

UNDERSTANDING COMMUNITY-LED APPROACHES TO COMMUNITY CHANGE

LISA ATTYGALLE

There has been a marked increase in demand for 'Community-Led' approaches to change across the country. Black Lives Matter, Idle No More, poverty reduction, and youth empowerment provide just a few examples. This shows incredible promise for advances towards community ownership of decision-making practices and active citizen participation in community life. We need to be intentional though about what 'Community-Led' means so that communities are not inadvertently acted-upon, and instead are empowered through leadership.

THE DISCREPENCY IN 'COMMUNITY-LED' VERBIAGE

Our team undertook a review of 67 organizations who use the term 'Community-Led' to describe their approaches to community change and found a substantial range in engagement practices, from completely grassroots citizen action through to organizations consulting with community stakeholders on program development.

The discrepancy may come from the gap that lies between the intent of community change organizations, practitioners, and advocates—to empower community members to make decisions that impact their futures—and engrained ways of working—where power is held by organizations or funders in 'service' of the community.

It may also come from those who overpromise or are disingenuous—saying 'Community-Led' when in fact they don't intend to give that much power to the community, or arrogantly assume they can speak FOR community or KNOW what community wants. All too often, the term 'Community-Led' overlooks the diversity of perspectives that typically exists within communities in favour of promoting a homogenous and/or over-simplified stereotype.

The risk of such a large discrepancy between intent, wording, and actions is significant: communities may continue to be acted-upon; organizations may continue to lack proximity to the issues which could lead to them making assumptions that may exacerbate existing systemic biases; trust between community members and organizations may be eroded; and, organizations may be limiting the autonomy and capability of citizens to positively impact their communities.

It is therefore important to distinguish between Community-Led approaches and to develop a more discerning understanding of various engagement strategies and their effectiveness in cultivating community leadership.



This paper outlines a spectrum of Community-Led approaches and compares the benefits, risks, and engagement practices associated with each approach. Specific strategies for pursuing Community-Led approaches are also offered. Our aim is to make the work of community change clearer and more effective by building greater shared understanding of a richer array of community engagement options so that we all become more intentional about how changemakers can work together with communities to achieve the shared outcomes you seek.

SPECTRUM OF COMMUNITY-LED APPROACHES TO COMMUNITY CHANGE

A few definitions: For the purposes of this paper, 'community' refers to the residents of a geographically defined area. 'Community members' refers to both individuals and community-based organizations led by individuals from the community. 'Organizations' refers to any institution or organization that holds a formal role in delivering programs or services in benefit of the community. This includes municipalities, schools, healthcare, not-for-profit organizations, funders, and provincial and federal government.

Community	Community	Community	Community
Owned	Driven	Shaped	Informed
Local visions for change are defined and implemented by the community, who are in control of all resources, parameters and decisions.	Local visions for change are created in partnership with community members and organizations, who share resources and collaborate to set parameters and make decisions.	Local visions for change are defined by the community within a set of parameters that provided by an organization to achieve shared goals.	Visions for change are adapted to suit the local context through community consultation.

WHAT DOES 'COMMUNITY-LED' MEAN?

COMMUNITY-LED

Community-Led approaches are those that are led not by an organization or other outsiders but by a collective, community process. (Wessells, 2018, p. 19) It has become an essential way of working to combat power imbalances that exist between traditional 'authorities' and the communities who are facing inequities.

The term 'Community-Led' is connected to the field of Community-Led Development, which gained popularity when Community Development no longer inferred by default that the community was deeply involved in the development of their communities, and instead were being acted upon in the name of helping the community. Communities have been working on their own behalf for all of time. What is new in Community-Led approaches is the desire for organizations to be involved in and/or act as catalysts to initiate Community-Led approaches.



ORGANIZATION-LED

A Community-Led approach uses the practices of empowerment, mutual learning and consensus building to create bottom-up, citizen-driven change. (Kolosy, 2020) Community change is considered to be Community-Led when:

- 1) The community holds the power and makes key decisions
- 2) A large and diverse number of community members are involved in supporting, taking action, and decision-making for the work conducted by the community. (Wessells, 2018)

Power is the ability to shape an outcome. George Aye, Co-Founder & Director of Innovation at <u>Greater Good Studio</u>, observes through his exploration of power and privilege that those with the most power tend to be furthest away from the issue, and those closest to the issue tend to have a least power. (Aye, 2019) Community-Led approaches that are initiated by organizations attempt to give power to those who are closest to the issue.

Community-Led approaches tend to be less-defined, more organic processes guided by a set of principles focused on *how* the community is engaged to make change. Here is a sample list of principles adapted from <u>Community-Led Development</u>—a pioneering report from the Caledon Institute of Social Policy, and <u>A Guide for Supporting Community-Led Child Protection Processes</u>—created by the Child Resilience Alliance to apply Community-Led theory to practice:

Principles for Community-Led Approaches

- Work with humility
- Build trust, respect, and relationships first
- Listen in an active, nonjudgmental manner
- Put the voice and views of community members at the center. Enable those with lived experience to be key actors in the community-led process
- Build on existing community resources, strengths, and skills
- Learn more fully about the context and community power dynamics on an ongoing hasis
- Encourage an inclusive community process at all stages
- Engage local leaders to co-create a governance process to help plan and advance the ongoing work

- Enable collective agency and action communities make the key decisions
- Use a patient, flexible, dialogue-oriented approach
- Focus on aspirational goals or vision that the community seeks to achieve and translate these into specific steps by harnessing community strengths and assets
- Support community innovation from within.
- Build community capacities for mobilizing the community, making inclusive decisions, and taking effective action
- Embrace the process of continual learning and checking of progress against objectives
- Enable bottom-up collaboration and linkages between communities and formal stakeholders and mechanisms

Adapted from (Torjman, 2012) and (Wessells, 2018)



As you can see from these principles, the major tenants of a Community-Led approach are to centre the community voice, build authentic relationships, and empower community members to lead. Along the way, the community discovers and defines what the change should be and how the community should work towards solutions. The overarching goal is to empower communities to build their capacity as changemakers and take charge of their own development so that it both responds to community needs and is sustainable in the long-term.

Through our connections with several Indigenous communities in Canada—Kahnawà:ke, Chippewas of the Thames, and Swan Lake First Nation—we have reflected together on how Community-Led approaches are closely aligned with Indigenous worldviews on leadership and shared decision-making.

In a recent blog post titled <u>With NOT For</u>, Jessica Lazare, a youth from Kahnawà:ke shared, "Respecting the essence of Indigenous methodologies, it is important to determine the needs for the youth with the youth and ensure that there is youth input in the decisions that will be made on their behalf moving forward." (Lazare, 2020)

Chippewas of the Thames First Nation community members have shared the importance of relationship building and taking a strengths-based approach in their poverty reduction work:

"The Anishinabek worldview is rooted in relationships with the land and with people. It is about respect, responsibility, sharing, and trading. Our culture is collective. Every community member has a role to play. Community leaders know they need to be humble and listen to the community. They need the expertise of those with lived experience of the issues to be part of—and leaders in—the process. Focusing on our strengths empowers the community. It allows people to start by being thankful for what we have, rather than focusing on what we've lost. It allows us to heal."

(Tamarack Institute, 2020)

WHEN TO USE A COMMUNITY-LED APPROACH

We see instances where a Community-Led approach is demanded. Black Lives Matter is a prime example. When a community's systems do not serve the whole community in a way that is equitable—when people who have been marginalized and discriminated against call out for justice—we see a demand for Community-Led approaches. In these instances, trust is low, and communities are fed up with being acted upon. The only just way forward is to change the system into one that is "Done by Us for Us". (Mhar, 2020)

Community-Led approaches recognize the power and leadership within communities and create opportunities for that leadership to help drive positive change. We see this as paramount with Black Lives Matter and with processes for reconciliation and community change within Indigenous communities. Culturally, it acknowledges the limitations of solutions created by those who lack experience of the issue and helps ensure progress will be authentic and not perpetuate inequities.

Community-Owned Approaches:

Initiatives that are completely Community-Owned tend be smaller-scale, and often neighbourhood-based, due to localized interest, limited resource availability, and the scope of resources available. Think neighbourhood associations and co-ops, or the founding chapter of an idea that then scales up or out. There are well-known exceptions of course: Arab Spring, Idle No More, The Wet'suwet'en protests, Occupy Wall Street, and the revitalization of Fogo Island in Newfoundland.



Dear Waterloo Region District School Board Trustees,

Students across the Region do not feel safe with the presence of armed police officers in their schools. In the 20+ year history of the SRO program, students have **NEVER** been asked how they felt about the SRO program. Now, we are standing up for our rights and demanding our voices be heard. Here is what students have to say about the SRO program:

Student Quote

"Walking through the halls and getting stares from the SRO's makes me feel uncomfortable and targeted. Being a Black male seeing police presence within the school is extremely intimidating due to the fact that police brutality is a very real threat and concern for Black people. Having them within our schools diverts our attention away from school and towards ensuring our own safety and security."

Grade 11 student, Waterloo Collegiate Institute

In the WRDSB strategic plan, you assert that "our students come first – each and every one". If the WRDSB is truly committed to this, then we ask that you listen to us now and take action. Every student deserves to reach their full potential, and this cannot happen until our most vulnerable students feel safe and supported in schools. We need you to listen, reflect, and act in support of marginalized students and communities who have been ignored far too long.

Building on the motion to review the SRO program, we insist that the ad hoc committee:

Conduct

the review with an equity lens and ensure that **student voice** is the predominant element informing the recommendations of the report, and that the review captures and centres the voices of students, families and communities, particularly those students who are at-risk, and Black/African diasporic students;

Building on the motion to review the SRO program, we insist that the ad hoc committee:

Implement

a community-led alternative
to disciplinary action based in restorative
and social justice, depending instead on
culturally-responsive support workers,
crisis counsellors, mental health workers,
and community-led de-escalation
response teams.

Thank you for taking the time to read our letter.

Sincerely,
Students 4 Inclusive Schools



astudentsFIS on Twitter

A portion of a letter from Students 4 Inclusive Schools to the Waterloo Region District School Board Trustees calling for community-led alternatives.

Community-Driven Approaches:

Organizations or funders looking to initiate a Community-Driven process understand that a Community-Led approach is needed to make equitable and sustainable change. If you are looking to address root causes of social issues, it is essential to share power with people with lived experience of the issue and invite them to take ownership. Without community ownership, we risk stunting progress, not addressing the core community needs, not leveraging existing community assets, and remaining in cycles of ad hoc service provision.

Community-Shaped Approaches:

A Community-Shaped approach is used when an organization or funder is responsible for community outcomes but understands that all community-based solutions need to be co-designed to ensure the community voice is central. The organization and the community can then work together within the defined scope or parameters. The organization still holds power, but they give up control for determining the solution.



In work we are currently doing with a US-based private foundation, we used the Spectrum of Community-Led Approaches to validate the desired way of working. The foundation is seeking to reimagine their philanthropic work so that it is guided by, responsive to, and connected with the community in order to increase impact. The foundation has defined its organizational mission and the geographic population it wishes to serve, and has then said—we are ok with any solution the community decides as long as it aligns with our mission.

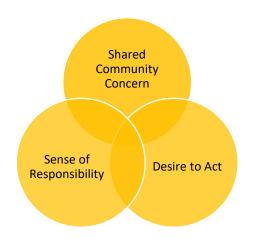
Community-Informed Approaches:

Not all communities in all situations are ready, able, or interested in taking on a Community-Owned, Community-Driven, or even Community-Shaped approach. As our societies have developed, we have created specialized structures (both effective and ineffective) to offer community benefits on our behalf. Consider an education system, a healthcare system, or a municipal government.

We have appointed people to lead these structures and, as long as community members trust that those leaders are working for their benefit, we are comfortable working together in a way that is Community-Shaped or Community-Informed.

Community-Led approaches are effective when there is a shared community concern ("this affects me"), a sense of responsibility ("I have a duty to respond"), and a desire to act ("this is a priority for me"). (Wessells, 2018, p. 11) Community-owned and community-driven approaches require these three conditions within community members. Community-Shaped and Community-Informed approaches share accountability for outcomes.

Conditions for Community-Led Approaches



Concepts of Community Ownership from (Wessells, 2018, p. 11)

UNDERSTANDING COMMUNITY-LED APPROACHES

Community-Led approaches re-connect community change more deeply with community interests. The role of the organization when supporting community-led approaches is to come alongside the community to build relationships, build trust, and build capacity so that the community can do 'for themselves'.

Understanding when and how to use a Community-Led approach is important. For organizations who are working with communities, there is no pre-determined 'right' way of working. Instead, it is important to understand the benefits, risks, and ways of engaging for each approach and commit to authentic processes that respect the community's goals and readiness.

The table on the following pages compares various Community-Led approaches to help differentiate and assess which option best suits a particular situation.



	Community	Community	Community	Community
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	Local visions for change are defined and implemented by the community, who are in control of all resources, parameters and decisions.	Local visions for change are created in partnership with community members and organizations, who share resources and collaborate to set parameters and make decisions.	Local visions for change are defined by the community within a set of parameters that provided by an organization to achieve shared goals.	Visions for change are adapted to suit the local context through community consultation.
Benefits	 Completely community-owned, unique solution Solutions have high efficacy Leverages community assets 	 Likely to be sustainable due to local leadership and adequate resourcing Adaptable to changing local context Builds community capacity Often focused on systemic change 	 Leverages local context and expertise Can be used when more rapid solution generation is needed Clear and defined goals and process 	 Leverages organizational resources and capacity Fosters organizational leadership & commitment
Risks	 Highly dependent on the energy and skills of community champions Can be restricted by lack of resources 	 Requires community champions with a vision and longer-term commitment Often requires movement-building activities and wider community participation Relies on social capital and developing trusting relationships between partners Can be difficult to navigate diverse opinions among community members to reach consensus 	 Needs to be paired with other approaches to ensure sustainability and ongoing community involvement Community is dependent on organizations 	 Often engages input from only motivated community members Community is reliant on the organization and long-term support is not guaranteed Uniqueness of solution and likelihood for success depends on efficacy of consultation Decision-making criteria and how community perspectives will shape the solution often unclear. This can result in community dissonance or anger if solutions do not reflect community desires.
Conditions	Community identifies issues and how to address them	 Guided by a shared community vision & aspiration Collective, community focus Work shaped by guiding principles Multiple sectors work together Long-term commitment Community defines the issue, the action, implementation & evaluation. People with lived experience are key actors Community leaders are part of governance structure 	 Scope is clearly defined Often has a program or service focus Medium to long-term commitment Engages local leaders for the duration of the initiative Involves people with lived experience to share their perspectives and codevelop solutions 	 Scope is clearly defined Likely has a program or service focus The process is organization-driven Short to medium-term commitment Should not be used for complex problems Invites input from community members, ideally those with lived experience



Power	 Community holds the power 	Community holds powerOrganizations engage with humility	Organizations hold powerThe community is given control	 Organizations hold power Community members provide input
Roles	Community members assume leadership	 Community drives the project and is the decision maker Community-wide participation Organizations can act as catalyst, facilitator, colearner, funder 	 Organization defines and leads process Diverse & representative community members participate in a defined process Shared decision-making is preferred, but the organization is the ultimate decision-maker 	 Community members are invited to respond to questions asked by the organization Organization defines and leads process, and has decision-making power
Ways of working	 Grassroots community organizing Asset-Based Community Development (ABCD) 	 Community-Led Development Collective Impact ABCD (with organizational leadership) 	 Co-Design Advisory Groups Representative Deliberative Processes Community Mobilization 	• Community consultation
Methods of engagement	 Relationship building Working groups/ action teams Recruiting Volunteer training 	 Community members hired to lead initiatives Leadership comprised of community members Relationship building Learning about the local context through data and asset mapping Capacity building – training, coaching, mentoring Participatory engagement, action planning, and evaluation Inclusive, dialogue-oriented approaches Working groups/action teams 	 Representative community members recruited Learning together ensures all participants are well informed Sharing perspectives small group discussions, presentations + discussion, storytelling Aligning on a shared vision or goal – workshopping, visioning Building ideas – ideation, discussion, ranking, voting Deciding on solutions – workshopping, deliberation, scenario testing, ranking, Action planning Volunteer training 	 Focus groups, kitchen table talks, online forums Interviews Surveys, polls, voting, comment boxes Mass communications – emails, newsletters, social media



NAVIGATING APPROACHES, INTERSECTIONALITY & SCALE

If you represent an organization, you are likely working in multiple ways depending on the outcomes you seek. For each new initiative, use the spectrum to build consensus within your organization—and with community members and partners—to confirm the approach that will be most beneficial.

It is also common to navigate between the various Community-Led approaches when implementing an initiative. When working in a Community-Shaped way, what should you do if the community wants an outcome that falls outside the scope of your organizational mandate? For example, your organization's focus and mandate is health and therefore you are interested in identifying health-focused solutions, however, the community's preferred solutions include addressing issues related to transportation—which is beyond your organization's scope.

This happens a lot. As Audre Lorde, American writer, activist, and self-described "black, lesbian, mother, warrior, poet" explains, "There is no such thing as a single-issue struggle because we do not live single-issue lives". (Lorde, 1982) So how do you move forward?

- 1) Bring in New Partners use your organizational power and network to advocate for the community's interests, create connections, and create the space for the new partners to establish shared responsibility. If you are handing the solution to a new partner for implementation, act as a Sherpa, carrying the community solution until it is being firmly carried by another organization/department who feels accountable. In future get ahead of this by bringing in diverse partners from the beginning so that they are part of the ideation journey and are committed to the shared goal.
- 2) **Embrace and Expand your Scope** be prepared to shift and move into a Community-Driven approach if needed. Community-Led processes are rarely linear. Commit to circling back and redefining your scope and ways of working *because* it is in the community's best interests and responds authentically, respecting their context expertise.
- 3) Consider the interconnectedness of complex problems Not every problem has a simple solution. In fact, community challenges are often complex. When the community identifies transportation as the issue, consider the health-related impacts. How is transportation impacting the health of the citizens in the community? Are they unable to get to doctor's appointments? Is there access to health services locally? Understanding the root cause and interconnectedness of complex problems is a process called multi-solving.

TransformTO is the City of Toronto's Climate Action Strategy with the aim to reduce the city's greenhouse gas emissions by 80% by 2050. A <u>case study of their multisolving approach</u> written by my colleague, Sylvia Cheuy, describes the Community-Shaped process that TransformTO used to create and engage a 30-member, multi-sector advisory group over the course of a year to provide input into what measures to model and to gauge the highest impact actions based on both climate targets and community benefits.

What is inspiring is how TransformTO resisted the temptation to disregard community input that went beyond their focus on the city's environmental issues, and instead looked for ways to act that would enable them to simultaneously address their issue while also addressing other pressing concerns that mattered to residents. (Cheuy, 2019)

During the multi-criteria analysis meeting, when it was revealed to all that the highest impact actions for



generating climate outcomes were not the same as the climate actions that also generated the most health and social benefits for the community, they faced a difficult decision: What is most important organizational mission or community-preferred solutions?

This is a trick question of course. Solutions that achieve both organizational mission and community support have a confounding effect. By navigating this tension and finding shared solutions, the impact will be greater than what is possible when the community or organizations act alone.

Another common reason for navigating between levels on the spectrum is when Community-Owned initiatives identify solutions then choose to work with an organization or funder to implement. The community is often choosing to share control, relying on the organization for content expertise or resources, in exchange for increased community benefit. Inversely, Community-Shaped initiatives can also become Community-Owned through implementation by local, community-based organizations.

CORE FUNCTIONS OF COMMUNITY-LED ENGAGEMENT

Initiating a Community-Led process is an act of community engagement. Looking at three overarching goals of community engagement—informing decisions, building capacity, and strengthening relationships (Capire Consulting Group, 2016)—consider the functions that are important in enabling Community-Led approaches:

Strengthening Relationships

- Community members determining how they want to be involved
- Seeking ongoing, informed consent, and developing a shared understanding and commitment to the relationship
- Sharing stories and perspectives and allocating enough time for intentional learning
- Creating safe spaces for community members and giving them power

Informing Decisions

- Putting community interests and concerns at the center of the work to and make decisions
 - form the criteria for how groups meet
- Enabling community members to make decisions about solutions
- Learning as you go, asking, how could this be more effective? and applying lessons learned

Building Capacity

- Acknowledging existing capacity
- Community members mentoring others
- Community identifies training/skills they would like to learn or lead
- Community documents knowledge (knowledge mobilization)





- Hiring community members into positions of leadership
- Supporting leadership continuity
- Organizational leaders learn how to give up power

Taking time to build relationships and capacity, taking a learning approach that enables plans and processes to evolve, patiently waiting for solutions to emerge, etc., can make Community-Led approaches slower and seem more difficult, messier and/or harder to schedule and predict. These processes, however, are exactly what makes them so effective in ensuring community ownership and sustainability.

Considering a longer time horizon is essential. It only makes sense to invest time, money, and resources in community members if you are indeed committed to positive community outcomes. The African proverb reminds us. "If you want to go fast, go alone. If you want to go far, go together".

DEEPENING YOUR COMMUNITY-LED PRACTICES

If you represent an organization or community interested in enabling a Community-Led approach, *how* you engage is the most important, and often the biggest cultural shift for organizations.

These key mindset shifts are important in community-led approaches:

- From problem focus to asset focus
- From looking externally for solutions to looking locally for community innovation
- From bringing in expertise to enabling local expertise
- From controlling resources to offering resources
- From holding power to sharing power
- From servicing communities to being in service to community

Our partners at Inspiring Communities support Community-Led development initiatives across Aotearoa (New Zealand) and are committed to this <u>'Learning by Doing'</u> approach. Their resources and <u>frameworks</u> offer leaders powerful and practical ways to embrace these mindset shifts. Learning from their own work in communities, Inspiring Communities shares these top 10 tips for community-led development:

- 1. Start from where you are and be clear on your purpose.
- Have lots of conversations, ask powerful questions, and actively build trust and relationships.
- 3. Focus on community priorities and timelines.
- 4. Identify assets, strengths and what the community does well already.
- 5. Look for 'bright spots': go where the energy is and invest in people and their passions.
- 6. Aspire to build community through all that you do: start small and achievable, knowing one thing frequently leads to another.
- 7. Do things with others: collaboration brings new ideas, resources, and energy for future possibilities.
- 8. Create something visible: seeing is believing and generates energy, excitement and momentum.

Instead of asking how your organisation can create more value to/for or with community, ask how you can create more space for community to create what they value.





- 9. Anticipate mess, paradoxes and uncertainty. This is normal!
- Be creative, have fun and strive for results. Help grow a local culture of learning, reflection & celebration.

(Inspiring Communities, 2019)

No matter what stage you are at with using Community-Led approaches to community change, there is next step for you: Enter into dialogue with community members on how you can support their priorities. Use clear language to signify intent and enable authentic engagement. Practice trusting the community. Leverage community organizations and partners to accelerate the impact of your work. Hold yourself and each other to account. Be humble.

Further reading on Community-Led approaches

Community-Led Development:

Read this 'must have' handbook from Inspiring Communities for people and organizations wanting to empower and support locally-led change.

Asset-Based-Community-Development (ABCD): Learn the <u>basics of ABCD</u> and the <u>four essential elements</u>.

Collective Impact:

Read the seminal Collective Impact paper then see Tamarack's Collective Impact resources.

With thanks to Graham Barnes, York University who undertook the initial research to create the spectrum of Community-Led approaches. And to my team of reviewers for your insightful contributions.

ABOUT LISA ATTYGALLE

In her role at Tamarack, Lisa works with cities and organizations to help them meaningfully engage their communities. Over the last seven years her work has focused on creating authentic engagement strategies and training staff teams, teaching and writing about innovative engagement methodologies, designing and facilitating workshops with a focus on raising the voice of the context expert, integrated communications planning, and the use of technology and creativity for engagement.

Lisa comes to this work from the private sector where she worked at one of Canada's leading communications firms with clients in agribusiness,



healthcare, financial services and technology. Hailing from Australia, Lisa also worked on major water infrastructure projects as the liaison between municipal government, engineering and the community. Lisa advocates for simplicity in infrastructure, frameworks and design and loves applying the principles of marketing, advertising, loyalty, and user experience to community initiatives.

Lisa's other titles include Artist, Wife and Mum. On the side, Lisa is one of ten owners of Seven Shores Community Café in Waterloo, ON.



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Funded by the Government of Canada's Social Development Partnership Program.



The opinions and interpretations in this publication are those of the author and do not necessarily reflect those of the Government of Canada.

