

Fostering Strong Neighbourhoods in the City of Kelowna

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598 Report

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Executive Summary

As municipalities across the globe grapple with meeting the complex needs of their communities, they are increasingly returning their focus to fostering strong neighbourhoods. This return to a neighbourhood focus is driven in part by the power of neighbourhoods to affect the health and well-being, safety, and environmental and economic resiliency of an entire community.

As the City of Kelowna strives to be the best mid-sized city in North America, fostering engaged and connected neighbourhoods has become a priority. In 2014, the Community and Neighbourhood Services branch of the City of Kelowna's Active Living & Culture Division, undertook a large scale community engagement effort in order to understand what residents of Kelowna valued in their neighbourhoods. They used this information to create a series of pilot initiatives aimed at enhancing neighbourhood life. The pilot phase has concluded, evaluation of the programs demonstrated positive results, and the initiatives have continued. As the client for this project, the City of Kelowna's Community and Neighbourhood Services branch is looking to determine the next steps for the Strong Neighbourhoods program by answering the research question: *how can the City of Kelowna best foster strong neighbourhoods?*

In addressing this question, this project provides two main deliverables for the client:

- A framework for fostering the development of strong neighbourhoods; and,
- A series of recommendations for the Strong Neighbourhoods program.

To answer the research question, this project first explores the local context and knowledge generated through the 2014 engagement process. Next, the project provides a comprehensive review of community and neighbourhood development literature; as the field of neighbourhood development is wide-ranging, the scope was primarily limited to the role of social capital and to community-based approaches to engagement and development. Finally, the project examines the promising approaches, practices and models being employed in communities across North America and beyond. Three key questions guided the literature review and jurisdictional scan:

- What makes a strong neighbourhood?
- What principles of neighbourhood development are relative to and possible to incorporate within a municipal recreation department?
- What practices support the development of a strong neighbourhood?

From the literature review, the necessity of supporting social capital development through fostering bonding, bridging and linking forms of social capital became apparent. Each form of social capital impacts an individual's sense of well-being, safety and

belongingness in differing ways; nurturing all three forms of social capital provides a balance of health, inclusiveness and civic engagement for the individual and the community as a whole. Community-Based Participatory Research and Development approaches to neighbourhood development, such as Asset-Based Community Development (ABCD), offer a means to support social capital and capacity development. Additionally, these approaches create space for meaningful opportunities to effect change, supporting personal and neighbourhood agency and setting the stage for future action.

From the jurisdictional scan, three priorities in neighbourhood development from a municipal perspective emerged: social capital development, capacity building, and citizen engagement. While every municipality was unique in the practices they employed common initiatives included block party programs, micro-grant incentives, capacity building toolkits and neighbourhood planning activities. Multiple eclectic models were used in guiding these municipal strategies for neighbourhood development; however, five basic models were identified: the Liaison model, Neighbourhood Action model, Networking model; Neighbourhood Planning model, and Resiliency model.

These findings were considered within the context of the City of Kelowna and the Active Living & Culture Division's mandates and priorities and the Strong Neighbourhoods program capacity. The researcher proposes that an ABCD approach to the neighbourhood work be adopted. Using the ABCD approach as a guide and the three focus areas for action, a framework to support future decision making and new initiatives has been proposed. This framework is based on an eclectic melding of the five identified models, feature three key elements for fostering strong neighbourhoods in Kelowna:

- Networking Catalyst
- City – Neighbourhood Liaison
- Active Engagement

Ultimately, this project builds upon the positive work already being done by the City of Kelowna. As the Community and Neighbourhood Services team contemplates the next steps for the Strong Neighbourhoods program, the recommendations and proposed framework will serve as a springboard for future decision making and development of initiatives.

Table of Contents

Acknowledgements	1
Executive Summary	2
1.0 INTRODUCTION	8
1.1 The Value of Neighbourhoods.....	8
1.2 Client’s Rationale for the Study.....	9
1.3 Research Question and Objectives.....	9
1.4 Key Deliverables	10
1.5 Brief Discussion of Client.....	10
1.6 Council Policy.....	11
1.7 Researcher’s Relationship to Client.....	11
1.8 Organization of Report	12
2.0 BACKGROUND OF STRONG NEIGHBOURHOODS.....	13
2.1 Project Objective	13
2.2 Neighbourhood Focus	13
2.3 Strong Neighbourhoods’ Definitions	13
2.4 Strong Neighbourhood Project Scope	14
2.5 Strong Neighbourhood Project – Community Engagement Results Summary	14
2.6 Strong Neighbourhood Project – Survey Results Summary	14
2.7 Strong Neighbourhood Project – Focus Areas.....	16
2.8 Strong Neighbourhood Project - Pilot Projects	17
2.9 Strong Neighbourhood Project – Pilot Project Impact	18
2.10 Internal Collaboration.....	18
2.11 Context for Next Steps.....	18
3.0 METHODOLOGY	20
3.1 Rationale.....	20
3.2 Process.....	20
3.3 Limitations	21
4.0 LITERATURE REVIEW.....	22
4.1 Introduction.....	22
4.2 Physical Environment	22

4.3 Social Impact.....	23
4.4 Social Capital.....	24
4.4.1 Bonding.....	25
4.4.2 Bridging.....	26
4.4.3 Linking.....	27
4.4.4 Summary of Social Capital Forms	28
4.4.5 Considerations	29
4.5 A Philosophic Approach.....	29
4.6 Asset-based Community Development.....	31
4.7 Limitations	34
5.0 JURISDICTIONAL SCAN.....	35
5.1 Elements of Strong Neighbourhoods	35
5.2 Key Focus Areas	35
5.2.1 Social Capital Development.....	36
5.2.2 Capacity Building	37
5.2.3 Citizen Engagement	38
5.3 Neighbourhood Development Models.....	39
5.3.1 Liaison Model	39
5.3.2 Neighbourhood Action Model.....	40
5.3.3 Networking Model.....	41
5.3.4 Neighbourhood Planning Model	41
5.3.5 Resiliency Model.....	42
5.4 Common Approach.....	43
6.0 DISCUSSION	44
6.1 Introduction.....	44
6.2 Philosophical Approach	44
6.3 Key Elements and Practices that Foster Strong Neighbourhoods.....	45
6.3.1 Natural and Built Environment.....	45
6.3.2 Social Capital.....	46
6.3.3 Capacity building	49
6.3.4 Citizen Engagement	50
6.4 Framework for Fostering Strong Neighbourhoods	53

6.4.1 Networking Catalyst	53
6.4.2 City – Neighbourhood Liaison.....	54
6.4.3 Active Engagement.....	55
6.4.5 Strong Neighbourhoods Model	56
7.0 Recommendations.....	58
Recommendation 1	58
Recommendation 2	58
Recommendation 3	58
Recommendation 4	58
Recommendation 5	58
Recommendation 6	58
Recommendation 7	59
Recommendation 8	59
Recommendation 9	59
8.0 CONCLUSION	60
References	61

List of Figures

Figure 1: Valued neighbourhood characteristics (City of Kelowna, 2015a, p.7).....	15
Figure 2: Drivers of Attachment (City of Kelowna, 2015a, p.7)	15
Figure 3: Bonding.....	25
Figure 4: Bridging	26
Figure 5: Linking.....	28
Figure 6: Five Ingredients of a Successful Community (McKnight, 2016).....	34
Figure 7: Liaison Model	40
Figure 8: Neighbourhood Action Model.....	40
Figure 9: Networking Model.....	41

Figure 10: Neighbourhood Planning Model.....	42
Figure 11: Arnstein’s (1969) Ladder of Participation (p.217)	51
Figure 12: Framework for Fostering Strong Neighbourhoods in Kelowna	57

List of Tables

Table 1: Public Participation Spectrum (IAP2, 2000, p. 38).....	11
Table 2: Strong Neighbourhoods’ pilot projects (City of Kelowna, 2015a).....	17

1.0 INTRODUCTION

1.1 The Value of Neighbourhoods

“Hi! I’m your snooty neighbour, Jeanine,” says a jovial woman as she reaches out and eagerly pumps her neighbour’s hand. Clearly caught off guard, her neighbour sputters out his own name. Satisfied, Jeanine moves on to another neighbour, then another, introducing herself using the exact same words. In turn, each neighbour is equally as flustered as the first. Finally, one neighbour, after having watched Jeanine make the rounds at their first ever block party and having had her hand vigorously shaken, says what everyone else is thinking, “yeah, you are our snooty neighbour. Why is that?” Jeanine’s face lights up while the other neighbours lean in. “Well,” Jeanine begins, “I have a visual impairment and so when you wave to me I can’t see you. But now that you know my name, yell at me instead and I’ll be sure to wave!”

This act of coming together and getting to know one’s neighbours can seem trivial; and yet, as an ever increasing number of municipalities are discovering, the simple act of connecting and engaging with those in close proximity can dramatically enhance quality of life. In Jeanine’s story, the tension in this neighbourhood palpably dissipated with her revelation. It also created the opportunity to form a new narrative about who lives on the street and establish a new way of interacting. As the neighbours began to look out for Jeanine, they also began to look out for each other. They spent more time outside, shared more of their personal resources and skills, swapped services, and began to develop a sense of emotional attachment to the place where they live.

As a municipality, fostering attachment is critical. Increasingly local governments are being asked to provide services previously provided by other levels of government without additional funding, while revenue generating streams continue to be restricted primarily to property taxes and user fees to cover these additional costs (Duffy, Royer & Beresford, 2014). Balancing growing costs, the desire to keep taxes and service rates affordable and meeting the infrastructural, environmental, economic, health and social demands of a community is a complex task. One trend that is emerging among many mid to large size communities is neighbourhood development, through investing in initiatives and programs aimed at supporting hyper-localized areas. These innovative programs tend to focus on fostering feelings of connection, engagement and attachment within neighbourhoods. This trend is especially poignant as economic pressures grow as the Knight Foundation (2010) has discovered that “cities with the highest levels of attachment [have] the highest rate of GDP growth.”

1.2 Client's Rationale for the Study

As the City of Kelowna strives to become the best mid-sized city in North America, it has recognized the vital role neighbourhoods play in building “a safe, vibrant, and sustainable city” (City of Kelowna, 2009a). As such, in 2014 the City of Kelowna implemented a new initiative: the Strong Neighbourhood Project. The Strong Neighbourhood Project was established as an eighteen month pilot project, during which time project staff conducted community engagement conversations and invited Kelowna residents to complete a survey regarding citizen attachment to the community online or in-person. With this information, staff developed, launched, implemented and evaluated a suite of pilot projects. A preliminary examination of the results was compiled and presented to Kelowna city council in December 2015 (City of Kelowna, 2015a). As the Strong Neighbourhood Project matures from a project into a core program of the Community and Neighbourhood Services Branch of the City of Kelowna's Active Living and Culture Division, a broader understanding of the value and role of neighbourhoods is required in order to effectively guide the next steps of what has now become the Strong Neighbourhoods program.

1.3 Research Question and Objectives

The Research Question

How can the City of Kelowna best foster strong neighbourhoods?

The Objectives

Learning from local knowledge and experience

The first step in answering this question is to consider what the residents of Kelowna have had to say about what supports or detracts from their sense of connection to where they lived, followed by an examination of the response to and impact of the pilot projects.

Expanding understanding

An exploration of community and neighbourhood development literature will assist in creating a broader understanding of the potential power of neighbourhoods and a scan of promising practices in other municipalities will demonstrate neighbourhood development in action.

Providing recommendations for how the City of Kelowna can further foster strong neighbourhoods

Combining local knowledge and experience with current research and existing practices, a series of recommendations to guide the next steps of the Strong Neighbourhoods program will be proposed.

1.4 Key Deliverables

The primary deliverable for this project is providing a framework for fostering strong neighbourhoods within the City of Kelowna, through the existing Strong Neighbourhoods program. This framework will be based upon community development principles, current literature, best practices from other municipalities, and local knowledge. Using this framework, recommendations for the Strong Neighbourhoods program will be proposed.

1.5 Brief Discussion of Client

Originally established as an agricultural community, the City of Kelowna is now Canada's fastest growing metropolitan area (Statistics Canada, 2016). Since 1986, the population has more than doubled (BC Stats, n.d.; Statistics Canada, 2016) to its current estimated population of 123,500 people (City of Kelowna, 2015b). The City of Kelowna is a bustling hub of activity, serving as the Okanagan Valley's largest urban centre. Every year the city welcomes thousands of visitors; whether you are looking to escape to nature's playground, indulge in fine wine and fresh foods, or simply want to bask in the sunshine, Kelowna seems to have something for everyone (City of Kelowna, 2009b; Tourism Kelowna, 2016). And for those who live in BC's interior, Kelowna offers an international airport, higher education opportunities, medical specialists and a variety of specialty shops and entertainment options often not found in the smaller communities (Central Okanagan Economic Development Commission, 2016).

Of those who call Kelowna home, just over 95% of respondents in a 2015 Citizen Survey rated their quality of life as "good" or "very good" (City of Kelowna, 2015c). Reasons for this high rating appear to stem from a general feeling of safety and satisfaction with emergency services, aesthetics, green spaces and recreational opportunities. Issues that were reported to detract from the quality of life included drinking water quality, traffic and alternative transportation safety and options (City of Kelowna, 2015c).

As a municipality, the City of Kelowna is striving to meet the demands of the ever-increasing number of residents and planning for how to meet the needs associated with the projected demographic shifts. In addition to maintaining the programs and services that contribute to the quality of life, the City of Kelowna is actively working to address those areas identified by the 2015 Citizen Survey as having a negative impact. (City of Kelowna, 2015b). Additionally, the municipality is aware of the shift in demographics towards an ever increasing aging population and is preparing for the associated emerging needs (City of Kelowna, 2015b). As the city grapples with meeting the physical infrastructure and service demands, council and staff recognize that addressing the social needs of citizens is, and will increasingly be, vital to achieving the City of Kelowna's vision of being "the best mid-sized city in North America" (City of Kelowna, 2009c, para. 2).

1.6 Council Policy

Among municipalities there is a demand for community engagement as evidenced through policies such as the City of Kelowna’s (2014a) Council Policy aptly titled: Engage Policy. This policy identifies a framework for public participation developed by International Association for Public Participation (IAP2) that is internationally recognized. The IAP2 defines public participation as “any process that involves the public in problem-solving or decision making and uses public input to make sustainable decisions” (2000, p. 2). The IAP2 model provides a spectrum of goals for public participation: inform, consult, involve, collaborate and empower (2000). Each goal also comes with a promise to the public. As the spectrum moves from left to right, the level of public engagement and power to influence processes and decisions increases.

Table 1: Public Participation Spectrum (IAP2, 2000, p. 38)

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decision.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

1.7 Researcher’s Relationship to Client

The researcher is employed by the City of Kelowna as a Neighbourhood Development Coordinator. The researcher has worked in this role since December 2014, joining the Strong Neighbourhood Project team part way through the pilot phase. Through this role, the researcher analyzed data previously obtained by the team and participated in the development and delivery of the pilot projects. Having worked closely with the project team and stakeholders both within and outside of the City of Kelowna, the researcher has gained a clear understanding of the goals and objectives of the program and an understanding of the policies, possibilities and constraints of working within municipal

government. Having deep knowledge of the program and a keen interest in learning from evidence-based literature and best practices in neighbourhood development, the researcher is in a unique position to offer informed, research-based insights and plausible recommendations as staff contemplate next steps for the Strong Neighbourhoods program.

1.8 Organization of Report

This first section of this report consists of a brief introduction to the City of Kelowna, their rationale for this project, the research question, objectives and key deliverables. The next section provides the background information necessary to understand the context for this research. The third section describes the research methodology while the fourth section entails a comprehensive literature review and jurisdictional scan of promising practices. Section five analyzes and discusses the findings of the literature review and existing practices and models of neighbourhood development. The sixth section presents the recommendations rooted in the findings of the literature review and jurisdictional scan.

2.0 BACKGROUND OF STRONG NEIGHBOURHOODS

2.1 Project Objective

The Strong Neighbourhood Project’s objective is to enhance the quality of life in Kelowna by increasing citizen attachment to the community through fostering a culture of connection and engagement (City of Kelowna, 2015a).

2.2 Neighbourhood Focus

The decision to focus at the neighbourhood level was based on the following core beliefs:

- “A resilient and vibrant community is made up of strong neighbourhoods.
- Strong neighbourhoods contribute to citizen level of attachment.
- Connection and engagement are contributing elements to citizen level of attachment.
- Citizen attachment is cultivated not only by what the City provides, but also how citizens themselves contribute to the community and their neighbourhood environment.
- It takes citizens that are inspired, involved and empowered to create strong neighbourhoods.
- Strong neighbourhoods are “a place where people are connected and engaged.”” (City of Kelowna, 2015a, p. 6)

2.3 Strong Neighbourhoods’ Definitions

What constitutes a neighbourhood? According to the City of Kelowna (2015a):

A neighbourhood is more than a geographically localized area; it also has social and symbolic dimensions. It is the place we call home and where we have the most invested financially and emotionally. For many people neighbourhoods are a source of their identities and sense of pride. Neighbourhoods are fluid and not necessarily experienced or defined the same way by all residents. (p. 5)

Given the subjective experience of neighbourhood, City of Kelowna staff have left space for personal reflection by defining ‘neighbourhood’ as “the area surrounding a particular place, person, or object as defined by each individual” (City of Kelowna, 2015a, p.5).

The Strong Neighbourhoods team adopted two definitions from the Vancouver Foundation’s (2012a) work regarding connection and engagement, they are:

- Connection: one’s “relationship with others and the strength of those relationships” (p.4).
- Engagement: one’s “commitment to community and the willingness to take actions to solve problems or participate in activities that make the community better” (p.4).

As the goal of Strong Neighbourhoods is to increase citizen attachment to the community, attachment must also be defined. The Strong Neighbourhood team defines attachment as “one’s emotional bonding to a particular environment and the social ties one has there” (2015a, p.5).

2.4 Strong Neighbourhood Project Scope

The initial work of the project was focused on enhancing the understanding of what makes a community a great place to live through the eyes of citizens and how to transform service delivery to align with citizen needs. This sparked a comprehensive community engagement process; the Strong Neighbourhoods team facilitated a community conversation with a cross-section of community organizations, held a series of community engagement events in neighbourhood parks across the city and invited residents to share their thoughts through an online survey. The survey responses and neighbourhood discussions provided a rich understanding of citizens’ experiences of connection and engagement, and what drives attachment in Kelowna. This, in turn, informed and guided the development of a suite of pilot projects (City of Kelowna, 2015a).

2.5 Strong Neighbourhood Project – Community Engagement Results Summary

During the 2014 community engagement phase of the project, staff sought to deepen their understanding of attachment in Kelowna by exploring the questions of what residents value about where they live and what factors support feelings of attachment to their neighbourhoods. A survey was made available online and in print. Copies of the print survey were brought along to 24 community engagement events. During the course of the summer, more than 1,500 residents participated in the engagement events and nearly 300 discussions were held. The facilitators captured what they learned from these conversations and, after comparing the information from across the community, discovered four factors that residents value about, and five drivers of attachment to, their neighbourhoods (City of Kelowna, 2015a). Figures one and two on the following page outline what the project team discovered.

2.6 Strong Neighbourhood Project – Survey Results Summary

As was the case with the community engagement process, the goal of the survey was to determine attachment levels to the community and to discover the factors that affect residents’ experiences of connection and engagement within their neighbourhoods (City of Kelowna, 2015a). In total, 639 completed surveys were submitted. The demographic data

indicated that the cross-section of respondents closely reflected the demographics of the community (City of Kelowna, 2014a; Statistics Canada, 2012).

Figure 1: Valued neighbourhood characteristics (City of Kelowna, 2015a, p.7)

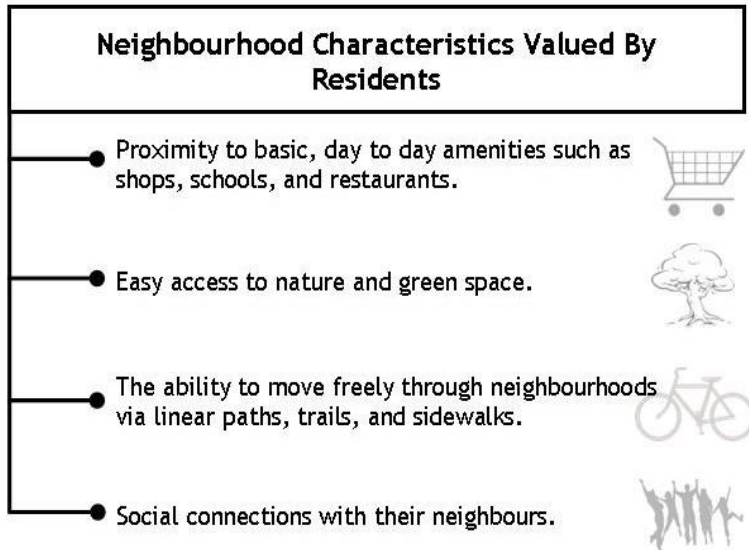
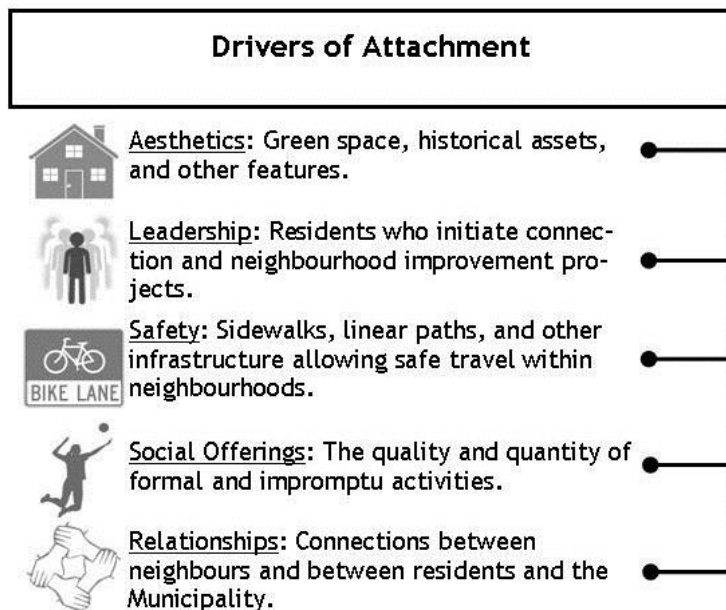


Figure 2: Drivers of Attachment (City of Kelowna, 2015a, p.7)



According to the City of Kelowna’s Strong Neighbourhood Project 2014-2015 Activity Report, “73 per cent of respondents indicated their level of attachment as either moderately

strong or strong and 82 per cent were satisfied with their level of interaction with their neighbours” (2015a, p. 8). The top three factors that appeared to negatively impact reported levels of attachment were:

- The length of time the respondent lived or planned to live in the neighbourhood.
 - Kelowna residents are likely to feel less attached to where they live if they have lived in the area for less than three years, are intending to move in less than five years
- How often the respondent interacted with their neighbours.
 - Kelowna residents who reported interacting with their neighbours once a week or less indicated lower levels of attachment than those who indicated that they interacted with their neighbours twice a week or more.
- The age of the respondent.
 - Kelowna residents between the ages of 20-35 years and over 80 years tended to report lower levels of attachment. (City of Kelowna, 2015a).

Respondents commonly conveyed three factors that would encourage them to interact more with their neighbours: enhancing neighbourliness among their neighbours, having more informal and formal social opportunities, and increasing the number of public spaces. Additionally, when asked what it would take for them to become more involved in their neighbourhood, less time and money constraints, experiencing neighbourliness, and more commonalities with their neighbours emerged as common themes (City of Kelowna, 2015a). While it did not make the top three list, was the feeling of having nothing to offer was a recurring reason for not participating in a neighbourhood (City of Kelowna, 2014b).

2.7 Strong Neighbourhood Project – Focus Areas

From the feedback generated by the survey responses and community conversations, three focus areas emerged. The survey results demonstrated that residents wanted to get to know their neighbours but did not know how to initiate conversation or were unsure how to organise a neighbourhood get-together; this led to the creation of the first focus area of fostering neighbourliness (City of Kelowna, 2015a). Stemming primarily from the community engagement sessions was a recurring story about how one neighbour always brought everyone together. In cases where this individual had moved away a sense of loss of community feeling was expressed. The frequency of this narrative led to the development of the second focus area of inspiring leaders (City of Kelowna, 2015a). The survey data and community conversations also underscored the point that every neighbourhood is unique, complete with its own set of assets and issues. It was also evident that residents know best what their community needs and, when asked, know how to address their neighbourhood concerns. In order to honour residents and support them as

they work towards enhancing their neighbourhoods, it became evident that empowering residents would need to be a focus area (City of Kelowna, 2015a).

2.8 Strong Neighbourhood Project - Pilot Projects

After analysing the survey data and community engagement feedback, a suite of pilot projects was designed (City of Kelowna, 2015a). The intent of developing multiple pilot projects was to ensure that all three focus areas were nurtured. The table below provides a list of these pilot projects, and a brief description of each.

Table 2: Strong Neighbourhoods’ pilot projects (City of Kelowna, 2015a)

Pilot Project	Description
Good Neighbour Toolkit	Offers suggestions and creative ideas on how to meet and develop positive relationships between neighbours.
Neighbourhood Events	Neighbourhood Events combines mentorship, access to the Mobile Event Unit, and on-site event day support from City staff. The Mobile Event Unit contains tables, chairs, tents, garbage and recycling cans, a sound system, and a variety of games.
Strong Neighbourhood Toolkit	Contains practical tips, hands-on tools, project ideas and step-by-step guides for small scale projects and events.
Neighbourhood Grant	The Neighbourhood Grant provides up to \$1,000 in matching funds to support resident-driven projects that foster neighbourhood connection and engagement. It is designed to empower residents and neighbourhood-based organizations to make their neighbourhoods even better places to live by actively enhancing drivers of attachment.
Web Presence	Webpage provides program information, toolkit resources, Neighbourhood Grant and Event application forms, links to relevant resources and showcases Kelowna’s neighbourhoods in action. E-newsletters and social media updates offer reminders of upcoming events and celebrate neighbourhood accomplishments.

2.9 Strong Neighbourhood Project – Pilot Project Impact

The pilot projects were implemented from May – September 2015. During this phase, eleven neighbourhood events were supported and twelve neighbourhood grant projects were funded; more than two thousand residents participated in these activities. Of those neighbours who returned feedback forms after an event, the vast majority indicated that it was their first time participating in a neighbourhood get-together, that they had met at least one new neighbour, and that they had gotten to know their neighbours better. The most cited highlight of the events was: meeting all my neighbours. In addition to the social impacts, the range of grant projects that were implemented enhanced all five drivers of attachment: aesthetics, leadership, safety, social offerings and relationships (City of Kelowna, 2015a).

2.10 Internal Collaboration

Recognizing that neighbourhood development does not happen in a vacuum, the Strong Neighbourhoods staff focused on building reciprocal relationships with internal stakeholders. One of the key mechanisms for doing so was the creation of a neighbourhood grant review team. Fifteen internal stakeholders representing eleven different departments participate in the grant review process. Aside from ensuring that applications meet the grant guidelines, stakeholders often offer technical support for the implementation of grants and collaborate to augment the work of neighbourhood groups.

The project team also worked with other departments to support the work these stakeholders were doing in neighbourhoods. An example of this was a collaboration with Crime Prevention Services which resulted in the creation of a toolkit regarding neighbourhood safety. The project team also worked with the Parks Services department to support their efforts to animate neighbourhood parks through the co-production of a toolkit and by supporting residents in hosting events in these spaces. As the Policy and Planning department works to develop a Community for All strategy, the neighbourhood team has provided input on neighbourhood level opportunities.

2.11 Context for Next Steps

Work undertaken by the City of Kelowna is guided by City Council’s priorities, the corporate framework, and divisional drivers. The current Council has articulated six focus areas and priority projects for their term; one of the identified focus areas is: “ensuring a healthy, safe, active and inclusive community” (City of Kelowna, 2015d, p. 3). Within this area, Council has identified the Strong Neighbourhoods Program as a priority project. Similarly, the corporate framework identifies “an active, inclusive city” as a focus area and lists “strengthening our neighbourhoods” (City of Kelowna, 2015d, p. 5) as a key component. Within Active Living & Culture, two of the four divisional drivers are:

“working to build effective partnerships, strong neighbourhoods and connected community; [and,] building healthy, active individuals and families” (Unpublished Document).

Additionally, since the Strong Neighbourhoods program exists within the Active Living & Culture Division, the goals and standards of practices it follows are also expected to align with those of the recreation sector. Recently, the Interprovincial Sport and Recreation Council (ISRC) and the Canadian Parks and Recreation Association (CPRA) called for “a community development approach that empowers people and communities to work together to enhance wellbeing” (2015, p. 7). Together the ISRC and the CPRA updated the definition of recreation and created a new framework for recreation which all the provinces and territories, except Quebec, have adopted. The new definition for recreation is as follows: “Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing” (ISRC & CPRA, 2015, p. 8). The vision put forth in the framework is for all Canadians to be “engaged in meaningful, accessible recreation experiences that foster: individual wellbeing, community wellbeing, [and] the wellbeing of our natural and built environments” (ISRC & CPRA, 2015, p. 17).

At its essence the Strong Neighbourhood program is about community development. As the program moves forward, it is imperative to establish recommendations that are grounded in evidence, best practice, local knowledge and supportive of the various municipal priorities. These recommendations will set the stage for how program decisions are made and for future actions and initiatives.

3.0 METHODOLOGY

3.1 Rationale

The research methods employed for this project include a literature review and a jurisdictional scan. The literature review aimed to echo the multifaceted nature of neighbourhood life by bringing together research from multiple disciplines relative to neighbourhood development including sociology, psychology, health, education, community planning, recreation and community development. Using a literature review as the primary research method was chosen for its ability to synthesize and summarize existing research in order to inform practice (Jaffe & Cowell, 2014). More specifically, an integrative literature review was undertaken as it “allows the inclusion of multiple methodologies to capture the context, processes, and subjective elements of studies addressing a problem” (Cowell, 2012).

The jurisdictional scan sought to capture the practices and approaches to neighbourhood development implemented by municipalities across Canada and internationally. Learning about how other communities are approaching neighbourhood development and what their best practices are, adds a valuable element to the research. Bringing together what is working in other contexts, from varying disciplines and communities, provides a rich tapestry of evidence and practices from which to build a Kelowna specific approach to neighbourhood development.

3.2 Process

Research for the literature review was gathered through a variety of methods, including searching online databases, reviewing materials provided by the client, sources works by well-known practitioners in the field, and investigating references from published studies. Databases that were searched included Google Scholar, Sage, Taylor & Francis Online, J-Stor, ProQuest, Springer Link, Science Direct and EBSCOhost. Information was also gathered through well-known community development resources including: Community-Based Research Canada, Coady International Institute, Tamarack Institute, and the Asset-Based Community Development Institute. The jurisdictional scan was done by reviewing information provided by the client, searching websites of multiple municipalities, and participating in the Tamarack Institute’s community of practice for neighbourhood strategy leaders and learning from participants about what other municipalities are engaging in neighbourhood development and following up by reviewing resources on the respective websites.

This research was reviewed with the intent to answer three key questions:

- What makes a strong neighbourhood?

- What principles of neighbourhood development are relative to and possible to incorporate within a municipal recreation department?
- What practices support the development of a strong neighbourhood?

With these questions as a guide, literature was reviewed, analyzed for relevancy and grouped according to themes. As the realm of neighbourhood development is vast, research included in the literature review was primarily limited to works which provide insight into, and foster the further development of, the social aspects of neighbourhoods.

3.3 Limitations

Within the City of Kelowna questions of diversity and inclusion as pertains to newcomers, seasonal workers and those without permanent housing pose particular challenges to our neighbourhood goals; however, neither the literature review nor the jurisdictional scan provided specific suggestions in these areas. In fact, future research with a focus on neighbourhoods and inclusion would be desirable.

4.0 LITERATURE REVIEW

4.1 Introduction

Neighbourhoods are about people and the places they inhabit (Gorman, 2006). They are “doubly constructed: most are built or in some way physically carved out. They are also interpreted, narrated, perceived, felt, understood and imagined” (Gieryn, 2000, p. 465). They can be places of “engagement or estrangement” (Gieryn, 2000, p. 476), inclusion or isolation (Born, 2014; Etmanski & Cammack, 2016; Green et al., 1992; Vancouver Foundation, 2012a); well-being or dis-ease (Cacioppo, Hughes, Waite, Hawkley, & Thisted, 2006; Holt-Lunstad, Smith, Timoty, & Layton, 2010; James, Wilson, Barnes, & Bennett, 2011; McKnight, 2013); safety or vulnerability (McKnight, 2013; Ross & Jang, 2000; Ziersch, Baum, MacDougall, Putnam, 2004).

4.2 Physical Environment

The physical features of a neighbourhood, including its physical beauty, public and green spaces, buildings, amenities, roadways, and sidewalks, can set the stage for how neighbours will feel about and within their neighbourhood and how they will interact with each other (Brown, Burton, & Sweeney, 1998; ISRC & CPRA, 2015; Jacobs, 1961; Knight Foundation, 2010; Montgomery, 2013; Rogers, Halstead, Gardner & Carlson, 2011; Tucker-Reid Associates, 2013; Walljasper, 2007). The built environment sends messages about everything from who belongs and how residents ought to behave (Camponeshi, 2010; ISRC & CPRA, 2015; National Crime Prevention Council (NCPC), 2006) to the political climate (Camponeschi, 2010). With its ability to impact human behavior, physical infrastructure has the potential to both encourage positive changes and incubate complex social issues (Leviten-Reid, 2006; Orr, 2013).

Jane Jacobs (1961) scathingly wrote about the social issues created through the implementation of theoretical models of city planning in real life. She was openly critical of focusing on establishing public amenities, cautioning against “suppos[ing] that certain touchstones of the good life will create good neighborhoods – schools, parks, clean housing and the like” (Jacobs, 1961, p. 113). While Rogers et al. (2011) argue that the presence and ease of access to amenities are essential physical assets they would agree with Jacobs that municipal infrastructure alone is not what makes a vibrant neighbourhood. Rather, design features such as creating walkable, safe neighbourhoods augment the opportunities for social engagement and relationship building, supporting both individual and community wellbeing (Jacobs, 1961; Rogers et al., 2011).

The physical design and appearance of a space can impact both real and perceived safety (NCPC, 2006). It is important to note however, that while utilizing the principles of crime prevention through environmental design can minimize the actual occurrence of crime, this

reduction is not always reflected in the residents' sense of safety (Minnery & Lim, 2005; Ziersch et al., 2004). Rather, it is the elements of the physical infrastructure that promote connection and engagement among neighbours which can enhance real and perceived sense of safety (Ross & Jang 2000; Donnelly & Kimble, 2008). As John McKnight writes, "there are two major determinates of our local safety. One is how many neighbours we know by name. The second is how often we are present and associate in the public space outside our houses" (2013, p. 22).

Charles Montgomery (2013) concurs; he writes extensively about how the physical infrastructure and the mechanisms for travelling through ones community can have a substantial impact on personal well-being and neighbourhood vitality. His key focus is on making cities accessible through affordable and sustainable transportation; in other words, creating sufficient safe routes for citizens to walk, bicycle or access public transportation (Montgomery, 2013). When people get out of their private cars and travel alongside each other opportunities for social connection are amplified, physical, cognitive, and mental health are bolstered and, with more people visible on the street, opportunities for crime are hindered, together resulting in an increased feeling of happiness (ISRC & CPRA, 2015; Jacobs, 1961; Montgomery, 2013; Rogers et al., 2011).

Indeed, the built environment has a role to play in resident well-being (Montgomery, 2013; Northridge, Sclar, & Biswas, 2003; Sallis et al., 2009; Wolch, Byrn, & Newell, 2014). As Montgomery (2013) indicates, the ability to move about by self-powered modes of transportation enhances well-being. Naturally, if people are walking or cycling their level of physical activity is greater than if they are sitting in vehicles and increased physical activity positively affects overall health (Conference Board of Canada, 2014; ISRC & CPRA, 2015). Access to quality parks and green spaces further promotes physical well-being as well as mental well-being and life satisfaction (ISRC & CPRA, 2015; Northridge, Sclar, & Biswas, 2003; Vemuri, Grove, Wilson, Burch Jr, 2011; Wolch, Byrn, & Newell, 2014).

4.3 Social Impact

The physical nature of a place is only part of the story. Social connections appear to be essential to health and well-being (Nogueira, 2008). Social isolation has a greater effect on a person's health than physical inactivity and is comparable to habitually smoking fifteen cigarettes a day (Holt-Lunstad, Smith & Layton, 2010). Additionally, lonely individuals are more prone to depression (Cacioppo et al., 2006; Green et al, 1992) and cognitive decline (James et al., 2011). On the other hand, knowing and having positive relationships with neighbours has been correlated with an increased likelihood of survival after a heart-attack (Chaix, Lindstrom, Merlo, & Rosvall, 2008).

Certainly, physical infrastructure impacts quality of life; however, it is the people who breathe vitality, meaning, and vibrancy into a neighbourhood (Diers, 2004; Gieryn, 2000; Hipp, Faris, & Boessen, 2011; Orr, 2013). The interactions among and between neighbours can have profound effects on an individual's sense of safety, wellbeing and belonging, and can shape community identity and resiliency (Block, 2008; Born, 2014; Community Social Planning Council of Greater Victoria, Transition Victoria, Fraser Basin Council, and Canadian Centre for Community Renewal, 2013; Hipp, Faris, & Boessen, 2011; McKnight, 2013). Given its power to impact both individuals and neighbourhoods in critical and tangible ways, a broader understanding of the construction of the social sphere is imperative.

4.4 Social Capital

The notion of social capital appears in abundance wherever there is literature about building healthy and resilient communities. Despite its prevalence, social capital has a reputation, especially among its detractors, for being a fuzzy concept (DeFillipis, 2010); this not surprising as its definition and functions are highly contested. The current debate surrounding social capital centers first on whether social capital is an individual or a public good. In his 1985 text on the Forms of Capital, Bourdieu described social capital as the resources individuals accrue through their relationships with specific others (as presented in Beaudoin, 2009; DeFillipis, 2010). DeFillipis (2010) stresses that Bourdieu's conceptualization of social capital is inextricably linked to economics and power, to the extent that capital and power are synonyms. Further to the concept of social capital as a private benefit, Coleman (1988) published *Social Capital in the Creation of Human Capital*; in this article, Coleman defined social capital as what "comes about through changes in the relations among persons that facilitates action" (p. 100), and argues that social capital is functional, exists within a social structure, and is morally neutral. In contrast, Putnam presented social capital as a public good and defined it as the "connections among individuals – social networks and the norms of reciprocity and trustworthiness that arise from them" (2000, p. 19).

So then, is social capital a private or public good? As the debate wages on, researchers have suggested that the definitions represent the varying scales at which social capital plays a role, ie: the micro or individual level; and the macro or collective level (Beaudoin, 2009; Son & Lin, 2008; Mohnen, Völker, Flap, Subramanian, & Groenewegen, 2015; Ziersch et al. 2007). Others have suggested that there may in fact be micro, meso, and macro layers of social capital that represent the individual, community and provincial or national contexts (Hamdan, Yusof, Marzuki, 2014). Despite the varying definitions and scales, there is an underlying consensus among researchers and community development practitioners that social capital is essential to the overall well-being of individuals and

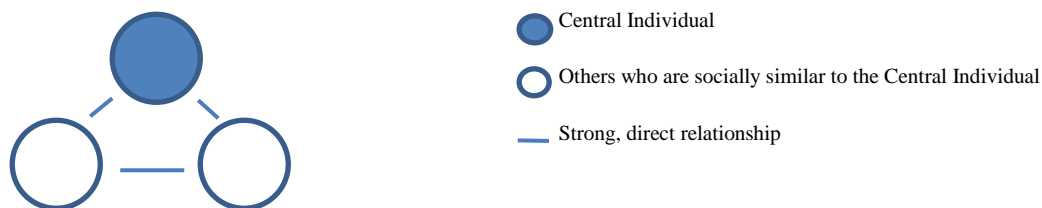
neighbourhoods (Hamdam, Yusof, & Marzukhi, 2014; Mata & Pendakur, 2014; Mohnen, et al., 2015; Poortinga, 2006; Putnam, 2000).

Even with this general consensus, there is an ongoing debate about the forms of social capital including: how many forms of capital are there? Which one is the most important to the individual? To the community? And, which form should be the target of community development initiatives? What follows is a look at the three most commonly referred to forms of social capital and their potential benefits and risks.

4.4.1 Bonding

Bonding social capital encompasses the horizontal relationships within a defined, typically homogenous network (Poortinga, 2006; Woolcock & Narayan, 2000). Bonding occurs at the micro or individual level, generally between members of a network who see themselves as socially similar (Hamdam, Yusof, & Marzukhi, 2014; Mohnen, et al., 2015; Poortinga, 2006; Son & Lin 2007). These relationships are characterized by strong ties (Agnitsch, Flora, & Ryan, 2006; Beaudoin, 2009), are often emotionally supportive (Freiler, 2004; Poortinga, 2012), and help with ‘getting by’ in daily life (Beaudoin, 2009; Freiler, 2004). Figure # is an attempt to capture the essence of bonding through its closed circle and strong reciprocal connections between individuals.

Figure 3: Bonding



Bonding capital has been demonstrated to have a consistent and significant effect on self-reported health; when bonding capital is high, people rate themselves as being in good health (Beaudoin, 2009; Mohnen et al., 2014; Nogueira, 2009; Poortinga 2006; Poortinga 2012; Zeirsch et al., 2004). Beaudoin (2009) posits that strong bonds act as conduit for information sharing and maintaining healthy behaviours, and as a means of psychosocial support and “promoting access to services” (p. 2130). Others caution that what is being attributed to bonding capital, may actually be a result, at least in part, of socio-economic status (Ziersch, et al., 2004). McMohnen, et al. (2014) suggest that the impact on health ratings may also be a function of the feeling of belonging to a friendly community or that a connected neighbourhood might be able to lobby for a greener neighbourhood, ample safe walking routes, healthy food and access to health care.

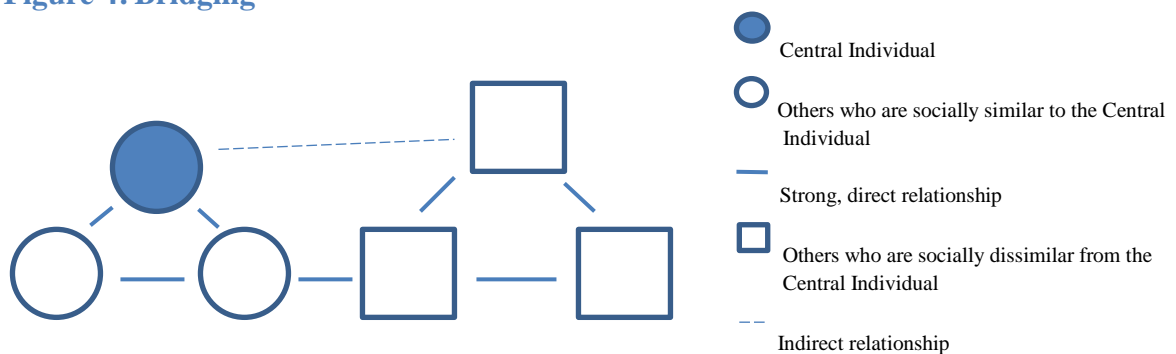
Son & Lin (2007) found bonding capital to be a reliable predictor of civic engagement, from volunteering for existing programs to collectively mobilizing to seek resources or address an issue. Mata & Pendakur (2013) noted a link between bonding social capital and the willing to give or receive help. Through their community development initiative to make protecting children everyone’s every day responsibility, Haski-Leventhal (2008) demonstrated how bonding capital can be used to start a collective movement by shifting the norms of behavior at the individual level.

While bonding capital has an array of positive possibilities, there are some potential dangers. Since these networks feature strong ties with homogenous groups, they have the potential to become exclusionary and closed (Beaudoin, 2009). And, as Ross & Jang (2000) learned that bonding capital has the potential to perpetuate fear in regards to crime and crime prevention knowledge sharing.

4.4.2 Bridging

Bridging social capital refers to the relationships between differing, or heterogeneous, networks (Poortinga, 2006; Poortinga, 2012; Woolcock & Narayan, 2000). Bridging occurs at the community or macro level between socially diverse groups (Hamdam, Yusof, & Marzukhi, 2014; Mohnen, et al., 2015; Poortinga, 2006; Son & Lin 2007). While these relationships between networks are often described as ‘weak ties,’ they are the ties that build trusting, socially just, inclusive communities (Agnitsch, Flora, & Ryan, 2006; Beaudoin, 2009; Poortinga, 2012). This is possible as these relationships have the power to “break down barriers across groups and communities and enable collaborative action on shared objectives” (Social Planning Network of Ontario, 2002 in Freiler 2004, p. 12) and facilitates the sharing of resources (Beaudoin, 2009). Where bonding capital is said to support individuals in ‘getting by,’ bridging capital is said to support individuals in ‘getting ahead’ (Beaudoin, 2009; Freiler, 2004). Figure 4 depicts bridging capital through the connection of two networks facilitated through the relationship between specific individuals within separate networks.

Figure 4: Bridging



Whereas the impact of bonding capital on self-reported health is high, bridging capital's impact tends to be minimal (Beaudoin, 2009; Mohnen et al., 2014; Nogueira, 2009; Poortinga 2006). However, bridging capital does appear to have a mitigating effect. Mohnen et al. (2014) observed that in instances where individuals indicate that their level of bonding capital is low but their bridging capital is high, self-reported health was significantly higher than their counterparts for whom both forms are low. Additionally, there is growing evidence that bridging social capital is essential for mental health (Poortinga, 2012).

In terms of civic engagement, Son & Lin (2007) reported that bridging social capital was not a reliable predictor of volunteerism; however, bridging capital was positively correlated with involvement in issue-based movements. Likewise, Mata & Pendakur (2013) indicate that this form of social capital is linked to collective action. And, through their child safe-guarding initiative, Haski-Leventhal (2008) demonstrated the power of bridging capital to scale a social change movement.

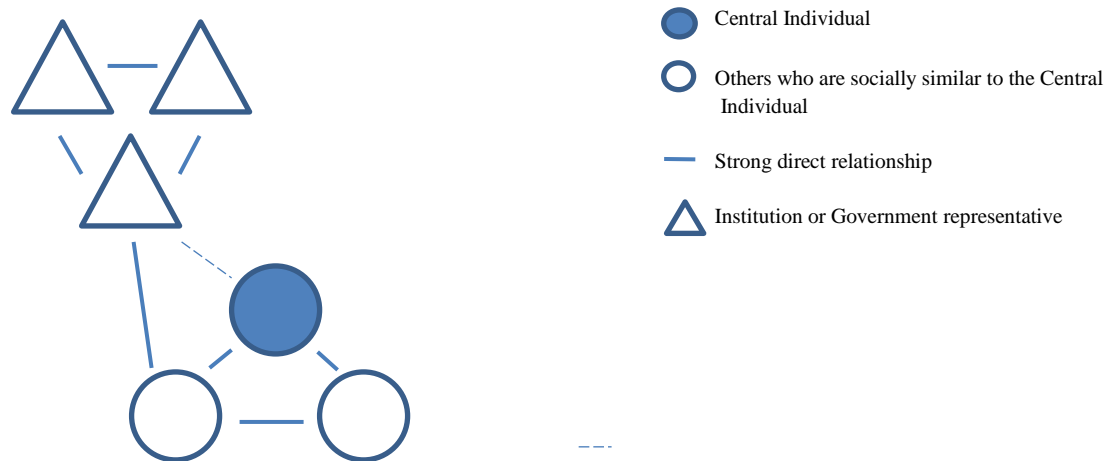
In stark contrast to bonding capital, bridging capital supports the development of trust between networks (Onyx & Bullen, 2000). This trust can lessen the impacts of neighbourhood or community disorder by reducing suspicion of others and the fear of victimization (Putnam, 2000; Ross & Jang, 2000). As Ross & Jang (2000) state: "when people form and maintain informal alliances with their neighbors - then they visit and talk to each other and help each other out - they can buffer the negative effects of living in a dangerous neighborhood" (p.412).

4.4.3 Linking

In studies and reviews of bridging and bonding social capital, some authors have noted that horizontal relationships are not sufficient for building resilient communities, rather collaboration with governments and institutions is essential (Agnitsch, Flora, & Ryan, 2006; Lelieveldt, 2004). This is where the third form of social capital can play an important role. Linking social capital is a variation of bridging social capital although it is not as widely discussed as the other forms of social capital (Poortinga 2006). As with bridging social capital, linking social capital refers to respectful and trusting ties between networks; however, linking social capital is specific to vertical connections with formal institutions and political structures (Poortinga, 2012; Szreter & Woolcock, 2004). This form of social capital is essential for accessing structural supports and resources, influencing policies and systems, mobilizing political institutions, and scaling up initiatives (Freiler 2004; Nogueira, 2008; Poortinga, 2006, Poortinga, 2012; Szreter & Woolcock, 2004). Figure # illustrates the vertical nature of the relationship with institutions; the

triangle is used to represent institutions as their organizational charts tend to reflect this shape.

Figure 5: Linking



In studies that looked at social capital and health, linking social capital was found to positively impact self-reported health (Nogueira, 2008; Poortinga, 2006, Poortinga, 2012; Szreter & Woolcock, 2004). Nogueira (2008) found that linking social capital particularly affected men’s self-reported health; Poortinga (2012) found that individuals who were living in deprived neighbourhoods who were politically active were likely to report higher levels of health than those who were not politically active. On the macro level, linking social capital plays an important role in creating social equity, reducing crime, increasing traffic and personal safety, and enhancing aesthetics (Freiler, 2004; Lelieveldt, 2004). While it complements the other forms of social capital and represents a vital dimension, Szreter and Woolcock (2004) warn: “linking social capital, it should be added, like bonding and bridging, can be put to unhappy purposes – e.g. nepotism, corruption, and suppression” (p. 655).

4.4.4 Summary of Social Capital Forms

In examining each of the forms of the social capital it is evident that bonding, bridging, and linking social capital are all essential for vibrant, inclusive and resilient communities (Agnitsch, Flora, & Ryan, 2006; Freiler, 2004). Fostering the development of relationships within and between networks can facilitate people's capacity to address issues, solve problems (Haski-Leventhal, 2008; Lelieveldt, 2004), and enhance health, civic engagement, security and life satisfaction (Agnitsch, Flora, & Ryan, 2006; Mata & Pendakur, 2013; Poortinga, 2006). Poortinga (2012) succinctly relays why each form of social capital is valuable: “bonding social capital for the essential social cohesion and

support, bridging social capital for solidarity, respect, and understanding in wider society, and linking social capital for the ability to mobilise political resources and power” (p. 287).

4.4.5 Considerations

There are those who would argue that using a social capital approach to community development is an outdated and ineffective model. Bridger & Alter (2006) assert that social capital is not compatible with the more fluid and unpredictable nature of modern day society. This assertion is based on the assumption that social capital is contingent on geographic proximity and “depend[s] heavily on face-to-face interaction over time” (Bridger & Alter, 2006, p.5). They propose a model of social interaction wherein the focus is on actions and bringing people and groups together based on actions that similar, mutually reinforcing or where they have shared goals (Bridger & Alter, 2006). According to this model, action may precipitate trust and norms of reciprocity, however they are not prerequisites.

While DeFillipis (2010) sees the value in social capital, he stresses that community development based on social capital must carefully consider the role of economics and power. Assuming that the existence of social connections and trust among a community’s members and that the presence of a plethora of community associations is an indication of an economically robust community would be misguided according to DeFillipis (2010). He insists that, in addition to fostering strong social networks, community development work must be carried out “in ways that allow those networks to realize greater control and power” (DeFillipis, 2010, p. 22). While DeFillipis’ (2010) focus is primarily on economic development, his call to pay attention to power differentials is an important reminder.

4.5 A Philosophic Approach

Wanting to take action while keeping the potential pitfalls associated with the three forms of social capital in mind and heeding warnings to avoid power imbalances, how do we move forward? Recognizing that there is consensus in the literature that relationships and social networks are fundamental to strong communities, it follows that an approach to building strong neighbourhoods will need to emphasize and enhance relationships between and among individuals and networks. Likewise, if the approach is relationship centric, the process must share power, facilitate the development of trust and mutual respect, engage the individuals and networks involved, recognize their capacity, and honor their experiences. The fields of knowledge democracy, community-based participatory research (CBPR), and community-based participatory development (CBPD) demonstrate these values in action.

CPBR encompasses a wide-range of participatory approaches to research (Minkler & Wallerstein, 2003) stemming from practices such as Participatory Research and

Participatory Action Research which emerged first in the global South in an effort to give voice to oppressed, exploited, marginalized groups (Hall, 1992). As participatory practices have gained popularity in the Western world, their *raison d'être* has remained constant; as Hall (1992) writes, “participatory research fundamentally is about who has the right to speak, to analyze, and to act” (p.22). Central to participatory research is the concept of knowledge democracy which recognizes that there are multiples sites and expressions of knowledge and that every individual has knowledge rooted in their own experiences (Hall, B., Brown, L., Tandon, R., & Jackson, E. T., n.d.). CBPR works from this core understanding, engaging people in the process of valuing what they already know and using that knowledge to collaboratively generate new knowledge (Tandon & Kak, 2007), drive change (Strand et al, 2003) and transform social reality (Hall, 2005).

CBPR recognizes individuals and communities as active, equal partners in a co-learning process (Israel, Shulz, Parker, Becker, Allen III, & Guzman, 2003; Minkler & Wallerstein, 2003; Strand et al, 2003). Researchers may initially serve as conveners and facilitators of process (Mathie & Cunningham, 2003; Mathie & Cunningham, 2010), ensuring that the community’s marginalized and vulnerable groups are present and have an equal voice in the process (Hall, 2005; Israel et al., 2003). The process requires establishing and maintaining trust, sharing power, holding space for authentic dialogue and remaining committed to genuine collaboration (Israel et al., 2003; Minkler, 2000; Minkler & Wallerstein, 2003; Strand et al, 2003).

As the process begins, the community members are put in the driver’s seat as the community sets the research agenda (Israel et al, 2003; Minkler & Wallerstein, 2003; Strand et al, 2003). The community identifies the research topic and is actively involved at every stage of the research process: design, action, evaluation, and dissemination (Israel et al., 2003; Minkler & Wallerstein, 2003; Strand et al, 2003). In addition to co-generating new knowledge, CBPR approaches seek to foster a community’s awareness of their strengths and capabilities (Hall, 2005; Israel et al., 2003; Minkler & Wallerstein, 2003; Tandon & Kak, 2007). Building from this place of inherent strengths, CBPR also has the potential to enhance community capacity (Minkler & Wallerstein, 2003) and “mobilize [the community] for self-reliant development” (Hall, 2005, p.12).

Participatory development shares the principles of CBPR. Just as there are multiple practices encompassed in CBPR, CBPD is not one specific theory of community development. Rather, as Keough writes, “as much as participatory development involves techniques and tools, it is at heart a philosophy” (1998, p. 194). Innes and Booher (2004) suggest that CBPD models are multi-dimensional, inclusive and involve “collaboration, dialogue, and interaction” (p. 422); in turn, fostering relationship-building (Bessette, 2005) a sense of belonging and ownership within the community (Block, 2008; Michels & De Graaf, 2010). Quintessential among the principles of participatory and community driven

development is the bringing together of diverse stakeholders and ensuring that the governments, businesses, associations and citizens including the most marginalized or often forgotten groups are involved as equal partners (Block, 2008; Dwivedi & Jaitli, 2007; Fawcett et al., 1995; Mathie & Cunningham, 2003; Innes & Booher, 2004).

4.6 Asset-based Community Development

CBPR and CPBD view individuals as inherently capable and knowledgeable. These approaches are based on mutual respect, valuing the perspectives and experiences of everyone involved. They are inclusive and strive for citizen ownership and leadership over the process. A framework for neighbourhood development that embraces these values and principles is Asset-Based Community Development (ABCD) (Mathie & Cunningham, 2010). Kretzman and McKnight offer this succinct description of ABCD: “it is a community-building path which is asset-based, internally focused and relationship driven” (1993, p. 10).

ABCD is a common framework referenced among municipalities and those doing work in municipalities (City of Ottawa, 2015; Hamilton Foundation, n.d.; Strong Neighbourhoods Task Force, 2005). ABCD differs from more traditional deficit-based models by focusing instead on a community’s existing physical and institutional resources, associations, and resident capacities (Turner, McKnight & Kretzman, 1999). In a needs or deficit-based model, a problem is typically perceived by an outsider looking in and the solution rests in increasing professional services (McKnight, 1995; McKnight & Block, 2010). These models are troublesome since services require funding which in turn introduces a new layer of accountability, often to institutions further removed from the community. This can lead to funders becoming the primary client and engaging the community can become a matter of fulfilling contractual obligations. In other words, the focus shifts from community need to securing funds, and success is measured by service outputs rather than community capacity (Duncan, n.d.).

In contrast, ABCD puts citizens in the center and insists that an internal focus is critical to any community development process (Mathie & Cunningham, 2003). Kretzman & McKnight explain that “the development strategy concentrates first of all upon the agenda building and problem-solving capacities of local residents, local associations and local institutions” (1993, p. 9). They go on to explain that this internal focus is not about negating the external factors or resources that have either helped create the problem or could help with a solution, rather, “this strong internal focus is intended simply to stress the primacy of local definition, investment, creativity, hope and control” (Kretzman & McKnight, 1993, p. 9).

Kretzman and McKnight (2003) insist that “every single person has capacities, abilities and gifts” (p. 1). Despite being inherent in every person, uncovering these gifts and abilities can be laborious. Kretzman and McKnight (2003) have developed a toolkit to assist communities, and neighbourhoods, in this task of uncovering citizen’s capacities. There are four key questions for citizens in this process:

- What are your gifts of the head?
- What are your gifts of the hands?
- What are your gifts of the heart?
- What clubs, groups, and associations do you and your family belong to or participate in? (McKnight & Block, 2010, p. 235).

Identifying and valuing these gifts is an important first step. However, as McKnight and Block (2010) remind their readers, gifts need to be given. Mobilizing this human capital is vital to the resiliency and strength of neighbourhoods (Building Resilient Neighbourhoods, 2017; Diers, 2004; Kretzman & McKnight, 1993; McKnight & Block, 2010).

In addition to the capacities of individuals, communities have a variety of informal and formal associations. According to McKnight and Block (2010), an association is any group of three or more individuals who freely come together for a common purpose. Regardless of the number of members, associations are teeming with human capital as each member has their own unique set of interests, talents, knowledge and skills (Statham & Rohoton, 1986 in Hamzah & Suandi, 2015). As they gather, these informal associations become sites where social capital on both the community and individual level is forged (Block, 2008; Born, 2014; Mathie & Cunningham, 2003; McKnight & Block, 2010; Son & Lin, 2007). Putnam writes that these associations provide "stocks of social capital, such as trust, norms, and networks, [which] tend to be self-reinforcing and cumulative. Successful collaboration in one endeavor builds connections and trust – social assets that facilitate future collaboration in other, unrelated tasks" (Putnam, 1993, p. 4). By valuing member’s unique contributions, promoting reciprocity and fostering interdependence, these interactions strengthen the resiliency of neighbourhoods (Born, 2014; Hamzah & Suandi, 2015; Putnam, 1993). Furthermore, they become sites for collective action, places where people can gather together to address their neighbourhoods needs (Diers, 2004; Fawcett et al., 1995; Kretzman & McKnight, 1993).

Alongside individuals and associations, communities and neighbourhoods contain formal public, private and non-profit institutions including businesses, hospitals, libraries, schools and parks (Kretzman & McKnight, 1993). In addition to the services they are mandated to provide to the community, institutions have the potential to be powerful community partners. These formal organizations often have a range of assets that could be employed in innovative ways; their collective human capital, space, facilities, materials, equipment and

economic power are resources that could be vital to strengthening a community (Kretzman & McKnight, 1993).

While there is some confusion on whether local government is an institution, the more useful question may be: where does local government fit? Block (2008) asserts that the role of local government is to bring citizens together and create space for conversations that are asset-based, future-oriented and possibility-driven. Similarly, Kretzman & McKnight (1993) and Mathie and Peters (2014) suggest that convening neighbours and sharing information about the neighbourhood assets can open dialogue. Where there are already associations gathering, asking to be invited to the table as a participant can be a powerful tool; “in this way, the concept of citizen participation in government can be transformed to *government participation* in citizen initiatives” (Kretzman & McKnight, 1993, p. 368). And the central question for public servants to keep in mind, according to Kretzman & McKnight (1993) is: how can local government assist citizens in the community building work they are already doing?

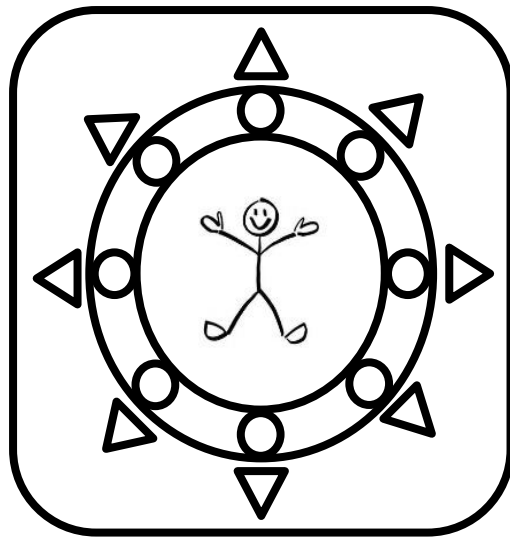
Another component of a strong community is a localized economy (Kretzman & McKnight, 1993). Without wading into the principles and best practices of economic development, Kretzman & McKnight (1993) claim that local institutions can support a local economy by buying, hiring and investing locally, developing new businesses or expanding existing businesses, and accessing outside resources. They also suggest that reclaiming and repurposing vacant spaces and other physical assets can contribute to the local economy by providing new spaces for housing, playgrounds, and gardens. (Kretzman & McKnight, 1993). McKnight & Block (2010) suggest supporting a ‘citizen economy’ based on sharing, bartering, exchanging, and buying local.

Bringing all of these together, McKnight (2016) presented a model for a successful community based on five ingredients:

- Residents: individuals with gifts, skills, abilities and passions
- Groups of Residents or Associations: small, face-to-face groups where the members do the work and receive no pay;
- Institutions: groups of people who come together and are paid including for profit, non-profit and government bodies;
- Land: the stage for all three forms of humanity to act on; and,
- Exchange: the citizen’s economy.

McKnight’s (2016) model uses circles to represent individuals and groups of individuals, triangles for institutions and the large square with rounded corners for the land. The exchange component is assumed through the connection between the residents, associations, and institutions.

Figure 6: Five Ingredients of a Successful Community (McKnight, 2016)



What is not shown in this model but is at the heart of ABCD are the relationships within and between individuals, associations, institutions and local government. Building, rebuilding and strengthening relationships in and among the community is the priority; community development efforts require strong interdependent relationships based on the capacities of each individual, association and institution (Kretzman & McKnight, 1993; McKnight & Block, 2012; Fawcett et al., 1995).

4.7 Limitations

While ABCD is a promising framework, it is important to note that it also has limitations, especially in the context of a municipality. As it is meant to be an endogenous, citizen-led process, the role of the community developer ought to be confined to convening citizens and facilitating process without fostering dependence or instilling an external institutional agenda (Mathie & Cunningham 2010). Inclusion and meaningful participation for all impacted individuals can be a challenge as can be the ongoing building, and rebuilding of relationships as citizens engage and disengage or association representatives change (Mathie & Cunningham, 2003). This can lead to a time-intensive process and a requirement to let go of prescribed outcomes. Altogether, these elements of an ABCD approach can appear to be at odds with municipal requirements for efficient use of staff time and stewardship of tax dollars making an enabling environment wherein policies and regulations are supportive of citizen efforts essential to the adoption and practice of ABCD. (Mathie & Cunningham, 2010).

5.0 JURISDICTIONAL SCAN

As local governments grapple with how to enhance citizens' quality of life, foster resiliency and encourage meaningful civic engagement, a focus on neighbourhoods is emerging as an essential element. According to London's Strengthening Neighbourhoods Strategy Resident Task Force (2009a), "the heart and essence of every city and/or community are its neighbourhoods" (p. 9). The City of Edmonton (2016a) appears to concur, proclaiming that "great neighbourhoods make great cities" (para. 1). Multiple municipalities across the country and beyond concur. However, knowing that neighbourhoods are vital prompts further questions: what does a great or strong neighbourhood encompass? What are the priorities in neighbourhood development? How can local governments best support neighbourhoods? As municipalities grapple with these questions, a few trends in practices and approach are emerging; however, how these are implemented are as unique as the municipalities who are working to find answers.

5.1 Elements of Strong Neighbourhoods

How municipalities view neighbourhoods creates the backdrop for their approaches to building strong neighbourhoods. The City of Melbourne (2016) begins by simply stating that "people are at the heart of all cities" (p. ii). As in Edmonton, the City of Kitchener (2016) believes that "every great city has great neighbourhoods" (para. 1), adding that "diverse neighbourhoods are built by people working together to make their neighbourhood a great place to live, work and play. By connecting with one another, sharing ideas, and just plain having fun, our neighbourhoods become safe and thriving communities we can be proud of" (para. 1). Similarly, the City of London stresses that neighbourhoods are full of people that are diverse, active, engaged, empowered and connected, and that neighbourhoods are places that are sustainable, safe, and provide access to green spaces and daily amenities (London Strengthening Neighbourhoods Strategy Resident Task Force, 2009a). The City of Calgary (2014) asserts that a strong neighbourhood typically features: "(i) high levels of social cohesion and inclusion; (ii) good quality built and natural environments, including housing access, affordability and quality; (iii) accessible, affordable, and high quality amenities, programs, and services; and (iv) positive community economic development" (p. 2). Residents from the Town of Ajax reflected these same values, relaying to researchers that physical assets are vital to strong and caring neighbourhoods; however, the social relationships are of primary importance (Tucker – Reid & Associates, 2013).

5.2 Key Focus Areas

Each municipality's approach to building strong neighbourhoods is unique. However, as neighbourhood development strategies are being developed, three common focus areas are

emerging: social capital development, capacity building and civic engagement. Within each focus area, a range of promising practices are being developed and implemented as practical tools for supporting neighbourhoods.

5.2.1 Social Capital Development

Just as the Vancouver Foundation (2012a) learned that citizens are yearning for more connections in their neighbourhoods, the City of Portland has identified that “Portlanders what to feel more connected” (Smock, 2008, p. 11). Perhaps it is this longing for connection that has led the Town of Ajax to assert that neighbourhoods are strong when people know and greet each other by name (Tucker-Reid & Associates, 2013); and, in Calgary (2014), Edmonton (2016b) and the State of Victoria (2015), neighbourhoods are viewed as strong when people feel a sense of belonging and acceptance. The cities of Hamilton (2016), Kitchener (2011), and Ajax (Tucker-Reid & Associates, 2013) emphasise that trust among neighbours is essential for building neighbourhood connections and the Community Social Planning Council of Greater Victoria (2013) adds that inclusion, positive regard and mutual assistance contribute to strong neighbourhoods.

Municipalities tend to bolster social connections and encourage inclusion through programs that directly foster face-to-face connections among neighbours or through support for neighbourhood associations. Face-to-face programs typically take the shape of block parties or neighbourhood celebrations; these connection focused event programs are offered in the township of Esquimalt (2016), the town of Ajax (2014), and the cities of Port Phillip, Australia (n.d.), Portland (2016a), Ottawa (2015), Kitchener (2016), Saskatoon (2016), Edmonton (2016a), Lethbridge (n.d.), Surrey (2016), and Campbell River (2016). The programs often include from assistance with obtaining block party permits, guides to planning parties, templates for invitations, equipment, and/or on-site support. As the Township of Esquimalt (2016) states: “A neighbourhood block party is an opportunity for neighbours to get together, meet each other, have fun and work together on a common activity... As friendships grow so do safe and caring neighbourhoods” (para. 1). In Australia, there is a nationwide Neighbour Day celebration designed to encourage better relationships among residents who live close together (Relationships Australia, n.d.). Neighbour Days have been implemented in communities across Canada such as Lethbridge (n.d.), Surrey (2016), and Kitchener (2016).

Involvement in community and neighbourhood based associations generates bridging capital, fosters social cohesion and enhances safety by providing opportunities to engage and build trusting relationships with diverse networks (Onyx & Bullen, 2000; Ross & Jang, 2000). With this in mind, many municipalities are also striving to support and expand the work of neighbourhood associations. Portland (2016b) believes that “neighborhood associations are at the heart of neighborhood activities” (para. 2), and the City of

Kamloops (n.d.) views these associations as sites for bringing people together, hosting celebrations, organizing projects, and for communicating with their neighbours about what is happening where they live. Through the Abundant Community Edmonton initiative, the City of Edmonton (2016b) works with Neighbourhood Associations to scale relationship building efforts and foster a culture of caring among residents. The cities of Portland (2016b), Seattle (2016), Hamilton (2016), London (2013), Kitchener (2016), and Edmonton (2016) all have well-established models and systems of supports for neighbourhood associations; many other municipalities work with neighbourhood associations or are in the process of developing such a system. It is important to note that municipalities are fostering social capital development by not only providing opportunities for neighbours to get to know each other, they are also facilitating connection with and between neighbourhood-based organisations, businesses and local governments (Hamilton, 2016; London, 2013; Tucker-Reid & Associates, 2013).

5.2.2 Capacity Building

The Vancouver Foundation's (2012b) discovery that the feeling of not having much to offer was a key obstacle to participating in neighbourhood enhancing activities is an important finding, especially given that this feeling was most common among people with higher education and income levels. This insight suggests a need for specific capacity building and supports to encourage neighbourhood involvement. In nearly every community surveyed, capacity building is taking place to some extent.

Capacity building in neighbourhoods comes in many different shapes and sizes. Most of the municipalities who offer block party type programs also provide a toolkit of resources to assist residents in successfully hosting these events, examples of note include The City of Ottawa (2015), the City of Kitchener (2016), the City of Lethbridge (n.d.), and the City of Port Phillip (n.d.). In fact, on-line resource toolkits are offered by nearly every community with a neighbourhood based program. The City of Kamloops (n.d.) offers resources for establishing neighbourhood associations as does the City of Lethbridge (n.d.). The City of Edmonton (2016) provides a range of resources to support engagement at the neighbourhood level, from gardening projects to clean-up initiatives to how to get to know one's neighbours. Likewise, the cities of Surrey (2016) and Ottawa (2015) have multiple resources covering a broad range of neighbourhood topics. The City of Seattle (2016) offers a range of fact sheets including a budgeting sheet and the City of Portland (2016a) provides resources about how to run association meetings and manage conflict among other topics.

While on-line resources are useful, enhancing and mobilizing the collective skills, abilities, resources and knowledge in a neighbourhood requires human involvement (The City of Calgary, 2012; Tucker – Reid & Associates, 2013). The Town of Ajax (Tucker – Reid &

Associates, 2013) suggests that municipalities “provide a staff contact who will assist groups in navigating the municipal system and to provide information on the services that the Town offers” (p. 24). The City of Edmonton (2016a, b) has multiple staff to support associations and residents in developing the capacity to connect, to host and organize events, and to manage neighbourhood recreation facilities. The City of Seattle (n.d.) has a Department of Neighborhoods devoted to “provid[ing] resources and opportunities for community members to build strong communities and improve their quality of life. Through our programs and services, we meet people where they are and help residents develop a stronger sense of place, build closer ties, and engage with their community and city government” (para. 1). Through the City of Portland’s Office of Neighborhood Involvement, staff “coordinate organizing efforts, train community members in leadership and community organizing skills, create community-building partnerships, and provide technical assistance” (2016b, para. 4). The City of Kitchener (2011) seeks opportunities to build capacities where people already are as they call on staff to “cultivate local leadership: in neighbourhoods, at board tables, on the cricket patch – what can we do to help people help their community?” (p. 2.).

In addition to the electronic and staff resources, many municipalities offer programs designed to support neighbourhood capacity building. One of the programs that the City of Seattle (2016) offers is the People’s Academy for Community Engagement (PACE) which provides leadership and participatory community development training. The City of Surrey (2016) provides workshops and training opportunities on a wide variety of topics and aims to address topics identified by citizens. Likewise, The City of Hamilton (2016) offers leadership development and technical support and training for groups and organisations. Abundant Community Edmonton (2016) provides leadership training and peer-mentoring for neighbourhood associations and neighbourhood champions.

5.2.3 Citizen Engagement

Building great neighbourhoods requires residents to know and trust each other, have the knowledge and ability to act, and then, to act. Fostering citizen engagement from a municipal standpoint requires providing opportunities for resident empowerment and meaningful participation in decision making (Community Social Development Council of Greater Victoria, et al., (2013). The City of Kitchener (2011) insists on making it easy to get involved by providing multiple opportunities and ways to participate and suggests that capacity and action are linked, calling staff to “build citizen capacity through real community engagement using a framework that includes clear information and dialogue, opportunities for learning and action, roles for local leaders and opportunities to make a difference” (p. 2). The City of Seattle (2016) has set supporting civic engagement as one of their primary tasks and the City of Melbourne (2016) is working towards empowering residents to be actively responsible for their own and one another’s well-being by

involving them in decisions that affect them and their community. Engagement also fosters a sense of personal power, especially in the context of influencing political decisions that can further mobilize neighbourhood action (Vancouver Mayor’s Engaged City Task Force, 2014). The City of Calgary (2013) points out that participation is essential as “attachment is cultivated not only by what The City provides the residents, but also how the resident contributes to the city/neighbourhood environment” (p.14). And as the Knight Foundation (2010) stresses, resident attachment to their neighbourhood and community affects overall GDP.

There are a number of municipalities that are involving residents and neighbourhood associations into neighbourhood planning discussions and/or neighbourhood action plan development as in the cities of Portland (2016), Seattle (2016), and Toronto (2016). However, the most common type of program for engaging and empowering residents are grant programs; many of these offer matching funds for small-scale resident-led neighbourhood enhancement initiatives. The amounts available to be awarded typically range from \$250 up to \$5,000 although there are some larger grants available in larger municipalities. Examples of grant programs can be found in the Township of Port Phillip (n.d.), the Town of Ajax (2014), and the cities of Seattle (2016), Portland (2016a), Ottawa (2015), Hamilton (2016), Kitchener (2016), London (2013), Edmonton (2016), Calgary (The Calgary Foundation, 2016), Surrey (2016) and Victoria (2012).

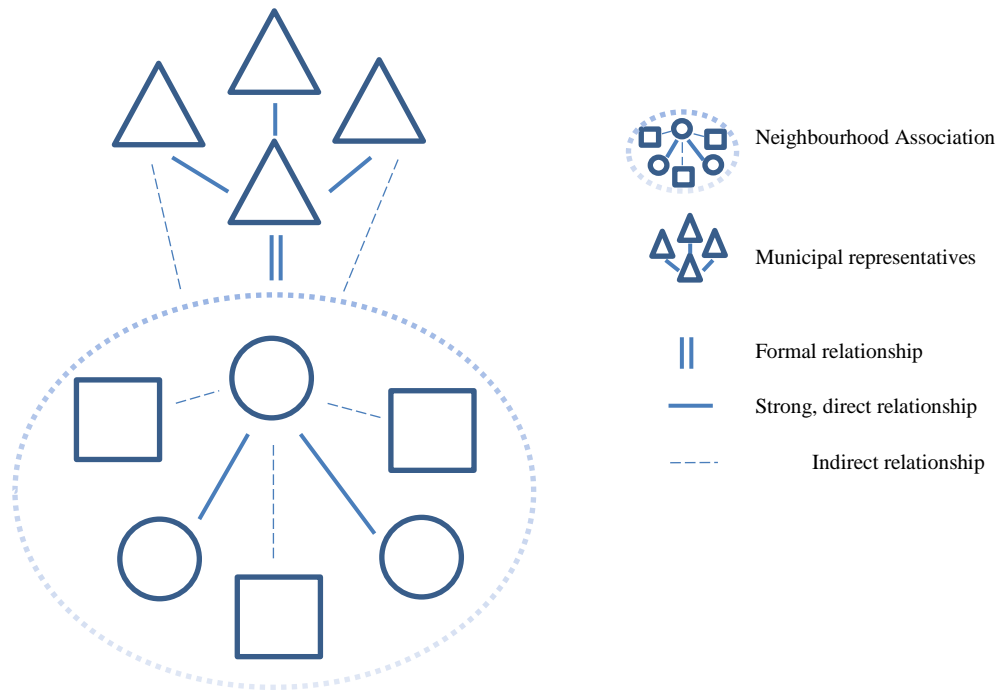
5.3 Neighbourhood Development Models

There is no one-size fits all approach to neighbourhood development. Just as each region and municipality has its own unique culture, strengths and struggles, how they approach neighbourhood development is reflectively tailor-made. However, in comparing the methods and priorities of the communities reviewed in this jurisdictional scan, four distinct models emerged. For clarity, each model is described through the context of one community.

5.3.1 Liaison Model

Despite the common asset-based approach to the work, how municipalities support neighbourhoods varies widely. The City of Kamloops has a staff member who is responsible for reaching out, building relationships and supporting new and existing neighbourhood associations. This staff member also functions as a municipal liaison, assisting neighbourhood associations in accessing the relevant resources and departments to meet their self-identified needs (B. Chobater, June 8, 2016, personal communication).

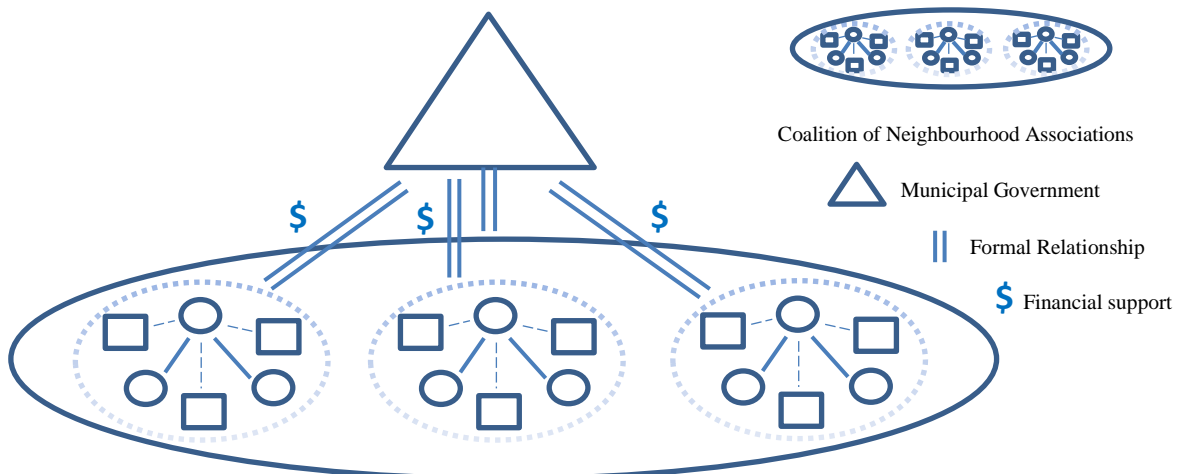
Figure 7: Liaison Model



5.3.2 Neighbourhood Action Model

The City of Edmonton works with neighbourhood associations individually and as a collective coalition of neighbourhoods. In addition to capacity building initiatives, the City of Edmonton provides substantial financial resources and even capital infrastructure to neighbourhood associations; the city has turned over the operation of community halls to neighbourhood associations with the expectation that accessible social recreational programs will be offered (H. Lawrence, personal communication, June 9, 2016).

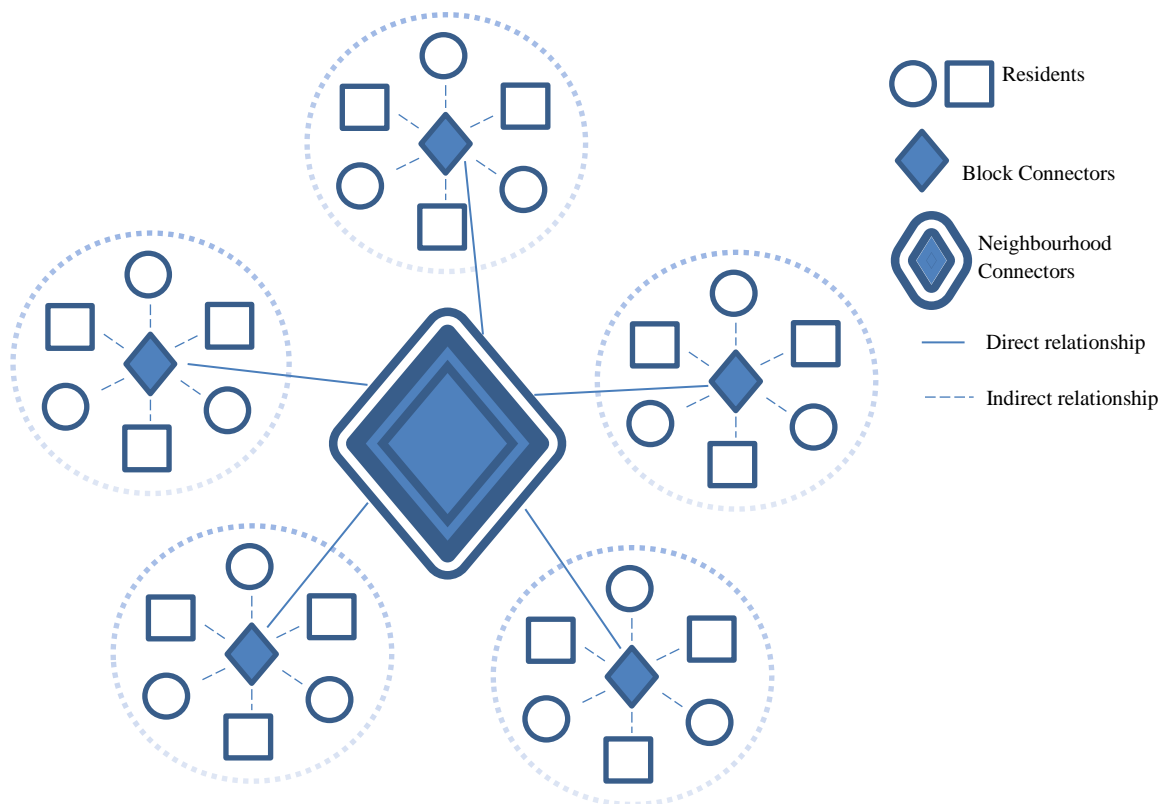
Figure 8: Neighbourhood Action Model



5.3.3 Networking Model

The Abundant Community Edmonton (2016) initiative expands neighbourly activity at the micro level. Abundant Community Edmonton has introduced a model which uses Neighbourhood and Block Connectors. Block Connectors are responsible for getting to know everyone on their street, gathering information about the skills, gifts, abilities, passions and interests reported by residents; the Neighbourhood Connectors tie all of this information together and assist residents in getting to know others who share commonalities or who have the potential for mutual reciprocity (Abundant Community Edmonton, 2016).

Figure 9: Networking Model

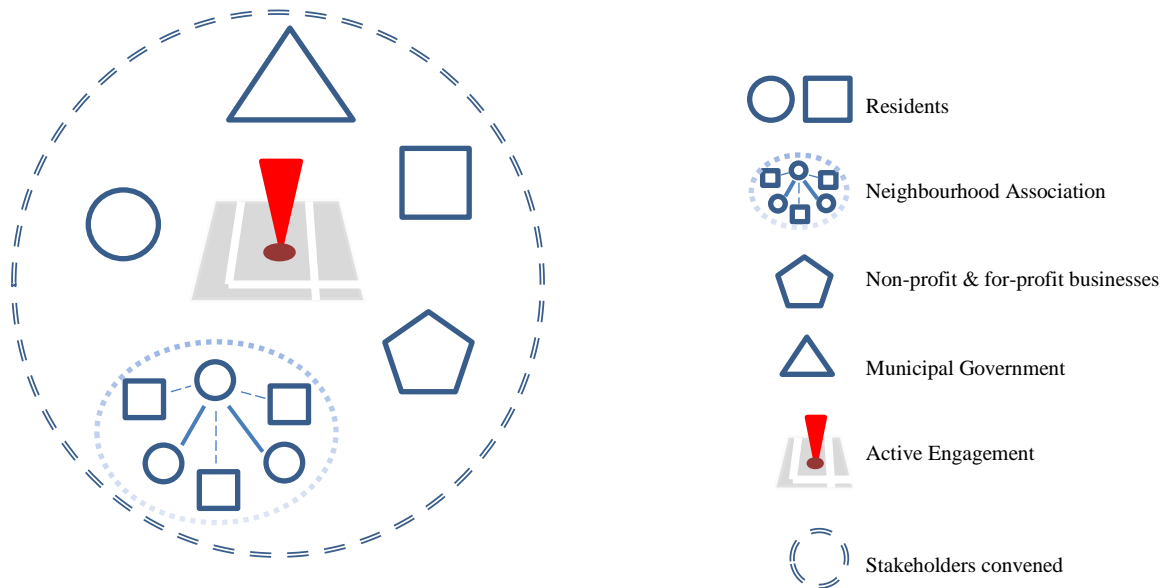


5.3.4 Neighbourhood Planning Model

The City of Hamilton's (2016) Neighbourhood Action Strategy (NAS) focuses on working intensely with priority neighbourhoods to develop neighbourhood action plans. City staff convene multiple stakeholders to establish a vision for the neighbourhood and facilitate the process of identifying implementable projects to move the neighbourhood towards the vision. Asset-mapping and mobilizing the individual, associational, business and institutional assets are essential components of the visioning, planning and implementation

phases. Additionally, “through partnerships with businesses, Provincial and Federal governments and non-profit organizations, the NAS aligns existing resources and supports additional relationships that help these neighbourhoods meet their goals” (Hamilton, 2016, para. 2).

Figure 10: Neighbourhood Planning Model



5.3.5 Resiliency Model

Neighbourhood development in British Columbia’s Capital Region focuses on building resiliency. According to the Building Resilient Neighbourhoods team, “resilience is our ability to respond and adapt to change in ways that are proactive, build local capacity, and ensure local needs are met” (Wipond, Barter & Colussi, 2017, p. 3). Their model is based on building capacity around what they identify as the four critical components of neighbourhood resilience: attitudes and values; infrastructure and resources; the local economy; and, leadership and community-wide planning (Wipond, Barter & Colussi, 2017). In order to address these core areas, resiliency related workshops are presented to neighbourhoods, neighbourhood asset and vulnerability mapping is facilitated, action planning and implementation is supported through multi-level, cross-sectoral collaboration, staff time and tools such as micro-grants, and opportunities to build and enhance neighbour-to-neighbour connections are fostered. (Wipond, Barter & Colussi, 2017). The resiliency-focused model offers residents multiple opportunities to engage their heads through learning, hands through small-scale initiatives, and hearts through connecting with neighbours.

5.4 Common Approach

While there are certainly differences in neighbourhood development models, the underlying principles guiding the work share many similarities. Hamilton Community Foundation (n.d.) discusses their core beliefs regarding neighbourhood work:

“[i] We believe that every neighbourhood has assets: people with ideas and strengths and skills to offer. Our job [is] to help them build on those assets. [ii] We believe that residents know best what their neighbourhoods need. Our job [is] to listen, to be responsive, and to help their voices be heard” (para. 15).

Toronto’s Strong Neighbourhoods Task Force (2005), asserts that neighbourhood development must be “neighbourhood-driven and asset focused” (p. 17), creating opportunities to build on the strengths and the City of Ottawa’s (2013) Community Development Framework manual outlines an ABCD approach. The City of Edmonton’s newest neighbourhood strategy is aptly named Abundant Community Edmonton, a conspicuous reference to McKnight & Block’s (2010) book entitled: *Abundant Community*, which explores the intrinsic possibilities within an ABCD approach. Of those municipalities that do not explicitly outline their framework or model, many reflect ABCD principles through their asset-based, internally-focused relationship-driven values. An example of this can be found in the City of Kitchener (2011) strategy which reflects this asset-based, resident-led approach, highlighting the necessity for inclusion of all people and the centrality of relationships and outreach to the process.

6.0 DISCUSSION

6.1 Introduction

In 2014, the City of Kelowna conducted a tremendous amount of community engagement in order to learn about what people value in their neighbourhoods and what fosters their attachment to where they live (2015). Strong Neighbourhoods staff have since implemented pilot projects in an effort to help bolster the top drivers of attachment identified by residents of Kelowna. The five drivers that were most often noted were: aesthetics, safety, leadership, social offerings and relationships. In order to best support the City of Kelowna in creating a Kelowna-specific plan for building strong neighbourhoods these elements provided direction for the literature review and the jurisdictional scan.

The literature review heavily focused on social capital development in order to help bring further understanding to the various types of relationships that require nurturing in order to address the social offering, relationship, leadership and safety drivers of attachment. The search for an approach was aimed at finding a model of community development that had the ability to foster all five drivers of attachment, with a focus on developing leadership capacity and relationships among multiple stakeholders and with the robustness to support multiple modes of action, including affecting the aesthetics of a neighbourhood. Similarly, the jurisdictional scan explored a range of practices and models that demonstrated methods for bolstering the drivers of attachment.

Through both the literature review and the jurisdictional scan a common approach for fostering strong neighbourhoods became apparent. Similarly, four key elements of strong neighbourhoods emerged: natural and built environment, social capital, capacity building, and citizen engagement. These elements are all connected to the drivers of attachment that the City of Kelowna's engagement process uncovered. The natural and built environment speaks primarily to the aesthetics and safety drivers of attachment while social capital addresses relationships, social offerings, and safety drivers. Capacity building is primarily connected to the leadership driver of attachment although it also fosters relationships; citizen engagement has the potential to impact each driver. In addition to the common approach and elements of building strong neighbourhoods, this section considers the models presented in the jurisdictional scan in light of the priorities set by the City of Kelowna drivers of attachment.

6.2 Philosophical Approach

“Start with a focus on what's strong, not with what's wrong” (C. Russell, 2016, 16:06). Unequivocally, among the municipalities considered in the jurisdictional scan are applying an ABCD approach or have adopted ABCD principles. Working from this approach

signifies a central focus on residents, a belief in the inherent human capital of a community and confidence in the collective potential to address any concern. Additionally, the use of ABCD denotes a commitment to developing relationships and building trust with, among, and between residents, associations, and the municipality.

The focus on residents requires more than making decisions with the best interests of the residents in mind. Focusing on residents means understanding that every individual has gifts, skills, and abilities as well as knowledge rooted in their lived experiences, and possesses the capacity to make decisions that affect her/his life. Putting residents in the center implies a willingness to get curious, to listen and to provide requested support. It also means inviting residents to discussions and joining residents in their discussion.

By focusing on a community, neighbourhood, and/or individual's strengths the conversation changes and new possibilities emerge. Recipients of development efforts become designers and actors rather than clients. When this shift in perception is accompanied with mechanisms and resources to support individuals, neighbourhoods and communities to implement their ideas, sustainable, meaningful innovations occur.

Although the City of Kelowna has not expressed any particular approach to neighbourhood development, the adoption of the Engage Policy (2014a) which mandates the use of the International Association for Public Participation's (2014) framework reflects a commitment to seeking citizen input, involvement and leadership. Likewise, the Strong Neighbourhoods program's engagement research process implies a belief that residents know their reality best while the pilot projects convey confidence that residents are capable of innovation and action.

Kelowna's Strong Neighbourhoods program has established a solid foundation including a set of core beliefs and a suite of programs designed to address the locally generated priorities. Adopting and articulating a guiding approach may further enhance the work and prove beneficial as a guide for decision-making, action planning, collaborations with internal stakeholders and interactions with residents.

6.3 Key Elements and Practices that Foster Strong Neighbourhoods

What makes a strong neighbourhood? The answer will vary community by community, neighbourhood by neighbourhood. However, the literature and municipalities reviewed do point to four key elements that foster strong neighbourhoods: the natural and built physical environment, social capital, capacity-building, and civic engagement.

6.3.1 Natural and Built Environment

The physical environment provides the landscape upon which we live our lives (Glover, 2016). The natural and built features convey messages about what the community values, suggest how we ought to behave and set the stage for how we move through our space and interact with others. The aesthetics of a neighbourhood influence feelings of security (NCPC, 2006). The existence, or lack, of alternative transportation routes impact health and well-being (Montgomery, 2013; Rogers et al., 2011); and the presence of parks, green spaces and other public spaces promote active living and encourage resident interaction and connection (Gieryn, 2000). Ensuring that multiple physical features of a community facilitate positive interactions among residents is critical, since it is these relationships that can buffer against poor design elements and augment the effects of a well built, aesthetically-pleasing, walkable environment (Leviten-Reid, 2006; Orr, 2013).

According to the results of the Strong Neighbourhoods 2014 survey, three of the four elements Kelowna residents value in their neighbourhoods pertain to the natural and built environment. In essence, Kelowna residents value being able to easily and safely access daily amenities and green spaces via a range of alternative transportation methods. This requires schools, shops and services as well as parks to be located close to where they live, and, necessitates sidewalks, paths, bike lanes, and accessible public transportation (City of Kelowna, 2014b). Similarly, when residents were asked in that same survey to list what makes them want to stay in a community, the aesthetics and character of the neighbourhood and their sense of being able to walk and cycle safely were key factors (Kelowna 2014b). Residents also indicated that they would interact more with their neighbours if there were more public spaces in close proximity to their homes.

The research and lived experiences both indicate the profound effect that the natural and built environment has on individuals and the community as a whole. But how do we ensure that the physical environment is meeting the needs of the people living within these spaces? Municipal planning departments are well-versed in best-practices and are integral to planning sustainable, healthy cities. Equally essential to the planning process are the residents and other stakeholders whose lives will be impacted by the recommendations of planning departments and decisions of local government officials. In communities committed to neighbourhood development, the task is to find ways for residents and groups of neighbours to not only have their say in the planning process but to provide support, resources and freedom to modify their neighbourhood landscape (Diers, 2004).

6.3.2 Social Capital

As the Vancouver Foundation (2012a) sought to refocus their energies on a community-identified need, they engaged 275 charitable organizations and 100 community leaders in conversations to learn about the greatest social issues and challenges they were

encountering. What emerged was unprecedented and unexpected; the number one concern expressed was the growing social isolation and disconnection they were witnessing (Vancouver Foundation, 2012a). When pressed to elaborate on why this was their number one concern, the Vancouver Foundation reports that responses came in the form of questions: “how can we begin to tackle complex issues like poverty and homelessness if people are disconnected, isolated and indifferent? How can we make people care about community issues if their concern stops at their front yard?” (2012a, p. 3).

Kelowna residents are not immune to these feelings of isolation and social disconnection. While a majority of Kelowna residents have strong social emotional ties to the community, of the respondents to Kelowna’s 2014 neighbourhood survey, twenty-seven percent indicated that their level of attachment to their community was weak or very weak (City of Kelowna, 2015a). Living in a neighbourhood for less than three years or planning to move within the next five years; being between the ages of 19-34 years of age or over 80 years; and interacting with neighbours once a week or less were correlated with weaker feelings of attachment (City of Kelowna, 2015a). These three factors are significant given the City of Kelowna’s current and projected population trends. As has been noted, the City of Kelowna is growing rapidly. As more people move to Kelowna’s neighbourhoods, the natural result is that a higher proportion of people will be living in their neighbourhoods for less than three years. Similarly, as the population continues to age and baby boomers move to the community to retire, a growing number of people age 80 years and older will be living in Kelowna’s neighbourhoods. As the ratio of individuals who share the characteristics identified as risk factors for weaker attachment shifts, a plausible outcome is less interaction with neighbours. Together, this trifecta of factors paves the way for decreasing social connections and increasing social isolation.

However, the research explored in the literature review and the best practices employed in many municipalities suggest that this trajectory can be shifted, in part, by concentrating on developing social capital. Intuitively, it makes sense that the more relationships an individual has, the more diverse those relationships are, and the more often they engage with others all contribute to elevated feelings of social connection and belonging. The research presented in this paper points to three different forms of social capital that contribute to overall well-being and life-satisfaction: bonding, bridging and linking. The strategies employed by municipalities reviewed in the jurisdictional scan demonstrate an understanding that intentionally building social capital requires that all three forms be addressed as each one offers unique benefits.

Bonding is likely the most commonly thought of form of social capital as it encompasses the horizontal relationships among socially similar individuals. These connections have a substantial impact on feelings of belonging, health, safety; they influence how people experience and interact with the world, and, their level of civic engagement. In this light,

the value of deceptively innocuous block party programs exponentially increases: fostering connection and belonging, and the development of bonding social capital starts by bringing people who live in close proximity to each other together through fun, interactive activities. Focusing on the neighbourhood level is integral since by virtue of living near one another people are likely to share similarities, they will at least have their neighbourhood in common, and it is reasonable to expect that that they will cross paths with each other more than someone they meet at city wide event. These casual, low-pressure, easily accessible programs stimulate engagement among neighbours; and, as neighbours get to know each other and discover commonalities the potential for developing friendships grows. In essence, neighbourhood-level event programs have the capacity to bolster the bonding social capital of residents.

As municipalities strive to create welcoming, inclusive communities where everyone feels a sense of belonging and attachment to the area where they live, bridging capital is essential. Bridging capital provides a crucial buffer for health when bonding social capital is low; more critically, it is fundamental for fostering trust and feelings of safety. While block party style programs enhance an individual's bridging social capital, other initiatives may offer greater opportunities for augmenting this form of capital. The Abundant Community Edmonton (2016) neighbourhood and block connector model provides a tangible example of how to build bridging social capital. At the block level, by seeking out and training block connectors who are tasked with getting to know everyone on their street and connecting neighbours with similar interests to each other, the bridging capital of everyone on the block is expanded. Moving to the neighbourhood level, neighbourhood connectors assist block connectors and residents in matching neighbours with particular competencies with another's request for assistance. This process broadens both the scope and depth of bridging capital of the individuals involved and their networks.

This program is increasing the bridging social capital of entire neighbourhoods, one connection at a time.

Associational life, as Putnam (2000) passionately argues, is integral to the social fabric of society. It appears that municipalities intrinsically agree as every community reviewed in the jurisdictional scan included a strategy or program designed to support and engage neighbourhood-based associations. These associations provide opportunities for people who may not otherwise interact to gather, whether for recreational purpose, to rally around an issue affecting the quality of life in their neighbourhood or to collaboratively develop a neighbourhood strategy. Through the lens of bridging social capital, these associations are vital to strengthening communities as they serve as connection catalysts between socially diverse networks.

Where there are strong relationships between a neighbourhood association and the elected officials and municipal staff in their area, these associations can provide a source of linking capital for the neighbours. In the City of Kamloops' (n.d.) model, a dedicated city staff member acts a source of linking capital for neighbourhood associations by providing relevant city information to the associations and accessing other municipal staff members who can address an issue specific to an association's stated need. By acting as a conduit to ensure associations find the information, resources and people specific to their circumstances, this staff member is vital in assisting associations to expand their linking social capital.

Consistently across the jurisdictions reviewed, establishing positive rapport between municipal staff, associations and residents is critical. While it has not necessarily been explicitly expressed in all municipalities, it is evident that trusting relationships between staff and residents, and staff and neighbourhood associations is essential. Without trust, an adversarial relationship is likely which, in turn, could limit an association's linking capital; with reduced connections to those with the power to make decisions in the neighbourhood, a sense of impotence is possible leading to further adversarial encounters or worse, apathy. However, strong trusting relationships create space for collaboration and ever-increasing linking capital and its resultant sense of personal agency.

6.3.3 Capacity building

In their endeavour to understand neighbourhood connection and engagement, the Vancouver Foundation (2012b) asked what prevented people from participating in neighbourhood activities. Once again, they were surprised by what they learned: the number one reason, shared by 61 percent of respondents, for not participating was the feeling that they do not have much to offer (Vancouver Foundation, 2012b). While the respondents were limited to the Greater Vancouver area, it is plausible that this lack of confidence in one's ability to meaningfully contribute to neighbourhood life is shared by individuals from other regions and highlights the importance of the capacity building work of municipalities. Indeed, this lack of confidence in one's capacity to meaningfully enhance their neighbourhood emerged in the 2014 community engagement work done by the City of Kelowna (2015a).

Overt capacity building mechanisms instituted by municipalities include a range of electronic and hard-copy resource toolkits and guides to assist with everything required to plan a neighbourhood event, form a neighbourhood association, or connect with city hall. Often city staff are designated to provide in-person support and/or assist residents in accessing the most appropriate internal city staff and programs. In the cities of Seattle (2016) and Surrey (2016), leadership, civic, and engagement courses foster the capacity of emerging neighbourhood champions. Less overt methods of capacity building are found in

the small grant programs many municipalities have instituted. Granting programs are incentives for neighbours to get involved in enhancing where they live; these programs also act as conduits for resident-driven capacity building. Neighbourhood groups are typically supported throughout the process by city staff who are able to assist in navigating through permits, bylaws and regulations as well as offering relevant information, tips and tools for ensuring the project is successful.

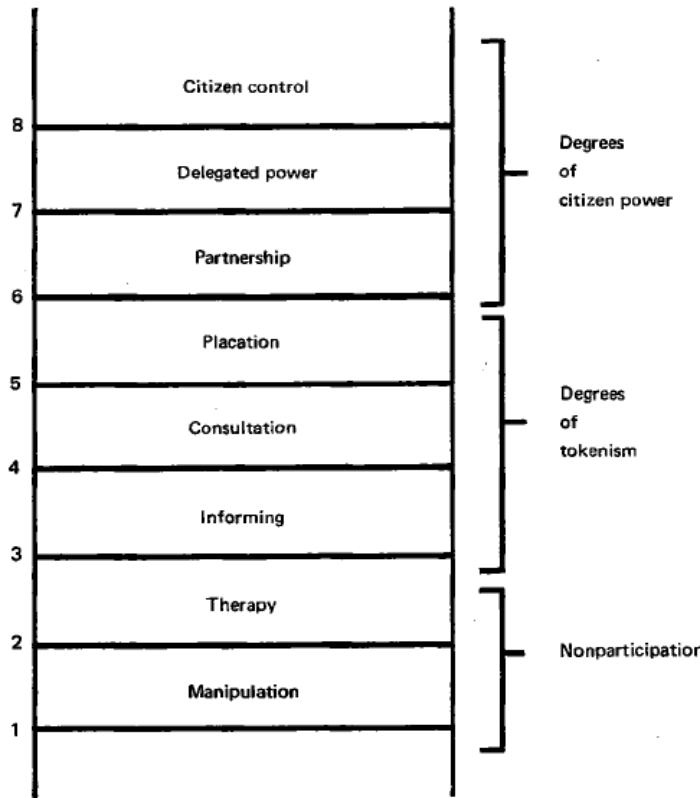
Developing neighbourhood plans or strategies with residents presents ample opportunity for eliciting individual, collective, and physical neighbourhood assets and for learning together. According to Everett (2009), a municipality might convene the residents and neighbourhood stakeholders, and facilitate the initial engagements; however, the process requires everyone to share what they know and to listen to what others know. The municipality may provide additional staff resources from multiple departments to consult on particular aspects of a strategy or to speak to the history of previous decisions; equally important is the expertise and experiences of those living and, in some cases, those who are providing services, in the area. As a plan evolves, everyone learns and the capacity for collaborative neighbourhood action is enhanced (City of Kitchener, 2011).

6.3.4 Citizen Engagement

In many ways citizen engagement overlaps both social capacity and capacity building; citizen engagement can be found in the municipal practices of co-generating neighbourhood action plans, in the support for developing and operational neighbourhood associations, and in the resident-led granting programs. However, rather than being derived from specific programs or actions, citizen engagement represents the culture of how and why any initiative is implemented. Municipalities seeking to inspire citizen engagement must embody the principles of CBPR/CBPD; chiefly, recognizing that all citizens have gifts, skills, and knowledge based in their lived experience. Furthermore, municipalities committed to citizen engagement require a culture of building and maintaining trust, listening, convening stakeholders, ensuring equity, collaborating, and sharing decision-making power.

The model of public participation developed by the IAP2 (2000) is a recognized standard of practice among municipalities. The spectrum ranges from letting residents know what decisions are being made to giving full decision making power to residents; the spectrum includes five engagement options: inform, consult, involve, collaborate and empower (IAP2, 2000), see table 1. This spectrum is reminiscent of Arnstein's (1969) Ladder of Participation; which ranges begins with non-participatory methods, moves to tokenistic involvement, and then to mechanisms that provide power to citizens, see figure 11.

Figure 11: Arnstein's (1969) Ladder of Participation (p.217)



If the goal is meaningful citizen engagement, then choosing processes at the top of Arnstein's ladder or the right hand side of the public participation spectrum is essential. There are times when informing and consulting are viable options; however, these approaches ought to be employed mindfully to avoid substituting them for the messier, time-consuming work of collaboration. Although the processes involved in sharing decision making can seem onerous and risky, the benefits will become evident as innovative ideas emerge and citizens take ownership of the decisions and support their implementation (Wheatley, 2009).

In creating the Strong Neighbourhoods program, the City of Kelowna followed the IAP2 framework and employed a range of civic engagement activities across the participation spectrum. Once the decision to focus on building connected and engaged neighbourhoods was confirmed, the City of Kelowna sought to discover how residents experienced neighbourhood and what factors supported or detracted from their attachment to place. Through a multi-media approach, the City *informed* residents of the desire to learn from them about neighbourhood life. City staff then *consulted* and *involved* residents through the on-line survey, neighbourhood conversations and public forum. Once the information was gathered, City staff compiled and analyzed the data. Drawing on this information, staff developed a series of pilot projects to assist residents in further connecting and engaging

with their neighbours based on the gathered information. The results of this process were shared with residents through the city website, radio interviews, and presentations to community groups, fulfilling the related participation promise of reporting back.

Each of the pilot projects reflected an aspect of the participation spectrum. The toolkits and website served as methods to *inform* residents about programs, processes and resources. The Neighbourhood Grant and Neighbourhood Events initiatives functioned as opportunities to *collaborate* with and *empower* residents to initiate, lead, and implement innovative projects and activities in their respective neighbourhoods. Participants and organizers of these projects and events were asked to complete evaluations. These surveys provided the opportunity for staff to *consult* with and *involve* residents in shaping the future of the pilot projects. The results of these evaluations and their impact on the projects going forward were shared with residents at an end of year celebration and included in the ‘Strong Neighbourhood Project: 2014-15 Activity Report’ (City of Kelowna, 2015a) presented to city council and shared on the Strong Neighbourhoods webpage.

Similarly, the jurisdictional scan revealed a range of practices to support greater citizen civic involvement and leadership capacity development. Many municipalities who are concerned with neighbourhood development, have created online resources to assist citizens in planning small-scale events and projects in their neighbourhood; the City of Ottawa (2015) and Esquimalt’s Building Resilient Streets (2015) initiative offer notable examples. These web-based tools provide step by step directions and templates to encourage citizens to take action locally as well as assist them in navigating relevant city processes and permits. These resources serve as capacity building tools and set the stage for greater participation.

Typically, in communities where planning tools exist, so too do programs that provide the opportunity to put these resources into tangible practice. That is to say, many municipalities offer programs to support resident-led neighbourhood-based events, projects or initiatives. Whether the support is through equipment lending or small-scale grants, they demonstrate a willingness on the part of the municipality to empower residents.

It could be argued that offering resource toolkits, block parties and micro-grants are too small to represent meaningful commitment to citizen engagement. However, the jurisdictional review revealed an interesting trend: as neighbourhood development programs become established, the depth of investment and engagement deepens. It appears as if there is a continuum of practices beginning with creating and sharing resources, moving to providing support for small-scale projects, then to increasingly larger initiatives. Seattle (n.d.), Edmonton (2016a), Ottawa (2015), Kitchener (2016), Victoria (2012) are examples of municipalities who have been actively working with neighbourhoods and who now have granting programs for both small and large-scale neighbourhood projects.

A similar continuum also appears to exist in terms of capacity building work with neighbourhood based organizations. This continuum starts with creating and sharing resources, then moves to providing more tangible, in person support for emerging priorities and in some cases, progresses to collaborative neighbourhood visioning and planning. The City of Kamloops (n.d.) provides an example of providing resources and responsive support; Edmonton (2016a & 2016b), Hamilton (2016), and Kitchener (2016) demonstrate all three stages of the resource to planning continuum. Collectively, these models suggest that sharing resources, providing individualized support, facilitating neighbourhood get-togethers and offering micro-grants cultivate the foundation of capacity, engagement and trust necessary for greater collaborative action.

6.4 Framework for Fostering Strong Neighbourhoods

Fostering neighbourliness, inspiring leaders and empowering residents are the fundamental focus areas for the City of Kelowna's Strong Neighbourhoods program. These focus areas emerged from the 2014 community engagement process that staff conducted; this process also brought to light that resident attachment is driven by the aesthetics, leadership, safety, social offerings, and relationships in their neighbourhood. As these form the core of the Strong Neighbourhoods program, these components will be reflected in the proposed framework.

The research and the best practices explored in this paper highlight the essentiality of bonding, bridging and linking social capital to the well-being at an individual and community level. The crucial roles that capacity building and meaningful citizen engagement play in neighbourhood development have also been discussed and demonstrated in action. These components will also inform and be represented in a framework for neighbourhood development.

With the guiding approach and community context as a foundation, the proposed framework takes into consideration the resources available to the City of Kelowna's Strong Neighbourhoods Program, the work already underway by City staff, key learnings from the literature review and the promising practices observed in other communities. Bringing all of these elements together, a made-in Kelowna framework is proposed. The core components of this framework are: Networking Catalyst, City-Neighbourhood Liaison, Active Engagement.

6.4.1 Networking Catalyst

Kelowna's population is growing and aging rapidly. While the influx of new residents offers many benefits, the City will need to keep in mind that residents of Kelowna tend not to feel a sense of connection and belonging if they have lived in a neighbourhood for less

than three years. This is exacerbated for Kelowna residents over the age of 80 who are less likely to feel attached to their neighbourhoods (City of Kelowna, 2015a). Without the feelings of attachment and connection, social isolation becomes a very real threat to resident well-being and sense of safety. In turn, a decline in wellness and perception of personal safety leads to increased demands on already over-burdened public systems.

Communities that are leading the way in neighbourhood development seem to be acknowledging the importance of connection and belonging by incorporating social capital development as critical elements of the work they are doing. Programs that promote and support residents in hosting block parties are common components in neighbourhood development strategies; these initiatives provide low barrier opportunities for neighbours to get together. As neighbours meet and interact in these events, they begin building their bonding and bridging network by moving just a little beyond their front doors.

Perhaps the most comprehensive example of supporting people in feeling connected to their neighbours can be seen in the City of Edmonton (2016b) through the work of Abundant Community Edmonton. Their networking model aims to ensure that every block has a resident trained in connecting neighbours to others on their block. Going further, through the neighbourhood connectors, residents are connected to others living in the same geographic area based on similar interests or complementary skills and needs. This model is an inspiring demonstration of how to support residents in building their bonding and bridging social capital.

The Strong Neighbourhoods program recognizes the importance of fostering neighbourliness and supporting leadership development, social offerings and opportunities to build relationships. This is evident in their Good Neighbour Toolkit and Neighbourhood Events program. These initiatives are examples of ways that Strong Neighbourhoods is already assisting residents in bolstering their social capital. As the City of Kelowna moves forward with their neighbourhood development strategy, finding additional ways to support the ongoing development of bonding and bridging capital will be essential.

6.4.2 City – Neighbourhood Liaison

As in many mid to large size cities, the City of Kelowna is home to neighbourhood associations. The Strong Neighbourhoods program staff have begun forging positive relationships with neighbourhood associations and neighbourhood-based organisations. In many cases, these relationships are formed by assisting organisations through the neighbourhood events and grant programs. The neighbourhood-based organizations' grant projects and events have brought out more neighbours and assisted them in connecting to other neighbours and in getting engaged in their neighbourhoods. These initiatives also require the Strong Neighbourhoods team to liaise with other City departments and develop innovative ways to assist the organisation in achieving their desired outcomes while

meeting City requirements. This bilateral liaising provides linking capital to neighbourhood associations and assists them in navigating City regulations, while neighbourhood associations support the City in the work of connecting and engaging residents at the neighbourhood level.

This powerful, mutually beneficial relationship is being recognized across the continent; multiple communities considered in the jurisdictional scan had some form of supportive relationship with the neighbourhood associations in their region. The City of Edmonton is a clear example of the potential power of neighbourhood associations to work with individual residents and bolster their bonding and bridging capital. The City of Portland (2016b) recognizes the vitality neighbourhood associations bring to their neighbourhoods and the Cities of Hamilton (2016) and Kitchener (2011) know the power of neighbourhood associations in bringing the community out to work on neighbourhood planning.

The primary means for conducting neighbourhood development in the City of Kamloops (B. Chobater, June 8, 2016, personal communication) is through a City liaison with neighbourhood associations. There are two essential ingredients in their model, one is the trust building and capacity building work they are doing on an ongoing basis with the neighbourhood associations. The second key to their success is the strong interdepartmental relationships within the City that exist to support the work of the liaison.

Having a consistent place for neighbours and associations to connect to what they need in the municipality will enhance resident-municipal relationships. However, in order to be effective liaisons, strong internal buy-in and an established communication process will be required to ensure that neighbourhood development coordinators are able to connect residents to the proper City staff in a timely manner.

6.4.3 Active Engagement

From policy to program, the City of Kelowna is demonstrating a desire to ensure that inclusive community engagement is a priority. The Engage policy exists to ensure that projects, policies, service delivery changes and program offerings are done in an open, transparent manner that strives to recognize and include resident voice in decision making (City of Kelowna, 2014a). Opportunities like the Strong Neighbourhoods' events and grant programs are engaging residents at the Collaborate and Empower end of the IAP2 spectrum of community engagement. These initiatives put residents in the driver's seat and ask them how they would like to strengthen the five drivers of neighbourhood attachment: aesthetics, safety, leadership, social offerings and relationships (City of Kelowna, 2015a). The Strong Neighbourhoods program offers toolkits and in-person support in order to foster capacity building among emerging neighbourhood champions and neighbourhood associations to assist them in achieving their goals. By providing multiple opportunities to learn and ways to get involved in neighbourhood matters, the Strong Neighbourhoods

program can start to address the concern that many residents have about not having anything to contribute to their neighbourhood (City of Kelowna, 2015a).

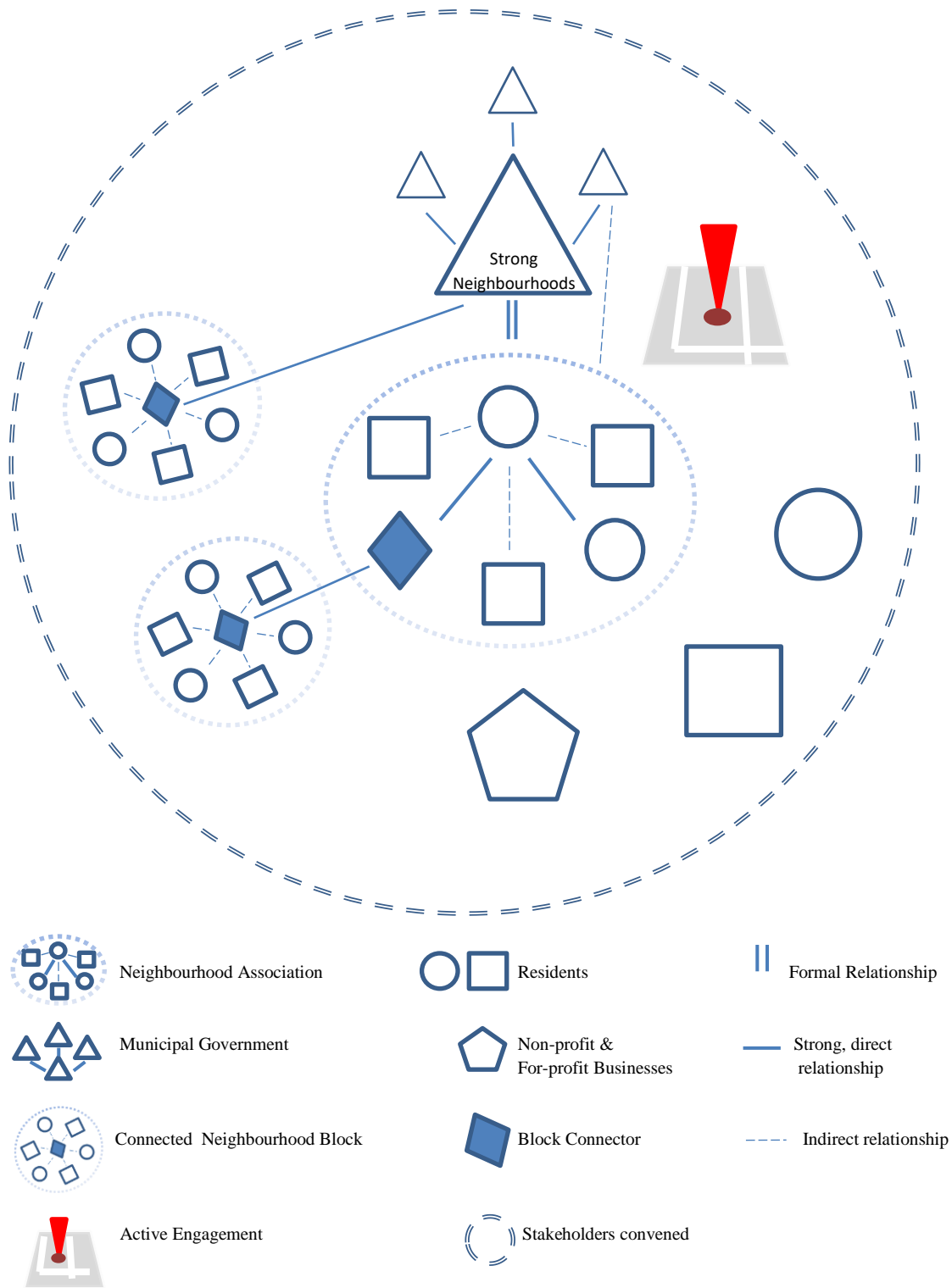
Many communities including Calgary (The Calgary Foundation, 2016), Ajax (Tucker – Reid & Associates, 2013), and Port Phillip (n.d.) use similar grant and event initiatives coupled with resource toolkits to engage neighbourhoods in enhancing the quality of life right where they live. The work of Victoria’s Resilient Streets (Building Resilient Neighbourhoods, 2015) is another example of citizen engagement and capacity building through their capacity building workshops related to sustainability and their ability to support neighbours in making their streets more environmentally friendly. The cities of Portland (2016a), Hamilton (2016), and Kitchener (2016) are among the communities leading the way by providing active engagement opportunities that impact neighbourhood level planning, development and action.

The Vancouver Foundation’s (2012b) report stresses the importance of feeling both connected and engaged in one’s neighbourhood for individual and community wellness. It makes intuitive sense that when someone feels a sense of belonging to a place and works to shape the social and physical environment in that space, their sense of attachment to that place grows. The Knight Foundation (2010) quantifies this sense of attachment through their discovery that when people feel attached to their neighbourhoods, their entire city’s GDP is impacted. Hence, community engagement that allows for residents to influence decisions and drive change creates social and financial dividends.

6.4.5 Strong Neighbourhoods Model

Given the resources available to the City of Kelowna’s Strong Neighbourhoods Program, and the promising practices observed in other communities the following framework for fostering strong neighbourhoods is proposed. As in the Kamloops Liaison Model, it is recommended that the City of Kelowna appoint the Strong Neighbourhoods Program as the first point of contact for neighbourhood-based associations and develop an internal team from across the city to assist the neighbourhood development coordinators in providing information to and responding to requests from these associations on an individualized basis. It is also recommended that the City of Kelowna work with neighbourhood-based associations and interested citizens on developing a Networking Model and providing the capacity building support necessary to block and network connectors. As the relationships between city staff and neighbourhood based association members and interested citizens grow, it is also recommended that the framework include opportunities for meaningful action and involvement in neighbourhood planning. This comprehensive model is demonstrated in Figure 12.

Figure 12: Framework for Fostering Strong Neighbourhoods in Kelowna



7.0 Recommendations

Recommendation 1

The Strong Neighbourhoods program adopts ABCD as the guiding approach.

Recommendation 2

Create a neighbourhood champion program to support the existing and emerging neighbourhood leaders, including neighbourhood associations and neighbourhood-based organisations, in becoming the connectors in their neighbourhoods and the initiators of neighbourhood gatherings.

Recommendation 3

Develop an internal team from across City divisions to assist the neighbourhood development coordinators in providing information and responding to requests from these associations on an individualized basis.

Recommendation 4

The City of Kelowna appoint the Strong Neighbourhoods Program as the City liaison for neighbourhood associations and neighbourhood based-organisations.

Recommendation 5

Map neighbourhood engagement activities. Prioritize areas where there are lower levels of neighbourhood engagement; use existing Strong Neighbourhoods programs that offer low-barrier opportunities to encourage and support residents in making tangible changes in their neighbourhoods.

Recommendation 6

Expand the existing Neighbourhood Events program to support a wider range of demographics and to reach residents who, according to the 2014 Community Engagement process and survey, are the least likely to feel attached to their neighbourhoods. In areas where no neighbourhood champion to lead a neighbourhood get-together can be found, staff become the initiators and host neighbourhood gatherings.

Recommendation 7

Provide regular capacity building workshops for neighbourhood associations and neighbourhood-based organisations. Workshop topics should address social capital development and organisational development.

Recommendation 8

Inform, consult and involve stakeholders regarding City processes and in decision-making. Find opportunities to collaborate and empower residents to address emerging neighbourhood priorities.

Recommendation 9

Work with all City Departments to identify opportunities within their work areas to engage with neighbourhoods on emerging issues or planning priorities. Explore the possibility of developing neighbourhood action plans in conjunction with neighbourhood associations, organizations, residents and other stakeholders.

8.0 CONCLUSION

As the City of Kelowna strives to be the best mid-sized city in North America, continuing to build on the collaborative relationships that exist between the municipality, local businesses, non-profit agencies and residents is essential. This collaborative environment combined with inviting meaningful public engagement in decision making creates a solid foundation for inspired and innovative action. As the city leans into fostering positive relationships among neighbours, supporting neighbourhood leadership capacity development and encouraging residents to recognize and share their gifts of the head, hands and heart, community resiliency is naturally bolstered. When neighbours care about one another and the places where they live the community becomes an even more vibrant, safe, healthy, and thriving place to be.

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