

Pan-Canadian Community  
Development Learning Network  
Project Framework



# **Social Inclusion and Community Economic Development**

## **Literature Review**

August 3, 2004

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The Canadian **CED** Network

Le Réseau canadien de **DÉC**

Strengthening Canada's Communities

Des communautés plus fortes au Canada

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# Summary

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The Pan-Canadian Community Development Learning Network is a two and a half year project of the Canadian Community Economic Development Network (CCEDNet) that seeks to promote learning about and examine how integrated, community-based initiatives contribute to social inclusion.

Running from October 2003 to March 2006, the project will facilitate peer learning and develop evidence-based research to strengthen integrated models of service delivery that build assets, skills, learning, social development and economic self-sufficiency opportunities relevant to local community conditions.

The first major publication of the project, this document reviews literature on social inclusion and its related concepts, and examines the strengths of integrated, community-based responses such as community economic development to promote social inclusion.

The impacts of social exclusion and marginalization in Canada are difficult to fully measure. From a range of health deficiencies to lost productivity and additional social costs, it is clear that social exclusion is not only personally damaging and socially disruptive, but it is also extremely expensive. Federal and provincial governments have taken some action to improve conditions, but already policy deficiencies can be identified.

There exist a wide variety of community-level initiatives for improving social inclusion. A cross-section of examples is briefly presented, illustrating various principles that are fundamental to successful, community-based social inclusion strategies.

Finally, a framework for the next phases of project research and learning is laid out.



# 1. Introduction

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Canada is regularly rated as one of the best places in world to live by organizations such as the Organisation for Economic Co-operation and Development (OECD). However, Canada is also a society where these benefits are often limited to certain sectors and geographic areas. In the last 15 years, inequality has grown in Canada, creating a widening gap that is ever more difficult for marginalized groups to cross. Innovation and productivity have suffered and real incomes have declined. In many communities, destructive cycles of poverty are holding communities back from reaching their potential.

At the same time, some communities are creating vibrant, healthy environments through a community economic development (CED) strategy – a multi-purpose social and economic strategy for systematic renewal, conceived and directed locally. By taking a CED approach to development, these communities are making Canada stronger as they transform themselves into attractive places to live and work that are full of opportunity.

The Canadian Community Economic Development Network (CCEDNet) was created by CED organizations and practitioners across the country who are committed to dramatically reducing inequality, fostering innovation and raising productivity.

## **The Canadian Community Economic Development Network**

Founded in 1999, CCEDNet is a national, member-based organization that is actively working to build a "communities agenda" in Canada. Its mission is to promote and support community economic development for the social, economic and environmental betterment of communities across the country.

CCEDNet represents over 300 members who are practising CED in a wide variety of social and industry sectors. The rich experience of these CED practitioners has provided the foundation needed to promote a national Policy Framework and raise the bar for CED in Canada.

CCEDNet is working towards a communities agenda in Canada where CED is recognized by all levels of government as a proven and effective development strategy. The Network wants to revolutionize how CED is understood, practiced and funded in Canada by promoting evidence-based policy recommendations to all levels of government. CCEDNet members believe that CED has the potential to dramatically reduce inequality in Canada and foster innovation and productivity. CED has a proven track record for building wealth, creating jobs, fostering innovation and productivity, and improving social well being, with numerous success stories documented across the country illustrating how wealth, jobs and community health have been fostered. What's needed now to scale up these successes to other communities across the country is further evidence, education and policy changes to provide better support for CED organizations, to develop human capital, to increase community investment, and to support social enterprise.

## The Pan-Canadian Community Development Learning Network Project (PCCDLN)

In 2002, the Social Development Partnerships Program (SDPP) of Human Resources Development Canada (SDPP is now part of Social Development Canada) put out a call for project proposals on social inclusion. CCEDNet already knows how some communities in Canada have taken innovative steps to overcome exclusion and promote social inclusion, particularly with comprehensive community-building strategies that simultaneously work across social, economic and physical sectors. But to this point, these community economic development initiatives have not been analysed through a social inclusion lens. Bringing together these two concepts allows us to consider the links between the characteristics of a socially inclusive society and the core principles of multi-faceted community-based development strategies, with the clear goal of expanding our understanding of the strengths and weaknesses of these comprehensive approaches, and identifying improvements to practice and policy that can lead to even greater inclusion in Canadian communities.

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***Bringing together social inclusion and community economic development allows us to consider the links between the characteristics of a socially inclusive society and the core principles of multi-faceted community-based development strategies, with the clear goal of expanding our understanding of the strengths and weaknesses of these comprehensive approaches, and identifying improvements to practice and policy that can lead to even greater inclusion in Canadian communities.***

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The two-and-a-half year proposal that was accepted by SDPP will facilitate peer learning and develop evidence-based research to strengthen integrated models of service delivery that build assets, skills, learning, social development and economic self-sufficiency opportunities relevant to local community conditions.

The peer learning will take place in two spheres:

- A project advisory committee will act as the primary consultative group through the life of the project. It will be made up of practitioners from rural, northern, Aboriginal and urban disadvantaged communities that are using integrated strategies to overcome barriers to social inclusion and economic self-sufficiency. This group will meet in-person at least once per year and by teleconference another three times per year to process learning and provide feedback on key project design and content issues (a list of advisory committee members can be found in section 6).
- CCEDNet's membership and stakeholders from across the country will be engaged at different points in the project to participate in the formulation of questions, to provide advice on the design of specific components, to reflect on and share learnings, and ultimately to recommend next steps. They will be engaged through national and regional



events, outreach by regional coordinators, using CCEDNet's newsletter and the CED Portal<sup>1</sup>.

The project will unfold through the following general learning stages:

### *Stage I - Exploration*

In this initial stage, questions will be asked of both learning spheres (the project advisory committee and stakeholders beyond) such as:

1. What are the key characteristics or features of an integrated approach to social inclusion and community economic development?
2. Why is an integrated approach important?
3. How does it play out?
4. What are the challenges in using an integrated approach?
5. What are the opportunities for using an integrated approach (e.g. policy)?
6. What do communities or CED organizations need to carry out their work within an integrated approach?

This initial stage should be completed by mid-2004. Responses will be analysed to provide direction to project staff on design of deliverables.

### *Stage II - Reflection*

As work advances with the different components of the project, the second stage will check back to verify the direction and usefulness of work being done. The second stage will run from Summer 2004 to Fall 2005.

1. Do we understand the dynamics of integrated approaches better?
2. Has the information provided to date allowed the organizations on the project advisory committee (and potentially the broader stakeholder group) to do their work better?
3. What unexpected outcomes have we seen that would require us to go back to the literature or reconsider the conceptual framework?
4. What else aren't we addressing?

### *Stage III – Evaluation*

The final stage will evaluate the learning of the overall project, ensure its dissemination, and set priorities for further learning and support. This stage will begin roughly six months prior to the end of the project.

1. What are the important lessons that have emerged from this project on integrated approaches?
2. What needs to be done to further support the transfer of these lessons into practice?

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<sup>1</sup> A free, bilingual knowledge bank and communications tool sponsored by the Community Economic Development Technical Assistance Program (CEDTAP) available at: <http://www.cedcanada.ca>

### 3. What are the next steps that need to be taken?

Feedback in each of these stages will be provided most directly by the project advisory committee, but CCEDNet members and other stakeholders will also be engaged through regional and national events, communications and other outreach.

The project will be carried out by a staff team of one program director and five regional coordinators, supported by CCEDNet's Executive Director and occasional contracted resources. The different project components are as follows:

1. Inform policy and program changes at all levels of government by mapping the relative concentration of socio-economic disadvantages in rural, Aboriginal, northern and urban communities and identifying the mutually reinforcing conditions affecting the social inclusion of vulnerable populations in these areas.
2. Create a peer learning network that will expand the use of the most effective and integrated practices, strategies and service delivery models to build community assets, skills, learning, economic and social opportunities and break the cycle of poverty.
3. Create new knowledge and cooperation amongst community-based development organizations and individual practitioners through interviews, surveys and case studies that evaluate the unique characteristics and outcomes of community strategies to increase social inclusion.
4. Develop an accessible toolbox (on-line and other formats) that can be used by practitioners to increase social inclusion in their own settings and a skills-development resource for the training and professional development of community-based practitioners and their organizations.
5. Disseminate the results of the project through regional peer learning events, two national conferences, papers at other national policy events, newsletters, journals and a policy report at the project's end that will be presented to representatives of federal, provincial and territorial governments and other stakeholders.

As the initial publication of the project, this document presents a review of the literature and outlines the framework within which the project will unfold.

The literature relevant to the themes of social inclusion and community economic development is diverse and extensive. *This paper does not presume to present a complete review of it, but rather to highlight and synthesize some of the most important sources in an effort to understand the connections between the different concepts involved, as a starting point for learning and discussions with practitioners and stakeholders as the project unfolds.* Many of the references at the end of the paper are publicly available, on-line documents. Readers are encouraged to consult the sources directly for more information, and to join the learning network either through on-line discussions, providing feedback to staff, or participating in project workshops. This literature review is simply a first step as we seek to better understand how integrated, community-based practices can best contribute to social inclusion.

The following section begins a discussion of the literature on various concepts relevant to the project.

## 2. Conceptual Issues and Definitions

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Many communities in Canada, particularly in rural and northern regions and Aboriginal and disadvantaged urban neighbourhoods, are increasingly forced to confront social, economic and cultural challenges, including growing unemployment and poverty, alcoholism, homelessness, drug abuse, political disempowerment, diminished entrepreneurial spirit and decreased public services. They face numerous difficulties addressing the structural and institutional barriers that constrain their ability to change and work within their communities and beyond their boundaries to develop leadership capacity, enhance social capital and forge solutions that can fundamentally transform their circumstances in order to improve their overall quality of life. Simply stated, these communities are excluded from full participation in the economic and social benefits of society (Shookner, 2002).

The first stage of the project is to understand the key conceptual features or characteristics of social inclusion and social exclusion and the most effective community-based practices to increase inclusion. In order to effectively engage the ideal of social inclusion as a meaningful and vibrant policy framework, we must first clarify the position this project will take around its conceptual and operational parameters. The following review of the literature lays the foundation for that position.

A quick look at the list of references (by no means exhaustive) at the end of this document will give the reader some idea of the volume of material that has been produced in recent years dealing with social exclusion and inclusion, initially in Europe, and subsequently in Canada. Despite the extent of literature available, there is very little clarity or consensus about what inclusion or exclusion actually mean (Levitas, 2003; Voyer, 2003). While a growing momentum may be gathering around the extensive work done by the Laidlaw Foundation<sup>2</sup> on social inclusion, the concepts still remain susceptible to a range of interpretations, which are often oriented by political, moral and academic visions or objectives. An exploration of the concepts upon which social inclusion builds is necessary to better situate the orientation that will be taken by this project.

### The Background to Social Inclusion

The term social inclusion has appeared relatively recently in social science and social policy circles, as the latest attempt to articulate the complexity of factors and systems that underlie disadvantage and marginalization. It builds on, among others, understandings of poverty and social exclusion, and is complementary to thinking on social capital and the social determinants of health. But social inclusion distinguishes itself from these other concepts in that it is normative, rather than descriptive. In other words, it is about a strategy for change and a vision

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<sup>2</sup> Documents can be consulted at [http://www.laidlawfdn.org/page\\_1069.cfm](http://www.laidlawfdn.org/page_1069.cfm)

for improving people's conditions, not simply an understanding of a particular problem. In that sense it is similar to community economic development.

Strategies for social inclusion evolved out of an analysis of social exclusion, which in turn was an expansion on the understanding of poverty. With social inclusion drawing upon both these fluid concepts, it is worth looking at both poverty and social exclusion carefully.

## *Poverty*

Both internationally as well as within Canada, the notion of poverty is the subject of long debate. At its most basic level, poverty has been equated with a state characterized by a lack of financial resources, with the traditional polarization in this debate between concepts of 'absolute' and 'relative' poverty. Absolute poverty means the "level of income necessary for people to buy the goods necessary to their survival." (Bourgignon 1999:1) Relative poverty takes into account the overall inequality in a society, and identifies the poor as those falling below some fraction of the mean or median income of a population. The calculation most commonly used as a poverty measure in Canada is a relative one: Statistics Canada's low-income cut-off.

Within this debate between absolute and relative poverty, however, the scope of the literature is still restricted to three words: "Money, money, money" (Kunz, 2003). Mitchell and Shillington (2002) also agree that virtually all commentators have defined poverty as a concept focused on income inadequacy.

Action to reduce the number of poor, however, requires more than simply identifying how many there are. A more sociological perspective on poverty or 'impoverishment' describes it as a multi-dimensional, dynamic phenomenon (Gareau and Ninacs 2004). By conceiving of poverty as a process, the debate is extended to questions around the impacts of poverty as well as the factors related to poverty, with a view towards intervention.

It was by looking at the impacts of poverty from a relative standpoint that some of the first links to social exclusion were made. In the late 1970s Peter Townsend described poverty as follows:

"Individuals, families and groups in the population can be said to be in poverty when they lack the resources to obtain the type of diet, participate in the activities and have the living conditions which are customary, or at least widely encouraged or approved, in the societies to which they belong. Their resources are so seriously below those commanded by the average individual or family that they are, in effect, excluded from ordinary living patterns, customs and activities."

*(Townsend 1979, p.31).*

Kunz (2003) suggests that it is only in the last decade that research has begun to examine poverty and social exclusion together, shifting the focus from one of describing the poor and socially excluded to understanding the process and consequences of poverty.

But even when conceived as a multi-dimensional, complex process, most research distinguishes between poverty and exclusion, identifying poverty as one of a number of social vulnerability factors that can increase the risk of exclusion (Fréchet and Lanctôt 2003).

A major departure in the understanding of poverty was put forward by Amartya Sen (1992). In Sen's view, individuals are composed of 'functionings' (such as being adequately nourished, being in good health, avoiding disease and early death) which combine variously into different sets of 'capabilities.' Achieved functionings make up a person's well being, and therefore an individual's capability to achieve functionings represents the individual's true freedom. Sen's definition of poverty is therefore:

"...the failure of basic capabilities to reach certain minimally acceptable levels. The functionings relevant to this analysis can vary from elementary physical ones such as being well-nourished, being adequately clothed and sheltered, avoiding preventable morbidity, etc., to more complex social achievements such as taking part in the life of the community and being able to appear in public without shame, and so on."

(Sen, 1992:109-110)

Influenced by the work of Sen, the United Nations Development Program's Human Poverty Index (part of the Human Development report) further broadens the notion of poverty, linking it to social exclusion.

"...Human poverty is deprivation in multiple dimensions, not just income. Industrial countries need to monitor poverty in all its dimensions -- not just income and unemployment, but also lack of basic capabilities such as health and literacy, important factors in whether a person is included in or excluded from the life of a community."

(UNDP, 1998).

The conceptualisations of Townsend, Kunz, Sen and others then naturally lead us to a more careful examination of social exclusion.

## *Social Exclusion*

Although the idea of social exclusion has been around for some time, the term itself is of relatively recent origin (Bynner 1998) and the meanings associated with it have evolved quickly. From use as a synonym of poverty through the 1960s and 1970s (Gauthier 1995) to broad, relational analyses of the exclusionary forces in social structure and power, there is a wide spectrum of thought on many of the numerous aspects of social exclusion.

In their review of French language literature on the subject, Gareau and Ninacs (2004) confirm that there is no established consensus when it comes to a formal definition of exclusion, but that current use of the term refers to both a state of being and a process.

For Raphael (2004), the value of the concept is that it recognizes that exclusion from society is more than an individual characteristic, but results from societal changes (such as economic or demographic changes) and government policy. He quotes Grace-Edward Galabuzi to illustrate his point:

"Social exclusion is used to broadly describe both the structures and the dynamic processes of inequality among groups in society which, over time, structure

access to critical resources that determine the quality of membership in society and ultimately produce and reproduce a complex of social outcomes. Social exclusion is both process and outcome. While it has its roots in European social democratic discourse, it has been increasingly embraced by mainstream policy makers concern about the emergence of marginal subgroups who may cause a threat to social cohesion in industrial societies. In industrialized societies, social exclusion is a by-product of a form of unbridled accumulation whose processes commodify social relations and intensify inequality along racial and gender lines."

*(Galabuzi, quoted in Raphael, 2004).*

The social exclusion of individuals and groups can become a major threat to social cohesion and economic prosperity for society as a whole (Saloojee 2001). Thus, when applied as a framework, the concept has the potential to move into a discussion of power imbalances and the processes by which individuals and communities are marginalized. Saloojee (2001:2) argues that "the concept of social exclusion is highly compelling because it speaks the language of oppression and enables the marginalized and victimized to give voice and expression" to the ways in which they experience the driving forces of our society.

Social exclusion is very much a lived experience that "occurs in many different settings and affects many groups of people: street children, former prisoners, single parents, ethnic minorities and more. It can occur as a result of an equally wide variety of factors," including unemployment, poor health, a lack of education or affordable housing, racism, fear of differences or political disempowerment (Guildford 2000:4). The roots of exclusion are often historical and are reproduced in old and new ways in contemporary society. Saloojee (2001:2), for example, has identified multiple and varied sources of exclusion including:

- Structural/economic (iniquitous economic conditions; low wages, dual and segregated labour markets; etc.);
- Historical oppression (colonialism);
- Discrimination;
- The absence of legal/political recognition;
- Institutional/civic non acceptance;
- Self-exclusion.

According to the UK's Social Exclusion Unit, the most important characteristic of social exclusion is the understanding that "...these problems are linked and mutually reinforcing, and can combine to create a complex and fast-moving vicious cycle. Only when this process is properly understood and addressed will policies really be effective." (Social Exclusion Unit, 2001:10) By drawing attention to the processes leading to deprivation, and underscoring the multidimensionality of the deprivation faced by many excluded individuals, the concept of social exclusion allows us to look beyond the surface descriptions of poverty and deprivation to examine the underlying sources of the exclusion, especially how these factors interact and are compounded in their impacts on individuals and communities.

Where these factors intersect is in the excluded individual. Kunz (2003) has outlined how exclusion impacts the individual by identifying the determinants of exclusion in four broad categories called 'capitals.' The amount of any of these capitals that an individual possesses will determine the extent to which she or he is able to participate in society.

Financial Capital	Human Capital	Social Capital	Physical Capital
Earnings	Education	Family and friends	Housing
Wealth	Skills	Community life	Infrastructure
Income Sharing	Credential recognition	Political empowerment	Geographic location

The relative emphasis on addressing the social and structural sources of exclusion or the individual determinants is a focus of (sometimes ideologically driven) debate in the literature. A good example of how different ideological positions can influence the interpretation and application of the concept can be seen in the history of the term in European thinking and social policy, where it has had the most attention.

In France, social exclusion terminology appeared in policy discussions in the early 1970s in response to growing economic challenges and the structural unemployment that resulted from the economic globalization of Europe and the end of the post-war boom era.

"In 1974, Rene Lenoir, the French Social Action Secretary of State in the Chirac government, published a document entitled *Les Exclus: Un Français sur Dix* that coined the term 'social exclusion' referring to those unprotected by social insurance programs, particularly those not covered by employment-based benefits. Originally, the excluded were defined as people with mental and physical disabilities, the suicidal, aged, abused children and youth drop-outs, adult offenders, as well as substance abusers."

(*ibid.*:1)

A number of European countries followed France's lead and began to talk about an increasingly wide scope of issues - like poverty, economic restructuring, social fragmentation, family breakdown, institutional problems in education and health and racism, violence and criminality - in terms of social and economic inclusion and exclusion. However, government strategies to combat social exclusion did not emerge in France until nearly a decade later (late 1980s), around the same time the term was first used at the broader European level (1989), by the European Commission, to characterize individuals who were considered unable to realize their social rights (*ibid.*).

In 1990, the *European Observatory on National Policies for Combating Social Exclusion* was established with the aim of examining the "social rights of citizenship to a basic standard of living and to participation in major social and economic opportunities in society" (Cousins cited in Barata 2000:1). The 1991 publication of Jacques Donzelot's *Face à l'exclusion* also broadened the meaning of exclusion, "rejecting trends that neglect the structural factors of poverty and including types of exclusion not related to poverty as such" (Gareau and Ninacs 2004:2). In this context, EU social policy shifted from a 'poverty' terminology to a 'social exclusion' framework (Barata, 2000).

The 1990s marked the era when social exclusion discourse really proliferated in many European countries, becoming a core directive for policy development in many governments. The New Labour government in the United Kingdom, for example, imported the terms social inclusion and social exclusion from France in the 1990s, but the government's interpretation was heavily influenced by the 'underclass' debate, which assumes that poverty is self-induced or the result of personal failure, and focuses on a number of stereotypical notions associated with the 'undeserving poor' (*ibid.*). As recently as 1997, when Britain established its Social Exclusion Unit, the discourse behind social exclusion terminology continued "to use the language of long-term dependency, underclass and new poverty while pushing the tenets of

self-reliance, enterprise and opportunity. The emphasis is still very much on economic and moral integration to combat welfare dependency, crime and drugs, as well as building personal responsibility through 'putting in what you take out' (ibid.:8). For example, the "Working Families Tax Credit," a program coordinated by Britain's Social Exclusion Unit, was introduced to assist families who work but still find themselves in poverty, thereby excluding those families who perform unpaid work or who are unable to work (ibid.).

Similarly, in many European countries such as Holland, Germany, Spain and even Sweden, to some extent, social policy continues to be framed according to the promotion of labour market participation without accounting for wage disparities or labour market insecurities. Meanwhile, the state continues to limit spending on social programs either through cuts to transfers or increased restrictions on eligibility, at the same time as it fails to introduce unemployment insurance provisions that are reflective of the needs of people in a post-industrial economic system (ibid.).

Overall, European policies "continue to view social exclusion from the perspective of individual deficits rather than institutional or socially constructed obstacles. Social policy tends to focus on the supply side notion of economics which states that through training and 'work-for-welfare' programs the problems of the labour market can be overcome" (ibid.:7).

In the end, then, although new partnerships between various levels and departments of government, the private sector and community organizations have been forged in many European countries as a result of the development of social inclusion policies<sup>3</sup>, Barata argues that the assumptions underpinning European governments' approaches to social inclusion and poverty are failing because they overlook the requirement of a revitalization of the social and the community by continuing to make the following assumptions:

- they continue to define poverty and social exclusion as an individual problem;
- they look only at economic aspects without a serious engagement with social exclusion factors;
- they undermine unpaid work and the social service sector where wealth is dictated by the labour market;
- they lack a vision of solidarity around issues of distribution of wealth and resources.

Of course, the ways the concept is operationalized in policy and practice and, indeed, its very meaning, is invariably tied to particular ideological positions (Barata 2000). In the table below, Hilary Silver describes different ideological positions in respect to the meaning of social exclusion and its implications for state action. Barata characterizes these positions along a spectrum from 'weak' models, which focus on excluded individuals and their reintegration into dominant society, to 'strong' models, which emphasize the role of exclusionary forces and advocates for structural reforms to diminish their impacts.

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<sup>3</sup> "The Scottish Social Inclusion Network, which brings together a broad cross-section of people concerned with the development of social inclusion policy – from national and local government, and community organizations and agencies – to identify problems and develop solutions," is a good example (Guildford 2000:4).



Paradigm & Ideological Basis	<i>Weaker</i>		<i>Stronger...</i>
	Specialization (Neo-liberal)	Solidarity (Social Democratic)	Monopoly (Change)
Causes of Exclusion	Rooted in discrimination, caused by market failures and unenforced rights	Deficiency in solidarity, break in social fabric and social bonds	Interplay of class, status and power where excluded are marginalized by included
Role of State	Enforce rights and encourage self-sufficiency	Redistribution, social and political rights	Enforce rights of citizenship
Country	Britain, United States	France	Sweden
Policy Example	Equal opportunity legislation, welfare-to-work programs	Minimum Income Program with other supports to achieve community reintegration	Universal access to programs

*Source: Adapted from Pedro Barata (2000), Social Exclusion in Europe, p.10.*

It should probably not be surprising that such a variation in understandings and responses exist, or even that they tend to reflect the historically dominant social and political trends of different states. It is simply important to recognize that the policy prescriptions for addressing social exclusion vary based on the relative emphasis on individual-focused or structural remedies, and that this is an ongoing political and social scientific debate.

## Related Concepts and Supporting Literature

Literature from a variety of disciplines lends credence to the evolving understanding of the complex set of factors that can lead to social exclusion, or that need to be addressed in order to contribute to social inclusion. Two of the most prominent will be very briefly presented here: social capital and the determinants of health.

### *Social Capital*

Social capital is another concept that came into vogue in the 1990s in the social sciences. Its implications for helping understand and therefore being able to better intervene in complex social systems have stirred much debate.

Social capital refers to the norms and networks that facilitate collective action (Woolcock, 2001) and has been broken down into three forms: bonding, bridging and linking. Bonding social capital refers to the relations within homogenous groups, bridging social capital cuts horizontally across diverse heterogeneous social cleavages, and linking social capital refers to the ties between different strata of wealth and status (Frank, 2003).

Higher levels of social capital are thought to be good not only for communities, but for the individuals that make them up as well. The expectation is that communities with strong social networks and civic associations are in a better position to confront poverty and vulnerability, resolve disputes, and take advantage of new opportunities. Household and community level studies show that well-connected individuals are more likely to be promoted faster, receive higher salaries, be favourably evaluated by peers, miss fewer days of work, live longer, and be more efficient in completing assigned tasks (Woolcock, 2001).

A social capital perspective recognizes poverty is caused in part by the exclusion from public, private and civic institutions, and while this exclusion is created and maintained by powerful vested interests, marginalized groups themselves possess unique social resources that can be used as a basis for overcoming that exclusion and as a mechanism for helping forge access to these institutions.

Putnam's (2001) empirical research has found relationships between social capital, tolerance, civic equality and economic equality, and Clutterbuck (2001) suggests that supporting the formation and activation of social capital is one way that community-based organizations can contribute to the creation of a socially inclusive society.

John Helliwell (2002) has also identified social capital as a key factor explaining the persistence of local economies in the face of globalization, and presents evidence that social capital is more important than income as a determinant of subjective well-being.

As one of the four determinants of exclusion identified by Kunz above, strategies for increasing social capital clearly deserve careful attention. As Cornelia and Jan Flora (2000:2) point out about social capital, "the good news is that it can be built through planned interventions and mobilized for other development ends. The bad news is that it can be destroyed through well-meaning development interventions." In this light, any intervention should be designed so that its potential direct and indirect impacts contribute to social capital rather than diminishing it.

## *Determinants of Health*

Despite years of sustained economic growth, and even a 'boom' period in the late 1990s, prosperity continues to elude many individuals in Canada's cities. Similarly, the gap between those with the most income and those with the least continues to grow, with serious consequences for those left behind. A recent publication of the Federation of Canadian Municipalities (Arundel, 2003), demonstrates that adequate income for individuals, families and, ultimately, communities is essential "not just for securing food, clothing and shelter, but because it contributes to their health and security, forming a stable base from which they can participate in their community." The report documents a further correlation between the 'income gap' and the 'accessibility gap' – which includes access issues like "user fees, transportation costs and eligibility requirements" – that directly prevent individuals and families with low incomes from participating in community life. It notes:

"Medical appointments are more difficult without a car or money for cab fare. Recreational activities, such as sports with their fees and equipment costs, are virtually closed to poor families, as is access to computers and technology. Lower paying jobs have limited, if any, benefits or protection. And the concentration of low-income individuals and families into neighbourhoods contributes to isolation

and 'ghettoization.' As the income gap widens, the groups most at risk of living in poverty are children, lone-parent families, visible minorities, immigrants and refugees, seniors, people with disabilities, and Aboriginal people."

(*ibid.*:1)

The following table, adapted from the Canadian CED Network's Policy Brochure (2003), illustrates some of the impacts of persistent poverty and income inequality on health across Canada:

<b>Life Expectancy</b>	<p>Individuals living within the poorest 20% of neighbourhoods are more likely to die of just about every disease than the well off. (Raphael, Dr. Dennis. Poverty, Income Inequality and health in Canada. School of Health Policy and Management, York University. The CSJ Foundation for Research and Education. Toronto. June 2002)</p> <hr/> <p>22% of premature years of life lost in Canada could be attributed to income differences. (<i>ibid.</i>)</p> <hr/> <p>Life expectancy in poor neighbourhoods lags behind rich neighbourhoods, despite some gains in recent years. Gaps for death by some diseases, such as lung cancer in women, mental disorders and diabetes, have widened considerably. (Statistics Canada. Impact of Income on Mortality in Canada. The Daily. Thursday, September 26, 2002)</p> <hr/> <p>First Nation's life expectancy is about six years less than the overall averages for males and females. (<i>ibid.</i>)</p>
<b>Infant Mortality</b>	<p>If the infant mortality rates from the richest neighbourhoods (4.0) were applied to the poorest neighbourhoods (whose rate is 6.4) Canada would have had 500 fewer infant deaths in 1996. (<i>ibid.</i>)</p>
<b>Illness</b>	<p>In 1997, the tuberculosis rate among First Nations was 8 times higher than that for the overall population. Rates like this are similar for other infectious diseases – risk factors are poverty, overcrowded housing, inadequate sewage disposal, and a lack of running water. (Health Policy Research Bulletin. Health Canada. Issue 5, March 2003)</p>

Jim Silver (2000:13) states simply that "children who grow up in poor families are more likely to end up as the adult heads of poor families – and so poverty reproduces itself." He corroborates this argument with a quote from the Canadian Council on Social Development on the effects of child poverty: "Child poverty is associated with poor health and hygiene, a lack of a nutritious diet, absenteeism from school and low scholastic achievement, behavioural and mental problems, low housing standards, and in later years, few employment opportunities and a persistently low economic status" (CCSD cited in Silver, 2000:13). By extension, the physical, psychological and social influences that affect the overall health and longevity of an individual ultimately affect the health of the social environment or community.

There is a large body of literature that indicates that the effects of poverty, the growing income gap between the rich and poor, unemployment and other barriers to social inclusion are not only inter-related but also mutually reinforcing, making them even more difficult to overcome. The World Health Organization's second edition of *The Solid Facts* – a publication on the social determinants of health based on thousands of research reports and data collected over decades from the personal life histories of tens of thousands of people – argues conclusively that health determinants in early childhood, working conditions, unemployment, food and nutrition, poverty,

social support and transport policy are inter-related and mutually reinforcing (Wilkinson and Marmot, 2003).

In 2001, Health Canada recognized the following determinants of health as part of its key elements and actions that define a population health approach.

Determinants of Health	
• Income, Income distribution, and social status	• Personal health practices
• Social support networks	• Individual capacity and coping skills
• Education	• Biology and genetic endowment
• Employment and working conditions	• Health services
• Social environments	• Gender
• Physical environment	• Culture and Ethnicity
• Healthy child development	

*Source: Health Canada 2001:12-13*

The experience of exclusion is illustrated by the inter-relationships among the determinants of health:

"Each linkage deepens the experience of exclusion, and over the life cycle, the depth of exclusion is reinforced. This can also be seen through family and community analysis. The linking of low access to resources, low social status, low levels of education and healthy child development, high levels of racial intolerance and unemployment, fragmented social networks, and limited access to health services...deepens the exclusion."

*(Population and Public Health Branch, 2001, p.9)*

Exacerbating the problem is the cyclical trap that excluded individuals find themselves in. "Poverty leads to poor health. Poor health leads to unemployment. Unemployment leads back to more poverty, and to increased crime and violence." (Maritime Centre of Excellence for Women's Health, 2000b) How to break the cycle? The first recommendation to enhance the social determinants of health emanating from the 2002 York University conference *Social Determinants of Health Across the Life-Span* was the adoption of a framework for social inclusion to guide the implementation of policies and practices that reduce inequities related to income, race, gender, ethnicity, geographic location, age, ability and sexual orientation (Edwards, nd). As we will see in the next section, the indicators of social inclusion have much in common with the determinants of health identified above, and as such, our understanding of social inclusion can usefully draw from the substantial literature on the determinants of health.

## Social Inclusion

To this point, the paper has examined thinking on poverty and social exclusion, linking it with literature on social capital and the determinants of health. The portrait can be summed up by one of the key learnings from Health Canada's Population and Public Health Branch work on social and economic inclusion 1998-2000:

- "The impacts of exclusion are felt by those who are excluded, predominantly the poor. The more profound the exclusion -- that is the more ways in which an individual or community experiences multiple exclusions -- the more devastating the impacts.
- Policies and programs that focus on the impacts of exclusion can benefit individuals and communities. They do not, however, create the systemic change necessary to arrest the effects of exclusion on other individuals or communities.
- The solution to exclusion is inclusion. Responsibility for the solution rests with society. Only mainstream society has the capacity to share that inclusion and to develop the mechanisms that remove barriers to inclusion. The onus remains with society and governments, not with those who experience exclusion."

*(Population and Public Health Branch, Atlantic Region, Health Canada, 2001:10)*

So if the solution to exclusion is inclusion, what exactly do we mean by 'inclusion'? Inclusion is a term that is familiar to most people in their everyday lives -- we feel included, or excluded, for example, from family, neighbourhood, or community activities (Shookner, 2002). But social inclusion is even more than participating and feeling valued; it is also having what is "needed materially and socially to live comfortably" (Maritime Centre of Excellence for Women's Health, 2000a). The Canadian Council on Social Development, drawing on the work of Amartya Sen described above, sees an inclusive society as characterized by a widely shared social experience and active participation, by a broad equality of opportunities and life chances for individuals and by the achievement of a basic level of well-being for all citizens (Jackson, 2001).

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***An inclusive society is characterized by a widely shared social experience and active participation, by a broad equality of opportunities and life chances for individuals and by the achievement of a basic level of well-being for all citizens.***

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The Laidlaw Foundation has done extensive work on the subject of social inclusion in Canada and has suggested some additional components to this definition of social inclusion that are essential to our understanding of the concept:

- "Social inclusion is about making sure that all people participate as valued members of society, rather than just bringing people on the outside 'in'.
- It is a normative concept (i.e. value-based) rather than a descriptive term. It is a way of 'raising the bar' - of understanding where we want to be and what needs to change. It helps to guide the development of forward-looking indicators, rather than merely documenting 'what's wrong.'
- It suggests a transformative agenda that points to the changes that are necessary in public policies, attitudes and institutional practices.

- Social inclusion requires more than the removal of barriers. It requires investments and actions to bring about the conditions of inclusion."

*(Freiler, 2001:2).*

Although discourse on social inclusion is intricately related to an analysis of exclusion, it is more than a critique of oppression, injustice, discrimination and the other systemic factors that lead to social exclusion. It promotes a transformative agenda that aims to eliminate the barriers to full social and economic participation and create a more just and equitable world. Social inclusion, therefore, has value on its own as both a process and a goal; it is about understanding where we want to be and how to get there. Saloojee (2001:7-8) suggests that social inclusion moves beyond an exclusion framework in a number of fundamental respects. He notes:

- "Social inclusion is the political response to exclusion. Most analyses of racism and sexism, for example, focus on the removal of systemic barriers to effective participation and focus on equality of opportunity. These analyses tend to be essentialist and consequently are unable to develop a comprehensive vision that cuts across all the areas of injustice. Social inclusion is about more than the removal of barriers, it is about a comprehensive vision that includes all.
- Social inclusion is proactive. It is about anti-discrimination. It is not about the passive protection of rights, it is about the active intervention to promote rights and it confers responsibility on the state to adopt policies that will ensure social inclusion of all members of society (not just formal citizens, consumers, taxpayers).
- Social inclusion, by virtue of the fact that it is both process and outcome, can hold governments and institutions accountable for their policies. The yardstick by which to measure good government becomes the extent to which it advances the well-being of the most vulnerable and most marginalized in society.
- Social inclusion is about advocacy and transformation. It is about the political struggle and political will to remove barriers to full and equitable participation in society by all.
- Social inclusion is embracing. It posits a notion of democratic citizenship as opposed to formal citizenship. Democratic citizens possess rights and entitlements by virtue of their being a part of the polity, not by virtue of their formal status (as immigrants, refugees or citizens)."

Being pro-active and normative, it seeks to act on the causes and symptoms of exclusion to prevent and counter the process of exclusion. Shookner's Inclusion Lens (2002) identifies some of the elements of exclusion and inclusion and the different dimensions in which they operate: cultural, economic, functional, participatory, physical, political, relational, and structural.<sup>4</sup>

Because these dimensions of exclusion tend to be mutually reinforcing, effective initiatives to support inclusion must act on the different dimensions in parallel. (Crawford, 2003; Dechman, 2003; Serageldin, 1999; Torjman and Leviten-Reid, 2003b; Voyer, 2003).

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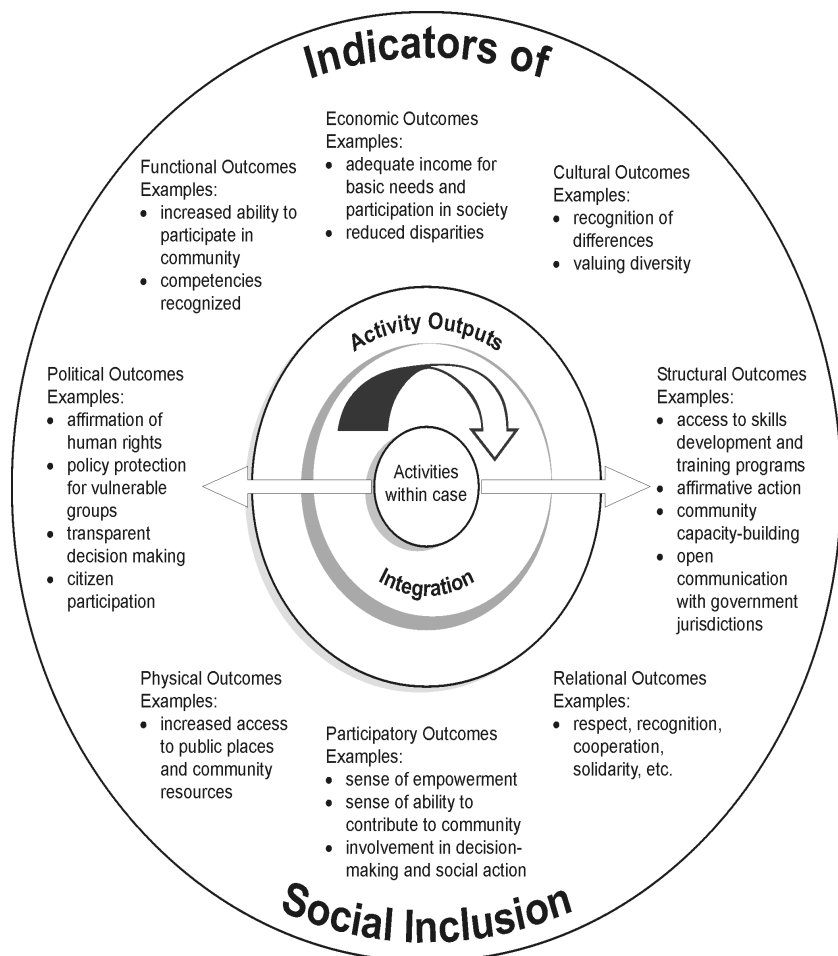
<sup>4</sup> See Figure 1 at the end of this document for a more complete table of these elements.

These elements of social inclusion find their expression at various levels of society: in individuals, families, institutions, communities and governments.

Andrew Jackson (2001:5) emphasizes the importance of community for children: "Growing up in a distressed neighbourhood is much worse in terms of child outcomes than living in a low-income family, suggesting possible links to over-stretched and under-resourced schools and community services, inadequate housing, lack of suitable and safe community spaces for children, vulnerability to victimization and so on. Community assets and social capital play a key role in inclusion."

It is important to specify that inclusion does not mean assimilation or conformity. It makes participation in society accessible to excluded individuals and groups and supports them in their efforts to be included. It provides all members of society with the possibility of inclusion. Some individuals and groups may choose, for a variety of reasons, to remain outside of mainstream Canadian culture (e.g. aboriginal culture, deaf culture) (Freiler, 2001). Inclusion fosters difference and diversity by increasing freedom.

Just as there are 'weak' and 'strong' models of social exclusion, so too are there distinctions between 'weak' and 'strong' models of social inclusion (Levitas, 2003; Saloojee, 2003; Barata, 2000). Weak models focus on collecting information on distributive and labour market inequities and a range of other sources of discrimination and barriers to human well-being, develop policies to address these, and promote these policies under the rhetoric of inclusion. "Such a programme does not necessarily require that we ask the hard questions about the relationship between inclusion and the social divisions of gender, ethnicity and class, or the compatibility between social inclusion and global capitalism" (Levitas, 2003:5). Strong models, models that represent profound social transformation, ask the basic questions of what kind of society we would like to build, how would it work, and how can it be brought to life.



The final question of 'how to get there' reminds us that social inclusion is also a process as well as a goal. After a brief discussion on the social and economic dimensions of social inclusion, we will look at how community-based strategies can contribute the process of inclusion.

## *'Social' and 'Economic' Dimensions*

The traditionally common tendency to view social and economic domains as exclusive and separate has led some authors to explicitly add an economic reference to discussions of exclusion and inclusion. Shookner (2002), for example, consistently refers to 'social and economic' inclusion and exclusion. As well, the earliest articulations of this project referred to 'social inclusion and economic self-sufficiency' to reinforce the importance of the economic dimension.

On an individual level, economic self-sufficiency is the ability to sustain the practical necessities of life, as well as the livelihood one chooses. On a community level, economic self-sufficiency implies more community ownership and equity than the traditional welfare-state approaches of many governments, which tend to generate economic dependency. Economic self-sufficiency is linked to social inclusion in a number of respects, but particularly because individuals who are economically self-sufficient (who are able to create and sustain the livelihoods they choose) are also, generally, more able to participate and contribute to change in their social lives and communities.

The preceding discussions make abundantly clear that economic concerns are an integral part of social exclusion and inclusion, which is why the term 'social inclusion' is used in this paper, without additional references to the economic sphere. But there should be no mistake: the economic dimension is an essential component of any consideration of social inclusion.

A similar conceptual ambiguity exists in the distinction between community economic development and community development, which will be discussed in the next section.

## **Community-Based Strategies for Inclusion**

So far in the paper we have seen that social inclusion is both a process and an outcome. As an outcome, it is characterized by:

- a widely shared social experience and active participation;
- a broad equality of opportunities and life chances for individuals; and
- the achievement of a basic level of well-being for all citizens.

As a process, we understand that social inclusion:

- is composed of multiple interrelated dimensions that require parallel action;
- involves both the removal of barriers and actions to bring about the conditions of inclusion;



- must be participatory and inclusive;
- can be articulated along a spectrum from 'weak' models that basically preserve existing social structure and power relations to 'strong' models that aim for a transformation of social relations;
- happens at a variety of levels, including: individual, family, institution, community and government.

To effectively move towards effective social inclusion processes and outcomes, the same range of actors that are the agenda or objects of exclusion (individuals, families, institutions, communities and governments) must work together to become agents of inclusion. Each actor has different powers and tools at its disposal that are necessary. Much of the literature on social exclusion and inclusion deals with the policy and program options available to governments, and these play a crucial role in the removal of barriers to and support for the inclusion of individuals, families and communities. Without supportive government policies and programs, there is little promise of success despite the best efforts of other actors. But governments alone cannot effectively reach the most marginalized individuals, families and communities.

The complexity of causality in social systems renders a straightforward 'intervention - outcome' prescription for social inclusion impossible. Avrim Lazar (2001:10-11) reminds us, "In a world of multiple causation, we cannot know a priori which interventions will have what impacts.... Inclusion and cohesion cannot be managed or controlled. They can only be influenced. This puts a premium on empowerment and on stimulating local participation and local solutions."

It is in this perspective that this project seeks to explore how community-based practices can best contribute to social inclusion.

## *Community Economic Development and Community Development*

"When communities are by-passed or marginalized by the ordinary processes of regional or national economies, a vicious circle of destructive social and economic forces tends to reinforce the trouble and consign such communities to continuing problems with disinvestment and declining human resources. These economically challenged communities (whether urban neighbourhoods, rural villages, towns and regions or disadvantaged segments of local populations such as women, immigrants, Aboriginals), instead of contributing what they might to the strength of the country, exacerbate national social and economic problems of unemployment, business failure, family stress, crime, deteriorated housing, and poor health, among other ills. Thus even in times of prosperity, Canada experiences a dual economy of mainstream growth but with continuing, even expanding pockets of poverty.

Fortunately, some of these same communities have found a way to successfully combat socio-economic decline and reverse destructive local processes in order to move toward a healthy setting for living and working and for the disadvantaged citizen to move forward. They have done so through a community economic development (CED) strategy—that is, through a comprehensive, multi-purpose social and economic strategy, conceived and directed locally, aimed at systematic revitalization and renewal. With a CED approach, these communities are

making Canada stronger as they make themselves more vibrant, attractive and inclusive places to live and work."<sup>5</sup>

So what exactly is CED? As an emerging practice, the field is still in its infancy, and lacks a solid theoretical foundation (Savoie, 2000). Like social exclusion and poverty, there is a range of perspectives on community economic development. In 1990, the Economic Council of Canada studied this new approach, articulating the following definition of what it called "community-based economic development" or "community economic-development":

"In this context, the 'local community' is a geographic area whose residents participate in interdependent economic, social and political institutions and activities and share a variety of public and private services. ...Local-community economic development means improvement of job opportunities, income levels and other features of the economy, not only on Main Street, but by Main Street."

*(Economic Council of Canada, 1990:3)*

This economic focus limits CED to the economic development of a particular territory. The more comprehensive vision of CED promoted by CCEDNet and its members goes well beyond participatory local economic development to equitable, sustainable, social and economic change:

"Community economic development is local action to create economic opportunity and enhance the social and environmental conditions of communities. Its strength lies in its long-term vision and integrated approach – CED concurrently addresses multiple issues. Strategic priorities include but are not limited to: structural economic change, local ownership of resources, social development, environmental stewardship, labour market development and access to capital. These strategies renew community economies by managing and strengthening community resources for local benefit."

*(Canadian CED Network, 2003:1)*

Recurrent themes in these broader CED definitions include its commitment to initiatives that are long-term endeavours; inclusive, equitable and holistic; grounded in community knowledge; and initiated and supported by community members. The values underlying the approach are clearly stated in the BC Working Group on CED's definition:

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<sup>5</sup> CCEDNet's Policy Framework, 2002

"A community-based and community-directed process that explicitly combines social and economic development and is directed towards fostering the economic, social, ecological, and cultural well-being of communities. CED has emerged as an alternative to conventional approaches to economic development. It is founded on the belief that problems facing communities -- unemployment, poverty, job loss, environmental degradation, and loss of community control - need to be addressed in a holistic and participatory way."

*(British Columbia Working Group on CED, 1991)*

The CED movement in Canada has gained momentum over the past few decades as an alternative economic development model that involves disadvantaged communities, neighbourhoods and populations in development strategies on a much greater scale than traditional approaches. It is a strategy that addresses the processes by which individuals, families, and communities are shut out of the economic mainstream and whereby communities can work together to improve their lives and take control of their futures. In CCEDNet's view, CED is driven by the idea that social development is as important as economic development and that community members should make the decisions about how they want to grow and develop. CED is also a process by which communities can build long-term capacity to manage socio-economic change and foster the integration of economic, social and environmental objectives.

This vision of CED shows many similarities with "community development" where the economic dimension of development is not given particular attention, but rather integrated as one dimension among others in the overall development of a community. Frank and Smith define community development as:

"The planned evolution of all aspects of community well-being (economic, social, environmental and cultural). It is a process whereby community members come together to take collective action and generate solutions to common problems."

*(Frank & Smith, 1999, p.3).*

The UK's Community Development Foundation proposes a definition of community development that shares many principles with the broader vision of CED:

"Community development is a range of practices dedicated to increasing the strength and effectiveness of community life, improving local conditions, especially for people in disadvantaged situations, and enabling people to participate in public decision-making and to achieve greater long-term control over their circumstances."

*(Community Development Foundation, 2004)*

It is this fundamental melding of social and economic goals that connects CED and community development to the political and practical aspects of social inclusion. Indeed, "people who are socially excluded are prevented from participating fully in society" and community economic development "seeks to work with people who are most marginalized. It is these two principles which bring together the traditions and principles of social inclusion work and community development. Social inclusion and community development are two sides of the same coin." (ibid.)

Like social exclusion and inclusion, community economic development and community development are also processes that seek to build assets (not just financial) and capacity locally, that not only improve conditions for community members, but create the mechanisms to manage, sustain and extend those improvements.

So while developing communities of course involves building the locally controlled new institutions and social infrastructure that strengthen community capacity and resiliency, it also means working with the individual members of those communities to support their efforts to improve their particular situation. We will take a moment to look at how community economic development promotes inclusion at both the individual and community levels.

## *Interventions with Individuals*

A good example of a comprehensive approach to working with individuals is the one taken in the Sustainable Livelihoods Framework developed by Eko Nomos. In this asset-based development model, individuals identify their financial, social, human, physical, and personal assets, which are built up over the course of the intervention.

When the Toronto Enterprise Fund used this model to promote the social inclusion of homeless populations through the development of social purpose enterprises, they sought to support:

***Physical Assets: Access to basic needs, services and entitlements*** including food security; stable, affordable housing; personal security; and access to social services and information.

***Social Assets: The ability to engage in the community and broader society*** including social connections; peer support; participation in decision making; and political literacy.

***Personal Assets: Personal identity*** including self-esteem; self-confidence; motivation; and other emotional resources.

***Human Assets: The ability to work and to engage in the economy*** including employability; leadership; health; skills; and knowledge.

***Financial Assets: Economic security*** including economic literacy; earning power; disposable income; and savings."

*(Toronto Enterprise Fund, 2004:2-3)*

This comprehensive intervention is represented in the following diagram:

## The Role of Interventions



*Reprinted with permission from Eko Nomos Program Development Consultants - info@ekonomos.com*

Over the three years of research, the project found that while the dynamics of asset-development are not always positive and rarely linear, most participants confirmed that their involvement had a significantly positive impact, with the most dramatic asset gains in areas such as: social connections, personal identity, political and economic literacy, food security and stability of housing. In this experience, long-term support and increased income from employment were needed to help maintain asset gains and support participants' move towards more independent livelihoods (ibid.).

The research on participant outcomes showed that low-income people tended to pass through a four-stage process as they progressed to independent livelihoods: destabilization; stabilization and foundation building; engagement; and livelihood development/sustainability. At the outset of this study, the majority of participants had at least a basic degree of stability, so most interventions began with foundation building: "strengthening people's ability to move from survival mode and dependence on coping services towards more long term asset-development strategies" (ibid.). While the short period of the intervention did not allow participants to progress far enough through the engagement phase to be able to sustain their asset gains, the interventions clearly built a more solid foundation for economic and social engagement than most people can achieve independently.

It is interesting to note that the categories of livelihood assets used in this approach are similar to the determinants of exclusion put forward by Kunz (2003, described above): financial capital, human capital, social capital and physical capital. His assertion that the amount of any of these four capitals that an individual possesses will determine the extent to which she or he is able to participate in society is consistent with the Sustainable Livelihoods framework.

## *Interventions with Communities*

As the social, cultural and geographic realities of communities are critical to both exclusion (it is geographically concentrated in localities) as well as its solution (i.e. community solidarity, leadership and actions that create change), community interventions are the focus of our research. It is thus important as a first step to clarify our understanding of 'community.'

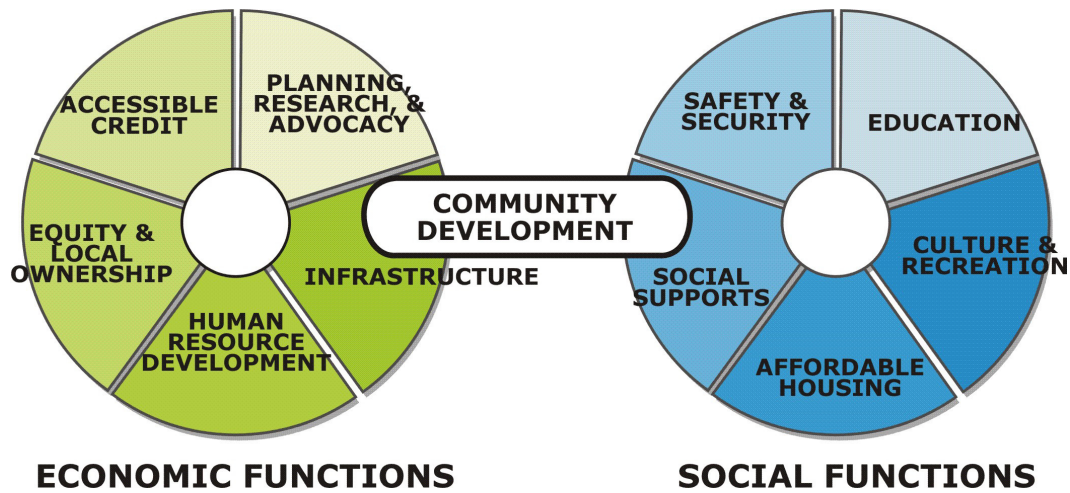
The Community Development Foundation<sup>6</sup> in the United Kingdom suggests that "there are two main senses in which we talk about communities. The first is related to geography, to the fact that people happen to live in the same physical area. The second is used to describe the many special interest groups that we all relate to. These include hobbies, sports, ethnic identity, childcare, parenthood, etc. and we all belong to several different interest groups, some of which stay with us for life, and others which change over time." The key factor for our purposes is that even the most impoverished communities are effective launching pads for geographic, political, institutional, social, cultural, and even psychological and emotional change. A report of the Winnipeg Core Area Initiative (WCAI), a policy intervention in the City of Winnipeg that involved all three levels of government in a cost-sharing program to improve the economic, social and physical conditions of the city, illustrated the strong desire of residents in disadvantaged areas to rectify the problems they face and the potential of communities to organize anti-poverty and social policies: "This is not a community given over to fatalism or one trapped, irrevocably, into some 'culture of poverty.' On the contrary it is a community with an impressive depth of leadership which has shown resolve and creativity in building institutions to serve the needs of Aboriginal people. It is a community full of ideas and energy but one also starved of resources and one which meets severe institutional obstacles when it attempts to give concrete substance to its creative ideas" (Loxley 2000:103).

It is the systemic barriers to inclusion that require strategic intervention at the community level, for they are what make up the 'vulnerability context' identified in Eko Nomos' model -- the context that very directly impacts on the conditions of individuals.

Just as there are various dimensions for individual intervention, so too are there essential components in a well-functioning community system. Mike Lewis (2004) has identified ten of those functions, grouped into the following economic and social categories.

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<sup>6</sup> <http://www.cdf.org.uk/html/socinc.html>



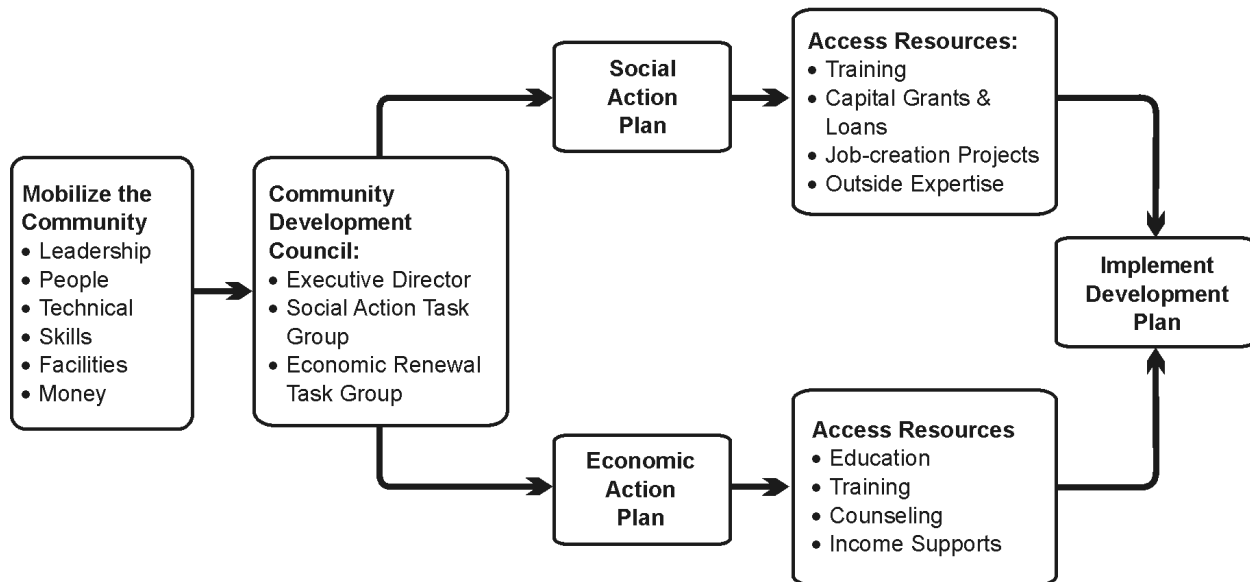
*Reprinted with permission from the Centre for Community Enterprise - ccelewis@island.net*

Often, a depressed community will not have the resources or capacity to adequately address these functions -- a comprehensive, long-term series of initiatives is needed to rebuild the system. "The more comprehensive, systematic, and sustained the approach, the more effective it is likely to be, research has revealed." (ibid.) Citing Lisbeth Schorr (1997) and Canadian research, Lewis identifies four characteristics of successful initiatives:

- They combine action in a number of domains, possessing a 'comprehensive' mindset.
- They rely on a community's own resources and strengths as the foundation for designing change.
- They draw extensively on outside resources, including public and private funds, professional expertise and new partnerships that bring clout and influence.
- They focus on long-term outcomes.

The focus on long-term outcomes is a reminder that interventions with communities, like social inclusion and interventions with individuals, is a process. In a case study of the Isle Madame, Nova Scotia experience, Donald Savoie (2000) charted the community economic development process used in that well-known renewal effort.

## The Community Economic Development Process



Source: Savoie 2000:91

Here too the economic and social elements of the intervention are formulated in separate plans and task groups, but brought together under the auspices of the Community Development Council. Whether or not these various functions are carried out under one roof or through a partnership of multiple agencies or organizations seems to matter little -- what is important is that the comprehensive approach of multiple functions be carried out in a collaborative and strategic way.

What does it mean to have a 'comprehensive' mindset in the approach to community development? After examining work on comprehensive community initiatives in the United States and similar experiences in Canada, Sherri Torjman and Eric Leviten-Reid (2003) outlined their key features. They are:

- comprehensive;
- holistic;
- multi-sectoral;
- long-term;
- developmental;
- inclusive; and
- concerned with process and outcome.

The implications of these demanding criteria can be daunting for efforts that are starting out in distressed communities, with limited resources and budgets. What is important is not that a comprehensive initiative attempt to address all interrelated issues at once, but rather that their strategic actions are rooted in a comprehensive analysis and plan (ibid.).

With limited resources and budgets, a key element of success for any initiative is the commitment and participation of the community. Local leadership was identified as one of the

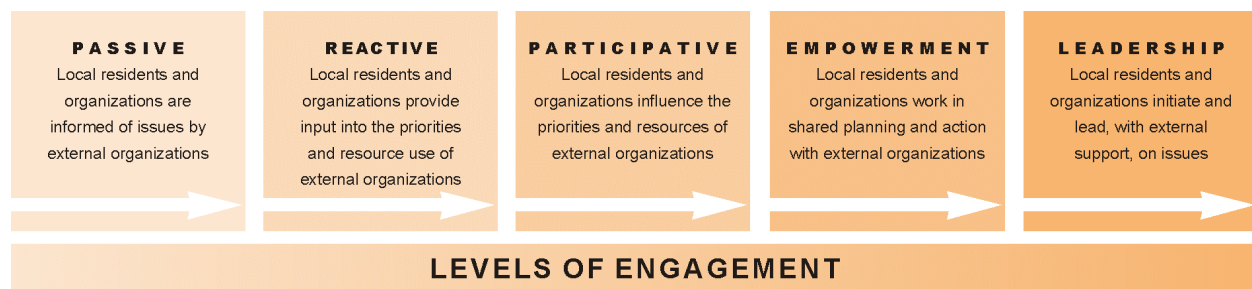


crucial factors in Isle Madame's success, for example. Based on an examination of social development in Newfoundland and Labrador, Susan Williams (2000) proposed principles of inclusive community development practice that is rooted in local realities and priorities.

	<b>Problem Definition</b>	<b>Problem Articulation</b>	<b>Problem Ownership</b>	<b>Action</b>	<b>Impacts</b>
Community Development	<ul style="list-style-type: none"> <li>• agency with community</li> <li>• includes those most experiencing stress from beginning</li> <li>• primacy of perception of issue by those most affected</li> </ul>	<ul style="list-style-type: none"> <li>• agency with community</li> <li>• to a wider, growing number of people</li> <li>• people perceive linkages to other aspects of community life</li> <li>• developing a common perception of the situation</li> </ul>	<ul style="list-style-type: none"> <li>• strategy developed jointly by community and agency</li> <li>• linkages</li> <li>• community support; high level of commitment</li> <li>• readiness for action</li> </ul>	<ul style="list-style-type: none"> <li>• agency and community share decision-making</li> <li>• responsibility of implementation largely with community</li> <li>• the most stressed have a role</li> </ul>	<ul style="list-style-type: none"> <li>• benefits and capacity growth for most stressed</li> <li>• local leadership development</li> <li>• community capacity building</li> <li>• 'process' outcomes, defined time lines</li> </ul>

Source: Williams (2000)

Cultivating this involvement and ownership of any initiative to renew a distressed community is a fundamental challenge. Building community engagement (and, often simultaneously, community capacity) to not only participate in but ultimately to direct the process does not happen overnight. The Tamarack Institute for Community Engagement developed a model describing the different levels of community engagement.



Adapted From Hashagen 2002 and Sydney Department of Planning 2003

Source: Tamarack Institute for Community Engagement

This rapid sketch of some of the key elements and processes of interventions with communities is certainly not definitive. It instead seeks to present some recent thinking and practice community economic development and community development that reflect the analysis informing social inclusion. The combination of ten functions with the values of inclusive community development, capacity building and community engagement together have much in common with Shookner's (2002) eight dimensions of social exclusion and inclusion. In concert with governments, institutions and individuals, community-based initiatives can play a key role in promoting social inclusion.

The next section will present some comprehensive and transformative Canadian examples of initiatives that contribute to social inclusion in a variety of contexts and with different approaches.

### 3. The Canadian Context

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In *Making the Case for Social and Economic Inclusion*, Janet Guildford of Health Canada's Population and Public Health Branch (2000:16) argues that Canadians can learn a number of lessons about social justice, market competitiveness and economic efficiency from European experiences with social exclusion. She points to the fact that the European examples "remind us that social exclusion is not only personally damaging and socially disruptive. It is also very expensive."

Currently, many Canadian communities are confronting social and economic challenges that are deepening poverty and excluding them from full participation in the benefits of society – similar to the conditions experienced in many of the European countries that have adopted social inclusion as a driving concept in policy creation over the past twenty years. Guildford (2000:16) points out, for example, that cutbacks to government funding at both the provincial and federal levels over the past decade in Canada have been as unpopular here as they were in Europe. She continues: "The federal government's decision to replace UI with EI has had a particularly severe impact on seasonal workers in the tourism industry and in resource industries such as agriculture, forestry and fishery...Elimination of the Canada Assistance Plan and its replacement by the Canada Health and Social Transfer (CHST) have led to reductions in provincial income support programs. These reductions have not only increased the suffering of those in need, they have also made it more difficult for recipients of these programs to return to the work force and achieve economic independence."

It seems instructive, therefore, to briefly look at some examples of comprehensive and transformative initiatives that are linked to our understanding of social inclusion. The following approaches and their principles that contribute to social inclusion, either at the community level or in partnership with communities, are illustrated in this section:

- Upper Skeena Learning Community Partnership Project
- Regroupement pour la Relance économique et sociale du Sud-Ouest de Montréal (RESO)
- Tamarack, Vibrant Communities Initiatives to Reduce Poverty
- The Social Economy: The Chantier de l'économie sociale
- Government of Manitoba, Community and Economic Development Committee of Cabinet
- New Dawn Enterprises Limited, Community Development Corporation
- A-WAY Express, alternative business
- The Aspen Institute, Comprehensive Community Initiatives
- Northwestern University's Institute for Policy Research, Asset-Based Community Development

## Initiatives for Improving Social Inclusion

The following examples illustrate some of the variety of community-based approaches that can contribute to social inclusion.

### *Upper Skeena Learning Community Partnership*

The Upper Skeena Learning Community Partnership Project is illustrative of a model that uses a lifelong learning framework to inform the design and implementation of its community health and revitalization projects. The Upper Skeena project is one of a number of rural Learning Communities in British Columbia.

*Approach to Comprehensive Community-Building and/or Social Inclusion:* Action research project designed to use learning as an organizing principle to mobilize and engage citizens, workers and families in creating a healthy sustainable community.

*Relevant principles for building strategies that increase social inclusion in Canadian communities:*

- Community development, learning and social change will only occur when the values, visions and ways of life of local peoples are engaged and initiatives are truly rooted in the community.
- The importance of social relationships, the value of local knowledge, the need to connect action to community conditions and the capacity of community members to learn with and from each other are essential to creating the conditions for healthy, sustainable communities.
- Capacity-building in rural and First Nations communities is most successful when learning is oral-based and validates local knowledge and relationships.

*For more information:* <http://www.upperskeena.ca/project.html>

### *Regroupement économique et social du Sud-Ouest de Montréal (RESO)*

RESO is one example of several Quebec-based 'corporations de développement économique communautaire' – a network of initiatives that stem from the same community-based development framework in poor, urban communities across the province.

*Approach to Comprehensive Community-Building and/or Social Inclusion:* Locally-controlled, urban community development corporation that engages in a comprehensive multi-dimensional strategy that focuses on networking and coalition-building across sectors (government, labour unions, businesses, community resident organizations).

*Relevant principles for building strategies that increase social inclusion in Canadian communities:*

- Non-profit corporate structure and Board representation of a wide range of local constituencies
- Specific territorial community with political energy
- Resident (local) control
- Multi-purpose, multi-faceted development strategy emphasizing the creation of a stronger business sector (involved in issues related to employability, labour market services, services to businesses, land use, development of infrastructure, promotion of the area, representation, consultation and promotion related to community economic development, technical assistance to businesses, etc.)
- Combined social and business goals

*For more information:* <http://www.resomtl.com/>

## *Tamarack Institute: Vibrant Communities*

*Approach to Comprehensive Community-Building and/or Social Inclusion:* Vibrant Communities is an initiative involving over a dozen communities and three national organizations in Canada that are exploring how communities can dramatically reduce poverty in their local contexts.

*Relevant principles for building strategies that increase social inclusion in Canadian communities:*

- Poverty reduction in any community requires:
  - Helping the community to better understand the extent and depth of poverty among different local groups as well as the root causes and dynamics underlying poverty;
  - Identifying and selecting opportunities that are most likely to result in the reduction of poverty locally and sharing these opportunities with the community;
  - Facilitating the creation of high-impact, comprehensive community-wide plans, strategies and initiatives to take advantage of these opportunities;
  - Supporting local organizations as they develop concrete poverty reduction initiatives through a variety of supports, such as technical assistance, brokering and coordinating activities, social marketing, improving access to funding, advocacy and special convenor-administered projects;
  - Tracking and analyzing the results of local efforts, identifying lessons learned and determining how to generate greater results in the future;
  - Pushing for systems changes at the local - and non-local - levels that will scale up innovative, proven solutions to poverty and result in a long-term, sustained reduction in the local poverty rate.

*For more information:* <http://www.tamarackcommunity.ca/>

## *The Social Economy: The Chantier de l'économie sociale*

*Approach to Comprehensive Community-Building and/or Social Inclusion:* The social economy, which is promoted in Québec by the *Chantier de l'économie sociale*, is part of a double-based social movement. It is a movement of social transformation, aiming for the democratization and development of an economy of solidarity; a movement which is able to evolve without confusing political goals with ideas concerning economic development. At the same time, the social economy is a movement of strategy and action, aimed and deployed into the heart of a mixed economy that combines the activities of the market, the state and civil society. In Québec in 2002, there were 6,254 social economy enterprises (2,313 co-ops and 3,941 non-profits) that provided 65,028 jobs (19,948 in co-ops and 45,080 in non-profits) and generated \$4.3 billion in sales (\$3 billion by co-ops and \$1.3 billion by non-profits). (Fontan, 2004).

*Relevant principles for building strategies that increase social inclusion in Canadian communities:*

- The primary purpose of a social economy enterprise is to serve its members or the community rather than simply to make profits and focus on financial performance;
- It is not government-controlled;
- It incorporates in its bylaws and operating procedures a process of democratic decision-making involving users and workers;
- It places people and work first before capital in terms of the distribution of profits and revenues;
- Its activities are based on the principles of participation, empowerment and accountability of individuals and communities. (ibid.)

*For more information:* <http://www.chantier.qc.ca>

## *Community & Economic Development Committee of Cabinet, Manitoba Government*

The Community and Economic Development Committee of Cabinet (CEDC) has created a CED policy framework, principles, goals, and 'lens' that work across government departments in Manitoba and are increasingly integrated into mandates and programs. CEDC policies, for example, underlie Manitoba's Neighbourhoods Alive! projects, which provide funding for three types of activities that benefit inner city neighbourhoods. The CEDC, therefore, is an example of a government approach to community-building and social inclusion.

*Approach to Comprehensive Community-Building and/or Social Inclusion:* Cabinet committee of government that coordinates all major initiatives related to community economic development in the province.

*Relevant principles for building strategies that increase social inclusion in Canadian communities:*

- Emphasis on building greater community capacity
- Nurturing individual and community pride, self-reliance and leadership

- Enhancing knowledge and skills
- Developing businesses that are responsive to social, economic and environmental needs
- Fostering balanced, equitable and sustainable economic development
- Local employment, ownership and decision-making and economic linkages
- Re-investment of profits in communities
- Local knowledge and skills development
- Positive environmental impacts
- Human dignity, health and well-being
- Neighbourhood stability and community cohesion
- Interdepartmental and intergovernmental collaboration in policy and program development, information sharing, ensuring accountability and providing central support for community economic development

*For more information:* <http://www.gov.mb.ca/csc/orientman/orientced.html>

## *New Dawn Enterprises Limited*

*Approach to Comprehensive Community-Building and/or Social Inclusion:* The oldest, private, volunteer directed, not-for-profit Community Development Corporation (CDC) in Canada that is committed to establishing and operating locally-based ventures that contribute to the creation of self-supporting communities.

*Relevant principles for building strategies that increase social inclusion in Canadian communities:*

- A CDC must develop a sense of identity particular to the community that is home to it and utilize a 'dual approach' that recognizes both business and social development goals.
- One of the main preoccupations of a CDC should be *learning* how to serve as an effective instrument for rebuilding the community.
- Community participation is the key to establishing economically and socially viable communities in Canada (local people must come together and utilize the best planning, business and organizational principles in responding to community needs). There must be a sense of shared community purpose and courage.

*For more information:* <http://www.newdawn.ca/index1.htm>

## *A-Way Express*

*Approach to Comprehensive Community-Building and/or Social Inclusion:* A-Way Express is a community economic development initiative designed to provide two types of service. As a supportive, permanent employment service, it provides meaningful, flexible employment to mental health consumers/survivors. As a courier service, it provides opportunities for customers

to express their goodwill by investing in a community economic development initiative without additional cost.

*Relevant principles for building strategies that increase social inclusion in Canadian communities:*

- Meaningful employment opportunities for all citizens who want to work
- Market education about the benefits of social enterprise
- Combined social and business goals
- Flexible and long-term support

*For more information:* <http://www.icomm.ca/away/away.html>

The final two models described here – the Aspen Institute and the Institute for Policy Research's Asset-Based Community Development – originated in the United States, but are currently being used in a number of Canadian communities to implement their own initiatives. They are two approaches that have some of the most traction or engagement with communities and practitioners in Canada.

## *The Aspen Institute*

*Approach to Comprehensive Community-Building and/or Social Inclusion:* Comprehensive Community Initiatives (CCIs) - multi-year enterprises located in poor, urban communities where physical and economic decline, social isolation, and political disempowerment are the norm.

*Relevant principles for building strategies that increase social inclusion in Canadian communities:*

- Comprehensiveness - an attempt to maximize the likelihood of achieving positive results by simultaneously addressing the social, economic, and physical conditions of a neighbourhood
- Community building - an emphasis on participatory processes that develop leadership, enhance social capital and personal networks, and strengthen a community's capacity for improvement
- Acknowledge the importance of strengthening capacity at the local level
- Develop leadership within the community and encourage partnerships and collaboration
- Flexible and long-term funding

*For more information:* <http://www.aspeninstitute.org/>

## *Institute for Policy Research: Asset-Based Community Development*

Located at Northwestern University in Chicago, the Institute for Policy Research has become well known for John Kretzmann and John McKnight's asset-based development work.



*Approach to Comprehensive Community-Building and/or Social Inclusion: Asset-based, internally-focused, relationship-driven community development*

*Relevant principles for building strategies that increase social inclusion in Canadian communities:*

- The first principle that defines this process is that it is 'asset-based' – it starts with what is present in the community, the capacities of its residents and workers, the associational and institutional base of the area – not with what is absent, or with what is problematic, or with what the community needs.
- The community development strategy concentrates first of all upon the agenda building and problem-solving capacities of local residents, local associations and local institutions. This intense and self-conscious internal focus is not intended to minimize either the role external forces have played in helping to create the desperate conditions of lower income neighbourhoods, nor the need to attract additional resources to these communities. Rather this strong internal focus is intended simply to stress the primacy of local definition, investment, creativity, hope and control.
- If a community development process is to be asset-based and internally focused, then it will be in very important ways 'relationship driven.' Thus, one of the central challenges for asset-based community developers is to constantly rebuild the relationships between and among local residents, local associations and local institutions.

*For more information:* <http://www.northwestern.edu/ipr/abcd.html>

## 4. Framework for Project Research and Learning

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In order to explore the barriers that many Canadian communities face to full participation in society and the potential transformative value of social inclusion when it is incorporated into public policies and comprehensive community initiatives, our next step is to administer a survey and then conduct case study research with partners in selected communities across the country. We anticipate that the most effective approaches to social inclusion will incorporate many of the principles implicit in the models of community economic development and community development in the preceding sections. However, we are also interested in learning and further improving community-based practices that address the multiple dimensions of social inclusion.

Other organizations in Canada, like the Caledon Institute of Social Policy and Canadian Council on Social Development, have come to the same conclusion that the links between social and economic policy are vital to "fight poverty, ensure social and economic security and achieve social justice" (Caledon Institute, 2004). This research project, therefore, seeks to build on the policy work of organizations like Caledon and the Canadian CED Network, as it attempts to understand the challenges that communities face and the multi-faceted responses that are demanded – responses that address the structural or institutional aspects of social exclusion and advocate for comprehensive social change. In addition, we are interested in building on the practical work of a number of organizations and initiatives that are currently generating evaluation evidence relevant to our understanding of social inclusion.

### Research Parameters

The section on conceptual issues identified the various actors that need to work together to advance social inclusion: governments, communities, institutions and individuals. This project will be focusing on community-level initiatives, initially examining effective practice and how it can be improved, and ultimately making recommendations about how governments can better work with community-based initiatives.

As a national, non-profit, member-led organization, we will be bringing the values and perspectives of our membership to the design of the project.

- We will bring a gender, race and ethnicity analysis to the research, taking a 'strong' orientation to social inclusion and inquiring as to the transformative impacts of the community initiatives studied.
- We will use CCEDNet's inclusion lens policy and tool to guide the project (reproduced in Figure 2, in appendix).

- We will attempt to carry out the research in a manner that is consistent with the values and principles of social inclusion and inclusive CED.

## Implications for Research Methods

Although social inclusion is increasingly appearing in discussions about policy development and community practice in Canada, research about its applications is still essentially limited. In situations like this, "when the research question pertains to understanding or describing a particular phenomenon or event about which little is known", a qualitative research methodology seems most useful to employ (Field and Morse 1985:11). We have chosen the qualitative principles of participatory research and participatory action research to base our project on, particularly as articulated by Hall (1992), Fals Borda (1991, 2001), Maguire (1987, 2001) and Park (1993, 2001). These research strategies seem especially appropriate because their origins lie in communities and social action amongst women and men in disadvantaged and excluded areas around the world. In addition, participatory action research embodies a number of principles consistent with our understanding of social inclusion, including:

1. Research problems or questions originate in the community or workplace;
2. All women and men have the capacity to create knowledge and theorize;
3. Those with power disadvantages that stem from race, gender, ability, sexuality or age are in a position of epistemological privilege in terms of giving meaning to their situations;
4. Methods for gaining understanding of community contexts are varied and may include both quantitative and qualitative forms;
5. Members of the communities or groups in question will control or be equal partners in the analysis of information which comes forth from research;
6. The process of participatory research is simultaneously a form of learning, taking collective action and analysis;
7. The research is owned by the communities and care is taken that the forms and language of dissemination are appropriate to community understanding and, therefore, stimulate engagement;
8. All knowledge is relational and takes into account both human and non-human forms of life (Fals Borda 2001).

In keeping with the underlying principles of participatory action research, we also intend to give attention to community mapping (Smith et al 1997), community learning strategies (Faris 2001b, Downing 2002, Rubenson 2002) and other innovative means of creating and disseminating knowledge, including film and video, popular theatre, popular education (Arnold 1983), song, storytelling, poetry, dance, carving and other art forms. We are, furthermore, interested in understanding how these participatory techniques are currently used in Canadian communities to empower citizens and encourage their active participation in society.

## Next Steps

While participatory action research methodology lends itself to considerable modification as actions and initiatives are developed, implemented and evaluated and next steps are considered and reconsidered by community partners, specific elements of the research trajectory will include:

1. A profile of effective practices, examining both the unique and common elements of community-based, multi-faceted approaches to social inclusion in urban, rural, northern and aboriginal disadvantaged communities. The profile will consist of two parts: a survey, followed by case studies. For the survey, an existing directory and outreach to Canadian CED Network partners will be used to identify organizations using multi-faceted approaches, which will then be contacted in an attempt to document their practices and approaches. A sample size of at least 50 respondents is sought and a report analyzing those practices will be prepared.

Based on survey data, a number of communities will be selected for case studies – at least one each from an urban, rural, northern and Aboriginal setting. The case studies will provide greater detail on how multi-faceted approaches successfully address the variables excluding communities from full participation in society and help overcome the inter-related and mutually reinforcing barriers to social inclusion in their particular context. The table reproduced in appendix (Figure 1) illustrates the types of activities, outputs and outcomes that we anticipate becoming indicators of social inclusion in the case study communities.

2. Socio-economic indicator maps of relative disadvantage in rural, aboriginal, northern and urban communities. The number of communities studied will depend on the availability of data. Ideally, the data will be available in time-series sets going back a number of years, permitting longitudinal comparisons. The final report of this component will present relevant literature, a conceptual framework that is based on the literature and how the key indicators studied inform that framework.

3. The creation of a skills development resource that will be used for the dissemination of project results and to support the training and professional development of community-based practitioners and their development organizations. The resource, developed in association with post-secondary institutions involved in community development education, would be designed and delivered as a 'train-the-trainer' product so that it could be integrated as a module of existing educational programs or offered by technical assistance providers as stand-alone training in their communities.

4. A toolbox of case studies, how-to manuals and on-line resources to support practitioners' work. The Resource Room on the CED Portal includes tools identified through the Canadian CED Network's recently completed *Profile of CED in Canada*, but it remains incomplete. This component of the project will analyze what tools exist and what is missing, followed by a more deliberative and pro-active effort to collect and post examples in order to expand the scope of the Resource Room. Key questions related to the acquisition and utilisation of new tools by practitioners could be the subject of a peer-learning event.

5. Five national and several regional peer learning events for practitioners and stakeholders; pan-Canadian Community Development Learning Network meetings; regional events for

consultation and dissemination; a private and philanthropic sector dialogue; a government dialogue; participation and presentations at the Canadian CED Network's 2004 National Conference in Trois-Rivières, Québec, May 19-22; and ultimately presentations on results and learning at the 2006 National Conference.

6. A final report with conclusions and policy recommendations for all levels of government, based on the literature reviewed for this paper, results of the socio-economic mapping, conclusions of the case studies and the government and private sector dialogues.

## 5. Conclusions

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At a lecture series organized by the University of Toronto on the individual, the community, the economic fabric and the environment, Dennis Raphael (1999) stated:

"In addition to negatively impacting the health and well-being of the least well-off of Canadian society, economic inequality eats at the core of our civil society. An increasing number of studies provide evidence that societies with high levels of economic inequality begin to demonstrate what have been called the 'symptoms of disintegration.' These symptoms of disintegration manifest themselves in many forms ranging from increased levels of sickness and premature death to declines in civil commitment and participation and community infrastructure... And most interestingly, these threats have the potential to affect the personal health and well-being of all Canadians, including the most well-off."

Indeed, poverty and social exclusion are not only personally demoralizing and socially disruptive, but very expensive. Our intention with the Pan-Canadian Community Development Learning Network is to examine how effective community-based practices can help overcome barriers to social inclusion, and explore with practitioners how those practices can be even further improved.

Our literature survey raises numerous questions that we will continue to address over the remainder of the research project, but it also leads us to a few conclusions. First, it corroborates Jim Silver's (2000:preface) compelling argument that "the neo-liberal response instituted in recent years by federal and provincial governments, featuring a reliance on the forces of the 'free' market, has failed... Free-market, 'trickle-down' economic and top-down programs conceived and delivered by government officials to, rather than with, those who are poor – have simply not worked." Second, it leads us to the conclusion that the strategies that do work are those conceived and directed by the very individuals facing social and economic exclusion every day. Since poverty and other dimensions of social exclusion are complex and multi-faceted phenomena for which there are no single solutions, the solutions that will engage individuals and entire communities in meaningful and lasting social change must, themselves, be multi-faceted. Finally, the collective efforts of individuals in poverty to solve their own problems, with appropriate supports, are the best ways to increase social inclusion; indeed "community-based initiatives are a *necessary* feature of any real and lasting attempt to eradicate poverty in Canada" (Silver 2000:preface).

Although there are many good lessons to discern from the European experience with social inclusion and exclusion, these models are limited because they are not holistic visions of social change -- they tend to focus narrowly on labour market analyses. Our literature survey directs us towards more comprehensive approaches that seem to better address the complicated issues faced by communities in distress.

There is a vast wealth of community-based action across Canada. If this project can learn from, then support and strengthen the effective practices contributing to social inclusion that are already underway, ultimately all Canadians will benefit.

## 6. Tables and Appendices

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### Research Team

The research project will be carried out by a staff team that includes the Executive Director of the Canadian CED Network, Rupert Downing; Community Learning Program Director, Mike Toye; and five Regional Coordinators: Ellie Langford Parks (BC/Yukon); Brendan Reimer (Prairies & Northern Territories); Monique Beaudoin (Ontario); Daniel Champagne (Québec); and Seth Asimakos (Atlantic). A Project Advisory Committee, whose members are drawn from organizations involved in community initiatives to increase social inclusion and economic self-sufficiency from across the country, has been formed to provide input at regular stages of project development. A list of Project Advisory Committee members can be found below. Project staff will also receive input from the CCEDNet's Policy Council, Membership Committee and Practitioner Development Committee and will utilize CCEDNet's Inclusion Policy to ensure effective representation at all stages of the research. See Figure 2 for the Inclusion Policy and Lens Tool.

### Project Advisory Committee Members *(as of July 10, 2004)*

Individual	Organization
Larry Casper	Central Interior First Nations CFDC, Kamloops, BC
Anne Docherty	Storytellers Foundation, Hazelton, BC
Norman Greenberg	Affirmative Industry Association of Nova Scotia, Dartmouth, NS
Rosalind Lockyer	PARO, Thunder Bay, ON
Nanette McKay	North End Community Renewal Corporation, Winnipeg, MB
Pierre Morrissette	RESO, Montréal, QC
Rodd Myers, Lisa Hari	MCC Alberta-Employment Development, Calgary, AB
Len Usiskin	Quint Development Corporation, Saskatoon, SK
Joe Valvasori	Learning Enrichment Foundation, Toronto, ON
Jacques Carrière	Community Economic Development Technical Assistance Program, Ottawa, ON



**Figure 1 – An Inclusion Lens: Workbook for Looking at Social and Economic Exclusion and Inclusion**

Elements of Exclusion	Dimensions	Elements of Inclusion
<b>Disadvantage</b> , fear of differences, intolerance, gender stereotyping, historic oppression, cultural deprivation.	<b>Cultural</b>	<b>Valuing contributions</b> of women and men to society, recognition of differences, valuing diversity, positive identity, anti-racist education.
<b>Poverty</b> , unemployment, non-standard employment, inadequate income for basic needs, participation in society, stigma, embarrassment, inequality, income disparities, deprivation, insecurity, devaluation of caregiving, illiteracy, lack of educational access.	<b>Economic</b>	<b>Adequate income</b> for basic needs and participation in society, poverty eradication, employment, capability for personal development, personal security, sustainable development, reducing disparities, value and support caregiving.
<b>Disability</b> , restrictions based on limitations, overwork, time stress, undervaluing of assets available.	<b>Functional</b>	<b>Ability to participate</b> , opportunities for personal development, valued social roles, recognizing competence.
<b>Marginalization</b> , silencing, barriers to participation, institutional dependency, no room for choice, not involved in decision making.	<b>Participatory</b>	<b>Empowerment</b> , freedom to choose, contribution to community, access to programs, resources and capacity to support participation, involved in decision making, social action.
<b>Barriers to movement</b> , restricted access to public spaces, social distancing, unfriendly/unhealthy environments, lack of transportation, unsustainable environments.	<b>Physical</b>	<b>Access to public places and community resources</b> , physical proximity and opportunities for interaction, healthy / supportive environments, access to transportation, sustainability.
<b>Denial of human rights</b> , restrictive policies and legislation, blaming the victims, short-term view, one dimensional, restricting eligibility for programs, lack of transparency in decision making.	<b>Political</b>	<b>Affirmation of human rights</b> , enabling policies and legislation, social protection for vulnerable groups, removing systemic barriers, will to take action, long-term view, multi-dimensional, citizen participation, transparent decision making.
<b>Isolation</b> , segregation, distancing, competitiveness, violence and abuse, fear, shame.	<b>Relational</b>	<b>Belonging</b> , social proximity, respect, recognition, cooperation, solidarity, family support, access to resources.
<b>Discrimination</b> , racism, sexism, homophobia, restrictions on eligibility, no access to programs, barriers to access, withholding information, departmental silos, government jurisdictions, secretive/restricted communications, rigid boundaries.	<b>Structural</b>	<b>Entitlements</b> , access to programs, transparent pathways to access, affirmative action, community capacity building, inter-departmental links, inter-governmental links, accountability, open channels of communication, options for change, flexibility.

Source: Shookner (2002), p.5.

## Figure 2 – Canadian CED Network's Inclusion Lens Policy & Tool

Created by The Inclusion Task Force: Ellie Parks, Natasha Jackson, Colin Bérubé and Daina Maslach, July 2003.

### *Letter to CCEDNet Members to accompany Inclusion Tool*

Dear CCEDNet Members,

The Inclusion Task Force was created in response to a motion from the floor at the 2002 National AGM. Although there have been efforts made towards inclusive practice previously, CCEDNet recognizes the need to ensure the Network represents and reflects the diversity of the CED community and Canadian society. This Task Force has attempted to formalize and structure these efforts, by creating a policy that explicitly states CCEDNet's commitment to being inclusive and providing a checklist tool to aid members in ensuring their research, outreach and recruitment and engagement activities are inclusive.

The Task Force has struggled with this task. It is difficult to define inclusion and to discuss what are often awkward topics. "The topics of race, ethnicity, gender, and sexual orientation evoke deeply felt, complex emotions, and participants in the discussion frequently have quite different points of view" (Jan Masaoka). We hope that our work will formalize the process of evaluating the Network's practices and policies, yet know that the awkwardness can lead to avoidance.

After much discussion and research we are using a working definition of inclusion that recognizes three underlying assumptions:

1. Discrimination and racism are present but not always evident in our society
2. People define themselves by a variety of characteristics including their cultural background, gender, race, sexual orientation and socio-economic status
3. Current practices tend to segregate rather than integrate diversity considerations

Our working definition of Inclusion is...

Inclusion recognizes, promotes, leverages and values the unique backgrounds, experiences and differences of all individuals, by creating an environment in they want to stay as active participants - an atmosphere of trust, safety, equity and respect where barriers that exclude individuals and communities are considered and removed or if unable to be removed to have barriers recognized and reduced or compensated for.

Our hope is that in discussing, reflecting upon and applying the Inclusion Tool, CCEDNet members will be engaged on three different levels:

1. **Awareness** – to recognize and be aware of our own assumptions about those differences, that is, cultural self-awareness, gender equality, and awareness of other races and cultures.

2. **Knowledge acquisition** – to understand how values are learned and communicated through attitudes; and
3. **Change of behaviour** – to deal daily in ways that are sensitive to and respectful of each other (Source: Diversity management and Harassment/Discrimination-Free Workplace – Department of Fisheries and Oceans Canada).

This work acknowledges the willingness of CCEDNet members and staff to take proactive steps to ensure inclusive practice in our research, recruitment and engagement activities. The Task Force will be disbanding and it will be the responsibility of each member and committee to evaluate their own practices and policies to ensure inclusive practice. The CCEDNet Board is the entity that is responsible for ensuring that this policy, along with all of CCEDNet's other policies, are implemented and respected.

Sincerely,

The Inclusion Task Force  
 Ellie Parks, Natasha Jackson, Colin Berube, Daina Maslach

## *Inclusion Lens Tool*

Although not an exhaustive list, the following groups are identified as priorities for inclusion: Aboriginal peoples, persons with disabilities, members of visible minorities, Francophone, youth and women. Also attention should be paid to rural/urban, northern and remote mix and regional balance.

Insert appropriate term(s) into the following questions: Note that 'Project' can refer to policy/research/event/outreach/activity

1. Who/what is the intended target of the proposed project? Who will benefit? Will/has anyone been excluded?
2. Have \_\_\_\_\_ been consulted about the project? Are they participating in its governance? What representation is there on a planning/steering committee?
3. Does this policy challenge or address the existing barriers, (geographical, linguistic, racial, and financial)? What barrier (social, cultural and economic) might prevent \_\_\_\_\_ from participating?
4. What support (Training, translation, access to childcare, access to subsidies) need to be in place to enable \_\_\_\_\_ to participate? What factors need to be considered?
5. Has the research design and implementation strove to represent the designated groups? Is there representation and voice from all groups?
6. Are there specific modifications to the policy/ research/ event planning that will encourage and enable all to participate?
7. By whom and how will this policy/research/event be evaluated? Have clear measures of success and milestones been established to evaluate the intended outcomes? Have all voices had an opportunity to participate in the evaluation?
8. Does the overall membership and membership of each committee reflect the diversity of individuals and groups?

## 7. References<sup>7</sup>

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