - From a narrative perspective, I am Bill Reimer, son of Lilian and Peter Reimer, born in Vancouver, moved to Quebec in 1972 and father of Daegan and JP
    - From a narrative point of view it is this type of information and story which gives me identity and meaning
- Essentialism is about understanding and deciding on the basis of underlying patterns and processes, general principles, and inferred trends – reminiscent of the ways in which we debate around our conferences and parliaments and met out justice in our courts*
    - From an essentialist point of view I am William Reimer, a university professor, father, husband, white, male.
- Both are critical ways of knowing and both are in a struggle for legitimacy – a struggle made most visible when it comes to our efforts for bottom-up governance, government-community partnerships, private-public partnerships, and (as Chandler points out) suicide, social cohesion, and collective action
- Bureaucracies – by virtue of their mandate and success operate primarily on essentialist principles
    - We are identified by our roles (teacher, student, administrator, janitor, senior citizen, client) and are easily replaceable within those roles
    - We make assessments and enforce accountability in terms of general products: publications, money, events, and membership
    - All of these are necessary in a complex society – and we ensure they are followed through a justice system built on the same principles
- However, local communities and (as Chandler points out) our personal identities operate more often on a narrative level
    - Our sense of self, our sense of community (and thereby our commitment to community), our most personal values, and our strongest attachments are formulated in terms of narrative – the stories by which we make sense of ourselves and our world
    - Newspapers and advertisers know the power of this – instructing their journalists and upcoming copy writers to look for the story and craft their material in terms of the story
    - Religious and ideological groups make use of it as well – constructing and reconstructing a history of their current position in terms of challenges overcome, special relationships (with one god or another), and destinies built on the stories of the past.
- From the point of view of governance, therefore, the recognition of these different ways of knowing and reorganizing our governance structures to respect them becomes a critical issue
- Without doing so, we will continually be faced with conflict and misunderstanding – usually rooted in discrediting one or the other rather than being able to build on their strengths
- I would like to illustrate this point by reference to a story – the story of the Carcross/Tinglit Nation in the Yukon

Round Tables II

- What examples of strategies can you add from your experience?
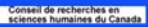
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- NRE Research Team
- Rural Citizens in our field sites

- This presentation will be put on the NRE website

- Organize examples in terms of capacity process:
    - Stressors, assets, governance, outcomes
    - Focus on 4 types of normative systems

- See also: CRRFTweed2004RuralUrban03.ppt