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**THE INTEGRATION OF HERITAGE AND SUSTAINABLE DEVELOPMENT
IN THE COMMUNITY CONTEXT**

A Thesis

Presented to

The University of Ottawa

by

Cynthia L. Stacey

In partial fulfillment of requirements

for the degree of

Doctor of Philosophy

in Geography

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ABSTRACT

Sustainable development is an emerging paradigm designed to strike a balance between the ecological health of the planet and human development in a manner which ensures that both meet the needs of the present without compromising the future. Sustainable development is looked to as an ethics guide from which better planning and management principles and practices can be developed.

In this search for ways and means to work toward the basic goal of sustainability, attention has been directed to the linkage between heritage and sustainable development. Heritage is increasingly being understood as a source for meaning and as a basis for judgement amid the flow of global change. Heritage is the context in which people live their lives and it is therefore, considered the context in which decisions should be made. Heritage is most clearly understood at the local or community level and it is at this level where concrete solutions to environmental and economic problems must first be found.

This research examines community-based programs which purport both a strong heritage orientation and a commitment to community sustainability. The purpose is to critically analyse the philosophical and decision-making tenets inherent in the programs and to identify the characteristics of the community development process which is the product of the union of forces sensitive to heritage and sustainable development. The Heritage Regions program in Canada, the Heritage Tourism Initiative program in the United States and the Groundwork program in the United Kingdom serve as case studies for the research.

These programs and their respective community-based projects are analysed using a Management Assessment Model, a Sustainable Development Model and a Heritage Model as guides. A series of question sets are formulated from the various elements of each model. The question sets are asked of national and local level management personnel through direct correspondence, and are used as the basis for a review of program documents and field visits. The findings are analysed in terms of four central research questions which address program philosophies, program management structures and processes, consistency between the national program levels and the local project levels, and key program characteristics and attributes.

Research results clearly indicate that the heritage and sustainable development principles are the foundation components for the programs. The heritage principles serve as the underlying philosophical tenets and the ethical and strategic principles of sustainable development serve as the general decision-making tenets to be used when relevant and necessary in program operation. This understanding of the principles and how they are operationalized at the community level reveals a blueprint for the construction of a different community development process. It is a process which enhances community capacity to respond to changing endogenous and exogenous forces through heritage and sustainable development sensitivities.

Also emanating from the research are a series of observations and recommendations related to heritage based program structure and process and the transfer potential of program constructs. Specifically, the observations pertain to common denominators of successes and failures inherent in the programs and the recommendations relate to program replication in general, and to enrichment of the Canadian approach in particular. In this vein, emphasis is placed on institutional structures, management linkages, actor and agency relationships, methods to facilitate cooperation, and integration. Concluding comment prescribes future research avenues. Most notable are the need for a comprehensive examination of the heritage estate in Canada and an extensive assessment of community development as a product of the enriched process which emerges from the integration of heritage and sustainable development.

RÉSUMÉ

Le développement durable est un paradigme nouveau visant à favoriser un sain équilibre entre la santé écologique de la planète et l'épanouissement de la nature humaine de manière à assurer que les deux composantes satisfassent à leurs besoins actuels sans toutefois compromettre le progrès futur. Ce développement durable est perçu comme un guide éthique à partir duquel peuvent découler de meilleurs principes et pratiques de gestion et de planification.

Dans cette recherche sur les voies et moyens d'orienter nos efforts vers l'objectif fondamental de la viabilité, l'intérêt est dirigé sur le lien qui existe entre le patrimoine et le développement durable. Le patrimoine est de plus en plus interprété comme une source significative et comme une base de prise de décision dans un contexte de transformations globales. Également, le patrimoine constitue le contexte dans lequel la société vit; par conséquent, ce contexte doit être considéré comme central à la prise de décisions. Le patrimoine est le mieux ressenti au niveau local ou communautaire, et c'est à ce niveau, qu'en premier lieu, les solutions concrètes relatives aux problèmes économiques et environnementaux doivent être trouvées.

Cette recherche examine les projets communautaires supportant à la fois une forte orientation vers le patrimoine et un engagement à la viabilité de la communauté. Le but est d'analyser de façon critique les dogmes philosophiques et décisionnels inhérents aux programmes et d'identifier les caractéristiques du processus de développement communautaire; un produit de l'union des forces sensibilisées au patrimoine et au développement viable. Le programme "Heritage Regions" au Canada, le programme "Heritage Tourism Initiative" aux États Unis et le programme "Groundwork" aux Royaume Unis font l'objet d'étude de cas, permettant l'examen de la relation entre la conservation du patrimoine et le développement viable dans le contexte communautaire.

Les programmes et leurs projets communautaires respectifs sont analysés en se guidant sur un modèle d'évaluation de gestion, un modèle de développement viable et un modèle de patrimoine. Une série de questionnaires sont formulés à partir de divers éléments retirés de chaque modèle. Les questionnaires sont demandés aux gestionnaires à l'échelle nationale et locale par l'entremise de correspondance directe et servent de base pour la révision de la documentation des programmes et des visites sectorielles. Les conclusions sont évaluées dans le cadre de quatre questions centrales de recherche qui s'adressent aux philosophies des programmes, aux structures

et aux procédés de gestion des programmes, à l'uniformité entre les niveaux des programmes nationaux et des projets locaux et aux caractéristiques et attributs des programmes principaux.

Les résultats de la recherche indiquent clairement que les principes du patrimoine et du développement viable sont les composantes fondamentales des programmes. Les principes du patrimoine servent de dogmes philosophiques sous-jacents et les principes d'éthique et stratégiques du développement viable servent de guide au processus décisionnel quand ils sont pertinents et utiles à l'exploitation des programmes. La compréhension de ces principes et de leurs concepts opérationnels au niveau communautaire fait découvrir une marche à suivre différente pour la mise en place des projets. La sensibilisation au patrimoine et au développement viable accroissent la capacité de la communauté à réagir face aux forces endogènes et exogènes changeantes.

Aussi, émanent de la recherche, des séries d'observation et de recommandations, reliées à la structure et à la procédure des programmes patrimoniaux, et au potentiel de transfert des éléments du programme. Spécifiquement, les observations en rapport aux dénominateurs communs des réussites et des échecs inhérents aux programmes et aux recommandations sont relatives à la duplication du programme en général et à l'enrichissement de la méthodologie canadienne en particulier. Dans cette optique, l'emphase est mise sur les structures institutionnelles, sur les chaînes de la gestion, sur les relations entre participants et agences, sur les méthodes pour faciliter la collaboration et sur l'intégration. Les commentaires de conclusion recommandent des avenues de recherche futures. Le processus amélioré découlant de l'intégration du patrimoine et du développement viable fait fortement ressortir le besoin d'un examen complet du patrimoine canadien et une évaluation exhaustive du développement communautaire.

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TABLE OF CONTENTS

Abstract	i
Résumé	iii
Acknowledgements	v
List of Tables	x
List of Figures	xii
CHAPTER I - DEFINING THE STUDY	
Introduction	1
Purpose and Central Research Question	4
Research Questions	6
Research Strategy	12
CHAPTER II - LITERATURE REVIEW	
Introduction	18
Heritage	18
Sustainable Development	26
Community Development	37
Heritage, Sustainable Development, Community Development Integration	41
Program Expressions	43
CHAPTER III - RESEARCH METHODOLOGY	
Introduction	47
Research Foundations	47
Evaluation Research	47
Points of Advice	53
Survey Research	54
Points of Advice	57
Research Approach	58
Study Design	58
Implementation of Survey Instruments	70
Response Analysis	71
Reflections on Model Utility.....	75
CHAPTER IV - HERITAGE MANAGEMENT CONTEXT	
Introduction	78
Heritage Management in Canada	78
Heritage Management in the United States	85
Heritage Management in the United Kingdom	91
Summary	98
CHAPTER V - HERITAGE-BASED PROGRAMS: CONTEXT AND CONCEPTUALIZATION	
Introduction	100
Management Context of Heritage-Based Programs	101
Heritage Regions Program - Canada	101
Heritage Tourism Initiative Program - United States	106
Groundwork Program - United Kingdom	109

continued

Conceptualization of Heritage-Based Programs	114
Heritage Regions Program - Canada	114
Heritage Tourism Initiative Program - United States	118
Groundwork Program - United Kingdom	120
Conceptualization of Heritage-Based Projects	121
Heritage Regions Program - Canadian Projects	121
Heritage Tourism Initiative Program - United States Projects	125
Groundwork Program - United Kingdom Projects	129
Summary	131

CHAPTER VI - HERITAGE-BASED PROGRAMS: ACTORS AND AGENCIES

Introduction	135
Heritage Regions Program - Canada	136
Actor and Agency Involvement at the Program Level	136
Actor and Agency Involvement at the Project Level	137
Heritage Tourism Initiative Program - United States	142
Actor and Agency Involvement at the Program Level	142
Actor and Agency Involvement at the Project Level	144
Groundwork Program - United Kingdom	147
Actor and Agency Involvement at the Program Level	147
Actor and Agency Involvement at the Project Level	148
Summary	151

CHAPTER VII - HERITAGE-BASED PROGRAMS: PLANNING AND ANALYSIS

Introduction	155
Heritage Regions Program - Canada	155
Planning Procedures for Goal Definition	155
Goals, Objectives and Support Activities	157
Public Participation in Planning and Analysis	161
Heritage Tourism Initiative Program - United States	163
Planning Procedures for Goal Definition	163
Goals, Objectives and Support Activities	166
Public Participation in Planning and Analysis	169
Groundwork Program - United Kingdom	171
Planning Procedures for Goal Definition	171
Goals, Objectives and Support Activities	173
Public Participation in Planning and Analysis	176
Summary	179

CHAPTER VIII - HERITAGE-BASED PROGRAMS: IMPLEMENTATION

Introduction	183
Heritage Regions Program - Canada	184
Approval Procedures at Program and Project Levels	184
Monitoring Procedures at Program and Project Levels	187
Status of Program and Project Level Components	188
Heritage Tourism Initiative Program - United States	189
Approval Procedures at Program and Project Levels	189
Monitoring Procedures at Program and Project Levels	192
Status of Program and Project Level Components	193
Groundwork Program - United Kingdom	195
Approval Procedures at Program and Project Levels	195

continued

Monitoring Procedures at Program and Project Levels	198
Status of Program and Project Level Components	200
Summary	201

CHAPTER IX - HERITAGE-BASED PROGRAMS: GENERAL GUIDES AND PRINCIPLES

Introduction	204
Heritage Regions Program - Canada	204
Fundamentals of Success at Program and Project Levels	204
Program and Project Level Strengths	207
Program and Project Level Weaknesses	208
Heritage Tourism Initiative Program - United States	209
Fundamentals of Success at Program and Project Levels	209
Program and Project Level Strengths	211
Program and Project Level Weaknesses	212
Groundwork Program - United Kingdom	213
Fundamentals of Success at Program and Project Levels	213
Program and Project Level Strengths	216
Program and Project Level Weaknesses	217
Summary	218

CHAPTER X - SURVEY EVIDENCE OF TRIAD INTEGRATION, CORROBORATING TESTIMONY AND RECOMMENDATIONS

Introduction	221
Integration of Heritage Conservation and Sustainable Development Principles in Program Philosophy	222
Heritage Regions Program - Canada	222
Heritage Tourism Initiative Program - United States	227
Groundwork Program - United Kingdom	228
Expression of Heritage Conservation and Sustainable Development Principles in Program Management Structure and Process	234
Heritage Regions Program - Canada	234
Heritage Tourism Initiative Program - United States	237
Groundwork Program - United Kingdom	239
Program and Project Level Congruency in Management Philosophies, Structures, and Processes	240
Heritage Regions Program - Canada	240
Heritage Tourism Initiative Program - United States	241
Groundwork Program - United Kingdom	242
Lessons Learned	242
Program Commonalities	243
Program Differences	244
Transferable Attributes	246
Context and Conceptualization.....	247
Agency and Actors.....	248
Planning and Analysis.....	249
Implementation.....	250
General Guides and Principles.....	251

Recommendations to Further Sustainable Efforts	252
General Recommendations	252
Specific Recommendations for Heritage Canada	254
CHAPTER XI - CONCLUSIONS	
Research Conclusions, Reflections and Links to Thinking Elsewhere.....	257
Future Research Avenues.....	264
References	267
Personal Communications	285
Appendices	
Appendix A. Programs and Projects Included in the Study	287
Appendix B. Survey Package I - Program Manager	292
Appendix C. Survey Package I - Project Manager	297
Appendix D. Survey Package II - Program Manager	302
Appendix E. Survey Package II - Project Manager	322
Appendix F. Administrative Board Questionnaire	341

LIST OF TABLES

Table	1.1	Research Strategy	14
Table	1.2	Program Selection Criteria	16
Table	2.1	Representative Foundation Sources of Model Building in the Domain of Heritage	24
Table	2.2	Sustainable Development Framework	33
Table	3.1	Evaluation Approaches	50
Table	3.2	Key Terms and Concepts.....	52
Table	3.3	Resources Management Assessment Model	61
Table	3.4	Program Level Management Assessment Criteria Matrix and Questions	63
Table	3.5	Project Level Management Assessment Criteria Matrix and Questions	64
Table	3.6	Principles for Sustainable Development Assessment	66
Table	3.7	Principal Ethics and Associated Elements of Sustainable Development	68
Table	3.8	Principal Approaches and Associated Elements of Sustainable Development	69
Table	3.9	Survey Implementation Schedule	72
Table	3.10	Survey Responses	74
Table	4.1	Heritage Management Context: Canada	80
Table	4.2	Heritage Management Context: United States	86
Table	4.3	Heritage Management Context: United Kingdom	92
Table	5.1	Representative Goals and Objectives of the Countryside Commission in England and Wales	111
Table	6.1	Profile of Responding Project Managers	140
Table	6.2	Representative Sample of Supporting Actors and Agencies Participating at the Project Level of the Heritage Regions Program	141
Table	6.3	Representative Sample of Supporting Actors and Agencies Participating at the Project Level of the Heritage Tourism Initiative Program	146
Table	6.4	Representative Sample of Supporting Actors and Agencies Participating at the Trust Level of the Groundwork Program	150
Table	7.1	Heritage Regions Program Seven-Point Approach	159
Table	7.2	Representative Project Level Mission Statements and Objectives - Heritage Regions Program	160
Table	7.3	Representative Activities in Support of Project Objectives - The Lanark Heritage Regions Example	162
Table	7.4	Heritage Tourism Initiative Program Six-Point Approach	167
Table	7.5	Representative Project Level Goals and Objectives	168

continued

Table	7.6	Representative Activities in Support of Project Objectives - The Tennessee Back Roads Heritage Example	170
Table	7.7	Representative Support Activities and Groundwork Foundation Objectives	174
Table	7.8	Trust Level Objectives Groundwork Program	175
Table	7.9	Groundwork Foundation Trust Guidelines	177
Table	7.10	Representative Activities in Support of Trust Objectives - The Erewash Groundwork Trust Example	178
Table	8.1	Groundwork Program Monitoring Model and Constituent Elements	199
Table	9.1	Characteristics of the Heritage Regions Program	205
Table	9.2	Characteristics of the Heritage Tourism Initiative Program	210
Table	9.3	Characteristics of the Groundwork Program	214
Table	9.4	Amalgamation of Heritage-Based Program Guides and Principles, Strengths and Weaknesses	219
Table	10.1	Importance of Heritage Principles to Program Operational Philosophy	223
Table	10.2	Importance Attributed to Sustainable Development Principles by Heritage Regions Managers	225
Table	10.3	Importance Attributed to Sustainable Development Principles by Heritage Tourism Initiative Managers	229
Table	10.4	Importance Attributed to Sustainable Development Principles by Groundwork Managers	232
Table	10.5	Heritage and Sustainable Development Principles as Program Structure and Process Determinants: A Survey Interpretation	235
Table	11.1	Key Characteristics of the Community Development Process as a Product of Heritage and Sustainable Development.....	260

LIST OF FIGURES

Figure 1.1	Research Focus - Question 1	8
Figure 1.2	Research Focus - Question 2	10
Figure 1.3	Research Focus - Question 3	11
Figure 1.4	Research Focus - Question 4	13
Figure 2.1	Organizational Structure of Literature Review	19
Figure 2.2	Principles and Representative Ingredients of Heritage	23
Figure 2.3	Major World Socio-Economic Trends and Consequences	28
Figure 2.4	Hierarchical Integration of Heritage and Sustainable Development Principles	44
Figure 2.5	Heritage, Sustainable Development, Community Development Integration.....	45
Figure 3.1	Program Components	52
Figure 3.2	Research Framework	59
Figure 4.1	Local Government Structure - England and Wales	96
Figure 5.1	Organizational Structure: Heritage Canada Foundation	102
Figure 5.2	Project Locations for the Heritage Regions Program	105
Figure 5.3	Organizational Structure: United States National Trust for Historic Preservation	107
Figure 5.4	Project Locations for the Heritage Tourism Initiative Program	110
Figure 5.5	Project Locations for the Groundwork Program	113
Figure 5.6	Organizational Structure: Groundwork Foundation	115
Figure 5.7	State Application Evaluation Form	126
Figure 6.1	Program Level Funding and Sources	138
Figure 8.1	Accountability Process within the Heritage Regions Program	185
Figure 8.2	Accountability Process within the Heritage Tourism Initiative Program	190
Figure 8.3	Heritage Tourism Initiative Program Activity Monitoring Report	194
Figure 8.4	Accountability Process within the Groundwork Program	196
Figure 11.1	Community Development as Process and Product of Heritage and Sustainable Development Integration.....	259

CHAPTER I

DEFINING THE STUDY

Introduction

The human view of the world and its scientific and other approaches to problem-solving are founded on systems of knowledge and values shaped by heritage through time and space. Concomitantly; each culture has its own outlook on the world and its associated place. Yet, today, the scientific paradigms and frameworks by which we understand and explain aspects of the relationship of community and nature are undergoing a significant transformation (Sadler and Jacobs, 1990). This change is taking place because the existing frameworks no longer appear capable of solving the myriad of complex problems confronting humankind, let alone identifying priority actions. The change involves the basic reconsideration of the relationship between environment and economy, and between conservation and development (WCED, 1987; IUCN, 1980). Many writers suggest a reconnection with natural and cultural heritage as a basis for guidance.

Most industrial and developing countries, subscribe to the idea that the way to increase growth, production and material wealth is through the exploitation of land and resources. In other words, to significantly draw-down nature's environmental capital (Daly and Cobb, 1989). This world view has promoted the expansion of an interdependent world economy, characterized by extremes of affluence and poverty, and by mounting pressures on natural resources, ecological processes and human well-being (Sadler and Jacobs, 1990; Hiltz and Fitzgibbon, 1989). Tragically, the present patterns of development are increasingly self-defeating as they threaten the very resource base and socio-economic structures upon which they depend. Until recently, little attention has been afforded this threat. Economic growth and development were believed to be the key determinants of human welfare and well-being. However, the realization that this approach was not accomplishing the desired results led theorists, practitioners and others to build from the past and to produce what is purported to be a better way of thinking about and preparing for the future (Jacobs and Munro, 1987).

The result has been the evolution of the sustainable development concept. It emerged during the 1980s as the key concept designed to link or integrate environment and economy. The term was first brought to global attention in 1980 by the International Union for

Conservation of Nature and Natural Resources (IUCN) in the World Conservation Strategy. Then, in 1987 the World Commission on Environment and Development (WCED) released its landmark report, Our Common Future, which placed sustainable development on the economic, political and social agendas of most developed nations. In this report the concept of sustainable development is described as "... development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (WCED, 1987:8).

Despite the broad based support which has emerged for the basic idea of sustainable development, the concept is undergoing considerable scrutiny. Debate ranges from philosophical discussions through to problems of practical implementation (Nikiforuk, 1990; Daly and Cobb, 1989; Redcliff, 1987). However, according to Elkin (1990:60) "sustainability is not so much an end in itself, it is, or should be, a catalyst to genuinely creative thinking and practice". He points out that sustainability is a way to address the problems facing the global environment and the problems are not solved by producing a sustainable outcome, but by producing principles and practices that bring environment and economy in line. Similarly, Nelson and Eidsvik (1990) and Sadler and Jacobs (1990) agree that sustainable development is a process rather than an utopian end state and that it should be looked upon as a guide for the development of appropriate principles and practices. In fact, the provincial and federal governments of Canada have incorporated a sustainable development mandate into many agency programs and are adapting their policies and practices accordingly (Canada Council of Ministries of the Environment, 1988).

Nelson (1991a) suggests heritage is the ultimate context in which to make decisions about sustainable development. He cautions, however, that it is important to move from a fragmented and static view of heritage to a more holistic and dynamic view. In this respect heritage has an important and often insufficiently recognized part to play in the emerging concern for sustainable development. Heritage provides understanding of the evolution, interaction and effects of natural, social, institutional and economic systems and it provides the balance and proportion needed to guide present and future change. Heritage is an ever-enlarging source of information upon which every human judgement and decision depends. It is added to and subtracted from daily and it is continually interpreted and reinterpreted in ways that deepen human understanding. In essence heritage is the context in which people live their lives and it is therefore, the context in which decisions should be made. Northrop Frye (1982:174) aptly described the integrated nature of heritage and sustainable development for he stated, "sharpening our sense of the past is the only way of meeting the future". In the same

vein, Khosla (1987) makes the point that to achieve development which is sustainable, each society or community must learn to design and manage its future in light of its resources and aspirations. He explains further that these resources and aspirations are rooted in the evolution of a community's heritage and are most clearly understood at the local level. Walker (1987) expands on the importance of local involvement in sustainable development efforts by pointing out that consideration of values at the local level provides standards, indices and criteria for sustainable development and that in defining goals and objectives, factors like culture, religion and self-fulfilment must be considered alongside technical, economic and ecological concerns. In this way the norms that are defined guide the selection of desired development options as well as policies and strategies developed to achieve the options.

This process of defining norms to guide development is a function of community development. The objective of community development as described by Reid, Fuller, Haywood and Bryden (1993:72) "is to invest citizens with the increased capacity to improve the quality of their lives and that of their community". In this respect community development requires and provides confidence, experience, knowledge and ability on behalf of individuals, groups and organizations that make up communities. It is inherent in community development that participation leads to involvement and that genuine involvement leads to responsibility (Dykeman, 1986). Increasingly, communities are reclaiming responsibilities for their own care either voluntarily or in response to changing government mandates (Nozick, 1992; Cassey, 1991; Vasso, 1991). This reclaimed responsibility appears focused on economic self reliance, ecological sustainability, community pride, empowerment and meeting individual and community needs. This emphasis closely aligns community development with the intent of sustainable development and the essence of heritage.

In this context, the heritage-based community development programs which have emerged in several countries such as Canada, the United States and the United Kingdom over the last 10 years warrant critical examination. These programs, at first glance, appear to represent more than an expanded understanding of and commitment to heritage. Their focus has shifted from the traditional approach of preserving and protecting isolated elements of human and natural or environmental legacy to include the integration of local heritage in community development efforts directed toward a more sustainable future (Weller, 1992; De Naeyer, 1989; Engetberktsson, 1989; Handley, 1989; Stokes and Watson, 1989). While it would be naive to think that these programs hold all the answers, this focus shift may mark a new stage in the understanding and importance of heritage and a changing role for the organizations and institutions involved. It may also give rise to a host of question and answer sets related to the concept of sustainable development and its expression at the community

level. In essence, this research exploration of the heritage/sustainable development/community development triad may help resolve some of the raging controversy about the myths and realities associated with sustainable development and contribute to the efforts currently being directed toward community development by examining existing principles and practices and proposing adjustments and alternatives. In addition, as the research involves a comparison of heritage - sustainable development - community development programs in several countries, there is the real potential to enrich or enhance the Canadian experience. This could be realized by the identification of transferable program and project elements. From a broader perspective the research also contributes to geographical theory. Classical geographical theory is based on the interaction between humans and the environment and human adjustments to the environment (White, 1985, 1963; Tuan, 1974; Abraham, 1963; Sauer, 1956; Barrow, 1923). In this regard the study of the relationships between heritage and sustainable development in the community context embodies the essence of geography by exploring community adaptations to natural, social and environmental breakdown. As Mitchell (1989) points out, if geographers wish to enhance their credibility they should be addressing the complex issues such as sustainable development. It is his opinion that "No one suggests that solutions will be found readily, but it is better to tackle the really difficult problems and stumble a bit than to concentrate on relatively minor problems and come up with ready solutions" (Mitchell 1989:302).

Purpose and Central Research Question

The research purpose has three dimensions. The first is an attempt to capture the essence of heritage and sustainable development in models which comprehensively define their meaning. The modelling exercise is necessary to end the confusion and argumentation surrounding the concepts in contemporary thinking and research. The second is a critical analysis of the philosophical and decision-making tenets inherent in heritage-based community development programs in Canada, the United States and the United Kingdom. It is undertaken to determine if heritage and sustainable development principles truly serve as the foundation components of the community development being promoted. Finally, the third dimension is one of architecture and design. It is the drafting of a community development process model that is the product of the heritage and sustainable development integration being explored. The elaboration of this model is also considered a major research contribution for it offers guidance in the construction of recommendations for furthering heritage management and sustainable development at the community level in Canada and abroad.

The national programs selected for this study purport both a strong heritage orientation and a commitment to community sustainability. However, despite this advertised intent, little is known about the philosophical integration of heritage and sustainable development within these programs, their structure, their practical operation or their replication potential. The literature review provides strong corroborating evidence to support both the investigation of this complex research problem and the selection of the case studies. This research, therefore, fills obvious knowledge voids at both the philosophical and practical levels. It also answers the research call made by many such as Manning (1992), Weller (1992) and Nelson (1991a) who promote the value of program comparisons in order to improve future sustainable development initiatives and their management at home. They seek an answer to an overriding research question: **What are the inherent characteristics of a community development process which is the product of the union of forces sensitive to heritage and forces sensitive to the ethics and decision-making approaches of sustainable development?** The journey to answer this question begins with its consideration in this thesis.

The programs included in the study are the Heritage Regions Program of Canada, the Groundwork Program of the United Kingdom and the Heritage Tourism Initiative Program of the United States. The Heritage Regions Program was established in 1988 and falls under the direction of Heritage Canada. This program strives to encourage residents of designated regions to come together to identify, protect and enhance their natural and cultural heritage and to use them as the basis for economic revitalization (Heritage Canada, 1991). The program, at the time of writing, directs four project offices in Canada. Two projects are in Ontario, one in British Columbia and one in Newfoundland/Labrador. The Groundwork Program was started in 1981 and operates under the Groundwork Foundation. It conducts its work through 24 project offices in England, Wales and Northern Ireland. The program mission is environmental regeneration in partnership with community, voluntary and environmental organizations, public authorities and business in order to achieve quality, sustainable improvements to the environment (Groundwork Foundation, 1991). The Heritage Tourism Initiative is a program of the United States National Trust for Historic Preservation and it was started in 1980. Operating through 16 project offices, four in each of Wisconsin, Texas, Tennessee and Louisiana, the program focuses primarily on linking heritage conservation with a sustainable, local tourism industry. The program is developed around the principles of partnership, local priorities and capacity, preservation, education and authenticity (National Trust for Historic Preservation, 1990).

Three national programs are included in the study to provide a range of examples. This multi-national focus widens the scope of understanding on the intrinsic relationship between heritage and sustainable development at the community level. It is also valuable in identifying similarities and differences in program philosophy, structure and process. Further, such a research orientation can help raise new questions and stimulate theory building. However, when conducting multi-national research, contextual differences must be acknowledged and understood. Relevant literature has warned that when an event, social action or even the answer to a question is removed from the context in which it appears, or the context is ignored, its social meaning and significance can become distorted (Neuman, 1994; Warwick and Osherson, 1973). The attention to context means that consideration is given to factors which surround and influence the focus of study. Such factors as historical antecedents; current social, political, economic, environmental and institutional conditions; and associated norms, customs, practices and language variations are noteworthy in this regard.

Every effort was made in this research process to gain a familiarity with the context or larger operating milieu. For example, the researcher consulted literature pertaining to the historical and contemporary setting of the United States, the United Kingdom and Canada. Extensive interviews were held with program managers, planners and practitioners from each of the countries involved prior to developing the survey instruments and during data analysis to ensure appropriate interpretation. On site visits to the main program offices and several project locations were made to gain an appreciation of the regional situation and select conferences and workshops which focused on heritage conservation and community sustainability in each of the countries were also attended. A sample of the conferences attended include: Tourism and America's Heritage held in May 1989 in New Paltz, New York; Heritage Conservation and Sustainable Development held in May 1989 in Ottawa, Ontario; and Urban Forestry: A Challenge To The Cities held in March 1992 in Wolverhampton, Black Country, England. As a consequence of this combination of action, it was possible to note key contextual differences at strategic points in the text. More specifically, Chapter IV, for example, is devoted exclusively to establishing an understanding of the heritage management context in which the three programs operate.

Research Questions

The research dimensions are explored in terms of four research questions. Several subordinate questions surround each of the main queries (Figures 1.1 - 1.4).

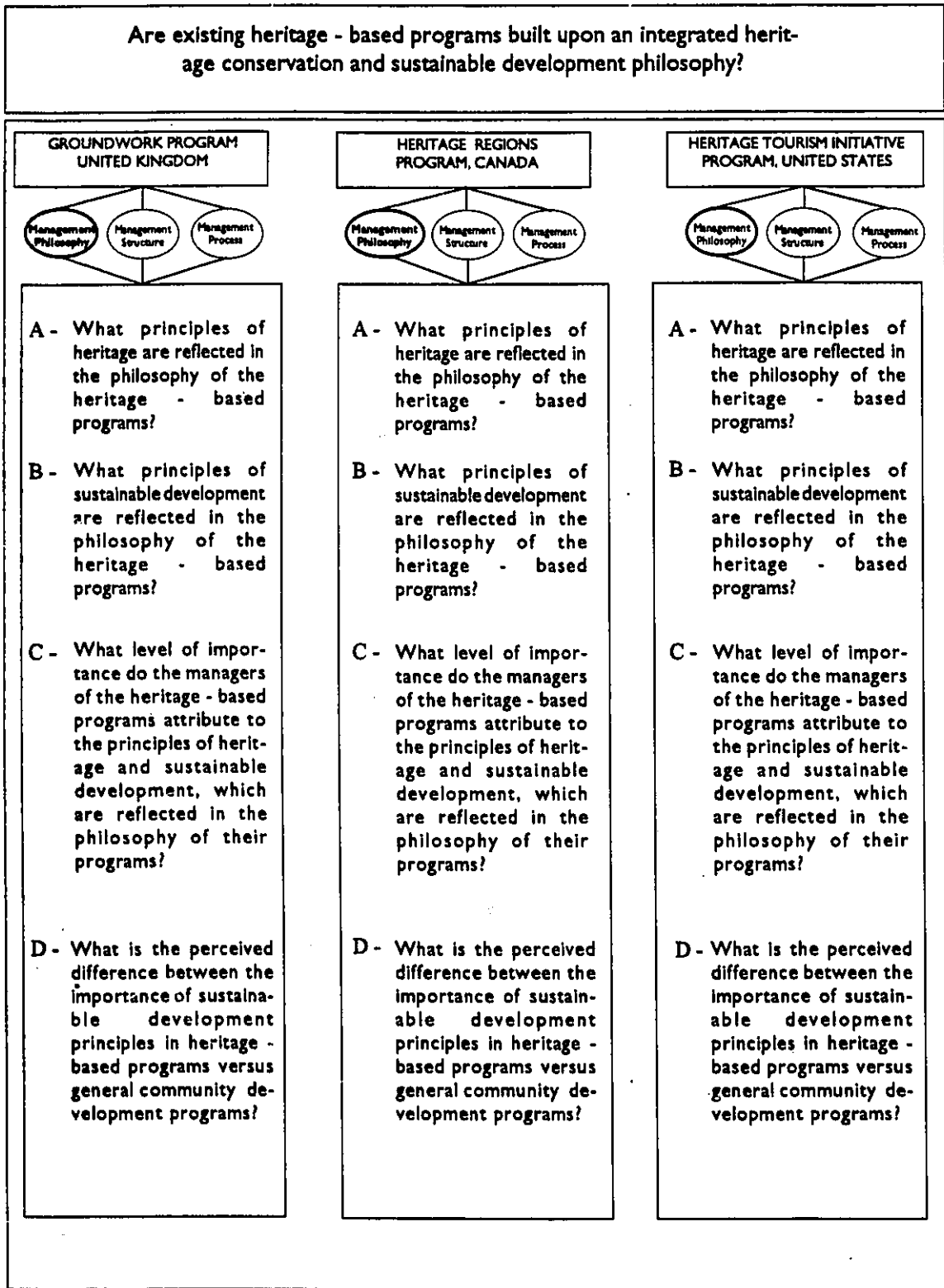
Question 1. Are existing heritage-based programs built upon an integrated heritage conservation and sustainable development philosophy?

This first question addresses general theory and strives to gain an understanding of the relationship between heritage and sustainable development in the philosophy which guides each program (Figure 1.1). Associated literature suggests that programs with a sustainable development sensitivity should reflect specific characteristics related to such principles as satisfaction of human needs, maintenance of ecological integrity, provision for social self-determination and cultural diversity (Gardner, 1990; Farvar, 1987; Khosla, 1987). Interestingly, these characteristics are also attributed to programs with a heritage conservation sensitivity (Dalibard, 1990; Bowes, 1988). The literature further indicates that a strong heritage foundation can facilitate efforts directed toward a more sustainable approach to development (Nelson, 1991b; Serafin and Nelson, 1991). In this context, it is suggested that the principles of heritage can be viewed as the guiding or philosophical tenets for programs directed toward sustainable development and the principles of sustainable development can be viewed as the characteristics or the general decision-making tenets for programs with a sustainable development orientation. However, as Gardner (1990) points out, a wealth of knowledge concerning the principles of sustainable development remains to be tapped. It is her opinion that much can be learned about the progress toward sustainable development through the study of alternative approaches such as those found in community based development programs and native cultures. She also suggests that a study of these alternatives could be enhanced if they were examined within their operational contexts as well as from a theoretical foundations viewpoint. Much the same can also be said about the principles of heritage as little is known about their linkage with sustainable development, especially in relation to community based programs.

Question 2. Are heritage and sustainable development principles formally expressed in the management structures and processes of the heritage-based programs?

This question follows the suggestion of Gardner (1990) and considers the heritage-based programs from an operational perspective (Figure 1.2). It moves the inquiry from the philosophical level and explores the three programs in terms of their management structure and management processes. Of interest is the transference of the philosophical expression of heritage and sustainable development from general theory to the operational level. It is after

Figure 1.1 RESEARCH FOCUS - QUESTION 1



all, this aspect of a program which ultimately determines the programs' efficiency and effectiveness (Bickman, 1987; Finsterbusch and Motz, 1980; Weiss, 1972). The examination focuses on the key elements of program conceptualization, agency and actor involvement, planning and analysis procedures, program implementation and general guides and principles. The key elements are identified in a conceptual model that has been used as a resource management assessment tool in several comprehensive studies (Needham and Jedynack-Copley, 1989; Val and Nelson, 1983; Nelson and Jessen, 1981).

Question 3. Are the management philosophies, structures, and processes at the local or community level consistent with those at the program level?

The intent of this question is to determine the degree of congruency or consistency in the philosophy, structure and process between the national program levels and the local project levels (Figure 1.3). In other words, this question directs the inquiry to the local level where the ultimate successes and failures of the programs are determined. The concern here rests with the interpretation and implementation of program philosophies and management processes by project managers and local advisory boards. It is generally assumed that community or local projects provide the means for carrying-out national program intentions, and that the philosophy, structure and process at the project level conforms to that of the program level (Conrad and Miller, 1987). However, antecedent work in this area suggests this is by no means a safe assumption, and it is necessary to conduct a congruency test between the program and the project levels (Cook, Leviton and Shadish, 1985; O'Riordan and Sewell, 1981).

Question 4. Are there lessons to be learned from the programs' commonalities and differences which can further sustainable development efforts at the local and regional levels in Canada?

Building from the understanding gained through the previous three questions, this question is concerned with the identification of the key or important characteristics and attributes of the program and project contexts (Figure 1.4). Specifically, it is concerned with the lessons which can be learned from the comparative analysis and the potential for transfer and replication of these lessons in other locations, but most particularly in Canada. This

Figure 1.2 RESEARCH FOCUS - QUESTION 2

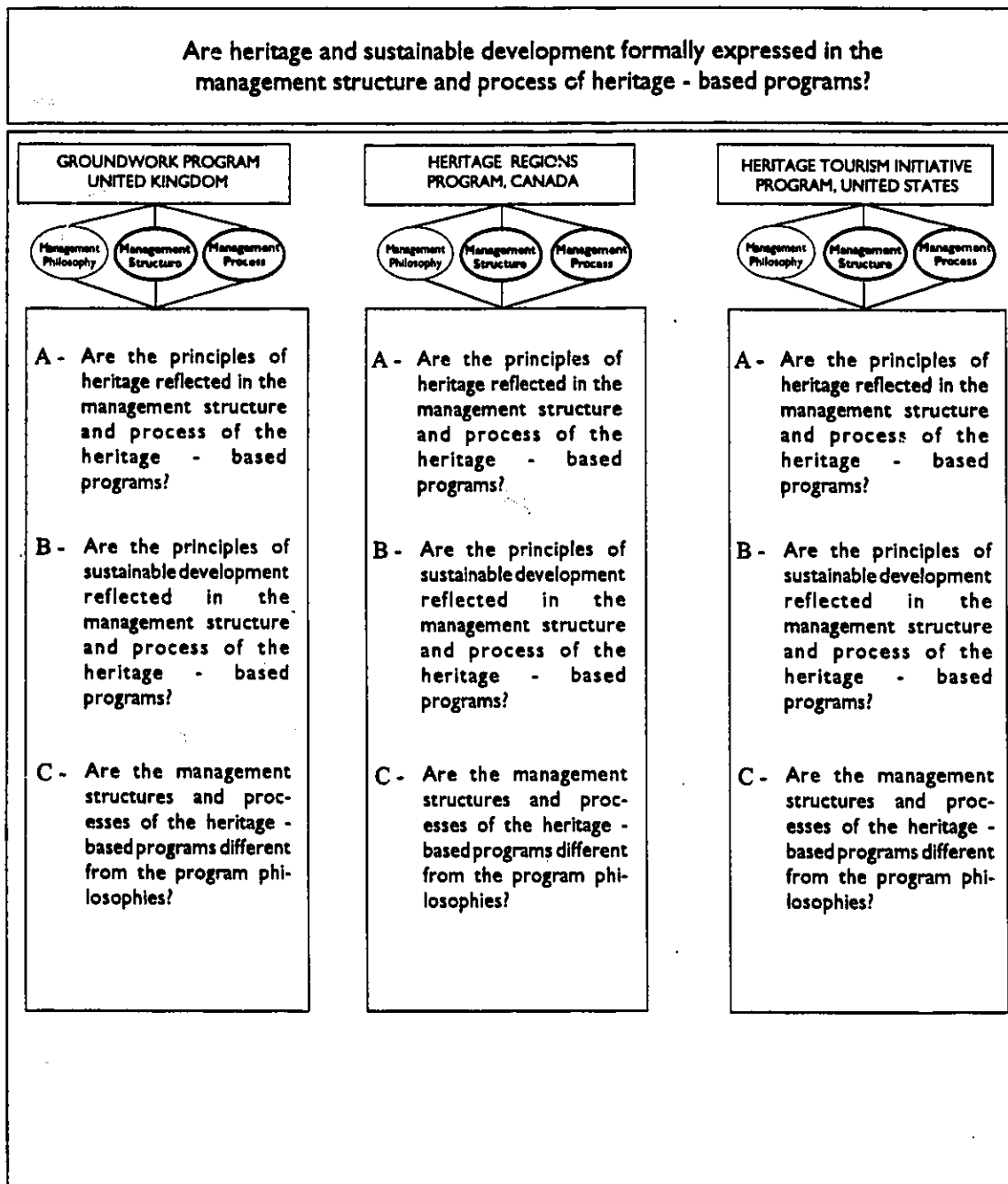
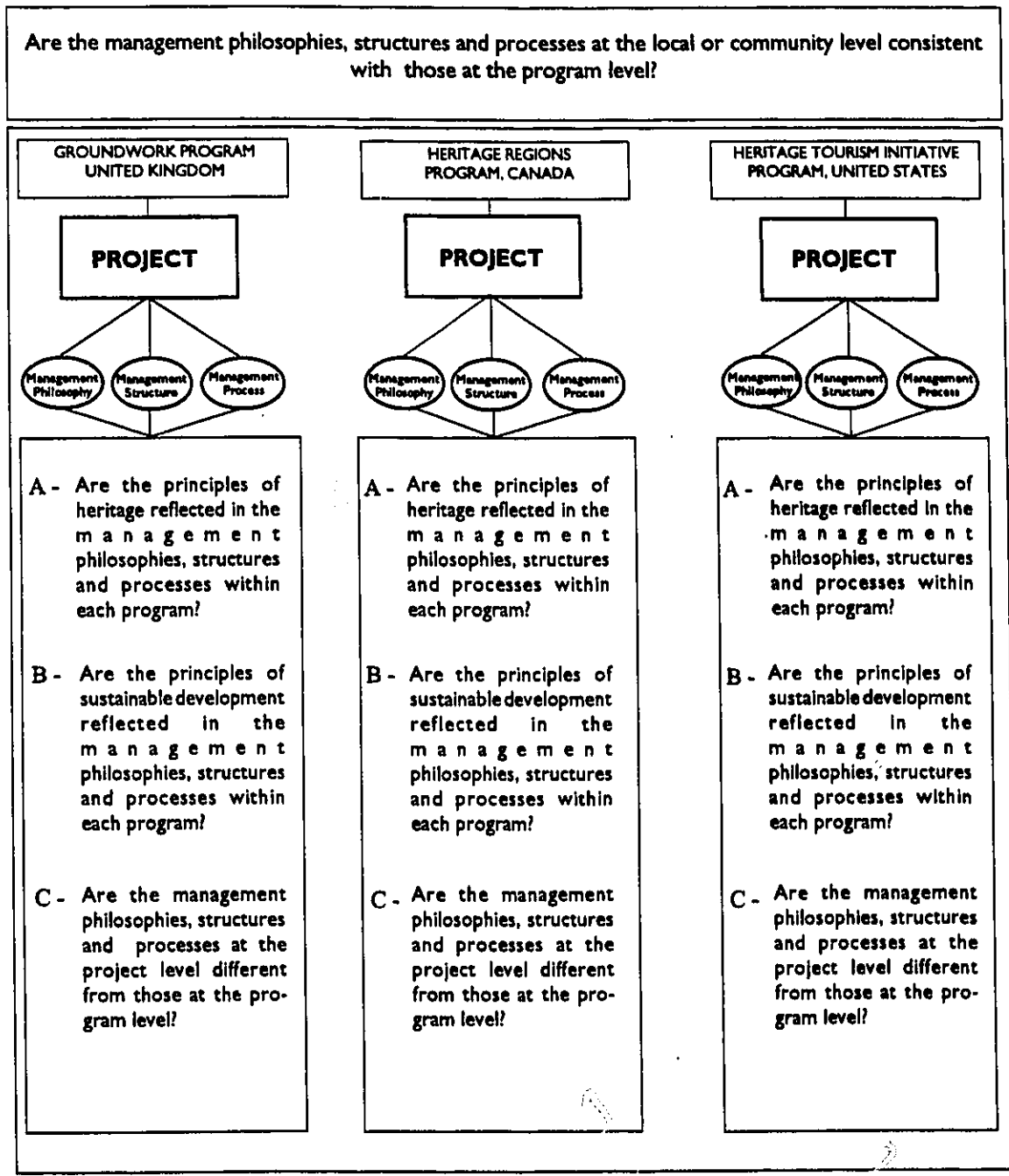


Figure 1.3 RESEARCH FOCUS - QUESTION 3



question is based on a belief aptly expressed by Manning (1992:8) that "a critical step [toward sustainable development] will be to identify success stories; what works in practice, why does it work, and what can we learn from good examples which can be replicated elsewhere."

Research Strategy

This research program reaches fruition with the successful passage through several inquiry stages - Preparation, Design, Implementation, Analysis, Conclusions and Recommendations (Table 1.1).

More specifically, the preparatory stage represented a comprehensive literature review. It was undertaken with three specific tasks in mind. The first was concerned with establishing the direction and defining the substance of the research exercise. Theoretical and applied antecedent literature in the fields of heritage, community development and sustainable development was consulted. In addition, key documents describing the state of the environment and the economy were examined for contextual insight at the national level. Noteworthy findings appear throughout the dissertation, however a comprehensive discussion of this literature review is presented in Chapter II. Also included in Chapter II are the results of the second task. This included the creation of a model which captures the essence of heritage, the development of a model containing the principles of sustainable development and the organization of the two concepts into an hierarchical arrangement that demonstrates their integration. This task was necessary to reduce the confusion often associated with the concepts and to provide a guiding framework for the study. The third task was the development of the needed literacy and competency in survey research methodology and program evaluation design. The results of this task are included in the research methodology overview provided by Chapter III.

The design stage was associated with three basic tasks. The first was concerned with formulation of a workable research strategy. Antecedent research in the domain of natural resource management and public policy evaluation and analysis aided considerably to this task. It was established in the preparatory stage that specific frameworks or models were needed to guide the inquiry. These models had to possess elements related to program philosophy, structure and process and be applicable to the intent of the study. Three models were identified as the most comprehensive templates for program analysis purposes. In addition, companion literature contained reference to the importance of further validation studies in order to test model utility particularly in the fields of geography and natural resources management

Figure 1.4 RESEARCH FOCUS - QUESTION 4

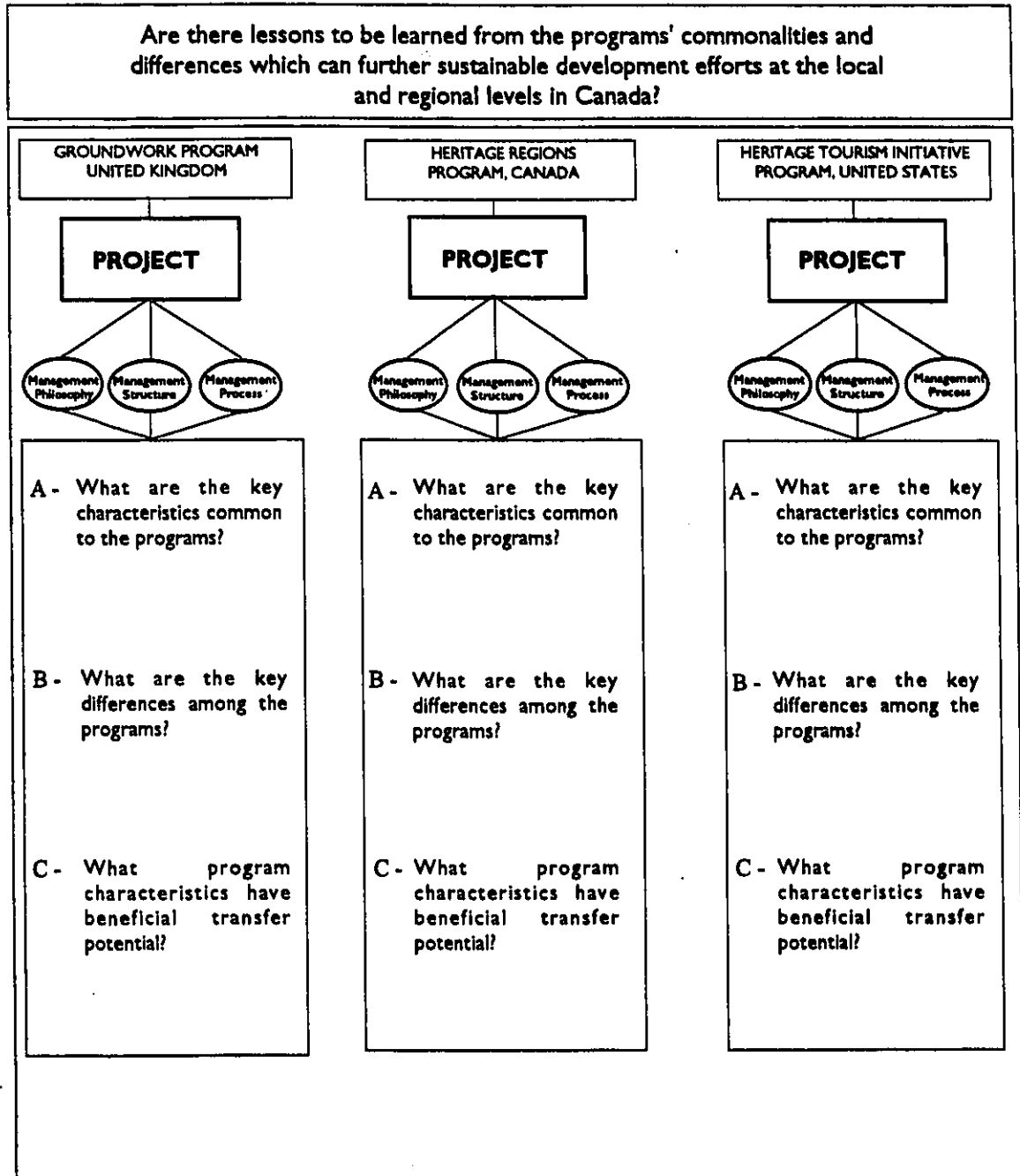


Table I.1 RESEARCH STRATEGY

<p>STAGE 1. PREPARATION</p> <p>TASK A - establishment of direction and defining substance of the research</p> <p>TASK B - modelling the essence of heritage and sustainable development and their integration</p> <p>TASK C - development of competency in survey research and program analysis</p> <p>STAGE 2. DESIGN</p> <p>TASK A - formulation of research strategy</p> <p>TASK B - development of survey instruments</p> <p>TASK C - refinement of survey instruments</p> <p>STAGE 3. IMPLEMENTATION</p> <p>TASK A - survey application</p> <p>TASK B - field visits</p> <p>STAGE 4. ANALYSIS</p> <p>TASK A - program and project analysis</p> <p>STAGE 5. CONCLUSIONS</p> <p>TASK A - methodology assessment</p> <p>TASK B - identification of community development characteristics</p> <p>STAGE 6. RECOMMENDATIONS</p> <p>TASK A - related to the Canadian heritage management scene in general</p> <p>TASK B - specifically related to the heritage - based program approach in Canada</p>
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(Mitchell, 1980; Minshull, 1970; Olsson, 1968; Chorley and Haggett, 1967). The conceptual models selected for application and utility testing are the previously mentioned Heritage and Sustainable Development Models and the Management Assessment Model (Needham and Jedynack-Copley, 1989; Val and Nelson, 1983; Nelson and Jessen, 1981). A detailed description of the models and comments concerning the models validity and utility in the context of this study are given in Chapter III. The second and third tasks of this design stage were concerned with the formulation and the refinement of specific survey research instruments. Questions contained within these instruments were developed from the general components of each model and were subsequently improved upon as a result of rigorous pilot testing. Information on study design is also given in Chapter III. Survey participants or respondents were strategically important managerial staff and management board members of the national programs under study. The three national programs, the Groundwork Program of the United Kingdom, the Heritage Regions Program of Canada and the Heritage Tourism Initiative Program of the United States, were chosen on the basis of their compliance with specific criteria (Table 1.2). Two other initiatives, the Parcs Naturels Régionaux of France and the Ecomuseums in Sweden, Norway and France, were considered for study inclusion. While these programs also focus on heritage as the basis of community pride and regional economic revitalization, they were not selected because they failed to meet all selection criteria. More specifically, the Ecomuseums are not administered by national programs and they were established prior to the emergence of sustainable development. Similarly, the Parcs Naturels Régionaux were created before 1980 and the influence of sustainable development. The Parcs Naturels Régionaux also place major emphasis on commercial development and little opportunity exists for community and multi-sector involvement in decision-making due to the administrative structure of the programs.

The third inquiry stage was the actual implementation of the survey research component. As stated, previously, the primary means of obtaining program and project information and insight was through questionnaire distribution. However, supplemental information was also obtained through site visits and a review of program related literature. In total three different questionnaires were distributed. The first two questionnaires were sent to all program directors and all project managers operating under the banners of the respective programs. One questionnaire was based on the Management Assessment Model and it probed for information concerning the management structures and the management processes at the program and project levels. The second questionnaire was developed from the Heritage and Sustainable Development Models and it addressed the principles of heritage and sustainable development inherent in the programs. It also sought to determine the level of importance attributed to these principles in the program and project context. The third

Table 1.2 PROGRAM SELECTION CRITERIA

- **programs nationally based with locally based projects**
- **programs promoted as having a strong heritage orientation**
- **programs promoted as having a strong community commitment**
- **programs promoted as having an innovative approach to the integration of heritage conservation and community development**
- **programs with an urban/rural mix at the project level**
- **programs representing diversity in approach, management structure and socio-political context**
- **programs conceptualized since 1980 in a period influenced by the emergence of sustainable development**
- **programs promoted as having a commitment to multi-sectoral and multi-disciplinary involvement**
- **programs with managerial agreement to participate in the research**

questionnaire was issued to the Boards of Directors of each project. This questionnaire was concerned with obtaining administrative board perspectives and it probed for information on the accountability, local participation and decision-making innovation. Details concerning the information acquisition schedule and procedure are presented in Chapter III and the findings of the primary and secondary data assimilation appear in Chapters V-X.

The fourth stage of the study was concerned with data analysis. The responses to the Management Assessment Model were synthesized according to the main components of the model using content analysis methodology. This technique was utilized because it provided a systematic means to draw inferences from messages with reliability and validity (Weber, 1985). The findings were tabulated and organized by country including both program and project level responses. The results of the Heritage and Sustainable Development Model's application were analysed using basic descriptive statistics. The analysis followed the principles established in the model and the findings were also organized by country. Information obtained from the Boards of Directors was analysed according to content and it was used in collaboration with the managerial responses.

All analysis results were subsequently synthesized, organized and presented according to the main headings of the Management Assessment Model. The headings include context and conceptualization, agencies and actors, implementation, planning and analysis and general guides and principles. These elements were utilized in order to provide an understanding of program and project level philosophy, structure and process. This analysis formed the foundation for the identification of community development characteristics that result from the heritage and sustainable development integration being explored. The analysis enabled the author to offer critical comment on the validity and utility of the models used as conceptual templates and to provide recommendations directed toward furthering heritage management and sustainable development at the community level. Program analysis appears in Chapters V - X and reflections on research results and contributions are presented in Chapter XI.

CHAPTER II

LITERATURE REVIEW

Introduction

The literature review was purposely conducted and organized in order to explore the heritage/sustainable development/community development triad. It was designed to seek out discussion and comment on the dimensions of these concepts and their associated myths and realities.

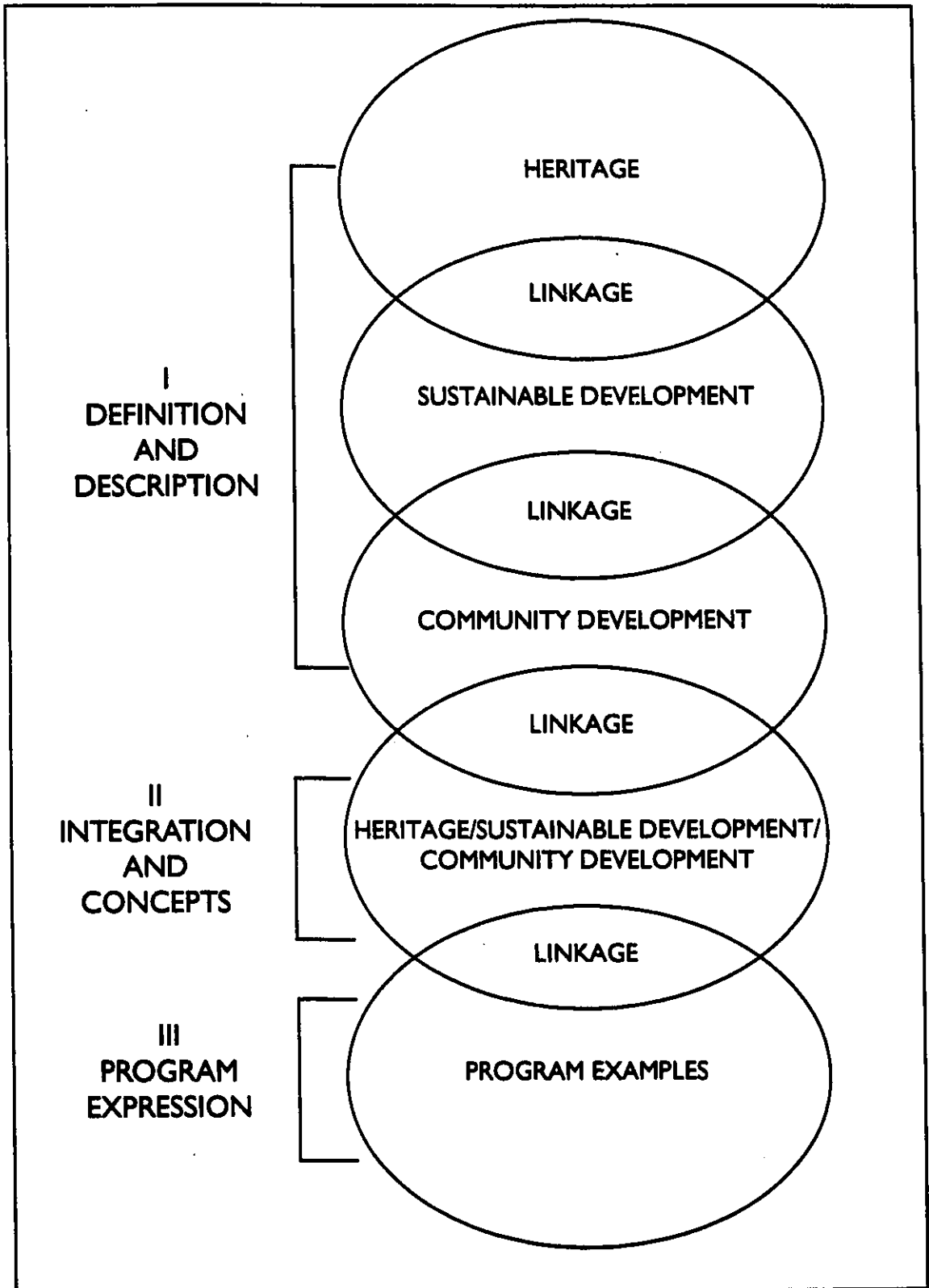
The review follows a specific organizational structure which serves to both synthesize the information fields surrounding this triad and its associated concepts and to justify the substance and direction of the research (Figure 2.1). The first level of the review describes the knowledge state pertaining to heritage, sustainable development and community development. The second level probes the integration of these three concepts and identifies the hierarchical organization associated with them. The third level considers the expression of integration in the context of actual programs and concludes with the presentation of key questions which reflect omissions or information gaps in the current thinking concerning the heritage/sustainable development/community development triad.

Heritage

There is a concept that has emerged as an icon. The concept is heritage, and it is being looked to as a source for life's meaning and as a basis for judgement amid the flow of global change.

A general reconnaissance of the heritage literature indicated that until recently, natural and human heritage have tended to fall into two separate camps and to be of interest to different groups of professionals (IUCN, 1992; Dalibard, 1990; Nelson and Woodley, 1990). The most extensive body of work appears in the realm of natural heritage. The focus of these works range from international concerns for parks and protected areas to local concerns for private land and wildlife stewardship. The issues addressed include such topics as roots and traditions, area planning and management, institutional arrangements, policy and programs, public and political support and fundamental values (Dearden, 1991; Sewell

Figure 2.1 ORGANIZATIONAL STRUCTURE OF LITERATURE REVIEW



and Dearden, 1989; Hiits and Moull, 1988; Ward and Killham, 1987; Scace and Nelson, 1986). The underlying message of this body of literature is that the conservation and appropriate use of natural heritage is vital to the future well-being of the world. The common view is that areas of natural heritage, such as parks and protected areas, not only conserve and maintain essential ecological processes and life support systems, preserve genetic diversity and encourage sustainable utilization of species and eco-systems, but are also valued for recreation and tourism, education, environmental monitoring, archaeological and historic site conservation and economic development (Woodley, 1993; Nelson, 1991b; Lemons, 1987; Bratton, 1985; McNeely and Miller, 1984).

The literature further draws attention to changes which are needed in the natural heritage realm. These include strengthening the links in the planning and management of natural and human heritage; strengthening the role of the private sector in heritage conservation, planning and management; increasing public and professional awareness of the value of heritage; encouraging public and private partnerships and building inter-sector cooperation (Nelson, 1991a; Serafin and Nelson, 1991; Carruthers, 1990; Francis, 1987;).

In the realm of human heritage, the literature ranges from technical works concerned with curatorial matters and architectural preservation techniques to more abstract works dealing with buildings, traditions, artifacts and vistas as conceptual touchstones (Wilson, 1991; Oberlander, Kaman, and Lemon, 1990; Murtagh, 1988; Lynch, 1986; Ward, 1986; Kass, Lebel and Hansell 1985; Rosenberg, 1981; Meining, 1979). Similar to the natural heritage literature, the human heritage literature stresses the value of maintaining a connection with and an appreciation for aspects of the past in order to help define the present and ultimately the future (Dalibard, 1991; Cherem, 1988). Interestingly, authors writing in the human heritage field call for needed changes which are similar to those being made in the natural heritage field. These include improving the linkage between human and natural heritage, strengthening public sector involvement, encouraging cooperation and partnership and increasing public and professional awareness of the value of all aspects of heritage (Dalibard, 1991; Nelson, 1991a; Stokes and Watson, 1989; Langton, 1983).

Over the last few years there has been another body of literature to emerge which is concerned with heritage. This can best be described as the heritage industry literature and it considers heritage from an economic perspective. The residual messages left by key authors are not as uniform as those previously discussed. However, they do tend to consider

elements of both natural and human heritage in an integrated fashion. At one end of the spectrum are authors such as Gale (1991), Wojno (1991), Crittenden and Gordon (1983), and Binney and Hanna (1979). They stress the economic and cultural value of heritage-based tourism, architectural preservation, the designation of historic sites and districts, and the establishment of parks and protected areas. Toward the other end there are authors such as Hewison (1987), Lowental and Binney (1981) and Davis (1979) who warn of the danger of becoming lost in the past and being unable to progress into the future. According to Hewison (1987), commercialism reinforces the longing for nostalgia in order to exploit it. This fixation with the past will be debilitating to future cultural development. The majority of the authors, however, fall within the middle range of the spectrum (Weiler and Hall, 1992; Whelan, 1991; Needham and Stacey, 1989; Diamonstein, 1986; Murphy, 1985). It is their collective opinion that the conservation and preservation of authentic elements of local, regional and national heritage increase the level of knowledge of both residents and visitors and that the increased knowledge builds a healthy curiosity for more information and an appreciation of natural, human, economic and institutional systems. It is also their belief that the economic value of heritage-based industries further increases the opportunity to preserve and protect additional elements of both natural and human heritage and the opportunity to build stronger and more viable communities.

One of the more important messages to emanate from the heritage literature is the necessity to view heritage in an integrated and holistic manner (Dalibard, 1991; Nelson, 1991a; Serafin and Nelson, 1991). A small indication of the increasing recognition for the importance of heritage and the move away from a segmented view is the recent creation of the Department of Canadian Heritage by Canada's former Prime Minister, Kim Campbell. This new Canadian Heritage portfolio combines, for the first time, responsibility for both natural and human heritage and in so doing supports the notion that the characteristics of people and places cannot be maintained or enhanced without some understanding of their collective history.

As a result of the growing importance being attached to heritage matters, there has been a broadening of the understanding of heritage, as well as a clarity of definition. While the broad nature of heritage prohibits it from being defined with ultimate precision, the literature pin-points some general definitional agreement. For example, standard dictionary references state that heritage is a synonym for inheritance, legacy, tradition and birthright (Gove, 1986). The Canadian Museums Association (CMA, 1982) considers heritage to be the tangible and intangible aspects of our natural and cultural past from prehistory to the

present. The United Nations Educational, Scientific and Cultural Organisation (UNESCO, 1983:83-84) describes it "as the products and witness of the different traditions and the spiritual achievements of the past ... an essential element in the personality of the people of the world" . The definition of the Ontario Ministry of Culture and Communications (1990: 19) states that "heritage is all that our society values and that survives as the living context - both natural and human - from which we derive sustenance, coherence and meaning in our collective lives". In other words, heritage is an evolving conceptual touchstone upon which every human judgement and decision depends and it is made up of countless elements that give individuals, neighbourhoods, communities, regions and countries a personality, a uniqueness, a spirit and a sense of place. For the purposes of this study, **heritage is defined as a comprehensive inheritance, comprising both natural and cultural components which provides people with the general and the detailed context in which to live their lives.** An attempt to capture the essence of "heritage" is best expressed through a description of its constituent principles. The literature has been digested and synthesized by the author and three principles have been formulated and a conceptual key for each has been identified (Figure 2.2 and Table 2.1).

The first principle of heritage is **understanding of context**. While there are many interrelated ingredients which contribute to this principle, three of the most fundamental are identity, sense of place and continuity. Identity refers to the unique personality of a community which is shaped by such things as physical surroundings, traditions, values, forms of expression and past experiences (Garnham, 1985; Meining, 1979; Lynch, 1976). Sense of place deals with the character or environmental image of specific locations which helps form an essential bond between person and place (Marshall, 1983; Relph, 1976; Tuan, 1974; Norberg-Schulz, 1971). Continuity is viewed as the need to retain the familiar. Garnham (1985) and Coopersmith and Hall (1976) suggest that natural and cultural reference points are necessary to provide the community and the individuals in it, security, stability and strength.

The second principle of heritage is the **mobilization of community**. This principle builds from the foundation provided by an understanding of context and it is concerned with a community's ability to work towards a shared purpose. It is characterized by contextual ingredients such as image, pride and involvement. In this regard, heritage serves as a source of inspiration and example which can help with consensus building and with constructive responses to problems and challenges (Borich and Korsching, 1990; Murphy, 1985; Hines and Napier, 1981; Denman, 1978;).

Figure 2.2 PRINCIPLES AND REPRESENTATIVE INGREDIENTS OF HERITAGE
(Stacey and Needham, 1991 and 1993)

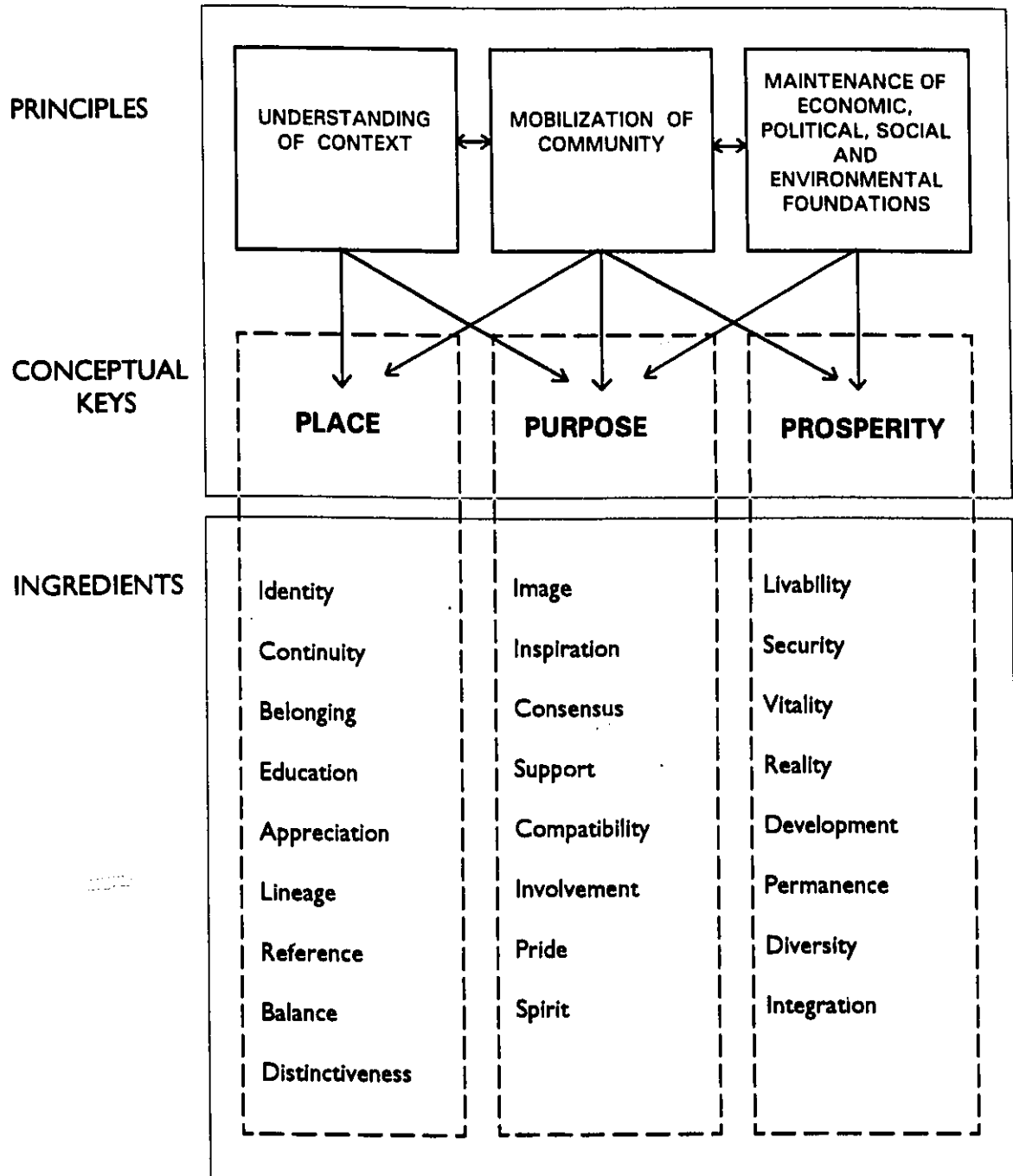


Table 2.1 REPRESENTATIVE FOUNDATION SOURCES OF MODEL BUILDING IN THE DOMAIN OF HERITAGE

INGREDIENTS		PRINCIPLE		
		UNDERSTANDING OF CONTEXT	MOBILIZATION OF COMMUNITY	MAINTENANCE OF ECONOMIC, POLITICAL, SOCIAL AND ENVIRONMENTAL FOUNDATIONS
Identity		Garnham, 1985; Meaning, 1979; Lynch, 1976.	Borich and Korsching, 1990; Meaning, 1979; Lynch, 1976.	Livability Weiler, 1992; MeInick, 1983; Norberg-Schulz, 1971.
Continuity		Dalibard, 1991; Coopersmith and Hall, 1978; Relph, 1976.	Bugnicourt, 1987; Nerfin, 1987; Hines and Napier, 1981.	Security O'Brien and Ayidiya, 1991; UNESCO, 1982; Coopersmith and Hall, 1978.
Belonging		O'Brien and Ayidiya, 1991; UNESCO, 1982; Norberg-Schulz, 1971.	Murphy, 1985; Hines and Napier, 1981; Denman, 1978.	Vitality Bowes, 1993; O'Brien and Adidiya, 1991; Hines and Napier 1981.
Education		Nelson, 1991a; Farvan, 1987; Walker, 1987.	Bowes, 1993; Borich and Korsching, 1990; Mcmillan and Chavis, 1986.	Reality Van der Ryn and Calthrope, 1986; Murphy 1985; Lynch, 1976.
Appreciation		Russell, 1988; MeInick, 1983; Meaning, 1979.	Holliday, 1991; Borich and Korsching, 1990; Pred, 1964.	Permanence Holliday, 1991; Farvar, 1987; Garnham, 1985.
Lineage		Dalibard, 1991; O'Brien and Ayidiya, 1991; Khosla, 1987.	Weiler, 1992; Warford, 1987; Lowenthal, 1966.	Diversity Bowes, 1993; Khosla, 1987; Lowenthal, 1981.
Reference		Weiler, 1992; Lynch, 1976; Tuan, 1974.	Beatley and Brower, 1993; Dalibard, 1991; Lynch, 1976.	Integration Nelson, 1991a; Gadgil, 1987; Khosla, 1987.
Balance		O'Brien and Ayidiya, 1991; Walker, 1987; UNESCO, 1982.	Wohhwill, 1979; Relph, 1976; Tuan, 1974.	
Distinctiveness		Lowenthal, 1975; Norberg-Schulz, 1971; Pred, 1964.		

INGREDIENTS

The third principle of heritage can be described as **maintenance of economic, political, social and environmental foundations**. This principle deals with community vitality, livability and ultimately prosperity. The underlying message is that the success and the survival of a community depends on its ability to respond to and integrate the new without losing its natural balance and personality (Vasoo, 1991; Borich and Korsching, 1990; UNESCO, 1982). This balance and personality stems from an understanding of context and leads to community pride, self-confidence and self-promotion. From this base of understanding and commitment, communities are better able to maintain and manage their collective destiny.

In summary, the overall message emerging from the literature is that heritage, understood in its broadest context, has an important role to play in helping to restore social and environmental harmony. This message is reflected most clearly in the literature pertaining to the basic principles of heritage as these principles integrate the philosophical constructs associated with all aspects of heritage.

However, before the full potential of heritage is realized, a more informed and balanced perspective must be adopted by many within the heritage community as well as by those outside the immediate field. Nelson (1991a) reflects the views of many through his suggestion that changes in thought and practice are necessary to further the role of heritage as a planning and management goal. He puts forward the following ledger of directives:

1. It is important to move from a fragmented and static view of heritage to a more holistic and dynamic one in which natural and human heritage are more closely linked;
2. It is important to recognize that a comprehensive understanding of heritage is the proper basis for assessing proposed laws, policies, programs, projects or other changes and their effects;
3. It is important to recognize all the uses that heritage provides, ranging from the generally recognized recreational and tourist uses to the less adequately

recognized functions such as inspiration, education, research, environmental monitoring, urban and regional planning and community development;

4. It is important to extend the concept of heritage more forcefully to the technological, socio-economic and institutional realms. The institutional realm is especially important because institutions are of fundamental value to the maintenance of ways of life and landscapes.

To some extent the heritage literature indicates movement towards these directives or, at the very least, recognition of their value. Further a more integrated view of heritage is beginning to emerge in connection with two other areas. These areas are sustainable development and community development. In this context, many authors such as Bowes (1993), Stacey and Needham (1993), Dalibard (1991), Nelson and Eidsvik (1990), Bugincourt (1987), and Gadgil (1987) make the point that an understanding and appreciation for heritage at the local or community level is a basic component of any effort directed toward the sustainability of the community and ultimately to the planet. However, in all cases the authors stress the fact that experience in integrating heritage into efforts directed toward community sustainability is limited and more research is needed. Specifically, little is known about the institutional and structural means through which such efforts are directed, the goals and objectives of these efforts, the agencies and actors involved, the planning and analysis process, the implementation process, the underlying managerial guidelines and the successes and failures.

Sustainable Development

Sustainable development is now considered a powerful idea which may help provide the general guidance needed to ensure environmental and social quality for future generations. The concept was brought to global attention during the 1980s, most notably by the World Conservation Strategy (IUCN, 1980) and Our Common Future (WCED, 1987). These two reports helped considerably to raise global awareness of the planets' declining condition and placed the concept of sustainable development on the economic, political and social agendas of most nations.

Since the release of these publications, the literature pertaining to the realities of the environmental challenge, as defined by the state of environmental health and human

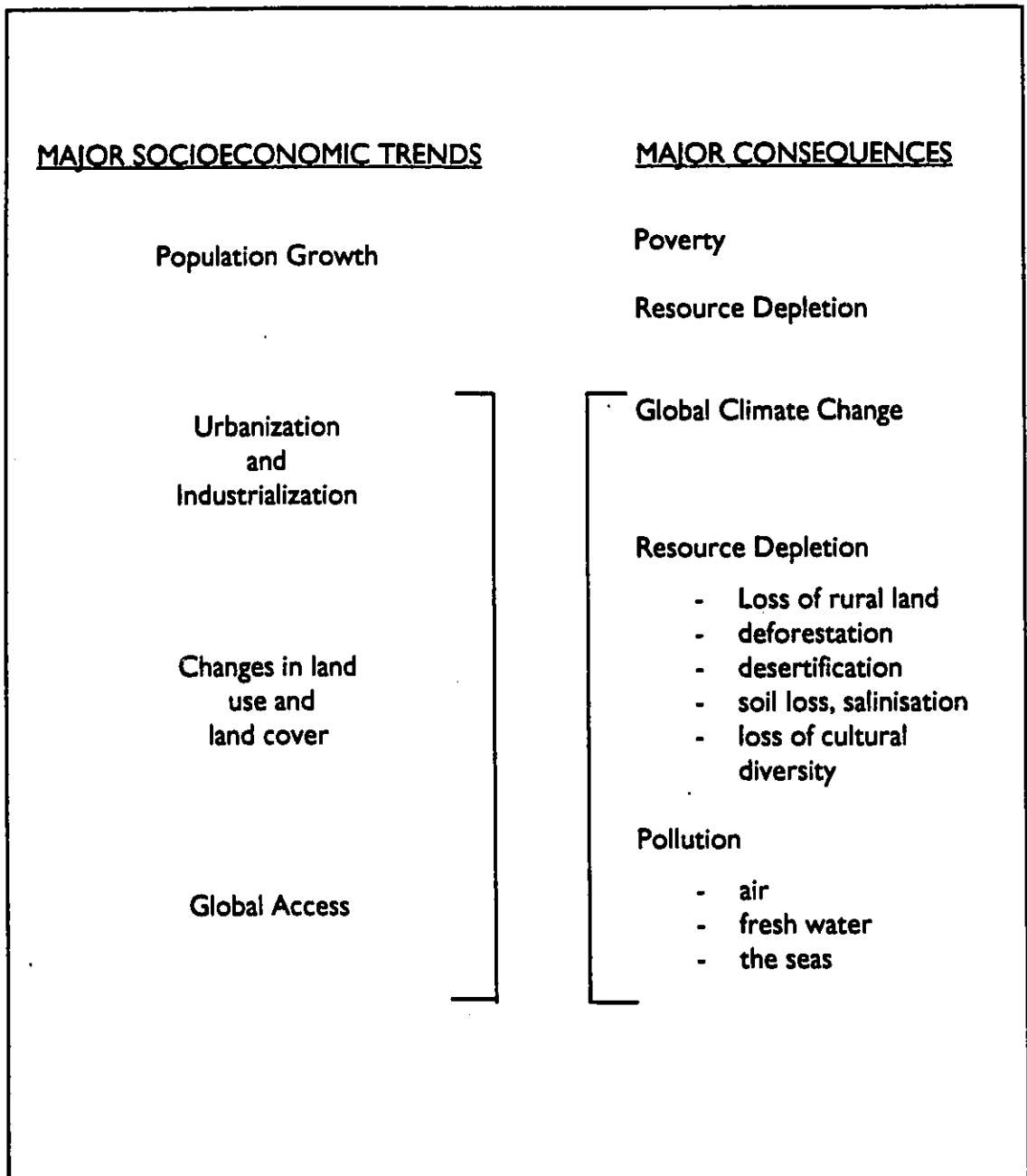
well-being, has grown considerably (Calder, 1991; Holdgate, 1991; Mannion, 1991; Arthur, 1990; Turner, Clark, Kates, Richards, Matthews and Mayers, 1990). Central to this literature is discussion of the socio-economic trends and the environmental consequences likely to lead to a global environmental crisis in the next half century or beyond (Figure 2.3). Indicative of the consequences brought on by such forces as population growth, urbanization, industrialization, changes in land use and cover, and global market access are poverty, resource depletion, global climate change and pollution.

The literature also includes discussion of the major political trends which influence methods of valuing and managing the environment. These trends include; 1) the spread of industrialization and its by-products, 2) the failure of socialism and the reaffirmation of capitalism, and 3) the rapid spread of westernized consumerist culture (UNDP, 1992; Egero, 1991; Korton, 1990; Leiss, 1986). The primary reasons these trends are of concern is because they signal the lessening of control by the state and the possibility of rapid economic growth in some of the worlds lower income countries. In this regard, political trends have the potential to further contribute to the environmental challenge of humankind.

Another facet of the sustainable development literature addresses the historical background to the relationship between humankind and nature. There appears to be general agreement that while the industrial revolution and subsequent population and economic growth gave rise to many of the current environmental problems, the opportunity for their development can be traced back to the philosophy of the Enlightenment. During this time religion started to shift to the margins of society and Newtonian science enabled nature to be studied in a detached, analytic fashion (Jones, 1987; Capra, 1982; Collingwood, 1945). Simply stated, these major changes in the world view have meant that:

1. Knowledge of the world has become fragmented, making it difficult to understand complex socio-environmental interactions (Oitneau, 1990; Van Steenbergen, 1990);
2. Support for the scientific method has fostered a strong belief in the value of science and technology to solve problems (Jones, 1987; Capra, 1982);
3. The scientific method has been extended to the study of humankind through the social sciences which has often led to an oversimplification of reality (Giddens, 1977);

Figure 2.3 MAJOR WORLD SOCIO-ECONOMIC TRENDS AND CONSEQUENCES (Carley and Christie, 1993;18)



4. Science has encouraged a separation between facts and values which has reinforced a utilitarian approach to life (Capra, 1982; Simey, 1968).

The evolution of political thought is another component of this background literature. These writings trace political thought from the sixteenth century to the present and address the classic dichotomy between individual freedom and the idea of social control by the state for the common good (Jacobs, 1991; Lane, 1988; Spragins, 1976). The point is made that there is a separation between the economics of business and social organization, and that in liberal capitalism, fundamental importance is associated with individual freedom in private or civil life (Buchholz, 1993; Carley and Christie, 1993). In this context, there is reason for concern because, environmental quality is a public interest and it will be difficult for a political system to maximize individual freedom while maintaining public interest.

The background literature also considers the international economic system. The world economy is characterized by uneven development, by Western domination of international trade and technology transfer, by the financial and technological power of international corporations, by the dependence of low income countries on corporations and Western governments because of indebtedness, inappropriate aid and military policies, and by the aspirations of low income countries for democracy and improved living standards (World Bank, 1991; Helleiner, 1990; UN, 1990; WCED, 1987). The main issue is the extent to which the global industrial system can integrate environmental concerns into their operation. This is of interest because to-date the act of integration of ecological concerns with policy making has been a major failure of the existing economic order (Helleiner, 1990; WCED, 1987; Lang, 1986; Mitchell, 1986).

A further focus in the background literature is the notion of centralization. Centralization trends are associated with the rise of the modern state, increasing central government control of policy and funding, cultural homogenization and extension of administrative control through specialization and bureaucracies (Buchholz, 1993; Carley and Christie, 1993; Miles, 1985). The powerful trend to centralization is of concern because it diminishes local level control and action and it is at this level where efforts to solve environmental problems are most effective.

The cumulative effects of the socio-economic and political trends, the world view of the environment, the evolution of political thought, globalization and centralization have resulted in complex, negative social and environmental consequences. The present challenge before the world is to re-think the environment and economy relation and put into practice the appropriate forms of decision-making. The concept for change most often put forward is sustainable development. However, there is little agreement on what it actually means or how it is to be achieved (Daly and Cobb, 1989; Rees, 1989; Barbie, 1987; Redcliff, 1987).

The World Conservation Strategy (IUCN, 1980) indicated that sustainable development must take account of social and ecological factors, as well as economic ones; of the living and non-living resource base; and of the long term as well as the short term disadvantages of alternative action. The World Commission on Environment and Development (WCED) expands on the definition and states that:

Humanity has the ability to make development sustainable - to ensure that it meets the needs of the present without compromising the ability of future generations to meet their own needs ... sustainable development is not a fixed state of harmony, but rather a process of change in which the exploitation of resources, the direction of investments, the orientation of technological development and institutional change are made consistent with future needs as well as present needs (WECD, 1987: 8-9).

Nelson and Eidsvik (1990: 66) suggest that "the concept of [sustainable development] sets a very basic goal - sustainability - and provides a broad umbrella under which we can develop and perhaps agree upon various important principles and practices to be used in striving for the ideal - which seemingly must be envisioned as a process rather than any utopian end state". In this respect the concept of sustainable development is more of a framework for understanding or an ethics guide for better planning and management than it is an end in itself. Dovers (1990) contends that the vagueness of sustainable development definitions stems from the fact that the concept is a value-based concern and a general social goal. As such, he believes that definition is inherently difficult. But, it will become more clearly defined as it is translated into policies and specific actions. He also suggests that the concept cannot be defined in any absolute sense because there is no single best sustainable

society, but rather an infinite variety of more sustainable societies and systems within each, shaped by the particular context of time, place and imperative. The imperative, he points out, will vary greatly in different countries depending on the political culture, the resource base and the economic system.

Attempts to convert the concept of sustainable development into policies and actions have also been surrounded by debate in the literature. Authors such as Redcliff (1987), Walker (1987) and Rhodes (1985) advocate bottom-up approaches for achieving sustainable development and others such as Carley and Christie (1993) and Simon (1989) advocate approaches that combine a flexible blend of bottom-up and top-down planning. There are also those who are critical of the amount of attention given to sustainable development at the international and national levels while little consideration has been given to the implications of adopting sustainable development practices at the local level. Maclaren (1992) and Perks and Tyler (1991) suggest that what is lacking are real on-the-ground examples of sustainable development in community and regional settings. These examples are viewed as necessary to provide guidance for the future. Still others focus their debate on whether sustainable development should be approached from an economic, ecological or social perspective (Ruitenbeek, 1991; Friend, 1990). It is contended by Barbie (1987) that sustainable development must be viewed as an interaction among three systems: the biological and resource system, the economic system and the social system.

Discussion has also emerged in the literature regarding the subject of sustainable development indicators. Many of the efforts to-date, including those of the Canadian Environmental Advisory Council (1991), have concentrated on producing environmental indicators for sustainable development. However, this is not seen as adequate by some who suggest indicators are needed which link environment, economics and social equity. Ruitenbeek (1991) proposes that such indicators should: a) reflect a broader scope so that the economy and social behaviour are acknowledged as a subset of the broader ecosystem which supports them, b) reflect distributive elements which are important from a social equity viewpoint, c) have applications as a forward looking projective tool, d) reflect explicit linkages between human, economic behaviour and the productivity of the broader ecosystem, and e) recognize the inherent uncertainty in ecosystem behaviour and responses.

The fragmented approach to sustainable development planning and policy formation is a further subject of debate. Currently all levels of government are attempting to create sustainable development policies and practices and many sectors such as forestry, water

management, parks, tourism and mining are also addressing the issue. While this widespread involvement is encouraging to some, others caution that the segmentation is a major weakness in sustainable development efforts (Manning, 1992; Nelson, 1992; Dovers, 1990; Richardson, 1989). The importance of a coordinated approach to sustainable development is stressed by Hilts and Fitzgibbon (1989). It is their view that integration of sustainable development programs among sectors will result in more effective use of programs, achieving goals with greater efficiency and less expense, and that such an approach will contribute more to sustainable development in the long run.

The controversy and debate which presently surrounds the concept of sustainable development is indicative of an emerging social paradigm and should be regarded as a healthy step on the way to creating the guiding principles, policies and practices which will be needed to direct present and future planning and management efforts. In fact, several authors have drawn from the many discussions and the opinions in the literature and have proposed principles or characteristics for sustainable development (Carley and Christie, 1993; IUCN, 1991; Daly, 1990; Dovers, 1990; Rees, 1990; Gardner, 1990; Milbrath, 1989; Lang, 1986; Mitchell, 1986). The identified principles can be organized into a basic framework for sustainable development (Table 2.2). The framework includes those principles which relate to the ethics or the human welfare perspective necessary for sustainable development and those principles which relate to the approaches or strategies that are necessary to the pursuit of sustainable development. Both are included as it is commonly held that ethical components as well as strategic components are important and interdependent when addressing issues from a sustainable development viewpoint.

The principal ethics or values underlying decision making concerning sustainable development include: 1) satisfaction of human needs; 2) maintenance of ecological integrity; 3) achievement of equality and social justice; 4) social self determination and cultural diversity; and 5) integration of conservation and development (Gardner, 1990; Lang, 1986; Mitchell, 1986). These five principles address the question of what is appropriate conduct for sustainable development. They point to the importance of local level community involvement in decision making and suggest a strong human and community commitment which has tended to be absent in other attempts at resolving environmental problems. Alternatively, the principal approaches or strategies underlying decision making in the sustainable development context relate to the ways and means. Briefly stated these include; 1) a strategic approach to facilitate the effective and efficient selection of goals, objectives and alternative courses of action; 2) a systems approach to facilitate the recognition of the

Table 2.2 **SUSTAINABLE DEVELOPMENT FRAMEWORK**
(modified after Gardner, 1990; Lang, 1986 and Mitchell, 1986)

<p>I Principal Ethics or Values Underlying Decision - Making:</p> <ol style="list-style-type: none">1. Satisfaction of Human Needs2. Maintenance of Ecological Integrity3. Achievement of Equity and Social Justice4. Social Self - Determination and Cultural Diversity5. Integration of Conservation and Development
<p>II Principal Approaches or Strategies Underlying Decision - Making:</p> <ol style="list-style-type: none">1. Strategic2. Systems3. Adaptive4. Integrative5. Pluralistic

interrelationships and interdependencies among all life forms; 3) an adaptive approach to facilitate the harmonization of natural and human system processes; 4) an integrative approach to facilitate coordination and cooperation among government agencies, scientific disciplines, business and industry and public interest groups; and 5) a pluralistic approach to facilitate legitimate multi-stakeholder and multi-sectoral involvement in environmental planning and management (Gardner, 1990; Lang, 1986; Mitchell, 1986).

While the World Conservation Strategy and the WCED Report set the framework for sustainable development, and efforts are under way to establish the basic principles or characteristics for sustainable development, individual nations, states, regions and local communities must perform the difficult tasks of establishing their own development objectives, agreeing to principles and aims, ranking alternative actions and developing evaluation techniques which are best suited to their particular ecosystems, economies, and social and political structures. The most common tool used to guide the comprehensive and integrated planning required to meet the vision of sustainable development is the conservation strategy.

Support for conservation strategies as a means of addressing sustainable development objectives is omnipresent throughout the literature (Elkin, 1990; Kelly and Sanderson, 1990; Manning, 1990). Many countries have prepared national conservation strategies and several state and regional strategies have emerged since the mid 1980s. In Canada, for example, all ten provinces and the two territories have either adopted or are in the process of adopting conservation strategies. Some of the most comprehensive of these strategies include the Inuit Regional Conservation Strategy (ICC, 1986), the Yukon Territory Conservation Strategy (Government of the Yukon, 1988) and the Provincial Conservation Strategies of Prince Edward Island and Alberta (Kelly and Sanderson, 1990; McCellan, 1990).

More recently, municipalities have become involved in the preparation of strategies and initiatives directed toward sustainable development. Illustrative of this increase in interest is the International Council for Local Environmental Initiatives. This Council grew from a 1990 United Nations meeting consisting of representatives from more than 200 communities in 41 countries. The Council was created to help cities, towns and countries implement local policies that respond to global environmental problems (Brugmann, 1990). Studies by Maclaren (1992) and Rees and Roseland (1991) also indicate the growing local government response to sustainable development. They suggest that some profound

changes are being made in the way in which municipal governments operate. These changes include areas as diverse as transportation, hazardous waste management, urban forestry, water conservation, land reclamation, environmentally significant areas protection, carbon dioxide and pesticide reduction, environmental assessment and general community livability.

A review of conservation strategy documents from Canadian and foreign sources reveals substantial variations in approach and substance. This is to be expected and is entirely appropriate. According to Richardson (1989:30), this is so because, "the conservation strategy is not a technical formula or procedure that can be transported intact from one place to another, but an orientation inspired and guided by a particular goal, leading to a program of action appropriate for a specific set of conditions". Thus, conservation strategies differ from one area to another as the problems, objectives, priorities and suitable means of addressing the problems also differ from place to place and sector to sector. However, in order for conservation strategies to be effective tools to help meet the vision of sustainable development, a number of preconditions must be met (Perks and Tyler, 1991; Hiltz and Fitzgibbon, 1990; Manning, 1990; Sadler and Jacobs, 1990). Generally, these include the need to build on and improve local community involvement in decision making, the need to enhance public and private sector cooperation, the need for coordination and cooperation among agencies involved in different fields, the need for innovative tools and approaches for achieving sustainable objectives and the need to build an ethic of stewardship at the government, private, corporation and individual levels.

The federal and provincial governments of Canada, through efforts such as those by the Canadian Council of Ministers of the Environment (CCME), are making substantial progress in advancing the notion of sustainable development. Despite the opinions of some critics and skeptics, sustainable development is becoming part of the mind-set of provincial, territorial and federal government. The most striking evidence of support for the concept is the demand made by the Canadian Council of Resource and Environment Ministers (1987) that all government agencies adopt a sensitivity to sustainable development through mandatory consideration of environmental and economic linkages in all areas of their jurisdiction. This demand has been followed by the adoption of a Statement of Interjurisdictional Co-operation on Environmental Matters by the present Canadian Council of Ministers of the Environment. The agreement commits the two senior levels of government and their agencies to increased accountability for sustainable development. This is operationalized through such mechanisms as requiring sustainable development declarations in all annual reports and major publications, sustainable development declarations in all Cabinet and Treasury Board submissions,

harmonization of environmental standards, use of environmental audits, environmentally sensitive procurement policies, and the development of sustainable development progress indicators (Canadian Council of Ministers of the Environment, 1988). The task now before government agencies is the creation and enhancement of criteria to guide and monitor the newly adopted sustainable development mandate.

In summary, sustainable development is an emerging paradigm designed to strike a balance between the ecological health of the planet and human development in a manner which ensures that both meet the needs of the present without compromising the future. Sustainable development is an ethics guide from which better planning and management principles and practices can be developed. It is also a concept surrounded by much debate and confusion which can only be resolved as the current state of knowledge and understanding matures. The need for this knowledge is accentuated by the fact that sustainable development is on the social and political agendas around the world and decision makers at all levels are demanding that new programs and policies have a sustainable development sensitivity (IUCN, 1990; CCME, 1988).

Throughout the sustainable development literature there is an overwhelming call for further study. Most notably there appears to be a need for comprehensive analysis of existing sustainable development programs or initiatives and comparative assessments of these initiatives. This is because the literature is quite lean in attempts to understand and access actual functioning sustainable development initiatives either individually or in a comparative context.

These particular literature omissions make it difficult for researchers to identify common denominators of success and failure that are inherent in sustainable development experiences. This paucity also contributes to difficulties in identifying those concerns, issues and problems that challenge or impede the development of sustainable development programs. Further, the omissions inhibit the development of agreed upon conceptual models or frameworks upon which analysis and comparison can be built.

The literature which probes for understanding of the relationship between the basic principles of sustainable development and heritage is also scant despite the fact that several authors from the heritage community suggest a close association (Bowes, 1993; Nelson, 1991a; Nelson and Woodley, 1990; Kolsha, 1987; Walker, 1987). This void signals yet another aspect of the sustainable development debate in need of investigation. It also brings

into consideration the importance of gaining a greater understanding of the role of heritage and sustainable development in the community context. This is of interest because the values and ethics which will direct efforts toward community development are most clearly understood at the local or community level and because sustainable development actions must start at the community level to be truly effective. The following section presents a review of the current knowledge state pertaining to community development.

Community Development

Wileden (1970:17) points out that "... if a community is literate, the nation is literate; if the community is economically sound, the nation is economically sound; if the community is physically, morally and spiritually healthy, the nation is physically, morally and spiritually healthy". In other words, healthy, viable communities are an important basic foundation for nations and the point where substantial understanding and effort is required.

A review of the literature related to "community" reveals several common definitional concepts (Crompton, 1971; Wileden, 1970; Douglas, 1989; Fitsimmons and Freidman, 1981). A community is generally defined as a social system composed of persons living in a defined locality over a period of time, functioning as individuals, in families and in groups as consumers and producers of resources, goods and services. It persists to satisfy various life needs existing in a context of generally shared values, beliefs, customs, laws and culture. It also exists through a variety of organized economic, social and institutional settings with methods for sanctioning behaviours and adjudicating conflicts, all of which in turn, is subject to various economic, cultural, political and social influences from the outside world. A more succinct definition is offered by Douglas (1989). He states that, "by community we refer, in the main, to a geographically contiguous community who share common territory, who interact regularly as residents and social economic agents and who share bases of cultural identity, continuity and affiliation" (Douglas, 1989:30).

Efforts directed toward the creation and maintenance of healthy, viable communities have been founded in three basic traditions. These traditions are economic development, community planning and community development.

Generally, community economic development is understood to include all activities initiated and fostered by communities or groups within communities, to enhance the economic well-being of the community as a whole (Clark, 1981; Wismer and Pell, 1981). In this context, well-being is measured in terms of income, occupations, employment, consumption and capital accumulation. Douglas (1989) suggests several ways community-based economic development can be distinguished from individual entrepreneurial efforts or government efforts. These include: 1) community betterment as an overriding motive; 2) attempted integration with other businesses, economic activities and social objectives; 3) public involvement and maximizing the spread of beneficial effects are important; 4) feedback, discussion and accountability are important dimensions of the process; and 5) economic initiatives are viewed as means to various ends and not ends in themselves. "Community-based economic development by design and conviction sees the community simultaneously as both subject and object, in sharp contrast to most externally sourced economic development initiatives" (Douglas, 1989:29).

Unfortunately, community economic development activity is not always approached from such a sensitive and participatory perspective. Also, "there is still remarkably little purposeful activity in community economic development in too many communities" (Douglas, 1989:41). Part of the reason for this is a lack of conviction for the community economic development idea. However, a great deal of the problem relates to a significant lack of information on what might be done, what has been done and how to do it again. This signifies a need for further study of existing community-based economic development initiatives (Cossey, 1990; Shaffer, 1990; Douglas, 1989). Further, there is recognition that economic development efforts deal almost exclusively with opportunity identification and not with associated resource management and land use decisions which significantly affect economic opportunities. This has led many such as Cossey (1990), Douglas (1989) and Dykeman (1986) to suggest that the continued separation of economic efforts and physical planning is counterproductive and a more integrated approach is needed. After all, decisions and actions on economic matters have physical implications while the outcome of physical planning decisions have serious consequences for economic development options.

Community planning as prescribed by various planning acts and similar statutes, deals with land use, the physical development of the community and community services within the context of specific objectives (Dykeman, 1989). Community planning currently functions within a highly structured legalistic framework involving agencies and regulations

from all areas and levels of government. As Hodge (1985) points out, one can not help be struck by the pervasive bureaucratic orientation of community planning.

Literature reveals that community planning grew from an original concern with the ills of rapid and large-scale growth of cities. The ledger of ills included urban congestion, slums, land use conflicts and premature subdivision of areas around cities (Douglas, 1989; Hodge, 1985; Hodge and Qadeer, 1983). The tools and techniques developed for city planning were subsequently applied universally to large, small and rural municipalities. This apparent lack of regard for differences in scale, intensity and pace of change in non-urban areas has been a source of controversy to many communities. Other concerns relate to the top-down approach of community planning, its reactive nature, its product orientation and its fragmented treatment of economic, social and environmental issues (Douglas, 1989; Dykeman, 1986; Hodge, 1985).

A current view commonly held by both practitioners and critics is that effective community planning must become more than land use planning and regulation. Dykeman, (1989) and others have called for a planning model that emphasizes an integrated approach to planning and development, that is, one that is process and action oriented. In this context, an integrated approach means integration among senior levels of government and local communities, the integration of sectorial planning efforts and the integration of government policy and planning efforts. It also means working beyond the limiting requirements and tools prescribed by land use planning acts toward integrated approaches that will include other aspects of community management, such as community business development, social development and resource development.

Community development is a term that receives frequent use. It has been used by some to connote tangible achievements such as schools, hospitals and swimming pools that have been constructed, episodes of cooperative work, attendance at meetings, and petitions circulated and signed (Crompton, 1971; Biddle and Biddle 1965). But, Dykeman (1986), Campfens (1982) and Wileden (1970) point out that more is involved in community development than "superficial evidence". Community development is also a process shaping peoples lives. Christenson and Robinson define community development as "(1) a group of people (2) in a community (3) reaching a decision (4) to initiate a social action process (ie. planned intervention) (5) to change (6) their economic, social, cultural or environmental condition" (1980:12). Community development demands that groups affected by a societal condition become mobilized and develop the capacity to take action. Group action may focus on self-help and mutual aid, or on social actions that attempt to influence

conditions affecting group members by exerting pressure on responsible institutions. The action process usually focuses on distinct activities ranging from group development, leadership development, organizational and management development, to inter-group or inter-organizational relations (Taylor, 1991; Campfens, 1982). The literature reveals that this community mobilization potential has been used by various environmental sectors, social services agencies, educational entities, community relations agencies, economic development institutes, land use planning agencies and heritage conservation associations, to name just a few (Bowes, 1993; Lotz, 1991; Vasso, 1991; Wells, 1991; Brugmann, 1990; Corsey, 1990; Economic Council of Canada, 1990).

According to Dykeman (1986) an important characteristic of community development is the belief that lasting progress can only be achieved through the development of local understanding, local initiative and local self-help with broad local participation. In fact, community development inherently includes, economic viability and welfare, citizen participation, community self-help and self-reliance, mutual aid and support, local initiative and leadership development, optimum use of local or indigenous resources, and control over its own agenda (Douglas, 1994; Dykeman, 1986; Campfens, 1982; Crompton, 1971; Weilder, 1970). The message emanating from the literature is that as people begin to feel a sense of community and adopt goals that serve community growth, the conviction that they are able to contribute to social improvement increases. It advocates a move from the fragmented approaches of economic development, community planning and community development to a more integrated approach.

This approach to integration closely approximates the emerging notion of sustainable communities or healthy communities. Boothroyd and Eberle (1990:7) define a healthy community as "a community in which all groups are working effectively together to improve the quality of all peoples lives". In other words, the concept of healthy or sustainable communities emphasizes the integration of social, economic and environmental conditions within a community and recognizes that there needs to be opportunity for and fulfilment of active public participation in a process of self-determination. Numerous scholars such as Cholette, Dobson, Gerecke, Nozick, Simpson and Williams, (1991); Rees and Roseland, (1991); Daly, (1990); Mailbrath, (1989); Rees, (1990); Register, (1990); Robinson, Francis, Legge and Lerner, (1990); and Van der Ryn and Calthorpe, (1986) have developed various sets of principles that attempt to give guidance to sustainable community planning. Gurstein and Curry, (1993) suggest eight components for sustainable communities. These include incremental planning, public participation, local governance, regional integration, community economic development, social equality, environmental management and the built form. It is their view that these components represent the socio-economic and environmental fabric

of a community, and that they are interwoven. In an attempt to further refine the emerging principles and practices the call is being made to study existing community development programs to gain an understanding of how the theoretical principles are made operable in real settings (Beatley and Brower, 1993; Gurstein and Curry, 1993; Manning, 1992; Nozick, 1992; Roseland, 1992). The growing registry of these initiatives are epitomized by programs such as the Bamberton Project in British Columbia, the United Hands Community Land Trust in Philadelphia, Milten Park in Montreal and Kingfisher Lake in Northern Ontario (Gurstein and Curry, 1993; Nozick, 1992). In each of these cases, the philosophical and decision-making tenets of heritage and sustainable development are evident. In a recent review by Nozick (1992), it is suggested that the essence of healthy or sustainable communities centres on five major themes. These include a) an economics of self-reliance; b) an ecological sensibility; c) community empowerment; d) meeting individual needs; and e) developing a community culture and identity.

Heritage, Sustainable Development, Community Development Integration

The most prominent message ringing throughout the literature is the call for integration. Mitchell (1986:13) suggests that integration "... could be described as the sharing and coordination of the values and inputs of a broad range of agencies, publics and other interests when conceiving, designing and implementing policies, programs or projects". In the heritage literature the call is for the integration of natural and human heritage. In the sustainable development literature the integration of biological, economic and social systems is the premise of the concept itself. In the realm of community development, the integration of economic development, community planning and social development is the preferred choice of critics.

The call for integration among the three sometimes disparate concepts of heritage, sustainable development and community development also appears in the literature. While it is difficult to attribute this call, it is suggested that the emergence of sustainable development as a general guide for the future has done much to stress the necessity for integration. In the search for ways and means to work toward the basic goal of sustainability, many authors have directed their attention to the linkages between heritage, sustainable development and community development. For example, Nelson (1991a) makes the point that heritage is the ultimate context in which to make decisions about sustainable

development. This is because heritage is increasingly being understood as an ever-enlarging source of information upon which every human judgement and decision depends. Similarly, Khosla (1987:193) stresses that "to achieve development which is sustainable, each society must learn to design and manage its future in light of its resources and aspirations". He explains further that these resources and aspirations are rooted in the evolution of a society's heritage and are most clearly understood at the local level. Farvar (1987:241) takes this a step further to suggest that "it is becoming an increasingly accepted fact in both the development and conservation communities, that combining traditional knowledge of the local people with what can be judiciously sifted out of modern technology, can bring about a much richer contribution from both".

The linkage among heritage, sustainable development and community development is further developed by Gadgil (1987). It is his contention that national and local issues relating to sustainable development can only be resolved if the values of the host community are considered. Bugincourt (1987) and Nerfin (1987) suggest that concrete solutions to environmental and economic problems will largely depend on a new organizational capacity of society as a whole, based on the cultural values of different communities, their creativity and their potential for innovation. Likewise, Warford (1987) believes that the solutions to conservation and development problems depend on a new organizational capacity that is based on participatory, collaborative, democratic and decentralized decision making. In other words, the very aspects which contribute to sustainable development are the foundations for effective community development efforts.

These viewpoints stress the integrated nature of heritage, sustainable development and community development. Yet, little substantial work has been done to express these ideas in a framework or model which truly reflects integration. This literature review however, furnishes the basis for such a framework. As an emerging icon, heritage provides a source for meaning and judgement amid everchanging ideas and activities. In this regard, the heritage principles previously described illuminate the role heritage plays as a basic philosophy for managing change and sustaining well-being (Figure 2.2). The three heritage principles are understanding of context, mobilization of community and maintenance of social, economic, political and environmental foundations. **They can be viewed as the underlying philosophical tenets of all environmental and other decision making, including decision making related to sustainable communities.** Concomitantly, the previously presented ethical and strategic principles of sustainable development provide the general guidance for decision-making needed to ensure environmental and social quality

for future generations (Table 2.2). **They can be viewed as the general decision-making tenets to be used when relevant and necessary in sustainable development initiatives and their management.** In this respect, there is evidence of a natural predisposition for an hierarchical integration between the heritage and sustainable development principles (Figure 2.4). Further, as previously explained, community development is the process by which people become more competent to live with and gain control over local aspects of changing conditions. When considered in combination with heritage and sustainable development, community development can be viewed as the product of the heritage and sustainable development union (Figure 2.5). **It is the process which is produced when the tools or decision-making tenets of sustainable development are used to support the philosophical tenets of heritage.**

Despite extensive literature searches of both national and international data bases, no antecedent attempts appear to have been made to study the integration of heritage, sustainable development and community development. This lack of progress remains even though the strongest call is for more research into the mechanics of integration. This study, therefore, addresses these information voids by critically examining both the philosophical and structural characteristics of programs which purport an integrated institutional fabric.

Program Expression

In addition to the recognized need to understand more about the philosophical integration of heritage, sustainable development and community development, there is also an obvious void in the information available concerning the needed management structure. Several scholars such as Gurstein and Curry (1993), Weiler (1992), Manning (1991), Nelson (1991a) and Gardner (1990) strongly suggest that much more needs to be learned about programs with a heritage and a sustainable development orientation in terms of both their philosophy and their operationalization. More specifically, information is required which addresses such issues as the relations among agencies and actors, the context and conceptualization, the planning and analysis process, the implementation process and the underlying managerial guidelines and principles. Also of interest are details such as institutional or management linkages between decision making levels or jurisdictions, methods or approaches to conflict resolution between agencies and actors, methods being used to facilitate integration, methods of identifying and monitoring strengths and weaknesses

Figure 2.4 HIERARCHICAL INTEGRATION OF HERITAGE AND SUSTAINABLE DEVELOPMENT PRINCIPLES
(Stacey and Needham, 1991 and 1993)

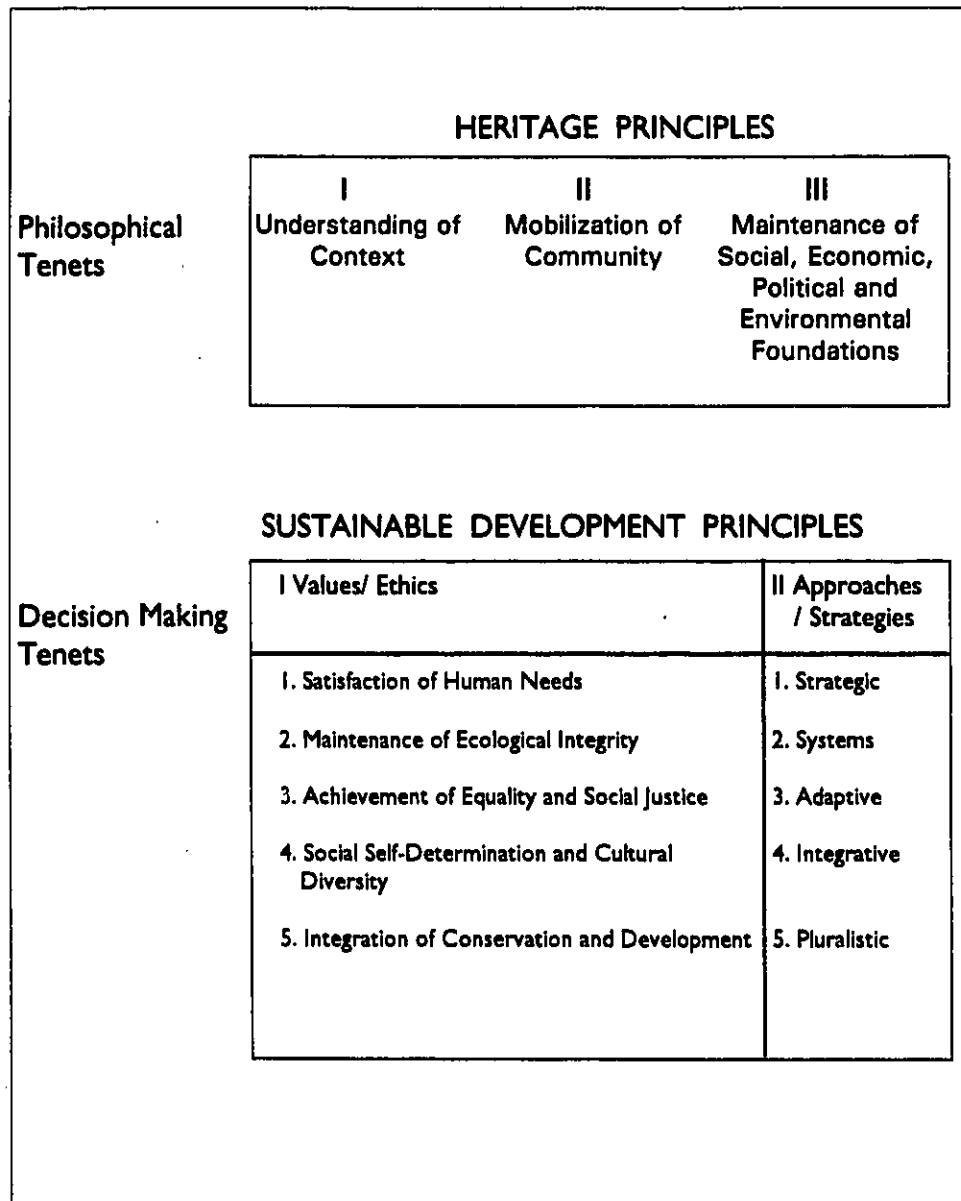
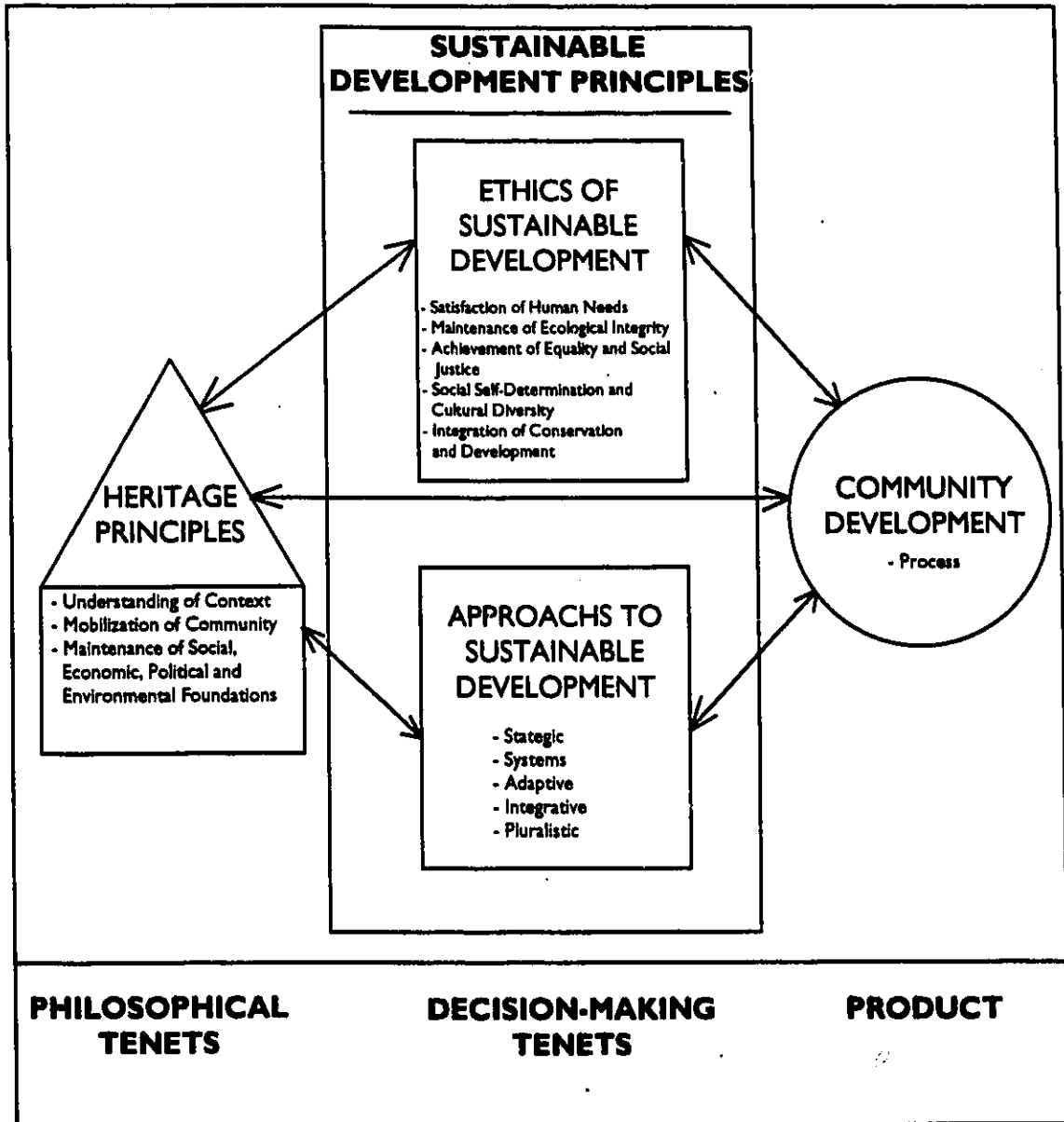


Figure 2.5 HERITAGE, SUSTAINABLE DEVELOPMENT, COMMUNITY DEVELOPMENT INTEGRATION



and successes and failures and means of identifying priorities and future directions. Further, greater understanding is needed from the comparative analysis of programs that are attempting to accomplish similar goals and objectives as well as from the comparative analysis of programs that are different in goals and objectives, but possess similar institutional structures and/or basic philosophies that could be of value to other cases or programs.

CHAPTER III

RESEARCH METHODOLOGY

Introduction

The research methodology is presented in two main sections: research foundations and research approach. The former establishes the study's methodological underpinnings in the domains of evaluation research and survey research. The latter describes the methodology employed in the exploration. The study design, the survey implementation process, and the data analysis procedures are included in the discussion. Concluding comments pertaining to study design and model utility are also offered.

Research Foundations

The research methodology and its design have been guided by antecedent work in two domains - evaluation research and survey research. The evaluation research literature details the theory and practice of program and project evaluation. This literature was consulted to provide guidance and direction on the protocol of evaluation research even though this study is not a traditional evaluation in the context of public administration and public policy. More specifically, the literature was consulted to assist in the conceptualization of program analysis, to help define assessment criteria and to guide the design of survey instruments. The survey research literature was reviewed to develop the needed understanding and competency in survey design, implementation and analysis. "Points of advice" are used to summarize the salient information from the two research domains.

Evaluation Research

The field of evaluation research has grown considerably in the last thirty years. This growth has been due primarily to the recognition that evaluation is a vital component of any policy program or project that wishes to remain competitive and receive funding and political support (Bickman, 1987; Finsterbusch and Motz, 1980; Morell, 1979). Essentially, evaluation is the watchdog of efficiency and effectiveness and both have become major

concerns for groups such as legislators, planners, program managers, foundation executives, academics and the public. Doern and Phidd (1983) in their investigation of the ideas, structure and process of Canadian public policy provide novices to evaluation science three warnings. First, there is no single, easily identifiable phase or stage in the policy cycle at which it can be said that evaluation and analysis occur. Second, the definitions and scope of evaluation vary greatly in keeping with the many institutions, professional knowledge groups, interest and advocacy perspectives involved. They vary according to whether the analysis is applied to outputs versus outcomes or impacts, or to structures and processes; deal with a priori versus ex-post decisions; and short-run versus longer-run time periods. Definitions also vary according to whether one is dealing with the "top down" needs of central governments or the "bottom-up" needs of community planners and managers. Third, the importance of explicit/implicit criteria for evaluative judgement cannot be underestimated. The analytical activity required involves some degree of advocacy rather than just dispassionate objectivity, and one would be naive to think otherwise. There is not a standard evaluation criteria ledger to be consulted.

Throughout the growth and development of evaluation research much has been written about its purpose and characteristics (Chen and Rossi, 1989; Bickman, 1987; McGrath, 1984; Guba and Lincoln, 1983; Rossi, 1982; Dunn, Mitroff and Deutsch, 1981; Perloff and Perloff, 1980; Rossi, Freeman and Wright, 1979; Suchman, 1967). A review of this literature reveals that evaluation research has progressed through two main stages in its brief history. In the 1960s and 1970s, there was general recognition by theorists that full descriptions of programs were essential to evaluations (McGrath, 1984). However, according to Chen and Rossi (1983) the sudden growth in social programs, the need for timely evaluations of programs and the strong conviction that the programs would work, contributed to a decline in research which included process measures and to the encouragement of studies designed to test input/output links directly. More recently, there has been renewed interest in the comprehensive assessment of program characteristics because experimental and quasi-experimental input/output evaluations without measures of program philosophy, structure and process were found to have several weaknesses (Conrad and Miller, 1987). The most obvious of which is the fact that "outcome focused evaluations" conveyed limited or no information about why a program does or does not work. Many in the evaluation field now describe evaluation research as the systematic application of research procedures in assessing the conceptualization, design, implementation and utility of a program or project (Chinapah and Miron, 1990; Chelimsky, 1985). In this respect evaluation has moved from the simple input/output or black-box approach

towards one which focuses on "inside" and attempts to understand how elements are arranged and how elements interact in the program interior (Cook and Shadish, 1986).

The many evaluation types which have emerged over the years can be classified as either process/formative or outcome/summative. The main distinction between formative and summative evaluations lies in their identification of what is to be studied (Caudle and Newcomer, 1989). Summative evaluations stress goals, results and effects and attempt to measure impacts or outcomes against known bench marks. They tend to be based on the scientific research approach and most often occur at the end of a program or a specific stage of a program. Formative evaluations, on the other hand, focus on program procedures and processes as well as progress and generally take place as the program is evolving. However, as Chinapah and Miron (1989) point out there are also evaluations with combined elements of both formative and summative evaluations. The strongest testimonial for the need for formative or mid-cycle policy and program evaluation is found in the environmental assessment literature. The challenge facing environmental assessment is the development of frameworks and criteria to evaluate policies and programs from a sustainable development perspective. In this respect evaluation is having to move from a project outcome orientation to a policy and program planning orientation (Sadler and Jacobs, 1990). As new and different approaches develop in response to global change, it is anticipated that increased emphasis will be placed on process or formative evaluations, and greater attention afforded the philosophical or policy reference underlining plans, programs and projects.

Some of the most commonly used evaluation approaches are identified in Table 3.1. Despite approach differences, individual evaluations frequently combine elements of several approaches. As Doctors and Wokutch (1980:35) point out, "hybrid evaluation approaches seem to be much more common than researchers in this field are willing to admit". According to Sonnichsen (1989) however, the blending and use of more than one approach in program evaluation is not necessarily a problem. The mixture can enhance findings and can increase the number of options for decision makers. He views the overreliance on a single methodology as a common pitfall in the practise of evaluation. Patton (1986) and Wholey (1985) are of a similar opinion and strongly emphasise the importance of appropriateness or usefulness in conducting evaluations. They both see utility as the primary focus for evaluations and are of the opinion that evaluators must recognize the importance of identifying the purpose of the evaluation at the outset. Then, they suggest, it is possible to craft a methodology that matches the specific purpose of the exercise; and it may be an exercise in which evaluation, assessment and analysis blend together.

Table 3.1 EVALUATION APPROACHES

APPROACH	FOCUS	REFERENCE
1. Client comparison evaluation	Identification of individuals or groups most likely to be helped by a program or treatment.	Postlethwaite (1984)
2. Follow-up evaluation	Determination if program or treatment achieved intended purpose or dynamics by which program effects change over time.	Brown & Macey (1985), Driver & Johnson (1983/84), O'Hearn (1982)
3. Historical evaluation	Assessment of policies and programs in the context of time prior to conception and following implementation.	Chapman (1982), Draper (1981), Codery (1963)
4. Social process audit	Assessment of relative efficiency of program management and operation.	Frederick (1974), Bauer & Fenn (1973)
5. Experimental/ Quasi-experimental designs	Assessment of measurable program results following the research approach of the physical sciences.	Chinapah & Miron (1990), Niles (1981), Cambell & Stanely (1963)
6. Goal-free evaluation	Determination of program or treatment value with limited contact between evaluators and program personnel and program goals.	Rothenberg (1975), Scriven (1973)
7. Systems evaluation	Determination of the appropriateness of a program's organizational structure.	Yushtman & Seashore (1967), Etzioni (1960)
8. Cost-benefit analysis	Identification of programs or treatments which are economically viable or otherwise beneficial based on cost.	Swartzman, Liroff & Croke (1982), Day (1974), Dasgupta & Pearce (1972)
9. Accountability evaluation	Determination of goal performance in the formative context.	Walker (1972)

A further common pitfall in many past and current evaluations is the failure to incorporate the viewpoints of program managers in the design and conduct of evaluations (Sonnichsen, 1989). It is his belief that neglecting the input from program managers eliminates a knowledgeable view of the implementation and operation of a program. In other words, evaluations will go more smoothly if the "homework" has been done, and the evaluators are knowledgeable of procedures, potentials and the expectations of the key individuals responsible for implementation.

To avoid these pitfalls Chinapah and Miron (1990), Chen and Rossi (1989) and Sonnichsen (1989) stress that evaluators need to adjust their evaluation philosophy to encompass a more flexible, open-minded approach that is oriented toward both the implementation and operation of the program. Bickman (1987) and Conrad and Miller (1987) go a step further and suggest that program philosophy should also be an integral part of evaluations. They point out that there is a growing awareness that program evaluations require consideration of the relationships among philosophy, structure and process. In this context program philosophy is used to describe a system of beliefs, values, and goals that define the structure process and outcomes of a program (Conrad and Miller, 1987).

The basis for this aforementioned opinion stems from the group interaction literature (McGrath, 1984). The premise is that obtaining consensus on underlying values and goals (intentions) is the first and most important problem confronting decision making groups. Consensus facilitates the development of abilities and resources needed to achieve goals (means) and develop norms to guide goal behaviour. Once resources are obtained and norms and cohesiveness are developed, the group is able to solve the next fundamental problem which is effective group task performance (action). In the context of evaluation, values and goals or intentions can be considered the program philosophy, the means can be considered the program structure, and action can be considered the program process (Figure 3.1 and Table 3.2). When a program and its associated projects are examined, the philosophy at the program level guides and controls the implementation of the program at the project level. Therefore, if a program is to be implemented as intended, it is important that the associated projects agree with the basic theories and values which make-up the program philosophy. There must be evidence of program - project congruency.

This latter point suggests an additional pitfall common to evaluations. It is the assumption that the philosophy at the project level conforms to the program philosophy.

Figure 3.1

PROGRAM COMPONENTS

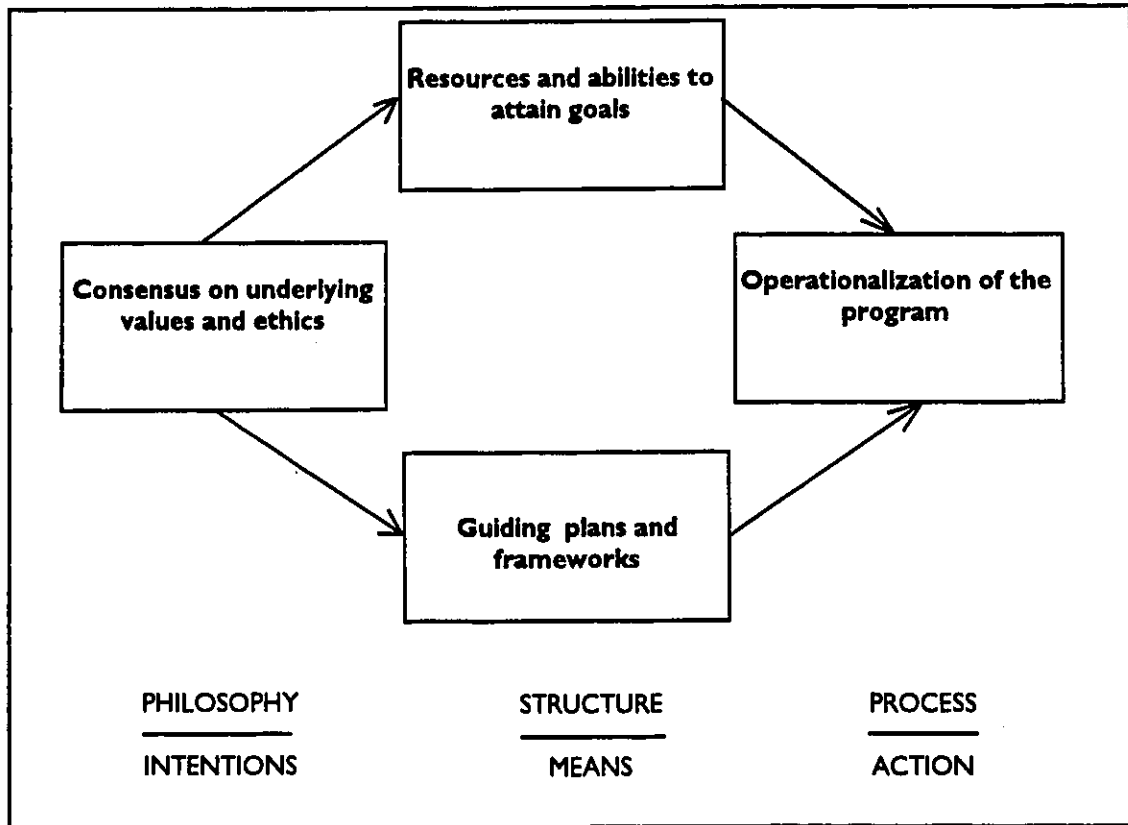


Table 3.2

KEY TERMS AND CONCEPTS

PROGRAMS	- provide the overall plan or blueprint for guiding and coordinating projects
PROJECTS	- provide the means for carrying out the intentions of the program at dispersed locations
PROGRAM PHILOSOPHY	- that system of beliefs and values that defines and guides the structure, process and outcomes of a program
PROGRAM STRUCTURE	- the means or framework necessary to support the program philosophy
PROGRAM PROCESS	- the actions developed to operationalize the program structure

Cook, Leviton and Shadish (1985) caution that this is by no means a safe assumption and they advise researchers of the necessity to consider program philosophy at both levels. The neglect to perform such a check can result in serious inefficiencies and ineffectiveness at the sites of greatest program impact - local communities.

It is insightful to consider both program and project levels in evaluations. It can also be beneficial to obtain information on different programs. This approach is described as comparative research and it is designed to compare the effectiveness and structure of several programs that have similar objectives, but differ in context, focus and content (Galthung, 1979; Franklin and Thrasher, 1976; Weiss, 1972). Comparative research has been encouraged because of the likelihood of finding solutions to commonly shared or similar problems. As Weiss (1972:79) states, "the single program is a prisoner of its setting". On the other hand, comparative studies, especially multi-national and multi-regional studies, allow the researcher to identify the characteristics and attributes of several programs and program contexts thus, revealing alternative means and increasing the applied value of evaluation (Franklin and Thrasher, 1976). In this regard, comparative research is an attempt to look beyond the immediate and local problem reference in an effort to find insight and guidance. It is an exercise to determine how other jurisdictions best deal with similar problems.

Points of Advice

Emerging from this evaluation literature review are several points which have directed the refinement of the research questions and research methodology. The first advisory point is the value of a formative approach. The emphasis is on process rather than outcome and on evolution rather than completion. The second is the growing interest in discovering how and why programs work by examining relationships among philosophy, structure and process. The third is the importance of utility in the selection of evaluation and analysis methods. The fourth is the necessity of obtaining program and project managerial input in the evaluation and analysis process. The fifth is the need to consider philosophy, structure and process at both the program and project levels. Finally, the sixth advisory point is the additional insight to be gained through comparative research.

Survey Research

Survey research has become a major approach to the description and analysis of human behaviour and opinion. It includes the use of such techniques as questionnaires, personal interviews, opinion polls, participant observation studies and natural setting experiments. Palys (1992), Wiersma (1991) and Mitchell (1989) make the point that survey research has many strengths. Included among the strengths is the rapid and effective way of collecting large amounts of data at relatively low expense. Survey research also provides a useful means for exploring problems and for the identification of significant variables and relationships for further study.

Essentially, survey research involves the collection of information about characteristics of interest from a population using well-defined concepts, methods and procedures, and the analysis of such information to produce useful findings (Wiersma, 1991; Grazizno and Raulin, 1989; Satin and Shastry, 1983). The basic purposes of survey studies are: a) to collect detailed factual information that describes existing phenomena; b) to identify problems or justify current conditions and practices; c) to make comparisons and evaluations; and d) to determine what others are doing with similar problems or situations and benefit from their experience in making future plans and decisions (Palys, 1992; Wiersma, 1991; Issac and Michael, 1979; Van Dalen and Meyer, 1966). Examples of survey research abound and few aspects of human behaviour have not been the subject of this research approach. Included are perception and attitude studies which cover every aspect of life ranging from water conservation (Baumann, 1983), sport fishing (Kreutzwiser and Lee, 1982) and wilderness management (McCool and Stankey, 1986) to substance abuse among school children (Pisano and Rooney, 1988). Survey research has also been used for activity studies such as those pertaining to travel habits (Tourism Canada, 1985) and expenditure patterns (Binney and Hanna, 1979). Further illustrations of the application of survey research are the many studies of demographic characteristics such as those carried out by Statistics Canada and the innumerable studies of social and economic conditions covering subjects such as housing, education, poverty, health and nutrition, and cultural predispositions.

Contemporary survey research involves both descriptive and explanatory aspects. According to Jackson (1988:5) "all explanatory surveys will have descriptive dimensions, and some descriptive surveys will have explanatory dimensions". The main purpose of a descriptive survey is to estimate certain characteristics or attributes of a population. An

explanatory survey, while certainly concerned with descriptive issues, nonetheless is primarily concerned with attempting to understand or to explain relationships. In other words, descriptive surveys deal with "what" and explanatory surveys address the "why" research questions. This study utilizes a combination of descriptive and explanatory survey techniques.

There are specific, sequential tasks involved in the operationalization of survey research. These include establishing the survey objectives, developing the survey design, implementing the survey, processing the data, analysing the findings and evaluating the information as well as the methodological framework. Satin and Shastry (1983) suggest that the first, and perhaps the most important task in survey research is to define precisely the study purpose and objectives and subsequently the survey purpose and objectives. This is facilitated by a thorough literature review as it not only clarifies the nature of the research problem and provides the theoretical background but, it also identifies potential research methods, indicates the need, if any, for testing existing procedures or creating new methods and helps determine whether a survey is indeed the best way to meet the information and data obligations of the inquiry. Nevertheless, it is often the case that this important preparatory stage is not followed and new sets of data are collected and new methods developed which may not be required (Palys, 1992; Wiersma, 1991; Chinapah and Miron, 1990; and Jackson, 1988).

Once the need for a survey is determined, the survey objectives clarified and the data requirements resolved, the methodological framework can be developed. Included within this framework are the sample design, the survey design, the data processing strategy and the data analysis and evaluation procedures. Satin and Shastry (1983) define sample design as the set of specifications which describe the survey population, the means of access to the population, the survey or sampling units, the sample size and the sample selection methods. Cost-efficiency, validity, reliability, relevance and appropriate sample size are among the more important considerations when developing the sample design and subsequent survey design (Jackson, 1988; Backstrom and Hunsh-César, 1981; Babbie, 1973). Also to be considered are the factors which influence survey participation. Broadly stated these include societal - level factors, attributes of the survey design, characteristics of the sample person, attributes of the interviewer, respondent - interviewer interaction and psychological factors such as compliance with request and helping tendencies. Each of these factors are widely discussed in the survey literature (Groves, Cialdini and Couper, 1992; Couper and Groves, 1991; Brehm, 1990; and Goyder, 1987). The residual message is that researchers wishing to understand

participation in a particular survey would be well advised to consider these factors in addition to cost/benefit and reliability issues.

In addition the survey literature suggests careful consideration be given to the means of accessing the sample population. Of particular concern to this study is the literature pertaining to mail surveys as this was deemed the most cost effective means of information assimilation over three countries. The literature reveals several factors worthy of consideration to increase response rate. Repeated contacts, whether they be in the form of preliminary notification of a survey or a survey follow-up have been found to have considerable positive impact on response rates (Yu and Copper, 1993; Goyder, 1982). The use of monetary incentives also have a positive effect (Fox, Crask and Kim, 1988; Goyder, 1982). Finally, the inclusion of return postage is a key determinant of response rates (Fox, Crask and Kim, 1988; Armstrong and Lush, 1987).

Following the development of the sample design it is possible to create the survey instruments or questionnaires. As Wiersma (1991) and Satin and Shastry (1983) suggest, the problems faced here are how to best word and arrange questions in a manner consistent with the purpose so as to yield the information required. The intention is to obtain information with a minimum level of error and minimal inconvenience to those participating in the survey and in a form suitable for subsequent processing. Well established principles for questionnaire design can be found in works by authors such as Babbie (1983), Sudman and Bradburn (1983), Backstrom and Hursh-César (1981), Oppenheim (1966), and Payne (1951). Specifics concerning closed and open ended questions and rating scales can also be found in works such as Geer (1991), Dawes and Smith (1985), Schuman and Presser (1981), Cox (1980), and Wildt and Mazis (1978). Much debate has surrounded the use of closed or open-ended questions. The proponents of closed-ended questions cite the ease of asking, coding and analysing while the proponents of open-ended questions claim the format taps concerns and diverse attitudes important to the respondents. There is, however, increasing support for the open-ended format (Geer, 1991). This is especially evident in evaluation research where descriptive open-ended and narrative questions are being used more frequently as the trend toward mid-cycle and process evaluation increases (Chinapah and Miron, 1990). On the contrary, very little controversy surrounds the use of labelled rating scales. In general seven or five point scales seem to be preferred (Cox, 1980) and scales which provide a label for each scale point rather than for end points are considered more reliable (Wildt and Mazis 1978). Regardless of the type of questions used, pre-tests or pilot studies must still be conducted to assess, for example, the adequacy of the questionnaire and the clarity of the questions posed. It is only when

instruments are tried on a representative sample that the needed improvements can be recognized and appropriate alterations made (Palys, 1992; Best, 1977).

With all organizational systems in place and an acceptable survey instrument developed, the next step is the implementation of the survey. This follows the specifications established by the sample design. The result is a well-structured and clear data set from which it is possible to conduct the analysis. Basically, data analysis involves the application of statistical or non-statistical methods to data sets to test hypotheses or address research questions, explore relationships among characteristics of interest or any number of other prescribed purposes. Palys (1992), Jackson (1988), Shaw and Wheeler (1985), Babbie (1983), and Loether and McTavish (1976) have prepared authoritative works concerning data analysis. The evaluation of survey methodology is the last stage. Palys (1992), Wiersma (1991) and Satin and Shastry (1983) suggest that it is good practise to evaluate the techniques and approaches used in a study so that improvements in design and implementation can be made over time.

Points of Advice

The first advisory point is the recognized value of survey research as an effective means to both describe and explain characteristics and relationships. The second, is the importance of clearly defining the purpose and objectives for which the survey is intended. The third is the need to assess alternative research methods for potential application. The fourth concerns the necessity of having a clearly defined methodological framework to guide the survey design and implementation. The fifth is the utility of open-ended and narrative types of questions to gain an understanding of process. The seventh is the importance of pre-tests or pilot studies in the initial survey design stage. The sixth is the importance of conducting the analysis in strict compliance with the study purpose and objectives. Finally, the seventh is the usefulness of including an evaluation of the survey methodology for the benefit of future researchers. The research approach described in the following section is purposefully sensitive to these points of advice.

Research Approach

This study began with an interest in investigating the philosophical and decision-making tenets inherent in heritage-based community development. The interest was precipitated by the author's involvement in the Heritage Regions Program in Canada. Of particular concern was the relationship between heritage conservation and sustainable development in nationally based programs which purport both a strong heritage orientation and a commitment to community sustainability.

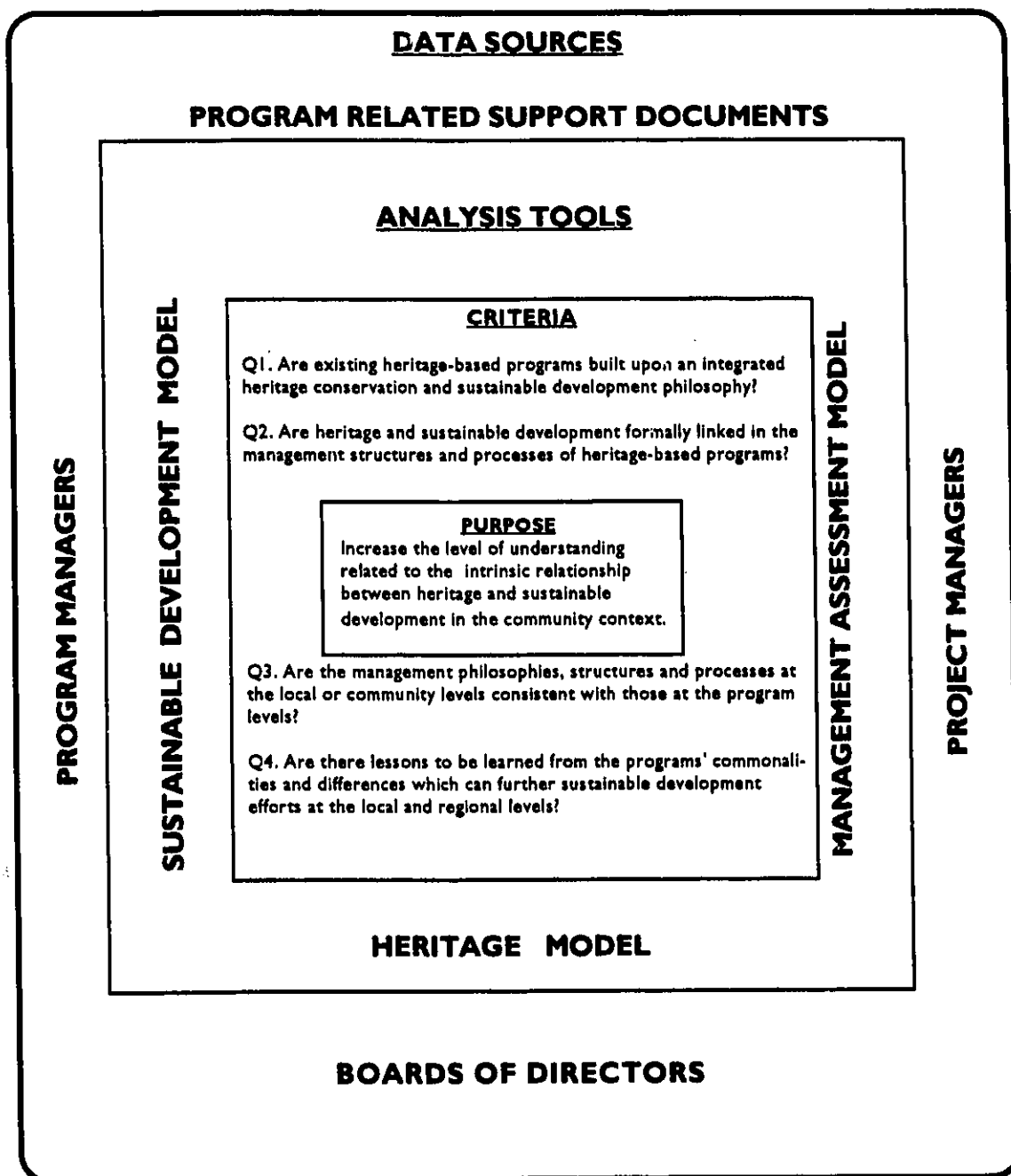
Four central questions, each with several subordinate questions, were formulated to direct the inquiry (Figures 1.1 - 1.4). These questions encapsulated many of the knowledge and information voids identified in the antecedent literature. The questions address the main concerns regarding the integration of heritage and sustainable development in the philosophies of heritage based programs, the linkage between heritage and sustainable development in the management structure and process of heritage-based programs, the reflection of the program level philosophies, structures and processes at the local or community level and the identification of commonalities and differences which could further present and future sustainable development efforts at the community or regional levels. The methodology or research approach developed to guide the study is presented in the context of study design, implementation of survey instruments and response analysis. The framework which guided the study is outlined in Figure 3.2.

Study Design

The dominant residual messages emerging from the program evaluation literature were: the need to examine the relationships among program philosophy, structure and process; the need for mid-cycle and mid-program assessment; the need to consider these elements at both the program and project levels; and the need to conduct comparative research. These messages not only helped to further develop the central questions guiding the study, but they also reinforced the value of program comparisons. Based on the criteria presented in Table 1.2, the Heritage Regions Program under the direction of the Heritage Canada Foundation, the Heritage Tourism Initiative program of the United States National Trust for Historic Preservation and the Groundwork program started by the Groundwork Foundation in the United Kingdom were selected for inclusion in the study.

Figure 3.2

RESEARCH FRAMEWORK



It was necessary to develop a research approach which would accommodate the multi-national focus of the study, facilitate the examination of program and project philosophy, structure and process, address the heritage/community sustainability linkage and suit the mid-cycle orientation of the program analysis. A review of the traditional approaches to program evaluation, such as those outlined in Table 3.1, did not identify an approach appropriate to this investigation. They were eliminated because of their focus on outcomes rather than management or operation, their orientation toward program completion rather than mid-cycle review and their limited capacity to consider the heritage/sustainable development/community development triad.

In order to operationalize the comparative program analysis, conceptual templates relevant to the processes and topics being studied were needed. Prominently displayed in the literature are the Resources Management Assessment Model and the Sustainable Development Principles' Model. The former is strongly promoted as a conceptual framework of key management components and the latter is promoted as a template for the assessment of sustainable development initiatives. A third model, the previously identified "Principles and Representative Ingredients of Heritage" (Figure 2.2) represents a significant synthesis of contemporary "heritage thinking".

The Resources Management Assessment Model is based on several years of reflective thinking and has been used by a number of authors in a variety of natural resource management contexts (Will, 1992; Needham and Jedyneck-Copley, 1989; Val and Nelson, 1983; Nelson and Jessen, 1981). The model builds on the traditional management literature which considers the components of planning, organizing, controlling and directing to be fundamental (Rue and Byars, 1992; Starke and Sexty, 1992). However, it clarifies the components in terms more suited to the examination of management systems. The model provides a checklist of key management components and is not prescriptive about how the components interact or are linked. The framework allows the researcher to explore and measure linkages and networks among the elements. Although originally conceived for natural resources management purposes, it has utility in a variety of management situations and appears particularly well suited to gaining an understanding of the management philosophy, structure and process of the heritage-based programs.

This Model consists of five elements: agencies and actors, conceptualization and context, planning and analysis, implementation, and general guides and principles (Table 3.3). Each of these elements can be further broken down to illustrate other sub-

Table 3.3 RESOURCES MANAGEMENT ASSESSMENT MODEL
(Needham and Jedyneck - Copley, 1989:38)

GENERAL GUIDES AND PRINCIPALS	BASIC & APPLIED RESEARCH	Government Industry Public Intergroup Mass Media News Agency New Institution		
	MANAGEMENT CO-ORDINATION			
	INCENTIVES - ECONOMIC, SOCIAL, POLITICAL			
	SENSITIVITIES, VALUES			
	INFORMATION ACCESS			
	PROCESS MONITORING			
	MANAGEMENT CO-OPERATION			
IMPLEMENTATION	APPROVAL	Negotiations, Public Hearings, Pre-Hearings, Hearings, Formal Case Records, Permit Orders, Appeals, Final Decisions		
	CONSTRUCTION	Surveillance & Inspection Moni- toring, Enforcement Modification		
	OPERATION	Surveillance & Inspection Moni- toring, Enforcement Procedure Modification		
PLANNING AND ANALYSIS	STRATEGIC PLANNING	ABC Method		
	BIOPHYSICAL, SOCIO-ECONOMIC INVENTORY			
	HUMAN USE SYSTEM CLASSIFICATION			
	SIGNIFICANT AREAS IDENTIFICATION			
	EVALUATION OF ALTERNATIVES			B/C Analysis, EIA, SIA, TIA, Input- Output Analysis
	GOAL ASSESSMENT			
CONCEPTUALIZATION AND CONTEXT	PROBLEM, ISSUE, CONDITION, CONFLICT, SCARCITY			
	POLITICAL AGENDA			
	MANAGEMENT AGENDA			
	SCIENTIFIC AGENDA			
AGENCIES AND ACTORS	GOVERNMENT MANAGEMENT LEVEL OR TYPE:		Federal Provincial (State) Regional International Municipal Committee Industry Commission Council, Authority District Task Force Interest Group Mass Media Other	
	BENEFICIARY			
	PROPONENT			
	LEAD			
	PARTICIPANT			
OBSERVER				

components should they be present in a particular context. In interpreting the Model it should be noted that it does not imply a progression from left to right through the columns or vice versa.

Agencies and actors refers to individuals, organizations and institutions involved in decision-making or guidance at various management levels. It may also include, concerned citizens, government agencies or special interest groups. **Conceptualization and context** refers to the nature of the problem situation or issue under study and to the decision-making milieu in which adjustment programs, policies and actions occur. **Planning and analysis** refers to the establishment of management goals and objectives based on sound analysis and option evaluation. Included are such activities as goal formulation, strategic planning, goal assessment and evaluation. **Implementation** denotes the process of formalizing and instituting management options. It includes such general activities as constituent approval, and program and project monitoring and modification. Finally **general guides and principles** refers to basic tenets which direct the process of management and keep the knowledge base and the level of science "deep".

The key structural elements of the Resources Management Assessment Model provided the framework for the assessment of the management structures and processes of the programs involved in the study. Questions were purposefully formulated to provide a response which would further a more complete understanding of each element and the interrelations among the elements. The result was a management assessment criteria matrix developed for each the program and project levels (Tables 3.4 and 3.5). Although both matrices are very similar, a few changes were made to the wording of questions to more adequately reflect the level of management. The most pronounced change appears within the context and conceptualization element. In the case of the program management assessment matrix, the context element was separated from conceptualization. This separation was made to facilitate questioning concerning the managerial milieu in which the program operates.

The management assessment questions of the matrices are open-ended so as not to influence the respondents in any way and to encourage detailed responses (Geer, 1991; Schuman and Presser, 1981). A request for quality support material such as charters, annual reports and assessments was also made to allow the respondents the opportunity to augment their responses and perhaps reduce the length of their written replies. In addition, a brief questionnaire concerning the respondent's background was included. The intent

Table 3.4

**PROGRAM LEVEL MANAGEMENT ASSESSMENT
CRITERIA MATRIX AND QUESTIONS**

Element	Guiding Questions		
Context	1. What is the mission of the parent or guiding organization and how does the program relate to this mission?	2. What is the organizational structure of the parent organization and where does the program fit within this structure?	3. What other programs fall within the domain of the parent organization?
Conceptualization	1. What was the primary reason for establishing the program?	2. What theory(s) or past experience(s) influenced the establishment of the program?	3. What was the initial procedure followed to establish the program?
Agencies and Actors	1. What agencies and actors are involved in program management?	2. What are the roles and responsibilities of the agencies and actors involved at the program level?	3. What is the coordinating structure for the agencies and actors involved at the program level?
Planning and Analysis	1. What was the planning procedure used to identify and to define program and project level goals, objectives and priorities?	2. What are the program level goals, objectives and priorities and what activities are being undertaken to support these?	3. What is the nature and the form of public participation in program and project planning and analysis?
Implementation	1. What are the approval procedures used to obtain agreement among the agencies and actors involved at both the program and project levels?	2. What procedures are in place to monitor program and project implementation and how were they developed?	3. What program components are most advanced as far as implementation is concerned and what are least advanced?
General Guides and	1. What conditions appear to be fundamental to success at both the program and project levels?	2. What are the major strengths of both the program and projects?	3. What are the major weaknesses of both the program and the projects?

Table 3.5 PROJECT LEVEL MANAGEMENT ASSESSMENT CRITERIA MATRIX AND QUESTIONS

Element	Guiding Questions		
Conceptualization	1. What was the initial procedure for establishing the project?	2. What are the general characteristics considered in project selection?	3. What were the primary reasons for establishing your particular project?
Agencies and Actors	1. What agencies and actors are involved in project management?	2. What are the roles and responsibilities of the agencies and actors involved at the project level?	3. What is the coordinating structure for the agencies and actors involved at the project level?
Planning and Analysis	1. What was the planning procedure used to identify and to define project level goals, objectives and priorities?	2. What are the project level goals, objectives and priorities and what activities are being undertaken to support these?	3. What is the nature and the form of public participation in project planning and analysis?
Implementation	1. What are the approval procedures used to obtain agreement among the agencies and actors involved at project levels?	2. What procedures are in place to monitor project implementation and how were they developed?	3. What project components are most advanced as far as implementation is concerned and what are least advanced?
General Guides and Principles	1. What conditions appear to be fundamental to success at both the program and project levels?	2. What are the major strengths of both the program and projects?	3. What are the major weaknesses of both the program and the projects?

was to gain an understanding of the educational and training background of those occupying key managerial positions at both the program and project levels.

The Sustainable Development Principles Model proposed by Gardner (1990) was selected to augment the Resources Management Assessment Model and to serve as a guiding template for the assessment of sustainable development in the heritage-based programs. This model was selected over others such as those proposed by Gurstein and Curry (1993), IUCN (1991), Daly (1990), Dovers (1990), Rees (1990), Lang (1986), and Mitchell (1986), because it represents the most exhaustive compilation of sustainable development principles available. In fact, the model is being looked to for guidance in developing evaluation criteria for environmental assessment (Jacobs and Sadler, 1990). Further, the model is one of the few which includes elements related to both the values or desired goals of decision-making pertaining to sustainable development as well as the strategies or processes of decision-making that are necessary to the pursuit of sustainable development. These qualities were particularly appealing for a study concerned with gaining an understanding of sustainable development program philosophy and process. The Sustainable Development Principles Model was also selected because much can be learned through further testing of the principles in the context of community-based development programs. In this respect the adaptation and application of the Sustainable Development Principles Model answers a call made by its author, and it may further the philosophical and conceptual development of sustainable development.

The Model's principles are divided into two categories: process-oriented and substantive (Table 3.6). The process-oriented principles describe the structure, context and process of decision making that are necessary in the pursuit of sustainable development. Briefly stated these include: a) a goal-seeking orientation with consideration of alternatives; b) a relational or systems orientation; c) an adaptive approach which involves feedback and learning; and d) an interactive, interdisciplinary and participatory approach. These characteristics are generally recognized as requirements and most current comprehensive approaches to environmental planning and management strive to meet them (Sadler and Jacobs, 1990). On the other hand, the substantive or value-oriented principles illustrate the broader human welfare perspective necessary for sustainable development. They are: a) satisfaction of human needs; b) maintenance of ecological integrity; c) achievement of equality and social justice; and d) provision for social self-determination and cultural diversity. These four principles stress the importance of bottom-up community development in decision making and suggest a strong human or community commitment which has tended to be absent in many approaches to resolving environmental problems.

Table 3.6

**PRINCIPLES FOR SUSTAINABLE DEVELOPMENT
ASSESSMENT (Gardner, 1990: 39)**

<p>1. Ideology: Goal-Seeking</p> <p><i>Process - oriented</i></p> <ul style="list-style-type: none"> - proactive, innovative, generates alternatives - considers range of alternatives and impacts - based on convergence of interests - normative, policy-oriented, priority setting <p><i>Value - oriented</i></p> <ul style="list-style-type: none"> - quality of life and security of livelihood - ecological process and genetic diversity - equitable access to resources, costs and benefits - individual development and fulfilment self-reliance <p>2. Analysis: Relational</p> <p><i>Process - oriented</i></p> <ul style="list-style-type: none"> - focused on key points of entry into a system - recognizing linkages between systems and dynamics - recognizing linkages within systems and dynamics - importance of spatial and temporal scales <p><i>Value - oriented</i></p> <ul style="list-style-type: none"> - development as qualitative change - awareness of ecosystem requirements - equity and justice within and between generations - endogenous technology and ideas <p>3. Strategy: Adaptive</p> <p><i>Process - oriented</i></p> <ul style="list-style-type: none"> - experimental, learning, evolutionary, responsive - anticipatory, preventive, dealing with uncertainty - moderating, self-regulatory, monitoring - maintaining diversity and options for resilience <p><i>Value - oriented</i></p> <ul style="list-style-type: none"> - (growth for) meeting a range of human needs - maintenance, enhancement of ecosystems - avoid ecological limits and associated integrity - culturally - appropriate development <p>4. Organization: Interactive</p> <p><i>Process - oriented</i></p> <ul style="list-style-type: none"> - collaborative for the synthesis of solutions - integration of management processes - integration of societal, technical and institutional interests - participatory and consultative <p><i>Value - oriented</i></p> <ul style="list-style-type: none"> - organizations must respond to societal change - ecological principles guide decision - making - democratic, political decision making - decision - making locally initiated, participatory

For the purpose of this study the main components and the associated criteria of the Sustainable Development Model served as the foundation for assessing the integration of sustainable development principles in program and project philosophy and operation. The Model was, however, both altered and augmented, although the basic intent and principal characteristics were retained (Tables 3.7 and 3.8). The majority of the alterations were made to improve clarity in organization and expression. For example, the two categories of principles were separated. They were distinguished as principal ethics or values and principal approaches or strategies of sustainable development. The Model was enhanced with the addition of two new principles and related criteria. Integration was inserted as a principal ethic and pluralism as a principal approach. This inclusion was prompted primarily by the work of Lang (1986) and Mitchell (1986) who recommend specific criteria which are essential for a pluralistic approach and an integrated ethic deemed important to efforts directed toward sustainable development. The specific criteria such as the blending of sectors; multiplicity of perspectives, means and strategies; encouragement of broad-based public participation and accommodation and compromise are reflected in the associated principles.

The revised Sustainable Development Model formed the framework for the creation of a questionnaire. Each criterion associated with a principle was presented as a statement on a structured questionnaire. A five-point labelled scale (1-5) was developed and the respondents were asked to rank the importance of the criterion. Each statement was phrased in the context of decision-making and was presented twice. The first iteration probed for the respondent's opinion concerning the importance of each statement in the context of the general field of community development. The second iteration asked for the respondents' opinion in the context of their particular program or project. The purpose of the two iterations was to gain an understanding of how the respondents view their programs or projects in relation to the general field of community development regardless of what their understanding of community development might be. This exercise was not intended to find fault with current community development practices. It was to determine if community development and heritage-based community development were perceived differently by heritage practitioners.

The final conceptual model is devoted to heritage principles (Figure 2.2). These principles expand on the concepts of place, purpose and prosperity and include the understanding of context, the mobilization of community and the maintenance of economic,

Table 3.7 PRINCIPAL ETHICS AND ASSOCIATED ELEMENTS OF SUSTAINABLE DEVELOPMENT

(modified after Gardner, 1990; Lang, 1986 and Mitchell, 1986)

<ol style="list-style-type: none">1. Satisfaction of Human Needs<ol style="list-style-type: none">A. quality of life and security of livelihoodB. development as qualitative changeC. growth for meeting a range of human needsD. organizational response to societal change 2. Maintenance of Ecological Integrity<ol style="list-style-type: none">A. ecological process and generic diversityB. awareness of ecosystem requirementsC. maintenance and enhancement of ecosystemsD. ecological principles to guide decision - making 3. Achievement of Equity and Social Justice<ol style="list-style-type: none">A. equitable access to resources, costs and benefitsB. equality and justice within and between generationsC. ethical and ecologically appropriate developmentD. democratic, political decision - making 4. Social Self-Determination and Cultural Diversity<ol style="list-style-type: none">A. individual development and fulfilment, self - relianceB. endogenous technology and ideasC. culturally appropriate developmentD. locally initiated and participatory decision - making 5. Integration of Conservation and Development<ol style="list-style-type: none">A. multiplicity of perspectives, means and strategiesB. blending of sectorsC. resource management as a mechanism for social and economic changeD. accommodation and compromise

**Table 3.8 PRINCIPAL APPROACHES AND ASSOCIATED ELEMENTS
OF SUSTAINABLE DEVELOPMENT**
(modified after Gardner, 1990; Lang, 1986 and Mitchell, 1986)

<p>1. Strategic</p> <ul style="list-style-type: none">A. normative, policy - oriented, priority setting, goals definitionB. proactive, innovative, generates alternativesC. considers range of alternatives and impactsD. consensus building <p>2. Systems</p> <ul style="list-style-type: none">A. focused on key points of entry into a systemB. recognized linkages between system and dynamicsC. recognized linkages within system and dynamicsD. importance of spacial and temporal scales <p>3. Adaptive</p> <ul style="list-style-type: none">A. anticipatory, preventive, dealing with uncertaintyB. experimental, learning, evolutionary, responsiveC. maintaining diversity of options for resilienceD. moderating, self - regulating, monitoring <p>4. Integrative</p> <ul style="list-style-type: none">A. participatory and consultativeB. collaborative for the synthesis of solutionsC. integration of societal, technical and institutional interestD. integration of management processes <p>5. Pluralistic</p> <ul style="list-style-type: none">A. multi - sectoralB. equal attention afforded stakeholder issuesC. encouragement of a broad - based public participationD. regional and/or local level of involvement

political, social and environmental foundations (Stacey and Needham, 1991 and 1993). The inclusion of this Model in the study will mark its initial application and testing.

The three fundamental principles of the model were used as a basis or starting point of a survey issued to the program and project managers. On the survey the respondents were encouraged to supplement the list, if they wished, or to eliminate those principles with which they did not agree. The respondents were then asked to rank the principles in order of importance in relation to the philosophy of their program or project. These questions were included to gain an appreciation for the respondent's perspective of heritage and the relative importance they place on each of the principles.

The final component of the study was the brief, open-ended questionnaire administered to the Chairperson of each project Managerial Board. The questionnaire was organized around four central concerns - responsibilities, representation, rights and reflections. The two questions included under each of these headings were asked to solicit the managerial boards' perspective on such matters as board mandate and functions, criteria for board membership and linkage with partners, conflict resolution and accountability, and program strengths and weaknesses. Input from the Boards was viewed as important in supplementing the program and project level managers' responses.

Implementation of Survey Instruments

Prior to the implementation of the survey instruments, each instrument was subjected to two rounds of pre-tests. The first pre-test involved a panel of three academics/scientists knowledgeable of the field of study. Panel composition also reduced to a minimum the level of "survey population contamination" quite prevalent in small respondent populations. Two of the panel members approached the instrument from a program evaluation perspective and one member from a technical/mechanical perspective. All comments were incorporated into the final surveys. The second pre-test involved a panel of program managers from Canada. All members were asked to be critical of questionnaire design and question clarity. Similar to the first adjudication, any adjustments were built into the final survey instruments:

The next step toward survey implementation involved the identification of the respondent population. Due to the small number of projects presently operating under the banners

of the three national programs, all projects became observational units (Appendix A). As a consequence, four project managers, four board members and one program manager from Canada were contacted. Sixteen project managers, 16 board members and one program manager from the United States were asked to participate. Twenty-four project managers, 24 board members and one program manager from the United Kingdom were consulted. The program and project managers were included as logical sources of information pertaining to their respective operations. The board members, specifically the Chairs of the Boards of Directors, were involved to obtain the managerial perspective on such matters as accountability, local participation and decision-making innovation.

Survey implementation was conducted in three stages spanning the period from September 1991 to June 1992 (Table 3.9). The first survey package distributed was based on the Management Assessment Model criteria and question matrix (Appendices B and C). The appropriate packages were directed to both the program managers and the project managers. A period of six weeks was allowed before follow-up reminders were mailed to the respondents. A further four week period was given and then telephone follow-ups were made. The second survey package developed from the Sustainable Development Principles Model and the Principles of Heritage was issued in January, 1992 (Appendices D and E). This package was also sent to program and project managers and a reminder schedule was implemented. The survey packages were administered in this order because the Management Assessment Model served to provide a level of program literacy which was necessary before the heritage/sustainable development relationship could be explored. In essence, first survey results helped to fine-tune the second survey's content.

In April of 1992 both Survey Packages were re-issued to non-participants in a final attempt to encourage participation. In May, 1992 the Managerial Board Questionnaires were distributed. The instruments were sent to the Chairpersons of project Boards of Directors (Appendix F). As was the case with the previous survey packages, this questionnaire was accompanied by a formal covering letter outlining the nature of the research, completion directions and expected return dates.

Response Analysis

A favourable response rate resulted from the survey implementation (Table 3.10). The two survey packages were completed by all program managers. At the project level,

Table 3.9

SURVEY IMPLEMENTATION SCHEDULE

DATE	ACTION
September, 1991	- Initial mailing of Survey Package I
November, 1991	- Letter reminders issued to non-respondents of Survey Package I
December, 1991	- Telephone reminders made to non-respondents of Survey Package I
January, 1992	- Initial mailing of Survey Package II
March, 1992	- Letter reminders issued to non-respondents of Survey Package II
April, 1992	<ul style="list-style-type: none"> - Telephone reminders made to non-respondents of Survey Package II - Field visits to Groundwork Foundation Office and seven Groundwork Trust Offices in the U.K. - Re-issue of Survey Package I and II to all non-respondents
May, 1992	- Initial mailing of Administrative Board questionnaire
June, 1992	<ul style="list-style-type: none"> - Letter reminders issued to non-respondents - Thank you letters issued to all respondents

the first questionnaire package was answered by 35 of the 44 project managers for a total response rate of 80 percent. The second package was completed by 31 of the 44 project managers and yielded a 70 percent response rate. At the Managerial Board level, unfortunately only a 32 percent response rate was realized. By far the most common reason given for non-response was lack of time. Pilot tests did not suggest any difficulty with "survey instrument fatigue". An open time guideline was purposefully used to reduce the possible impact of this condition.

The survey responses received were comprehensive, and when combined with the supporting documentation, provided high quality information. Information processing was carried out in two ways. The responses from the first survey package and from the managerial boards were reviewed according to the elements and guiding questions of the Management Assessment Model and the Managerial Board Questionnaire. Thematic checklists developed from the guiding questions were used to organize and analyse the responses. This technique is based on content analysis methodology which is a means of deriving inferences by objectively and systematically identifying specific characteristics of messages (Wiber, 1985; Krippendorf, 1980; Carney, 1972; Holsti, 1969). Formal application of content analysis was not considered necessary due to the organized nature of the responses and the relative ease with which inferences could be drawn from the survey responses and related literature. The description and analysis of information obtained from the first survey and the managerial board responses was organized according to the main headings of the Management Assessment Model. The responses from the second survey package, which pertained to the principles of heritage and sustainable development were processed using basic descriptive statistics as the relatively small sample size (two in the case of Canada) was not considered sufficient for more advanced statistical treatment. In essence, a percent score was established for each question response and organized according to program origin. The response percentages were then used as the basis for assessing the importance attributed to the principles of heritage and sustainable development by the program and project managers.

The final analysis of the programs was undertaken in the context of the four research questions established at the outset of the study (Figures 1.1 - 1.4). These included the integration of heritage and sustainable development in program philosophy, the linkage of heritage and sustainable development in program process and structure, the consistency between the national program level and the community project level, and the commonalities and differences among the programs' management and sustainable development efforts. A series of recommendations directed toward advancing heritage management and sustainable development in Canada and abroad were drawn from the analysis. The recommendations are presented in Chapter X and study closure is

Table 3.10

SURVEY RESPONSES

COUNTRY	LEVEL	SURVEY PACKAGE I	SURVEY PACKAGE II	BOARD SURVEY
CANADA	PROGRAM (N=1)	100%	100%	-
	PROJECT (N=4)	50%	50%	50%
UNITED KINGDOM	PROGRAM (N=1)	100%	100%	-
	PROJECT (N=24)	79%	67%	29%
UNITED STATES	PROGRAM (N=1)	100%	100%	-
	PROJECT (N=16)	88%	81%	31%
TOTAL	PROGRAM (N=3)	100%	100%	-
	PROJECT (N=44)	80%	70%	32%

reached in Chapter XI with the identification of community development process characteristics which are the product of the heritage and sustainable development union as expressed by the three programs analysed in this study. This discussion provides the final response to the overarching research question posed in Chapter I.

Reflections on Model Utility

This section focuses on the strengths and weaknesses of the models used to guide the research. These reflections are included at this juncture of the study to contribute to the readers confidence in the research results which follow in subsequent chapters.

As outlined, the frameworks adapted for program and project level analysis included the Management Assessment, the Sustainable Development and the Heritage Models. Models are designed to simplify the complexity of real world processes and systems and to facilitate their better understanding. The application and testing of models such as was undertaken by this study is important because the process of determining model effectiveness is just beginning in the field of geography (Mitchell, 1989). One of the reasons commonly given for this infancy is the lack of comparative research using the same model. Most often the potential of models is identified and discussed by their developers, but few models or utilized repeatedly or tested by others. It appears that there has been a tendency for new models to be created before existing ones have been tested.

The effectiveness of models is determined against standards such as clarity, simplicity, generability and accuracy. The three models used in this study met these standards and as such their application contributed to their validation and to model building in general. All models served as strong conceptual guides for directing the research. The Management Assessment Model provided a template of management elements fundamental to program structure and process and the Sustainable Development Model and the Heritage Models outlined the principles considered fundamental for the analysis of program philosophy. The models also included accurate criteria easily presented in terms of research questions. The elements of the Management Assessment Model provided a very useful framework for the development of questions concerning the interrelated nature of the management process. The Sustainable Development and Heritage Models, on the other hand, offered a comprehensive outline of the principles and associated elements considered the basic tenets for initiatives with a heritage and sustainable development orientation. In this respect, the principles and elements were valuable in soliciting opinion from the program and project managers. In addition, the models served well as means for standardizing data collection and for guiding analysis which greatly facilitated program comparison. Further, the models proved useful

in the survey research exercise by providing respondents with understandable conceptual constructs. This study also applied two existing models (the Management Assessment Model and the Sustainable Development Model) in a context different from their original intent and applied the Heritage Model for the first time. This initiative not only tested the models, but also extended their possible utility.

However, despite the utility of the models there are specific points of concern worthy of mention. While the general elements of the Management Assessment Model are useful in identifying management constructs, the nature and extent of the details obtained through model application is dependent on the specificity of the questions posed in the context of each managerial element. Therefore, the elements of the Model have universal application and provide a basic framework for question adaptation to suit a variety of situations and research requirements. Similarly, although the Sustainable Development Model includes an extensive compilation of the basic principles and elements associated with sustainable development, the manner in which the model is adapted and applied depends on the nature and extent of the information required. In essence, the Model's utility is enhanced because it can be adapted as an investigative template to a variety of questions. For the purposes of this study the presentation of the principles and elements as characteristics was an appropriate means for gaining an understanding of their importance in the program and project contexts. Although the Heritage Model served as an adequate template for presenting the principles of heritage and for obtaining understanding of the emphasis placed on the principles by the program and project managers, several of the survey respondents indicated that the notion of protection was under-represented in the Model. Therefore, if the Model is used again this concern for the under-representation of protection has to be explicitly addressed.

The question sets developed from each model were subjected to pre-tests and all alterations were made in response to the expressed concerns of the pilot study population. However, despite these preliminary precautions weaknesses in wording and clarity were revealed in the analysis of the responses. The most notable point of confusion concerned the use of the term project. Several of the Groundwork managers in the United Kingdom questioned the term's meaning. Their first impression was to interpret project as a single undertaking, such as a festival or site rehabilitation initiative. The use of survey research instrumentation in a variety of cultural settings makes the fine tuning task all the more important, particularly when there is potential language interpretation difficulties. Further concern was associated with the terminology used for the elements of the Sustainable Development Model. Phrases such as spatial and temporal scales, and systems and dynamics caused several respondents to comment on the need for what one respondent termed "academic jargon". This experience has revealed that the expression of sustainable development

must be carefully considered and adjusted to reflect the intended audience. It also points to a broader issue which is the importance of finding ways to move the notion of sustainable development from theory into the mind-set and vocabulary of the public. Comment concerning the length of the survey instruments were also made by several respondents although this was not identified as a difficulty during the pre-tests.

In conclusion, no major difficulties were identified with the general research design or the frameworks developed for program and project level analysis. In fact, the successful application of the models as guiding frameworks marks a major contribution of the research.

CHAPTER IV

HERITAGE MANAGEMENT CONTEXT

Introduction

The intent of this discussion is to provide a comprehensive understanding of the general heritage management milieu in which the Heritage Regions program of Canada, the Heritage Tourism Initiative program of the United States and the Groundwork program of the United Kingdom operate. The overview is provided to help position the programs within the diverse heritage management settings of the different host nations. While it is hoped that the state of heritage management in each country is exposed it should be noted that the wide spectrum of natural and cultural heritage resources prohibits a discussion of all aspects. Therefore, the principal focus of the discussion is on heritage management as it pertains to the more tangible aspects of heritage such as structures, sites, areas, objects and documents. The more intangible aspects of heritage such as values, behaviours and speech are given less consideration due to their more nebulous nature.

Heritage Management in Canada

Several factors have been influential in shaping the structure and intent of heritage management in Canada. The first major factor was the British North America Act of 1867. Under this Act matters pertaining to natural resources and property, among others, were granted to the provinces. This in effect removed much of the planning, control and administration of heritage resources from federal government possession. Therefore, unless the federal government directly purchases property, has property transferred to it from the provinces, or enters into federal-provincial cost-sharing agreements, the control over historic sites and structures remains vested with the provinces.

The delegation of powers from provincial governments to the municipal level also served to decentralize heritage affairs responsibility. This tri-level involvement has been cited by some, such as Dalibard (1990), as one of the reasons Canada does not have a unified national heritage policy. Another factor influencing heritage management and perhaps a reason a policy has not been developed relates to the extraordinarily broad nature of the heritage concept. If interpreted as all the ecological, economic, social and cultural elements

that make-up the environment in which we live, heritage is influenced either directly or indirectly by a plethora of departments, agencies and their associated legislation, policies and programs at all levels of government (Table 4.1). This concept complexity has forced governments and other institutions to compartmentalize aspects of heritage and to focus their efforts and attentions on specific disciplines such as museology, archaeology, parks and culture. The result has been a fragmented rather than an integrated approach to heritage management (Serafin and Nelson, 1991; Dalibard, 1990).

Departments, agencies and organizations concerned with heritage at the national, provincial and local levels provide an indication of the scope and variety of the players involved with heritage management in Canada (Table 4.1). The Department of Canadian Heritage is the lead federal portfolio responsible for heritage. This portfolio combines, for the first time in Canadian history, responsibilities for both natural and cultural heritage in the same department. The Department is responsible for such matters as multiculturalism, the arts and culture, official languages, national parks, national historic sites and heritage rivers. The Minister of the Department also answers to Parliament for a broad range of heritage agencies. These include the Canada Council, National Arts Centre, National Archives, National Library, National Gallery and Museums, National Film Board and the National Battlefields Commission.

Other Departments more indirectly involved with heritage are the Department of the Environment, Department of Indian Affairs and Northern Development, Department of Industry, Science and Technology, Department of Finance and the Department of Government Services. Within each of these departments there are a number of agencies which also have the potential to influence issues associated with heritage management. It is estimated that at the national level in Canada there are more than fifty federal agencies with responsibilities for some aspect of heritage (Vaillancourt, 1993).

Within this federal structure a number of agencies and departmental branches are directly responsible for site or collections' management as well as program operation. For example, Parks Canada manages Canada's National Park system on land transferred to its control from the provinces and territories, Public Works manages federally owned historic buildings, and the National Gallery and Museums are responsible for securing and managing collections of national significance. These and other federal agencies and departments are also involved in heritage management through research and education, national program development, grant administration, inventory maintenance, advisory services and international

Table 4.1 HERITAGE MANAGEMENT CONTEXT: CANADA (Literature Synthesis by Author)

Representative International Affiliations with Nongovernmental Organizations	Representative Lead National Government Departments	Representative National Nongovernmental Organizations	Representative Provincial Government Departments	Representative Provincial Nongovernmental Organizations	Representative Local Government Involvement	Representative Local Nongovernmental Organizations
World Wildlife Fund	Department of Canadian Heritage	Association of Canadian Archivists	B.C. Ministry of Tourism & Ministry Responsible for Culture	Alberta Museums Association	City of Calgary Heritage Advisory Board	Ontario LACAC
International Council on Monuments and Sites (COMOS)	- Parks Canada - National Arts Centre	Canadian Archaeological Association	Manitoba Ministry of Culture, Heritage and Citizenship	Heritage Society of British Columbia	Victoria City Planning Department	Saskatoon Municipal Heritage Advisory Committee
Sierra Club	- National Archives - National Library - National Gallery and Museums	Canadian Association of Professional Heritage Consultants	N.B. Department of Municipalities, Culture and Housing	Manitoba Heritage Foundation	Saint John Community Planning Department	Digby Historical Society
International Institute for Environment and Development	- National Film Board - National Battlefield Commission	Canadian Environmental Network	N.S. Department of Tourism and Culture	New Brunswick Historical Society	Halifax Development and Planning Department	Lanark Field Naturalist Club
Greenpeace	- Canadian Broadcasting Corporation	Canadian Historical Association	Newfoundland Department of Tourism and Culture	Newfoundland Historical Trust	Toronto Historical Board	Halifax Geological Society
Ducks Unlimited	Department of the Environment	Canadian Museums Association	Ontario Ministry of Culture, Tourism and Recreation	Heritage Trust of Nova Scotia	Heritage Montréal	Bruce Trail Advisory Committee
Association for Living Historical Sites and Agricultural Museums	Department of Indian and Northern Affairs	Canadian Nature Federation	Ontario Ministry of Natural Resources	Conservation Council of Ontario	Saskatoon Leisure Services Department	Mississauga Heritage Foundation
Friends of the Earth	Department of Industry Science and Technology	Canadian Parks/ Recreation Association	P.E.I. Department of Community and Cultural Affairs	Multicultural History Society of Ontario	St. John's Planning Department	Victoria Civic Heritage Trust
	Department of Government Services	Federation of Canadian Municipalities	Quebec Ministère de la Culture	Community Museums Association of P.E.I.	Heritage Winnipeg	Society for the Protection of Architectural Resources in Edmonton
	Department of Finance	Heritage Canada Foundation	Saskatchewan Department of Community Services	Conseil des Monuments et Sites du Québec		
		Royal Architectural Institute of Canada	Alberta Ministry of Community Development	Saskatchewan Natural History Society		
		Royal Canadian Geographical Society				

agreement negotiation. Still other agencies and departments such as the Federal Environmental Assessment Office, the Department of the Environment and the Department of Finance influence heritage management as a result of legislative requirements.

Also contributing to heritage management at the national level are numerous non-governmental organizations and associations of which the Heritage Canada Foundation is one of the major players. The Association of Canadian Architects, the Canadian Archaeological Association and the Canadian Association of Professional Heritage Consultants, for example, are professional associations concerned with establishing standards of practice, improving communications and enhancing the awareness of heritage issues at all levels. Others such as the Canadian Centre for Architecture, the Canadian Conference of the Arts, the Canadian Museums Association, the Canadian Nature Federation, Canadian Parks/Recreation Association, the Heritage Canada Foundation, the Nature Conservancy of Canada and the Federation of Canadian Municipalities are research, education and lobby groups which promote various issues associated with the preservation, conservation and wise use of Canada's heritage resources. The majority of these agencies and actors operate specific programs and prepare a wide range of publications for both professional and public use.

Provincial governments in Canada are vested with the primary responsibility for protecting natural and cultural heritage. They possess a variety of special statutes and institutional arrangements established for this purpose. The main, common feature of these statutes is their authorization of provincial government designation of heritage sites and prohibition of alterations to or demolition of the sites (Denhez, 1978). Examples of such statutes are the Alberta Historical Resources Act, the British Columbia Heritage Conservation Act, the Québec Cultural Property Act, the Newfoundland Historic Objects, Sites and Records Act, and the Ontario Provincial Act (Vaillancourt, 1993).

While these statutes are illustrative of specific legislation involved with heritage, a variety of other statutes such as planning acts, environmental assessment acts and parks acts are also involved. In just one province in Canada, Ontario, there are twenty six pieces of legislation that either deal directly with heritage resources or have an impact on them (Ontario Ministry of Culture and Communications, 1990). The Ontario Ministry of Culture and Communications has also identified more than one hundred programs in fifteen ministries which either use or directly affect the heritage resources of the province. The two current lead Ministries responsible for heritage in Ontario are the Ministry of Culture,

Tourism and Recreation and the Ministry of Natural Resources, although the latter is suffering the spasms of major reorganization and "mandate paring".

The other provinces in Canada have similar extensive involvement in various aspects of heritage management. They also have lead agencies which are primarily responsible for heritage resource conservation, management and interpretation. For example, the Alberta Ministry of Community Development has a mandate which involves the operation of historic sites and museums; the Manitoba Ministry of Culture, Heritage and Citizenship plays a provincial leadership role in administering pertinent acts, developing heritage policies and strategies and providing technical and financial support for community heritage initiatives and the New Brunswick Ministry of Municipalities, Culture and Housing strives to promote effective stewardship and foster community pride through the preservation and development of their heritage resources.

Within each of the provinces and territories of Canada there are also a host of nongovernmental organizations and associations. These include museums associations, historical societies, archaeological societies, heritage councils and coalitions, genealogical societies, conservation councils and nature conservancies. Each of these organizations promotes, encourages, develops and in some cases preserves aspects of the natural and cultural heritage. A number of these organizations and associations also function as umbrella groups for community based organizations and lobby provincial bodies on matters that concern the protection and preservation of heritage resources.

Municipalities and local authorities within each province or territory also take an active role in heritage conservation in various ways. While the level of involvement varies greatly, it usually assumes the form of a combination of responsibilities encompassing such matters as the provision of heritage facilities, heritage conservation as a dimension of community planning, the administration of grants, the coordination of advisory bodies and the identification and protection of heritage resources through enabling legislation granted by the province. Much of the work at the community level is facilitated by local citizen groups. The volunteers involved work through groups such as archaeological, genealogical, historical and nature conservation organizations. In Ontario, the Ministry of Culture and Communications (1990) reported that there were over 1,000 local heritage organizations with a membership in excess of 500,000. In addition, these local organizations are said to be responsible for approximately 800 custodial institutions such as archives, art galleries and museums.

Several international organizations concerned with natural and cultural heritage have offices or affiliations in Canada as well. These include organizations such as the World Wildlife Fund, the International Council on Monuments and Sites (ICOMOS), the Sierra Club, the International Institute for Environment and Development, Greenpeace and Ducks Unlimited. Their presence signifies the international community's recognition of Canada as an important steward of global heritage resources.

Public opinion has also had an influence on heritage management in Canada. As a relatively young country, and a country built from the efforts of immigrants from diverse backgrounds, there are those who believe Canada does not yet have a representative heritage. There is also the belief that the replacement of old with new and small with big is a sign of progress and that natural resources exist to be used primarily in the name of economic growth through exploitation. Concomitantly, both the public and the corporate sectors in Canada have been slow to realize the social and economic benefits associated with heritage conservation resulting from tourism and community health. A further opinion concerns the mythology surrounding the free enterprise system. Denhez (1978) points out that there are those who view the designation and conservation of landmarks or heritage structures as a restriction upon their property rights and personal rights, thereby signalling the collapse of free enterprise and individual control. In this respect heritage related matters, particularly those associated with architectural heritage, have not received widespread public support and legislators have not been extensively pressured to enact or amend pertinent legislation. Heritage has also not been widely supported by the philanthropic efforts of the corporate sector in Canada. The majority of investments in Canadian heritage initiatives are from private citizens and all in the form of cash gifts, organization memberships or volunteer time.

Past and present legislation in a variety of areas, some not always immediately associated with heritage matters, have also helped shape heritage management in Canada. For example, building codes and planning legislation have not been understanding of heritage needs and tax laws have adversely affected such issues as lobbying expenses, property disposal, renovations, land transfers and property values. Similarly heritage conservation legislation has been disregarded and municipal by-laws have been altered to facilitate development. In essence, laws and policies to protect heritage vary from jurisdiction to jurisdiction and there is no common set of standards supporting heritage in Canada (Environment Canada, 1991).

The Canadian judicial system has further contributed to the context in which heritage management occurs in Canada. Currently there are no provisions in the Canadian courts for citizens to file an injunction against a level of government intending to alter or destroy a building or area under its control. In addition, because of "Locus Standi", even if private citizens could challenge the decisions made by various levels of government, the courts would refuse to hear the case. The basic premise of this legal tenet is that if an individual is harmed illegally, he or she may sue. But, if all the other members of a community are equally harmed, they all lose their rights to sue. This inability to use the court system for support in heritage matters is contrary to practices of other countries, such as the United States. In the United States the judicial system is regularly employed to protect heritage resources.

The emergence over the last twenty years of a wide variety of nongovernmental organizations concerned with both natural and cultural heritage has greatly influenced heritage management in Canada (Table 4.1). Their research programs have led to recommendations for legislative changes in all provinces and at the national level and their demonstration projects have been valuable, concrete examples of heritage conservation success. Ducks Unlimited, for example, has done much for wetlands conservation and has been influential in shaping national wetlands policy (National Wetlands Working Group, 1988). Nongovernmental organizations offer the impetus required to increase understanding and encourage the planning and management of heritage needed for the future (Serafin and Nelson, 1991). Unfortunately, the vitality of most of these organizations is dependent upon funding and, therefore, a great deal of their time and effort is spent securing financial support.

In summary, heritage management in Canada is a fragmented endeavour undertaken in the absence of common standards. Canada's commitment to heritage is more administrative than statutory and is much stronger in relation to the country's natural heritage than it is to cultural heritage (Environment Canada, 1991). Canadians also have very little recourse for the resolution of infractions which allegedly harm the natural and cultural environment. Further, the direct and indirect legislation which does exist at the national, provincial and municipal levels is often contradictory and ineffective when challenged.

It is suggested that a way to alleviate the difficulties associated with heritage management is to increase public awareness of heritage importance, to translate that

awareness into legal and moral obligations and thereby impose an imperative need for cooperation which does not currently exist (Dalibard, 1991; Serafin and Nelson, 1991). The increasing number of nongovernmental organizations involved with heritage in Canada are contributing to increased understanding and awareness, and it will be interesting to see if they force government action.

Heritage Management in the United States

The management of natural and cultural heritage resources in the United States falls within the realm of responsibilities of the national, state and local levels of government, much like Canada. At each level, there is a wide variety of enabling laws and legislation and numerous agencies and actors. This complexity is largely accounted for by the breadth of the heritage concerns ledger. There is also a large number of nongovernmental heritage oriented organizations and associations working throughout the country (Table 4.2).

Heading the vast array of departments, agencies and organizations involved with heritage management in the United States is the Department of the Interior. Within this Department the lead federal agency responsible for natural and cultural heritage is the Park Service. It is charged with conserving and managing natural, historic and recreational resources; developing a system which includes areas of scenic, scientific, historical and recreational value to the nation; communicating the cultural, natural and inspirational significance of American heritage to the public and cooperating with other agencies and actors to protect and perpetuate natural and cultural resources of local, state, regional and international importance (Foresta, 1984). The Park Service attempts to accomplish these objectives through various means such as site and resource acquisition, designation and protection, site and resource management, technical and financial assistance, the maintenance of a national natural and cultural resources registry, legislation development and enforcement, and research and education.

Other national agencies participating in heritage management include Housing and Urban Development, the Bureau of Land Management, the Bureau of Reclamation, the United States Travel and Tourism Administration, the Forest Service, the Environmental Protection Agency and the National Foundation on the Arts and Humanities. Although to a somewhat lesser degree than the Park Service, each of these agencies have specific

Table 4.2 HERITAGE MANAGEMENT CONTEXT: UNITED STATES (Literature Synthesis by Author)

Representative International Affiliations with Nongovernmental Organizations	Representative Lead National Government Departments	Representative National Nongovernmental Organizations	Representative State Government Departments	Representative State Nongovernmental Organizations	Representative Local Government Involvement	Representative Local Nongovernmental Organizations
World Wildlife Fund	Department of the Interior	American Society of Landscape Architects	Wisconsin Department of Development	Wisconsin Trust for Historic Preservation	El Paso City Planning Department	Tennessee Natchez Trace Corridor Association
Sierra Club	- National Parks Service	National Trusts for Historic Preservation	South Carolina Department of Parks, Recreation and Tourism	State Historical Society of Wisconsin	City of Nappanee Economic and Industrial Development Department	LBL Heartland Council
International Institute for Environment and Development	- Fish and Wildlife Service	Association for the Preservation of Civil War Sites	Indiana Department of Natural Resources	Wisconsin Council for Local History	Warsaw Community Development Corporation	Galveston Historical Foundation
International Council on Monuments and Sites	- Bureau of Land Management	American Historical Association	Indiana Department of Commerce	Indiana Historical Society	Historic Preservation Commission	Bartholomew County Historical Society
Greenpeace	- Bureau of Reclamation	Save the Battlefield Coalition	Texas Department of Commerce	Historical Landmarks Foundation of Indiana	Kansas City Parks and Recreation Department	El Paso Mission Trail Association
Ducks Unlimited	US Treasury Office	American Association for State and Local History	Tennessee Department of Tourism Development	Tennessee Heritage Council	New York Planning Department	Mountain Heritage Association
Association for Living Historical Sites and Agricultural Museums	Department of Commerce	American Institute for Conservation of Historic and Artistic Works	Michigan State Forest Commission	New York Museums Association	Cotton Heritage Association	Belleville Historical Society
Friends of the Earth	- US Travel and Tourism Administration	J. Paul Getty Trust	California State Park Commission			Washington National Monuments Society
	Department of Agriculture	National Alliance of Preservation Commissions				
	- Forest Service	Scenic America				
	National Foundation on the Arts and the Humanities	American Association of Museums				
	- National Endowment for the Arts	American Planning Association				
	- National Endowment for the Humanities	Nature Conservancy				
	Environmental Protection Agency					
	Department of Defense					
	- US Army Corps of Engineers					
	Department of Housing and Urban Development					

programs and legislation directed to the preservation of natural or cultural heritage or in support of such endeavours.

A vast array of national nongovernmental organizations and associations also contribute to heritage management. The National Trust for Historic Preservation, the American Association of Museums, the Nature Conservancy and the National Alliance for Preservation Commission are noteworthy examples. Their initiatives range from the purchase, preservation and management of sites and collections to the provision of financial, technical and program assistance to state and local organizations. They also dedicate a great deal of time to lobbying Congress and state governments for continued support for heritage conservation efforts and for improvements to heritage related legislation and protection policies (Foresta, 1984).

State involvement in heritage management has grown considerably since the late 1960s as financial support from federal initiatives, such as the Land and Water Conservation fund, the National Endowment on the Arts and Humanities Fund and the Historic Preservation Fund, were made available (Carlson, 1979). This funding motivated individual states and municipalities to prepare comprehensive heritage management plans and to amend relevant statutes and regulations to more accurately reflect the intent of the plans. In many states this entailed alterations affecting planning, taxation, natural resource management, tourism, transportation, environmental protection, building regulation and education.

State heritage management is nested in a variety of multi-purpose institutional arrangements. State departments of Natural Resources, Commerce, Parks, Recreation and Tourism and Economic and Community Development are most frequently the lead agencies. Each of these departments has its own mandate related to the planning and management of the natural and cultural resources.

There are also many state and local or municipal nongovernmental organizations and associations which add to the heritage management mix. These organizations and associations perform many of the same functions as their national counterparts although, their emphasis is on state and community heritage concerns. Local level involvement is primarily a function of municipal councils. They work within federal and state laws and guidelines to enact their own legislation or develop their own specific programs for protection and use. Throughout the more than 5,400 urban cities and towns in the United

States, the nature and extent of heritage management varies greatly (White, 1976). The majority of the management functions do, however, fall under the auspices of planning departments, park and recreation departments or separate heritage commissions.

The United States, similar to Canada, is affiliated with several international heritage organizations. The International Council on Monuments and Sites, the World Wildlife Fund, and the International Institute for Environment and Development, for example, provide lobby support, technical assistance, and research services to natural and cultural heritage conservation initiatives.

Unlike Canada, however, the United States has developed a much stronger and more coordinated approach to heritage management. This is due in part to a general American interest in self-promotion, nationalism and patriotism. The preservation and commemoration of natural and cultural heritage is a natural extension of this cultural mind-set. This interest can be traced back to the Revolutionary and Civil Wars and to the establishment of the Yellowstone Park in 1872 (Lee, 1974). Throughout the ensuing years this interest was reflected in the creation of several national and historic parks and the designation of historic sites and monuments. However, the wholesale destruction of historic sites and landmarks which occurred during the boom period of the 1950s and early 1960s, the strengthening of the conservation movement in the 1960s and the general concern for the quality of urban life served to intensify interest in heritage preservation. As a result of the heightened awareness of the importance of heritage, the federal government responded with the passage of several new Acts such as the Wilderness Act in 1964 and the Historic Preservation Act in 1966.

The Historic Preservation Act, among other things, strengthened heritage legislation and authorized the Secretary of the Interior to maintain a National Register of districts, sites, buildings and objects of significance in American history. It also established a matching grant-in-aid program for the states to help them prepare state historic preservation plans and acquire and preserve state heritage resources. Further, the Act established an Advisory Council on Historic Preservation which was comprised of members of the Secretaries of the Interior, Commerce, Treasury, Housing and Urban Development, plus the Attorney General, the Chairman of the National Trust for Historic Preservation and ten appointed private citizens. The membership represents the key actors and agencies concerned with heritage conservation and management. The involvement of this council has helped ensure

a more pluralistic approach to heritage conservation, and it resulted in sympathetic support legislation at the federal and state levels.

The grant-in-aid program for the states, made available through the Act, has also had a positive impact on national heritage management. The funding provided to the states and subsequently to municipalities facilitated conservation and education exercises which otherwise might not have been possible such as park and historic site development. In addition, the program assured federal awareness of the types of preservation plans and projects being carried out at the state level and it forced the state and local governments to develop and enact appropriate legislation to support their plans (Carlson, 1979). The program also served to send the message to the public as well as to state and local officials that the conservation and management of both natural and cultural resources was an important and worthwhile concern.

The heritage sensitive legislation emanating from all levels of government and affiliated with a variety of concerns such as environmental protection, planning, transportation, economic development, parks, taxation, and historic preservation has also been a contributing factor in heritage management. This legislation forces the consideration of natural and cultural heritage in a number of decision making contexts. For example, several pieces of legislation force the federal and many state and local officials to assess the heritage impact of any public works project or projects which receive government subsidies. If it is deemed that the resources are to be altered or harmed in any way those involved must prove that no reasonable alternative exists (Denhez, 1978). Should any member of the public disagree with a decision concerning heritage, they have the ability to use the judicial system to challenge the actions they believe to be contrary to legislation. This ability to use the court system to challenge the actions of government as well as industry and business has further shaped the context in which heritage is managed in the United States. Not only have legal decisions saved valuable heritage but, they have helped instill a more conscientious attitude in government planners and others regarding heritage.

As previously mentioned, strong public support for natural and cultural heritage conservation has been most influential in the management of heritage in the United States. Public concern has prompted positive responses from all levels of government, and public support has endorsed the creation and continuance of numerous nongovernmental organizations and associations which address heritage issues. Through both public and governmental encouragement and funding, these organizations and associations have acted

as the voice of the public and as the watch dog of government and business. They have also been able to supplement the efforts of government by undertaking initiatives which fall outside the realm of legislative control or concern. This ranges from the purchase and preservation of sites and collections to the research and development of legislative recommendations and assistance programs. In a few cases in the United States these organizations are actually taking over aspects of heritage management from the government levels (Trepanier and Garipey, 1990).

The corporate sector is also beginning to influence heritage management in America. Their involvement is primarily in the form of funding, and while ulterior motives may be argued, corporate contributions and their willingness to comply with heritage conservation regulations has had a positive net effect on heritage efforts.

In summary, heritage management in the United States is generally undertaken in a semi-controlled and semi-coordinated fashion. Much of this control and coordination is orchestrated by the federal government through legislation and program funding to the states. Existing control and coordination are also dependent upon an extensive network of nongovernmental organizations. Increasingly, these organizations are assuming a more central position in the management of America's heritage as governments are entrusting the organizations with additional responsibility and partnership funding.

Heritage management in the United States also takes place in a relatively supportive and understanding atmosphere. The ability to use the judicial system to force the consideration of heritage has done much to reinforce this attitude. Concomitantly, public, corporate and governmental recognition of the environmental, social and economic benefits associated with heritage conservation has also strengthened support. Heritage management in the United States is not however, without its problems. Funding for heritage initiatives is increasingly difficult to secure from government sources. In addition, much of the legislation is ineffective and in need of strengthening and additional legislation is required. Finally, communication and coordination links need refinement, and jurisdictional disputes are common in spite of attempts at negotiation and mediation.

Heritage Management in the United Kingdom

There currently exists numerous agencies, commissions, organizations and councils involved with heritage management in the United Kingdom (Table 4.3). They are all responsible for the enactment and enforcement of strict control legislation, the management of extensive property holdings, the provision of grants, and program coordination. The principal government agency involved in the protection of the natural and cultural inheritance of Great Britain is the Department of the Environment. This Department was formed in 1970 to reconcile the conflicting interests of the former Ministries of Housing and Local Government, Public Buildings and Works, Transport and Planning. The Department is responsible for all legislation as well as maintaining royal parks and palaces and the listing and designation of heritage monuments and buildings. It also sponsors the Countryside Commission which is the government agency responsible for National Parks and Areas of Outstanding Natural Beauty, the approval of local planning authority proposals and applications for Country Parks, the financing of experimental and prototype schemes, the provision of technical and financial assistance, and research. The Department of the Environment also sponsors five other heritage related agencies: the Historic Buildings and Monuments Commission, the Royal Commission on Historic Monuments, the National Heritage Memorial Fund, the Redundant Churches Fund and the Royal Armouries. The most prominent of these agencies is the Historic Buildings and Monuments Commission which manages some 400 monuments and buildings as well as making grants available to individuals and organizations to assist with historic buildings, conservation areas, town schemes, ancient monuments protection and the rescue of archaeology (Hewison, 1987). It also promotes heritage appreciation and advises on the listing of buildings and the designation of monuments and on applications to demolish or alter heritage structures.

The Department of the Environment, however, is by no means the only government agency involved in heritage management. The Office of Arts and Libraries is the principal ministry concerned with museums and galleries and the Department of Employment sponsors the English Tourist Board which receives funding to invest in heritage projects. The Department of Agriculture, Fisheries and Food oversees the Forestry Commission which is the largest land owner in Great Britain. The Forestry Commission is charged with land protection and rehabilitation as well as the administration of grant programs and the management of Forest and State Parks.

Table 4.3 HERITAGE MANAGEMENT CONTEXT: UNITED KINGDOM (Literature Synthesis by Author)

Representative International Affiliations with Nongovernmental Organizations	Representative Lead National Government Departments	Representative National Nongovernmental Organizations	Representative Local Authority Involvement	Representative Local Nongovernmental Organizations	Representative Corporate Involvement
World Wildlife Fund	Department of the Environment	Society for the Protection of Ancient Buildings	All City, County, District and Borough councils are involved to some extent by virtue of the responsibilities discharged by the Central Government	Mersey Basin Campaign	Shell
International Institute for Environment and Development	- Countryside Commission - Historical Buildings and Monuments Commission - Royal Commission on Historic Monuments - National Heritage Memorial Fund - Redundant Churches Fund - Royal Armories - National Parks Commission	Ancient Monuments Society National Trust Society for the Interpretation of Britain's Heritage Groundwork Foundation Heritage Education Trust Railway Heritage Trust Historic Farm Buildings Trust National Piers Society The Thirties Society Victorian Society Landmark Trust British Association of Nature Conservatoinists The Nature Conservancy Council Civic Trust The British Trust for Conservation Volunteers		Lancashire Trust for Nature Conservancy Merseyside Task Force Colne Valley Groundwork Trust Blackburn Trust Nottinghamshire Development Enterprise Derbyshire Wildlife Trust Yorkshire Conservation Trust Creswell Archeological and Natural History Society	Barclays Bank British Aerospace Casco Nobel Industrial Castings I.B.M. British Petroleum Commercial Union British Coal Marks & Spencer Esso
Greenpeace					
Friends of the Earth	Office of Arts and Libraries Department of Employment - English Tourist Board Department of Agriculture, Fishing and Food - Forestry Commission Department of Trade and Industry				

The county and district authorities are the second tier of government involved with the management of heritage in the United Kingdom. Both these authorities have either shared or concurrent powers over most issues pertaining to heritage. Illustrative of the issues or services for which they are responsible are local plans, development control, acquisition and development of land, clearance of derelict land, Country Parks, footpaths and bridleways, museums and galleries, and parks and open spaces (Seeley, 1978). The majority of the funding for these services is received from the central government level and, while some services such as the provision of museums and galleries are considered as permissive functions, others such as parks, footpaths and planning are compulsory functions which must comply with extensive and forceful central government legislation. In this regard, the central government directs and controls many aspects of heritage management at the local level.

The government's responsibility for heritage management is closely interwoven with the work of literally hundreds of voluntary or nongovernmental organizations, some of which, like the National Trust have their position officially recognized by Acts of Parliament. Included in the long and continually growing list of voluntary organizations are the Society for the Protection of Ancient Buildings, the National Trust, the Civic Trust, the Landmark Trust, the Railway Heritage Trust, the Groundwork Foundation, the Nature Conservancy Council and the British Trust for Conservation Volunteers. Several of the more prominent of these organizations meet every two months in an assembly called the Joint Committee of the National Amenity Societies. The committee facilitates the coordination of the member organizations, makes funding available for specific functions and is involved in the statutory planning process representing the front line views of heritage organizations.

The most well-known voluntary organizations are the National Trust, which, after the federal government, is the largest landowner in the United Kingdom, and the Civic Trust. The Civic Trust does not own land or buildings, but exercises its function of conserving and improving the environment through the administration of the Architectural Heritage Fund which is a major source of capital for conservation projects undertaken by local amenity societies. In 1986 the fund allocated some £4.5 million to over 100 schemes (Hewison, 1987). Another key organization is the Landmark Trust which preserves numerous buildings and where possible, rents them as holiday homes. The Groundwork Foundation is also gaining respect for its work in reclaiming derelict industrial areas. Further the Nature Conservancy Council makes a valuable contribution to natural heritage conservation

through the declaration of areas of special scientific interest and natural reserves and through the advice and assistance they provide to public agencies as well as private citizens.

The philanthropic efforts of the corporate sector in the United Kingdom have contributed greatly to heritage conservation. Increasingly business and industry are responding to the need for funding and technical assistance to undertake the growing number of natural and cultural heritage initiatives in the country. These initiatives are primarily conducted by voluntary organizations and many of these organizations are registered charities. This allows the corporate sector certain tax privileges, as well as publicity. Nevertheless, the donations of money, equipment and supplies, expertise and influence has done much to further heritage conservation.

Heritage protection and management in the United Kingdom, although always relatively important, has waxed and waned throughout the country's long history. It was not however, until after World War II that the concern for heritage management truly began to escalate. A review of some of the major contributing factors places this heightened concern in perspective and aids in the understanding of the context in which heritage is managed.

World War II resulted in nearly all areas in Britain experiencing violent changes which affected the physical expression of the past and the social relationship with heritage. The first of these changes was the loss of the built environment and the physical patterns and symbols associated with place. For example, one third of the City of London was destroyed by bombing and many other ports and manufacturing towns were severely damaged. Additional changes occurred with the massive reconstruction which took place. This included the construction of over 700,000 new homes and the creation of some 50 new towns (Hewison, 1987). The movement of people away from the cities to the many new towns developed on what was once countryside and green belts and this produced changes in land use and settlement structure.

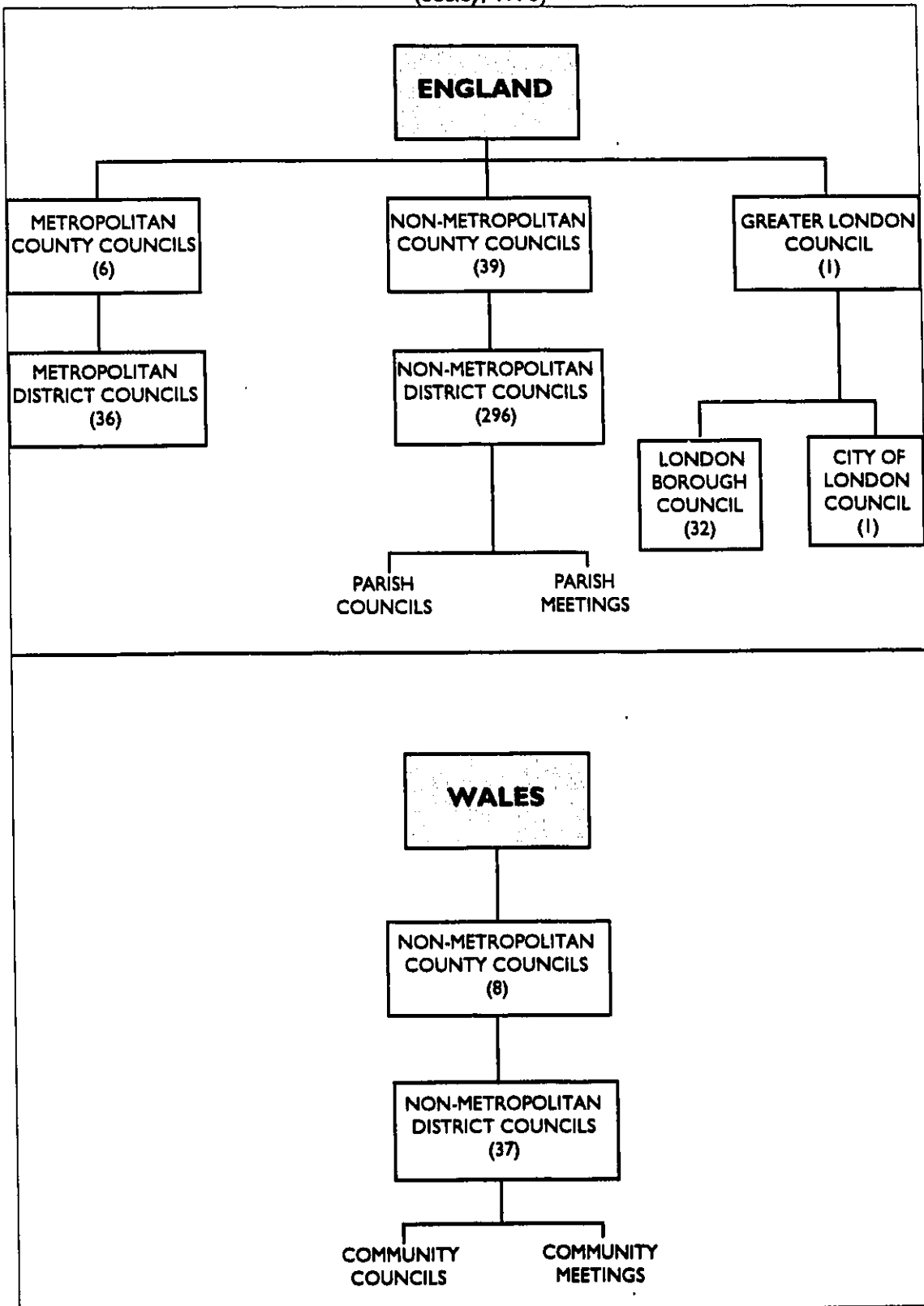
While these changes had far reaching effects, heritage protection and management were more influenced by the 1954 abandonment of the requirements which forced reconstruction of war-damaged offices and factories and the lifting of height restrictions for new buildings (Hewison, 1987; Amey and Cruickshank, 1975). In the opinion of these authors, the changes in legislation largely contributed to an unprecedented building boom and to the alteration of the scale and character of Britain's cities and towns. Amey and

Cruickshank (1975:10) state that, "the destruction during the nineteenth century pales into insignificance alongside the licensed vandalism of the years 1950-1975". Department of Environment statistics show that 8,000 listed heritage building were destroyed between 1957 and 1977 (Hewison, 1987). Dereliction was also a remnant of the modernization of the towns and cities. In 1974, for example, it was estimated that there were more than 175,000 acres of derelict land in England, Scotland and Wales and if other waste land was added there were nearly 500,000 ruined or abandoned acres (Shoard, 1980). At the same time changes were also taking place in the countryside. While some of these changes were due to resettlement, many of them resulted from uncontrolled farming and commercial forestry practices. These practices meant that fields were enlarged and cleared of the familiar hedgerows, wetlands were drained, archaeological sites were destroyed, and agricultural architecture was demolished. Amey and Cruickshank (1975) observe that perhaps a more serious consequence than the loss or replacement of buildings and the dereliction and misuse of the land was the loss of a sense of location and identity during this period of rapid growth.

Compounding the sense of loss associated with the physical changes to the natural and cultural environment were major social and economic changes. During the 1960s the responsibilities of the individual changed, the role of the family weakened, inflation rose and unemployment increased. As well, immigration peaked and racial tensions increased. The conflicts in Northern Ireland also intensified and violent crime and theft rose considerably. Therefore, in the context of massive change the concern for heritage reached a new level of importance in the United Kingdom by the 1970s. The social and political interest for maintaining, and perhaps regaining, a sense of security and identity from the conservation of heritage emerged in the form of support for a host of new government agencies, voluntary organizations, stringent legislative changes, program initiatives and financing.

During the early 1970s, the structure of local government in England and Wales was altered to provide larger political boundaries which would have greater resources and thus, be better fitted to undertake the responsibilities allocated to them (Stewart, 1983; Seeley, 1978; Richards, 1975). This major adjustment afforded the central government the opportunity to reallocate specific functions and finances, some of which pertained to natural and cultural heritage matters. The reorganization created a two-tiered local structure under the control of the central government (Figure 4.1). Local county and district authorities are statutory corporations created by the 1972 Local Government Act of Parliament. The local authorities are limited in their activities to the powers and duties

Figure 4.1 LOCAL GOVERNMENT STRUCTURE - ENGLAND AND WALES
(Seeley, 1978)



prescribed in the legislation (Stewart, 1983; Seeley, 1978). As such, county and district authorities have compulsory functions which they have a duty to perform and permissive functions which they can perform at their discretion, although within established guidelines. The county authorities undertake functions which require substantial resources and can be most effectively administered over large areas, such as strategic planning, major highways and police. The district authorities undertake functions best provided in smaller units where local knowledge and control are important as with housing and local amenities. Several compulsory functions can be shared or managed concurrently between the authorities. In the context of heritage management, many of the functions are ascribed and funded by the central government and the majority of the functions pertinent to heritage such as planning and amenity services are shared or concurrent. While this shared approach does provide an element of control and coordination for matters such as heritage conservation, the approach can also result in conflict and confusion. The powers of the borough and parish councils are very restricted and of limited significance. Stewart (1983) and Seeley (1978) suggest that the major function of the councils is to present local opinion to other authorities and public bodies.

The importance of heritage-based tourism to the economy of the United Kingdom was also realized during the 1970s. In one of the first major heritage studies, Binney and Hanna (1979) found that between 1967 and 1977 the number of visits to historic properties increased nearly 200 percent. More recent studies show that of the estimated 213 million sight seeing visits made in Britain in 1985, 67 million were made to historic buildings and 58 million to museums and galleries (Hewison, 1987).

In addition, the residents of the United Kingdom have a strong inclination toward volunteering. This tendency has further contributed to heritage management efforts through the substitution of volunteer help for the often prohibitive expense of paid staff and labour. Illustrative of volunteer involvement is the estimated 28,000 people who volunteered for the Groundwork Trusts in 1990 (Groundwork Foundation, 1991). These Trusts are community-based organizations with a mandate for local environmental regeneration initiatives.

Other factors which have increased the interest in heritage conservation and subsequently influenced heritage management in the United Kingdom include the unfavourable ratio of population to land, a rise in interest in outdoor recreation pursuits and the increasing encroachment of urban uses on rural land. The global concern for conservation

and the growing societal interest in finding roots and reconfirming identity have also been inspirational.

In review, heritage management in the United Kingdom has been shaped by the ravages of war and modernization. At present the management of natural and cultural heritage is a principal concern of the public, political and corporate sectors of the country and the actions of these groups reflect the concern. In addition, central and local governments have increased their focus on heritage matters and have established legislative structures and policies to encourage positive heritage rehabilitation and conservation efforts. Funding levels have also been increased and provisions have been made to encourage and fund local authority initiatives pertaining to natural and cultural heritage. The number of nongovernmental agencies concerned with heritage issues has also increased in recent years and several of these organizations are undertaking major initiatives on behalf of government departments such as derelict land reclamation and urban forestry projects. Further, corporate involvement in natural and cultural heritage conservation has increased. Business and industry are complying with legislative requirements such as those pertaining to pollution control and land use and they are contributing time, labour and money to assist with the conservation and management of the country's heritage resources.

Despite the general atmosphere of support and involvement and the extensive network of agencies and organizations committed to heritage management, there are difficulties with coordination, duplication and funding. Hewison (1987) suggests that perhaps there has been an over commitment and there are now too many organizations involved with the management of heritage at all levels. This situation has led to "heritage specialization", in which groups are concentrating more on their individual interests. The lack of a national heritage policy further fragments the heritage management process and makes planning and assessment difficult exercises.

Summary

Heritage management in Canada, the United States and the United Kingdom has been influenced by the social, economic, political, environmental and historical context of each country. The United Kingdom is a small country with a large population and a long proud history. It is also a country which has undergone several periods of change and destruction

resulting in the loss of natural and cultural touchstones, severe environmental damage and a weakening of cultural identity. Several sectors of the population of the United Kingdom have therefore, responded with strict controls, financial support and cooperative initiatives in an effort to protect and restore their natural and cultural environment. The United States, on the other hand, is a large country with vast natural resources and a relatively short history. There is, however, a growing number of people concentrated in large urban centres and the pressures of development and industrial growth have damaged the natural and built environment of these areas and have eroded the quality of life. In this respect public and private awareness concerning environmental and social health has increased and efforts to improve the human and environmental condition are expanding. Both government agencies and nongovernmental organizations are improving the financial resources and controls required. Canada has not, until recently, realized the full importance of its cultural resources and, therefore, has been slow to develop the political and social will to effect strong legislation for heritage management or to endorse initiatives directed toward the maintenance of its cultural integrity. Canada has, however, developed a much stronger commitment to its natural heritage as evident by the network of national and provincial parks and protected areas and its involvement in international programs such as the Man and Biosphere Program, the Ramsar Convention and the North American Waterfowl Management Plan (NAWMP).

Despite the contextual differences and the maturity levels of heritage management in the three countries there are several shared concerns. Among these concerns are the need for increased levels of funding support, improved coordination of heritage management efforts and enhanced legislation. However, underlying all of these concerns is the need for a comprehensive and integrated strategy for heritage management.

CHAPTER V

HERITAGE - BASED PROGRAMS: CONTEXT AND CONCEPTUALIZATION

Introduction

This chapter is focused on the contextual milieu in which the Heritage Regions, the Heritage Tourism Initiative and the Groundwork programs operate. It also describes and analyses the basic rationale and motivation for the establishment of the three programs.

More specifically, the discussion of management context is guided by three fundamental questions (Table 3.4). The first concerns the mission of the parent or lead organizations and the relationship of the heritage program to this mission. The second addresses the structure of the parent organizations and the position of the program within this structure. The third question probes for information on the other types of programs which fall within the domain of the parent organizations. The discussion related to program conceptualization is attentive to the motivations and procedures associated with program establishment. Finally, the heritage project level is examined (Table 3.5). Questions concerning the initial procedures followed to establish the projects and the project site selection criteria are dominant.

The data and the information used to develop answers were obtained by several means from several sources. A strategically designed open-ended questionnaire, as previously described, was distributed to each of the program and project managers involved in the three programs (Appendices B and C). Secondary sources included original program and project charters, annual reports, academic and scientific literature, newsletters and organization publications. In addition, site visits of at least two weeks were conducted and a personal communications train was developed with the three programs. Information was also solicited from the Chairpersons of the Managerial Boards of the projects.

The discussion is presented and organized by program. The most important residual messages are encapsulated in a summary at the end of the chapter.

Management Context of Heritage-Based Programs

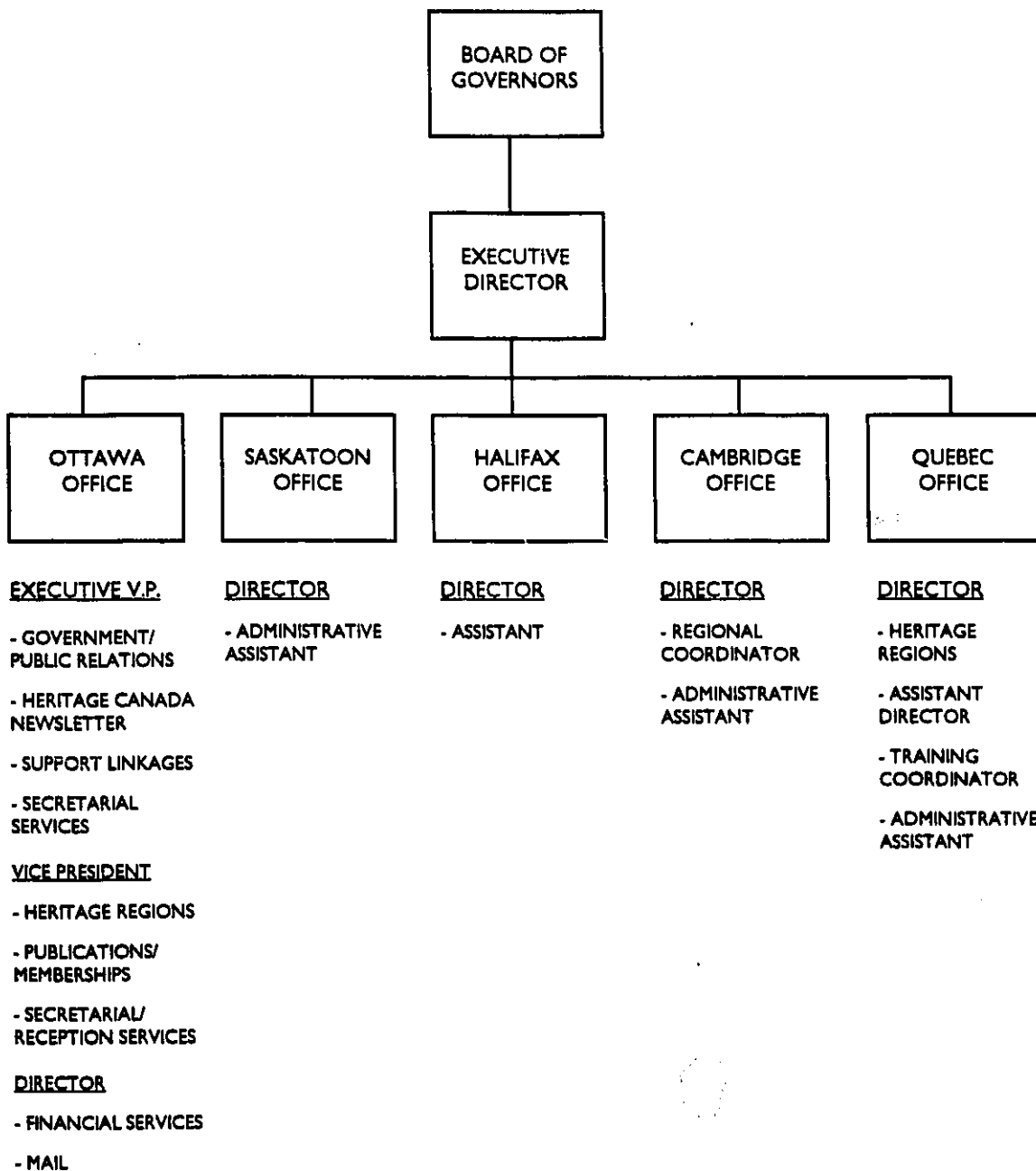
While the case programs function within the general heritage contexts of their host countries, they also function within the more specific management contexts of their parent or initiating organizations. The Heritage Regions program is a component of the Heritage Canada Foundation. The Heritage Tourism Initiative program is a component of the National Trust for Historic Preservation in the United States and until 1985 the Groundwork program operated under the mandate of the Countryside Commission in the United Kingdom. The Groundwork program now operates as an independent Foundation with charitable status. This is important to remember because the structure and the general mission of the parent organization has a direct influence on the programs under their direction. This relationship will be explored in detail in subsequent chapters.

Heritage Regions Program - Canada

The parent organization of the Heritage Regions program, as previously indicated, is the Heritage Canada Foundation. The Heritage Canada Foundation is a national, non-profit, public membership-based organization established in 1973. It is supported by a trust fund of \$12,000,000 provided by the federal government. It operates from the proceeds of this fund as well as membership fees and donations. With the exception of two federal government representatives on its Board of Governors the Foundation has no budgetary or structural links with government at any level in Canada. Heritage Canada does, however, have contractual links with some government agencies such as the Atlantic Canada Opportunities Agency (ACOA) for the provision of consultative services.

The policies of the organization are determined by a Board of Governors which has traditionally numbered about fifteen members. Of these, twelve are elected members and they represent Canada's ten provinces and two territories. The three remaining board members are appointed. Two of these are from the Department of Canadian Heritage and the third is the Executive Director of the Foundation. The entire board is answerable to the membership. The day-to-day affairs of the organization are administered by the Executive Director and a staff of approximately twelve at the main office in Ottawa. A further 13 employees are located in four regional offices across the country (Figure 5.1).

Figure 5.1 ORGANIZATIONAL STRUCTURE - HERITAGE CANADA FOUNDATION, 1993. (Bowes, 1993, Personal Communications)



The Foundation's mission is "to support a national movement for the maintenance of our sense of place and continuity" (Heritage Canada Foundation, 1991). The organization does this by promoting the collaborative management of change in the natural, built and cultural environment through networking, demonstration and marketing programs. Heritage Canada considers heritage "the sum of all the ecological, economic, social and cultural elements that make up the environment in which we live and that we wish to preserve and pass on to the next generation" (Heritage Canada Foundation, 1991).

It is the Foundation's belief that it is important to encourage the greatest possible number of Canadians to collaboratively manage their heritage resources. Thus, the Foundation is a program-driven agency which emphasizes a community-based role in the management of heritage. The nature of its programs is determined by the nature of the constituency addressed. The Main Street program, for example, is aimed at small and medium-sized towns and city neighbourhoods. The Canadian Centre for Livable Places functions at the city level and the Canadian Heritage Network links heritage organizations across the country. The Heritage Regions program is focused at the regional level. The concept of region in this latter case means the geographic locations which host the projects operating under the banner of the Heritage Regions program.

More specifically, the Heritage Canada Foundation launched the Main Street program in 1978 to help people bring new life to Canada's downtowns. Since then it has been partners with merchants, business people, service groups and residents in almost one hundred communities. The program operates on a fee-for-service basis. Heritage Canada places a coordinator in each of the areas and through this facilitator offers training courses, design assistance, and aids with the development of action plans for revitalization. According to Leblanc (1991, Personal Communications) the results of this program have been admirable. On the economic front, Main Street has created jobs, spurred business, increased revenue, and encouraged investment. More importantly, the quality of life in these communities has improved; they now boast renovated buildings, lovely parks, new amenities, stronger links to local traditions and a deeper sense of their own identity (Leblanc, 1991:3, Personal Communications)

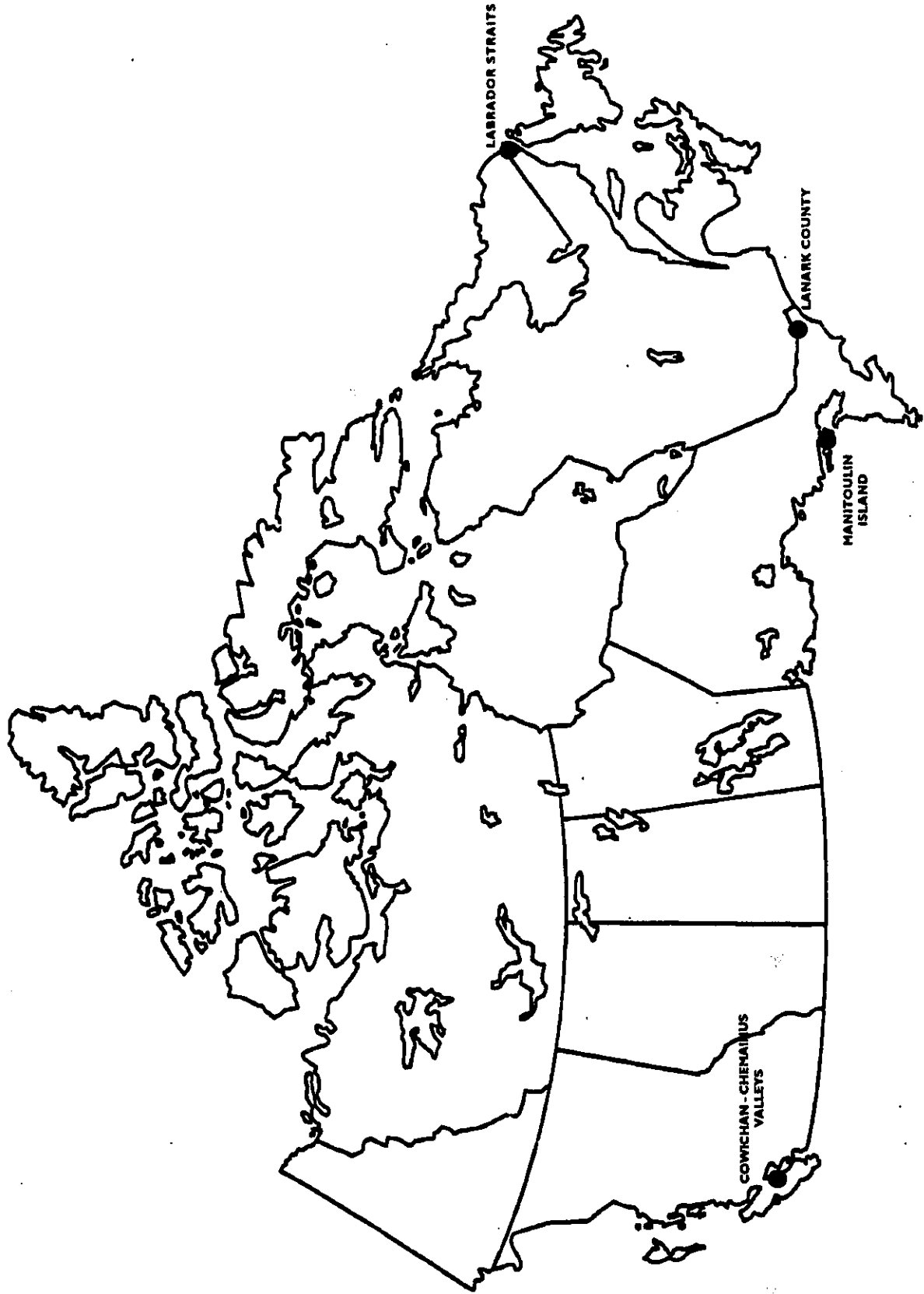
The Canadian Centre for Livable Places program was started in 1987 to help developers, city officials and local citizen groups work together cooperatively to help create a better informed public, more responsible developers, more responsive officials and generally more livable cities. The Centre produces a newsletter entitled Resolution,

sponsors conferences and provides information on managing development and preservation dispute resolution.

The Canadian Heritage Network program is a mobilization exercise launched by the Heritage Canada Foundation. It has been created so that disparate heritage organizations can come together to do research, share information and influence government. The result according to Leblanc (1991:8, Personal Communications) has been "a growing national voice that calls for the best use of our cultural, built and natural heritage". This program publishes a newsletter, Heritage Canada, for its members, produces an annual Heritage Directory of agencies involved with heritage in Canada and lobbies for legislative changes as well as local conservation issues.

The Heritage Regions program is the fourth Heritage Canada Foundation initiative. It was launched in 1988 and is administered by a manager in the Ottawa office. The Heritage Regions program is a national exercise dedicated to the establishment of a country wide network of areas with unique natural and cultural heritage. The network is created through agreements between residents of a region and the Heritage Canada Foundation. According to the Heritage Canada Foundation (1991) the program assists residents by helping to attract seed funding; encouraging cooperation among various supporting agencies; providing residents with in-depth training, expert advice and access to a nationwide network of regions. The Heritage Canada Foundation (1991) has stated that at the heart of the program are three tenets: that local residents should be in charge of their own environment; that a heritage value systems should permeate local environmental decisions; and that the sound use of heritage assets leads to increased economic vitality. The program's approach has been implemented in four regions in Canada (Figure 5.2). These regions are the Labrador Straits on the south Labrador coast, Lanark County in Eastern Ontario, Manitoulin Island in Georgian Bay, Ontario and the Cowichan-Chemainus Valleys on Vancouver Island, British Columbia. In addition, work is continuing to get programs "off the ground" in several other regions, including the Boundry Trail Region and Northwest Model Forest in Manitoba, the Baccalieu Trail in Newfoundland, and Charlotte County, Ontario (Dalibard, 1994, Personal Communications).

Figure 5.2 PROJECT LOCATIONS OF THE HERITAGE REGIONS PROGRAM, CANADA (Brown and Leblanc, 1992)



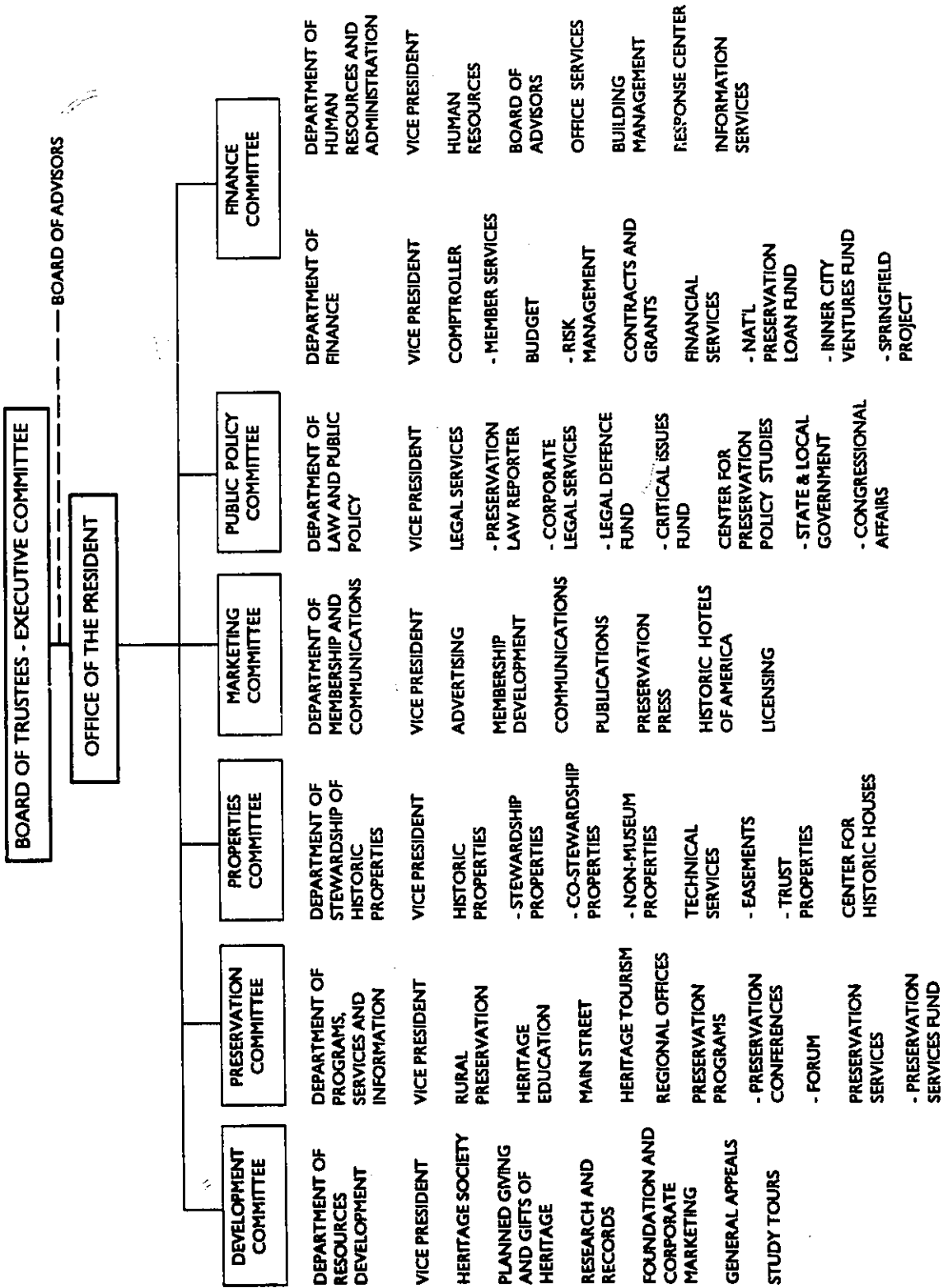
Heritage Tourism Initiative Program - United States

The Heritage Tourism Initiative program was established by the National Trust for Historic Preservation. The Trust was chartered by the United States Congress in 1949. It is a national non-profit organization with over a quarter of a million members. The Trust is headquartered in Washington, D.C. and has six regional offices throughout the country to further the work of the Trust. The organization is governed by a volunteer Board of Trustees made up of two appointed representatives from each state and territory. In addition to establishing policies, the trustees also help guide staff on preservation activities in their respective states or territories and serve as members on various advisory committees. These committees include development, preservation, properties, marketing, public policy and finance. The committees provide advisory services to the corresponding Departments of the National Trust. Each of the Departments have an extensive staff to carry out the departmental functions (Figure 5.3). The majority of the National Trust's budget comes from private sources including membership dues, corporation and foundation grants, endowment income and merchandise sales. About 18% of the budget is a matching grant from Congress through the United States Department of the Interior.

The mission of the National Trust is "to encourage public participation in the preservation of individual buildings, objects, sites and districts significant in the history and culture of the United States" (Hargrove, 1991:1, Personal Communications). In keeping with this mission, the National Trust is involved in a myriad of endeavours. It provides technical advice and financial assistance to non-profit organizations and public agencies to help them carry out preservation activities. It sponsors educational programs, technical workshops and an annual preservation conference. The Trust also advocates the country's heritage in the courts and with legislative and regulatory agencies such as the Department of Highways and the Department of the Interior. It owns and operates either alone or in cooperation with local non-profit organizations, seventeen historic properties which are open to the public. Some of the more famous are Lyndhurst near New York City, Woodrow Wilson House in Washington, D.C. and the Frank Lloyd Wright Home and Studio in Oak Park, IL. In addition, the Trust publishes a monthly newspaper, Historic Preservation News; a bimonthly magazine, Historic Preservation; a legal quarterly, Preservation Law Reporter; a bimonthly news letter for professionals, Forum Newsletter; a quarterly professional journal, Preservation Forum; and books and brochures on specific preservation topics. The trust also manages a licensed reproduction program of furniture and decorative accessories adopted from its historic house museums collections. Further, it sponsors National

Figure 5.3

ORGANIZATIONAL STRUCTURE: U.S. NATIONAL TRUST FOR HISTORIC PRESERVATION, 1993 (Hargrove, 1993, Personal Communications)



Historic Preservation Week (the second full week of May each year) to educate the public about historic preservation and it celebrates the best in preservation by presenting awards to individuals and organizations who demonstrate outstanding dedication and commitment to excellence in historic preservation. Finally, it sponsors special programs to demonstrate how the preservation approach can stimulate community revitalization and economic development.

The first of these special programs is the Center for Historic Houses. It provides expertise to the owners of old houses to help preserve the integrity of their residences. Exterior features, landscaping and interior views and appointments are key foci.

A second National Trust initiative is the Main Street program. It has positioned the organization as a leader in local capacity building for planning and management of environmental change and economic development (National Trust for Historic Preservation, 1991). Since the program started in 1980, the Trust's National Main Street Center has contracted with 31 states for training and technical assistance to public and private sector leaders in downtown revitalization projects. The Trust estimates that the partnerships developed from this process have generated over one billion dollars of investment in the commercial districts of over 500 participating communities.

The National Trust also has a Study Tour program which is organized as a member service. The tours go to destinations around the globe and focus on the historic and cultural value of the host area. These on-site education programs are concerned with providing the participants with greater insight into the heritage and development of various communities and their people.

An additional program of the National Trust is "Barn Again". Created in 1987, it has provided funding to renovate endangered farm structures. In a similar vein, the Trust also has a Rural Program which focuses on the concerns facing the preservation of rural America. This program places particular emphasis on helping communities link with each other to pursue ideas aimed at developing viable economic development initiatives.

Two of the more recent programs are Historic Hotels of America and Train Depot Preservation Assistance. The Historic Hotels of America program was introduced in 1989 as a qualified membership organization representing the most prestigious properties across the country which offer accommodations with a unique historic flavour. Its principal thrust

is recognition through designation and marketing. The Train Depot Preservation Assistance program was created in 1990 to help save historic railroad depots by providing the needed financial assistance for restoration. The program also functions as a clearing house for information on the reuse of historic railroad properties.

Most importantly, the Heritage Tourism Initiative of the National Trust was started in 1989. It is designed around a partnership involving the preservation community and the travel industry. The program attempts to help keep America's heritage alive for present and future generations through education, local development and national campaigns. The program is one of the responsibilities of the Department of Programs, Services and Information and it is administered by a Manager and four staff headquartered in the Mountain/Plains Regional Office of the National Trust in Colorado.

The program operates four projects in each of Indiana, Tennessee, Texas and Wisconsin (Figure 5.4). The sixteen project areas selected to pilot the program represent multi-county areas, metropolitan cities, mid-sized communities, ethnic trails, rural areas and heritage corridors. The program furthers the general mission of the National Trust by providing on-site technical assistance and guidance that empowers local leaders of the selected communities and regions to develop tourism programs and products that focus on the area's unique local history and culture, thus encouraging public participation in the preservation of the history and culture of the nation (Heritage Tourism Initiative, 1991).

Groundwork Program - United Kingdom

The Groundwork program began as an initiative of the Countryside Commission in the United Kingdom. The Countryside Commission is an agency of the central government charged with the dual function of facilitating the conservation of natural heritage and promoting public enjoyment of the countryside. The Commission undertakes these functions in a variety of ways. Broadly stated, its mission includes regulations, advice and incentives (Table 5.1). Included within each of these envelopes are activities such as advising local planning authorities, designating areas of high scenic quality for special protection and the financing of experimental and prototype schemes.

One of the experimental schemes was a 1980 urban fringe management project known as the Major Urban Fringe Experiment. The first candidate selected was the

PROJECT LOCATIONS OF THE HERITAGE TOURISM INITIATIVE PROGRAM, UNITED STATES (Heritage Tourism Initiative, 1991)

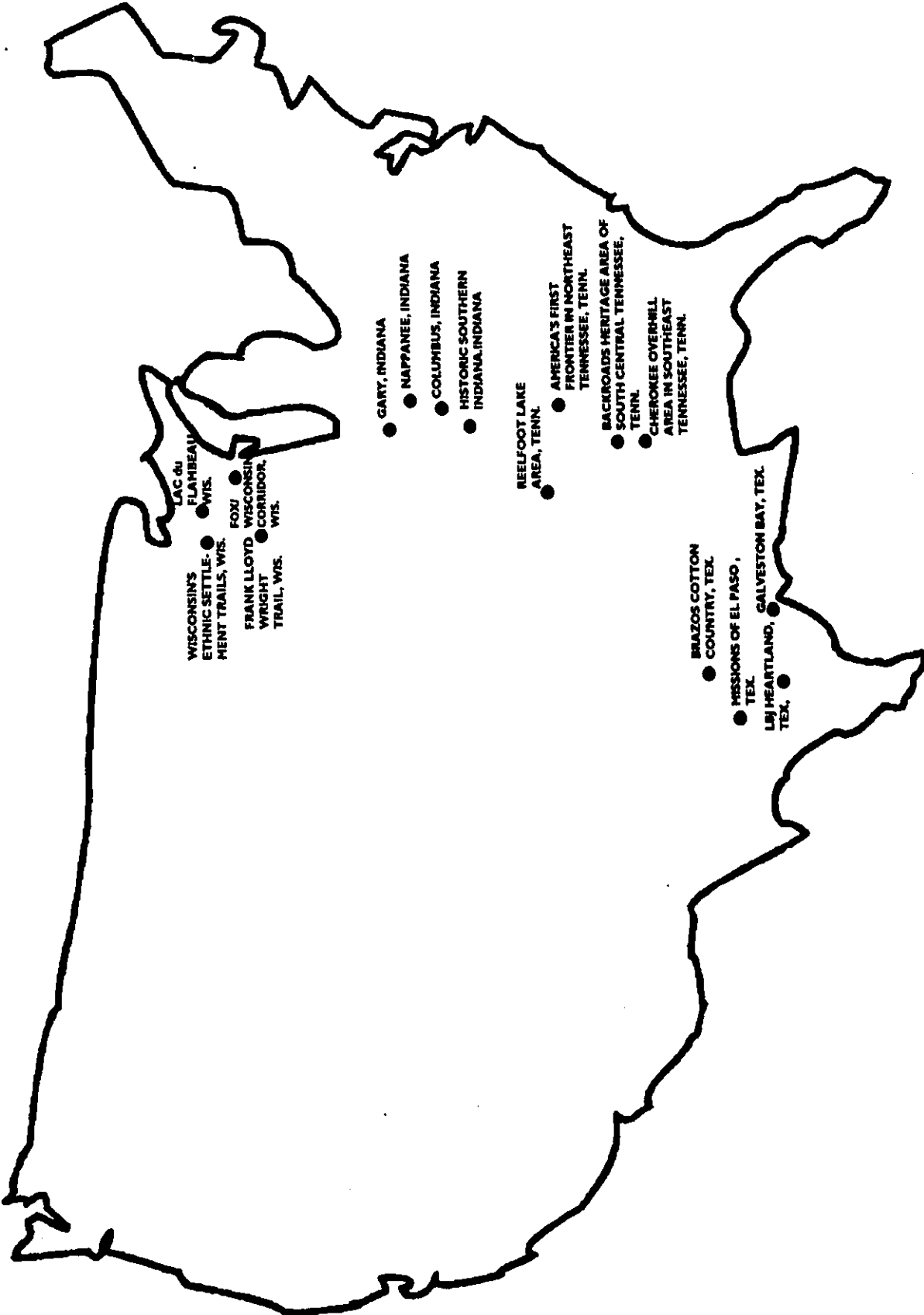


Figure 5.4

**REPRESENTATIVE GOALS AND OBJECTIVES OF THE COUNTRYSIDE
COMMISSION IN ENGLAND AND WALES (Countryside Commission, 1989)**

Table 5.1

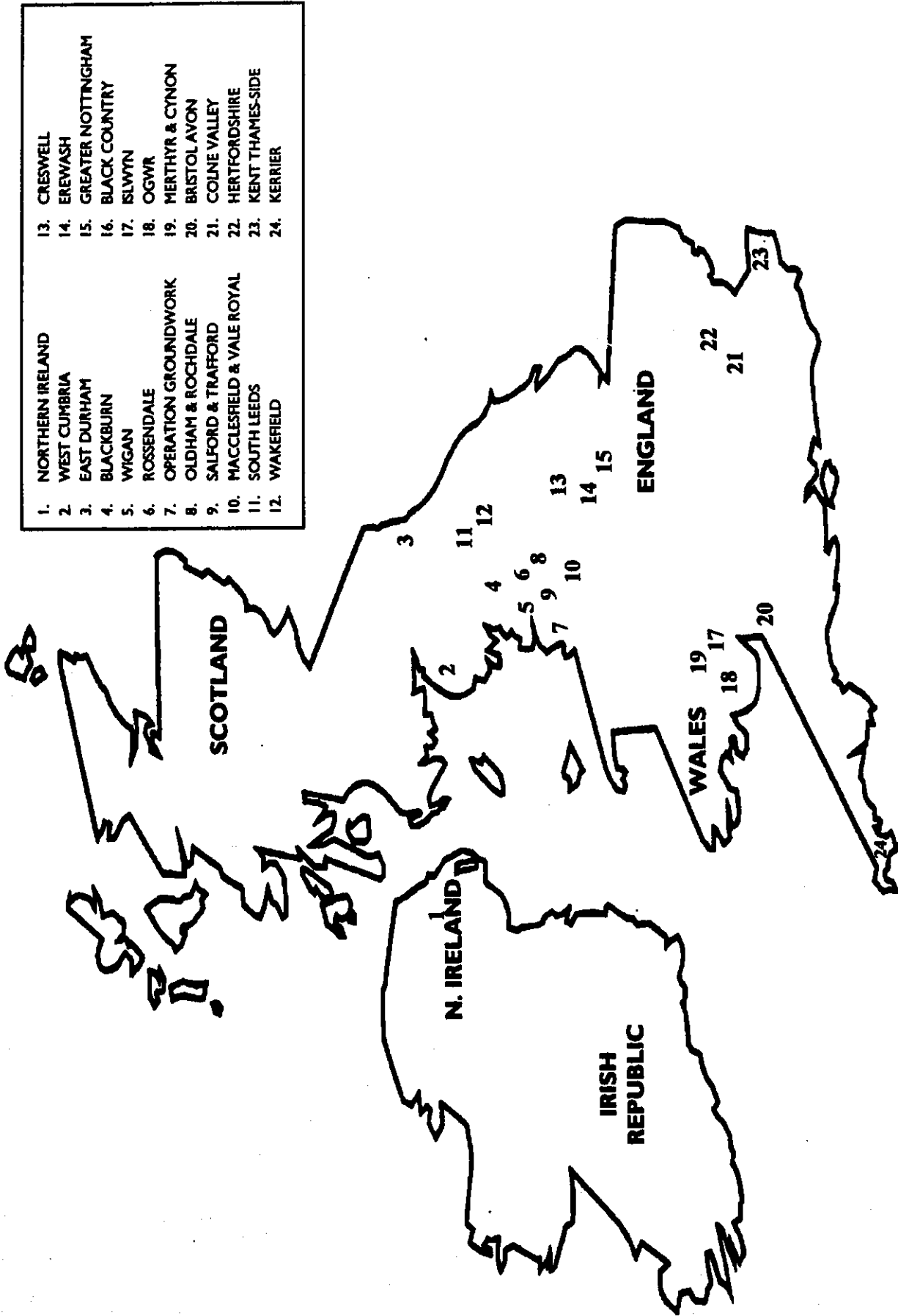
Goals	Programme Title	Objectives	Sponsor	Method of Operation
REGULATIONS	Town & Country Planning System	Guide development Protect countryside	Local authorities	Development plans Development Control "Planning gain" conservation agreements
ADVICE	Countryside management	Achieve small-scale local environmental improvements	Local authorities	Local project officers to negotiate with landowners and organise local practical schemes
	Conservation advisors	Get farmers to adopt conservation measures	Farming & Wildlife Advisory Groups	Country groups employ adviser to carry out site visits
INCENTIVES	Management agreements	Conservation of important landscape or habitats: moor, meadow, heath	Nature Conservancy Council, National Park Authorities	Lump sum or annual payment to landowners
	Environmentally Sensitive Areas	Maintenance of traditional farming systems	Ministry of Agriculture	Annual payments to farmers: five year agreements
	Set-Aside Environmental Premium	Conservation & recreation improvements on set-aside land	Countryside Commission	Annual revenue and capital payments to farmers: five year experiment
	Heritage Tax Exemption	Conservation & recreation management on nationally important land	Treasury with Countryside Commission advice	Inheritance tax exemption in return for agreed management program

Knowsley and St. Helens area in the north-west of England. This project adopted the name Groundwork and it attempted to work with local authorities, the residents and industry to better manage the vacant and derelict land in this part of England. In 1982 two additional experimental areas or projects were established in the north-west of England, and by 1985 a total of five projects had been launched. In that same year a nationally based Groundwork Foundation was established by the Countryside Commission to administer the existing projects and to expand the program to other areas of the United Kingdom.

The overall mission of the Foundation is "environmental regeneration in partnership with the community, voluntary and environmental organizations, public authorities and businesses in order to achieve quality, sustainable improvements to the environment" (Groundwork Foundation, 1991). The Foundation is a registered charity and a company limited by guarantee. This means that the Foundation can not issue shares or debentures to the public. In addition, the company members have agreed to guarantee a nominal sum if the company should face insolvency, and the profits are applied solely to the purposes of the charity. In essence, the Foundation runs a network of environmental companies. These environmental companies are the actual projects or Trusts which have been established throughout the country to carry out the Foundation's business (Figure 5.5). Each Trust is a member of the Foundation/Company and has the right to vote on Company matters. The Foundation has also established Groundwork Associates which is a subsidiary trading company of the Foundation. Groundwork Associates serves as a mechanism for providing commercial consultancy services in areas outside the jurisdiction of designated Groundwork Trust areas. The income generated from this group is one source of revenue for the Groundwork network. Funding is also received from county and district councils, donations from the corporate sector and grants from central government agencies such as the Department of the Environment.

A Board of Trustees controls the management of the Foundation and its assets. The Board is charged with acting in the best interests of the Company, and it is responsible if the Foundation engages in fraudulent or wrongful trading or abuses the privilege of limited liability. The Board meets quarterly and has responsibility for financial, policy and strategic decisions. The Board consists of five elected representatives from the Trust network and seven co-opted members representing the various interests of the Foundation, such as business, conservation, the voluntary sector and European concerns. The day-to-day operations of the Foundation are managed by an Executive Committee which meets monthly and is comprised of twelve members representing senior Foundation staff and

Figure 5.5 PROJECT LOCATIONS OF THE GROUNDWORK PROGRAM, UNITED KINGDOM (Groundwork Foundation, 1991)



representatives from the Trust network. The Foundation staff are grouped into four main streams including operations, external relations, finance, and secretariat and planning (Figure 5.6).

The operations team facilitates the creation of new Trusts, supports and maintains new and existing Trusts and ensures value for money. External relations is responsible for directing all fund-raising activities for the network. Overseeing the management of all national projects, promoting Groundwork nationally and ensuring a consistent corporate image for the network. The financial unit is to provide full financial service to the Foundation and account fully for all funds allocated to the network by the Foundation. The secretariat and planning team coordinates the process of strategic and corporate planning for the network and provides a secretariat for key committees. The principal focus of the Foundation is to provide advise, technical services and financial support for the Trusts in England, Wales and Northern Ireland.

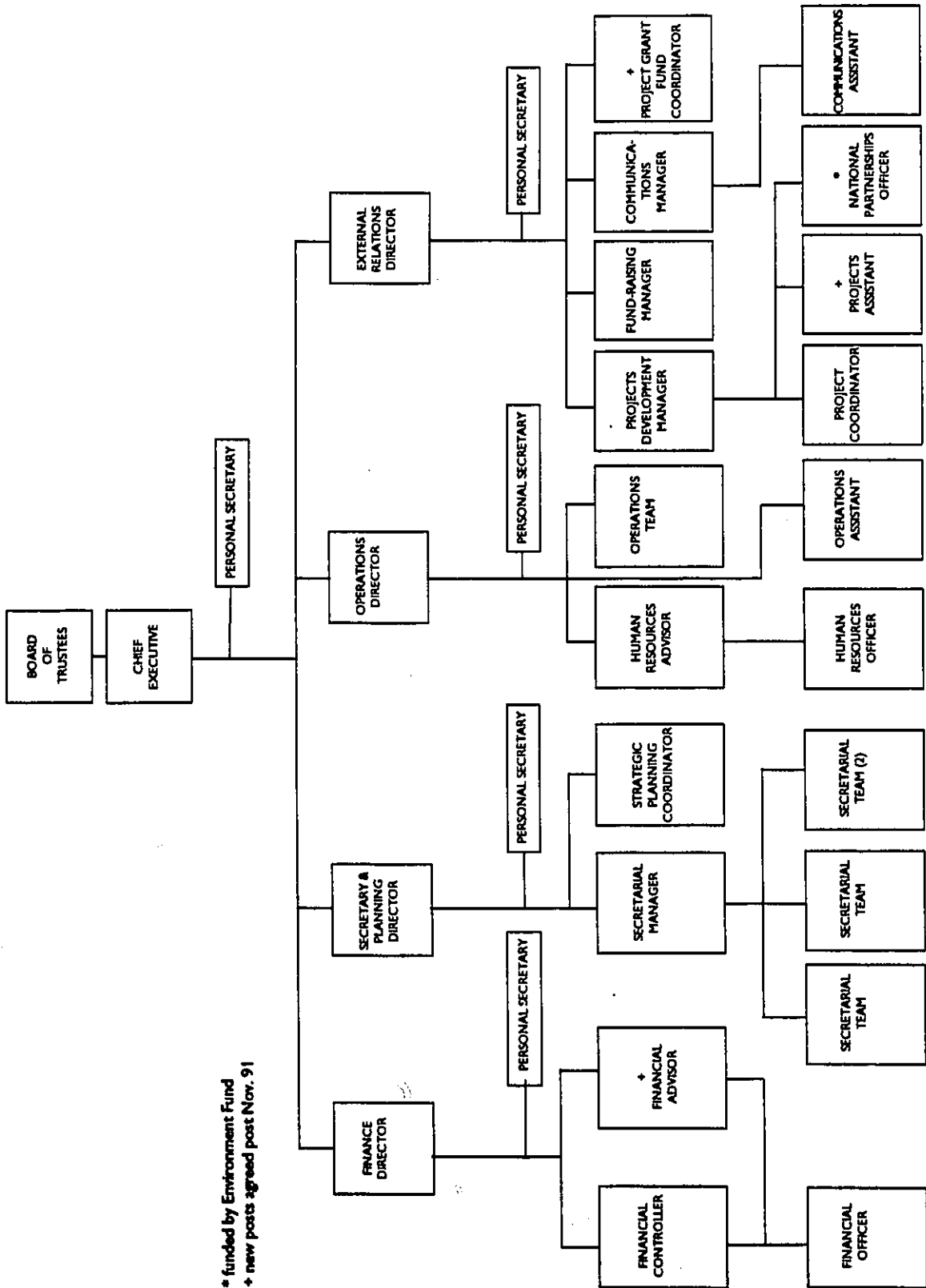
Conceptualization of Heritage-Based Programs

This chapter section focuses on the fundamental motivations and methods which led to the establishment of the Heritage Regions, the Heritage Tourism Initiative and the Groundwork programs. The questions which guided inquiry address the reasons for establishing the program, the past theories or experiences which influenced their establishment, and the internal procedures followed in development.

Heritage Regions Program - Canada

Leblanc (1991, Personal Communications) explains that the Heritage Canada Foundation is the only national organization whose mandate is to encourage the protection of Canada's natural and cultural heritage. He also points out that in the last few years Canadians have developed a new-found pride in the things which gave their places identity and an increasing desire to have a say in the way their environments are managed. Therefore, based on this growing interest in local management of heritage resources, the Heritage Canada Foundation identified a need to help residents protect their natural and cultural resources and to use them as the basis for economic revitalization. The Heritage Regions program was also intended to help local residents develop heritage values, deepen

Figure 5.6 ORGANIZATIONAL STRUCTURE: GROUNDWORK FOUNDATION, 1993
 (Isles, 1993, Personal Communications)



* funded by Environment Fund
 † new posts agreed post Nov. 91

their sense of local identity and create a sustainable approach to development. Further goals were the encouragement of nation-wide program adoption and the creation of a physical and informational network of regions across the country.

The three fundamental notions which influenced the establishment of the Heritage Regions program are explained by Leblanc (1991:11, Personal Communications):

1. There are many parts of Canada whose ecological, economic, social and cultural characteristics make them unique;
2. The management of these regions is too important to leave to a handful of professionals. It should be in the hands of the greatest possible number of local residents;
3. Local residents are likely to manage their environment in accordance with heritage values, democratic action, respect for local resources and incremental intervention.

Leblanc (1991:11, Personal Communications) further credits several antecedent programs with providing the building blocks and the past experiences upon which the Heritage Regions approach could be built. In no particular order of importance these include:

The Council for the Protection of Rural England - Established in the 1920s, this Council is the earliest antecedent of the Heritage Regions program. Decades ahead of its time, the Council established principles that are still at the core of the Heritage Regions approach. The Council recognized, for example that "heritage" means more than individual artifacts: It includes the entire physical environment both natural and cultural, both outstanding and vernacular that make up the world in which we live.

Key Feature: the integration of natural and cultural heritage

The Civic Trust - Established as a charity in 1957, England's Civic Trust also focuses attention upon distinctive places. Its Norwich Plan, which specialized in downtown revitalization, contributed two more elements that became central to the Heritage Regions approach. First, the Civic Trust emphasized organization, encouraging businesses, institutions, public officials, and the voluntary sector to join forces to manage local environments. The Civic Trust also considered the environment a constantly-changing entity that demanded something other than "pickle-jar preservation techniques".

Key Feature: the development of multi-sector partnerships and the dynamic nature of heritage

Scandinavia's and France's Ecomuseums - In the 1960s, Sweden, Norway and France launched regional experiments under such names as museums-without-walls, exploding museums, and most commonly, ecomuseums. These experiments added another important element to the Heritage Regions approach. They defined an entire area as a museum in which residents were the curators. In such places the residents identified, protected, enhanced, and explained their region to the local populace and to visitors. This approach broadened the definition of heritage to include not only the natural and built resources but also the ethnocultural elements such as the region's customs and folkways.

Key Feature: the importance of local resident involvement in the interpretation of their collective heritage

France's Parcs naturels regionaux - A further contributor to the Heritage Regions approach is France's Parcs naturels regionaux. Established in 1966, the "Parcs" are a network of large, inhabited regions in which residents protect and explain their natural and cultural heritage. The "Parcs" model is pivotal because it adds two more essential ingredients to the Heritage Regions approach. For one, the "Parcs" emphasize entrepreneurship based upon tourism and locally-based production. The "Parcs" also emphasize marketing, thereby ensuring that the regions are widely-known and popular.

Key Feature: the use of heritage as the basis for regional economic revitalization

Britain's Groundwork Program - Launched in 1985, this initiative enters partnerships with the residents of regions. It helps them to manage collaboratively their environment and economy.

Key Feature: partnerships and a means of accomplishing regional objectives

The National Trust for Historic Preservation - In 1979, the United States National Trust established its Rural Program. Focusing upon the country's diverse rural environment, the

programs builds alliances among rural communities to promote economic revitalization.

Key Feature: the value of local community cooperation

Quebec's Ecomuseums - First launched in the early 1970s, Quebec's ecomuseums resemble Scandinavia's in that they emerged from the museum world. Unlike conventional museums, however, they focus upon the entire region, are alive, constantly changing, community-based and independent of one another.

Key Feature: community stewardship of its unique heritage

Heritage Canada's Main Street Program - The Heritage Canada Foundation launched its Main Street program in 1978. Since then, it has entered partnerships with almost 100 communities in every province and territory. In each instance, the local residents have acted together to protect their physical heritage, create jobs, open businesses, and attract investment. The results were not only an increased standard of living but, more importantly, a new sense of pride, and a renewed sense of communal identity.

Key Feature: community mobilization as a means of maintaining and enhancing local foundations

The Heritage Regions program, therefore, began as the union of experiences of existing programs from around the world and the experiences associated with the Heritage Canada's Main Street program. The fundamental principles of the Heritage Regions program include a commitment to a grassroots movement, the importance of a community vision, the importance of community commitment, the need for full-time management, the value of incremental change, the view of project as process, the need for a comprehensive approach, the value of entrepreneurship, the input of support agencies and the importance of local leadership (Heritage Canada Foundation, 1991).

Heritage Tourism Initiative Program - United States

The reasons for establishing the Heritage Tourism Initiative program are related to both opportunity and challenge (Hargrove, 1991, Personal Communications). The National Trust recognized the propensity of Americans to travel and to seek out different cultural environments. This national character trait represented a tremendous opportunity to bring

more people into the preservation movement, directly and indirectly. The reasoning follows that if preservationists can meet the needs of tourists in a way that makes them more cognizant of the rich culture and historic resources in the nation's environment, then perhaps the tourists will become more sensitive to the needs of conserving that environment both at their travel destinations and in the communities in which they reside. Concomitantly, the growth of the tourism industry could serve as an economic engine and a catalyst for further preservation efforts. However, a major increase in tourism presents a clear challenge to those concerned with heritage. The challenge is in maintaining the physical expression of heritage. Overused resources, inappropriate interpretation, and over-commercialization may cause the destruction of the heritage resources themselves. Hargrove (1991, Personal Communications) makes the point that while the tourism industry excels in marketing sites and bringing new dollars into communities, and the preservation profession understands and has expertise in saving or rehabilitating heritage sites, there is no bridge to help communities take raw heritage resources and turn them into a product that people will want to visit. In this regard the Heritage Tourism Initiative was established to provide such a bridging structure or mechanism.

The National Trust conducted a six month strategic planning review in 1989. The process was undertaken in part to determine the feasibility of launching a national heritage tourism program and to identify the different elements and players that might be involved. While the Main Street program of the National Trust served as a very general model, and other nations' experiences were reviewed, the establishment of the Heritage Tourism Initiative was primarily influenced by the lessons learned from the planning exercise. The process involved a complete review of the expertise which the National Trust could bring to the field of tourism through the varied experiences of its other programs and offices. It also involved a review of the tourism industry to gain insight into the mechanics, the key organizations involved and the prospects for tourism in the future. As part of the process, interviews were conducted with leaders in the tourism industry and the preservation field. In addition, a mailed questionnaire was also sent to five hundred subscribers of the Preservation Forum which enabled the Trust to obtain input from a sample of professionals in the heritage field. Finally, the Trust solicited further opinion from consultants, reviewers and various advisors.

The Heritage Tourism Initiative is largely a product of the review process. It was specifically designed to elevate public and private sector leaders awareness of the historic resources importance to tourism, to stress quality interpretation and authenticity of these

resources and, to assist up to sixteen communities across the country in the developmental process necessary to preserve America's heritage and increase visitations to heritage sites and regions. The decision to progress with the program was further influenced by a \$300,000 Challenge Grant from the National Endowment for the Arts. In essence, the motivation for program development was similar to Canada in that perceived need and the furtherance of the mandate of the National Trust were the main contributing factors. Unlike Canada, however, the creation of the program was primarily influenced by internal forces. The basic principles developed to guide the Heritage Tourism Initiative program include: authenticity and quality, education and interpretation, preservation and protection, local priorities and capacity, and partnership (Heritage Tourism Initiative, 1991).

Groundwork Program - United Kingdom

As previously mentioned, the Groundwork program grew from an initiative of the Countryside Commission known as the Major Urban Fringe Experiment. This initiative was precipitated by a growing concern for the health and condition of the near-urban countryside.

In the United Kingdom and in most developed countries, the urban fringe areas offer attractive sites for a variety of residential and commercial developments. But, the fringe is also often characterized by a number of land use problems and environmental conflicts (Jones, 1989). Two of the main problems are the increasing existence of under-used, vacant and derelict land, and the failure of traditional physical planning to address the land management problems in these areas.

In recognition of the need for a more responsible approach to urban fringe management the Groundwork Foundation was established. The Foundation provides advice, technical services and financial support by directing funding from the Department of the Environment and other agencies and corporations to the community project level. In this regard, the Groundwork program was sanctioned by the Central Government to act as a catalytic and enabling agency to promote and carry out practical environmental work in partnership with residents and business. The 1990 Government White Paper on the environment identified Groundwork as a mechanism for the delivery of environmental policies (Groundwork Foundation, 1991). Groundwork is now considered to be a grass roots means of implementing government concerns for the environment and as a way to

manage development as well as promote conservation based on the opportunities and needs of specific local areas. The Groundwork program is based on three fundamental beliefs. First, environmental improvement and regeneration efforts enhance the quality of life for local residents, and help bring about the right conditions for the private sector, thus stimulating investment and economic growth. Second, good awareness and education programs which increase people's understanding of the environment change attitudes and eventually increase sustainable development practices. Third, enabling and involving community groups and the local voluntary sectors are essential to a successful environment program (Groundwork Foundation, 1992).

Conceptualization of Heritage-Based Projects

The Heritage Regions, the Heritage Tourism Initiative and the Groundwork programs fulfil their mandates through regional or community-based projects. The rationale for establishing these projects is the focus of this section and the discussion is guided by questions concerning the initial procedures followed to establish the projects, the general characteristics considered in project site selection and the primary reasons for establishing specific projects. The discussion is organized and presented by program.

Heritage Regions Program - Canadian Projects

The first project was established in 1988. It was the Cowichan and Chemainus Valleys Ecomuseum on Vancouver Island in British Columbia. Residents of the area had identified their interest in combining the forest legacy of the region with tourism as a form of economic revitalization and made this interest known to Heritage Canada. Heritage Canada was then in the final stages of developing the idea of a program linking cultural heritage with tourism. The ensuing negotiations resulted in a partnership between Heritage Canada, the Province of British Columbia, and the municipal governments in the region to undertake a heritage-based community development project. Funding to initiate the project was secured from the British Columbia Department of Recreation and Culture, Heritage Canada and the local governments of the area.

The Cowichan and Chemainus Valley Ecomuseum project served as a demonstration for regional heritage tourism, and Heritage Canada used this model to refine its Regional

Heritage Tourism Strategy. This strategy was subsequently promoted across Canada in an attempt to interest other potential partners. The Regional Heritage Tourism Strategy was an economic and tourism strategy based on local heritage resources. The basic principle was to help the population of a region organize itself, identify and develop its heritage resources, define what type of tourism it wanted and create action. Heritage Canada (1988) pointed out that the Strategy would be particularly effective as an economic development and regional planning tool and as a way to help Canadians further their appreciation of the nation's industrial and rural heritage.

Ontario was one of the first provinces to show interest in the Strategy by entering into a funding agreement with Heritage Canada. The funding was made possible through the 1986 Canada-Ontario Cultural Development Agreement. Based on expressed interest from various regions and recommendations by the then Ontario Ministry of Culture and Communications, several potential project sites were identified. A resource team consisting of representatives from Heritage Canada, the Ontario Ministry of Culture and Communications, the Ontario Historical Society and the Tourism Industry Association of Canada made visits to the candidate regions and sites.

During these visits, four basic regional elements were used as criteria for site selection (Brown and Leblanc, 1992). The first element was termed organization. It was related to evidence of financial and political support and project commitment. The second was existing heritage experience development. This element was related to the state of natural, built and cultural resources in the region. The third element was marketing potential. The final element was economic enhancement and it related to the need and potential to improve regional economic development.

The two areas selected as three year demonstration projects for the Regional Heritage Tourism Strategy were Manitoulin Island in Northern Ontario and Lanark County in Eastern Ontario. Manitoulin Island has a rich heritage representative of various cultures including the native Ojibwe, Odawa and Pottawatami bands (Brown and Leblanc, 1992). It also has a struggling economy which relies primarily on the tourism industry. Lanark County is a near-urban region known for its natural beauty, history and architectural heritage. It is also an area in transition as the agricultural base of the economy is diminished and the pressures of becoming a bedroom community for Ottawa are threatening traditional life styles and land uses (Brown and Leblanc, 1992).

Shortly after the two Ontario projects were implemented in 1989, the focus of Heritage Canada's program was altered and the name Regional Heritage Tourism Strategy was changed to the Heritage Regions program. This change in focus away from tourism was considered necessary to broaden program and project scope. The Heritage Regions program is now viewed as a mechanism to help residents revitalize their regions by creating jobs, developing environment-sensitive industry and enhancing and sharing heritage resources. In this context tourism development is merely one way in which revitalization may occur.

In 1991 the Labrador Straits project was launched with financial assistance from the Atlantic Canada Opportunities Agency, the Comprehensive Labrador Agreement, the Labrador Straits Historical Development Corporation and the communities of the region. In this case, as with the others, uniqueness, funding and resident commitment were contributing factors to the decision to initiate the project. The Labrador Straits region is on the south Labrador coast and is characterized by its rugged topography and its long sea-based history. It is, however, experiencing difficult economic times due to the decline in the fishing industry. The project is seen as a means of celebrating local heritage while boosting the local economy.

The basic and ideal process followed in establishing Heritage Regions projects is outlined by Leblanc (1991, Personal Communications). The process includes: 1) preliminary meetings with members of potential projects to define the vision they share for the region, to devise an action plan for revitalization and to investigate the possibility of entering an agreement with Heritage Canada; 2) the procurement of financial assistance from governments, corporations and local residents; 3) the signing of an agreement by the project's collaborators for generally a three year period; 4) the establishment of a project office; 5) the hiring and training of a project coordinator; and 6) the establishment of a residents' committee to direct the project.

Despite this well intended process it was not precisely followed for the establishment of the early projects. For example, the Lanark County project was established and the coordinator hired in the absence of a common vision for the region, an action plan and very little local resident understanding of the project purpose (Peckett, 1991, Personal Communications). In addition, the newly created Lanark County Tourism Association was designated as the management board for the project through agreement between the Lanark County Council and the Heritage Canada Foundation prior to the appointment of

the coordinator. It was also left to the project coordinator to locate, renovate and set-up an office. These deviations from the ascribed process slowed project progress considerably. Work on restoring an historic building for an office delayed establishing a visible project presence in the region by four months. The affiliation of the project with the Tourism Association also delayed the development of project identity and direction. For the majority of the region's residents the project was initially considered as a vehicle to help the Tourism Association and involvement was considered restricted to those in the tourism sector (Peckett, 1991, Personal Communications). To counter this perception, much of the first year was devoted to increasing public understanding and involvement in the project and soliciting public input for the development of a strategic plan.

While each Heritage Region project area is different, the Lanark County example can be continued to illustrate the personality of a heritage regions site. Lanark County is a one hour drive west of Ottawa, Ontario. It covers an area of approximately 6,400 square kilometres and includes 18 municipalities. As previously stated, the region is endowed with a rich natural beauty including woodlands, rolling countryside, rivers, waterfalls and numerous lakes. It is also known for its built heritage. Grand stone and brick houses, 150-year old stone mills, stores, hotels and churches make up the picturesque communities. The region was settled in the 19th century by British military personnel, farmers and millers. The region has a population of approximately 53,000 of which 9,500 are school age children and 12,700 are aged 55 and over (Brown and Leblanc, 1992). A number of the County residents commute to the Ottawa/Hull area for work and the service sector accounts for 29.5 per cent of the regions employment (Statistics Canada, 1988).

Despite the proximity to the nation's capital, Lanark County has been one of the poorer economic regions in Ontario for most of this century. Currently, the County is in a state of transition. The traditional mainstay of the local economy, agriculture, is facing severe pressure as production farms are being transformed to "hobby" farms, residential properties and industrial sites. As well, the growing commuter population is causing an outflow of skilled labour and shopping dollars. Tourism in the County has been largely cottage-oriented and confined to the Rideau River Corridor. The County has also been a house divided as the north and south have traditionally not communicated well and have been locked in a longtime rivalry over economic development issues (Brown and Leblanc, 1992).

In light of the changes occurring in the County, the increased interest in heritage tourism and concern for the natural and cultural heritage of the County, key members of the region considered the philosophy of the Heritage Regions program appropriate for the County. These interested individuals, members of County Council and the Heritage Canada Foundation subsequently conducted negotiations and the project was started in 1989.

Heritage Tourism Initiative Program - United States Projects

In order to establish the first projects in the United States, an outline of the Heritage Tourism Initiative program, as well as an invitation to participate, was sent by the National Trust for Historic Preservation to all State tourism offices. The National Trust invited the tourism offices to become partners in a fee-for-service program designed to assist four areas in each state. The participating areas in each state would receive assistance to develop heritage tourism initiatives based upon a six point development process. The process included: 1) resource identification; 2) investigation of opportunities; 3) program design and administration; 4) product development; 5) marketing communications; and 6) research (Heritage Tourism Initiative, 1991).

Over a dozen state applications were received from states wishing to participate in the program. A national committee was formed comprised of representatives from the National Trust, the tourism industry and the heritage sector. Its mandate was to select four states to participate initially in the program. The selection process was based on such criteria as geographic desirability, the viability of opportunities for development in the region, the adoption of the philosophy of preserving and protecting heritage resources as well as promoting them, and the willingness to partner with preservation organizations (Figure 5.7). Indiana, Tennessee, Texas and Wisconsin were chosen to participate in the program as a result of the national selections committee's deliberations. Coincidence is the explanation given for the clustering of the projects east of the Mississippi River.

The next process step was the selection of four areas in each state which would become the project sites. The state tourism offices in Indiana and Tennessee requested applications from areas interested in the program. Forty-nine applications were received from individual communities, regions and multi-county areas. Tennessee established a selection committee which included representatives from the Tennessee Department of

Figure 5.7 STATE APPLICATION FORM (Hargrove, 1991, Personal Communications)

State Name: _____

Please grade the application on the following issues using a scale of 1 to 7 with 7 as the highest possible score: 1) unacceptable/not answered; 2) poor; 3) less than satisfactory; 4) satisfactory; 5) good; 6) very good; 7) outstanding. If a question is not applicable, then circle NA (will not score against the overall application). Review all elements of the application prior to completing this form. All scores will be kept confidential.

1.	Overall application (presentation/ supporting documents)	NA	1	2	3	4	5	6	7
2.	Financial Support and Personnel Commitment outlined by state	NA	1	2	3	4	5	6	7
3.	Other agencies, individuals documented as supporters	NA	1	2	3	4	5	6	7
4.	Existing or proposed partnerships outlined between preservation community & tourism industry	NA	1	2	3	4	5	6	7
5.	Goals designated by state include preservation and development of historic resources for tourism	NA	1	2	3	4	5	6	7
6.	State's Geographic Desirability/ Tourism Potential	NA	1	2	3	4	5	6	7
7.	Scenarios: Commitment at Local Level	NA	1	2	3	4	5	6	7
8.	Variety in types in pilot areas	NA	1	2	3	4	5	6	7
9.	Describe historic resources in each scenario	NA	1	2	3	4	5	6	7
10.	Scenario's potential to attract tourists	NA	1	2	3	4	5	6	7

Additional Comments:

Judges Initials: _____ FOR OFFICE USE ONLY: Total Score _____

Tourist Development, the Tennessee Historical Commission, the Tennessee Main Street Program, the Tennessee Department of Economic and Community Development and the Tennessee Arts Commission. The committee was concerned about such variables as viability, commitment, local resources, funding and an understanding of the program's purpose. The successful Tennessee project sites were the Reelfoot Lake Area, a tri-county area in Northwest Tennessee known for its natural beauty, and wonderful fishing, hunting and bird watching; Backroads Heritage Area in south central Tennessee encompassing Bedford, Moore and Coffee counties a well known center for the arts; Cherokee Overhill Area in southeast Tennessee including Polk, McMinn and Munroe counties with several "company towns" in need of restoration and protection; and Northeast Tennessee, America's first frontier with over 46 historic sites or districts included on the National Register of Heritage Properties.

Representatives of the National Trust and the Tourism Division of the State Department of Commerce reviewed the applications in Indiana. The criteria for the final project selection were based on philosophy, viability, willingness to participate and available resources. The projects in Indiana include Gary, an urban city known for its steel heritage; Columbus, noted as the fourth best city in the United States for architecture; Historic Southern Indiana, a multi-county area encompassing the lower half of the state, and Kneapan, an Amish community in Northeast Indiana.

The State Tourism Offices of Texas and Wisconsin selected areas or communities which had been previously identified and included in their original application to the National Trust. The four sites in Texas are the Missions of El Paso; Lyndon Baynes Johnson or LBJ Heartland Area which includes the President's birthplace; Cotton/Brazos County which showcases the agricultural heritage of Central Texas, and Galveston Island, a key immigration site and international port south of Houston. The projects identified in Wisconsin were the Frank Lloyd Wright Trail which includes sites designed by the architect in his native state; Lac du Flambeau, a Chippewa reservation in Northeast Wisconsin; Fox/Wisconsin Corridor which follows the trail of explorers Marquette and Joliet, and Wisconsin's Ethnic Settlements Trail which is along Interstate 43 from Green Bay south to the Illinois state line. This area has the greatest concentration of Old World ethnic groups still found in a narrow corridor of land. Included are ethnic groups such as German, Irish, Belgium, Austrian and Dutch.

This outline of Heritage Tourism Initiative project sites clearly illustrates the variety of areas involved with the program. The Tennessee Backroads Heritage area is indicative of a multi-county area. Bedford, Moore and Coffee Counties are located south and east of central Tennessee. Bedford County has a population of approximately 30 thousand, Coffee County has a population of about 40 thousand in an area of 429 square miles and the 129 square mile Moore County has a population of about five thousand (Rand McNally, 1993). The per capita income of the area is estimated to be \$12,000 per year. The main income opportunities for the region are associated with agriculture and tourism (Rand McNally, 1993). The area is part of the Cumberland Plateau and is characterized by grassy plains and rolling hills. Many communities in the region follow the "Shelbyville square" concept of having businesses and shops surround the streets in front of a central courthouse. This concept originated in and is named after a community located in the region. The Backroads Heritage area also includes Tennessee Walking Horse country, the Jack Daniels Distillery and 26 sites and districts on the National Register of Heritage Properties (National Trust for Historic Preservation, 1990). The pioneer tradition of east Tennessee is also well represented in the music, crafts and legends of the region.

The tri-county Backroads Heritage area had a solid tourism base prior to becoming part of the Heritage Tourism Initiative program. It was, however, the belief of several agencies such as the Tennessee Department of Tourist Development, the Tennessee Historic Commission, the Tennessee Arts Commission, the Department of Economic and Community Development and the County governments that the counties would benefit economically, socially and aesthetically by participating cooperatively in the program (Hulan, 1991, Personal Communications). The program was considered to be an opportunity to form regional coalitions, to increase awareness in local heritage and to promote the region to the many tourists visiting other popular sites in Tennessee such as Opryland USA, the Grand Old Opry, Great Smokey Mountains National Park, Andrew Jackson's homestead, the 51 State Parks and famous Civil War battlefields.

The primary reasons given by the states for becoming involved in the Heritage Tourism Initiative program pertained to their interest in encouraging economic diversification while retaining the unique character of the various regions within the state (Brackett, 1991, Personal Communications; Piper-Griffiths, 1991, Personal Communications). They also saw the program as a means of bringing together a variety of state and private groups to strive toward a common goal (Piper-Griffiths, 1991, Personal Communications). The reasons each particular project location chose to become part of the program are

somewhat more diverse. For example, Turnbow (1991, Personal Communications) cited interest in retaining a region's character while improving the quality of life and interest in channelling inevitable tourism growth in a sustainable manner. Interest in encouraging regional cooperation and promotion and interest in economic revitalization were also highlighted (Caldwell, 1991, Personal Communications). Further, Holguin, (1991, Personal Communication) listed interest in increasing the resources available for restoration and preservation of historic buildings and sites.

In review, the basic process followed to establish the sixteen pilot projects for the Heritage Tourism Initiative involved state commitment to participate and state recommendations for viable project sites willing to adopt the program philosophy. It then involved the signing of a binding agreement, the selection of a project coordinator and the establishment of an advisory board for the project. Since the establishment of the initial projects the Heritage Tourism Initiative program has altered the process and essentially eliminated the necessity for state involvement. Projects initiated since 1992 now function on a fee-for-service basis and any region, community or other organization, including government agencies many become involved with the Initiative through contractual agreement.

Groundwork Program - United Kingdom Projects

The Groundwork program began with approximately six community-based projects or Trusts already established as a result of the Urban Fringe Experiment developed by the Countryside Commission. These Trusts were created as companies limited by guarantee and registered as charities. As such, the Trusts can not issue shares or debentures to the public, the board members have agreed to guarantee a nominal sum if the company should face insolvency and the profits are applied solely to the purposes of the charity. All subsequent Trusts have followed this structure and as they were established became part of the network of independent companies which forms the Groundwork program directed by the Groundwork Foundation.

Two basic procedures were followed to facilitate the creation of new Trusts. First, areas identified by the Department of the Environment and the Foundation as sites which could potentially benefit from the program were approached by the Foundation to begin exploratory talks. The initial contact was usually made with the appropriate local

authorities such as a City or County Council or in some cases with an existing heritage or environmental organization. Based on this initial contact, the level of interest is assessed and if agreement is reached the work on the preparation of a formal application progresses. Second, local authorities or organizations may take it upon themselves to prepare and submit an application based on their interest in and commitment to establishing a Trust and becoming part of the network.

The application is an in-depth document outlining several major points such as a profile of the area, the need for a Groundwork Trust, the support for the establishment of a Trust, the objectives for the area, the organizational and administrative structure for the Trust, the projected budget and financial requirements, the monitoring mechanisms and the partnership potential. The preparation of the application is often assisted by a Foundation staff member or a representative of an existing Trust. Once submitted the application is assessed according to economic viability, local authority support, voluntary and private sector support, priority and suitability. Foundation approval of an application is usually followed by a funding submission made by the Foundation to the Department of the Environment. With the approval of the Department of the Environment formal approval of the local authorities is obtained and a committee of local residents and local authority members is established as the management board for the Trust. The management board must then apply for registration of the company and undertake to secure office accommodation and staff for the newly formed Trust.

Representative of the Trusts in the Groundwork network is the Erewash Trust. The Trust was established in 1988 and sponsored by the Erewash Council and the Department of the Environment. The Trust area lies in south east Derbyshire and is bordered by the Nottinghamshire boundary and Derby City. The Trust encompasses an area of approximately 10,943 hectares with a population of 106,610 (Erewash Trust, 1990). The area is predominately rural in character with just over half of the land open countryside in agriculture. However, agriculture is pressured by development, expanding urban communities and recreational activity. Job loss related to steelwork and mining industry closure has placed the unemployment figure in some parts of the area at 22 per cent (Erewash Trust, 1990). There are many sites throughout the Trust area worthy of conservation both within the countryside and in the towns. There are also many areas of dereliction and despoiled urban fringe locations. Examples of such areas include abandoned coal mining areas, derelict land around closed steelworks and former brickworks, and neglected public open spaces associated with housing estates.

The Trusts vary greatly in terms of size and the character of area but, the principal reasons for establishing the Trusts in specific areas are constant. These reasons include low income per capita, high unemployment, poor economic base, derelict land and industrial buildings, lack of recreation and tourism opportunities and a need for environmental education and improvement (Bromley, 1991, Personal Communications; Honey, 1991, Personal Communication; Steer, 1991, Personal Communications).

In 1991-1992 there were twenty-four Trusts in the Groundwork network. The majority of the Trusts were concentrated in the northwest portion of England and in Wales. Over the last two years the number of Trusts has grown to thirty, and they are more evenly distributed across the United Kingdom. The Groundwork Foundation has also entered into negotiations with other countries such as France, Germany, Italy, Belgium and the Netherlands to expand the approach with the assistance of the European Commission (Groundwork Foundation, 1991).

Summary

The heritage-based agencies and organizations which have emerged within Canada, the United States and the United Kingdom vary in several respects and tend to be indicative of the state of heritage management by nongovernmental organizations in each country. The principal nongovernmental organization concerned with heritage in Canada, the Heritage Canada Foundation, is just twenty years old. The Foundation relies primarily on private sources of funding and through a very small staff attempts to undertake specific programs directed toward the maintenance of sense of place and continuity throughout the country. The National Trust for Historic Preservation has been the lead nongovernmental organization addressing heritage concerns in the United States for over forty years. It has grown into a large and well respected organization that operates on limited government funding. The Trust undertakes a variety of initiatives directed toward encouraging the public to participate in the preservation of elements significant to the history and culture of the country. It also functions as an advocate for the country's heritage in the courts and with legislative and regulatory agencies. The Groundwork Foundation in the United Kingdom was sanctioned by the central government to continue and to enhance an initiative originally piloted by the Countryside Commission. Although the Foundation continues to receive

government funding, it is an independent company concerned with the protection, regeneration and enhancement of natural and built environments.

Within the context of the Heritage Canada Foundation, the National Trust for Historic Preservation and the Groundwork Foundation, three specific community-based heritage programs have emerged. The three programs - Heritage Regions, Heritage Tourism Initiative and Groundwork - are a reflection of the mandates of their respective parent organizations and they were developed in response to a need to assist local communities address specific natural, cultural and economic issues and concerns. All three programs are based on the heritage principles of understanding context, mobilization of community and maintenance of social, economic, political and environmental foundations (Figure 2.2). In essence, the principles are the philosophical tenets guiding the programs. Program conceptualization also reflects sensitivity to the ethics principles of sustainable development (Table 3.7). Evident are concerns for such elements as quality of life, ecological integrity, culturally appropriate development and social self-determination. Also evident are concerns for the strategic, adaptive, integrative, pluralistic and systems oriented approach principles of sustainable development (Table 3.8).

From this basic program concept, a number of community-based, action-oriented projects were developed in all three countries. Although the number and extent of the projects varies among the countries, study findings reveal a similarity in the factors considered for project site selection and the characteristics of the specific project locations. Suitability, viability, commitment, partnership potential and funding sources were of prime concern in location selection and social, economic and/or environmental decline characterized the majority of the sites involved. The fundamental difference in conceptualization among the projects pertains to the project roles and responsibilities in relation to the program level. The Heritage Regions projects are directly administered by the program level and core funding is channelled through the program. The Heritage Tourism Initiative projects contract for technical, administrative and training assistance from the program level through state tourism offices but, are responsible for securing and managing funding on an individual basis. Alternatively, the Groundwork Trusts function as independent companies capable of generating revenue through the provision of services, while being a member of the Groundwork network eligible for professional as well as financial assistance.

Two distinct message fields emerge from this section. The first concerns the differences among the programs and the second pertains to program similarities. The messages in each of these areas are of interest as much for the insight provided as for the questions raised for consideration in subsequent chapters.

At the program level contextual differences in parent organizational maturity, staff complement, financial support and reputation are evident. The antecedents on which the programs were based also differ. For example, the Heritage Canada Foundation drew from international experience for the development of the Heritage Regions program while the Heritage Tourism Initiative and Groundwork programs emerged primarily from internal experiences of the parent organizations. The fact that the Groundwork program grew from a tested government initiative and the Heritage Regions and Heritage Tourism Initiative programs were the creation of non-governmental organizations is a further divergence among the programs.

Despite these differences, however, the basic rationale and motivation for the establishment of the Heritage Regions, Heritage Tourism Initiative and Groundwork programs are very similar. The three programs were developed in response to a need to assist local communities address specific natural, cultural and economic issues and concerns. Each was based on the belief that community health and revitalization stems from a strong sense of place, community involvement and multi-sector partnership. More precisely, there is clear evidence the programs were established around the basic principles of heritage in consort with several principles commonly associated with sustainable development. In this respect the contextual and conceptual differences did not result in differing program intents. Less evident however, is what, if any, effect these differences have had on aspects of program implementation.

From a project level perspective the difference in program context and conceptualization appear to have had little effect on the factors considered for project site selection and the characteristics of the specific project locations as these are very similar among all projects. Context and conceptualization differences also do not seem to have influenced the transfer of the program intent to the project level even though the structural relationship between both levels are different among the three programs. For example, the Heritage Regions projects are directly administered by the program level, the Heritage Tourism Initiative projects contract for assistance from the program level and the Groundwork Trusts are members of a national network while operating as independent

companies. What remains to be determined is the effect these differences have had on project implementation.

A sensitivity to the influences of the noted differences is maintained throughout the following chapters. These chapters address agency and actor involvement, planning and analysis, implementation, and general guides and principles.

CHAPTER VI

HERITAGE BASED PROGRAMS: ACTORS AND AGENCIES

Introduction

This chapter identifies, describes and analyses the core and supporting actors and agencies involved in the management of the Heritage Regions, the Heritage Tourism Initiative and the Groundwork programs. In the context of both the program and project management levels, the term core actors and agencies refers to those individuals, groups or institutions that are actively involved in planning and implementation. The term supporting actors and agencies refers to those individuals or institutions that may contribute resources and/or expertise depending upon their interest in the region, or the project or program.

The actor and agency discussion is guided by three central concerns (Tables 3.4 and 3.5). These concerns pertain to the identification of the actors and agencies involved at each level, their roles and responsibilities and the nature and form of cooperation and coordination. Background information was obtained from several sources. The primary sources were the respondents to open-ended questionnaires distributed during the survey research component of this study. Program and Project level managers and the Chairpersons of the Managerial Boards of individual projects were also approached (Appendices B, C and F). Project charters, annual reports, organization publications and personal communications provided supplementary information. The results of this inquiry are organized and presented by program.

Two points are offered as discussion background. First, there is great complexity and variety in the actors and agencies population. Therefore, a representative sample of the key actors and agencies are identified and described for illustrative purposes. Second, the dynamic nature of the programs and projects results in periodic changes in the roles and responsibilities of the actors and agencies involved at the macro and micro levels. In this regard it should be understood that the information presented is merely a reflection of the situation at the time the information was collected. Subsequent study would most likely reveal changes in actor and agency involvement as the programs and projects mature. This dynamism is an important research finding in its own right.

Heritage Regions Program - Canada

Actor and Agency Involvement at the Program Level

The Heritage Regions program, as previously indicated, is managed solely by the Heritage Canada Foundation. The core actors involved are its Board of Governors, Executive Director, Vice President and the Heritage Regions' Program Manager. In general, the role of this core is to encourage the greatest possible number of Canadians to become involved in the management of their unique regions (Leblanc, 1991, Personal Communications). More specifically, each has responsibilities which follow a standard bureaucratic organizational structure which is broken down into functional categories (Figure 5.1). The Heritage Canada Board of Governors was responsible for approving the initial program concept and it oversees the general direction, administration and budget for the Foundation. The Executive Director of Heritage Canada administers the executive level affairs of Heritage Canada, including the Heritage Regions Program, reports the progress of the program to the Board of Governors, and lobbies for government, corporate and local support for Heritage Canada's endeavours. The Vice-President, among other duties, directs the day-to-day executive level affairs of the program, seeks funding partners among governments, corporations and local interest groups, seeks signing partners in interested regions, assists in establishing both individual projects and a national project network and encourages public knowledge and support for the Heritage Regions approach. Moving through the chain of control, the Program Manager directs the day-to-day administration of the program through contact with governments, corporations, the media and local residents. As well as acting as the national contact for the projects, the Manager also oversees the development and analysis of the projects and the provision of advisory services.

The main program level supporting actors and agencies have included the Atlantic Canada Opportunities Agency; the federal Department of Communications; the Ontario Ministry of Culture and Communications; the British Columbia Ministry of Recreation and Culture; and the Newfoundland and Labrador Tourism Branch of the Department of Development. The primary role of these support agencies was to contribute financially to Heritage Canada's efforts to create a national network of Heritage Regions. Leblanc (1991, Personal Communications) offers that approximately 70 per cent of the funding for the

Heritage Regions program is provided by federal and provincial government departments and agencies, with the Heritage Canada Foundation and municipal governments contributing the remaining 30 per cent (Figure 6.1). The responsibilities and coordinating structures between the funding agencies and Heritage Canada are established by the terms of contractual agreements developed by the parties involved. Generally the agreements pertain to payment dispersal by the sponsoring agencies as well as the requirements for financial and progress reports from Heritage Canada.

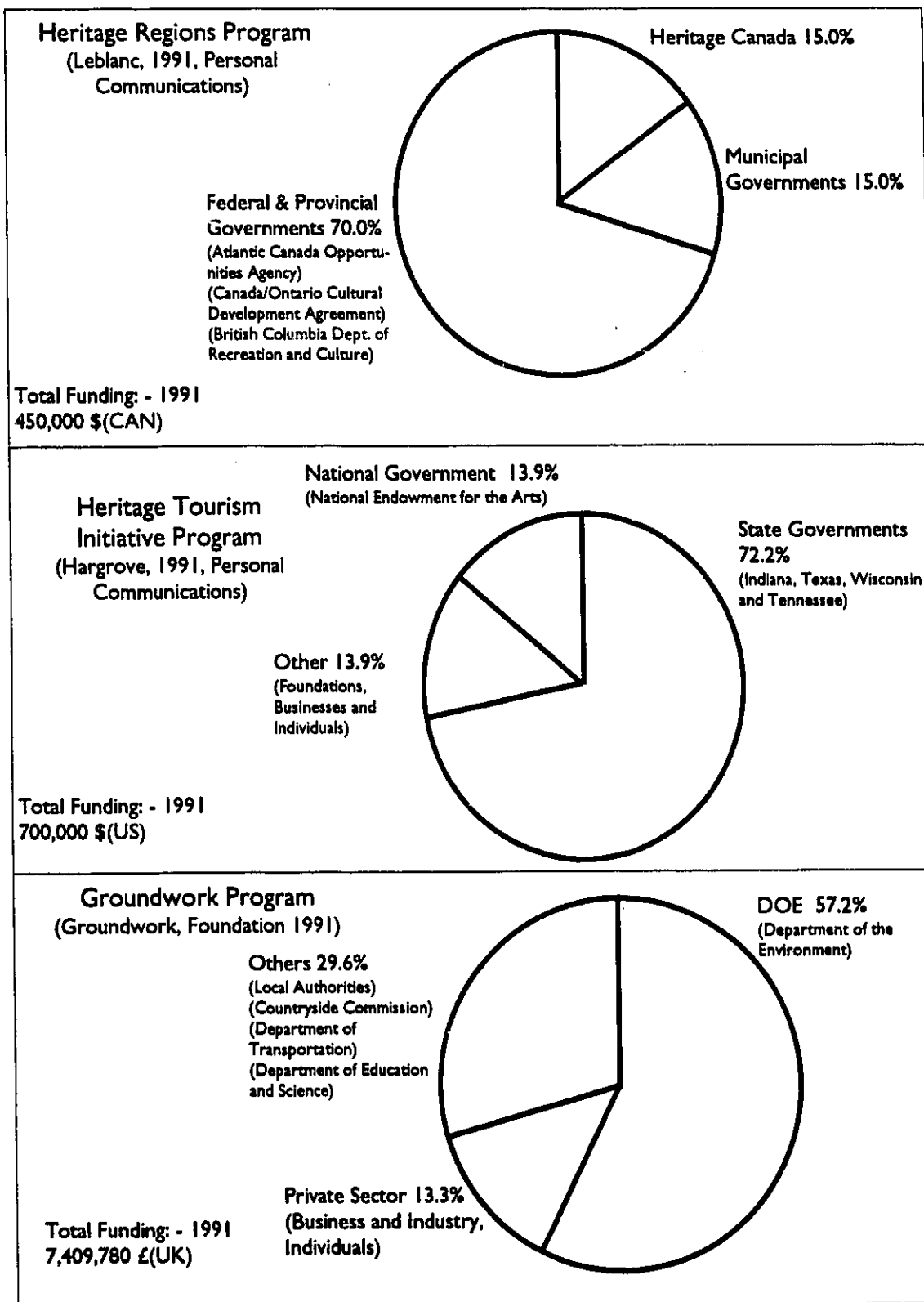
Other ancillary actors and agencies are periodically involved in the Heritage Regions program in a consultative capacity. These include individuals and institutions which provide services such as marketing, evaluation, and heritage conservation advise or training sessions. These services are either offered directly to the program staff or through the program to the project sites. The Tourism Industry Association of Canada, the federal Department of Canadian Heritage, provincial government ministries and nongovernmental organizations are also intermittently involved with program planning or annual conferences on an invited basis.

Actor and Agency Involvement at the Project Level

Despite subtle variations among the Heritage Regions projects, the core and supporting actors and agencies are similar. This similarity suggests a generic actors and agencies set as well as roles and responsibilities and coordinating structures that are congruent.

The core actors are the project management staff and the project Advisory Boards. The Boards are comprised of local representatives from the project regions. Generally, these representatives are either appointed by community groups or municipal governments or co-opted for influence or expertise reasons. The Boards are responsible for providing leadership, policy direction and management guidance. They also attempt to ensure that the goals and objectives are established and met in a financially responsible manner. In most cases, Board members are also responsible for specific committees as chairpersons. The committees deal with such topics as marketing, fund raising, special events, community liaison, economic development, and training and educational requirements.

Figure 6.1 PROGRAM LEVEL FUNDING AND SOURCES



The managers of the Heritage Regions projects are hired and employed by the Heritage Canada Foundation and are under contract for either a three or five year period, depending on the terms of agreement with the funding partners. Members of either the original application committee or the local Advisory Board, if the Board is established at the time, are involved in the hiring process. The project managers and staff are responsible for the day-to-day administration of the Heritage Regions operation and are accountable to their Advisory Boards and to Heritage Canada. Staff size is usually within the one to five employee range, depending on financial availability. A profile of the project managers who participated in the study is presented in Table 6.1. The responding managers have held their positions for between two and three and a half years and in keeping with the focus of the program they have previous experience in the areas of tourism and museum management.

The greatest number and variety of actors and agencies appear in support capacities. Included in this capacity are numerous organizations which can be grouped according to interest and function (Table 6.2). Local governments such as town, village and county councils provide financial support in partnership with provincial and federal funding. For example, local government funding for the Lanark County and the Manitoulin Island Heritage Regions projects in Ontario amounted to \$60,000 over a three year period from 1989 to 1992 (Brown and Leblanc, 1992). Also included in the support category are numerous local organizations. The primary role of these organizations is to work in cooperation or partnership with the project managers. In some cases, this means organization members become volunteers on committees established by the Boards. For example, it is estimated that 23,000 hours of volunteer time were donated to the two Ontario projects in a three year period (Brown and Leblanc, 1992). In other cases involvement entails undertaking special events or research for the projects. The Ontario projects also report over 70 special events such as festivals, workshops and tours being held over three years. These initiatives were largely implemented by volunteers (Brown and Leblanc, 1992). Organizations also provide limited financial support for project activities and events.

Fewer support actors and agencies from outside of the Heritage Regions are involved at the project level. This is due in part to limited awareness of the projects beyond the immediate boundaries of the region. The most obvious external project supporters are the provincial and federal governments as they provide a significant portion of the funding for the projects indirectly through the program level. Other supporters are those individuals and organizations which periodically provide training sessions and/or consulting services. In Ontario, for example, these include such agencies as the Ontario Historical Society; the

Table 6.1 PROFILE OF RESPONDING PROJECT MANAGERS

	Heritage Regions Canada	Heritage Tourism Initiative United States	Groundwork United Kingdom
AGE	Range 27 - 40+	Range 24 - 59 39% - 35-45	Range 25 - 60+ 49% - 35-45
SEX	Female	1:1 Male to Female	2:1 Male to Female
LENGTH OF TIME IN POSITION	Range 2 - 3.5 years	1.5 years	Range 6 months - 10 years 50% - 2-5 years
EDUCATION	Range Some University BA	Range High School - Ph.D. 93% - Undergraduate Degree 36% - Post Graduate Training	Range BA - Ph.D. 100% - Undergraduate Degree 33% - Post Graduate Degree or Further Training 23% - Ph.D.
EMPLOYMENT BACKGROUND	Tourism and Museum Management	Business, Marketing, Economic Development, Tourism, Museum Management, Planning, Law	Planning, Rural Development, Business, Agriculture, Landscape Architecture

Table 6.2 REPRESENTATIVE SAMPLE OF SUPPORTING ACTORS AND AGENCIES PARTICIPATING AT THE PROJECT LEVEL OF THE HERITAGE REGIONS PROGRAM

(Developed from Correspondence and Personal Interviews)

Natural Heritage Organizations:		
- Mississippi Field Naturalists	- Friends of the Rideau River and Watershed	
- Cowichan Valley Naturalists	- Someons Marsh Wildlife Society	
Cultural Heritage Organizations:		
- Almonte-Ramsay Local Architectural Conservation Area Committee	- Cowichan Valley Arts Council	
- Kagawong Historical Society	- Assignach Museum	
- Labrador Straits Historical Development Corporation	- Mississippi Valley Textile Museum	
	- Ontario Historical Society	
Tourism Organizations:		
- Lanark County Tourism Association	- Eastern Ontario Tourism Association	
- Manitoulin Tourism Association		
Business Organizations:		
- Business Improvement Area Association	- Chambers of Commerce	
- Maple Producers Associations	- Farmer's Markets	
Educational Institutions:		
- Cambrian College	- Malaspina College	
- Algonquin College		
Community Service Organizations:		
- Lions Club	- Legion Association	
- Rotary Club		
Government Agencies and Departments:		
FEDERAL	PROVINCIAL	MUNICIPAL
- Department of Culture and Communication	- Ontario Ministry of Culture and Communications	- Regional District Councils
- Atlantic Canada Opportunities Agency	- British Columbia Department of Recreation and Culture	- County Councils
- Department of Canadian Heritage	- Ontario Ministry of Natural Resources	- Town and City Councils
	- Ontario Ministry of Skills Development	- Band Councils

Ministry of Tourism, Recreation and Culture; the Skills Training Council and Community Futures.

Heritage Tourism Initiatives Program - United States

Actor and Agency Involvement at the Program Level

Much like the Canadian Heritage Regions program, the core actors involved with the management of the Heritage Tourism Initiative program are the Board of Trustees and personnel of the National Trust for Historic Preservation. The program falls under the direct control of the Vice-President of Programs, Services and Information for the National Trust (Figure 5.3). The Vice President administers executive level business on behalf of the President of the Trust and the Board of Trustees. The Vice-President also coordinates this program with the other initiatives under his/her supervision, such as the Rural Preservation, the Main Street and the Heritage Education programs. Reporting to the Vice President is the Tourism Initiative Manager. The Manager and a staff of five operate out of the Mountains/Plains Regional Office of the National Trust in Denver, Colorado. Under the supervision of the Manager, this unit directs the day-to-day administration of the program, seeks funding partners among governments, corporations, foundations and individuals, seeks signing partners for projects, encourages public knowledge and support for the approach, oversees the development and analysis of the projects through the state coordinators and provides training and advisory services (Hargrove, 1991, Personal Communications). The manager also oversees the development and analysis of the projects through two Program Associates. Each Associate is responsible for eight projects in the network and function as intermediaries between the program and the projects. Their responsibilities include advising on project level activity selection, securing appropriate technical assistance, determining program implementation procedures at the project level and providing general guidance to the projects (Hargrove, 1991, Personal Communications).

Also similar to the Canadian program, the main supporting actors and agencies of the Heritage Tourism Initiative are those which provide financial support for the program. Included are the National Endowment for the Arts, American Express and the Meadows Foundation. Together these organizations contributed approximately \$594,000 to the program during three years from 1990 to 1993 (Hargrove, 1991, Personal Communications).

In addition, the Indiana State Department of Commerce, the Texas State Department of Commerce, the Tennessee State Department of Tourist Development and the Wisconsin State Department of Tourism also sponsor the program. Each of these state departments provided \$130,000 per year during the 1990-1993 period (Hargrove, 1991, Personal Communications). This level of financial support for the Heritage Tourism Initiative program is approximately double that available to the Canadian Heritage Regions program (Figure 6.1). Unlike the Canadian program, this funding remains in the control of the program and is applied to project level support in the form of training, technical assistance and in the provision of consulting services. Funding is not made available to the projects as operating capital as is the case in Canada.

The individual sponsor state departments also support the program by employing State Coordinators. The terms of the "Agreement for Service" contracts between the National Trust for Historic Preservation and the participating states stipulate that each state must employ a full-time State Coordinator to provide liaison services between the Trust and the projects (Piper-Griffiths, 1991, Personal Communications). The Coordinators are responsible for the development, conduct, execution and documentation of all aspects of the projects. The Coordinators are under the direct supervision of the sponsor state departments. This level of involvement is not present in the Canadian projects as the provinces do not function in a direct sponsor capacity. Instead, negotiations and arrangements are conducted between the Heritage Canada program and the local project areas.

The Heritage Tourism Initiative is also supported through affiliations with organizations such as the Travel Industry Association, the National Park Service, the U.S. Travel and Tourism Administration, Partners for Livable Places, the American Association for State and Local History, the American Association for Museums, the National Association for Development Organizations and the National Conference of State Legislatures. Periodically limited projects are undertaken with these affinity groups such as joint workshops, studies, technical assistance delivery and special events. In such cases the roles and responsibilities of the actors and agencies involved are carefully stipulated in terms of agreement and the lead agency usually assumes the coordinating role.

Actor and Agency Involvement at the Project Level

It is possible to present a generic overview encompassing all Heritage Tourism Initiative projects due to the similarities among the actors and agencies involved with the sixteen projects. The overview includes both the core and supporting actors and agencies.

Much like the Canadian projects, the core actors involved at the project level are the Project Managers and the Advisory Boards of the participatory regions. The Advisory Boards are composed of between ten and twenty-five members. The members are either appointed by municipalities, co-opted due to expertise or affiliation, selected based on interest and willingness to participate, or a combination of these approaches. The role of the Advisory Boards is to set the priorities and agenda for the projects and to make binding decisions on policy matters pertaining to the operation of the projects (Holguin, 1991, Personal Communications). The Boards are also charged with establishing specific committees, which are responsible for such matters as marketing, heritage education, political action and hospitality (Caldwell, 1991, Personal Communications; Hulan, 1991, Personal Communications). This designation of committee responsibilities closely matches the committee system established for the Canadian projects further pointing to the several similarities between the two initiatives.

The Project Managers are hired by the Advisory Boards in consultation with the State Coordinators. They are responsible for implementing the plans established by the Boards and promoting project activities. They are also responsible for the day-to-day operation of the projects and the coordination of all volunteer activities. The majority of the Project Managers have an undergraduate degree and come to the position with experience in business, marketing, economic development, tourism, museum management planning and law (Table 6.1). Typically, the Project Managers report to the project Advisory Boards. The Boards in turn reports to the State Coordinators and for specific operational concerns the Boards may deal directly with the Heritage Tourism Initiative Program Associates. As Hargrove (1991, Personal Communications) points out, the National Trust contracts only with the states, therefore the Trust staff has little if any actual leverage to encourage the project areas to respond to requests, fulfil obligations, participate in program activities or control quality. This rather convoluted coordinating structure places a great deal of control in the hands of the State Coordinators. In this regard, the state could be either a strong catalyst for making things happen or a weak link in the process. In recognition of the

difficulties associated with this arrangement the National Trust eliminated this requirement for projects starting after 1993 (Hargrove, 1993, Personal Communications).

The largest array of actors and agencies involved with the Heritage Tourism Initiative fall within the support category due to the grass roots nature of the program. The supporting actors and agencies range from individual volunteers to state and national government departments and agencies. In general these actors and agencies can be grouped according to function (Table 6.3). This scheme is similar to the Canadian organizational regime of actor and agency involvement in several respects. In both cases heritage, tourism, business and government organizations provide support at the project level. The most obvious difference between the Canadian and American projects is the involvement of business and industry with the Heritage Tourism Initiative projects. Business support in the form of financial assistance has been very slow to develop in connection with the Canadian Heritage Regions projects (Wood, 1991, Personal Communications).

The main role of the individuals and the nongovernmental organizations supporting the Heritage Tourism Initiative projects is to provide volunteer assistance (Hrabik, 1991, Personal Communications; Hulan, 1991, Personal Communications; Turnbow, 1991, Personal Communications). This can involve participation on the specific committees established by the Advisory Boards such as marketing, heritage education and hospitality. It can also involve the initiation of specific projects or events such as fairs and festivals, education programs and tours or merely promoting the mandate of the project through regular activities. The principal role of the government departments and agencies supporting the projects is to provide financial and technical assistance where possible. The fact that the states contract to participate in the fee-for-service Heritage Tourism Initiative program appears to increase their level of commitment to the program. For this reason all efforts are made to utilize existing state and national funding programs and services to assist the project regions in meeting their goals and objectives (Hargrove, 1991, Personal Communications; Hulan, 1991, Personal Communications). It remains to be seen if this state commitment will diminish with the recent removal of the requirement for state involvement in the coordination of the projects.

Table 6.3 REPRESENTATIVE SAMPLE OF SUPPORTING ACTORS AND AGENCIES PARTICIPATING AT THE PROJECT LEVEL OF THE HERITAGE TOURISM INITIATIVE PROGRAM
(Developed from Correspondence and Personal Interviews)

Tourism Organizations:		
- South Central Tennessee Tourism Association of Convention and Visitor Bureaus	- El Paso Convention and Visitors Bureau	- Bryan - College Station Convention and Visitor Bureau
Heritage Organizations:		
- Historic Landmarks Foundation of Indiana	- El Paso Mission Trail Association	- Wisconsin Conservation Corps
- Indiana Historical Society	- Wisconsin Trust for Historical Preservation	- Bellville Historical Society
Business Organizations:		
- Business Improvement Associations	- Bryan Downtown Revitalization Inc.	- Chambers of Commerce
Business and Industry:		
- KFC Franchise	- Texas National Banks	- Distilling Company
		- Best Western
Government Agencies and Departments:		
<u>NATIONAL</u>	<u>STATE</u>	<u>MUNICIPAL</u>
- National Endowment for the Arts	- Indiana Department of Natural Resources	- County Councils
	- Indiana Department of Commerce	- City Councils
	- Wisconsin Department of Development	
	- Tennessee Department of Tourist Development	
	- Indiana Department of Community Development	

Groundwork Program - United Kingdom

Actor and Agency Involvement at the Program Level

Similar to the Canadian and American programs, the core management actors of the Groundwork Foundation are the Board of Trustees and the Foundation staff. The Board of Trustees consists of five representatives elected from the Trust network and seven co-opted members. The Board manages the Foundation and its assets, and is responsible for financial, policy and strategic decisions. The day-to-day operations of the Foundation are managed by the Chief Executive through the directors of finance, planning, operations and external relations (Figure 5.6).

The main government agency supporting the Foundation, the Department of the Environment, provides approximately 57 per cent of the funding for the operation of the Groundwork program (Figure 6.1). These resources are primarily used to support the operations of the Trusts and to stimulate the growth of the Trust network (Groundwork Foundation, 1991). To a lesser extent these funds are also channelled to environmental improvement and education activities undertaken by the Trusts. The funds are also used as leverage to encourage private and corporate sector support for Trust initiatives. The European Commission and other government departments and agencies such as the Countryside Commission, the Department of Education and Science and the Department of Transportation also provide funding to the Foundation.

Interestingly, a major financial supporter of the Foundation is the corporate sector. It contributes approximately 13 per cent of the funding for the Groundwork program, and most is directed to national thematic programs. There are several examples (Isles, 1992, Personal Communications). Barclays Bank of England makes funding available for community landscaping projects through the Innervision program. Shell UK Limited, the Countryside Commission and the Department of the Environment have joined to sponsor the Brightsite Campaign, which provides free advice and plans for improving factory and business sites. British Telecom and Groundwork Foundation have combined to provide advice and funding for architectural heritage conservation projects through the Right Connection program. Additional examples include the Greenlink program sponsored by Esso which brings schools and companies together to share their concern for the environment and the Marks & Spencer Youth Environment Campaign designed to encourage young people from

deprived areas to improve the housing estates in which they live. In 1991/92 there were eight major national thematic programs working in partnership with the Groundwork Foundation (Isles, 1992, Personal Communications).

Corporate and public funding is obtained and administered by the Foundation through agreements with the supporting actors and agencies themselves. Individual project Trusts must make application for these funds, a proportion of which are available on a matching basis. This arrangement helps ensure Foundation control and coordination as well as added value to the government and corporate funding and equitable distribution of national program funding.

The substantial, long-term commitment of the Department of the Environment distinguishes the Groundwork Foundation from both the Heritage Regions and the Heritage Tourism Initiative programs. In the absence of such core support neither the Canadian nor the American program have the opportunity to establish a permanent presence and undertake long-rang planning. The support of Groundwork activities by the corporate sector is also unique among the three programs. This support is due in part to the continuing commitment of the Department of the Environment as it adds legitimacy to, and helps instill confidence in the program. The efforts of the Foundation staff in developing and promoting the thematic partnership packages has also increased corporate sector support (Isles, 1992, Personal Communications). Further, the Foundation's approach to private sponsors based on a commitment to businesslike partnerships aimed at producing mutual benefits is another contributing factor to corporate support (Carley and Christie, 1993). Instead of challenging industry's values, the partnership attempts to create a bridgehead in companies to encourage actions more sensitive to the environment and the interests of employees and local residents. This approach to corporate partnership sets the Groundwork program apart from the Heritage Regions and the Heritage Tourism Initiative programs and could serve as a model for both programs.

Actor and Agency Involvement at the Project Level

Actor and agency involvement at the project or trust level of Groundwork varies, although the similarities are substantial enough to allow for generalizations. As with the Heritage Regions and the Heritage Tourism Initiative programs, the core actors at the project level are the Boards of Directors and the project staff. The Boards of Directors are

composed of representatives from the participating local authorities and members co-opted from industry and commerce, the voluntary sector and community citizens based on the expertise and influence they can bring to the project. In this respect the Boards are very much like those for the Canadian and American projects. The Boards are responsible for the policies, programs and finances of the Trusts. They are also responsible for ensuring that the Trusts are run in accordance with the terms and conditions associated with their status as charitable companies limited by guarantee.

The number and type of staff vary among the Trusts. However, the minimum full-time complement is five and includes an Executive Director, a Project Manager, a Landscape Architect, a Community/Publicity Manager and an Administrative Assistant/Office Manager. The Executive Director reports to the Board of the Trust and is responsible for administering Trust affairs in a manner which is effective and financially responsible. The Trust directors are predominately male, all with a minimum of an undergraduate degree and previous experiences in planning, rural development, landscape architecture, business and organizational development (Table 6.1). Experience in tourism and museum management common to the Canadian and American Project Managers is not reflected in the background of the Trust Directors due primarily to the natural environment focus of the Groundwork program. While the responsibilities and organizational structure are similar to the Heritage Regions and Heritage Tourism Initiative programs the minimum staff complement is considerably larger than the customary one or two for the Canadian and American project offices. As a consequence, the Groundwork Trusts are able to plan and carry-out a greater number and a wider variety of activities at the local level.

Although the types of supporting actors and agencies involved with the Groundwork Trusts are similar to the Canadian and American projects, the number involved is much larger. For example, one Trust, Erewash Groundwork Trust, reported partnerships with 169 different organizations (Erewash Trust, 1990). The Groundwork Foundation (1991) describes these supporting actors and agencies as falling within six broad categories. These include the local community, the voluntary sector, industry and commerce, central government and its agencies, local government and other charitable trusts (Table 6.4). Communities provide support either directly through donations or volunteer participation or indirectly in the form of cooperation and expressed commitment. In 1991 close to 30,000 volunteers were involved at the Trust level and over 60,000 school children took part in various programs and events such as planting programs, nature walks and school yard rehabilitation projects (Groundwork Foundation, 1991). The voluntary sector supports the

Table 6.4 REPRESENTATIVE SAMPLE OF SUPPORTING ACTORS AND AGENCIES PARTICIPATING AT THE TRUST LEVEL OF THE GROUNDWORK PROGRAM

(Developed from Correspondence and Personal Interviews)

Voluntary Sector:	
<ul style="list-style-type: none"> - English Heritage - English Nature - Bushbury Tenants Association - Conservation Foundation 	<ul style="list-style-type: none"> - Nature Conservancy Council - Save the Children Fund - South East Wales Arts Association
Industry and Commerce:	
<ul style="list-style-type: none"> - Esso - British Aggregate Construction Materials Industries - News International - Commercial Union Assurance - British Gas 	<ul style="list-style-type: none"> - Shell U.K - IBM - Royal Bank of Scotland - British Aerospace - Barclays Bank - Marks and Spencer
Central Government Agencies and Departments:	
<ul style="list-style-type: none"> - Department of the Environment - Ministry of Agriculture - Forestry Commission - Welsh Tourist Board 	<ul style="list-style-type: none"> - Countryside Commission - Geological and Minerals Planning and Research Program - Sports Council
Local Government Authorities:	
<ul style="list-style-type: none"> - City Councils - County Councils 	<ul style="list-style-type: none"> - District Councils
Charitable Trusts:	
<ul style="list-style-type: none"> - Glamorgan Wildlife Trusts - Royal Jubilee Trust - Merthyr Charitable Trust 	<ul style="list-style-type: none"> - Wildlife and Wetlands Trust - British Trust for Conservation Volunteers
Local Community:	
<ul style="list-style-type: none"> - School Children - Volunteer Associations 	<ul style="list-style-type: none"> - Local Volunteers

Trusts by undertaking specific activities which are mutually beneficial to the organization and the Trust. Parks development, trail construction, planting programs, pond clean-up and interpretive displays are most representative in this regard. Industrial and commercial support is either in the form of funding for the Trusts or as customers for the design and consulting services provided by the Trusts. The Groundwork Foundation (1991) reports that between 30 and 50 per cent of the funding at the Trust level is derived from industry and business support. This is a substantial difference from the limited corporate support at the project level in Canada and the United States. Government agency support is usually financial and it is provided either as a direct grant to the Trusts or as improved access to existing programs and services. Similarly, local government authorities such as district, county and borough councils provide financial assistance to the Trusts. This aid accounts for about 10 per cent of the trust network income (Groundwork Foundation, 1991). Local authorities also provide service support, representation on the Boards of Directors and general local commitment to the Trust mandate. Finally, other charitable trusts assist Groundwork in meeting their aims through support programs in areas such as education, training and social welfare.

Summary

In synopsis, the core or central actors involved in the management of the Heritage Regions, the Heritage Tourism Initiative and the Groundwork programs are similar in terms of type, responsibilities and general coordinating structure. The core actors are the volunteer managerial boards and the personnel at both the program and project levels. The Program Boards oversee the strategic and financial affairs while the staff works through an established chain of accountability to implement policy and program directives. The role of central program management is to provide administrative support, training and technical assistance for the network of projects under its guidance. Individual Project Boards and associated staff have a much closer working relationship than the Boards and staff at the program level. This is illustrated by the fact that the Project Boards play a major role in providing leadership, policy direction and management guidance. They also often assist project managers by coordinating volunteer committees and organizing special events. In addition, they seek funding support and provide the link between the various constituents of the region and the project management staff.

The structure of the program and project level relationship varies among the programs. The Heritage Regions program assumes a **direct provider role** in dealing with

its projects by furnishing financial as well as technical and training assistance. On the other hand, the Heritage Tourism Initiative program assumes more of a **facilitator role** and works through the sponsor states to provide technical and training support specific to terms of agreement with the states. The Heritage Tourism Initiative program does not make operating capital available to the individual projects. The Groundwork program **combines both the provider and facilitator approaches** and provides funding, administrative and technical assistance directly to the project Trusts according to the terms of agreement established with the Trusts. The Trusts operate within a general strategic framework developed by the Groundwork program but, have considerable autonomy as individual companies. This arrangement allows for local project adaptations and discoveries within the guidelines of a national program network. The arrangement, more than the Canadian and American approaches, also appears to minimize the suspicion of parachuted in experts often associated with nationally administered programs operating at the community level. The national framework exudes a sense of commitment while Trust independence of action gives ownership to the local communities. In this way Groundwork has created a beneficial blend of "top-down" and "bottom-up" heritage management.

A further appreciable difference is the involvement of supporting actors and agencies within the programs. Although supporting actor and agency types are quite similar, the extent of their involvement varies among the three programs and the associated projects. At the program level the most obvious differences pertain to government and corporate sector support. Unlike the Canadian and American programs, the Groundwork Foundation receives substantial and long-term funding assistance from the central government's Department of the Environment. The Foundation also receives more substantial financial support from the corporate sector than do the Heritage Regions and Heritage Tourism Initiative programs. Similarly, while more extensive at the project level than at the program level, corporate support and volunteer involvement are more developed for the Groundwork Trusts than for the Canadian and American projects.

The variations in the availability of actor and agency support are due in part to the relative immaturity of the Heritage Regions and the Heritage Tourism Initiative programs. As well, a stronger affinity with natural and cultural heritage among various sectors and the general population of the United Kingdom can account for the wider support. The variation can also be attributed to the general social and economic climate of the United Kingdom. More than in Canada or the United States, concerns for the social and environmental condition of the United Kingdom have brought many to the realization that

actions must be taken. However, economic conditions are such that no one sector - government, voluntary or corporate - can function alone. Therefore, there is a more accepting atmosphere for partnership development and local initiatives in the United Kingdom than in Canada or the United States. The manner in which Groundwork approaches partnership development may also contribute to its relative success. The Groundwork approach is aimed at producing mutual benefits through partnerships with business and industry as well as other voluntary sector interests and it does not openly challenge the values of the other sectors but, rather attempts to lead by example. Further, the long-term commitment of the Department of the Environment to Groundwork adds credibility and permanence to the program and its purpose, thereby reducing the perceived risk of actor and agency involvement. The apparent absence of long-term government agency support for the programs in Canada and the United States may be due to a lack of commitment to the general program intent or the belief that the programs should stand on their own. If the latter is the case, government may perhaps be expecting too much too soon and are missing a valuable step in the weaning process toward community self-reliance. Although communities in Canada and the United States are attempting to reclaim ownership, government support, not control, will be needed in the process.

The analysis of actor and agency involvement produces several key messages important to this examination of heritage and sustainable development within the three programs. The messages focus primarily on sustainable development's approach principles and the community mobilization principle of heritage.

Prominent among the messages is the **value of multi-sector partnerships** and the formation of links with the private sector, voluntary sector and public agencies. This is because the practical reality of affecting change and moving toward sustainable development depends on integrative and pluralistic approaches. Also evident from the program analysis is the necessity for non-threatening and non-confrontational approaches to other voluntary sector interests and to the business sector, thus reflecting the adaptive principle common to sustainable development. The survey responses further revealed the greatest diversity in actor and agency involvement at the project level suggesting the need to mobilize all community level systems in decision-making. It was also found that community initiatives can be aided considerably by national program support. Such support contributes to general recognition and provides a philosophical framework to guide local initiatives. In this respect while maintaining autonomy of action the community projects can benefit from financial and technical assistance and still develop their own strategic approaches to

selecting goals and courses of action as well as facilitating cooperation and compromise. The Groundwork experience suggests there are also certain benefits to be derived from national government level support. Included are improved access to funding, increased potential for partnership development and enhanced credibility.

CHAPTER VII

HERITAGE-BASED PROGRAMS: PLANNING AND ANALYSIS

Introduction

The managerial elements of concern to this chapter are planning and analysis. The intent is to provide a sound understanding of the program and project level planning and analysis procedures endemic to the Heritage Regions, the Heritage Tourism Initiative and the Groundwork programs. Key questions asked of the program and project level managers and project level managerial boards provide a natural organizational construct for the description to follow (Tables 3.4 and 3.5). The three fundamental questions are: First, what are the planning procedures used to identify and define program and project level goals, objectives and priorities? Second, what are the program and project level goals, objectives and priorities and what activities are being undertaken to support these? Third, what is the nature and form of public participation in program and project planning and analysis?

Heritage Regions Program - Canada

Planning Procedures for Goal Definition

Leblanc (1991:19, Personal Communications) points out that "it was not a planning procedure but, long term observation that was used to identify program level goals" for the Heritage Regions program. He explains in a comprehensive survey response that the observations were based on two decades of study by the Heritage Canada Foundation. During this time Heritage Canada learned from the investigation of foreign examples of heritage management programs and from the twelve years of experience the Foundation has had with almost one hundred Main Street communities across Canada. The residual message was that the most successful way to manage heritage was through collaborative programs that are based on multi-faceted partnerships.

The intent of the national Heritage Regions program was to create a climate in which local residents could manage their regions by making the best use of their heritage

resources. To this end Leblanc (1991, Personal Communications) explains that the program would become a facilitating arrangement and would offer financial and technical assistance. It would also offer a national network that linked projects across the country.

The program management level identified ten characteristics viewed as fundamental to the planning approach for the projects (Leblanc, 1991, Personal Communications). These include:

- grassroots involvement,
- the need for a community vision based on local values, issues and goals,
- a strong community commitment to the project,
- the presence of a full-time professional coordinator,
- the belief in carefully-undertaken, low-cost and incremental change,
- an approach to the project as a process rather than a one-time dramatic intervention,
- a commitment to the comprehensive nature of the approach involving ecological, cultural, social and economic elements,
- the opinion that the projects are essentially entrepreneurial in nature,
- the utilization of outside experts where appropriate, and
- the development of local leadership.

Essentially, the program is founded on the principles of heritage and sustainable development (Figure 2.2 and Table 3.3). For example, the heritage principles of understanding of context and the mobilization of community for the maintenance of community foundations are reflected in the characteristics. Similarly, sustainable development principles such as social-self determination, integration of conservation and development, satisfaction of human needs, and maintenance of ecological integrity are also evident.

In comparison the project level descriptions of goal planning procedures appear rooted in many of the same characteristics endorsed by program management. The planning procedure used to identify and to define project level goals, objectives and priorities for the Heritage Regions projects tends to involve three stages. The first stage is the initial conceptualization and commitment to the Heritage Regions concept. During this stage the general focus of a project is established by members of the Heritage Canada Foundation

and a committee of local residents from within a region striving to secure project status. The committee is most often composed of local government officials, representatives of heritage organizations or a combination of the two. The second procedural stage takes place after the project starts and involves the project manager and the project advisory board. They represent a broad spectrum of regional interests and they use a series of planning meetings to define project goals and objectives. The third stage is primarily concerned with establishing project priorities. It is at this stage that the general public becomes actively involved. This involvement is encouraged through a series of open public meetings and open-houses where the region's residents are encouraged to identify the unique local resources they wish to safeguard, enhance or use to create new economic opportunities. Brown and Leblanc (1992) report that during the initial stages of both the Manitoulin Island and Lanark County Heritage Regions projects more than 320 and 480 residents respectively, took part in public meetings. As a result of these meetings Manitoulin Island compiled a 100 page catalogue of more than 200 heritage resources and Lanark County documented numerous natural and cultural resources in a 75 page publication. These sessions have also contributed to the definition of project goals and objectives as public input is subsequently considered by the Advisory Board. Where appropriate, goals and objectives are modified to reflect public preference.

Goals and Objectives and Support Activities

The Heritage Regions program is based on two main visions (Leblanc, 1991, Personal Communications). At the local level, the program's vision is one of residents coming together to identify, protect and enhance their natural and cultural heritage and to use their heritage as the basis for regional revitalization. At the national level, it is of a network of Heritage Regions across Canada and an information network through which projects can share experiences and expertise. In this context, the main program objective is to help residents of participating regions revitalize in ways that balance the region's ecological, economic, cultural and social elements. Leblanc (1991, Personal Communications) describes the activities supporting each of the elements as follows:

Ecological Revitalization - Projects identify, enhance and protect the natural heritage. They are sensitive to the delicate balance that must be struck when nature and development meet.

- Cultural Revitalization** - Projects promote such aspects of cultural heritage as archaeological sites, the built environment, history and local traditions.
- Economic Revitalization** - Projects focus on sustainable development. Emphasis is placed upon local entrepreneurship, with most attention given to tourism and the development of other indigenous industries.
- Social Revitalization** - Projects promote activities which engender a sense of pride, identity, community and belonging.

As with the previously mentioned characteristics considered fundamental to project planning, the activities supporting the elements of revitalization reflect the general heritage and sustainable development principles. This is evident as the activities advocate such notions as ecological integrity, cultural diversity and maintenance of community foundations.

Program management also developed a seven-point approach to direct the organization of the projects (Table 7.1). The approach involves the main organizational components of heritage resource identification and protection, education and training, economic development, design, marketing, and monitoring and evaluation. All Heritage Regions projects follow this approach and have organized their activities around these components. In fact, a review of the project level objectives reveals a close alignment with the seven-point approach.

A comparison of the Lanark County and the Manitoulin Island Heritage Regions projects illustrates the similarities and the types of local adaptations which appear in project missions and objectives (Table 7.2). It is also evident in the tabulated characteristics that there is considerable congruency between program and project levels. For example, both the Lanark and the Manitoulin Island mission statements incorporate the program concern for encouraging local involvement in the protection, enhancement and promotion of heritage resources. The objectives of the two projects also deal directly with heritage identification and protection, training and education, economic development and marketing of the regions.

Table 7.1 HERITAGE REGIONS PROGRAM SEVEN-POINT APPROACH
(Brown and Leblanc, 1992)

1. Organization

This is the first and most essential step as it addresses the interaction of the project participants which include the project manager, the committees, business people, public officials, the voluntary sector, special interest groups, other special partners and program management. Out of this collaboration emerges both the vision for the Region and the plan for achieving the vision.

2. Heritage Resources Identification and Protection

This involves the identification of unique local resources such as vegetation, wildlife, geology, topography, scenic vistas, water resources, prehistoric sites, archeological areas, vintage structures, industrial heritage, transportation routes, artifacts, traditions and customs. Once the resources are identified efforts are made to safeguard and enhance them or use them to create business.

3. Education and Training

This involves training for community leaders as well as special interest groups such as curators, guides, entrepreneurs and natural heritage groups. It also involves educating the local residents and visitors about the region and the objectives of the project.

4. Economic Development

This component of the program is concerned with encouraging current businesses and creation of new enterprises. It is also concerned with ensuring that development is sympathetic to the environment and that the focus is on indigenous industries, such as tourism, which maximize the regions resources and the capability of its residents.

5. Design

This component focuses on the visual aspects of the region. The interest is in enhancing landscapes and streetscapes and in enhancing and preserving the character of buildings. It also focuses in signage and gateways to the region.

6. Marketing

A concern of this component is with marketing a region as a single, identifiable destination for both residents and tourists. Activities such as logo development, publicity, special events and the promotion of heritage goods and services support the marketing effort.

7. Monitoring and Evaluation

The projects are monitored yearly by the program level to evaluate success. Among the indicators considered for evaluation purposes are business starts, employment statistics, tourism numbers, resident acceptance of the project and resident involvement.

Table 7.2 REPRESENTATIVE PROJECT LEVEL MISSION STATEMENTS AND OBJECTIVES (Brown and Leblanc, 1992)

LANARK HERITAGE REGIONS PROJECT	MANITOULIN ISLAND HERITAGE REGIONS PROJECT
<p>Mission: To assist and encourage the residents of Lanark County to protect, enhance, and promote their heritage for the benefit of present and future generations.</p> <p>Objectives:</p> <ol style="list-style-type: none"> 1. To create an increased awareness and appreciation of the value of the County's heritage, and to initiate steps for its protection; 2. To stimulate co-operative County-wide ventures and special events that promote Lanark County's heritage; 3. To increase the investment of time and money into initiatives that enhance the heritage of the County; 4. To act as a resource to organizations, businesses and individuals who are working with aspects of the County's heritage; 5. To share lessons and experiences with other Heritage Regions across Canada. 	<p>Mission: Manitoulin Island Heritage Region Project is a group of people pulling together through an incorporated, non-profit, community-based organization to preserve, protect, and enhance, at their own pace, the Island's heritage. It does this with the support of Heritage Canada, the Federal and Provincial governments, as well as the residents of the Island, through band and municipal councils.</p> <p>Objectives:</p> <ol style="list-style-type: none"> 1. To identify the heritage of the Island and develop a plan that will encourage the protection of the natural and cultural resources; encourage development which is compatible with the Island's goals; and encourage tourism development that is based on experiencing the heritage of the Island; 2. To use the Island's heritage and cultural resources for tourism while retaining its quality of life; keep informed of tourism trends and issues; and promote the Island in a coordinated approach with other agencies; 3. To develop an awareness of the Island by encouraging communication between native and non-native people to educate people of the importance of heritage; and to encourage the training of local businesses, tourism operators and residents to better serve the needs of the visitor; 4. To identify and encourage economic development on Manitoulin by encouraging residents to shop locally; to attract new secondary industries; and to assist groups to access government and other agency programs when their mandate involves the Island's heritage.

A review of the activities undertaken to support the project level objectives further reveals a consistency with not only the project objectives, but, also with the program level perspective on the general objectives of the Heritage Regions projects. The Lanark project provides an example of the types of activities undertaken to support specific objectives (Table 7.3). As the example indicates, the vast majority of the activities pursued are oriented toward providing technical and moral support. Very little, if any, financial assistance is made available for the activities within the regions and few initiatives are undertaken solely by the projects. The activities pursued include helping existing local organizations expand special events such as festivals and promotional campaigns, speaking on behalf of a particular cause such as building protection and natural areas preservation, and initiating training workshops with interested local organizations or residents.

Public Participation in Planning and Analysis

Literature related to the Heritage Regions program is careful to point out that the aim of the program is to encourage the greatest possible number of Canadians to participate in the Heritage Regions approach (Brown and Leblanc, 1992). However, the opportunity for public participation is much more evident at the project level than at the program level. At the program level, public participation is more a form of tokenism involving consultation and informing. Consultation takes place primarily between the Heritage Canada Foundation and the funding partners such as local and provincial governments, or between the Foundation and the residents of participating regions. The informing function takes place through the media, conference presentations and speaking engagements.

On the other hand, at the project level, the public is encouraged to become involved in all facets of planning and analysis. This involvement starts during the preliminary negotiations between Heritage Canada and the residents of a region interested in initiating a Heritage Regions project and increases following the commencement of a project. Public participation at the project level occurs in two basic tiers. The first involves the local residents which make up the Advisory Board for a project. In this capacity the residents involved participate directly in establishing the goals and objectives for the project, they provide direction to the project manager and they are encouraged to take a lead in developing the initiatives affecting the project's ecological, economic, social and cultural activity by Chairing the project's working committees. These committees are organized around the central themes of heritage resources identification and protection, design,

Table 7.3 REPRESENTATIVE ACTIVITIES IN SUPPORT OF PROJECT OBJECTIVES - THE LANARK HERITAGE REGION EXAMPLE
(Brown and Leblanc, 1992)

Project Objectives	Activities
1. To create an increased awareness and appreciation of the value of the County's heritage, and to initiate steps for its protection	<ul style="list-style-type: none"> - supported efforts to protect significant examples of the built heritage - supported efforts to protect elements of natural heritage - supported efforts to maintain historic landscapes
2. To stimulate co-operative County-wide ventures and special events that promote Lanark County's heritage.	<ul style="list-style-type: none"> - involved in promoting more than sixty festivals over three years including Festival of the Maples, County Christmas Campaign, Come on Home to Lanark Campaign and Fall Colours Festival - initiated a system of driving tours and implemented a road signage program
3. To increase the investment of time and money into initiatives that enhance the heritage of the County.	<ul style="list-style-type: none"> - assisted Almonte and Carleton Place in becoming Heritage Canada Main Street Communities - backed organizations concerned with natural and cultural heritage - held a number of design workshops for heritage improvements
4. To act as a resource to organizations, businesses and individuals who are working with aspects of the County's heritage.	<ul style="list-style-type: none"> - promoted the use of a County Product logo - initiated training workshops on Bed and Breakfast developments, artisans as entrepreneurs and quality customer service - worked with other organizations to produce and distribute promotional material for the region
5. To share lessons and experiences with other Heritage Regions across Canada.	<ul style="list-style-type: none"> - hosted representatives of the other Heritage Regions projects

economic development, marketing and special events (Bilsbarrow, 1991, Personal Communications; Wood, 1991, Personal Communications). In the second tier, the public of a Heritage Region has the opportunity to participate in the project as members of one or more of the working committees. They are also invited to attend the general public meetings held throughout a region. In this respect the project level is attempting to cultivate many of the principles associated with sustainable development (Tables 3.7 and 3.8). For example, the projects encourage locally initiated and participatory decision-making, broad-based public participation, local collaboration, a multiplicity of perspectives and self-regulating decision-making.

Despite this attempt to encourage local involvement, public participation has been relatively slow to develop. This may be attributed to the youthfulness of the program and the unprecedented nature of the approach in the project regions. Widespread public participation has been particularly lagging in the Lanark County region because the project Board of Advisors and the Lanark County Tourism Association are one in the same (Peckett, 1991, Personal Communications). This arrangement has given the mistaken impression that project interests are confined to tourism issues, thus eliminating the participation of residents with concerns for other aspects of the region's natural and cultural heritage.

Heritage Tourism Initiative Program - United States

Planning Procedures for Goal Definition

The Manager of the Heritage Tourism Initiative program candidly admits that insufficient planning time was scheduled to develop the program and the means by which it would be implemented. Hargrove (1991, Personal Communications) points out that appropriate time was not available to fully research and create the policies and procedures needed for the Initiative. She suggests that in some cases procedures were developed as the program evolved. The challenging deadlines associated with secured funding such as the National Endowment for the Arts Grant and the pressures of seeking additional funding contributed to the tight schedule. Similar to the Heritage Regions program, the ongoing program adjustments and adaptations suggests that a process which uses heritage as a

creative force is still very much in the development stages in North America and dependent on available funding.

The basic guidance for the American Heritage Tourism Initiative program emerged from a strategic planning exercise undertaken by the National Trust and representatives of both the tourism and the heritage preservation communities. Involved in the process were organizations and agencies such as the National Parks Service, the Travel and Tourism Association, the Historical Preservation Center, the Travel Industry Association, the National Tour Association and consultants from the heritage and preservation fields. The result of the planning exercise was the recognized need for a program to elevate public and private sector awareness of the importance of historic resources to tourism, to stress quality interpretation and authenticity of these resources and to assist up to sixteen communities across the country in a process to preserve America's heritage and increase visitations to heritage sites. The planning process also identified five guideposts considered necessary for project development (Hargrove, 1991, Personal Communications). The guideposts are:

- Authenticity and Quality** - stressing the importance of telling the true stories of the culture of a region.
- Education and Interpretation** - stressing the value of creative and exciting interpretation.
- Preservation and Protection** - stressing the importance of care and maintenance of natural and cultural resources.
- Local Priorities and Capacity** - emphasising the consideration of local priorities and ensuring that tourism is of economic and social benefit to the community and its heritage.
- Partnership** - stressing the value of cooperation among business leaders, historic sites, local government and many others in enhancing and maintaining heritage resources and tourism activities.

Upon review, these guideposts reflect the general intent of the principles of heritage and sustainable development. Much like the characteristics established for the Canadian Heritage Regions projects, these guideposts point to such principles as the importance of local involvement, the understanding of context, the value of social-self determination and the need for integrative and pluralistic approaches to decision-making.

The planning procedure used to identify and define project level goals, objectives and priorities was also developed at the program level and implemented with the assistance of program management throughout the sixteen project areas (Hargrove, 1991, Personal Communications). The basic procedure involves preliminary resource identification by the project participants such as the project managers, the advisory boards and the interested publics. This is followed with on-site visits by a team of consultants familiar with preservation, design, tourism and marketing. The consulting team builds from the preliminary information and addresses such topics as current resources, tourism infrastructure, visitor profiles, potential opportunities and residents' attitudes toward heritage preservation and tourism. The consultants report is then presented to project management and other interested parties for consideration. After reviewing the report, planning sessions of a day or more are held to establish the goals, objectives and priorities for the project. The planning sessions are facilitated by external consultants and the advisory board members, committee members and the project managers participate in this exercise. Upon determination of the goals and objectives, Hargrove (1991, Personal Communications) explains that the program level provides four product development workshops to help the projects expand on the identified focus areas. In addition, on-site visits by program staff or consultants are conducted to help the projects develop a five-year marketing plan. On-site visits are also organized to help the projects create a three-year community education campaign. These workshops are conducted during the early stages of the projects and the end result is a "road map" intended to guide the direction of the projects over the initial years of their existence. Follow-up workshops and visits are held throughout the life of the projects.

This program directed planning procedure for project level goal definition is not a component of the Canadian Heritage Regions program. It may be argued that the American procedure does not encourage the same degree of local ownership and control as the Canadian approach. However, the Heritage Tourism Initiative procedure helps the project regions focus and establish the preliminary planning needed prior to undertaking specific activities. In this regard, organization time is reduced and at least some of the initial

confusion and frustration of establishing an organization is eliminated. Frustration with the speed at which the goal setting process occurred was cited as a concern for the Heritage Regions projects (Bilsbarrow, 1991, Personal Communications; Wood, 1991, Personal Communications).

Goals and Objectives and Support Activities

The three goals of the Heritage Tourism Initiative program are; 1) to determine the importance of historic sites to the travel experience; 2) to demonstrate how to develop heritage tourism products that consumers and travel planners will buy; and 3) to determine what services or products are needed, and determine the future niche for the National Trust in heritage tourism (Hargrove, 1991, Personal Communications). To accomplish these goals program management created sixteen heritage-based projects in four states to serve as models and sources of information for the future. On reflection, the ultimate focus of the Heritage Tourism Initiative and the Heritage Regions programs are very similar. They are both attempting to capture the essence of sustainable community revitalization based on local heritage.

Similar to the Canadian Heritage Regions program, the Heritage Tourism Initiative also developed an approach to guide project organization and the establishment of goals and objectives (Table 7.4). The American approach is based on six points and includes resource identification, investigation of opportunities, project design and administration, product development, marketing and communications, and research and evaluation (National Trust for Historic Preservation, 1991).

As with the Heritage Regions projects, the components of the Heritage Tourism Initiative approach have provided the basis for the organization of the activities of the projects. A comparison of two projects in Tennessee, the Tennessee Back Roads project and the Tennessee Overhill project, illustrates that although the project level goals and objectives are developed by the individual regions, they essentially follow the recommended program level approach (Table 7.5). For example, the goals and objectives of the sample projects relate to the approach components of project design and administration, product development, marketing and communications, and opportunities investigation (Caldwell, 1991, Personal Communications; Hulan, 1991, Personal Communications).

Table 7.4

**HERITAGE TOURISM INITIATIVE PROGRAM
SIX-POINT APPROACH
(National Trust for Historic Preservation, 1991)**

1. Resource Identification

This involves identifying built, human and natural resources that can attract tourists to a region and categorizing them according to immediate, short-term and long-term opportunities for tourism development and promotion.

2. Investigation of Opportunities

This element is concerned with seeking additional partners for the project which will help enhance the destination's opportunities to attract tourists.

3. Project Design and Administration

This involves the creation of a customized plan or design for a project based on the community's overall goals and objectives.

4. Product Development

Of concern to this element are issues such as infrastructure to support enhanced visitation; heritage resource preservation, protection and enhancement; planning issues including growth management, zoning, sign ordinances and design review processes; and hospitality training.

5. Marketing and Communications

This includes the design of promotions, public relations, advertising and other elements needed for a comprehensive marketing program directed to attracting visitors to the region.

6. Research and Evaluation

This component is concerned with identifying travel audiences, monitoring visitations and gathering qualitative and quantitative data for periodic project analysis.

Table 7.5

REPRESENTATIVE PROJECT LEVEL GOALS AND OBJECTIVES

(Caldwell, 1991, Personal Communications; Hulan, 1991 Personal Communications)

TENNESSEE BACK ROADS HERITAGE PROJECT	TENNESSEE OVERHILL COUNTRY PROJECT
<p>Goal: To identify, protect and preserve, develop, enhance and promote the regions' distinctive features.</p> <p>Objectives:</p> <ol style="list-style-type: none"> 1. To educate the community, creating enthusiasm and participation among those who live and work in Bedford, Coffee and Moore counties of the objectives of the program. 2. To provide assistance and training to those people who visitors are likely to come in contact with while in the area. 3. To develop printed materials, trade contacts and other activities/tools that result in increased travel and the economic benefits of tourism to Tennessee's Back Roads Heritage area by residents and non-residents. 4. To maintain and preserve the regions' natural, cultural and historic landscapes. 5. To develop well-designed tours which identify, not only sites, attractions and festivals, but accommodations and food services as well. 	<p>Goal: To develop and enhance a quality regional tourism product to increase visitation to the region.</p> <p>Objectives:</p> <ol style="list-style-type: none"> 1. Create a national identity and develop a marketing plan 2. Assist communities in the pilot area with development of resources and services 3. Identify centers of information that network together <p>Goal: To develop/define a formal organization with structure (committees, chairs and program managers associations).</p> <p>Objectives:</p> <ol style="list-style-type: none"> 1. Develop an organization with political influence 2. Make political and business community aware of local economic and educational opportunities the project can provide 3. Encourage legislative support (local, state, national). <p>Goal: To develop and refine a regional growth management plan.</p> <p>Objectives:</p> <ol style="list-style-type: none"> 1. Establish a regional board to recommend guidelines for desirable growth and protection of resources and rural by-ways <p>Goal: To create local/regional awareness and pride.</p> <p>Objectives:</p> <ol style="list-style-type: none"> 1. Inform the population of the uniqueness of the region and create pride in its heritage

Due to similarities in the organizational approaches of the Canadian and American programs and subsequently the project level objectives, the activities undertaken to support these objectives are also very similar. The activities pursued by the Tennessee Back Roads project illustrate likenesses such as developing tour packages and other promotional material, conducting training sessions, assisting with museum growth and development and making public speaking appearances (Table 7.6). However, a comparison of the activities of the Canadian and American projects also indicates a distinct difference. Many more of the activities of the Heritage Tourism Initiative projects are carried out by the project staff and volunteers, whereas the Heritage Regions projects tend to assist local organizations with new or existing activities requiring technical advice or volunteer help.

Public Participation in Planning and Analysis

The mission of the National Trust is to encourage public participation in the preservation of the history and culture of the nation. Hargrove (1991, Personal Communications) explains that during the program planning phase select members of the heritage and tourism communities were involved in a consultative capacity. During this phase representatives of government departments and non-governmental organizations participated in a six month planning exercise to establish the needs and the guidelines for the Heritage Tourism Initiative program. Following the establishment of the program no mature form of public participation has been developed for the program level. Hargrove (1991, Personal Communications) points out however, that the program level does attempt to inform the public of Heritage Tourism Initiative activities. This involves giving presentations pertaining to program mechanics and goals at national and regional conferences and publishing a quarterly newsletter, Update. The newsletter is distributed to all tourism offices, state historic preservation offices, affinity organizations and other individuals and associations interested in program and project activities.

The nature and form of public participation is more mature at the project level. Similar to the Canadian projects, residents of the American project regions serve on the project Advisory Boards. In this capacity the board members undertake the planning of the project objectives and activities, have authority over the Project Managers and often serve as the Chairpersons for the volunteer working committees charged with undertaking the project initiatives. These committees pursue tasks related to community development, community education, visitor services, restoration and preservation, public relations, fund

Table 7.6

**REPRESENTATIVE ACTIVITIES IN SUPPORT OF PROJECT
OBJECTIVES - THE TENNESSEE BACK ROADS HERITAGE
EXAMPLE**

(Hulan 1991, Personal Communications)

Project Objectives	Activities
<p>1. To educate the community, creating enthusiasm and participation among those who live and work in Bedford, Coffee and Moore counties of the objectives of the program.</p>	<ul style="list-style-type: none"> - regional open house coordinated with retail, crafts and historic sites so all are open on a selected date at no charge - newspaper coverage featuring information on things to do and places to see in region - RIMBY (Right In My Back Yard) newsletter - slide show and tour of Back Roads area for Board of South Central Tennessee Development District - Involve City/County officials in activities recognizing heritage tourism and preservation week - teacher in-service with speakers on importance of local history and cultural events - speakers list for local civic clubs, government meetings, schools etc.
<p>2. To provide assistance and training to those people who visitors are most likely to come in contact with while in the area.</p>	<ul style="list-style-type: none"> - annual workshop on hospitality training for site representatives - establish a 1-800 number - created Tennessee's Back Road Poster - created a volunteer ambassador program
<p>3. To develop printed materials, trade contacts and other activities/tools that result in increased travel and the economic benefits of tourism to Tennessee's Back Roads Heritage area by residents and non-residents.</p>	<ul style="list-style-type: none"> - print regional guide - semi-annual calendar of events and activities - press trips for travel writers - develop photo library of region
<p>4. To maintain and preserve the region's natural, cultural and historic landscape.</p>	<ul style="list-style-type: none"> - assisted regions museum in growth and development - developed significant sites inventory - developed preservation awards program - designated scenic backroads and by-ways
<p>5. To develop well-designed tours which identify, not only sites, attractions and festivals, but accommodations and food services, as well.</p>	<ul style="list-style-type: none"> - Tour Operators Handbook developed

raising and marketing (Hrabik, 1991, Personal Communications; Hulan, 1991, Personal Communications; Sears, 1991, Personal Communications). Residents of the Heritage Tourism Initiative regions are also encouraged to participate in the projects by joining the working committees, attending public meetings and pursuing individual activities which fit within the mandates of the projects. As is the case with the Canadian projects, the American projects view the volunteer committee approach to be a beneficial form of public participation in project planning and analysis. However, several survey respondents involved with the Heritage Tourism Initiative projects stress that the projects have not been in existence long enough to witness widespread public participation (Caldwell, 1991, Personal Communications; Moody, 1991, Personal Communications).

Groundwork Program - United Kingdom

Planning Procedures for Goal Definition

The Groundwork concept emerged from a pilot program in north-west England launched by the Countryside Commission in 1981. The program was developed to demonstrate how a small local catalytic organization could bring various partners together in a coordinated approach to regenerate derelict land for leisure, for wildlife habitat protection, for agricultural sustainability and for the general benefit of local communities. Through close cooperation between the Countryside Commission and the first local projects, as well as innovation and trial and error, the fundamental mandate and framework of the Groundwork program were developed. In 1985 the Groundwork Foundation was established to assume responsibility from the Countryside Commission for the management of the program and the five existing pilot projects. Since that time there have been alterations and refinements made to the program and project level goals and objectives but, the basic intent and approach of the program has remained.

The Groundwork Foundation formulates program level goals and objectives through ongoing consultation with its many partners. These partners include the network of twenty-four local Trusts, the Department of the Environment, voluntary groups, the corporate sector, communities and many government agencies, such as the Countryside Commission. All input and evaluation results are processed through a series of planning sessions that culminate in the production of a **five year corporate strategy**. The strategy outlines the objectives for the period; presents an overview of the Foundation's operation, activities and

outputs; provides an accounting of financial resources and presents activity and financial forecasts.

The Groundwork Foundation also collaborates with the network of Trusts to develop a general strategic framework for guiding Trust operation. Each Trust is obligated to function within the framework by virtue of the Memorandum and Articles of Association signed between the Foundation and the Trusts (Groundwork Foundation, 1992). This operating framework clearly outlines network standards, policies and practices pertaining to such concerns as advisory board responsibilities, financial management, governance, public relations and staff management. It also stipulates the planning procedure for Trust creation and management and the broad objectives for the Trusts.

The provision of a detailed operating framework distinguishes the Groundwork program from both the Heritage Regions and the Heritage Tourism programs as neither provide the projects under their direction with such guidance. The Groundwork Foundation (1992) explains that while local ownership is an essential facet of the Groundwork approach, a shared mission, values and objectives holds the network together. The Foundation also stresses the importance of set procedures which define good practice in running the Trust network.

Although the overall framework for Trust planning and organization is established by the program level, each Trust derives its own priorities and activities based on an assessment of local needs and input from local partners much like the Canadian and American projects. The first step in the planning procedure for identifying local needs and priorities begins with the preparation of a proposal for Trust status. This proposal is an extensive document prepared by a committee of local residents acting on behalf of a region wishing to become part of the Trust network. A member of the Foundation staff works with this committee to create a document which addresses such issues as area profile, the need for a Trust, the support for a Trust, objectives and targets, administrative structure, financial resources, and performance and monitoring techniques. In many cases the members of this committee subsequently become members of the Trust Board of Directors, should Trust status be approved.

Once a Trust is established, the objectives and priorities are made public through open meetings and all public suggestions and ideas are invited. This input is considered in the next step which involves the preparation of a business plan. The plan outlines the

specifics concerning goals and objectives, activity and output targets, financial targets, organizational structure and performance monitoring. The plan is reviewed and revised annually and must receive approval from the Trust Board of Directors as well as the Foundation each year. Strangely, neither the Heritage Regions nor the Heritage Tourism Initiative programs require the project regions under their jurisdiction to prepare business plans, although the Heritage Tourism Initiative projects have the products of their initial planning exercises to guide their operations.

Goals and Objectives and Support Activities

The Groundwork Foundation has identified seven specific objectives in its Corporate Strategy to guide the program over the 1991-1995 period (Groundwork Foundation, 1991). The objectives are viewed as necessary to fulfil Groundwork's mission of encouraging environmental regeneration in partnership with the community, voluntary organizations, public authorities and businesses in order to achieve quality, sustainable improvements to the environment. Unlike the learning-centred objectives of the Heritage Regions and Heritage Tourism Initiative programs, the objectives of Groundwork are action-oriented and directed toward improving and expanding the Trust network under its direction. The objectives focus on such issues as enhancing partnerships, the provision of products and services, human resource development, performance monitoring and the expansion of the approach (Table 7.7). Each objective is accompanied by a series of support activities to be pursued by the Foundation (Table 7.7). These activities outline the expected outputs of the Foundation over the five-year period for which they are designed. They include such actions as developing performance indicators, improving the geographical distribution of Trusts in Britain, expanding the approach to European countries and seeking new partnerships.

According to the Memorandum and Articles of Association of the Foundation, each Trust adopts the mission of the Foundation and works within the parameters of specific objectives developed by the Foundation (Groundwork Foundation, 1992). These objectives are the same for all Trusts in the network and are not established on an individual basis, as is the case for the Canadian and American projects. In general, the objectives pertain to environmental improvement, the development of leisure and recreation facilities and environmental education (Table 7.8). Much like the Canadian and American projects, the Trust level objectives indicate a tie with the principles of heritage and sustainable development. This is evident from the focus on strengthening the sense of place,

Table 7.7

**REPRESENTATIVE SUPPORT ACTIVITIES AND
GROUNDWORK FOUNDATION OBJECTIVES**
(Groundwork Foundation, 1991)

Program Objectives	Support Activities
1. To enhance Groundwork's partnerships and to ensure that the end products meet their requirements.	<ul style="list-style-type: none"> - seek new partners to increase awareness and resource contributions - increase public support and involvement to ensure projects are acceptable and sustainable - provide satisfactory service to customers and value for money
2. To sustain a set of well differentiated complementary and appropriate products and services.	<ul style="list-style-type: none"> - help companies improve site environments and environmental policies and practices - promote environmental education and awareness - assist in the provision of recreational facilities and access to countrysides - run successful natural thematic programs
3. To plan and secure adequate resources.	<ul style="list-style-type: none"> - develop strategies for and raise resources for existing and new Trusts
4. To develop the business and expand Groundwork in areas of environmental need.	<ul style="list-style-type: none"> - secure geographic representational coverage in Britain - explore possibilities of expanding the approach to European countries - maximize the benefits of existing Trusts to achieve greater environmental impact
5. To implement environmentally sound policies and systems that ensure efficiency, effectiveness and value for money.	<ul style="list-style-type: none"> - continue to develop the planning and review process in order to increase the efficiency and effectiveness of the business - ensure quality standards are associated with Groundwork
6. To enable people to contribute to their full potential.	<ul style="list-style-type: none"> - introduce continuous training policies and programs - provide flexible training programs - recruit people with appropriate skills
7. To measure quantifiable, identifiable and lasting achievements, the results of which satisfy the needs of the partners	<ul style="list-style-type: none"> - develop a nationally agreed to set of performance indicators - monitor and report the practical achievements to all interested parties

Table 7.8

TRUST LEVEL OBJECTIVES - GROUNDWORK PROGRAM
(Groundwork Foundation, 1992)

OBJECTIVES	
1.	To create, through environmental education, an awareness of environmental problems and to work with the community in seeking practical solutions.
2.	To encourage the participation of the whole community in Groundwork schemes and ensure that participants are properly motivated, trained and supervised for these tasks.
3.	Within a strategy agreed with the Foundation, to secure support from industry, commerce, voluntary organizations, charitable trusts and central and local governments.
4.	To restore derelict and neglected land and buildings to beneficial use.
5.	To contribute to the control of pollution and the recycling of waste materials.
6.	To manage and create landscape features such as woodland, hedgerows and walls.
7.	To improve access to the countryside by managing and creating footpaths, bridleways, public open spaces and water areas.
8.	To discourage trespass and vandalism and other environmentally damaging activities.
9.	To conserve and create wildlife habitats.
10.	To provide facilities for informal leisure activities.

encouraging community involvement in the protection and revitalization of the community foundation, encouraging self-determination and widespread participation in decision-making and integrating conservation and development in the local regions.

The activities undertaken in support of the objectives are determined by the individual Trusts in consultation with local authorities, residents and project partners. However, similar to the Heritage Regions and the Heritage Tourism Initiative programs, the Groundwork Foundation has developed a basic approach to guide the activities of the local project Trusts. The approach includes guidelines pertaining to environmental regeneration, community involvement, education, financial resource procurement, partnerships and networking (Table 7.9). The most notable difference between the approach advocated by the Groundwork program and those of the Canadian and American programs is the absence of economic development and marketing references. It is the general premise of Groundwork that improved quality of life stems from environmental regeneration and a renewed sense of pride of place (Isles, 1992, Personal Communications). Once these conditions are established it is then possible for economic revitalization to occur. The Groundwork Foundation does not, however, purposefully pursue economic growth for the regions in its network.

A sample of the activities undertaken by the Erewash Groundwork Trust reveals the types of initiatives endemic to the Trust network (Table 7.10). The activities are in keeping with the ascribed objectives for the Trusts and unlike the activities of the Canadian and American projects, a larger number are oriented toward physical improvements to the natural and built environment. This includes activities such as the development of footpaths, cycleways and parks; tree and shrub planting; derelict land and stream reclamation, and historic site restoration. The activities are also all initiated by the Trusts and where applicable undertaken with the assistance of volunteers and local organizations.

Public Participation in Planning and Analysis

The guiding theme of the Groundwork Foundation is "Partnership for Action". At the national level, partnerships are formed with voluntary groups such as the Nature Conservancy Council and English Heritage, with industry and commerce such as IBM and British Gas, with central government and its agencies such as the Department of the Environment and the Countryside Commission, and with other charitable trusts such as the

Table 7.9

GROUNDWORK FOUNDATION TRUST GUIDELINES (Groundwork Foundation, 1992)

<p><u>1. Environmental Regeneration</u></p> <ul style="list-style-type: none"> * undertakes a balanced programme of activity based on an assessment of local needs * has selection criteria for approving projects * develops a strategic approach to target resources at local priorities * seeks to work in partnership with others and avoid conflict or competition with other groups or duplication of effort * acts to bring about environmental regeneration through: <ul style="list-style-type: none"> - improvements to the physical environment - more opportunities for enjoyment of the environment - education and increased awareness of environmental issues - stimulating economic regeneration * has an ecological approach when enhancing environments and adheres to network policies on the environment and nature conservation * seeks to obtain sustainable improvements for long term benefits as well as high profile projects * has regard for local heritage and culture * has an entrepreneurial, opportunistic, innovative and flexible approach when developing projects and programmes * monitors its performance and promotes its activities to secure local commitment * strives for best practice and high standards in all its activities <p><u>2. Community</u></p> <ul style="list-style-type: none"> * assists local groups and organizations to realise their objectives where these objectives are within the remit of the Groundwork Trust * is accessible to the local community and encourages contact * seeks to communicate with all those who are likely to be affected by Trust projects and activities * is committed to the principles and practice of equal opportunity and identifies each sector within the local community to provide opportunities for local people to become involved in the development and implementation of Trust projects and programmes <p><u>3. Education</u></p> <ul style="list-style-type: none"> * seeks to raise awareness of environmental issues throughout the community * develops and promotes a set of "key" messages * seeks to develop concern for global issues into local action on the theme "think global not local" 	<p><u>4. Securing Resources</u></p> <ul style="list-style-type: none"> * determines its resourcing policy at the local level * seeks to coordinate fund raising with local partners and has regard for the fund raising of other local organisations * acts to attract "new" funds which would not otherwise be available for local environmental improvement * manages its resources responsibly and targets support at its priorities and where there is public benefit * liaises with the Groundwork Foundation and others in the network to avoid confusion before targeting national sponsoring organizations * liaises with others in the network when approaching the same organisations * generates income through charging for goods and services where this is within the Trusts's charitable objectives <p><u>5. Partnerships</u></p> <ul style="list-style-type: none"> * develops and maintains partnerships with public, private and voluntary organisations to bring about environmental regeneration * acts to bring together groups and individuals within the local community to achieve common objectives * does not engage in political activities * avoids open confrontation with others * is accountable to partners, funders and service users and to the community in which the Trust operates * works with business and industry to encourage better environmental performance and more active involvement with local communities * works alongside local councils to complement their policies and activities in environmental improvement * supports and promotes the achievements of other groups and individuals who bring about positive environmental change <p><u>6. Networking</u></p> <ul style="list-style-type: none"> * work with others in the network * share innovative ideas and best practice * contribute to the development and success of Groundwork nationally
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Table 7.10 REPRESENTATIVE ACTIVITIES IN SUPPORT OF TRUST OBJECTIVES - EREWASH GROUNDWORK TRUST EXAMPLE
(Erewash Trust, 1990)

Trust Objectives (Due to overlap the objectives have been categorized from table 7.8)	Support Activities
1. Objectives related to improving the environment.	<ul style="list-style-type: none"> - open spaces and wildlife habitat improvement - tree and shrub planting - landscape designs for businesses - landscape schemes for public open spaces - clearance of derelict land - restoration and management of hedges - restoration of heritage sites
2. Objectives related to leisure and recreational facilities.	<ul style="list-style-type: none"> - guided walks program - footpaths, cycleways and bridleways developed on disused railway lines - improved access to heritage sites - footpaths along rivers - footpaths linking heritage sites
3. Objectives related to encouraging an understanding of the environment.	<ul style="list-style-type: none"> - environmental awareness activities through campaigns such as Tree Week, Earth Day and Wildflower Week - newsletter and public information literature - started Conservation Volunteer group - environmental education programs for children - involved public in rubbish collection that littered public places - involved youth groups in environmental work - published recycling directory - developed exhibition caravan and talks

Wildlife and Wetlands Trust and the Royal Jubilee Trust. It is primarily through these partnerships and information offered by the network of local trusts that the Foundation receives input and feedback for program planning and analysis. Therefore, much like the Canadian and American programs, the main publics participating are those with an affinity or special interest in the program. Other opportunities for the Foundation to both share and receive information about their approach are provided through the various speaking appearances made by the staff and the members of the Board of Directors. Exhibits, a quarterly newsletter aptly called Groundwork Today and other publications also enable the Foundation to inform the public of their activities and intentions.

At the local Trust level, the nature and form of public participation is more extensive. Many of the national level partnerships are also extended to the local level and additional partnerships are formed with local government and community groups providing an opportunity for input from both internal and external organizations. Similar to the Heritage Regions and the Heritage Tourism Initiative projects, the residents of a Trust area serve as members of the Boards of Directors, act as members on special committees and participate as volunteers for many of the Trust events, activities and initiatives. Public consultation meetings are held in the initial stages of Trust planning and periodically after that time to either provide information or solicit comment on the work of the Trust in general or for a specific proposed initiative. Every effort is also made by the Trust to keep the public informed through newsletters, displays, school programs, special events, press coverage and presentations to local groups.

Summary

As previously noted, the Heritage Regions, the Heritage Tourism Initiative and the Groundwork programs evolved from different conceptual and empirical underpinnings. Heritage Canada was primarily dependent upon past experiences from other countries to establish Heritage Region's program goals. The National Trust for Historic Preservation combined their internal expertise with input from outside experts in related fields to establish the direction for the Heritage Tourism Initiative program. The goals and objectives of the Groundwork program have developed over five years of practical experience under the direction of the Countryside Commission and a subsequent five plus years as the Groundwork Foundation.

In addition, different planning procedures were used to identify and define the project level goals, objectives and priorities. The Heritage Regions projects followed basic guidelines established at the program level and relied on local innovation to translate the guidelines into specific goals and objectives. The Heritage Tourism Initiative projects were guided through the goal definition process with assistance from both outside consultants and program management staff. The Trusts in the Groundwork network follow the mission of the Foundation and the objectives specifically developed for the network by the Foundation. The Trusts, in turn, establish project priorities in consort with the partners and residents of a Trust region.

Program goals and objectives also vary among the three programs. Much of the variation stems from the fact that the Heritage Regions and the Heritage Tourism Initiative programs are in the demonstration or learning phase of program development. As such their program goals and objectives are based on developing a demonstration network of projects and learning from the experience. On the other hand, the Groundwork program has progressed to the growth and maintenance phase and, therefore, its goals and objectives reflect more mature program concerns, such as network expansion, staff training and program evaluation.

Interestingly, despite the differences in procedures used to arrive at goals and objectives and although there are variations in the emphasis of the goals and objectives among the three project levels and among individual projects, there is also a great deal of similarity in the basic intent. Essentially, the objectives can be characterized as being concerned with the identification, protection, enhancement, development and promotion of an area's natural and cultural heritage for the betterment of the area, the residents and the visitors. In fact, the project goals and objectives are a reflection of the programs' philosophies which were conceptualized around the principles of heritage and sustainable development.

The type of activities being undertaken at the project level to support the objectives are also similar. The activities are by-in-large small scale, visible, educational and recreational undertakings concerned with multi-sector involvement and the integration of conservation and development. However, the manner in which the project activities are initiated differs among the three programs. The Heritage Regions projects tend to work in cooperation with local organizations, and assist them with special events and activities. On the other hand, the Groundwork Trusts initiate specific activities and involve local

volunteers in a support capacity. A combination of these approaches is taken by the Heritage Tourism Initiative projects.

Public participation in planning and analysis is not well developed at the program level. At this level, very little opportunity or consideration is given to public participation by the Heritage Regions and the Heritage Tourism Initiative programs although, partner variety and number in the Groundwork program does allow for more outside input into the program than occurs for the Canadian and American programs. At the project level, the nature and form of public participation is much more extensive. While the projects in all three programs encourage public opinion and information exchange through public meetings, open-house displays and presentations, the greatest opportunity for public involvement is through volunteer participation. Volunteers make-up the Advisory Boards of the local projects and in this capacity they are involved directly in establishing the actions of the projects. They also provide direction to the project managers and they serve as the Chairpersons for the project working committees. Volunteers also participate as members of the working committees or merely as a source of input and assistance.

The obvious message emerging from the survey responses is that despite great variety in the planning procedures used to identify and define program and project level goals and objectives and the manner in which the goals and objectives are carried out, there is considerable similarity in intent, the types of activities being undertaken and the form of public participation in planning and analysis. Beneath this broad observation, however, there are several key residual messages.

The first is the clear reflection of the heritage and sustainable development principles in the goals and objectives at the program and project levels. There are, however, variations in the emphasis placed on some of the sustainable development principles by the three programs. This is due to the focus or main thrust of the programs. For example, the Groundwork program places more emphasis on maintenance of ecological integrity than the Heritage Tourism Initiative program and both the Heritage Regions and the Heritage Initiative programs express more concern for security of livelihood than does the Groundwork program, although none of the principles appear to be neglected. This message suggests that although the programs may approach the integration of heritage and sustainable development from differing perspectives it is possible to work toward the same goals.

Two further messages are the importance of having a national plan and a framework to guide the network of community-based initiatives and the importance of multi-sector participation in the development of the plan. Of the three programs these elements are most clearly illustrated by the Groundwork example where the network mission and objectives are established by the Foundation staff in consort with the participating partners and interested parties from other sectors. The local Trusts, then, establish community level priorities and actions with participation by the partners and residents of the region within the guidelines established by the Foundation. This arrangement ensures that the program philosophy is reflected at the project level and that all sectors of the community are given the opportunity for involvement in situation analysis and the evaluation of alternatives.

The final message relates to the types of activities undertaken to support the established goals and objectives. In all cases the activities pursued by the projects follow the basic principles of heritage in that the majority of the initiatives strive to encourage understanding of context and pride of place as a point of departure. This is especially true for the Heritage Regions and Heritage Tourism Initiative projects, as they are in the early stages of development. The activities undertaken are also practical and action-oriented designed to involve and mobilize large numbers of community residents, businesses and other voluntary agencies. Further, the activities tend to be based on the ethics principles of sustainable development and embody many of the approach principles common to sustainable development. While many of the activities are currently small-scale undertakings, it is expected that as monitoring feedback related to program and project performance develops and planning matures so too will the magnitude of the activities pursued.

CHAPTER VIII

HERITAGE-BASED PROGRAMS: IMPLEMENTATION

Introduction

This chapter describes and analyses the process of implementation within the Heritage Regions, the Heritage Tourism Initiative and the Groundwork programs. The intent is to examine implementation process features considered fundamental to program success, and their sensitivity to heritage principles and to sustainable development decision-making tenets. It should be recalled that heritage principles have been described as the philosophical reference for all environmental and other decision making. Further, sustainable development principles have been considered the general decision-making tenets to be used in all community development efforts.

The examination is guided and organized by three basic questions (Tables 3.4 and 3.5). The first question pertains to the approval procedures used to obtain agreement among the agencies and actors involved at the program and project levels. The second question is concerned with the development of procedures used to monitor program and project implementation from the initial approval stage to the operationalization phase. The third question probes for information concerning the project components considered most advanced and those considered least advanced.

A survey questionnaire was used to garner both program and project level managers' opinions on this subject and their responses served as the foundation for the description and analysis. Supplementary information was obtained from annual reports, program publications, personal communications and questionnaire responses received from project level Boards of Directors.

Heritage Regions Program - Canada

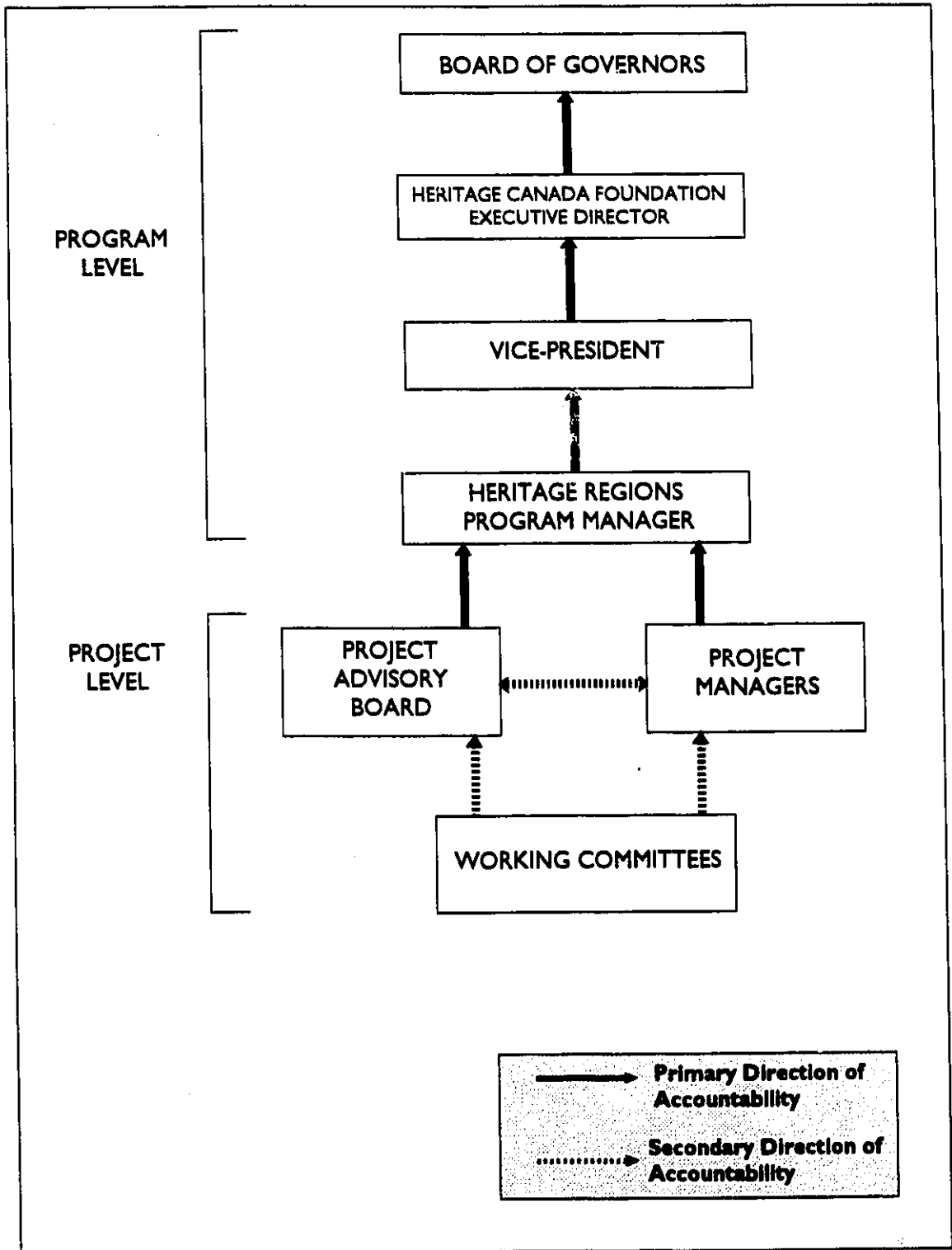
Approval Procedures at Program and Project Levels

The approval process used to obtain agreement among core and supporting actors and agencies within the Heritage Regions program can best be described by reviewing the program level, the project level and the relationship between the two. Decision-making pertaining to planning, organization, implementation and funding at the program level is initially the responsibility of the Heritage Regions Program Manager. Should a decision be beyond the responsibility for this position, the matter progresses to the Vice-President of the Heritage Canada Foundation. In instances such as those involving major program changes or funding issues, the Executive Director of the Foundation and ultimately the Board of Directors may become involved. The Board of Directors of the Foundation is the final level in the decision-making and appeal process (Figure 8.1). It is also responsible for major changes within the Foundation, the creation or cancellation of Foundation programs and the authorization of funding partnerships. For example, the Board was responsible for granting approval for the creation of the Heritage Regions program and for program related partnership agreements with the federal Department of Communications, the Atlantic Canada Opportunities Agency and the Ontario Ministry of Culture and Communications. The terms and conditions of these partnerships are stipulated in contractual agreements which clearly define matters such as payment schedules and reporting requirements. Heritage Canada personnel undertake to ensure these requirements are met through the Heritage Regions projects under their jurisdiction.

Decision-making and the associated approval procedures at the project level are somewhat less straight forward than at the program level. This is due to an organizational structure imposed by the program level. This structure requires that each project have an Advisory Board composed of residents representing the region and a Project Manager under contract with Heritage Canada. The Board is given responsibility for providing leadership, policy direction and management guidance for a project, as well as assuming responsibility for project related working committees. The Board also enters a formal agreement with Heritage Canada on behalf of the region. The agreement stipulates funding arrangements and Foundation obligations such as office and staff provision, and training and technical assistance. On the other hand, as an employee of Heritage Canada, the Project Manager is charged with the day-to-day administration of the project and is responsible for

Figure 8.1

ACCOUNTABILITY PROCESS WITHIN THE HERITAGE REGIONS PROGRAM



ensuring that the interests of Heritage Canada and the funding partners are met. Therefore, the Project Manager is involved in a delicate balancing act: providing guidance to the region on behalf of Heritage Canada, and following the directives of the region's Advisory Board (Figure 8.1).

This structure is admirable as it is rooted in the heritage principles of community understanding and mobilization for the maintenance of community foundations (Figure 2.2). It also encourages many of the decision-making strategies and associated elements of sustainable development, such as broad-based participation, local consultation, the integration of interests and responsiveness to local concerns (Table 3.7). It does, however, have the potential to lead to conflict, as the approval procedure between the Project Manager and the Advisory Board is unclear. In the case of a conflict, compromise and negotiation are the most common forms of resolution. Failing this, the Program Manager or another in the Heritage Canada chain of command has the authority to intercede. As a last resort, the dispute is subject to binding arbitration under the terms of the Arbitration Act of the province in which the project is located (Heritage Canada Foundation, 1989).

The relationship between the program and a region begins when a committee representing an area interested in becoming a Heritage Region enters negotiations with the program. At this stage criteria such as adequate funding arrangements, local commitment, political support and market potential are investigated. If these preliminary investigations produce positive results, approval for project status is given by the Heritage Regions Program Manager and a formal agreement between the region and Heritage Canada is signed. Contractual agreements between the funding partners and Heritage Canada are also signed at this time. Once Heritage Region status is established, Heritage Canada and the local Advisory Board, participate in the hiring of a manager for the project. As previously explained, the Project Manager is under contract with Heritage Canada and is, therefore, officially accountable to the Heritage Regions Program Manager. In general, the Project Manager is responsible for administering the project budget and ensuring the project follows the key organizational approach established by the program. The approach includes such components as heritage resource identification and protection, education and training, economic development, design, marketing, and monitoring (Table 7.1). The Program Manager is also kept informed of project level activities by the Project Managers through required monthly reports and meetings and telephone conversations as required.

Concomitantly, the Project Manager is also accountable to the local Advisory Board. In this relationship, the Project Manager is responsible for administering project activities based on Board established goals, objectives, and priorities. Contact between the Advisory Board and the Project Manager is maintained through monthly meetings with the Board and often daily meetings or conversations with the Board President and the various Chairpersons of working committees. Agreement between the project Advisory Board and supporting actors and agencies is ensured by terms and conditions set forth in contracts or memoranda of agreement signed by the participating parties. In cases where less formal relationships are established, such as volunteer assistance for a special event, general consensus is the basis for agreement in implementing project initiatives.

Monitoring Procedures at Program and Project Levels

Monitoring procedures are not yet well developed within the Heritage Regions program, despite the inclusion of monitoring and evaluation in the program approach (Table 7.1). Leblanc (1991, Personal Communications) suggests, that although monitoring is important to program and project implementation, its development is hampered by many program goals that are not easily quantifiable. He cites the development of a deeper sense of heritage, pride and identity among local residents as representative examples. Wood (1991, Personal Communications) also makes the point that from a project perspective, baseline information was not collected prior to establishing the projects so that there are no established bench marks against which to judge project success or failure. In addition, a review of key program and project reports reveals an absence of measurable yardsticks at both levels. This omission adds to the difficulty of monitoring change and progress.

Currently, program level monitoring is based primarily on subjective observations made by the Program Manager and other personnel of Heritage Canada. These observations are supplemented by periodic reports submitted by Project Managers. As a contractual condition, project managers are required to provide the Program Manager with detailed monthly reports of their activities as well as the activities of the various working committees established in the regions. These reports generally address the seven themes contained in the "Heritage Regions Program - Seven Point Approach" (Table 7.1). Periodically, special focus reports are additionally requested by the program level concerning such topics as a major event review or a training session assessment. Annual reports are also prepared for the Program Manager and these follow a structure similar to the monthly project

reports. It is possible to develop an appreciation for project activities like number of public presentations made, workshops given, special events held and promotional material produced from the information contained in the reports. However, compilations of this sort fail to monitor aspects of management such as strategic planning, financial and human resource control, and organizational structures' operation.

Information gathered during meetings at the project level also serves as a form of monitoring mechanism. Informal meetings are held between the Project Managers and the Presidents of the Advisory Boards and monthly meeting are held with all Board members. Meetings are also held with the various working committees in a region as well as with local groups and organizations. While the focus of these meetings is often not directly related to project review, they do provide an on-going source of information concerning the progress and problems associated with project implementation.

Status of Program and Project Level Components

Leblanc (1991, Personal Communications) is of the opinion, from a senior program management perspective, that the most advanced component in terms of implementation is program organization. He explains that this is because organization is the first step in the implementation process and the one that must exist prior to undertaking any initiative. He also identifies four program features which are least advanced and where further development is required. These include:

- 1 - The development of a comprehensive training program for full-time project managers;
- 2 - The development of appropriate briefing and training programs for local resident organizations;
- 3 - The development of training tools such as manuals, audio/visual aids and teachers' kits; and
- 4 - The development and security of a long-term financial base to ensure the program's continuity.

Interestingly, these features are also organizational elements. Thus, while organization may be considered the most advanced program component, there are still many improvements to be made. Noteworthy is the fact that no mention of monitoring mechanisms was made despite an earlier statement of its inadequacy.

Monitoring was, however, cited by the Project Managers as one of the least advanced program components (Bilsbarrow, 1991, Personal Communications; Wood, 1991, Personal Communications). They also included in their list of program components considered least advanced training and funding availability. These three components are viewed as the responsibility of program level management. Further, at the project level, economic development expertise, and landscape and architectural design assistance are considered to be least advanced. This situation appears to be primarily due to lack of qualified, internal staff and a lack of financial resources needed to secure consulting assistance. The components considered most advanced are initial organizational set-up and heritage resource identification (Bilsbarrow, 1991, Personal Communications; Wood, 1991, Personal Communications).

Heritage Tourism Initiative Program - United States

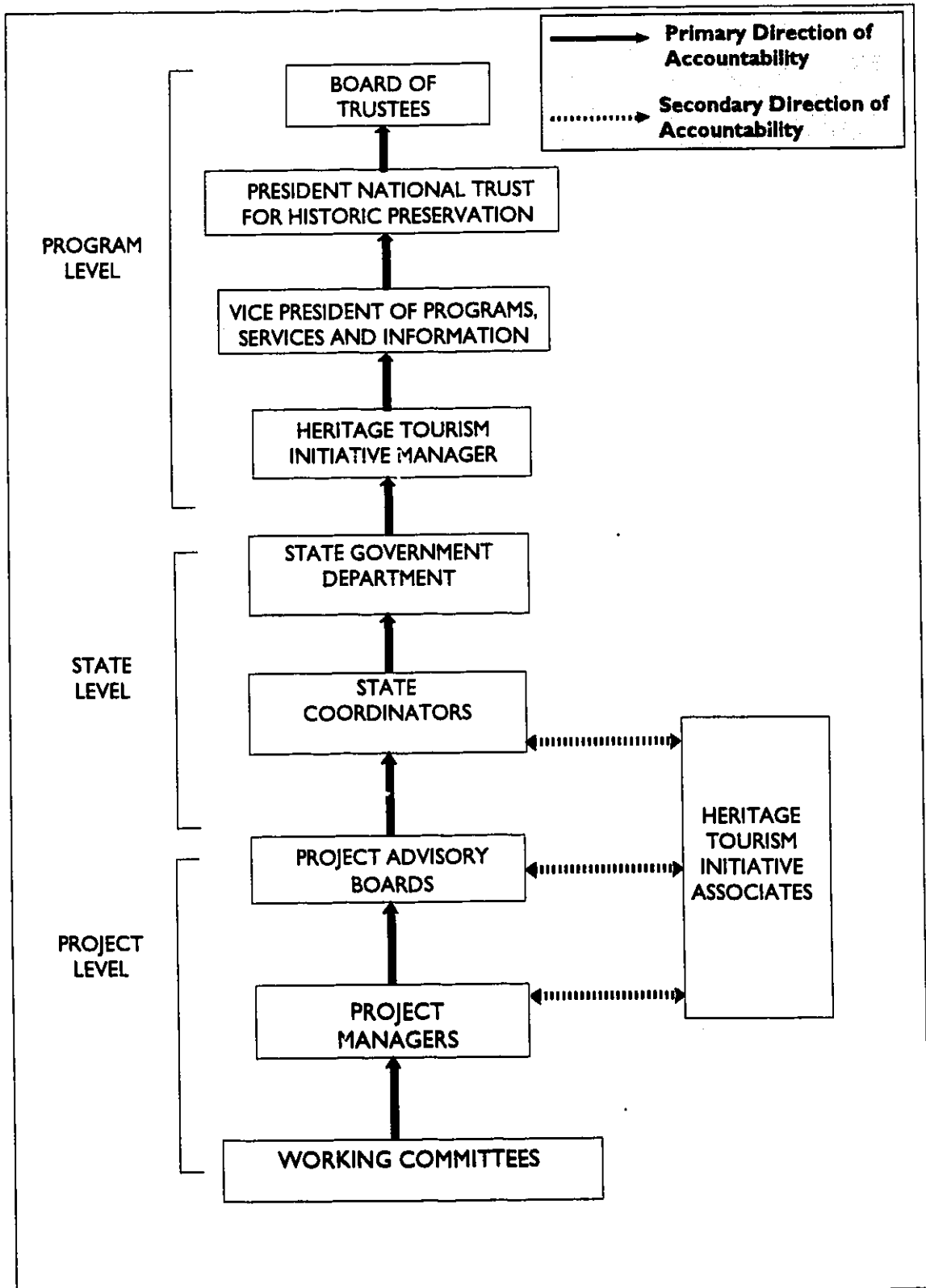
Approval Procedures at Program and Project Levels

The approval procedures used to obtain agreement among national, state and local actors and agencies vary according to the issues of concern and the levels at which the actors and agencies are involved. Much like the Canadian Heritage Regions program, the American program is organized by level, and there are approval procedures within and between levels. Unlike the Heritage Regions program which operates at the program and project levels, the Heritage Tourism program involves the program, State and project levels of decision making.

At the program level, the approval procedure is relatively straight forward (Figure 8.2). The body ultimately accountable for all actions of the National Trust is its Board of Trustees. The responsibility for overall Trust administration is vested in the President. The Vice-President of Programs, Services and Information is accountable to the President for all matters pertaining to special programs, such as the Heritage Tourism Initiative program.

Figure 8.2

ACCOUNTABILITY PROCESS WITHIN THE HERITAGE TOURISM INITIATIVE PROGRAM



Under the direction of the Vice-President, the Heritage Tourism Initiative Manager supervises all matters pertaining to program planning, organization, implementation and funding. The Manager also negotiates and coordinates the contractual agreements made with the supporting actors and agencies involved at the program level and directs the activities of the program staff (Hargrove, 1991, Personal Communications). Matters beyond the authority of the Heritage Tourism Initiative Manager are referred to the Vice-President for approval, and they can move subsequently upward through the organization, if necessary.

State government departments provide the second tier in the implementation structure of the Heritage Tourism Initiative program (Figure 8.2). Each of the four States participating in the program contracts with the National Trust for program services through a sponsoring department, such as the Texas Department of Commerce, the Tennessee Department of Tourist Development, the Wisconsin Department of Development and the Indiana Department of Commerce. The services contract stipulates the terms and conditions specific to funding, program services and State responsibilities. Among these responsibilities is the appointment of a State Coordinator to administer the program from a State perspective. Each Coordinator is accountable to a designate in the sponsor State Department and should a matter pertaining to the contract arise, the State Department deals directly with the Heritage Tourism Initiative Manager. The terms and conditions of the contracts for services between the program and the States guide the decision-making jurisdiction of the two levels.

The third tier involved in program implementation is the project level (Figure 8.2). The project regions are selected by the sponsoring State Departments and a project Advisory Board is established in each successful region. The Board is the signatory of a contract of commitment to the program approach with the State and it is accountable to the State Coordinator. The Advisory Board, composed of regional representatives, is charged with establishing the goals, objectives and priorities for the project in accordance with the conditions of the contract. The Board, in consultation with the State Coordinator, also hires a Project Manager to administer the day-to-day activities of the project. The Project Manager is directly accountable to the Advisory Board and approval of all local actions must be granted by the Board. Initiatives undertaken with supporting actors and agencies gain approval from the Advisory Board and where required formal contractual agreements are established.

Operating on the periphery of the State and project levels are two Heritage Tourism Initiative Associates (Figure 8.2). They are hired by and are under the direction of the Heritage Tourism Initiative Manager. Each Associate is responsible for eight projects. They act as intermediaries between the program level and the State and project levels. Their responsibilities include advising on project level activity selection, securing appropriate technical assistance, and providing general guidance to the projects and States on behalf of the program (Hargrove, 1991, Personal Communications). However, due to the approval procedures established by contractual agreements, the State Coordinators, Project Advisory Boards and the Projects Managers are not directly accountable to the Program Associates. The consequence of this arrangement is that the actual Heritage Tourism Initiative program staff has little, if any, direct leverage to encourage the project areas to respond to requests, fulfil obligations, participate in program activities or to control the quality of the project (Hargrove, 1991, Personal Communications). Hargrove (1991, Personal Communications) explained that the tiered approach to program implementation was designed to encourage future State program control and eventual independence from the National Trust. The only formal link between the program level and the project level is through the State office which entered into a contract for services with the National Trust. The effectiveness of program implementation, is therefore, vested with the State Coordinators, the Project Managers and the Advisory Boards.

Similar to the Canadian Heritage Regions program, the Heritage Tourism Initiative program is to be commended for encouraging State and local involvement. The program appears firmly rooted in heritage principles as community understanding and mobilization are viewed as the bases of social, economic, political and ecological enhancements (Figure 2.2). The program also encourages several of the decision-making strategies associated with sustainable development (local consultation, the integration of diverse interests and responsiveness to local concerns) (Table 3.7). Unfortunately, the additional State tiers distance the program from the projects and increases the potential for the projects to deviate from the program intent. It also increases the bureaucracy through which certain issues must pass for approval and adds to the possibility of conflict.

Monitoring Procedures at Program and Project Levels

Hargrove (1991, Personal Communications) reports in a survey response that internal program level activities are tracked and monitored through monthly reports

provided by the Heritage Tourism Initiative Manager to the Vice-President of Programs, Services and Information of the National Trust for Historic Preservation. Information and data for these reports are compiled from the submissions of individual Project Managers, the Program Associates and the State Coordinators. Financial affairs, training, technical assistance and project activities are tracked.

Monitoring of project activities is carried out on a formal and an informal basis. The formal monitoring process is guided by an activity monitoring report established by the program and designed to be completed by the Project Managers (Figure 8.3). The key components of the report mirror the organizational approach for project development (Table 7.4). The components include preservation, tourism, economic development, and organizational strength. The elements within each component are designed to show positive or negative change. However, similar to the Canadian case, comprehensive baseline information was not collected prior to the start of the projects. Therefore, it is difficult to determine the true impact of the project. The projects also monitor project implementation through annual or bi-annual comparisons of activities with established objectives or milestones set out in the project work plans (Holguin, 1991, Personal Communications; Sears, 1991, Personal Communications). The production of a work plan and the definition of measurable objectives are not mandatory requirements from State or central program offices and no procedure is in place to assist the projects with this task. On an informal basis, project monitoring occurs through regular communication between the Advisory Boards and Project Managers and general observation by the Project Managers.

Status of Program and Project Level Components

The Heritage Tourism Initiative program considers philosophy and organizational support to be most advanced. In the case of the former, Hargrove (1991, Personal Communications) explains that the program philosophy of encouraging national, state, local and business partnerships in the preservation and promotion of regional heritage resources is unique in the United States. In the case of the latter, Hargrove (1991, Personal Communications) further explains that the collection of experts identified and available to provide design and marketing assistance to the program and project levels is well developed.

Figure 8.3 HERITAGE TOURISM INITIATIVE PROGRAM ACTIVITY MONITORING REPORT
 (Hargrove 1991, Personal Communications)

Goal #:	Check one ↑ ↓ ↔	Change in \$ or #	Current \$ or #	Comments on Quality of change
<u>Preservation</u>				
Historic Preservation Ordinances				
Historic Preservation Plans				
National Register Listings				
Certified Local Governments				
Buildings Saved				
Interpretive Programs				
<u>Tourism</u>				
Visitor's Centre				
Attractions				
Events				
Collateral Material				
Tours				
Visitations				
<u>Economic Development</u>				
Sales Tax Revenues				
Rent charged per Square Foot				
Hotel Occupancy				
New Jobs				
New Businesses				
<u>Organizational Strength</u>				
# Paid Staff in your Organization				
Your Annual Budget Inc/Decreased				
New Organizations Created				
Existing Organizations Strengthened				
Member Growth				
# of Incorporated Organizations				
# of Voluntary Organizations				

However, Hargrove (1991, Personal Communications) points out that there are three major aspects of program organization and administration which are less advanced. The first is organizational development and follow-up. It is explained in the survey response that administrative procedures such as planning guidelines, report formats and accounting systems are created on an "as needed bases". This "coping problem" has placed considerable strain on a limited personnel. The second problem area is the meagre personnel compliment in relation to the ambitious expectations and the schedule of requirements established by the funding partners and local regions. The third is a fundamental lack of time to think, plan ahead and reflect. Hargrove (1991, Personal Communications) suggests that the time constraints sometimes result in reactive rather than pro-active decisions, and they often inhibit taking full advantage of available opportunities.

There is great variety in the components considered most and least advanced from the project perspective. The components cited by the Project Managers in survey responses as being most mature include local support and commitment to the project, partnership development, heritage resource identification, heritage-based product development, marketing plan development, training and project organization. The components listed by the Project Managers as being least advanced are monitoring, heritage-based product development, local involvement, comprehensive plan development, funding, marketing and promotion, and volunteer committee productivity. The variations and contradictions are due in part to the differing priorities among the project regions. They can also be attributed to the different social and political character of the areas and the fact that an established implementation process is not directly provided to the projects by program management.

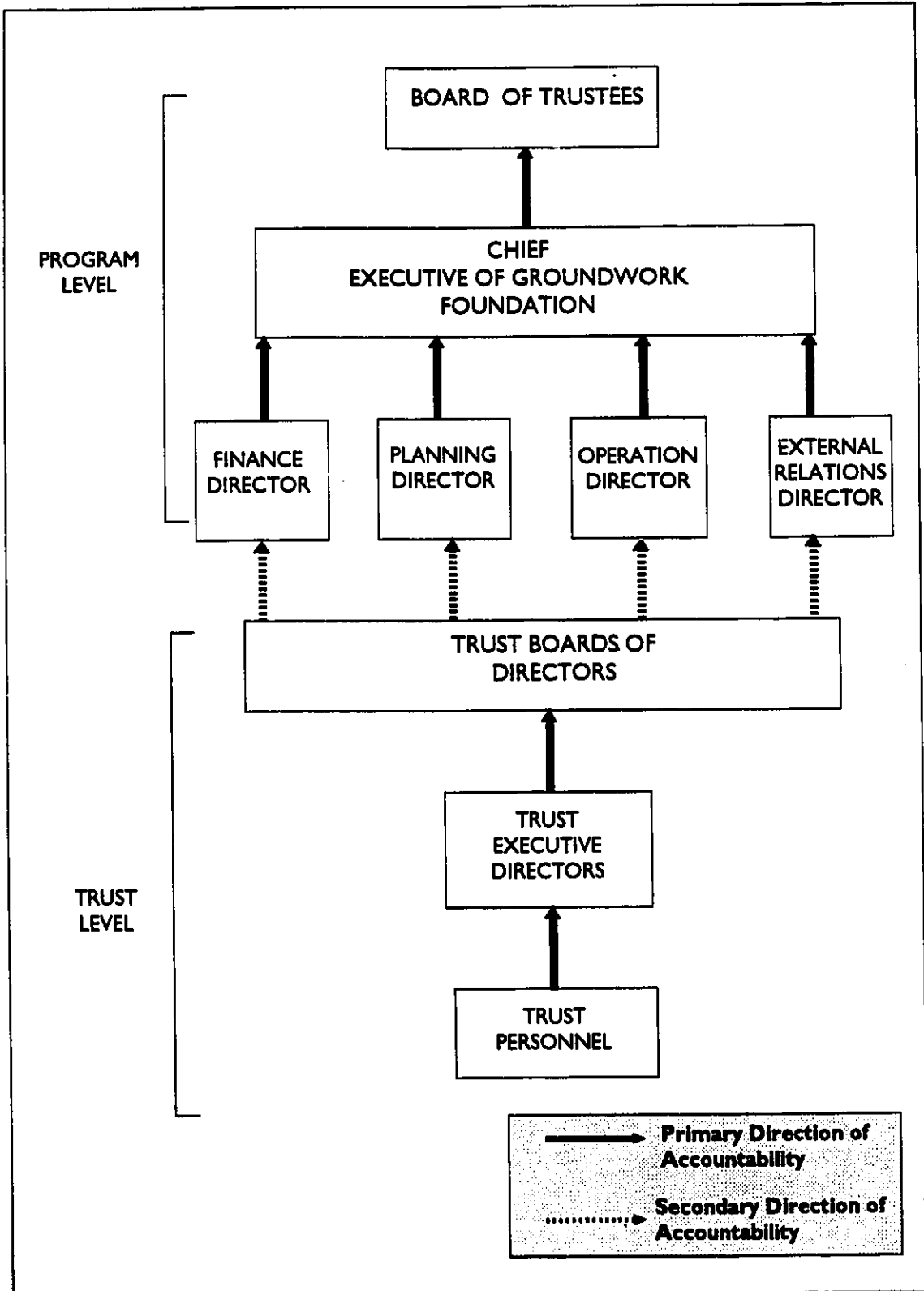
Groundwork Program - United Kingdom

Approval Procedures at Program and Project Levels

The approval procedures used for program level implementation mirror the organizational structure of the Groundwork Foundation within which the program operates (Figure 8.4). A Board of twelve Trustees manages the Foundation and its assets, and is responsible for financial, policy and strategic decisions. The day-to-day operations of the Foundation are administered by the Chief Executive. Functioning under his guidance are the

Figure 8.4

ACCOUNTABILITY PROCESS WITHIN THE GROUNDWORK PROGRAM



Directors of Finance, Planning, Operations and External Relations, and their associated staff. The standard procedure for approval is movement upward through the hierarchy.

The procedures followed to ensure agreement between the supporting agencies and the Groundwork Foundation are based on the terms and conditions of the contractual agreements which are established with the organizations and individuals concerned. Because the Foundation is registered under the Companies Act as a Company Limited by Guarantee and as a Charity with the Charity Commissioners, many of the procedures guiding the relationships with external or supporting actors and agencies are determined by associated regulations. For example, as a charity all initiatives must promote a public good or benefit which is recognized by the courts, and funding received from outside sources must be applied solely to the purposes of the charity.

The Trusts, which combine to form the Groundwork network, are also incorporated registered "Companies Limited by Guarantee" as well as registered charities. Therefore, they operate as autonomous organizations within a general framework developed by the Groundwork Foundation (Figure 8.4). Once established, the committee which submitted the application either becomes the Board of Directors for the Trust or a new Board is created. This Board of Directors is responsible for the policies, programs and finances of the Trust, and for ensuring that the terms and conditions of the Memorandum and Articles of Association developed by the Foundation and agreed upon by the participating region, are followed. The Board is also responsible for hiring and supervising the Trust Executive Director or Manager. Directly accountable to the Board, the Trust Manager administers the program on their behalf and supervises the employees of the Trust. In addition to the Memorandum and Articles of Association which stipulate the roles and responsibilities of the Foundation and the Trusts, guidance is also provided by the Groundwork Operating Systems Manual (Groundwork Foundation, 1992). The presence of such a manual distinguishes the Groundwork program from both the Heritage Regions program and the Heritage Tourism program, as neither provides such an aid to the projects under their jurisdiction. The Groundwork manual outlines regulations, procedures and requirements pertaining to matters such as board responsibilities, performance review, nature conservation policy, financial management and governance. It also clearly explains the organization and contents of the annual business plan the Trusts prepare. These business plans guide Trust operations and activities and must receive the approval of both the Trust Board of Directors and the Groundwork Foundation. Agreement between the Trust and supporting actors and agencies is ensured through contracts or letters of agreement outlining specific conditions

and responsibilities. On a less formal basis, relations with other supporting actors and agencies are maintained through periodic liaison meetings.

Monitoring Procedures at Program and Project Levels

The Groundwork network undertakes monitoring at the national and local levels in a more detailed fashion than either the Heritage Regions Program or the Heritage Tourism Initiative program. Annual financial audits of the Foundation as well as all Trusts are conducted by chartered accountants. The corporate strategy of the Groundwork program is also reviewed by the Board of Trustees for the Foundation and the Trust business plans are reviewed and approved annually by the Foundation. In addition, the operation of each Trust is examined in detail every two years by the Groundwork Foundation following an established planning and review process. Further, information reports prepared by the Foundation for the major supporting agencies such as the Department of the Environment also serve as a form of monitoring.

The comprehensive monitoring is facilitated by a response "Model" established by the Foundation (Table 8.1). As stipulated in the Articles of Association, each Trust must conduct a quarterly assessment of its activities based on the constituent elements of the Model. The main elements included are: Environmental improvements; Partnership with other organizations; Involvement with local residents; Work and job creation; and Public awareness, education and training (Greater Nottingham Groundwork Trust, 1991). The completion of the response Model requires that the Trusts maintain meticulous records and devote a great deal of staff time. Although much more extensive than the Heritage Tourism Initiative activity report, the primary focus of the Groundwork model is also on achievements and activities.

While the monitoring Model's elements have denoted useful information in the past, the Foundation has recognized that it is appropriate that the elements be reviewed, assessed and adjusted to respond to the changing needs of Groundwork's business and its partners' requirements (Groundwork Foundation, 1991). The Foundation has also recognized that it is not entirely satisfactory to provide a series of achievements without appropriate quality standards being identified and agreed to by all parties. The Foundation is, therefore, in the process of developing quality and good practice statements to help guide performance and set standards for the Trusts. The results of this exercise could well be useful to both the Canadian and American programs.

Table 8.1 GROUNDWORK PROGRAM MONITORING MODEL AND CONSTITUENT ELEMENTS
(Greater Nottingham Trust, 1991)

Environmental Improvements:	Partnerships with other organizations:	Involvement with local residents:	Work and job creation:	Public awareness, education and training:
<ul style="list-style-type: none"> - area of dereliction treated (hectares) - area of woodland managed (hectares) - number of trees planted - boundaries: <ul style="list-style-type: none"> fencing established (metres) fencing managed (m) walls established (m) hedgerow established (m) hedgerow managed (m) - area covered by landscape/conservation measures - footpaths and access stiles and access points constructed (no) - length of footpaths under management (m) - length of footpath improved (m) - floor area of walkways restored and constructed (square metres) - weight of rubbish removed and disposed (kg) - recreation sites: <ul style="list-style-type: none"> area of sites created (ha) area of sites managed (ha) area of hard landscaping carried out (ha) - water courses: <ul style="list-style-type: none"> number of ponds restored length of streams and rivers cleaned (m) area of new water bodies created (square metres) 	<ul style="list-style-type: none"> - number of organizations supporting the Trust - area of private sector land treated (ha) - contribution from private sector sponsors <ul style="list-style-type: none"> cash (£) gifts in kind (£'s value) secondments (£'s value) revenue, sales income (£'s) - Countryside Commission support <ul style="list-style-type: none"> development grant (£'s) section 9 project grants to Trust (£'s) section 9 grants to local authorities - Local Authority support <ul style="list-style-type: none"> - development grants (£'s) - project grants - help in kind - LA spend on DLG - LA spend on Countryside Commission funded projects - total area treated by DLG by LA - total area treated by Countryside Commission projects - total spend generated: <ul style="list-style-type: none"> by Trust by local partnership - total leverage by Trust 	<ul style="list-style-type: none"> - local community management <ul style="list-style-type: none"> - number of sites managed by community groups - number of sites involved (ha) - number of people involved - number of suggestions from residents - involvement of school children <ul style="list-style-type: none"> no. of school projects no. of school children involved - number of people attending trust functions - number of voluntary community organizations supported by the Trust 	<ul style="list-style-type: none"> - value of work undertaken by local contractors (£'s) - no. of volunteers involved - no. of volweeks of activity - staff employed by the Trust: <ul style="list-style-type: none"> core staff contract team other non-MSc - MSc Community Programme <ul style="list-style-type: none"> Trust as sponsor Trust as associate sponsor Trust as task patron - MSc VPP - MSc Charities Experiment - other MSc - Value of MSc contribution <ul style="list-style-type: none"> - CP Trust as sponsor - CP associate sponsor - CP task patron - VPP - Charities experiment - MSc other - no. of MSc staff going into full-time employment - no. of MSc into part-time - no. of MSc into part or full-time training or education - enterprise creation and support <ul style="list-style-type: none"> business training (days) no. of jobs created directly no. of businesses involved 	<ul style="list-style-type: none"> - training activity (days) <ul style="list-style-type: none"> core staff MSc staff other staff volunteers - no. of exhibitions/open days - no. of talks given - no. of people attending talks - no. of published press items - publications <ul style="list-style-type: none"> - no. of titles of guides/books books - no. of guides/books distributed - no. of different posters produced - no. of different items of educational material produced - no. of educational materials distributed - no. of different items of promotional material produced - no. of items of promotional material distributed - provision of public information facilities no. of signs erected no. of display panels erected - no. of guided walks held no. of people attending these walks - no. of school visits made no. of school children reached - tourism <ul style="list-style-type: none"> no. of tourist bed spaces set no. of tourist bed spaces managed no. of tourist information centres serviced

Status of Program and Project Level Components

Much of the implementation progress associated with the Groundwork Foundation is related to partnership development. More specifically, the program has been successful in implementing an action-centred network based on partnerships between organizations and economic sectors at the national and local levels. The program is also advanced in implementing an integrated approach to environmental management and community development. It is based on activities which combine urban regeneration, environmental education and community development in practical projects and actions designed to produce greater awareness in companies and communities of the importance of environmental care. Further, the Foundation has devised a solid general framework to guide the Trusts which make up the Groundwork network. The framework provides the basic operating structure and procedures but, allows the local Trusts to set their own tone and priorities. Carley and Christie (1993) suggest that through funding and policy development Groundwork has created a fruitful blend of 'top-down' and 'bottom-up' approaches to environmental management. Groundwork has also created or earned the support of the central government as well as local government and business which has significantly advanced the implementation of the program.

Despite these advances, improvements are viewed as necessary in several areas (Groundwork Foundation, 1991). First among these is the need for improvements to the current monitoring procedures and the development of an appropriate evaluation method for the program and the Trusts. Improvements in business and financial systems management are also needed to further the progress of program implementation. In addition, greater efforts to secure additional financial resources and to expand the realm of partnership should be made.

The components considered to be most advanced from a Trust perspective relate primarily to environmental improvement, public support and involvement, recreation and leisure opportunity provision, fund raising and providing design assistance. The components considered least advanced in terms of implementation at the Trust level include raising public

awareness of environmental issues, publicity and promotion and securing adequate financial resources.

Summary

The approval procedures used to obtain agreement among the actors and agencies involved with the Heritage Regions, the Heritage Tourism Initiative and the Groundwork programs are a direct reflection of the organizational structures of the three programs and the management policies which accompany the structures. At the national level of all three programs, the approval procedures utilized by the core actors is relatively straight forward and follows the established chain of command within the organizations. Similarly, at the local or project level the approval procedures follow the Advisory Board/staff hierarchy. Approval procedures between supporting actors and agencies and the program and project levels is guided by formal or contractual agreements.

The major difference among the three programs appears in relation to the organizational structures which link the local or project levels with the national or program levels and the policies and procedures which regulate the linkage. The Heritage Regions program has established a dual approval procedure by contracting with both the local region through a Project Advisory Board and the Project Manager. However, it does not have clear procedural guidelines which stipulate the powers and responsibilities of the Project Manager and the Project Advisory Board. This structure reduces the accountability of the Project Manager to the local Board and clouds the approval procedure. The Heritage Tourism Initiative program has introduced the State level between the program and project levels. The Heritage Tourism Initiative program contracts for service with a State government agency which in turn appoints a State Coordinator to administer the activities and actions at the local level. This arrangement eliminates direct contact between the program and the projects thereby effectively cutting off program level control. On the other hand, the Groundwork program has established a clear organizational structure at both the national and local levels. The structure is also supported by detailed procedural systems which pertain to all aspects of program implementation, including approval procedures.

The monitoring systems utilized by the programs vary and none of the programs are entirely satisfied with their monitoring vehicles. Project level reports are the primary means of monitoring used by the Heritage Regions program. The Heritage Tourism Initiative

program also relies on an extensive series of reports however, it has developed indicators intended to monitor project level activities. The Groundwork program has the most advanced monitoring procedures of the three programs although, it also relies heavily on Trust generated activity and achievement reports. Missing from the three programs are quality and administration standards which, in combination with achievements, would produce a more balanced monitoring system. Also absent is any clear evidence of an evaluation process.

Survey responses from the Heritage Regions, the Heritage Tourism and the Groundwork program managers indicate that the most advanced program components are considered to be related to philosophy and organization. The three programs view the community-based approach of working in partnership with all sectors for environmental, social, cultural and economic revitalization to be key to their continuation and relative success. In other words, basing the programs on the fundamental tenets of heritage and sustainable development has produced a workable model for community sustainability. The components put forward by the program managers, as requiring greater attention are operational in nature and include training, financial security, management systems and monitoring procedures. At the project level, implementation progress reflects the development stage of the respective programs. For example, the components considered most advanced by the project managers involved with the Canadian and American programs relate to project organization, and include heritage resource identification, marketing plan development and local support and participation. The components considered most advanced by the Groundwork Trust managers, on the other hand, are related more to accomplishments, and this response reflects more mature program status. The Trust managers list such components as environmental improvements, design assistance, public involvement and fund raising as advanced. The Heritage Regions and the Heritage Tourism Initiative project managers include components such as training, monitoring procedures and volunteer productivity as least advanced, while the Groundwork Trust managers included raising public environmental awareness and publicity and promotion as areas requiring further attention. All projects cited funding support as least advanced. Financial security is a constant challenge regardless of the length of time a project has been established.

Several pertinent messages stem from the review of program implementation processes. Among these is the value of clearly established organizational structures and procedures to support implementation. Neither the Heritage Regions nor the Heritage Tourism Initiative programs have clearly defined organizational/accountability

structures to link the program and project levels or detailed procedural systems to guide implementation. This lack of clarity may be due to the youthfulness of the initiatives or it may be due to a less than adequate program conceptualization process. The Heritage Regions program developed its guiding philosophy from international experiences, and adequate consideration may not have been given to the "fine-tuning" of management on a program by program basis. The Heritage Tourism Initiative program, on the other hand, was based on domestic experiences, although none of the other programs under the auspices of the National Trust for Historic Preservation are comparable or possess transferable processes and procedures. In contrast, the Groundwork program, which has the more detailed organizational structure, emerged from an experimental initiative of a government agency, the Countryside Commission. It possesses a rich legacy of experience.

The most obvious message to emerge from the implementation analysis is the need for evaluation and evaluation processes. While program and project managers appear cognizant of the need, evaluation is absent in both planning and implementation. This absence not only raises questions concerning claims of program and project success and failure but, it also hampers program growth and improvement.

CHAPTER IX

HERITAGE-BASED PROGRAMS : GENERAL GUIDES AND PRINCIPLES

Introduction

This chapter has one purpose. It is to describe and analyse the general guides and principles that underlie the Heritage Regions, Heritage Tourism Initiative and the Groundwork programs. More specifically, it tests the philosophical, structural and procedural elements in these programs for heritage and sustainable development sensitivity. The results of this testing are expressed in tabular form as fundamental guides and principles, and strengths and weaknesses of the program and project levels. These qualities have been largely identified by the program managers themselves.

The discussion is organized according to three survey questions (Tables 3.4 and 3.5). First, what conditions appear to be fundamental to success at both the program and project levels? Second, what are the major strengths of program and project level design and implementation? Third, what are the major weaknesses of program and project level design and implementation? The responses were, therefore, the primary source of information for discussion and analysis, and annual reports and program publications were reviewed for supplementary information.

Heritage Regions Program - Canada

Fundamentals of Success at Program and Project Levels

Leblanc (1991, Personal Communications) a Vice-President of Heritage Canada, cites two conditions as being fundamental to the success of the Heritage Regions program (Table 9.1). The first is Heritage Canada's willingness to commit financial support and technical assistance to the program. Approximately fifteen per cent of the program operating budget is contributed by the Heritage Canada Foundation (Leblanc, 1991, Personal Communications). The second condition is the network of community-based projects across Canada in which

Table 9.1 CHARACTERISTICS OF THE HERITAGE REGIONS PROGRAM

	PROGRAM LEVEL	PROJECT LEVEL
FUNDAMENTAL GUIDES AND PRINCIPLES	<ul style="list-style-type: none"> 1) Heritage Canada's commitment 2) Project network 	<ul style="list-style-type: none"> 1) A region uniqueness 2) Resident recognition of uniqueness 3) Local commitment to project 4) Adequate funding 5) Full-time project manager and office 6) Support for program approach 7) Participation in national network
DOMINANT STRENGTHS	<ul style="list-style-type: none"> 1) National scope of program 2) Affiliation with Heritage Canada Foundation 3) Support and availability of expertise 4) Practical approach for regional revitalization 	<ul style="list-style-type: none"> 1) Resident participation 2) Full-time project manager 3) Local natural and cultural resources
DOMINANT WEAKNESSES	<ul style="list-style-type: none"> 1) Lack of Federal government involvement 2) Lack of adequate funding 	<ul style="list-style-type: none"> 1) Lack of widespread involvement of local residents 2) Lack adequate funding 3) Lack of support from local government 4) Lack of support from local organizations 5) Lack of volunteer participants and difficulty with retaining volunteers

local residents manage their heritage resources for regional revitalization through partnership and cooperation.

At the project level, seven fundamental conditions emerge as a recipe for project success according to the survey response provided by Leblanc (1991, Personal Communications). The first is the selection of a region that is unique and the second is the selection of a region that is considered unique by the residents. In this context uniqueness is determined by the mix of natural, built and cultural resources. For example, the uniqueness of the Lanark County project region emerges from its blend of rolling landscape, agricultural and milling heritage and abundance of stone and brick structures. Leblanc (1991, Personal Communications) explains in the survey response that the recognition of an area's uniqueness by the residents is considered important because this awareness spurs them to take pride in the region and to become involved in decisions that will effect it. This is the very essence of heritage appreciation and it leads to an understanding of context, to community mobilization and on to the maintenance of economic, political, social and environmental foundations of the community (Figure 2.2).

Other conditions considered fundamental to project success by Leblanc (1991, Personal Communications), include local support for the basic program philosophy and approach, and resident commitment to, and involvement in, the project and its activities. The concern for broad-based public involvement and support, and the program approach which encourages residents to identify and manage their natural and cultural resources in a manner appropriate to their region, mirror several of the values and strategies underlying the notion of sustainable development (Tables 3.7 and 3.8). Examples include such elements as ethical and ecologically appropriate development, culturally appropriate development, and participatory and consultative decision-making.

The remaining conditions considered as fundamental to project success are organizational requirements. Adequate funding is the first of these, and it is suggested in the survey response that financial support should not only come from the project region itself, but from various project partners such as federal and provincial government departments as well as from the corporate sector (Leblanc, 1991, Personal Communications). A full-time Project Manager and a visible project office are also viewed as important. Finally, active participation in the project network is thought to contribute to project success through the exchange of information, experiences and partnership development.

Program and Project Level Strengths

Several major strengths of the Heritage Regions program have been identified (Leblanc 1991, Personal Communications). The first of these is the national scope of the program. The coast-to-coast base of the program provides the opportunity for regions across Canada to become part of the project network. The national focus also provides the potential for projects to become involved in nationally based cooperative marketing ventures. In addition, as an initiative of the Heritage Canada Foundation which is a national organization recognized for its work in heritage conservation and its successes with the Main Street program, the credibility of the Heritage Regions program is enhanced. This increases the potential of the program to secure funding support and develop partnerships with government departments and agencies and with business and industry.

The third major strength is the experience and expertise the program can offer the regions in the network. Heritage Canada has over two decades of experience with heritage conservation in Canada and this experience and the expertise of the staff are at the disposal of the projects. Concomitantly, Heritage Canada maintains affiliations with consultants and practitioners, in the areas such as community development, architectural restoration, resource protection, heritage conservation, tourism development and marketing, who may be called upon to provide assistance. In addition, four distinct regions in Canada have now implemented the Heritage Regions model. Therefore, the program offers a tested and evolving process to network members. It also provides the potential for positive spill over effects into other community project initiatives.

According to Leblanc, (1991, Personal Communications) the fourth strength of the program is the seven-point approach developed as a project guide (Table 7.1). The approach elements are considered fundamental to successful design and implementation. The elements are organization, heritage resources identification and protection, education and training, economic development, design, marketing, and monitoring and evaluation. They are used repeatedly by the projects for various purposes. For example, volunteer working committee organization, Project Managers' reports and project monitoring are structured around the first six elements.

At the project level, the identified strengths are closely associated with exogenous forces and conditions. Interestingly, the Project Managers do not cite affiliation with the Heritage

Canada Foundation as a strength despite the suggestion to this effect by program management. The most strongly supported project strengths are the local residents who participate in the project (Bilsbarrow, 1991, Personal Communications; Wood, 1991, Personal Communications). These volunteer participants form the regions' Advisory Boards and as such set the project tone and direction. They also undertake much of the work done in the regions through committee involvement. In addition, they heighten the understanding and awareness of local residents by being project ambassadors. Further, their involvement with other community organizations and agencies helps instill a heritage value system which eventually permeates many other local environmental decisions. The cumulative effect of this activity is increased capacity of the participating communities to manage their own affairs because domestic expertise is evolving.

Another identified project level strength is the presence of a full-time project manager in each region (Bilsbarrow, 1991, Personal Communications; Wood, 1991, Personal Communications). A manager is considered necessary to ensure project continuity and to coordinate local volunteer actions and activities. This position also serves as a role model for future local initiatives. A further recognized strength is the ledger of natural and cultural resources of each project region (Leblanc, 1991, Personal Communications). These resources are considered important because they form the foundation of the approach and the basis for revitalization. For example, the Lanark project has developed a festival and several products around the maple syrup heritage of the region. The premise is that once local residents become aware of the value and uniqueness of their resources they will be encouraged to seek ways of protecting them and using them in a wise manner.

Program and Project Level Weaknesses

The major weakness or greatest challenge, as the survey respondent chose to call it, is the investment necessary to induce government involvement at both the program and project levels. More specifically, at the program level, the challenge is to encourage government to become involved through the commitment of funds. Leblanc (1991, Personal Communications) points out that there are two reasons for this hesitancy or reserve. The first reason relates to the fact that the Heritage Regions program crosses several departmental boundaries. It is difficult to convince agencies to commit funds to any initiative that can be claimed by other agencies. It is a classic example of a "turf war" or jurisdictional

and operational jealousy. The second reason for federal and provincial governments' reluctance is their preference to commit funds for a maximum of three years. This schedule is consistent with budgeting practices and election timing. Project level planning, however, is generally done in five year intervals and therefore, does not fit the preferred mold.

At the project level, financial support is also considered one of the major weaknesses (Peckett, 1991, Personal Communications; Wood, 1991, Personal Communications). For reasons similar to the program level, government funding is difficult to obtain and the youthfulness of the projects and their purpose contribute to the reluctance of business and industry to commit financial resources. Lack of widespread local involvement on the part of residents, voluntary organizations and government is a further weakness in project implementation (Peckett, 1991, Personal Communications; Wood, 1991, Personal Communications). This is attributed, in part, to the novelty of the project approach and the associated uncertainty of its success or longevity. The lack of support and involvement has, in turn, resulted in difficulty recruiting and retaining volunteer participants. This is considered an additional project weakness because the projects rely on volunteer assistance in designing and implementing goals and objectives (Wood, 1991, Personal Communications). Therefore, although volunteer involvement is considered to be a strength of the project approach, when the level of involvement is low it can also become a weakness.

Heritage Tourism Initiative Program - United States

Fundamentals of Success at Program and Project Levels

The one condition, considered by the Program Manager, to be fundamental to success at the program level is enthusiastic, responsible and dedicated personnel (Table 9.2). Hargrove (1991, Personal Communications) points out that personnel committed to the underlying philosophy and goals are essential. It is suggested that this human resource foundation facilitates the building of other components, such as funding and organization structure. It also helps produce the tangible results required for funding continuance and network development.

At the project level, there are several conditions considered by the Project Managers to be fundamental to success. Similar to the Canadian projects, the first factor influencing

Table 9.2 CHARACTERISTICS OF THE HERITAGE TOURISM INITIATIVE PROGRAM

	PROGRAM LEVEL	PROJECT LEVEL
FUNDAMENTAL GUIDES AND PRINCIPLES	<ul style="list-style-type: none"> 1) Enthusiastic, responsible and dedicated personnel 	<ul style="list-style-type: none"> 1) Committed staff and volunteers 2) Solid local support 3) Clear focus and strategic plans 4) Regional awareness
DOMINANT STRENGTHS	<ul style="list-style-type: none"> 1) Comprehensive national program approach 	<ul style="list-style-type: none"> 1) Committed volunteer involvement 2) Affiliation with National Trust for Historic Preservation 3) Strong local Advisory Board 4) Full-time project manager
DOMINANT WEAKNESSES	<ul style="list-style-type: none"> 1) Lack of quick and visible results 2) Lack of program reputation 3) Lack of adequate personnel complement 	<ul style="list-style-type: none"> 1) Lack of local awareness and widespread involvement 2) Lack of government and corporate advocacy 3) Lack of experience in implementing of new program with a new organization 4) Lack of standard practice instructions 5) Lack of funding 6) Lack of scope so as to reduce overly ambitious undertakings 7) Lack of permanent employees and over reliance on volunteers

project success is committed staff and volunteers. These are the people who provide project leadership and serve to motivate others in the region to become involved. They also establish the vision for the project region and translate that vision into tangible actions and activities. The second condition for success is solid local support. This includes local and state financial support, resident awareness of the project and support of the concept, resident involvement as committee volunteers, business financial support, and the cooperation and involvement of local voluntary organizations with related agendas. A clear mission, objectives and an implementation strategy are also considered fundamental to success within a region. The final condition identified by the majority of the project managers is a good understanding of the people and resources within a project area. In other words, a regional awareness is an asset in helping the project reach its potential.

Program and Project Level Strengths

The major strength of the Heritage Tourism Initiative program, identified by the Program Manager, is the program's comprehensive approach. Hargrove (1991, Personal Communications) explains that the approach envelopes all elements of heritage-based tourism development. She points out that it involves not only marketing and preservation, but also attention to hospitality training, research, development of visitor services, protection, quality control, tour development, signage and retailing. Hargrove (1991:7, Personal Communications) states that the approach involves "all the components that provide visitors a travel experience where reality meets perception, the resources are preserved and protected, residents' quality of life is enhanced and, economic life infused into an area". Similar to the Heritage Regions program, this basic premise follows the progression associated with the principles of heritage (Figure 2.2). These include movement from understanding community context, to mobilization of community and on to maintenance of community foundations.

There are several major project strengths from the perspective of the Heritage Tourism Initiative Project Managers. Like the Canadian projects, the most common project strength identified is committed volunteer involvement. The general view is that developing a solid base of volunteers is a major regional investment. It is also vital to the growth and development of a project because the local Advisory Board is composed of volunteers. The Board is charged with establishing project direction, is central to project implementation and provides guidance to the Project Manager. Therefore, in regions with strong and

effective Advisory Boards, the Boards are considered a major strength. Also similar to the Canadian Project Managers, the Heritage Tourism Initiative Project Managers consider full-time, on-site management mandatory for successful project design and implementation. The presence of a manager is viewed as absolutely necessary to coordinate local action and to provide project stability and continuity.

Unlike the Heritage Regions Project Managers, the American Project Managers consider their program affiliation to be a major strength in project implementation. The program is a creation of the National Trust for Historic Preservation which is a visible and well respected national organization. This association is seen as an asset, not only due to the increased recognition given to the participating regions, but because it improves access to technical assistance from the National Trust and outside consultants. The reputation of the National Trust is also thought to contribute to the projects' ability to access State agency funding and support.

Program and Project Level Weaknesses

According to the Program Manager the main weakness at the program level is "trying to be too much to too many" (Hargrove, 1991 Personal Communications). She explains that this condition is precipitated by several factors. The first is the need to produce results quickly to both attract new funding and to help justify the continuation of existing funding. The implication is that the search for funding is a driving force behind the program and it is often to the detriment of program planning and implementation. An additional factor is the youthfulness of the Heritage Tourism Initiative program. Because the program is relatively new, more time and energy is needed to garner support and funding than would otherwise be required by an established program. This further restricts the time available for program planning and places an added burden on the limited number of program personnel. The small staff complement available to carry out the ambitious schedule of activities associated with the planning and implementation of a new and growing program also contributes to the challenges of program implementation.

At the project level, several major weaknesses are identified by the thirteen Project Manager respondents. Many of these weaknesses parallel those identified by the Heritage Regions Project Managers. For example, inadequate financial support is a shared concern among all projects. In addition, lack of local awareness about the project and its intent is

considered common. This lack of awareness translates into limited local involvement and support for the project which hampers both its activities and its fund raising capabilities. An additional weakness is the meagre level of government and corporate sector project support. The absence of support is considered a hindrance in obtaining funding and in accessing services, such as project promotion and technical assistance. The Heritage Tourism Initiative Project Managers also consider the heavy reliance on volunteers a weakness. Unlike the Canadian Project Managers who viewed difficulty in volunteer recruitment a challenge, the American Project Managers cited volunteer reliability, continuity and fatigue as serious obstacles.

Other project weaknesses identified by the Heritage Tourism Initiative Project Managers, not included in the comments of the Canadian Project Managers, pertain to the challenges of implementing a new program. The first of these is lack of experience with creating a new organization and initiating a new program approach simultaneously. It is the general opinion that the complex combination of management responsibilities is very time consuming to master and the required commitments reduces dramatically the energy needed for the more visible initiatives in the project regions. The over ambitious goals and objectives set by some project regions are also seen as weakening project implementation. The formulation of expectation guidelines, procedural systems and standard practice instructions are suggested as necessary adjustments.

Groundwork Program - United Kingdom

Fundamentals of Success at Program and Project Levels

From a program management perspective, Isles (1992, Personal Communications) identified the solid reputation and established track record of the Groundwork Foundation as fundamental to success (Table 9.3). Groundwork is widely regarded as an effective organization in the field of community-based environmental management. In fact, Groundwork has been identified by the British Department of the Environment as a key mechanism for the delivery of environmental policies in Britain. This reputation is due in part to the sound management practices developed and followed by the Foundation and the networks of local Trusts which operate under the Groundwork banner. For example, Trusts operate within program established guidelines and procedures and partnership agreements are aimed at producing mutual

Table 9.3 CHARACTERISTICS OF THE GROUNDWORK PROGRAM

	PROGRAM LEVEL	PROJECT LEVEL
FUNDAMENTAL GUIDES AND PRINCIPLES	<ol style="list-style-type: none"> 1) Solid reputation and established record 2) Multi-sector support 3) Sound management practices 4) Trust cooperation 5) Flexibility of approach 	<ol style="list-style-type: none"> 1) Maintaining a level of excellence 2) Clear project goals 3) Adequate human and financial resources 4) Clear understanding of roles within a partnership 5) Commitment from all sectors of the community 6) Sensitivity to local needs
DOMINANT STRENGTHS	<ol style="list-style-type: none"> 1) Multi-sector partnerships 2) Non-threatening to other voluntary sector interests 3) Non-confrontational approach to business and industry 4) Long-term commitment to increasing awareness of the need for sustainable environmental management 	<ol style="list-style-type: none"> 1) Ability to work with and across all sectors of the community 2) Partnership approach 3) Charitable company status 4) Local government support 5) Flexibility of approach
DOMINANT WEAKNESSES	<ol style="list-style-type: none"> 1) Lack of long-term commitment of funds 2) Lack of monitoring and evaluation methods 3) Lack of network expansion plan 	<ol style="list-style-type: none"> 1) Lack of adequate funding 2) Lack of influence due to small size 3) Lack of adequate personnel complement

benefits. Further, the establishment of new Trusts is based on careful preparation of both area expectations and action plans.

The multi-sector support derived through partnerships is an additional factor in the success of the program. Groundwork brings together companies, public agencies and community groups in partnership ventures. In this way the program encourages cooperation and coordination among the key actors and agencies and facilitates the exchange of information with a view to developing practical solutions.

A further integral component of program success is the network of Trusts established throughout the United Kingdom. The Trusts operate autonomously within the broad framework for development set out by the Foundation. This arrangement provides the means of sharing good practice throughout the network while leaving flexibility for local initiatives. Flexibility at the national and local levels is considered a further condition fundamental to the success of the Groundwork approach. It is demonstrated in the development of partnerships with a wide variety of business and voluntary organizations, in the creation of thematic programs for natural and cultural resource protection and enhancement, and in the activities of the local Trusts.

At the Trust level, maintaining a level of excellence in service and in partnership relationships is a condition considered key to success among the Groundwork Trust Managers. This feature is recognized as the best way to ensure continued community involvement and funding support, and to gain a reputation as a quality organization. The Groundwork Trusts also consider the commitment from all sectors of a community such as business, government and voluntary organizations to be fundamental to their success. The provision of adequate human and financial resources is another important aspect. In addition, the Trust Managers consider the identification of clear goals and priorities a positive contributing factor as they are critical to planning and action. A thorough understanding of the roles within a partnership is a further attribute for Trust success. Many partnerships are formed with one Trusts, either on a local basis or through the national network, and in order to maintain satisfaction for all concerned the respective roles and responsibilities must be clearly established. An aspect of project level success agreed upon by the Heritage Regions, the Heritage Tourism Initiative and the Groundwork Managers is sensitivity to local needs. Little can be accomplished if the client and resource bases are not understood and appreciated, as this is the basis for well-conceived actions and priorities.

Program and Project Level Strengths

The major strength of the Groundwork program is its partnership approach to creating community action (Isles, 1992, Personal Communications). The Groundwork program forms multi-sector partnerships with communities, voluntary organizations, public authorities and businesses in order to achieve quality, sustainable improvements to the environment. Examples include the Brightsite Campaign formed by Shell UK Limited, the Countryside Commission, the Department of the Environment and Groundwork to improve factory and business sites and the Right Connection program developed by British Telecom and Groundwork to provide funding for architectural conservation projects. The point of the partnerships is to enable the participants to combine ideas, and human and financial resources to bring about improvements that the partners, working separately, could not achieve. The strength of the partnership arrangement stems from Groundwork's non-threatening approach to other voluntary sector groups. Groundwork makes every effort to create partnerships with existing groups for mutual benefit, rather than competing for jurisdiction or funding. An additional Groundwork strength is its non-confrontational approach to business and industry. Groundwork enters into unions with business and industry knowing that benefits must accrue to all members. It does not challenge industry's values, but operates on the premise that through partnership, business and industry will be encouraged to take action on their environmental impact and adopt a more environmental responsible approach in the future. This "environmental rehabilitation" strategy is strengthened by Groundwork's long-term commitment to increasing public awareness of the need for sustainable environmental management. In essence, the Foundation believes public perceptions, attitudes and values will change and public choice in the market place will help to alter any lingering business inertia.

Five major strengths emerge from the Trust level survey responses. The first is the ability to work with and across all sectors of the community. The Groundwork Trusts undertake a wide variety of initiatives which involve all facets of a community. This serves to heighten environmental and project awareness, and increases local project support and involvement. The second strength is the partnership approach. Partnerships are formed at the local or the national level with businesses, government agencies, voluntary organizations and community associations to undertake initiatives, such as urban regeneration, environmental education and community development. This arrangement enables the participants to undertake actions in cooperation and with shared funding. The third

strength is the charitable company status of the Trusts. This status provides an incentive for the provision of donations in the form of funding, technical assistance, materials, and labour. The fourth major strength identified is local government support. All Trusts view this support as important in helping them accomplish specific activities and in improving access to funding and special programs. In addition, it enables the projects to obtain continuous political commitment, and not to have to worry about election years. The fifth strength is the fact that the Trusts are small flexible organizations which enables them to respond quickly to opportunities and local needs.

In review, the conditions considered fundamental to the success of the Groundwork program and the associated strengths indicate a close alignment with the principles of heritage and sustainable development (Figure 2.2 and Table 3.4). Similar to the Canadian Heritage Regions program and the American Heritage Tourism Initiative program, the basic principles underlying the Groundwork program are also the principles of heritage. In other words, the program is built on the principles of understanding context, of mobilization of community and of maintenance of economic, political, social, and environmental foundations. Unlike the Canadian and American programs however, the principles and associated elements of sustainable development are more clearly reflected in the design and implementation of the Groundwork program. For example, the values underlying the program are integration of conservation and development, social self-determination and maintenance of ecological integrity. In addition, the strategies guiding the program are clearly pluralistic, integrative, adaptive and systems oriented.

Program and Project Level Weaknesses

Very few weaknesses were identified for either the program or the project levels by program or Trust managers. However, the program weakness clearly identified is inadequate commitment of capital and program funds. In the absence of such a commitment, long term planning and network expansion are hampered. Ineffective monitoring and evaluation methods are also considered weaknesses. Funding, partnerships, future planning and general support are dependent on associated assessments. A further concern of Groundwork management is related to future growth. While this is not a current weakness, the suggestion by Isles (1992, Personal Communications) is that the potential exists for a weakening of the program if it expands too fast or without proper preparation. The

weaknesses identified by the Trust level managers include the universal problems of inadequate funding and inadequate numbers of staff to accomplish the many potential tasks which present themselves. A related perceived weakness is the limited scope of Trust level influence on national heritage management issues and national and international industry due to the relatively small size of the organizations.

Summary

The influence of program maturity, as just shown, is more pronounced on program and project level characteristics or principles. This is particularly obvious when the characteristics are considered from the perspective of strengths and weaknesses (Table 9.4). At the program level, the major common strengths are the national program focus, the integrated and practical nature of the program approach, and the support of the project network. The more mature Groundwork program expands this common list to include strategic program strengths which it has been able to develop over time. These include multi-sector partnerships, collaboration with other stakeholders such as business and the voluntary sectors and a long term commitment to the program philosophy.

At the project level, the major strengths cited by the Heritage Regions, and the Heritage Tourism Initiative projects are indicative of their early stage of development. The dominant strengths of these projects are committed resident involvement, paid project personnel, affiliation with a national organization and a local resource base upon which to build. The Groundwork program, in contrast, identifies strengths indicative of a more mature organization. These include integrated community involvement, multi-sector partnerships, charitable status of the projects, flexibility of approach and local government support.

The major weakness identified by all programs and projects is inadequate funding. This situation is common throughout the heritage conservation movement and, indeed, affects all social and community programs in Canada and elsewhere. Lack of a proven track record is also identified as a major weakness by both the Heritage Regions and the Heritage Tourism Initiative programs. Although the parent organizations of each of these programs have been successful with other initiatives such as their Main Street program, these regional programs are new to both the Heritage Canada Foundation and the United States National Trust for Historic Preservation. The Canadian and American programs also do not have the support of a national government department to add to program credibility, as is the case for the Groundwork program. The more established Groundwork program has moved past the concern for developing a track record and is concerned

Table 9.4 AMALGAMATION OF HERITAGE-BASED PROGRAM GUIDES AND PRINCIPLES, AND STRENGTHS AND WEAKNESSES

	PROGRAM LEVEL	PROJECT LEVEL
FUNDAMENTAL GUIDES AND PRINCIPLES	<ol style="list-style-type: none"> 1) Commitment to philosophy and approach 2) Central program coordination 3) Project level cooperation 4) Flexibility of approach 	<ol style="list-style-type: none"> 1) Local commitment and participation 2) Established program level approach 3) Area specific goals and priorities 4) Adequate human and financial resources 5) Network support 6) Understanding of local context
DOMINANT STRENGTHS	<ol style="list-style-type: none"> 1) National focus 2) Comprehensive and practical program approach 3) Provision of support to project network 4) Multi-sector partnership and involvement 5) Collaboration with other stakeholders 6) Long-term commitment 	<ol style="list-style-type: none"> 1) Committed resident involvement 2) Project personnel 3) Local resource base 4) Integrated community involvement 5) Multi-sector partnerships 6) Project status as charity 7) Flexibility of approach 8) Local government support
DOMINANT WEAKNESSES	<ol style="list-style-type: none"> 1) Lack of adequate funding 2) Lack of track record 3) Lack of adequate monitoring and evaluation methods 	<ol style="list-style-type: none"> 1) Lack of adequate funding 2) Lack of government support 3) Lack of integrated community involvement 4) Lack of project status and operating standards 5) Lack of permanent employees and over reliance on volunteers

with maintaining and promoting its approach. To this end Groundwork views inadequate or ineffective monitoring and evaluation methods as its major weakness. This viewpoint is understandable knowing the evolving importance of the monitoring-assessment-decision making requirement that is guiding management practices in the 1990's. It is anticipated that the Canadian and American programs will be forced to give greater attention to this aspect of management as they mature.

In addition to program maturity, a further message to emerge from the synthesis of survey responses pertains to the level of attention given to the philosophical, structural and procedural elements of the programs. All three programs consider their philosophical underpinnings to be a dominant strength. As shown in previous chapters, the programs are based on the philosophical tenets of heritage and follow many of the ethics and approach principles of sustainable development. In this respect, developing a sense of place, encouraging community involvement and increasing community capacity to control present and future actions are fundamental beliefs of the programs. The greatest weakness among the programs is in the consideration given to the procedural elements designed to implement the program philosophy. Included are operational aspects such as adequate funding, staffing, business procedures, monitoring and evaluation. Although the Groundwork program is generally more advanced in these areas than the Heritage Regions or Heritage Tourism Initiative programs, all three programs appear to have concentrated their efforts at the macro or visionary level and have, to some extent, neglected the micro or operational level critical to effective and efficient program management.

CHAPTER X

SURVEY EVIDENCE OF TRIAD INTEGRATION, CORROBORATING TESTIMONY AND RECOMMENDATIONS

Introduction

This chapter presents an analysis of the philosophical and decision-making tenets inherent in the Heritage Regions, the Heritage Tourism Initiative and the Groundwork programs. The analysis is based on criteria set-out in the three conceptual constructs employed in the study - the Management Assessment Model, the Sustainable Development Model and the Heritage Model. The Assessment Model provided a template of elements considered fundamental to program structure and process, and the latter two outlined the principles and elements considered fundamental to program philosophy and decision-making. The analysis culminates with the presentation of three end-products pertaining to the integration of heritage and sustainable development. The first is the identification of program attributes considered transferable to current and future community-based programs that desire to link heritage and sustainable development. The second is a set of general recommendations intended to enhance and enrich the Canadian heritage management scene. The third is a set of specific recommendations directed to the Heritage Regions Program of the Heritage Canada Foundation. They have been coined to help strengthen the existing program.

The analysis is facilitated by the four central research questions (and companion questions) presented at the outset and which formed the study's foundation (Figures 1.1-1.4). The questions are repeated here for convenience. First, are heritage-based programs built upon an existing integrated heritage conservation and sustainable development philosophy? Second, are heritage and sustainable development formally linked in the management structures and processes of the heritage-based programs? Third, are the management philosophies, structures and processes at the local or community level consistent with those at the program level? Fourth, are there lessons to be learned from the programs' commonalities and differences which can further sustainable development efforts at the local or regional levels here in Canada?

The responses to these questions were derived from several information sources. An understanding of the principles of heritage and sustainable development reflected in the program philosophy, structure and process was gleaned from responses to the Management Assessment Model questionnaires, selected personal communications and program related literature. The

managerial importance attributed to recognized heritage and sustainable development principles was obtained from responses to questionnaires based on the sustainable development and heritage models (Appendices D and E). These completed questionnaires also provided an understanding of the perceived differences between the heritage-based program approaches and traditional community development approaches within the population of managers.

Each question is addressed in a separate chapter section and discussion revolves around the three programs. The term "program" is used throughout the chapter to denote both the national and the project or local levels. Only when there are anomalies between the two levels or when distinctions must be made, will "program" and "project" be used.

Integration of Heritage Conservation and Sustainable Development Principles in Program Philosophy.

Heritage Regions Program - Canada

The Heritage Regions program is built on the fundamental principles of heritage (Table 2.2). The basic program philosophy is to help residents of unique areas across the county come together to identify, protect and enhance their natural and cultural heritage and to use them as the basis for ecological, cultural, economic and social revitalization (Leblanc 1991, Personal Communications). In this respect, the program is based on the principles of understanding community context, mobilization of community and maintenance of economic, political, social and environmental foundations.

The three responding managers operating within the Heritage Regions program, when asked to rank the basic heritage principles in order of importance, agreed that understanding of community context and community continuity were the first priority (Table 10.1). Mobilization of community followed in importance and maintenance of social, economic, political and environmental foundations emerged as fourth in rank. Interestingly, the respondents volunteered a new principle and this was ranked third. The respondents considered protection of diversity to be under-represented in the heritage principles list. It is not clear if this heritage and protection relationship is a vestige of the traditional "museum" mind-set that dominated conservation thinking in the heritage management formative years.

Table 10.1 IMPORTANCE OF HERITAGE PRINCIPLES TO PROGRAM OPERATIONAL PHILOSOPHY

PRINCIPLES:	Canadian results				United States results				United Kingdom results			
	Rank in importance:				Rank in importance:				Rank in importance:			
	1	2	3	4	1	2	3	4	1	2	3	4
1. Understanding of community context and community continuity	100%	0%	0%	0%	57.1%	14.3%	28.6%	0%	58.8%	17.6%	23.5%	0%
2. Mobilization of community	0%	66.6%	33.3%	0%	28.6%	21.4%	7.1%	42.8%	35.3%	41.2%	17.6%	5.9%
3. Maintenance of social, economic, political and environmental foundations	0%	0%	0%	100%	7.1%	42.5%	28.6%	21.4%	17.6%	17.6%	41.2%	23.5%
4. Other: Protection of diversity (social, cultural, economic, environmental etc.)	0%	33.3%	66.6%	0%	7.1%	21.4%	0%	0%	17.6%	17.6%	0%	0%
	(n=3)				(n=14)				(n=17)			

Note: Both Program and Project Level Responses Included

The Heritage Regions program also appears established around several principles of sustainable development (Tables 3.6 and 3.7). Evidence from the previous chapters indicates that many of its expressed values and the strategies are reflected in the Heritage Regions program philosophy. For example, values such as community vitality, improved quality of life, and natural and cultural resource management as mechanisms for social and economic change are reflected in the program objectives and approach. The strategies guiding decision-making in the context of program philosophy such as strategic decision-making based on clearly defined community goals, objectives and priorities; multi-sectorial involvement and broad-based public participation are also represented in the program.

The managers considered the principles and the associated elements of sustainable development to be either very important or quite important to the basic philosophy of their program (Table 10.2). The elements considered merely as important pertained to economic growth as a means of meeting human needs, and ecological principles as a guide for decision-making. This response pattern is surprising in light of the fact that social, economic, cultural and ecological revitalization are components of the main program objective (Leblanc, 1991, Personal Communications). Several elements associated with the strategies underlying sustainable development received scattered ratings indicating that elements associated with these principles are not as important to the managers as value-related principles. This implies that more attention is given to incorporating sustainable development in the program vision than to developing operational approaches with a sustainable focus.

In general, the Heritage Regions managers stated that they attributed more importance to the sustainable development principles in their programs than could be found in other approaches to community development that operate in their regions (Table 10.2). The most obvious differences between the heritage-based programs and the others is the importance afforded the principles of maintenance of ecological integrity, social self-determination, cultural diversity, integration of conservation and development, strategic decision-making and pluralistic decision-making. The Heritage Regions managers considered these principles to be either somewhat important or not important to other community development approaches while they were considered very important to heritage-based community development programs. Because these principles are often cited in the community development literature as conventional community planning and development failings (Douglas, 1994; Dykeman, 1986), the Heritage Regions programs are contributing to the improvement of community development in Canada.

Table 10.2 IMPORTANCE ATTRIBUTED TO SUSTAINABLE DEVELOPMENT PRINCIPLES BY HERITAGE REGIONS MANAGERS (n=3)

Notes: Both Program and Project Level Responses Included
 VI Very Important
 QI Quite Important
 I Important
 SI Somewhat Important
 NI Not Important

	Community Development Approaches					Heritage Program Approaches				
	VI	QI	I	SI	NI	VI	QI	I	SI	NI
Satisfaction of Human Needs:										
1. security of livelihood for community residents	66%	33%				33%	33%	33%		
2. contribution to development of quality of life	33%	33%		33%		66%	33%			
3. economic growth as a means for meeting a range of human needs	66%			33%		33%	33%	33%		
4. institutional sensitivity to societal change		33%	33%			66%				
Maintenance of Ecological Integrity:										
5. consideration of ecosystem requirements in decision-making	33%			66%		66%	33%			
6. enhancement of ecosystems	33%			33%		66%		33%		
7. maintenance of ecological process	33%			33%		33%	33%	33%		
8. decision-making guided by ecological principles	33%			33%		33%	33%	33%		
Achievement of Equality and Social Justice:										
9. equality and justice within and between human generations	33%			66%		33%	66%			
10. development that is both ethically and ecologically appropriate	33%			66%		100%				
11. democratic decision-making	33%			33%		100%				
12. equitable access to natural, human and financial resources	33%			33%		66%	33%			
Self-Determination and Cultural Diversity:										
13. encouragement of community self-reliance	33%			66%		100%				
14. use of local technologies and ideas	33%			33%		100%				
15. culturally appropriate development	33%			33%		100%				
16. locally initiated decision-making	33%			33%		100%				
Integration of Conservation and Development:										
17. accommodation and compromise in decision-making				33%		33%	66%			
18. natural and cultural resource management as mechanisms for social and economic change	33%			66%		100%				
19. blending of social and economic sectors in decision-making	33%			33%		100%				
20. consideration of various perspectives, means and strategies in decision-making process		33%		66%		66%			33%	

VALUE/ETHICS PRINCIPLES

Table 10.2(cont.) IMPORTANCE ATTRIBUTED TO SUSTAINABLE DEVELOPMENT PRINCIPLES BY HERITAGE REGIONS MANAGERS (n=3)

Strategies:	VI	QI	I	SI	NI	VI	QI	I	SI	NI
21. decision-making as a means of community consensus building	33%	66%				66%				33%
22. proactive and innovative generation of alternatives within the decision-making process		33%	33%		33%	100%				
23. consideration of the range of development alternative and impacts within the decision-making process	33%		33%		33%	100%				
24. decision-making based on clearly defined community development goals and objectives	33%				66%	100%				
Systems:										
25. decision-making process containing well established and formal points for community contribution and participation	33%	33%		33%		66%				33%
26. consideration of community functions and processes in development decision-making	33%	33%		33%		100%				
27. decision-making in relation to time or temporal scales	33%	33%		33%		33%	33%			33%
28. decision-making in relation to space or spatial scales		66%		33%		66%	33%			
Adaptive:										
29. preventive decision-making to reduce uncertainty and risks		33%	33%	33%		33%	33%			33%
30. consideration of diverse development options for the sake of security and community resiliency		33%	33%	33%		33%	33%			33%
31. consideration of the means of monitoring the impact of decisions	33%		33%	33%		66%				33%
32. consideration of the learning potential of decisions	33%		33%		33%	66%	33%			
Integrative:										
33. collaboration among community interests in the identification and evaluation of solutions	66%			33%		100%				
34. integration of societal, technical and institutional interests in the decision-making process	66%			33%		33%	33%			33%
35. integration of planning and implementation components of management when decision-making	66%			33%		66%	33%			
Pluralistic:										
36. encouragement of broad-based public participation	66%			33%		100%				
37. equal attention given to all stakeholder issues in decision-making	33%			66%		100%				
38. consideration of broader geographical issues and interest in decision-making		33%		33%	33%	66%			33%	
39. multi-sectoral involvement in decision-making		33%		33%	33%	100%				

APPROACHES/STRATEGIES

PRINCIPLES

Heritage Tourism Initiative Program - United States

A key organizational goal of the Heritage Tourism Initiative program is the development of partnerships among the preservation community, the tourism industry, and other key organizations at the local, state and national levels. This union is deemed necessary to heighten awareness of the importance of historic and cultural resources and to develop tourism programs that preserve, protect and promote heritage resources. In other words, the program was developed to assist local communities and regions develop programs and products that focus on the areas' unique heritage to ensure protection and to stimulate the local economic base. In this regard, the basic principles of heritage are clearly reflected in the program philosophy (Figure 2.2). As shown in the previous chapters, understanding of context or place is evident as is mobilization of community or public involvement. Maintenance of economic, political, social and environmental foundations is also represented although primary emphasis is placed on the economic component.

The fourteen Heritage Tourism Initiative managers ranked understanding of community context as first in importance among the heritage principles (Table 10.1). Maintenance of social, economic, political and environmental foundations is second while mobilization of community is ranked third. Also included were comments which imply that protection of cultural authenticity and economic diversity should be added to the list of principles. This ordering of the heritage principles understandably reflects the program philosophy in that community distinctiveness and economic growth are prime concerns of the program. This is quite different from the Heritage Regions model in Canada where more importance is attributed to involving and mobilizing the community to take charge of their resources prior to pursuing economic and environment revitalization. This difference is due in part to the pressure for visible results placed on the American program by the funding partners. The quest for immediate results reduces the time available to involve and mobilize large factions of the local population.

Many of the principles of sustainable development appear to be guideposts to the underlying thinking associated with the Heritage Tourism Initiative program. The satisfaction of human needs, social self-determination and cultural diversity, integrative decision-making and pluralistic involvement are meaningful management aspirations. Other principles such as maintenance of ecological integrity and elements of strategic and adaptive decision-making are not as evident in the program intent. This may also be due to the product focus of the program as strategies-based and adaptive decision-making are often time consuming exercises with few immediately evident results.

The ranking of the sustainable development principles illustrates their importance in the management population (Table 10.3). The majority of the elements associated with satisfaction of human needs, social self-determination and cultural diversity, and integrative decision-making are considered to be very important to the program. The importance assigned to these principles is indicative of the strong program emphasis placed on cultural heritage protection and promotion. Less importance is placed on the maintenance of ecological integrity which may be a reflection of diverse managerial opinion from the various regions represented in the program or the strong cultural heritage focus of the program.

With a few exceptions, the Heritage Tourism Initiative managers are of the opinion that the principles of sustainable development are of equal or more importance to other community development programs than to their heritage-based program. The exceptions primarily deal with community involvement and the attention given to social self-determination and cultural diversity. This general opinion indicates that the Heritage Tourism Initiative program gives more attention to public participation and cultural sensitivity than do other community development programs. Alternatively, the respondents see other community development programs as giving more attention to environmental management and social justice issues than do the Heritage Tourism Initiative programs. This latter opinion may be a carry over from the planning and economic development focus of past community-based programs.

Groundwork Program - United Kingdom

The basic philosophy of the Groundwork program is to enhance the quality of life and prosperity of local areas through sustainable environmental improvement ventures undertaken in partnership with companies, public agencies and community groups. According to Davidson (1989), the Chief Executive of the Groundwork Foundation, the intent of the program is to encourage local residents to take pride in their surroundings once more, to become involved, and gradually to renew environmental and economic prosperity. In this respect, Groundwork is closely tied to the principles of heritage. As indicated in previous chapters, the program focuses on local community context, the mobilization of the community through partnerships and the subsequent maintenance of the economic, political, social and environmental foundations of participating communities.

The seventeen managers from the Groundwork network were successful in ranking the principles of heritage (Table 10.1). Understanding of community context and continuity is considered the most important heritage principle reflected in the program philosophy. Mobilization

Table 10.3 IMPORTANCE ATTRIBUTED TO SUSTAINABLE DEVELOPMENT PRINCIPLES BY HERITAGE TOURISM INITIATIVE MANAGERS (n=14)

Note: Both Program and Project Level Responses Included	VI Very Important				SI Somewhat Important				NI Not Important							
	VI		QI		I		SI		NI		VI		SI		NI	
	VI	QI	I	SI	NI	VI	QI	I	SI	NI	VI	QI	I	SI	NI	
Satisfaction of Human Needs:																
1. security of livelihood for community residents	57%	29%	7%	7%		57%	14%	14%			57%	14%	14%			
2. contribution to development of quality of life	57%	36%	7%	7%		57%	43%				57%	43%				
3. economic growth as a means for meeting a range of human needs	50%	36%	14%			71%	21%	7%			7%	36%	43%			
4. institutional sensitivity to societal change	14%	29%	43%	14%		7%	36%	43%	14%		7%	36%	43%	14%		
Maintenance of Ecological Integrity:																
5. consideration of ecosystem requirements in decision-making	43%	7%	36%	14%		14%	14%	50%			14%	14%	50%	14%	7%	
6. enhancement of ecosystems	50%	14%	29%	7%		21%	7%	50%			21%	7%	50%	14%	7%	
7. maintenance of ecological process	43%	14%	29%	7%		14%	29%	43%			14%	29%	43%	7%	7%	
8. decision-making guided by ecological principles	36%	7%	50%	7%		14%	14%	57%			14%	14%	57%	14%		
Achievement of Equality and Social Justice:																
9. equality and justice within and between human generations	43%	14%	29%	14%		14%	14%	29%			14%	14%	29%	43%		
10. development that is both ethically and ecologically appropriate	36%	36%	29%			29%	43%	14%			29%	43%	14%	14%		
11. democratic decision-making	29%	57%	14%			29%	57%	14%			29%	57%	14%	14%		
12. equitable access to natural, human and financial resources	57%	7%	29%	7%		36%	14%	36%			36%	14%	36%	14%		
Social Self-Determination and Cultural Diversity:																
13. encouragement of community self-reliance	36%	50%	7%	7%		43%	43%	7%			43%	43%	7%	7%		
14. use of local technologies and ideas	29%	57%	7%	7%		29%	36%	29%			29%	36%	29%	7%		
15. culturally appropriate development	71%	29%				64%	7%	29%			64%	7%	29%			
16. locally initiated decision-making	36%	57%	7%			43%	50%	7%			43%	50%	7%			
Integration of Conservation and Development:																
17. accommodation and compromise in decision-making	29%	57%	14%			21%	71%				21%	71%		7%		
18. natural and cultural resource management as mechanisms for social and economic change	36%	29%	36%			21%	71%	7%			21%	71%	7%			
19. blending of social and economic sectors in decision-making	29%	43%	29%			21%	64%	14%			21%	64%	14%			
20. consideration of various perspectives, means and strategies in decision-making process	7%	50%	29%	14%		14%	57%	29%			14%	57%	29%			

VALUE/ETHICS PRINCIPLES

Table 10.3 (Cont.) IMPORTANCE ATTRIBUTED TO SUSTAINABLE DEVELOPMENT PRINCIPLES BY HERITAGE TOURISM INITIATIVE MANAGERS(n=14)

	VI	QI	I	SI	NI	VI	QI	I	SI	NI
<u>Strategic:</u>										
21. decision-making as a means of community consensus building	14%	50%	36%			50%	36%	14%		
22. proactive and innovative generation of alternatives within the decision-making process	14%	29%	50%	7%		7%	29%	43%	14%	
23. consideration of the range of development alternative and impacts within the decision-making process	21%	29%	50%			14%	29%	57%		
24. decision-making based on clearly defined community development goals and objectives	64%	29%	7%			57%	36%	7%		
<u>Systems:</u>										
25. decision-making process containing well established and formal points for community contribution and participation	36%	50%	14%			29%	64%	7%		
26. consideration of community functions and processes in development decision-making	21%	57%	14%	7%		36%	36%	29%		
27. decision-making in relation to time or temporal scales	7%	14%	64%	14%		14%	29%	50%	7%	
28. decision-making in relation to space or spatial scales	7%	7%	36%	50%		7%	14%	50%	29%	
<u>Adaptive:</u>										
29. preventive decision-making to reduce uncertainty and risks	14%	21%	50%	14%		7%	43%	43%	7%	
30. consideration of diverse development options for the sake of security and community resiliency	21%	14%	50%	14%		7%	43%	14%	29%	
31. consideration of the means of monitoring the impact of decisions	7%	14%	50%	21%	7%	14%	36%	36%	7%	7%
32. consideration of the learning potential of decisions	7%	21%	29%	43%		14%	50%	29%	7%	
<u>Integrative:</u>										
33. collaboration among community interests in the identification and evaluation of solutions	29%	36%	36%			64%	14%	14%		
34. integration of societal, technical and institutional interests in the decision-making process	29%	64%	7%			36%	43%	21%		
35. integration of planning and implementation components of management when decision-making	29%	57%	7%	7%		14%	43%	43%		
<u>Pluralistic:</u>										
36. encouragement of broad-based public participation	64%	29%	7%			57%	29%	14%		
37. equal attention given to all stakeholder issues in decision-making	14%	29%	57%				57%	36%	7%	
38. consideration of broader geographical issues and interest in decision-making	36%		64%			14%	57%	29%		
39. multi-sectoral involvement in decision-making	14%	71%	14%			14%	57%	29%		

APPROACHES/STRATEGIES

PRINCIPLES

of community is ranked second and maintenance of social, economic, political and environmental foundations is third. This ranking order differs from both the Canadian and American programs. Canadian program managers identified a new heritage principle related to diversity protection, before maintenance of social, economic, political and environmental foundations, and the American program managers placed mobilization of community behind understanding of context and maintenance of social, economic, political and environmental foundations. As explained, the ordering of the principles among the program is related to the context and conceptualization of each program. In the case of the Groundwork program the ranking of principles suggests a progression from understanding to mobilization and then to action.

The analysis presented in the previous chapters indicates that the Groundwork program also clearly reflects many of the principles of sustainable development in its goals, objectives and operating procedures. The most obvious of the principles are the satisfaction of human needs, maintenance of ecological integrity, social self-determination and cultural diversity, and integration of conservation and development. However, pluralistic involvement and systems based decision-making are also prominent principles in the program philosophy.

Akin to the opinions of the Heritage Regions and Heritage Tourism Initiative managers, the Groundwork program managers also attribute more importance to the value oriented principles of sustainable development than to the approach oriented principles (Table 10.4). This may be due to the fact that it is easier to expound on the ethics of sustainable development than it is to follow the associated strategies.

However, of the three programs, Groundwork managers attributed greater importance to all the principles of sustainable development. Interestingly, the Groundwork program managers are also of the opinion that the approach oriented principles are slightly more important to other community development programs than to their own programs while the value oriented principles of sustainable development are equally as important to other programs as they are to the Groundwork program. This suggests that either the principles of sustainable development are an important consideration for all community development programs in the United Kingdom or the respondents are unaware of the activities of the other programs.

The managers' perception of sustainable development principles in their heritage-based program as compared to other community development approaches brings forward the need for future research. More specifically, the sustainable development content of other community

Table 10.4(Cont.) IMPORTANCE ATTRIBUTED TO SUSTAINABLE DEVELOPMENT PRINCIPLES BY GROUNDWORK MANAGERS

Strategic:	VI	QI	I	SI	NI	VI	QI	I	SI	NI
21. decision-making as a means of community consensus building	35%	29%	35%			18%	29%	35%	18%	
22. proactive and innovative generation of alternatives within the decision-making process	24%	24%	35%	18%		6%	47%	41%	6%	
23. consideration of the range of development alternatives and impacts within the decision-making process	18%	53%	24%	6%		24%	29%	29%	18%	
24. decision-making based on clearly defined community development goals and objectives	41%	24%	18%	18%		47%	35%	18%		
Systems:										
25. decision-making process containing well established and formal points for community contribution and participation	44%	24%	12%	24%		29%	12%	53%	6%	
26. consideration of community functions and processes in development decision-making	41%	41%	18%			24%	53%	24%		
27. decision-making in relation to time or temporal scales	35%	24%	35%	6%		12%	35%	35%	18%	
28. decision-making in relation to space or spatial scales	35%	35%	29%			6%	47%	35%	6%	6%
Adaptive:										
29. preventive decision-making to reduce uncertainty and risks	24%	29%	6%	35%	6%	6%	29%	29%	24%	6%
30. consideration of diverse development options for the sake of security and community resiliency	18%	24%	24%	29%	6%		29%	24%	47%	
31. consideration of the means of monitoring the impact of decisions	59%		29%		12%	29%	47%	24%		
32. consideration of the learning potential of decisions	6%	47%	35%	6%	6%	6%	53%	35%	6%	
Integrative:										
33. collaboration among community interests in the identification and evaluation of solutions	35%	35%	12%	18%		6%	53%	35%	6%	
34. integration of societal, technical and institutional interests in the decision-making process	29%	29%	29%	6%	6%	6%	35%	53%	6%	
35. integration of planning and implementation components of management when decision-making	47%	12%	35%	6%		24%	53%	24%		
Pluralistic:										
36. encouragement of broad-based public participation	53%	29%		18%		53%	18%	29%		
37. equal attention given to all stakeholder issues in decision-making	47%	24%	18%	6%	6%	29%	29%	18%	24%	
38. consideration of broader geographical issues and interest in decision-making	6%	41%	29%	18%	6%	6%	6%	47%	35%	6%
39. multi-sectoral involvement in decision-making	41%	47%		6%	6%	53%	24%	18%	6%	

APPROACHES/STRATEGIES

PRINCIPLES

programs should be investigated to verify the heritage managers' perspective and to further the understanding of sustainable development in the community context.

Expression of Heritage Conservation and Sustainable Development Principles in Program Management Structure and Process

The discussion focus is the expression of heritage and sustainable development in the management structure and processes of the Heritage Regions, the Heritage Tourism Initiative and the Groundwork programs (Figure 1.2). It is guided by the key managerial elements of conceptualization, agencies and actors, planning and analysis, implementation, and general guides and principles. While the use of these elements has already provided considerable insight into the structure and mechanics of the three heritage based programs (Chapters V-IX), little direct consideration has been given to the linkage between heritage and sustainable development within the elements themselves. While this is not an exhaustive examination of each principle and sub-component, key determinants of program structure and process are successfully identified. An accounting of the principles represented in the structure and process is presented in Table 10.5. The synthesis offered here is qualitative and based on the interpretation of survey responses and literature provided by the Heritage Regions, the Heritage Tourism and Groundwork programs.

Heritage Regions Program - Canada

A network of community-based projects was established to implement the philosophy of the Heritage Regions program. The program level assumes a direct provider role in dealing with its projects by furnishing financial as well as technical and training assistance. However, the individual projects are intended to operate in partnership with a broad spectrum of actors and agencies to establish and implement community-based goals, objectives and priorities. Extensive actor and agency involvement at the project level embodies many of the approach oriented principles of sustainable development. For example, multi-sector involvement encourages adaptive, strategic, integrative and pluralistic decision-making at the community level. It also facilitates the mobilization of community which is a basic principle of heritage.

While the structure for broad-based involvement in planning goals and objectives is in place and it is a clear reflection of the heritage and sustainable development principles, the processes developed for planning and analysis are weak. At the time of writing few guidelines were available

Table 10.5 HERITAGE AND SUSTAINABLE DEVELOPMENT PRINCIPLES AS PROGRAM STRUCTURE AND PROCESS DETERMINANTS: A SURVEY INTERPRETATION

	Heritage Regions Program	Heritage Tourism Initiative Program	Groundwork Program
<p>● - STRONG STRUCTURE DETERMINANTS ○ - STRUCTURE DETERMINANTS ■ - STRONG PROCESS DETERMINANTS □ - PROCESS DETERMINANTS</p>			
PRINCIPLES OF HERITAGE:			
1. Understanding of community context and community continuity	● ■	● ■	● ■
2. Mobilization of community	● ■	● ■	● ■
3. Maintenance of social, economic, political and environmental foundations	● ■	● ■	● ■
4. Protection of diversity (social, cultural, economic, environmental etc.)	● ■	● ■	● ■
PRINCIPLES OF SUSTAINABLE DEVELOPMENT:			
1. Satisfaction of Human Needs:			
- security of livelihood for community residents	● □	○ □	○ □
- contribution to development of quality of life	● ■	● ■	● ■
- economic growth as a means for meeting a range of human needs	● ■	● ■	○ □
- institutional sensitivity to societal change	● ■	● ■	● ■
2. Maintenance of Ecological Integrity:			
- consideration of ecosystem requirements in decision making	● ■	○ □	● ■
- enhancement of ecosystem	● ■	○ □	● ■
- maintenance of ecological process	● ■	□	● ■
- decision-making guided by ecological principles	● □	□	● ■
3. Achievement of Equality and Social Justice:			
- equality and justice within and between human generations	● ■	● ■	● ■
- development that is both ethically and ecologically appropriate	● ■	● ■	● ■
- democratic decision-making	● ■	● ■	● ■
- equitable access to natural, human and financial resources	● ■	● ■	● ■
4. Social Self-Determination and Cultural Diversity:			
- encouragement of community self-reliance	● ■	● ■	● ■
- use of local technologies and ideas	● ■	● ■	● ■
- culturally appropriate development	● ■	● ■	● ■
- locally initiated decision-making	● ■	● ■	● ■
5. Integration of Conservation and Development:			
- accommodation and compromise in decision-making	● ■	● ■	● ■
- natural and cultural resource management as mechanisms for social and economic change	● ■	● ■	● ■
- blending of social and economic sectors in decision-making	● ■	● ■	● ■
- consideration of various perspectives, means and strategies in decision-making process	● ■	● ■	● ■

Table 10.5 (Cont.) HERITAGE AND SUSTAINABLE DEVELOPMENT PRINCIPLES AS PROGRAM STRUCTURE AND PROCESS DETERMINANTS: A SURVEY INTERPRETATION

	Heritage Regions Program	Heritage Tourism Initiative Program	Groundwork Program
<p>● - STRONG STRUCTURE DETERMINANTS ○ - STRUCTURE DETERMINANTS ■ - STRONG PROCESS DETERMINANTS □ - PROCESS DETERMINANTS</p>			
6. Strategic:			
- decision-making as a means of community consensus building	○ □	○ □	○ □
- proactive and innovative generation of alternatives within the decision-making process	● □	● □	● ■
- consideration of the range of development alternatives and impacts within the decision-making process	● ■	● ■	● ■
- decision-making based on clearly defined community development goals and objectives	● □	● □	● ■
7. Systems:			
- decision-making process containing well established and formal points for community contribution and participation	● □	● □	● ■
- consideration of community functions and processes in development decision-making	○ □	○ □	● ■
- decision-making in relation to time or temporal scales	● ■	○ □	● ■
- decision-making in relation to space or spatial scales	● ■	○ □	● ■
8. Adaptive:			
- preventive decision-making to reduce uncertainty and risks	○ □	○ □	○ □
- consideration of diverse development options for the sake of security and community resiliency	● ■	● ■	● ■
- consideration of the means of monitoring the impact of decisions	● □	● □	● ■
- consideration of the learning potential of decisions	○ □	○ □	● ■
9. Integrative:			
- collaboration among community interests in the identification and evaluation of solutions	● ■	● ■	● ■
- integration of societal, technical and institutional interests in the decision-making process	● ■	● ■	● ■
- integration of planning and implementation components of management when decision-making	● ■	● ■	● ■
10. Pluralistic:			
- encouragement of broad-based public participation	● ■	● ■	● ■
- equal attention given to all stakeholder issues in decision-making	● ■	● ■	● ■
- consideration of broader geographical issues and interests in decision-making	○ □	○ □	○ □
- multi-sectorial involvement in decision-making	● ■	● ■	● ■

to assist the projects in planning actions in support of the program philosophy. Despite this weakness the goals, objectives and activities reported by the managers appear to reflect the program's philosophy. By-in-large the objectives are concerned with the identification, protection, enhancement, development and promotion of an area's natural and cultural heritage for the betterment of the residents and visitors. The activities pursued are generally small scale, visible undertakings concerned with multi-sector involvement and the integration of conservation and development.

The implementation of goals and objectives is greatly influenced by organizational structures and processes. The structure of the Heritage Regions program is such that the program contracts with both the Project Advisory Board and with the Project Manager creating a dual organization structure at the project level. This structure reduces the accountability of the Project Manager and clouds the approval procedure. In addition the program does not have clear guidelines which stipulate the powers and responsibilities of the Project Manager and the Advisory Board. The associated uncertainty has the potential to negatively effect the implementation of initiatives based on the heritage and sustainable development philosophy.

It is difficult to determine the effects of this structure and the lack of procedures because adequate monitoring and evaluation processes are not in place at either the program or project levels. However, in the absence of evaluation results the managers are of the opinion that the most advanced program component is the underlying philosophy. They view the community-based approach of working in partnership with all sectors for environmental, social, cultural and economic revitalization to be key to their continued and relative success. They also consider structural and process elements such as training, funding, management systems and monitoring procedures to be least advanced.

The general principles of heritage and sustainable development are also considered to be a major strength of the Heritage Regions program. The greatest weakness appears in the guides or means developed and operationalized to support the philosophy. More specifically, adequate structures and processes are not in place to fully meet all the tenets commonly associated with sustainable development and heritage. However, recognition of the weakness suggests remedial action may be taken as the program matures.

Heritage Tourism Initiative Program - United States

As with the Canadian program, the American Heritage Tourism Initiative program established a system of community-based projects to implement its basic philosophy. Unlike the Heritage Regions Program, however, the American program was based on internal experiences of the parent organization—the National Trust for Historic Preservation. It also adopted more of a facilitator role in its relationship with the projects as it works through sponsor State Departments to provide technical and training support specific to terms of agreement with the participating states.

Similar to the Heritage Regions program, broad-based actor and agency involvement with the American projects is based on the principles of heritage and sustainable development as it is designed to encourage community involvement in adaptive, integrative and pluralistic decision-making. Also like the Canadian example, there are weaknesses in the planning and analysis process developed by the American program. Little direction in the form of a framework or guidelines is offered to the projects from the national program level. This leads to project deviations in the manner in which the program philosophy is implemented. It also reduces the attention given to specific principles. However, much like the Heritage Regions projects, the reported goals, objectives and actions of the Heritage Tourism Initiative projects appear to be a general reflection of the principles of heritage and the value-oriented principles of sustainable development.

The implementation of program and project level goals is hampered by the organizational structures which link the two levels. The Heritage Tourism Initiative program contracts for service with State government agencies which in turn appoint State Coordinators to administer the activities and actions at the project level. The arrangement eliminates direct contact between the program and the projects, thereby effectively cutting off program level control and reducing the potential of implementing program philosophy. Although the Heritage Tourism Initiative program has developed indicators intended to monitor project level activities, evaluation processes are not well developed. This inadequacy prohibits a complete assessment of principles' sensitivity, however, managerial opinion indicates that the most advanced program component is the basic philosophy. Similar to the Canadian managers, those involved with the American program consider structure and process elements to be least advanced. Included are operational concerns for training, financial support, planning and managerial systems, staffing compliment, and monitoring and evaluation procedures.

The American managerial assessment of the program guides and principles follows the views expressed by the Canadian managers. The strength of the Heritage Tourism Initiative is the underlying program philosophy and the network of projects committed to the philosophy. The primary weaknesses pertain to the structures and processes designed to implement the program

intent. These include inadequate resources and abilities to attain goals and weak guiding plans and frameworks.

Groundwork Program - United Kingdom

The Groundwork program grew from an initiative developed by the Countryside Commission to include a network of community-based Trusts throughout the United Kingdom. The program functions in both a provider and facilitator capacity and makes funding, administrative and technical assistance available to the Trusts. The Trusts have considerable autonomy as individual companies, but unlike the Canadian and American projects, operate within a program established structure which provides the resources and guidelines considered necessary to support the program philosophy.

Various actors and agencies from the public, private and voluntary sectors work in partnership with both the Groundwork program and the individual Trusts. This arrangement encourages more broad-based and multi-sectorial involvement in the decision-making process than is the case for the Heritage Regions or the Heritage Tourism Initiative programs. It also embodies the approach oriented principles of sustainable development and the mobilization of community principle of heritage. The approach principles of sustainable development are clearly illustrated in the partnership process followed by Groundwork. The Groundwork process is aimed at producing mutual benefits, does not openly challenge the values of other sectors, involves a wide range of interests and is innovative in the initiatives undertaken.

Clearly established structures and processes are also evident in the planning and analysis functions of the Groundwork program. The program provides a general mission and a framework of objectives adopted by the Trusts. In this way program management is assured the basic principles are adhered to by the network of Trusts and the Trusts are provided with guidance for the development of community based priorities. A review of the Trust priorities and actions indicates considerable compliance with program philosophy and thus, with the ethics and approach principles of sustainable development as well as the fundamental tenets of heritage.

Established structures and processes also aid considerably with the implementation of goals, objectives and priorities. Unlike the Canadian and American programs Groundwork has developed clear organizational structures, operational guidelines and approval procedures at both the national and local levels. These structures and processes help assure decision-making occurs mindful of the

underlying program values and strategies and in keeping with the objectives and local priorities. While the Groundwork program has the most advanced monitoring procedures of the three programs, absent is clear evidence of an evaluation process. Therefore, much like the Canadian and American programs, the relative success of program implementation is difficult to judge. Managerial opinion suggests general satisfaction at both the program and local Trust levels. In fact, they view the philosophy and the organizational structures and processes to be the most advanced components of the program. They consider fund raising, increasing public environmental awareness, and publicity and promotion as the least advanced aspects of the program.

Groundwork is in agreement with the other programs that the integrated and practical nature of the program philosophy is a major strength. Included are general principles such as multi-sectorial partnerships, collaboration with other stakeholders, community involvement and a long term commitment to the approach. The greatest weaknesses are the availability of adequate and effective monitoring and evaluation methods.

Program and Project Level Congruency in Management Philosophies, Structures and Processes.

It is generally assumed that community or local projects provide the means for carrying-out national program intentions, and that the philosophy, structure and process at the project level conforms to the program level (Figure 1.3). However, antecedent work in this area suggests this is by no means a safe assumption. It is necessary to check for congruency between program and project levels. This examination is guided by the program and project level questionnaire responses and information provided by the local Advisory Boards and program related literature.

Heritage Regions Program - Canada

The underlying philosophy of the Heritage Regions program is supported and followed by network projects. Although local project Boards and residents establish the goals, objectives and priorities for each region, their decisions and actions pertaining to project management are generally guided by the Project Managers. The Project Managers are employees of the program's coordinating agency, Heritage Canada, and this relationship helps ensure the transference of program intent, as well as continuity and information exchange between the two levels (Leblanc, 1991, Personal Communications).

The guideposts developed by program management, intended to provide a framework for project level planning, organizing, implementation and monitoring, is a seven-point approach (Table 7.1). As outlined in previous chapters, this framework identifies organization, heritage resources identification and protection, educational training, economic development, design, marketing, and monitoring and evaluation as the guideposts. These are followed by the projects in the establishment of objectives, the development of specific working committees, the identification of priorities and as the basis for activity reporting. However, past this point little else in the way of program guidance is provided to the projects. Therefore, while working within the general program philosophy and framework the projects establish their own goals, objectives and actions in keeping with the character and the residents' wishes for the region. In this regard congruency between the program and project levels extend only as far as program guidance.

Heritage Tourism Initiative Program - United States

The degree of consistency between the national program level and the local project level of the Heritage Tourism Initiative program is greatly influenced by the organizational relationships between the two levels. This relationship is such that the program level has little, if any direct control or influence over the projects, as the contractual agreements for services are made with State agencies (Hargrove, 1991, Personal Communications). Therefore, the extent to which the projects comply with program intent is dependent on the judgement of the State Coordinator for the projects, the Project Managers and the local Advisory Boards.

According to Hargrove (1991, Personal Communications), there is congruency in terms of project compliance with the basic program philosophy however, incongruencies occur in terms of the activities pursued within the project regions. Similar to the Canadian program, the Heritage Tourism Initiative program developed a basic approach intended to guide the project regions anticipating that relatively equal amounts of attention would be given to each approach element as required (Table 7.4). The elements include resource identification, opportunities investigation, project design and administration, product development, marketing and communications, and research and evaluation. However, due to the lack of direct program control at the project level, several of the projects have developed their own unique orientations and approaches which deviate from the original approach. For example, some projects have concentrated on resource identification and product development to the exclusion of all else, while others have concentrated on marketing and promotion (Moody, 1991, Personal Communications; Turnbow, 1991, Personal Communications). The result of these independent actions at the project level is that in some cases the projects have

strayed from the prescribed process, however, none appear to have completely lost touch with the underlying program philosophy. The level of congruency between the American program and its projects is not as high as for the Canadian or British programs.

Groundwork Program - United Kingdom

There is a very high degree of congruency between the national program level and the local project level within the Groundwork network. This congruency is ensured through the comprehensive articles of association which are the binding agreements between each participating project or trust and the Groundwork Foundation (Groundwork Foundation, 1992). Consistency in philosophy, structure and process is further controlled by the specific operational guidelines and the standard practise instructions issued to the projects by the Foundation (Groundwork Foundation, 1992). Finally, all Trusts work within a standard set of program developed objectives. These guidelines are considered necessary for continuity and quality control and do not appear to restrict or hamper the activities or actions at the project level (Honey, 1991, Personal Communications; Steer, 1991, Personal Communications). Each Trusts has the freedom to establish a local focus and develop priorities and actions based on the identified needs of the residents of the region. In this way the individual characteristics of the areas is not lost and there is no danger of homogeneity among the Trusts in the network.

Lessons Learned

This section aggregates insight and understanding gained and is concerned with the identification of key program characteristics and attributes. More specifically, this section addresses the fourth and final research question posed at the outset of the study. The focus is on the lessons that can be learned from comparative program analysis, and the potential to transfer the substance of these lessons to nations investing in heritage conservation and management. The discussion is organized and presented in terms of a review of program commonalities and program differences and it culminates with the identification of transferable attributes.

Program Commonalities

There are many key and important attributes which the Heritage Regions, Heritage Tourism Initiative and Groundwork programs share. The common characteristics appear at both the program and project levels.

The three programs, as learned, are directed by nationally recognized non-governmental organizations concerned with encouraging public participation in the preservation, enhancement and promotion of heritage resources. The three programs were developed in response to a need to assist local communities address specific natural, cultural and economic issues and concerns. The mission of each program is essentially to encourage sustainable community development through the identification, protection, improvement and promotion of natural and/or cultural heritage. In essence, the programs follow the principles of heritage and many basic tenets of sustainable development. Each program undertakes this mission through a network of locally administered projects which function as autonomous community based organizations. The programs provide the projects in their network with varying levels of strategic guidance. The programs also provide various types of support services, technical assistance and training to the projects and they facilitate the transfer of information throughout the network. To different degrees, the programs also secure public and private sector financing at both the program and project levels, and they help form partnerships with government agencies, community groups, local governments and voluntary organizations to carry out project level goals and objectives. All programs consider program philosophy to be the most advanced component and their greatest strength. The common weakness identified by the programs is inadequate financial and human resources.

The main characteristic common to all project levels or local initiatives is that they act on behalf of the program as catalysts for local action and local involvement. Suitability, viability, commitment, partnership potential and funding sources were of prime concern in project location selection and social, economic and/or environment decline characterized the majority of the sites. The projects are community-driven and rely on both human and financial support from the local community. Much of this support is derived through partnership with community groups, local government, voluntary organizations and local businesses. Multi-sector partnership development is considered to be a vital component of project operation. All projects have local managers who are assisted by support staffs of varying size. The projects operate under the direction of a Board comprised of representatives of the project areas. In consultation with the public being served, the Boards and project managers establish objectives and priorities specific to the project areas and pursue identified actions in a

regionally appropriate manner. Generally, small-scale initiatives are undertaken which are designed to heighten local awareness, contribute to local revitalization and increase commitment to the community and to the integrated project approach. The projects are accountable and responsible in one way or another to the program level. This can be either through well-defined procedures or through less direct means.

Program Differences

Key differences among the three programs appear at both the program and project levels. First and foremost, the three programs operate in different countries and therefore, they have been influenced by the social, economic, political, environmental and historical realities of their host nations. The antecedents on which the programs are based also differ. The Heritage Canada Foundation drew from international experience for the development of the Heritage Regions program while the Heritage Tourism Initiative and Groundwork programs emerged primarily from internal experiences of the parent organizations. The fact that the Groundwork program grew from a tested government initiative is a further divergence. In a general sense, the different contexts and antecedents appear to have had an influence on the programs. However, it is speculated that the government affiliation of the Groundwork program may have been the strongest influencing factor. During its formative stages this affiliation provided the funding and guidance required to test and refine the program approach and the organizational procedures and processes. A further notable difference is the fact that the Heritage Regions and the Heritage Tourism Initiative programs are both under the direction of parent organizations with many other cultural program interests. The Groundwork program, unlike the other two, is the sole responsibility of the Groundwork Foundation, suggesting a more concentrated program focus.

The type and extent of supporting actor and agency involvement also varies among the programs. Unlike the Canadian and American programs, the Groundwork program has developed an extensive partnership system from which it receives financial and technical support. Groundwork has also developed thematic partnership arrangements. This arrangement encourages the corporate sector to become involved with the program through the sponsorship of specific initiatives which are then made available to the local projects on a competitive basis. This type of program driven, national level funding partnership arrangement has not been developed by the Heritage Regions or the Heritage Tourism Initiative programs. The manner in which Groundwork approaches partnership development also provides a valuable lesson. The Groundwork approach is non-threatening and non-confrontational. Partnership development is also enhanced by the long term commitment of

the British Department of the Environment. This commitment adds credibility and permanence to the program, thereby reducing the perceived risk of actor and agency involvement.

The organizational structures which link the local or project levels with the national or program levels and the policies and procedures which regulate the linkage also vary among the programs. The Heritage Regions program has a dual approval procedure as it contracts with a Project Manager and with a local region through a Project Board. The Heritage Tourism Initiative program has introduced the State level between the program and project levels. On the other hand, the Groundwork program has established a clear organizational structure at both the national and local levels. Of the three the Groundwork program is the only one, to have developed detailed structural and procedural systems which pertain to all aspects of program planning and operation. It has also developed a more advanced monitoring process than the other programs, although none of the programs are satisfied with the consideration given to monitoring and evaluation.

A further program difference is the organizational relationship each has established with the local projects under their jurisdiction. The Heritage Regions program maintains contact and an element of control through the local project manager. The Heritage Tourism Initiative program has very little control or direct input as the projects are essentially managed by the State agency which contracted for services from the program. The Groundwork program, on the other hand, establishes control at the beginning of the projects through a comprehensive association agreement and it maintains contact through specific guidelines and funding agreements despite the fact that the projects are autonomous companies.

Program level support for the project level is also very different among the programs. The Heritage Tourism Initiative program provides training and technical assistance and little else. The Heritage Regions program goes a step further and also provides some funding, policy and procedure support. The Groundwork program provides substantial financial support and a comprehensive standard practice framework as well as technical assistance and training. The length of time the program remains committed to the project regions under its direction is a further difference among the programs. The Canadian and American programs initiate projects with three to five year agreements and after that period the projects are expected to carry on without program support, unless assistance is purchased in the form of consultation. By comparison, the Groundwork projects remain part of the program network for the long term. For example, the first Groundwork pilot project which was started in 1980 is still part of the Groundwork network.

At the project level, the differences are largely operational. While it is difficult to generalize, the operating budgets of some Groundwork projects are as much as 10 times higher than some of the Heritage Tourism Initiative projects or Heritage Regions projects (Groundwork Foundation, 1991; Hulan, 1991, Personal Communications; Wood, 1991, Personal Communications). In addition, the staff complement of some Groundwork projects can exceed twenty while, the Heritage Regions and the Heritage Tourism Initiative projects average only two staff members each. The types of activities undertaken by the projects also vary. The Heritage Regions projects tend to assist established and establishing local organizations pursue new interests and initiatives or enhance existing undertakings such as festivals. The Heritage Tourism Initiative projects tend to concentrate on training and marketing existing sites and services, and the Groundwork Trusts tend to undertake visible improvements to the environment and provide environmental educational opportunities. Unlike the Canadian and American projects, the Groundwork projects also provide services, such as landscape planning, for a fee. The influence and responsibilities of the project Advisory Boards is a further difference among the projects. The Heritage Regions project Boards work in close cooperation with the Project Managers to establish objectives and priorities for the local regions, however, neither the Boards nor the Managers are directly accountable to each other. Conversely, the Groundwork and Heritage Tourism Initiative Boards direct the actions of their Project managers and the Managers are accountable to the Boards. Unlike the other two projects, the Groundwork Trust Boards are also Directors of the Trust Companies and Trustees of the Trust Charity, with all the associated responsibilities. The Canadian and American project managers cite project strengths such as resident involvement, paid project personnel, affiliation with a national organization. The Groundwork Trusts managers consider integrated community involvement, multi-sector partnerships, flexibility of approach and local government support as dominant strengths. The Canadian and American projects are also of the opinion that lack of a proven track record, low public awareness and inadequate operational procedures are major weaknesses while lack of human resources, funding, and monitoring and evaluation methods are identified weaknesses of the Groundwork Trusts.

Transferable Attributes

The knowledge base gained from comparative analysis of the three national heritage-based community development programs revealed key program characteristics and attributes worthy of consideration by present and future community-based initiatives. The identification attributes have been selected from the experiences of existing programs attempting to link heritage and sustainable development. The attributes are not onerous and can be utilized without major new investments

of human and financial resources. This was considered especially important in this time of budget austerity. The attributes are also transferable and can be replicated at the local and regional levels in Canada and elsewhere. The attributes are organized according to the elements of the Managerial Assessment Model and presented in point form for ease of reference.

Context and Conceptualization

- A clear understanding of the social, political, economic and environmental context in which the program is to operate to assure fit and element enhancement.
- A clear understanding of related programs and their strengths and weaknesses as a source of guidance.
- A clear understanding of the need, purpose and desired products of the program to ensure focus and direction.
- A clearly defined program philosophy based on the principles of heritage and guided by the principles of sustainable development.
- A program commitment to the philosophy and supported by the necessary funds, personnel, structure, and policies and procedures.
- A clearly defined procedure for directing the establishment of community-based projects. This should include required actions, processes, time-frames and roles and responsibilities for both the program level and the potential project site.
- A clearly established set of criteria or characteristics to guide project selection for inclusion in the program. These criteria should be made known to the potential sites and should include such parameters as organizational capabilities, partnership potential, funding sources, need for a project and commitment to the principles of heritage and sustainable development.

- Once a site is selected, a program level commitment to long-term involvement in the community or region to allow for genuine attitude and approach adaptation.
- A commitment by the selected sites to working within a network of initiatives to facilitate transfer of information, to share national and local level support services and to form links with a wide spectrum of private, voluntary and public sector agencies.

Agency and Actors

- A commitment by the program and project level management, project constituents and interested stakeholders to partnership development to work across special interests in an integrated approach for sustainable community development.
- A commitment by national and local level agencies and organizations to financial and technical support where necessary to add credibility and permanence to the initial stages of program and project level development.
- A clearly established coordinating structure for the agencies and actors involved at the program and project levels to avoid duplication and to show points of contribution and participation.
- A clearly established outline of roles and responsibilities of the actors and agencies involved on core and supporting capacities at the program and project levels. This should present expected functions, processes and procedures.
- A program and project level commitment to non-threatening and non-confrontational approaches to partnership development. The intent should

be the pursuit of mutually beneficial arrangements where attention is given to all stakeholder interests.

- A commitment by all actors and agencies involved to accommodation and compromise in decision-making.
- A commitment to recruiting qualified personnel and to provide training and performance appraisals to further human resource development.
- A commitment to provide training and guidance to volunteer members of Boards and committees as well as to partner agencies and actors and interested residents of the project region.

Planning and Analysis

- A clearly established program level framework to guide the projects within the network in the development of goals and objectives. This ensures that the program philosophy is reflected in the network.
- A clearly established procedure for the identification of program and project level goals, objectives and priorities. Such a procedure should follow the approach principles of sustainable development in that it should be strategic, adaptive, integrative, pluralistic and systems-based.
- A commitment to the philosophical tenets of heritage and the ethics principles of heritage clearly reflected in the program and project level goals, objectives and priorities.
- A clearly stated and widely promoted set of goals, objectives and priorities for the program and project levels. They should be realistically based on funding, staff and other capabilities. Periodic review must also be undertaken to adjust for changing circumstances.
- A commitment to undertaking actions which follow the established goals, objectives and priorities at both the program and project levels.

- **A commitment by all partners at the program and project level to encourage and facilitate broad-based public participation in decision-making, particularly in the context of goal and objective definition.**

Implementation

- **A commitment by program and project managers, partners and project constituents to the guiding philosophy in program and project implementation.**
- **A commitment by program and project level managers to creating a strong organizational structure using accepted management practices that is capable of adapting to changing goals and objectives and program and project growth.**
- **A clearly established workable approval procedure which operates both at and between the program and project levels. It should address relations with the actor and agencies involved at each level.**
- **A commitment to providing adequate funding and personnel to implement the programs and projects in accordance with the established goals and objectives.**
- **A clearly established management planning system prepared by the program to guide the network of projects in implementing goals, objective and priorities.**
- **A clearly established set of performance measurement standards to be used for program monitoring and a commitment to utilizing the monitoring system and learning from the outcomes.**
- **A clearly established evaluation or comprehensive audit process for both the program and project levels, with a commitment to regular evaluations or audits.**

General Guides and Principles

- A clearly established philosophy to guide the program and projects based on the principles of heritage and sustainable development.
- A clearly established system of central program coordination of a network of community-based projects committed to the guiding program philosophy.
- A clearly established management structure with supporting policies and procedures for both program and project levels.
- A program level commitment to provide a guiding framework for the projects, but allowing the flexibility for the development of project specific priorities and actions.
- A commitment to encouraging multi-sector involvement in program and project decision- making and implementation.
- A commitment by the program and projects to the provision of adequate funding and human resources to implement the established goals and objectives.
- A long-term commitment of government support to enhance program credibility and ensure permanence.
- A clearly established monitoring process and evaluation program for both program and project levels.
- A commitment by public, private and voluntary sectors to enter into partnership agreements at the program and project levels.
- A commitment by the local project regions to full participation in the planning, analysis and implementation of the program approach.

Recommendations To Further Sustainable Development Efforts

In the search for ways and means to work toward the basic goal of sustainability, attention has been directed to the linkage between heritage and sustainable development. The preceding chapters have presented a comparative analysis of three national programs attempting to integrate the concepts at the community level. This analysis provided key lessons for current and future endeavours. To assist with the implementation of these lessons two sets of recommendations emerge. The first set of general recommendations is intended to enhance and enrich the Canadian heritage management scene. These recommendations are developed to improve the national context in which heritage-based programs currently operate. The second set of specific recommendations address deficiencies identified from the attributes ledger. As might be expected, no consideration has been given to the positive attributes reflected in the Heritage Regions Program as they are not in need of augmentation.

General Recommendations

- 1 - It is recommended that government agencies, community planners, interested citizens and voluntary organizations begin to view heritage in a holistic manner, recognize its value as the basis for all human judgements and continue to explore innovative ways of extending the concept of heritage more forcefully into the community development realm. The analysis of the three heritage-based programs has shown that heritage is a valuable conceptual icon or philosophical tenet for guiding sustainable development initiatives.

- 2 - It is recommended that local government, developers, residents, community planners, business and industry, and environmental organizations become cognizant of the fundamental principles of sustainable development, adopt them as the norm, and approach each decision from a more sustainable perspective. Program analysis has illustrated that the fundamental principles of sustainable development provide a solid guide for decision-making at the community level. The principles provide both the values underlying decision-making and the strategies for decision-making with a sustainable development orientation.

- 3 - It is recommended that increased attention and effort be directed toward encouraging sustainable development efforts at the local or community level. Program analysis has indicated that applying community based systems to sustainable development is an effective starting point for achieving environmental and social quality for future generations.
- 4 - It is recommended that strong decision-making structures and processes be developed prior to the initiation of community-based sustainable programs. Program analysis has revealed that there is maturity in the philosophies and ideologies which guide current programs, but not as much maturity is evident in decision-making structures and approaches.
- 5 - It is recommended that new and innovative ways to construct partnerships be explored. The program analysis revealed the importance of partnerships as a means of increasing awareness, consensus building, encouraging mutual support and creating action. The increasing number of well intended government agencies, non-government organizations, community groups, business and enterprise and the decreasing availability of funding for needed and desired pursuits points to the need for non-confrontational, mutually benefiting partnerships.
- 6 - It is recommended that federal and provincial government agencies and organizations such as the Canadian Association of Municipalities investigate the action-oriented network approach as an appropriate organizational tool for managing sustainable development efforts at the community level. There are countless organizations and agencies throughout the country involved in community based programs which could benefit from working together to create a network of local action based initiatives.
- 7 - It is recommended that further heritage-based initiatives be developed and research be conducted to increase understanding and improve upon the approach, so that the triad model can be further validated and additional evaluations be conducted on other programs such as the Natural Parks program in France. Program analysis has provided evidence that heritage, sustainable development and community development are indeed integrated concepts and that their integration serves as the basis for successful heritage-based community development programs.

Specific Recommendations for Heritage Canada

- 1 - It is recommended that a comprehensive preliminary planning procedure be developed and implemented prior to the establishment of a project region. This procedure should require the interested region to prepare an extensive application proposal including such topics as the need for the project, a baseline profile of the region, proposed organizational structure, funding sources, project objectives and priorities for action. The procedure should also require that the program clearly outline its roles and responsibilities to the project area. At present, the process for establishing project areas requires little more than an a minimal commitment of funding from local government and expressed enthusiasm on the part of interested citizens of the region.
- 2 - It is recommended that the agreement for participation between the Heritage Regions program and the local community be strengthened in terms of roies and responsibilities and that the project managers be hired by, and under the direction of, the local administrative board. This arrangement would increase the sense of local control and ownership of the project and increase the responsibility and commitment of the local board. At present, the staffing ,structure and agreement for local area participation in the Heritage Regions project is such that the program may be suspected of parachuting into a community and trying to impose its patent solutions for the community's problems.
- 3 - It is recommended that the Heritage Regions program clarify its intent and identify a range of products and services appropriate to its operation while allowing for flexibility in meeting project level and partner needs. At present, the broad focus of the Heritage Regions program, while encouraging flexibility, also contributes to confusion concerning program intent and anticipated outcomes.
- 4 - It is recommended that the time commitment to projects be lengthened to add stability to the projects and to demonstrate faith in project regions and to the approach. This allows the funding partners the opportunity to realize the benefits and to become involved. At present, the Heritage .Regions program generally commits staff and assistance to a project region for three years which is often not long enough for the approach to demonstrate its merits.

- 5 - It is recommended that the program level prepare standard practice guidelines applicable to all projects in the national network. The development of guidelines pertaining to business, project management and financial systems would enable the project to maximize efficiency and effectiveness. At present, although each region is unique and must establish its goals and priorities based on the personality of the region, very little in the way of operating guidelines are offered the project regions by the program level.
- 6 - It is recommended that the program prepare and maintain on-going training programs for both employees and volunteers which provides a thorough grounding in professional and managerial competencies and provides the appropriate skills necessary to meet the requirements of the organization. At present, project level review indicates a need for increased training for Board members, staff and volunteers.
- 7 - It is recommended that funding requirements be established and adequate funding be secured prior to the establishment of the projects and that the program level increase efforts to secure additional funding to be made available to the projects in the network. Specific theme related funding programs in cooperation with the corporate sector are a possible avenue to pursue. At present, inadequate funding is cited as a limiting factor for project growth and development.
- 8 - It is recommended that greater effort be extended in developing both resource provider partnerships and beneficiary partnerships. These partnerships should be well publicized and based on firm agreements outlining specific roles and responsibilities. At present, the nature and extent of partnerships formed at the program and project levels are not well developed.
- 9 - It is recommended that a comprehensive monitoring program be developed for the program and projects which evaluates and measures their performance by quantifying tangible and intangible activities. Such a monitoring system would help maintain appropriate quality performance and would serve to enhance the program's reputation. Baseline information for project level monitoring should be collected prior to the establishment of projects. At present, program and project level monitoring is not well developed.

- 10 - It is recommended that all efforts be made to cultivate a working relationship between Heritage Canada and the department of Canadian Heritage. The Heritage Regions program is a natural extension of many Departmental objectives and through combined expertise and resources the people of Canada as well as the agencies would benefit. At present, Heritage Canada and the Department of Canadian Heritage do not have a formal relationship which encourages mutual benefit.

This thesis reaches resolution with the next Chapter. It focuses attention on the contributions of the research and offers a blueprint for the construction of a community development process with heritage and sustainable development sensitivities. This process emerges from the lessons learned through the analysis of the case programs. The identification of several key areas worthy of future research consideration are also included.

CHAPTER XI

CONCLUSIONS

RESEARCH CONCLUSIONS, REFLECTIONS AND LINKS TO THINKING ELSEWHERE

This discussion is one of resolution and closure. Comment is focused on the results and contributions of the thesis, as well as future research avenues that have emerged from the study.

Human adaptation to the environment is a major theme of geography and this research. Humans often adapt to stressful situations and issues through collective decision making, and this decision making is implemented through institutional arrangements, such as programs and their associated projects. Specifically, this study investigates three national programs attempting a different response to changing social and other conditions by integrating the concepts of heritage and sustainable development in community structures and processes. This focus is in reply to repeated calls in the literature for increased understanding of how the theoretical principles of heritage and sustainable development are expressed and made operable in the community context.

In order to conceptualize and direct this investigation, it is first necessary to capture the essence of heritage and sustainable development in models which comprehensively define their meaning. This modelling exercise is undertaken in an attempt to end the confusion surrounding the concepts in contemporary thinking and research. The models draw from the theoretical and applied literature and their use in this study, it is believed, marks their first testing in the context of national program analysis. This application shows them to be effective organizational and assessment tools and their development is considered a major study contribution. It is anticipated that they will serve as quite useful constructs in subsequent research, and they will evolve further through utilization in a variety of situational contexts in Canada and elsewhere.

Heritage-based community development programs in Canada, the United States and the United Kingdom appear as case studies. The critical analysis of the programs' philosophical and decision making tenets is of primary concern. This analysis is pursued to determine if the heritage and sustainable development principles truly serve as the foundation components of the community development process being promoted. Through the application of the heritage and sustainable development models, as well as the management assessment model, analysis focuses on program philosophy, structure and process. Study results clearly indicate that the national programs are

founded on the principles of heritage and that these principles serve as their basic philosophical tenets. The study also reveals that the ethical and strategic principles of sustainable development provide the general guidance for program decision-making. In this regard, the sustainable development principles can be considered the general decision-making tenets to be used when relevant and necessary in program operation. These findings, therefore, make a substantial contribution to our understanding of the heritage/sustainable development/community development triad. They provide evidence that the heritage and sustainable development principles are serving as valuable foundation components for new directions in community development. In addition, program comparison makes it possible to identify commonalities and differences and to learn from the successes and failures of the three programs. As well, consideration of both the national program level and the local project level also adds to our overall understanding of what is necessary to realize "consistency". In other words, the comparison provides insight into the consistency of interpretation and implementation of program and project level philosophies.

In sum, this insight reveals a blueprint for the construction of a different community development process; a process that should produce a community with heritage and sustainable development sensitivities. This blueprint assists in producing an answer to the overarching research question posed at the outset of the study. The question states, what are the inherent characteristics of a community development process which is the product of the union of forces sensitive to heritage and forces sensitive to the ethics and decision-making approaches of sustainable development? It is the process needed to enhance community capacity to respond to changing endogenous and exogenous forces.

At the centre of the blueprint is the physical and mental expression of community development in terms of a more balanced portfolio of cultural, social, environmental, political and economic investments. Figure 11.1 identifies the community development process characteristics which are products of heritage and sustainable development integration. These characteristics relate to the managerial elements of context and conceptualization, actors and agencies, planning and analysis, implementation, and general guides and principles, which are employed throughout the study as organizational devices. Further elaboration of these elements is presented in Table 11.1.

Figure 11.1 COMMUNITY DEVELOPMENT AS PROCESS AND AS PRODUCT OF HERITAGE AND SUSTAINABLE DEVELOPMENT INTEGRATION (REFER TO TABLE 11.1 FOR ELABORATION OF CONSTITUENT ELEMENTS)

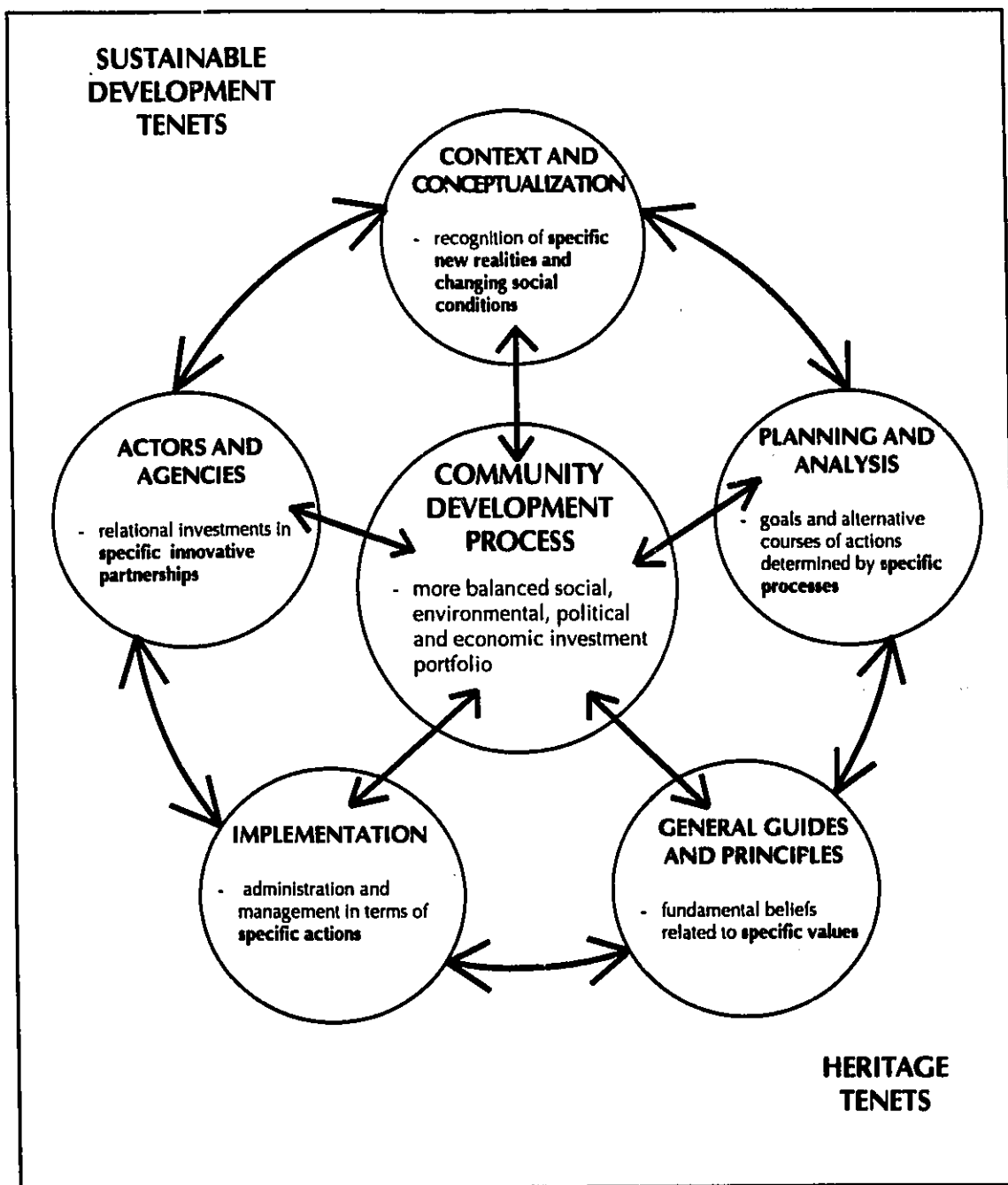


Table 11.1 KEY CHARACTERISTICS OF THE COMMUNITY DEVELOPMENT PROCESS AS A PRODUCT OF HERITAGE AND SUSTAINABLE DEVELOPMENT INTEGRATION

CONTEXT AND CONCEPTUALIZATION

Recognition of:

- the interrelatedness of local economic, environmental and social problems and their solutions
- the declining capacity of senior governments alone to plan and manage local affairs
- the necessity for community mobilization and long term responsibility acceptance
- the attractiveness and success potential of heritage resource investments

ACTORS AND AGENCIES

Relational investments in:

- the formalization of multi-sector and multiple interest partnerships
- the encouragement of pluralism through broad-based public participation
- the construction of institutional structures and processes specifically designed to facilitate cooperation, consultation and compromise
- the maintenance of clearly visible accountability procedures among decision-making levels

PLANNING AND ANALYSIS

Goals and alternative courses of action determined by:

- the comprehensive diagnosis of situations
- the comprehensive evaluation of alternatives
- the continuous acceptance of monitoring feedback related to program and project performance
- the commitment to program/project correction, cessation and completion

IMPLEMENTATION

Administration and management in terms of:

- the use of transparent approval procedures
- the use of open operational systems
- the formal decentralization of power and authority
- the continuous monitoring and assessment of program and project performance

GENERAL GUIDES AND PRINCIPLES

Fundamental beliefs related to:

- the value of social learning and capacity building
- the value of community control
- the value of appropriate program and project scale
- the value of community understanding of sense of place

Program context and conceptualization are the new realities and changing social, economic and environmental conditions, and their interpretation, respectively. As this research describes, the heritage, sustainable development union and its resultant community development process enhances a community's ability to recognize the interrelatedness of change dynamic components and the attendant corrections or adjustments that are needed to traditional ways and means of decision-making. In addition, the union and the reconstructed process facilitates the identification of new sets of development opportunities related to human and natural heritage and recreation and tourism. In essence, it is recognized that the community is in the best position to set meaningful goals in these domains and through ownership of these goals is more motivated and better able to measure success, failure and effect. This marks a departure from traditional community development models operating in Canada, the United States and the United Kingdom since World War II, as the new process places most of the responsibility for the selection and implementation of development options in the hands of the community being served rather than in the hands of senior government officials in major administrative centres or capital cities.

In terms of **actors and agencies**, relational investments in broad-based local involvement and innovative multi-sectoral partnerships are shown to be mandatory constituents of all three programs. Why? Because simply stated, no one interest or group or government level has the human, financial and technical resource capacity to accomplish all the needed community development tasks, and then maintain the community systems created. The program analysis reveals attempts to rationalize roles and responsibilities and develop the appropriate agency and actor mix. Concomitantly, relational structures and processes designed to facilitate coordination, cooperation and consensus are also shown to be important, but are still appreciably immature. However, meaningful steps are being taken to improve the situation as the programs evolve, especially in Canada and the United States.

Analysis also reveals that **program planning and analysis** must attend to the prioritization and assessment procedures associated with alternative community development options in a systematic way. The community planning task is, therefore, a complex exercise. In the context of the three national programs, the multiplicity of interests and the complexity of demands are potentially daunting. However, specific processes constructed to deal with both the diagnosis of community problems and the evaluation of interest group preferences are being developed. It may be recalled that a collective community vision is critical to the projects participating in the three programs. This vision is based on the principles of heritage and sustainable development and is created through broad-based participation and information exchange.

Clear, widely understood approval procedures and flexible, but established operational systems are attributes central to program implementation. Similarly, the value of continuous monitoring and assessment must be stressed. Program analysis reveals that such administrative actions are still developing within the programs studied. It appears, and understandably so, that all three programs have concentrated their initial efforts more on the normative level and have, to some extent, neglected the critical operational level.

A further implementation consideration is the decentralization of power and authority. There is a growing number of examples of communities either taking back power voluntarily or involuntarily or being given increased responsibility for care. The challenge is for communities to operationally integrate the concepts and ethics of sustainable development into their community-based development processes. It is naive to think or expect that such integration is limited only to the experience of communities participating in national heritage programs. Illustrative of community initiatives that seem to be evolving in parallel to the heritage programs is the Remedial Action Plan process in the Great Lakes region labelled by some observers as "true grassroots ecological democracy", where the responsibility for the selection and evaluation of options is largely vested in the communities themselves (Hartig and Zarull, 1992). In a different context, the Canadian Healthy Communities Project brings local business groups, labour, local government and the voluntary sector together to plan and develop programs and actions which address environmental, economic and social issues in several communities across Canada (Douglas, 1994). Ontario's new Planning Act, promulgated on March 28, 1995 is a further example of the movement toward community empowerment and environmental stewardship. The Act is based on the belief "that planning the development of Ontario's cities, towns and rural areas can best be accomplished by the people who live there" (Ministry of Municipal Affairs, 1994:3). To this end municipalities are given greater responsibility for developing and implementing their own plans in a community-sensitive manner. The central task in these, and the many other examples that are appearing, is capacity building through the reconstruction of the community development process and the procurement of the needed human, financial and technical resources. There is a major cautionary note here, as a key question remains largely unanswered even at this end of the research cycle. It relates to whether

or not one can be sure that there is indeed a general transition from "top-down" to "bottom-up" community development and partnership approaches to the achievement of the public or collective objectives of national programs.

In terms of **general guides and principles**, capacity building is one of the fundamental beliefs upon which this integrated community development process is based. It is also based on the value of social learning and community control. This is clearly illustrated by the programs studied. The national programs begin by focusing attention on an issue associated with local heritage. The issue serves as a conduit for community mobilization. This state then entices the growth of community expertise and confidence which in turn enhances the capacity to make decisions in other areas associated with community development. The programs also demonstrate the value of appropriate scale and its link to control and accountability. These general principles can lead to real pluralism as more stakeholders and community residents have faith in the programs and make the conscious decision to increase their participation and its intensity.

While the programs considered in this study provide guidance for an alternative community development process, the research also reveals that adaptation and innovation come with a price tag. A major concern of the three programs is securing adequate funding. Governments, non-governmental organizations and special groups have to start making hard decisions concerning the allocation of human and financial resources. They also have to establish clear priorities for the areas which are to receive support. Due to changing conditions and new realities, community preferences and obligations are shifting on decision making agendas. This means that heritage conservation is but one of many concerns competing for public and private investment. The fear exists that so many "heritage" claims are being made that the necessary investment needed to maintain the integrity of these community-based programs will not be available in the future. The question remains, is investment in a community development process grounded in heritage and sustainable development principles the correct means of realizing a "sense" and a "place" called community? The results of this study suggest an affirmative response. The Heritage Regions, Heritage Tourism Initiative and Groundwork programs mark a shift from self-interest to community interest, from top-down control to self-determination, from large scale to small scale development, from centralized to decentralized power, from cultural homogeneity to cultural diversity, from corporate management to personal responsibility, from dependency to self-reliance, from competitive to cooperative values and from reactive to proactive planning.

For many the debate continues about the merits, methods of achievement and implications of these shifts. However, for those who believe that the changes are necessary for a more sustainable future, the lessons learned from the three national programs help establish a path to follow. The path suggests a way in which different actors and agencies might handle the inter-related issues pertaining to sustainability, how they come together as "partnerships", how they agree on common goals, how they identify gaps in information, knowledge and understanding and how they construct agendas for action. Much more exploration and experimentation will be required before all critical questions are addressed and the path widens and becomes well worn.

Future Research Avenues

A valuable end-point to this detailed and complex investigation is the identification of several areas which warrant future research attention. The following research avenues are supplemental to the research requirements associated with the recommendations presented in the previous chapter.

1. Study should be conducted to determine the existing maturity of the heritage estate in Canada so that a national heritage strategy can be developed. A comprehensive diagnosis of the many forms of heritage conservation and management at national, provincial and municipal levels is required before action plans can be developed, and resources allocated. At present, it is almost impossible to pass judgement on the maturity stage reached for alternative kinds of natural and cultural heritage management and their institutional expression.
2. Study should be conducted on the forces that have the potential to impinge upon the integrity of Canada's heritage estate. A typology of internal and external forces classified in terms of disposition (cultural, environmental, political, economic), their magnitude and direction is needed before adjustments to the heritage estate can be made, and before appropriate protection and conservation measures are introduced. Fundamental questions about institutional dynamics and resource allocations can not be

addressed until such time as the task is completed. In fact, one can not assess the role of the Heritage Regions program in the estate without such a study.

3. Study should be conducted to determine the real social, economic and environmental consequences of national heritage programs. While there is now evidence of community development process enrichment, such is not the case for community development as a product of this enriched process. In other words, community development expressed as measures of quality of life improvement and sustainable community systems has not been investigated by program managers, members of the academic community, and other interested observers and critics.
4. Study should be conducted to determine the transfer potential of the heritage-based program approach to communities outside the European and North American contexts. It is known that the notions on which the programs are based such as sense of place, rootedness and continuity are important to European communities as well as communities in more recently "settled" countries in North America. However, little is known about the importance of these characteristics or the potential to build on these characteristics as a means to address the real limitations and real opportunities available to sustain communities in other parts of the world.
5. Study should be conducted to ascertain perception, attitude, value and opinion change in those citizens of participating project regions. Because the projects are promoted as a means of effecting change within the communities, a valuable form of project monitoring is also the comparison of resident expectations and satisfactions. In the same vein, an assessment of changes in resident attitudes pertaining to environmental and social issues would provide useful feedback regarding the comprehension of the underlining program philosophy.

The final words go to the Chief Executive of the Groundwork Foundation who captures the essence of the heritage/sustainable development/community development triad in his statement that the goal is to -

... encourage communities to work together to develop a vision, increase individual and group self-respect, create new employment opportunities, and, most importantly, create a more congenial living environment (Davidson, 1991:1).

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- TURNBOW, T. 1991. Project Manager, Tennessee Natchez Trace Corridor Heritage Tourism Initiative. Response to Survey Package I.
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Appendix A

Programs and Projects Included in the Study

Programs and Projects Included in the Study

Groundwork Program - United Kingdom

- Program Head Office - Groundwork Foundation
85/87 Cornwall Street
Birmingham, England
B3 3BY
- Project Offices
- Operation Groundwork
32-34 Claughton St.
St. Helens, Merseyside
WA10 1SN
 - Black County Groundwork
Red House
Hill Lane
Great Barr
Sandwell
B43 6ND
 - Erewash Groundwork
34 Town Street
Sandiacre
Nottinghamshire
NG10 5DV
 - Merthyr and Cynon Groundwork
Fedw Hir
Llwydooed
Abedare
CS44 0DX
 - East Durham Groundwork
Seaton Holme
Hall Walks
Easington Village
Peterlee
Co. Durham
SR8 3B5
 - Macclesfield and Val Royal
Groundwork
The Adelphi Mill Gate Lodge
Grimshaw Lane
Bollington
Macclesfield
SK10 5JB
 - Oldham and Rockdale Groundwork
Bank House
Shaw
Oldham
OL2 8AL
 - Kerrier Groundwork
Wilson Way
Pool
Redruth
Cornwall
TR15 3RS
 - South Leeds Groundwork
Wesley Street Mill
Morley
Leeds
LS27 9ED
 - Rossendale Groundwork
New Hall Hey Road
Rowtenstall
Lancs
BB4 6HR
 - Salford and Trafford
Groundwork
6 Kensus Avenue
Weaste
Salford
M5 26L
 - Ogwr Groundwork
Bryngarw House
Brynmenyn
Bridgend
CF32 8VV
 - Wakefield Groundwork
18 Ferrybridge Road
Castleford
WF10 4JJ

- Bristol Avon-Groundwork
Hebran House
Sion Road
Bedminster
Bristol
BS3 3BD
- Colne Valley Groundwork
Garden Cottage
Denham Court
Village Road
Denham
Uxbridge
Middlesex
UI39 5BQ
- West Cumbria Groundwork
Crowgarth House
48 High Street
Cleator Moor
Cumbria
CA25 5AN
- Wigan Groundwork
116 Wigan Road
Ashton-in-Makerfield
WN4 9SX
- Hertfordshire Groundwork
Mill Green
Hatfield
Herts
AL9 5PE
- Kent Thames-side Groundwork
Central Park Offices
80A Lowfield Street
Dartford
Kent
DA1 1HS
- Greater Nottingham Groundwork
35-37 St. Mary's Gate
Nottingham
NG1 1PU
- Islwyn Groundwork
c/o Civic Centre
Pontlanfraith
Blackwood
Gwent
NP2 2YW
- Creswell Groundwork
Whaley Thorns Heritage Centre
Cockshut Lane
Whaley Thorns
Longwith
Nottinghamshire
NG20 9HA
- Blackburn Groundwork
Glenfield Park (Site 2)
Northrop Avenue
Blackburn
BB1 5QF
- Northern Ireland
Dendon Lodge
Clandelboye Estate
Helens Bay
Bangor
Co Down

Heritage Tourism Initiative Program - United States

Program Head Office

- Heritage Tourism Initiative
National Trust for Historic Preservation
511 16th Street, Suite 700
Denver, Colorado
80202

Project Offices

- Nappanee Project
Nappanee Main and Market Streets
P.O. Box 398
306 W. Market Street
Nappanee, Indiana
46550-0398
- Historic Southern Indiana Project
8600 University Boulevard
Evansville, Indiana
47712
- Columbus Project
Columbus Area Visitors
Information Centre
514 Franklin Street
Columbus, Indiana
47201
- Gary Project
City of Gary
401 Broadway
Gary, Indiana
46402
- Cotton County Project
c/o Washington County CVB
Brenham, Texas
77833
- Galveston Bay Project
c/o Galveston Historical Foundation
2016 Strand Street
Galveston, Texas
77550
- LBJ Heartland Project
LBJ Heartland Council Rural
Research Office
HC 13, Box 4
Fredericksburg, Texas
78624
- Missions of El Paso Project
El Paso CVB
One Centre Plaza
El Paso, Texas
79901
- Natchey Trace Corridor Project
c/o King and Turnbow
203 Third Avenue South
Franklin, Tennessee
37064
- Cherakee Overhill County Project
c/o Etowah Arts Commission
L & N Depot, Tennessee Avenue
Etowah, Tennessee
37331
- Backroads Heritage Area Project
c/o Historic Preservation Consultants
P.O. Box 245
307 Vine Street
Wartrace, Tennessee
- America's First Frontier Project
Northeast Tennessee Tourism Council
P.O. Box 415
117 Boone Street
Jonesborough, Tennessee
37659
- Fox/Wisconsin Rivers Corridor Project
P.O. Box 7
Sauk City, Wisconsin
53583
- Lac du Flambeau Project
Lac du Flambeau Tribal Tourism
P.O. Box 67
418 Little Pines
Lac du Flambeau, Wisconsin
- Frank Lloyd Wright Trail Project
c/o Taliesin
Spring Green, Wisconsin
53688
- Wisconsin's Ethnic Settlements
Trails Project
Box 31.
Green Bush, Wisconsin
53026

Heritage Regions Program - Canada

Program Head Office

- Heritage Canada Foundation
P.O. Box 1358
Station B
Ottawa, Ontario
K1P 5R4

Project Offices

- Manitoulin Regional Tourism Project
30 Water Street
Little Current, Ontario
P0P 1K0
- Lanark Heritage Region Project
73 Mill Street
Almonte, Ontario
K0A 1A0
- Cowichan and Chemainus Valleys Ecomuseum Society
160 Jubilee Street
Duncan, British Columbia
V9L 1W6
- Labrador Straits Heritage
Region Project
P.O. Box 81
Forteau, Labrador
A0K 2P0

Appendix B

Survey Package I - Program Manager

SURVEY PACKAGE I - PROGRAM MANAGER

It is becoming an increasingly accepted premise that in order to achieve a sustainable future each society must recognize the meaning of its resources and the direction of its aspirations. As resources and aspirations are rooted in a society's heritage and are most clearly understood at the local level, it follows that interest in the linkage between local heritage and sustainable development is also increasing. However, little is actually known about the role of heritage in the process of sustainable development and more specifically little is known about experiments in applying the principles of either heritage conservation or sustainable development in the context of community development programs.

The intent of this study is to contribute to knowledge and understanding by exploring the integration of heritage and sustainable development and how this integration is operationalized at the community level through specialized programs. The ultimate goal is the formulation of a framework which can be used to help guide communities toward a more sustainable future.

The first stage of this study is concerned with gaining an understanding of program and project dynamics. The questions in this stage are organized according to central management headings and each question is open-ended. as such there is no limit to the length of response or to the amount of detail you may provide. Please respond to each question separately and take as much space as you require. Note that there is also a set of questions at the end pertaining to your background. You may answer these questions directly on the sheet provided and return this with your response package. In addition, it would be beneficial to the study to obtain quality support material such as charters, annual reports and program and project assessments if possible. All response packages should be returned to me no later than 4 four weeks after you have received this survey.

Please direct questions and your response packages to:

Cynthia Stacey
Department of Geography
University of Ottawa
165 Waller Street
Ottawa, Ontario
Canada K1N 6N5
Phone (819) 663-0924 Fax (613) 564-6529

QUESTIONS

Context

1. What is the mission of the parent or guiding organization and how does the program relate to this mission?
2. What is the organizational structure of the parent organization and where does the program fit within this structure?
3. What other programs fall within the domain of the parent organization?

Conceptualization

1. What was the primary reason for establishing the program?
2. What theory(s) or past experience(s) influenced the establishment of the program?
3. What was the initial procedure followed to establish the program?

Agencies and Actors

1. What agencies and actors are involved in program management?
2. What are the roles and responsibilities of the agencies and actors involved at the program level?
3. What is the coordinating structure for the agencies and actors involved at the program level?

Planning and Analysis

1. What was the planning procedure used to identify and to define program and project level goals, objectives and priorities?
2. What are the program level goals, objectives and priorities and what activities are being undertaken to support these?
3. What is the nature and the form of public participation in program and project planning and analysis?

Implementation

1. What are the approval procedures used to obtain agreement among the agencies and actors involved at both the program and project levels?
2. What procedures are in place to monitor program and project implementation and how were they developed?
3. What program components are most advanced as far as implementation is concerned and what are the least advanced?

General Guides and Principles

1. What conditions appear to be fundamental to success at both the program and project levels?
2. What are the major strengths of both the program and projects?
3. What are the major weaknesses of both the program and the projects?

Respondent's Background

These few questions are included to gain an understanding of the educational and training background of key managers.

Please answer the questions directly on this sheet and return it with the response package. Thank you for your interest in this study and for your willingness to participate.

Name:	Age:	Sex:
-------	------	------

Work Title:

Mailing Address:

Phone Number(s):

Name of Program:

Length of time Program has been in operation:

Length of time you have held your current position:

Other positions you have held with the program:

Brief sketch of educational background:

Brief sketch of employment history:

Appendix C

Survey Package I - Project Manager

SURVEY PACKAGE I - PROJECT MANAGER

It is becoming an increasingly accepted premise that in order to achieve a sustainable future each society must recognize the meaning of its resources and the direction of its aspirations. As resources and aspirations are rooted in a society's heritage and are most clearly understood at the local level, it follows that interest in the linkage between local heritage and sustainable development is also increasing. However, little is actually known about the role of heritage in the process of sustainable development and more specifically little is known about experiments in applying the principles of either heritage conservation or sustainable development in the context of community development programs.

The intent of this study is to contribute to knowledge and understanding by exploring the integration of heritage and sustainable development and how this integration is operationalized at the community level through specialized programs. The ultimate goal is the formulation of a framework which can be used to help guide communities toward a more sustainable future.

The first stage of this study is concerned with gaining an understanding of program and project dynamics. The questions in this stage are organized according to central management headings and each question is open-ended, as such there is no limit to the length of response or to the amount of detail you may provide. Please respond to each question separately and take as much space as you require. Note that there is also a set of questions at the end pertaining to your background. You may answer these questions directly on the sheet provided and return this with your response package. In addition, it would be beneficial to the study to obtain quality support material such as charters, annual reports and program and project assessments if possible. All response packages should be returned to me no later than 4 four weeks after you have received this survey.

Please direct questions and your response packages to:

Cynthia Stacey
Department of Geography
University of Ottawa
165 Waller Street
Ottawa, Ontario
Canada K1N 6N5
Phone (819) 663-0924 Fax (613) 564-6529

QUESTIONS

Conceptualization

1. What was the initial procedure followed to establish the project?
2. What are the general characteristics considered in project selection?
3. What were the primary reasons for establishing your particular project?

Agencies and Actors

1. What agencies and actors are involved in project management?
2. What are the roles and responsibilities of the agencies and actors involved at the project level?
3. What is the coordinating structure for the agencies and actors involved at the project level?

Planning and Analysis

1. What was the planning procedure used to identify and to define project level goals, objectives and priorities?
2. What are the project level goals, objectives and priorities and what activities are being undertaken to support these?
3. What is the nature and the form of public participation in project planning and analysis?

Implementation

1. What are the approval procedures used to obtain agreement among the agencies and actors involved at both the project levels?
2. What procedures are in place to monitor project implementation and how were they developed?
3. What project components are most advanced as far as implementation is concerned and what are the least advanced?

General Guides and Principles

1. What conditions appear to be fundamental to success at both the program and project levels?
2. What are the major strengths of both the program and projects?
3. What are the major weaknesses of both the program and the projects?

Respondent's Background

These few questions are included to gain an understanding of the educational and training background of key managers.

Please answer the questions directly on this sheet and return it with the response package. Thank you for your interest in this study and for your willingness to participate.

Name:	Age:	Sex:
Work Title:		
Mailing Address:	<input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/>	
Phone Number(s):		
Name of Program:		
Length of time Program has been in operation:		
Length of time you have held your current position:		
Other positions you have held with the program:		
<input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/>		
Brief sketch of educational background:		
<input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/>		
Brief sketch of employment history:		
<input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/> <input style="width: 100%; height: 15px;" type="text"/>		

Appendix D

Survey Package II - Program Manager

SURVEY PACKAGE II - PROGRAM MANAGER

Thank you so much for responding to the question-set which comprised the first stage of my study concerning the integration of heritage and sustainable development in the context of specialized community-based programs. The time and effort reflected in your submission is truly appreciated.

Attached is the second and final question - set of the study. This stage directly addresses the principles of heritage conservation and sustainable development both in a general context and in the context of your particular program. The questions are opinion oriented and your responses are to be made directly on the forms provided. Your completed Survey Package II should be returned to me no later than three weeks from your date of receipt.

Please direct your questions and your response packages to:

Cynthia Stacey
Department of Geography
165 Waller Street
University of Ottawa
Ottawa, Ontario
Canada, K1N 6N5
Phone (819) 663-0924 Fax (613) 564-3304

SURVEY PACKAGE II

Name of Respondent: _____ Name of Project: _____

PART I

A. Below is a list of some of the **basic principles** which are often associated with **natural and cultural heritage conservation efforts at the community level**. If you are aware of other principles which can be added to this list please do so in the space provided. Similarly, should you disagree with any of the principles given please indicate your disagreement by stroking out appropriate principle(s).

PRICIPLES:

RANK:

- | | |
|--|----------------------|
| - understanding of community context and community continuity | <input type="text"/> |
| - mobilization of community | <input type="text"/> |
| - maintenance of social, economic, political and environmental foundations | <input type="text"/> |

OTHERS:

- | | |
|---------|----------------------|
| - _____ | <input type="text"/> |
| - _____ | <input type="text"/> |
| - _____ | <input type="text"/> |
| - _____ | <input type="text"/> |
| - _____ | <input type="text"/> |

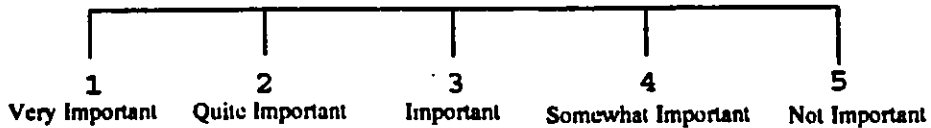
B. Based on the above list, either as given or as revised, please rank the principles in order of their importance in relation to the philosophy of your project. To do this use the space provided to the right of the list and place the number (1) beside the principle you feel is most important, a (2) beside the principle you feel is second, and so on until all are ranked.

PART II

A. Please indicate the level of importance you attribute to each of the following statements as you believe they currently relate to the general field of community development. Also, please feel free to comment on each of the statements if you wish.

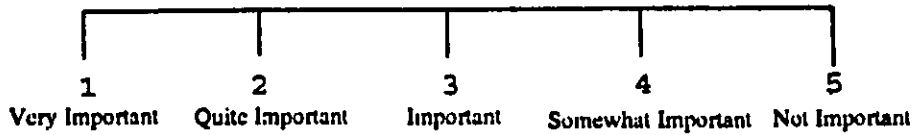
GUIDING QUESTION: In your opinion how important to the general field of community development is ...

1. security of livelihood for community residents



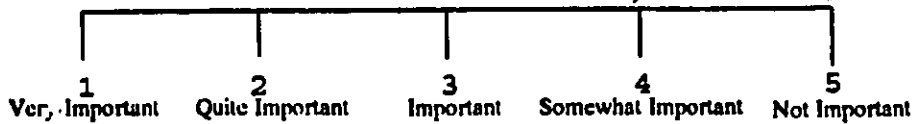
Comment:

2. contribution of development to quality of life



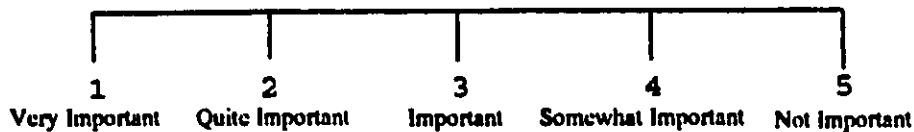
Comment:

3. economic growth as a means for meeting a range of human needs



Comment:

4. institutional sensitivity to societal change

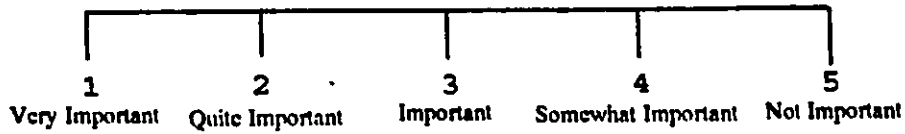


Comment:



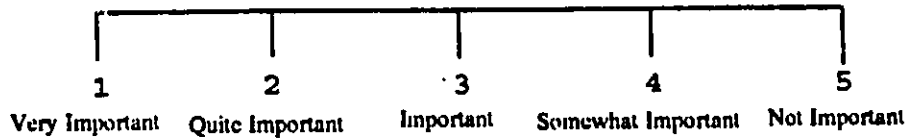
In your opinion how important to the general field of community development is ...

5. consideration of ecosystem requirements in decision-making



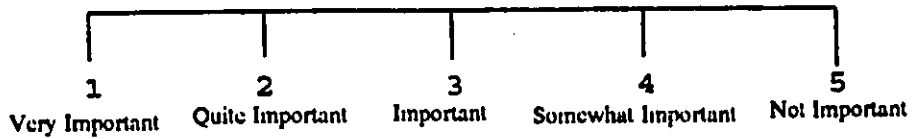
Comment:

6. enhancement of ecosystems



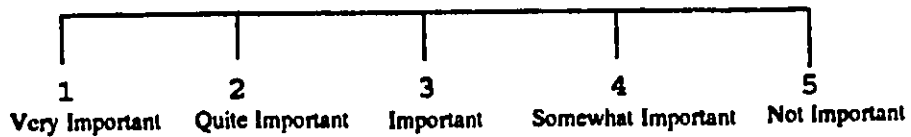
Comment:

7. maintenance of ecological process



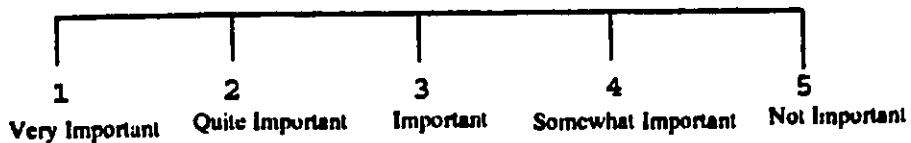
Comment:

8. decision-making guided by ecological principles



Comment:

9. equality and justice within and between human generations

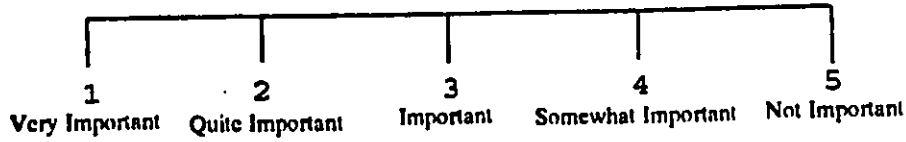


Comment:

✓

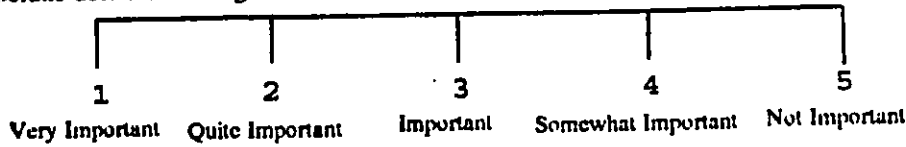
In your opinion how important to the general field of community development is ...

10. development that is both ethically and ecologically appropriate



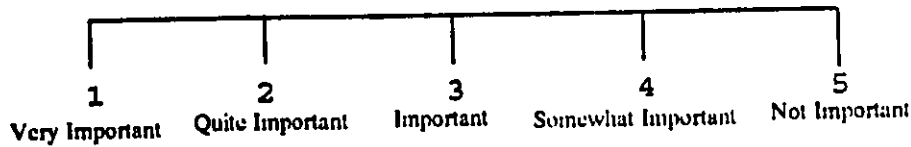
Comment:

11. democratic decision-making



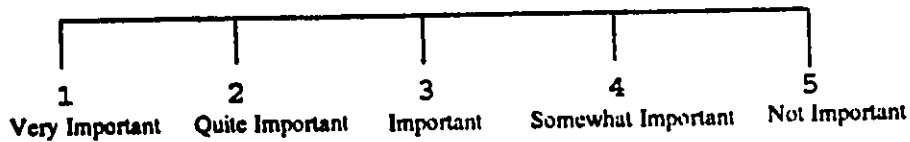
Comment:

12. equitable access to natural, human and financial resources



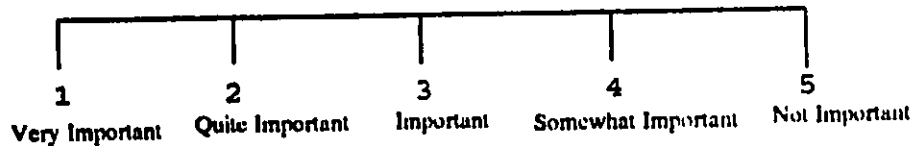
Comment:

13. encouragement of community self-reliance



Comment:

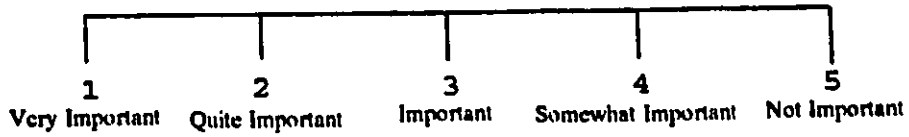
14. use of local technologies and ideas



Comment:

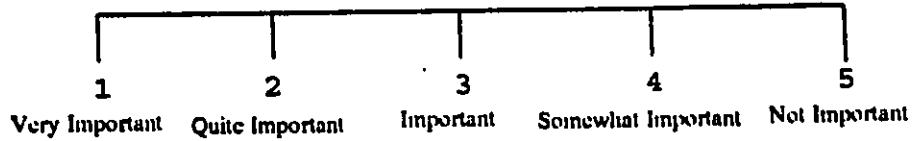
In your opinion how important to the general field of community development is ...

15. culturally appropriate development



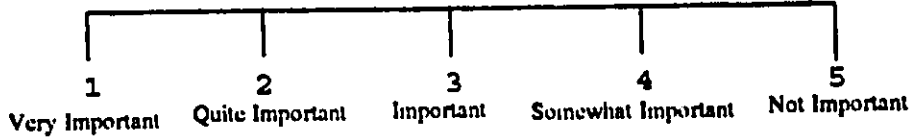
Comment:

16. locally initiated decision-making



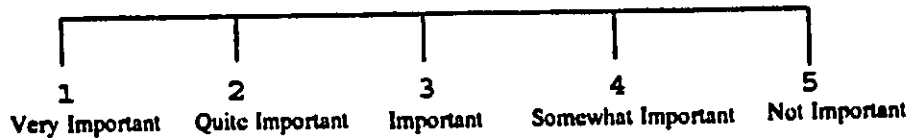
Comment:

17. accommodation and compromise in decision-making



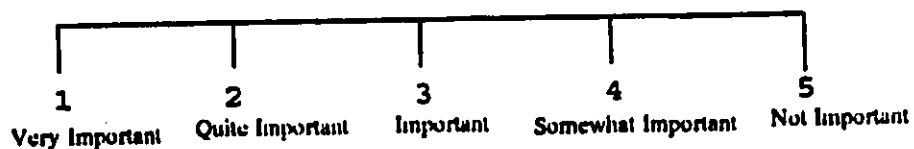
Comment:

18. natural and cultural resource management as mechanisms for social and economic change



Comment:

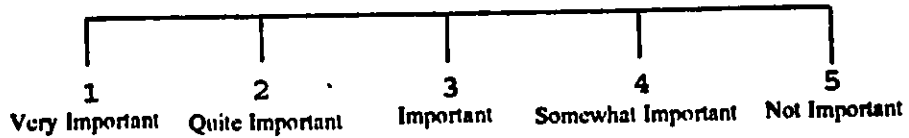
19. blending of social and economic sectors in decision-making



Comment:

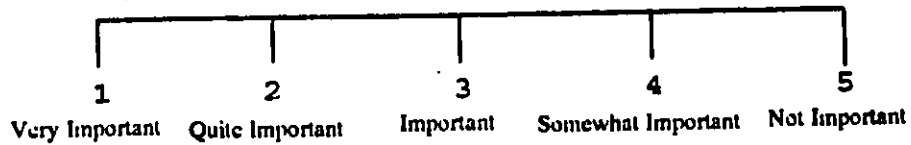
In your opinion how important to the general field of community development is ...

20. consideration of various perspectives, means and strategies in decision-making process



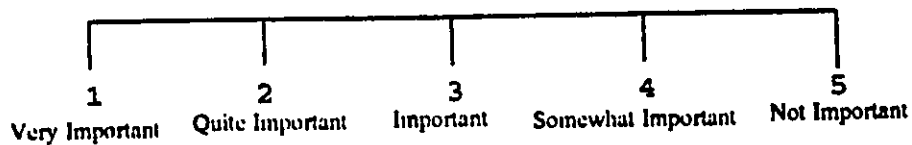
Comment:

21. decision-making as a means of community consensus building



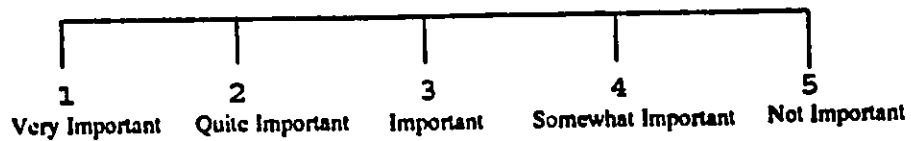
Comment:

22. proactive and innovative generation of alternatives within the decision-making process



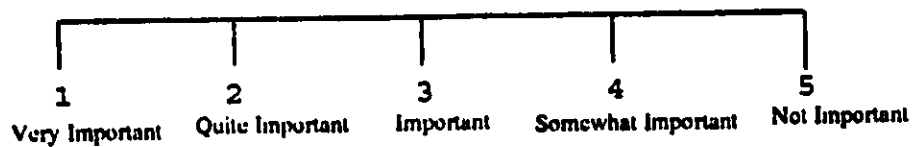
Comment:

23. considerations of the range of development alternatives and impacts within the decision-making process



Comment:

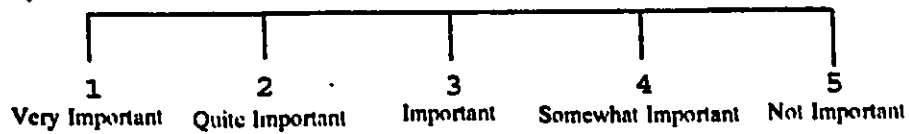
24. decision-making based on clearly defined community development goals and priorities



Comment:

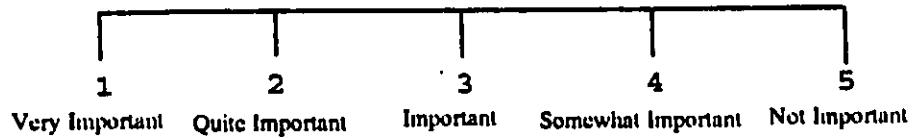
In your opinion how important to the general field of community development is ...

25. decision-making process containing well established and formal points for community contribution and participation



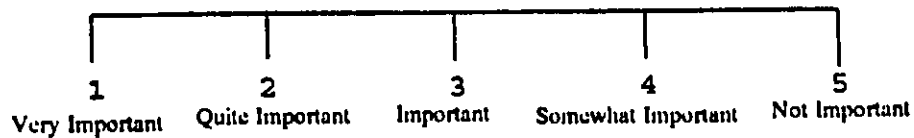
Comment:

26. consideration of community functions and processes in development decision-making



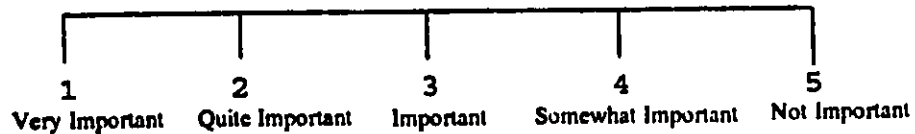
Comment:

27. decision-making in relation to time or temporal scales



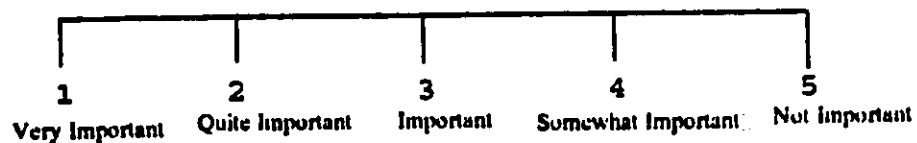
Comment:

28. decision-making in relation to space or spatial scales



Comment:

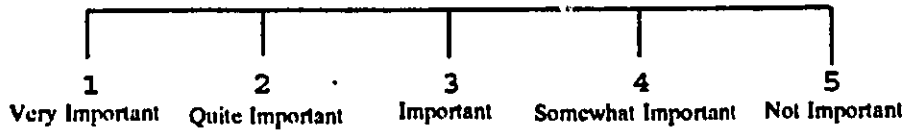
29. preventive decision-making to reduce uncertainty and risks



Comment:

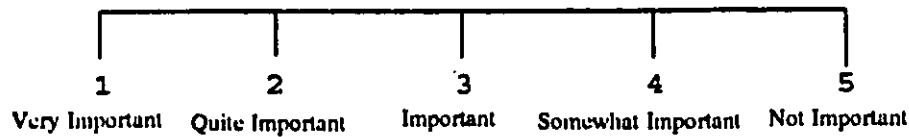
In your opinion how important to the general field of community development is ...

30. consideration of diverse development options for the sake of security and community resiliency



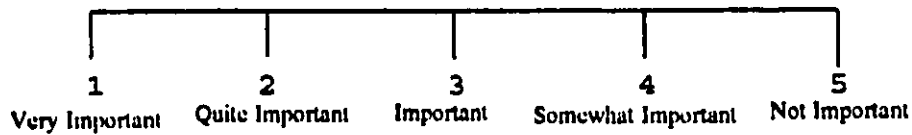
Comment:

31. consideration of the means of monitoring the impact of decisions



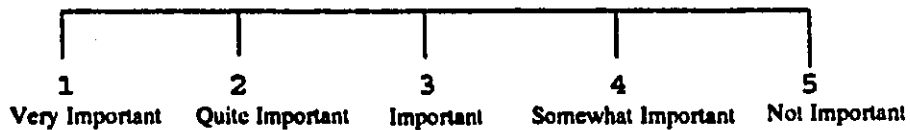
Comment:

32. consideration of the learning potential of decisions



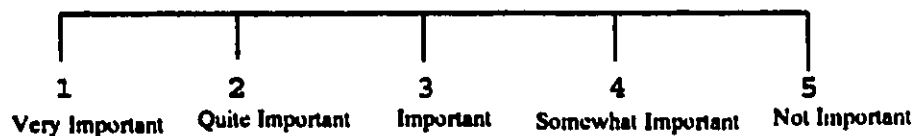
Comment:

33. collaboration among community interests in the identification and evaluation of solutions



Comment:

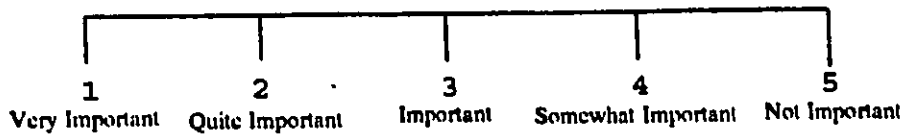
34. integration of societal, technical and institutional interests in the decision-making process



Comment:

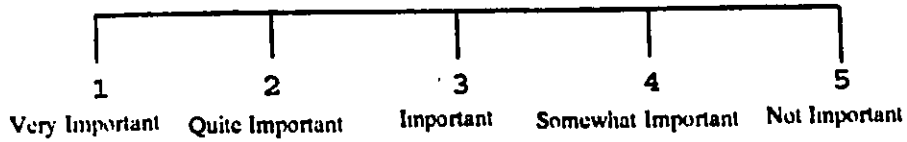
In your opinion how important to the general field of community development is ...

35. integration of planning and implementation components of management when decision-making



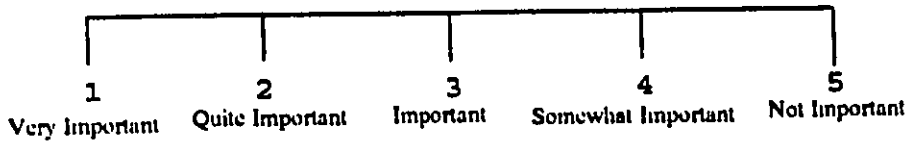
Comment:

36. encouragement of braod-based public participation



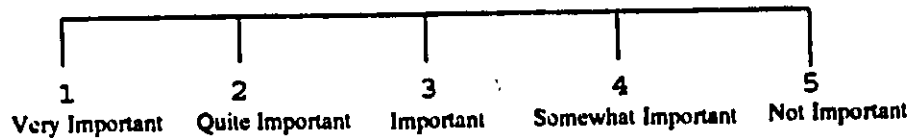
Comment:

37. equal attention given to all stakeholder issues in decision-making



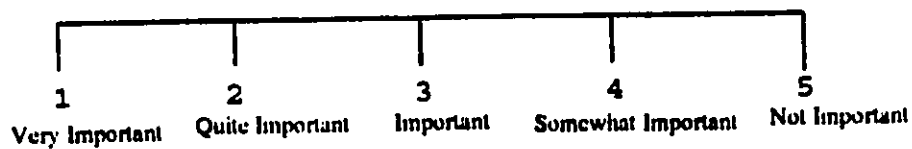
Comment:

38. consideration of broader geographical issues and interests in decision-making



Comment:

39. multi-sectoral involvement in decision-making



Comment:

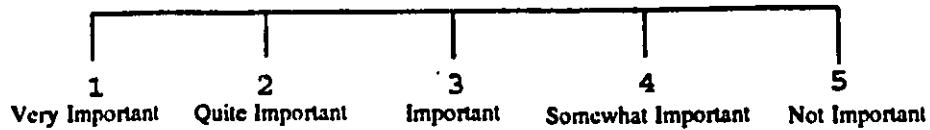
✓

PART II

B. Please indicate the level of importance you attribute to each of the following statements in the context of the decision-making that guides your project. Again, please feel free to comment on each of the statements if you wish.

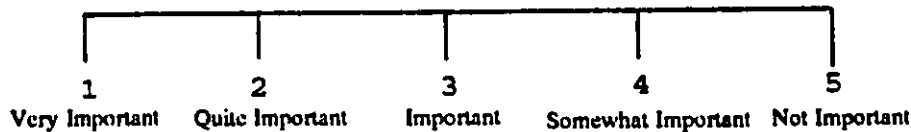
GUIDING QUESTION: In your opinion how important to the decision-making that guides your project is ...

1. security of livelihood for community residents



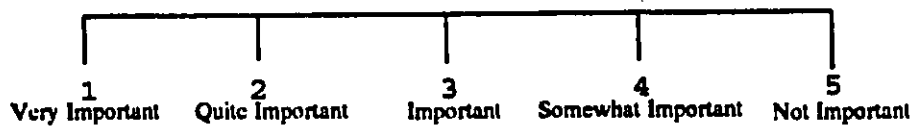
Comment:

2. contribution of development to quality of life



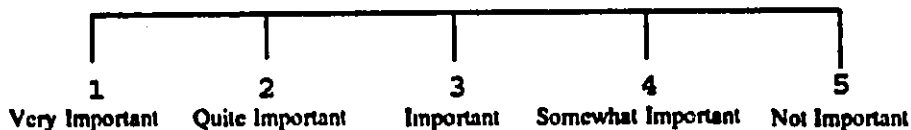
Comment:

3. economic growth as a means for meeting a range of human needs



Comment:

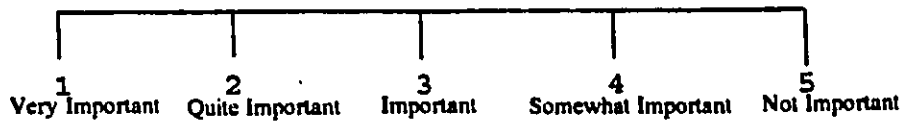
4. institutional sensitivity to societal change



Comment:

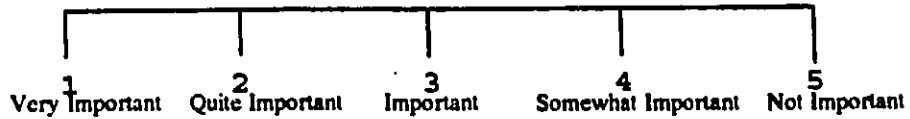
In your opinion how important to the decision-making that guides your project is ...

5. consideration of ecosystem requirements in decision-making



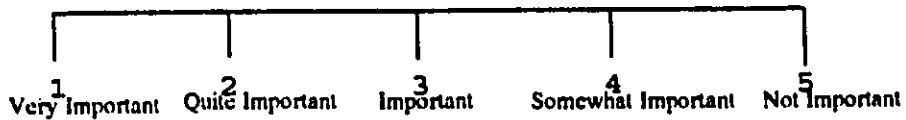
Comment:

6. enhancement of ecosystems



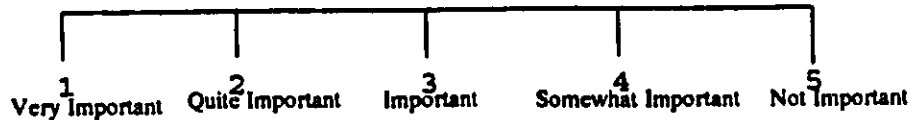
Comment:

7. maintenance of ecological process



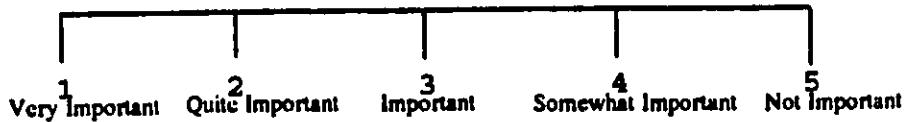
Comment:

8. decision-making guided by ecological principles



Comment:

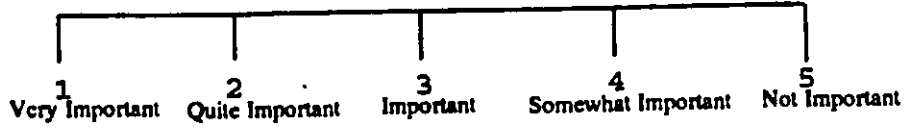
9. equality and justice within and between human generations



Comment:

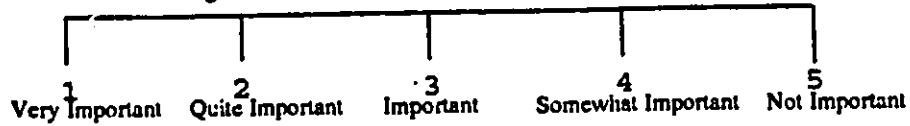
In your opinion how important to the decision-making that guides your project is ...

10. development that is both ethically and ecologically appropriate



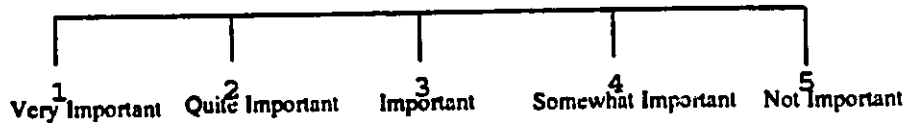
Comment:

11. democratic decision-making



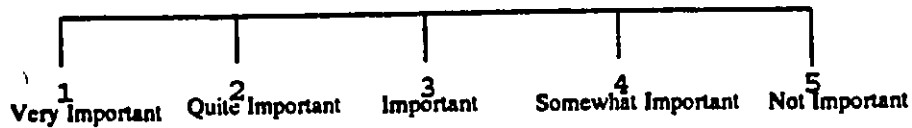
Comment:

12. equitable access to natural, human and financial resources



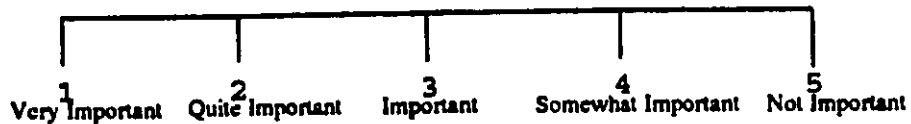
Comment:

13. encouragement of community self-reliance



Comment:

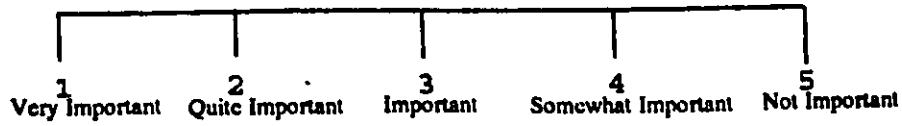
14. use of local technologies and ideas



Comment:

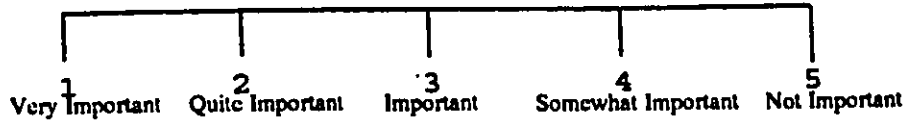
In your opinion how important to the decision-making that guides your project is ...

15. culturally appropriate development



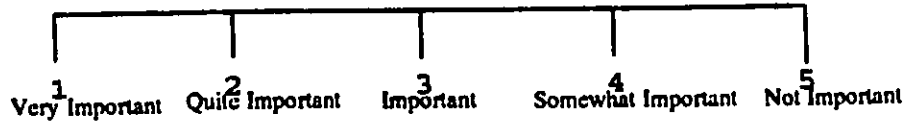
Comment:

16. locally initiated decision-making



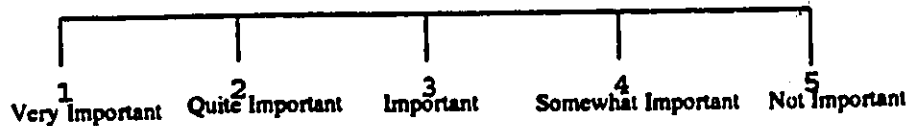
Comment:

17. accommodation and compromise in decision-making



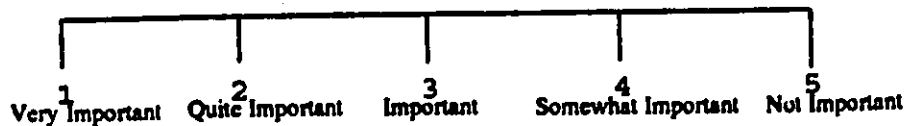
Comment:

18. natural and cultural resource management as mechanisms for social and economic change



Comment:

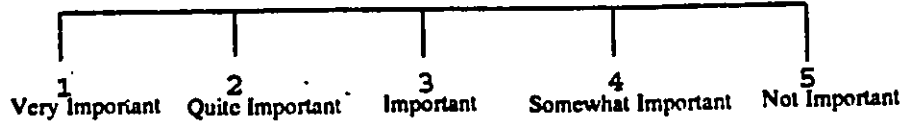
19. blending of social and economic sectors in decision-making



Comment:

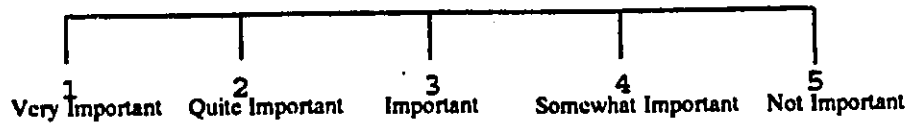
In your opinion how important to the decision-making that guides your project is ...

20. consideration of various perspectives, means and strategies in decision-making process



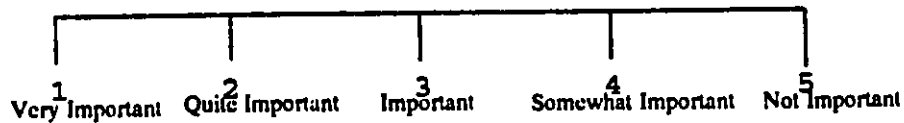
Comment:

21. decision-making as a means of community consensus building



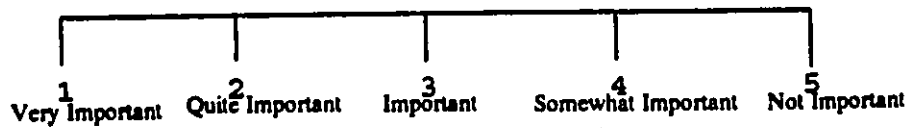
Comment:

22. proactive and innovative generation of alternatives within the decision-making process



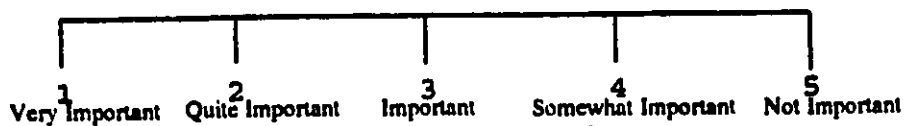
Comment:

23. considerations of the range of development alternatives and impacts within the decision-making process



Comment:

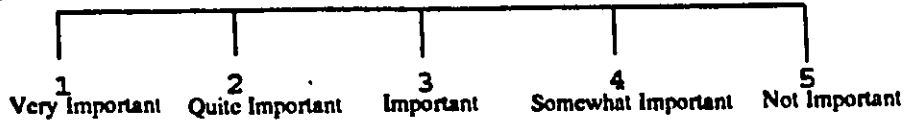
24. decision-making based on clearly defined community development goals and priorities



Comment:

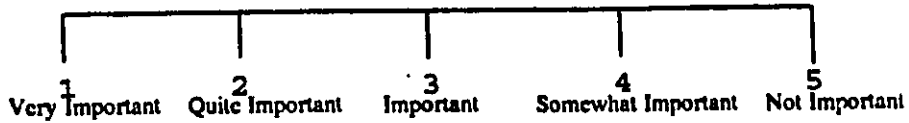
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25. decision-making process containing well established and formal points for community contribution and participation



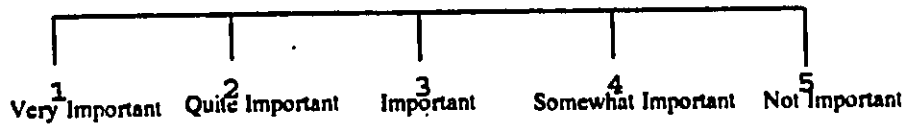
Comment:

26. consideration of community functions and processes in development decision-making



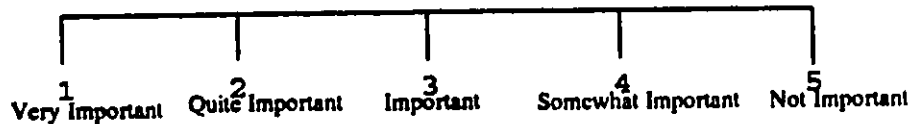
Comment:

27. decision-making in relation to time or temporal scales



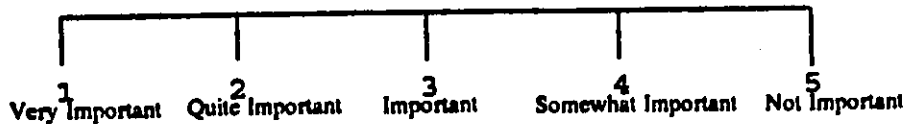
Comment:

28. decision-making in relation to space or spatial scales



Comment:

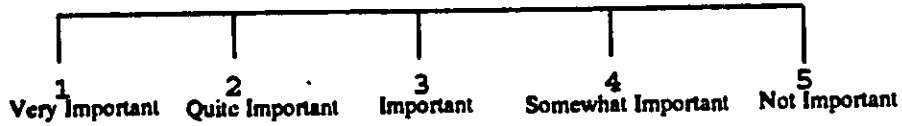
29. preventive decision-making to reduce uncertainty and risks



Comment:

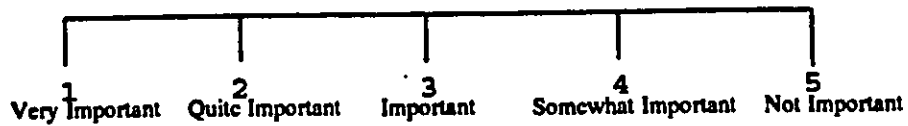
In your opinion how important to the decision-making that guides your project is ...

30. consideration of diverse development options for the sake of security and community resiliency



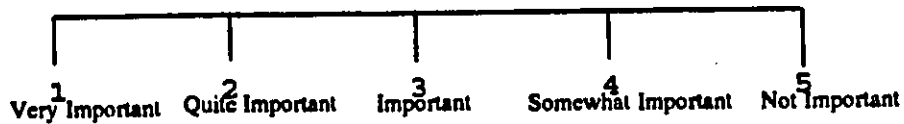
Comment:

31. consideration of the means of monitoring the impact of decisions



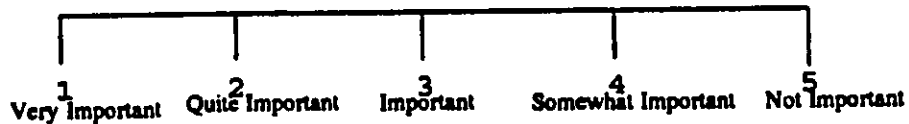
Comment:

32. consideration of the learning potential of decisions



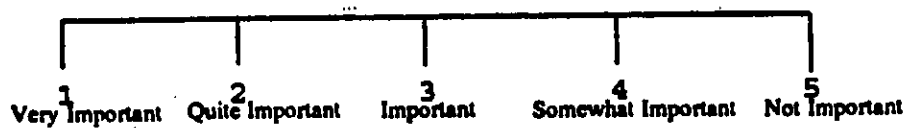
Comment:

33. collaboration among community interests in the identification and evaluation of solutions



Comment:

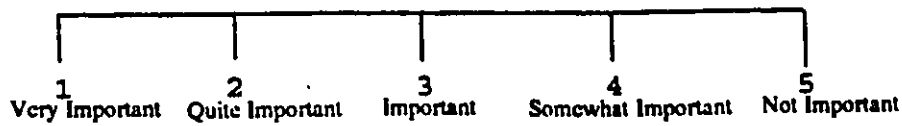
34. integration of societal, technical and institutional interests in the decision-making process



Comment:

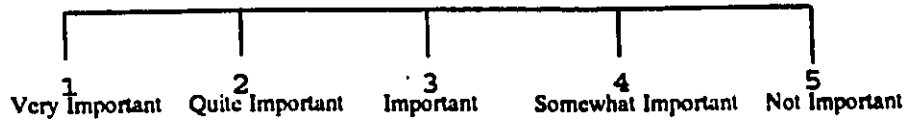
In your opinion how important to the decision-making that guides your project is ...

35. integration of planning and implementation components of management when decision-making



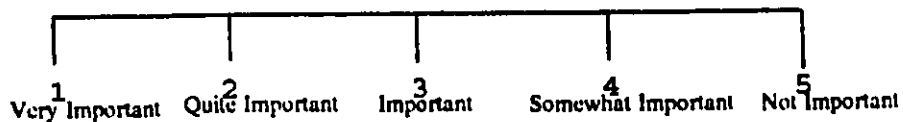
Comment:

36. encouragement of braod-based public participation



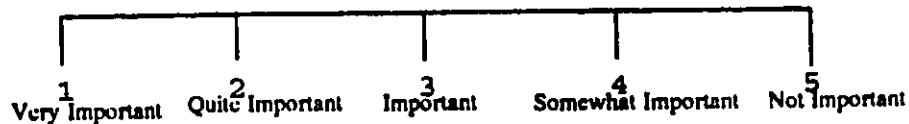
Comment:

37. equal attention given to all stakeholder issues in decision-making



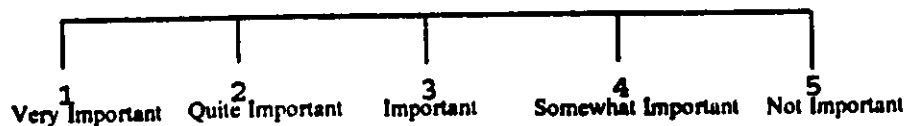
Comment:

38. consideration of broader geographical issues and interests in decision-making



Comment:

39. multi-sectoral involvement in decision-making



Comment:

Appendix E

Survey Package II - Project Manager

SURVEY PACKAGE II - PROJECT MANAGER

Thank you so much for responding to the question-set which comprised the first stage of my study concerning the integration of heritage and sustainable development in the context of specialized community-based programs. The time and effort reflected in your submission is truly appreciated.

Attached is the second and final question - set of the study. This stage directly addresses the principles of heritage conservation and sustainable development both in a general context and in the context of your particular program. The questions are opinion oriented and your responses are to be made directly on the forms provided. Your completed Survey Package II should be returned to me no later than three weeks from your date of receipt.

Please direct your questions and your response packages to:

Cynthia Stacey
Department of Geography
165 Waller Street
University of Ottawa
Ottawa, Ontario
Canada, K1N 6N5
Phone (819) 663-0924 Fax (613) 564-3304

SURVEY PACKAGE II

Name of Respondent: _____ Name of Project: _____

PART I

A. Below is a list of some of the **basic principles** which are often associated with **natural and cultural heritage conservation efforts at the community level**. If you are aware of other principles which can be added to this list please do so in the space provided. Similarly, should you disagree with any of the principles given please indicate your disagreement by striking out appropriate principle(s).

PRICIPLES:

RANK:

- | | |
|--|--|
| - understanding of community context and community continuity | |
| - mobilization of community | |
| - maintenance of social, economic, political and environmental foundations | |

OTHERS:

- | | |
|---------|--|
| - _____ | |
| - _____ | |
| - _____ | |
| - _____ | |
| - _____ | |

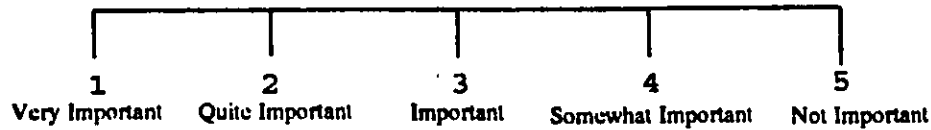
B. Based on the above list, either as given or as revised, please rank the principles in order of their importance in relation to the philosophy of your project. To do this use the space provided to the right of the list and place the number (1) beside the principle you feel is most important, a (2) beside the principle you feel is second, and so on until all are ranked.

PART II

A. Please indicate the level of importance you attribute to each of the following statements as you believe they currently relate to the general field of community development. Also, please feel free to comment on each of the statements if you wish.

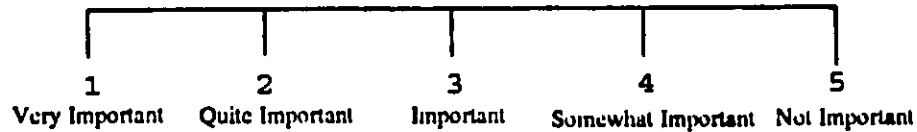
GUIDING QUESTION: In your opinion how important to the general field of community development is ...

1. security of livelihood for community residents



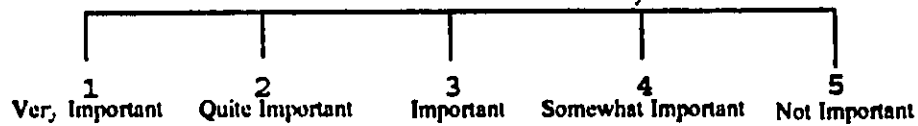
Comment:

2. contribution of development to quality of life



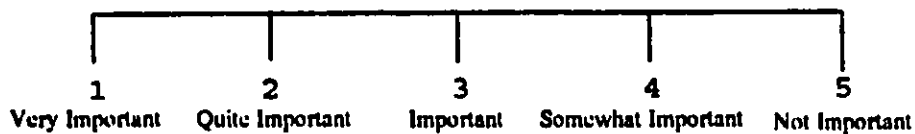
Comment:

3. economic growth as a means for meeting a range of human needs



Comment:

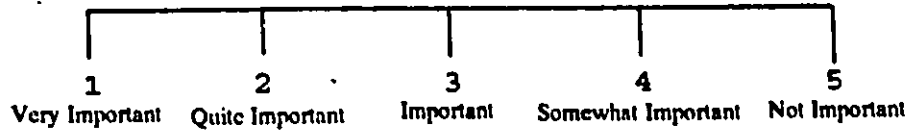
4. institutional sensitivity to societal change



Comment:

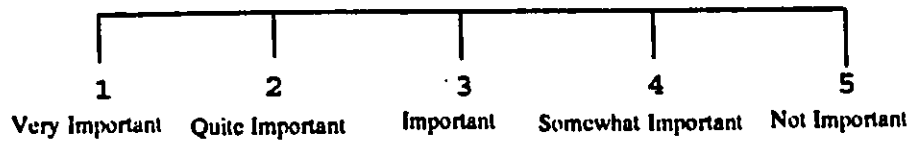
In your opinion how important to the general field of community development is ...

5. consideration of ecosystem requirements in decision-making



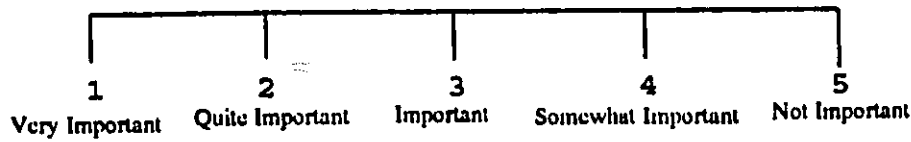
Comment:

6. enhancement of ecosystems



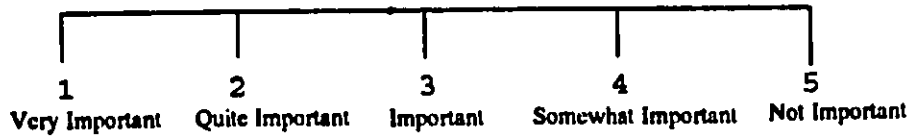
Comment:

7. maintenance of ecological process



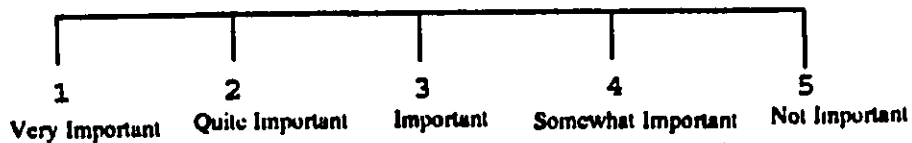
Comment:

8. decision-making guided by ecological principles



Comment:

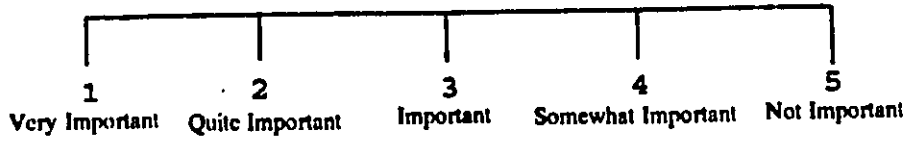
9. equality and justice within and between human generations



Comment:

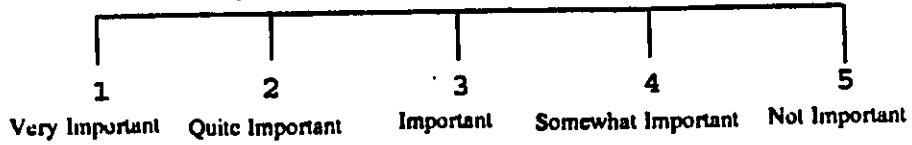
In your opinion how important to the general field of community development is ...

10. development that is both ethically and ecologically appropriate



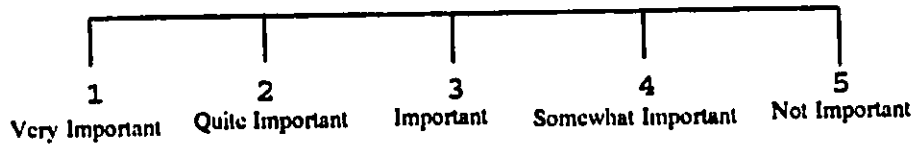
Comment:

11. democratic decision-making



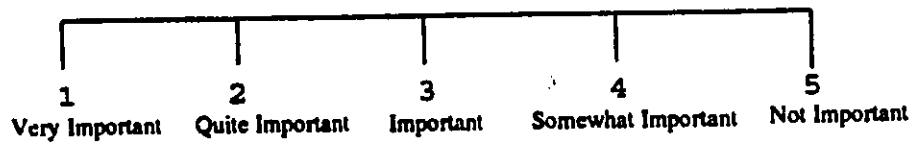
Comment:

12. equitable access to natural, human and financial resources



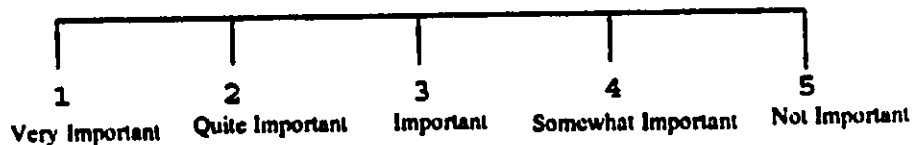
Comment:

13. encouragement of community self-reliance



Comment:

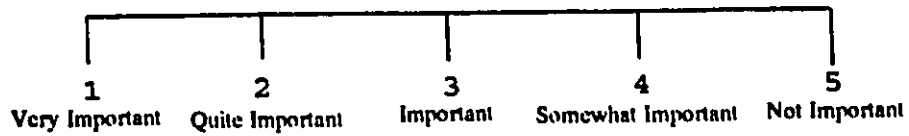
14. use of local technologies and ideas



Comment:

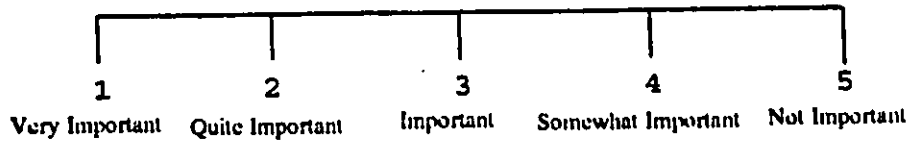
In your opinion how important to the general field of community development is ...

15. culturally appropriate development



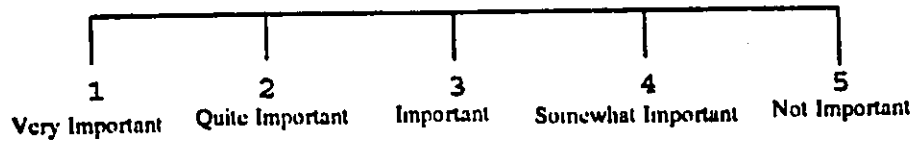
Comment:

16. locally initiated decision-making



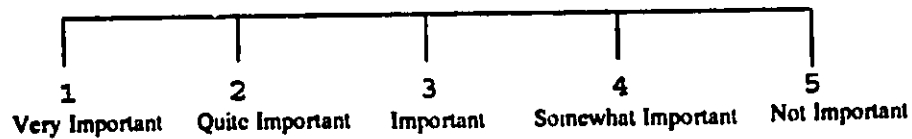
Comment:

17. accommodation and compromise in decision-making



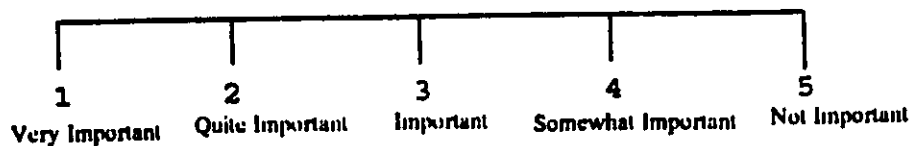
Comment:

18. natural and cultural resource management as mechanisms for social and economic change



Comment:

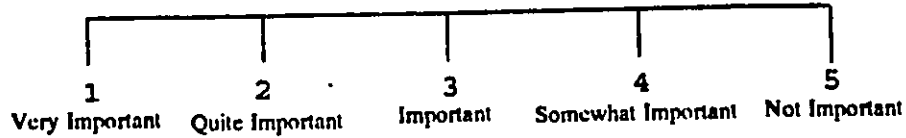
19. blending of social and economic sectors in decision-making



Comment:

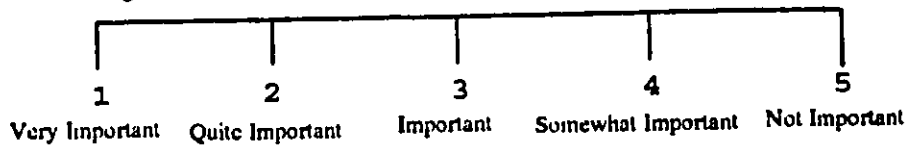
In your opinion how important to the general field of community development is ...

20. consideration of various perspectives, means and strategies in decision-making process



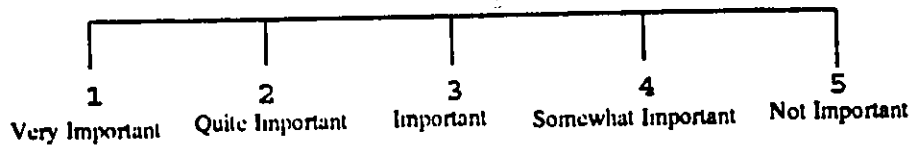
Comment:

21. decision-making as a means of community consensus building



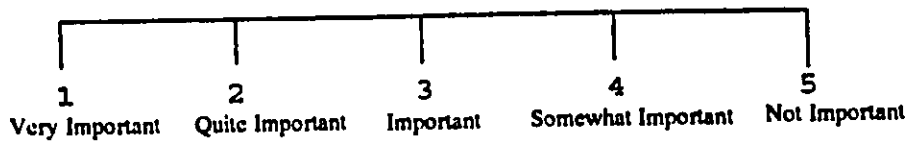
Comment:

22. proactive and innovative generation of alternatives within the decision-making process



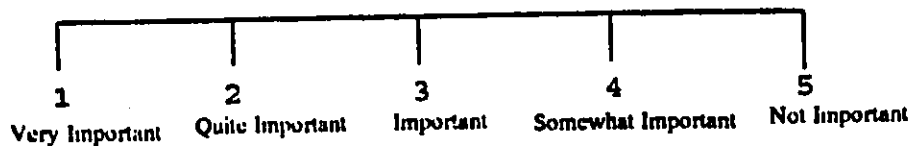
Comment:

23. considerations of the range of development alternatives and impacts within the decision-making process



Comment:

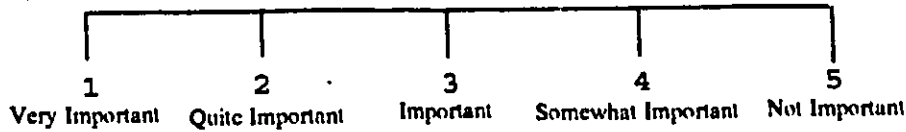
24. decision-making based on clearly defined community development goals and priorities



Comment:

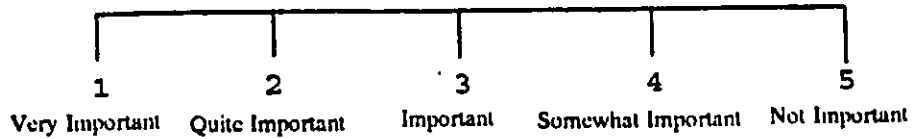
In your opinion how important to the general field of community development is ...

25. decision-making process containing well established and formal points for community contribution and participation



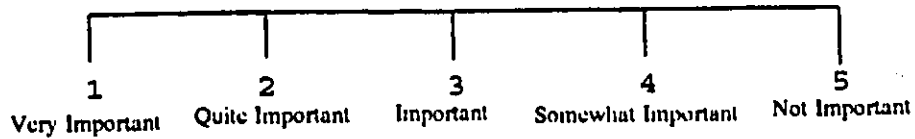
Comment:

26. consideration of community functions and processes in development decision-making



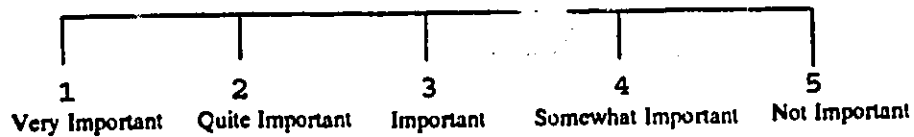
Comment:

27. decision-making in relation to time or temporal scales



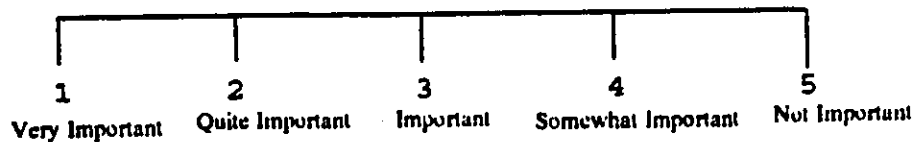
Comment:

28. decision-making in relation to space or spatial scales



Comment:

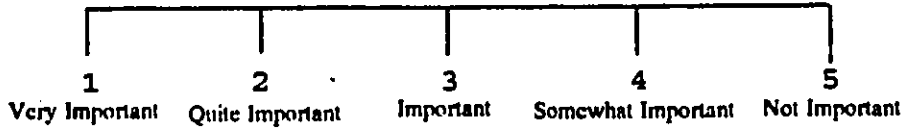
29. preventive decision-making to reduce uncertainty and risks



Comment:

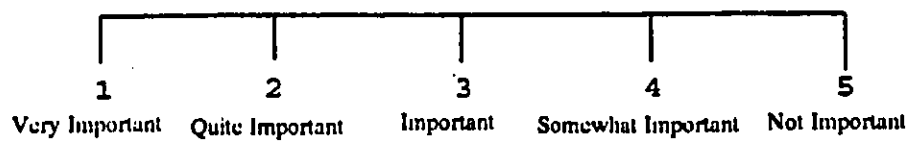
In your opinion how important to the general field of community development is ...

30. consideration of diverse development options for the sake of security and community resiliency



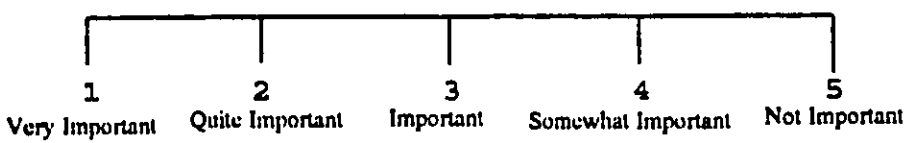
Comment:

31. consideration of the means of monitoring the impact of decisions



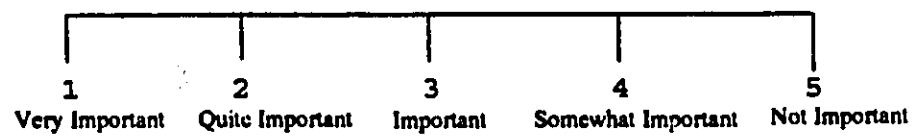
Comment:

32. consideration of the learning potential of decisions



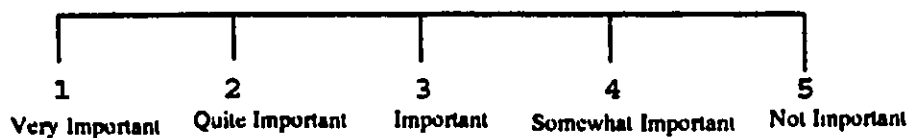
Comment:

33. collaboration among community interests in the identification and evaluation of solutions



Comment:

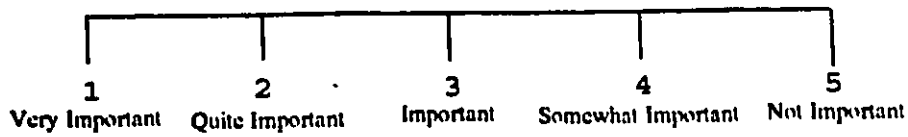
34. integration of societal, technical and institutional interests in the decision-making process



Comment:

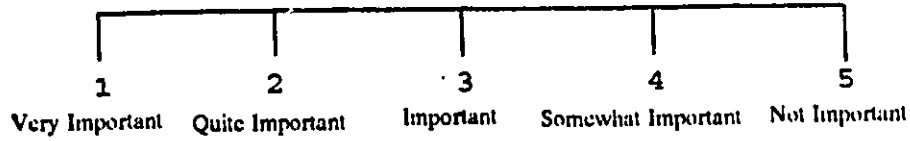
In your opinion how important to the general field of community development is ...

35. integration of planning and implementation components of management when decision-making



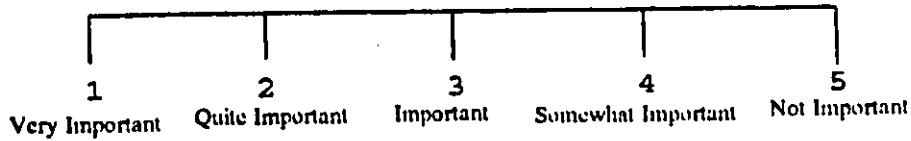
Comment:

36. encouragement of braod-based public participation



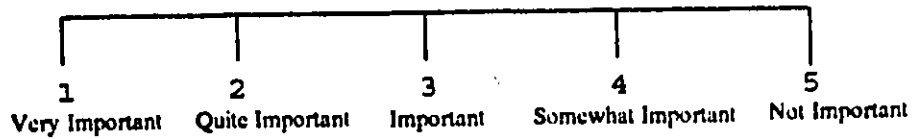
Comment:

37. equal attention given to all stakeholder issues in decision-making



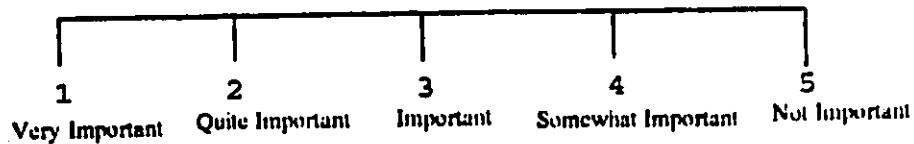
Comment:

38. consideration of broader geographical issues and interests in decision-making



Comment:

39. multi-sectoral involvement in decision-making



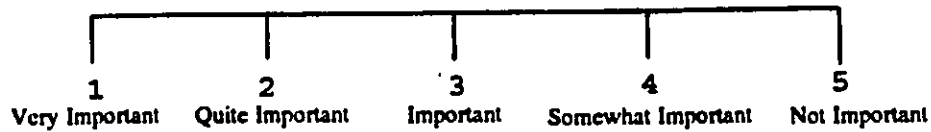
Comment:

PART II

B. Please indicate the level of importance you attribute to each of the following statements in the context of the decision-making that guides your project. Again, please feel free to comment on each of the statements if you wish.

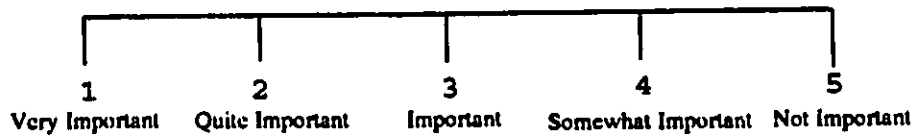
GUIDING QUESTION: In your opinion how important to the decision-making that guides your project is ...

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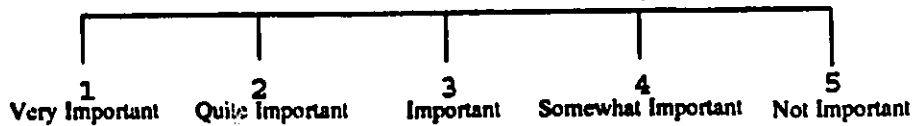
Comment:

2. contribution of development to quality of life



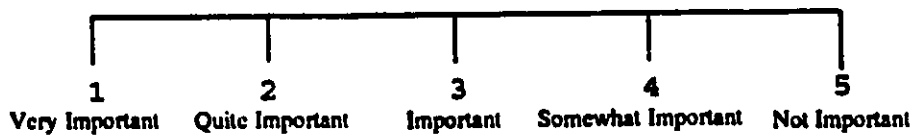
Comment:

3. economic growth as a means for meeting a range of human needs



Comment:

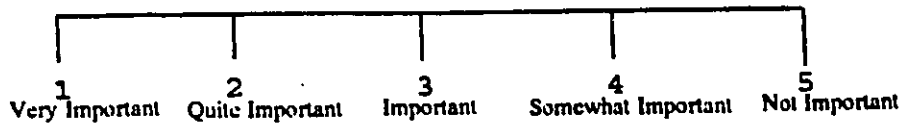
4. institutional sensitivity to societal change



Comment:

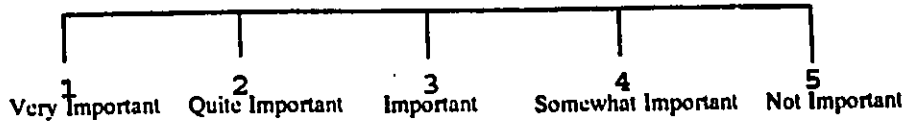
In your opinion how important to the decision-making that guides your project is ...

5. consideration of ecosystem requirements in decision-making



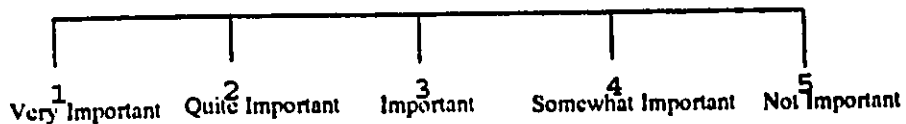
Comment:

6. enhancement of ecosystems



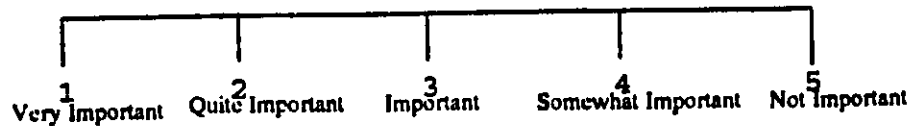
Comment:

7. maintenance of ecological process



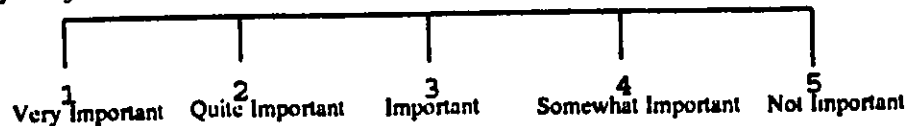
Comment:

8. decision-making guided by ecological principles



Comment:

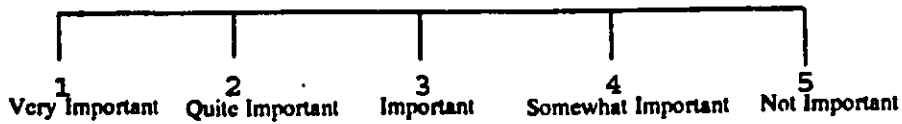
9. equality and justice within and between human generations



Comment:

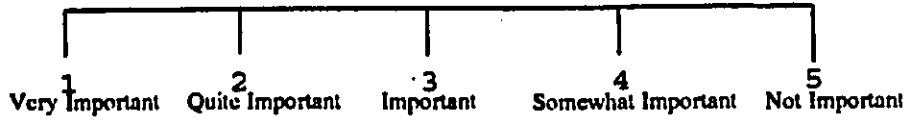
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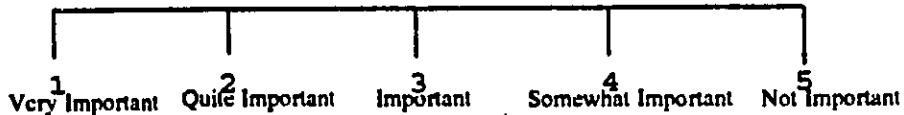
Comment:

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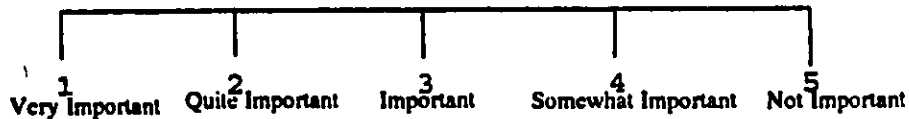
Comment:

12. equitable access to natural, human and financial resources



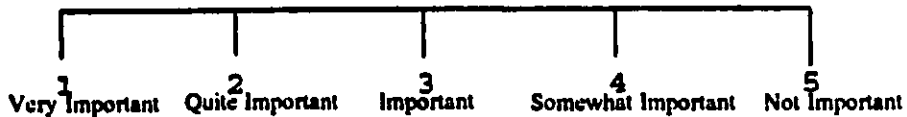
Comment:

13. encouragement of community self-reliance



Comment:

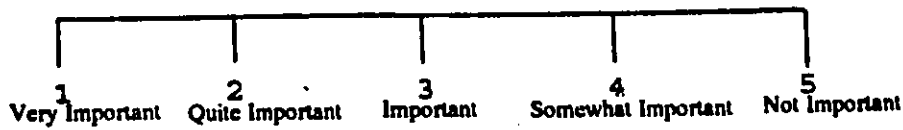
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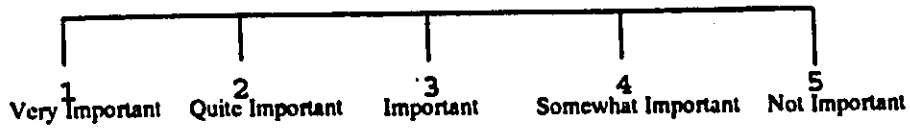
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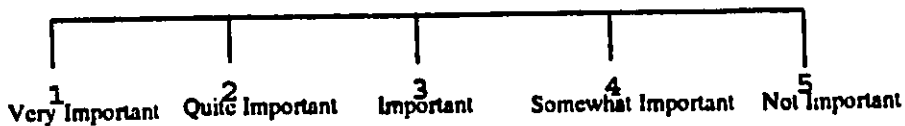
Comment:

16. locally initiated decision-making



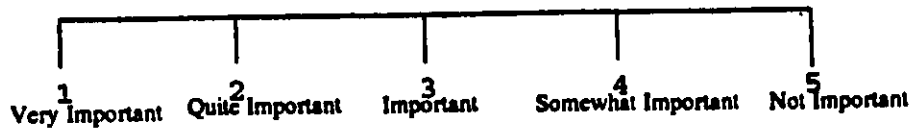
Comment:

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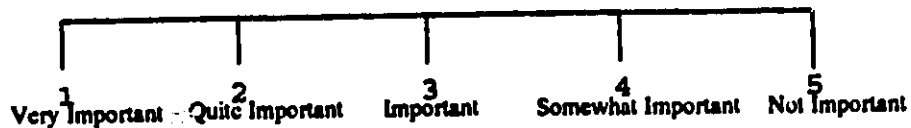
Comment:

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Comment:

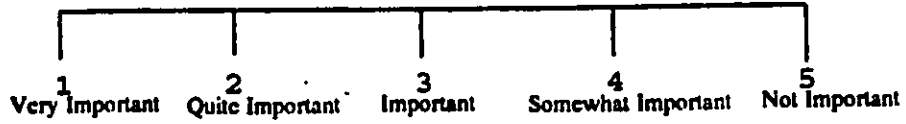
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Comment:

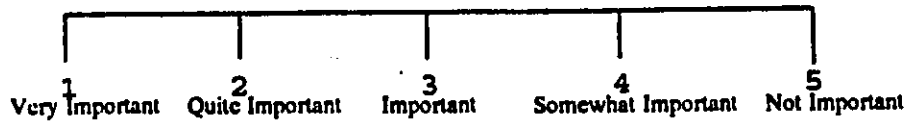
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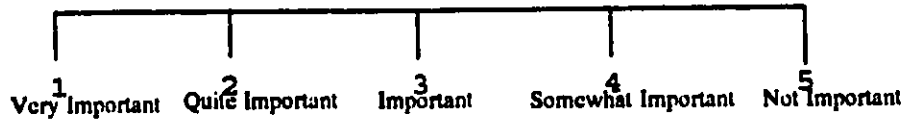
Comment:

21. decision-making as a means of community consensus building



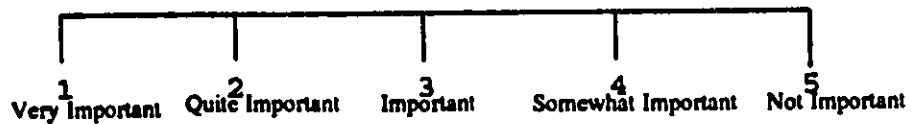
Comment:

22. proactive and innovative generation of alternatives within the decision-making process



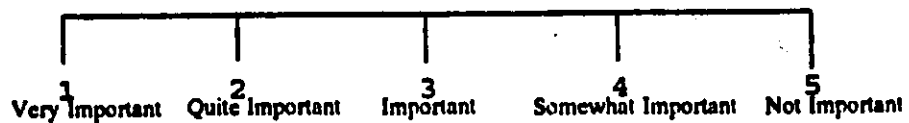
Comment:

23. considerations of the range of development alternatives and impacts within the decision-making process



Comment:

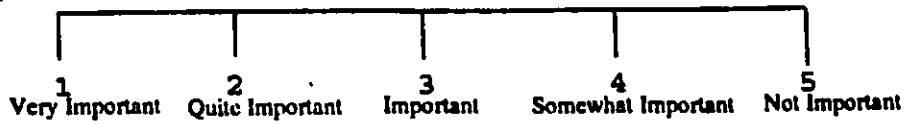
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Comment:

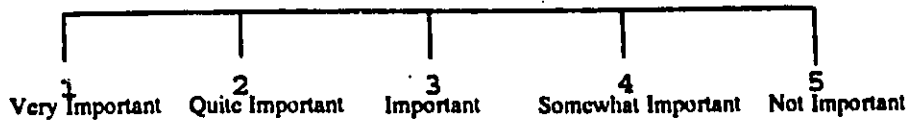
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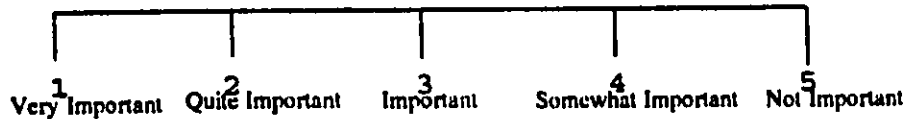
Comment:

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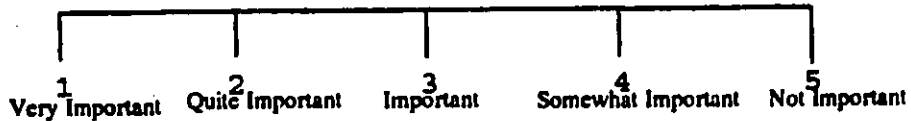
Comment:

27. decision-making in relation to time or temporal scales



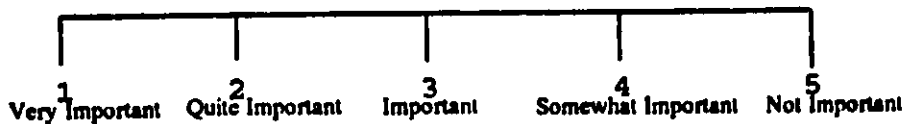
Comment:

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Comment:

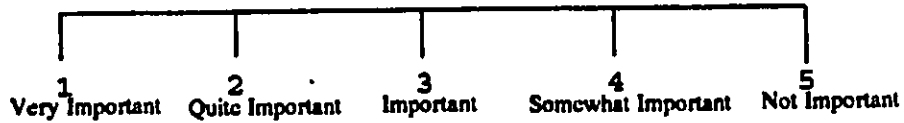
29. preventive decision-making to reduce uncertainty and risks



Comment:

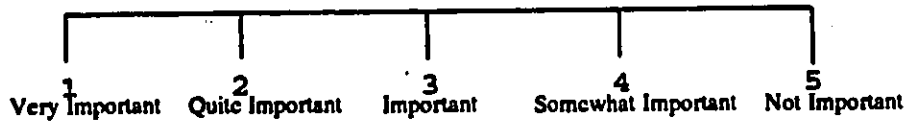
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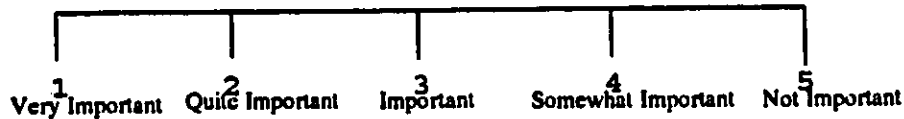
Comment:

31. consideration of the means of monitoring the impact of decisions



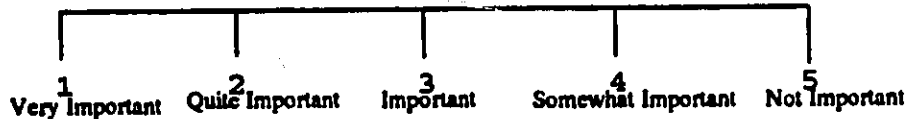
Comment:

32. consideration of the learning potential of decisions



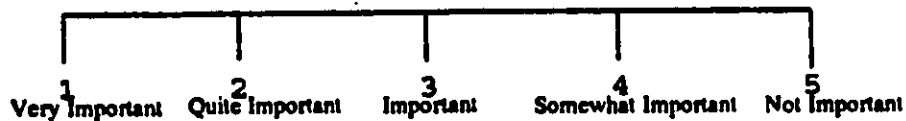
Comment:

33. collaboration among community interests in the identification and evaluation of solutions



Comment:

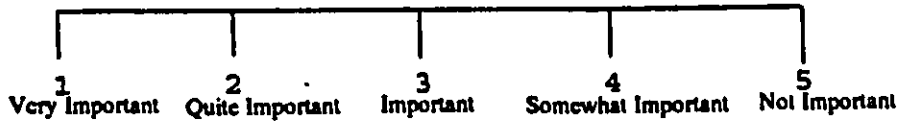
34. integration of societal, technical and institutional interests in the decision-making process



Comment:

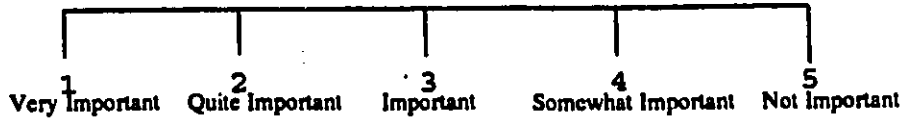
In your opinion how important to the decision-making that guides your project is ...

35. integration of planning and implementation components of management when decision-making



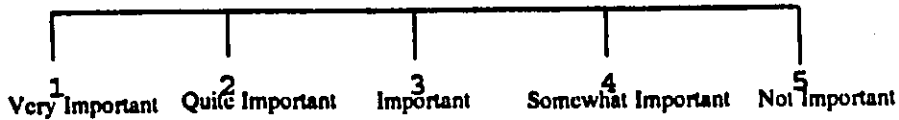
Comment:

36. encouragement of broad-based public participation



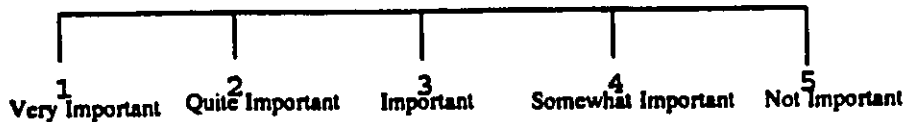
Comment:

37. equal attention given to all stakeholder issues in decision-making



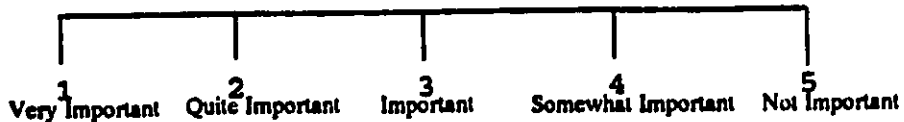
Comment:

38. consideration of broader geographical issues and interests in decision-making



Comment:

39. multi-sectoral involvement in decision-making



Comment:

Appendix F

Administrative Board Questionnaire

RIGHTS

1 - What procedures are used to resolve disagreements among the program's key management units, the Board and the program staff?
2 - What system of accountability is used in the administration of your program?

REFLECTIONS

1 - What would you consider to be the major strengths and weaknesses of your program and its management?
2 - What adjustments do you think are necessary in program planning and implementation?