On the implementation of sustainability:  
The role of the economic development officer  

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Agencies involved in economic development recognize the need to take a more sustainable approach in their work. Economic Development Officers (EDOs) can play a significant role in ensuring there are processes in place within their organization to promote sustainable development. This paper provides a brief background on this subject and highlights local and regional policies to assist the EDO in developing programs designed to foster sustainable development at the local and regional levels. The author argues that EDOs with an inherent understanding of the principles of quality of life; fairness and equity; participation and partnership; care for the natural environment; and thought for the future are best positioned to effect change. However, the degree of change will largely depend on the commitment and support of the community or the region.

Keywords: sustainable development, Economic Development Officer (EDO), policy

Introduction

Since the inception of the concept of “sustainable development,” conceived through the work of the United Nations' Brundtland Commission in 1987, the term has taken on many meanings. Originally, the commission defined sustainable development as:

“Development which meets the needs of the present without compromising the ability of future generations to meet their own needs.”

The main recommendations coming from this Commission included:

- revive growth;
- change the quality of growth;
- conserve and enhance the resource base;
- ensure a sustainable level of population;
- reorient technology and manage risks;
- integrate environment and economics in decision-making;
- reform international economic relations;
- strengthen international co-operations.

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A follow-up report produced by Linda Starke for The Centre for Our Common Future entitled “Signs of Hope – Working Towards our Common Future” was released in 1990, updating the international dialogue on this increasingly important imperative. Starke pointed out that:

“It is a very simple definition, and its vagueness has been hailed by that ‘no single blueprint of sustainability will be found, as economic and social systems and ecological conditions differ widely among countries. Each nation will have to work out its own concrete policy implications’. ”²

Much has been contributed to this practice over the past 14 years. Many different organizations have taken on this commitment and made “sustainable practices” part of the mandate of their organizations. The integration of this “understanding” has extended to both the public and private sectors of the economy. Successful integration will ultimately yield long-term benefits, from which future generations will prosper.

Integration is based on the adoption of the Commission’s principle conclusions, including:

- economic development based on maintaining environmental integrity; and
- identification of the interdependency of economic and ecological systems.

The concept of “sustainable development” continues to evolve:

“Today, the two ideas together speak of balancing economic and social forces against the environmental imperatives of resource conservation and renewal for the world of tomorrow.”³

Based on this perspective, it is clear that the process involves a concern for the environment, which must be considered when development proceeds. Fundamental to this concern is the overriding assumption that, the private sector and the public sector can converge on “development issues” in a collaborative manor. Collaboration designed to ensure that the development produces economic and social benefits while protecting the long-term integrity of the environment requires resources dedicated to its success.

The necessary resources are gradually becoming available as various agencies involved in economic development recognize the need to take on a more “sustainable” approach. More can be done to continue to elevate the need for the integration of “sustainability” in economic development. This paper proposes that the Economic Development Officer can play a

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³ The Practice of Sustainable Development, ULI, A Brief Introduction to Sustainable Development by Douglas Porter, p. 1.
significant role in ensuring that a process exists in their organization, which devotes attention to
the practice of promoting sustainable development.

Providing a brief background on this subject, together with a context by which local and regional
policy can be formed, should assist the EDO in developing programs designed to foster
“sustainable development” at the local and regional levels.

Overview of sustainable development

With the general acceptance and understanding of the implications attributed to sustainable
development, the challenge becomes one of affecting change to this end. The World
Commission on Environment and Development put forth a number of significant proposals for
institutional and legal change. These proposals serve to direct policy at the international,
national and regional levels. The Commission’s Proposals embodied six priority areas:

- getting at the sources;
- dealing with the effects;
- assessing global risks;
- making informed choices;
- providing the legal means;
- investing in our future.4

This call to action crossed various levels. The underlying shift in policy direction meant re-
thinking the way businesses did business, governments governed and interest groups presented
and protected their specific needs. One of the results of the push for change was a number of
international conferences convened to address environmental protection and socio-economic
development. Some of the key conferences included: the 1992 Earth Summit; the 1995
Women’s Summit; 1996 Habitat II; and the recent Millennium Summit.

In 1992, the United Nations assembled over 100 heads of state in Rio de Janeiro, Brazil to
address the urgent problems on the “sustainable development agenda.” Among the numerous
commitments arising from the assembly of the heads of state was the adoption of Agenda 21,
which outlined a plan for achieving change. Furthermore, the United Nations’ Commission on
Sustainable Development was created to provide effective follow-up and monitoring. This
Commission became the global organization to affect “sustainable development.”

The Commission’s mandate is to:

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• review progress at all levels in implementing the recommendations and commitments arising from Agenda 21;  
• provide guidance for policy development and future activities aimed at achieving sustainable development;  
• promote dialogue and build partnerships designed to promote sustainable development.

Similar objectives continue to be adopted by more and more organizations. A shift occurred in the late nineties in the global outlook toward “sustainable development” as increasingly, agencies, businesses and governments recognized the benefits of incorporating sustainable practices in economic and business development. The dawn of the new millennium inspired the promise of new beginnings and an opportunity to create a process that incorporates sustainable development into both commerce and governance.

“There are several reasons why the interest in sustainability is growing rapidly; in particular to:

• safeguard and strengthen the organizations’ reputation;  
• develop behavior that is socially and environmentally responsible;  
• comply with national laws or corporate standards – whichever is more challenging;  
• attract and retain high quality people who seek employment where personal and corporate values are realigned;  
• keep ahead of competitors, or in some cases, transform the business along new lines;  
• achieve high standards of corporate governance.”

As the reality of the millennium sets in, the challenge of implementing sustainable development continues. The constraints faced by proponents of economic development continue to evolve and, as a result, a number of trends that characterized the last decade of the 20th century are being scrutinized. This, was made evident in the preface of a recent publication by the United Nations Secretary-General that highlighted a number of issues including the:

• trans-boundary nature of environmental problems;  
• recognition of inter-linkages between various environmental issues;  
• challenges of implementing the increasing number of multi-lateral environmental agreements;  
• growing size and number of mega cities;

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• increasing role of civil societies in crafting and influencing public polices;
• transition towards a knowledge-based economy.

The publication further proposed that issues surrounding possible courses of action are not short of ideas or commitment. Rather, they reflect a need to better understand how to translate values of “sustainable development” into practice and, in the process, become more effective given the myriad of resources available to assist in the implementation of sustainable practices.

It is based on this premise, that economic development organizations can begin to search within their mandates for opportunities to implement sustainable development approaches. An ongoing commitment to “work together to create healthy communities” requires that resources be allocated to promoting sustainable local/regional economic development.

The effective utilization of resources available to economic development organizations should focus on producing sustainable results. It therefore becomes critical: (1) to achieve meaningful and measured results in order to qualify for on-going support from funding agencies; and (2) to determine the impact of sustainable practices on the local/regional economy.

If “sustainable development” is to become less of an “enticing ambiguity” and more of a “paradigm shift” in the way economic development is approached, the responsibility for implementing appropriate initiatives must ultimately occur at the local and regional levels. The success of the organization’s endeavors will depend on the degree of commitment directed towards achieving long-term benefits attributed to a change in economic thinking.

“If we do not succeed in putting our message of urgency through to today’s parents and decision makers, we risk undermining our children’s fundamental right to a healthy, life enhancing environment. Unless we are able to translate our words into a language that can reach the minds and hearts of people young and old, we shall not be able to undertake the extensive social changes needed to correct the course of development.”

Background

The economic development officer possesses the advantage of understanding the sometimes-conflicting objectives of various organizations involved in the approval process. Through effective information exchange and communication, economic development officers are in a position to mitigate the interests of the various groups and agencies involved in development proposals.

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It is often easy to lose sight of specific needs when overwhelming evidence is based on a single perspective. A single perspective is frequently based on the costs related to the project and not necessarily on the benefits. Providing an objective overview, based on the extent of the impact created by developments on the local or regional economies, is an important first step to understanding the dynamics of projects.

Grounded in this understanding, is the prospect of identifying the sustainable attributes of projects and the potential to incorporate sustainable practices into their design. Information dissemination among the various agencies involved in the approval process, can effectively enhance the opportunity for promoting sustainability. This approach is often not undertaken when evaluating the merits of a development, primarily because the responsibility is not coordinated by a single agency.

The public process related to the approval of developments is normally regulatory in scope and not designed to encourage and facilitate constructive dialogue capable of producing a more sustainable decision. Utilizing the economic development organization to assist in developing more sustainable projects, will lead to a more effective use of resources available in a community or region. In addition, it will result in a more balanced relationship between the economic, social and environmental factors related to the approval process.

All developments impact the fabric of the local economy. Promoting the sustainability of a particular development project requires a commitment to underlying sustainable development principles. This assumes that both the proponent and approving authority possess an awareness and understanding of economic, environmental and social issues related to the particular project. It also assumes that there is a commitment, on both sides, to move towards ensuring that these principles are upheld.

Establishing a process whereby this type of information exchange can occur is a difficult challenge. The EDO may be able to propose approaches that integrate sustainable development principles in the review process. The successful integration of this information in the design and approval of developments, promotes more effective decision-making and, in the process, improved local benefits.

The Millennium Summit of the fifty-fifth session of the United Nations General Assembly, identified the following as one of the major environmental challenges of the twenty-first century:

“The private sector has emerged as a global actor that has a significant impact on the environmental trends through its investment and technology decisions. In this regard, Governments have a crucial role in creating an enabling environment. The
institutional and regulatory capacities of Governments to interact with the private sector should be enhanced.”

Economic development organizations can play an important role in “enhancing” the manor in which the local government interacts with the private sector. Exploring the mechanisms available, and discussing the required changes in local processes can provide the basis for actively advocating more sustainable development projects.

“The objective of the local economic development officer is to influence the processes affecting the growth, decline, and restructuring of activities to meet communities’ needs more effectively. The local Economic Development Officer (EDO) has a key role to play in this process. In many jurisdictions, the EDO has become a professionally trained expert employed to provide both practical and intellectual leadership to achieve rational economic development planning.”

“Rational economic development planning” in the 21st century includes seeking win-win opportunities that ensure that developments achieve levels of success that can be measured in relation to the “triple bottom-line” related to economic, environmental and social impacts. The EDO is key to this process.

Economic development and sustainability

The relationship between economic development and “sustainable development” has risen to new levels of awareness. In 1996, the United States President’s Council on Sustainable Development released a policy document outlining a plan to achieve sustainability at the community level.

“Encourage people to work together to create healthy communities where natural and historic resources are preserved, jobs are available, sprawl is contained, neighborhoods are secure, education is lifelong, transportation and health care are accessible and all citizens have opportunities to improve the quality of their lives.”

The statement challenges all sectors of the economy to take greater responsibility in promoting sustainable development through a “balanced integration” of economic prosperity, ecological integrity and social equity. The implementation of sustainable development at the local level is a daunting task. Given the growing complexities of the knowledge economy, it is imperative to

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define practical approaches capable of successfully implementing sustainable development. A clear definition and understanding of conditions related to creating, affecting and administering development, will assist in the movement towards realizing sustainable development at the local level.

“The new model must contain a variety of elements that are environmentally sustainable, financially sustainable at the project level, and fiscally sustainable for local governments. The model must also appeal to a rapidly changing market and provide business with a place that draws knowledge workers and in turn attracts corporate investment. What results from a sustainable development model is an upward spiral of self-reinforcing elements that are both synergistic and self-sustaining.”

The model outlines the objectives capable of producing desired economic development activity. Implicit in the success of the model, is the willingness of all organizations involved in economic development to take on greater environmental and financial responsibility in promoting development opportunities in their communities.

**Sustainable local economic development**

Affecting change inspired on the global front and applied at the local level requires a consensus and unified approach to sustainable development. While many communities have reached a common ground and are already moving forward in this regard, many others have not. Still, applying the principles of sustainable development depends on appropriate policy directives, organizational reform, and revised decision-making.

Enhancing sustainable development in a community is a complex task. Nevertheless, this undertaking can proceed on the basis of a set of basic principles. Colins Hutchinson and Associates, in one of their publications on “sustainable local economic development,” advocate eight core themes aimed at establishing good practices and exploring new opportunities. The themes are all well within the EDO’s mandate and include:

- building the knowledge, skills, confidence and motivation of local people;
- providing access to and control over low cost credit;
- supporting schemes that promote sustainable regeneration through local participation;
- providing a supportive framework for budding entrepreneurs and local businesses;
- screening inward investments for the likely local impacts and promoting sustainable ideas;

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encouraging businesses that behave responsibly towards employees, the environment and the community;
widening the distribution of work by providing childcare, public transport and local labor schemes;
developing supply chains that make use of local resources create jobs and provide benefits for businesses and the local environment.\(^{12}\)

These core themes form the basis for analyzing and evaluating the current operations of an economic development organization in relation to sustainable development initiatives; they provide the conceptual basis for an appropriate local policy framework.

**The role of the economic development officer in sustainable development**

The focus is primarily on sustainability as it specifically applies to community economic development and, in particular, the implementation of sustainable practices. Defining the role that the economic development officer or EDO can play in implementing sustainable development will assist decision makers in the public, private and volunteer sectors in utilizing their resources more effectively and efficiently.

According to the International Institute for Sustainable Development, more effective, equitable and sustainable models of community empowerment and development can be realized:

> “By understanding and sharing the innovative solutions that communities from around the world have developed to prosper and maintain their traditions in the face of adversity.”\(^{13}\)

Ensuring that projects become integrated into the local economy, that they create a net positive effect on the social fabric of a community, and, at the same time, reduce their overall impact on the environment and encourage conservation of natural resources defines the primary role of the EDO in the sustainable development process. The efforts of the EDO must emphasize both a “process-oriented approach” designed to engage sustainable practices, as well as, working to achieve necessary change.

The ever-increasing complexities of a knowledge-based economy demand comprehensive solutions capable of producing meaningful results. Comprehensive solutions are not always achieved, partly because of a lack of a clear definition regarding the processing of development approvals.


Given the myriad of agencies and regulatory bodies involved in the reviewing and processing of a development, information needs can sometimes be a challenge for both the proponent and the approving authority. The interpretation of the information by the various agencies can, on occasion, lead to dysfunctional results. Inter-agency coordination in the development approval process is often not left to a single entity. The economic development officer, supported by a mandate to undertake sustainable development, could become responsible for affecting the sustainability of developments by engaging in “cross-sector mobility”.

Cross-sector mobility points to the opportunity for an EDO to assist in the regulatory approval process by being able to work with the private, public and volunteer sectors simultaneously. The EDO can recommend to each of the various sectors practices capable of enhancing the sustainability of projects, as well as, assist in assessing the impact of the project on the local or regional economy.

The ability to move freely from one sector to another can result in a more “objective overview” of each development project. An objective overview needs to be incorporated into the regulatory process to ensure that decision makers possess the framework necessary to promote sustainable development.

At a recent Foreign Affairs seminar, John Robinson, Vice President of the Policy Branch of the Canadian International Development Agency addressed sustainable development from a more Canadian perspective:

“Sustainable development is a multi-dimensional and many faceted objective. One, which is intrinsically linked to many other important issues (environment, trade, cultural sustainability, urbanization, etc.).”

He further proposed that sustainable development must involve a broad perspective incorporating five main themes that include environmental, economic, political, social and cultural sustainability. When sustainable development is viewed from this perspective it forms the basis for effectively:

- evaluating and elaborating program and policy proposals;
- influencing policies and institutions which promote sustainable development;
- fostering an increased awareness of the conditions necessary for sustainable development amongst our partners.

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The role of the EDO continues to evolve. Originally, the efforts of the EDO focused on industrial development. In time, the focus shifted from industrial to community economic development. Because of a growing awareness for the impact that developments can exert on the environment and the social structure of a community, the role of the EDO must adjust to incorporate a more sustainable approach to local economic development. Smokestack chasing, which defined the primary responsibility of the industrial development officer of the 1970’s proved to be quite unsustainable.

“In fact, unsustainable economic development practices were responsible for economic expansion. Smokestacks came to symbolize progress and job growth. We sacrificed quality of life and environmental protection to earn a living.”

The sustainable attributes of proposed development projects. The transition from an industrial economy to a more knowledge-based economy is increasingly reducing tolerance for a disconnection between economic growth and a degradation of both the environment and quality of life. Essentially, decisions related to the implementation of sustainable development practices, while minimizing environmental impacts, must not overlook the need to meet both corporate and fiscal “bottom lines.”

The success of sustainable development involves a commitment to challenge “previous thinking.” The idea of cross-collaborating information for the purposes of promoting sustainable development through the efforts of the economic development officer, may at first, appear to be a territorial challenge. However, understanding the various aspects of this challenge, including potential net benefits, is worth the risks associated with crossing jurisdictional lines.

Ultimately, the key to achieving local sustainable development exists with the decision making process. Having the information required to make broad based decisions, relevant to sustainable development within all sectors, requires that appropriate resources be dedicated to meeting the needs of the various agencies involved in the approval and regulatory process. While generating the data fundamental to this process is not necessarily part of the EDO’s day-to-day tasks, acquiring the information through cross-sector links and networking, could be viewed as a related economic development undertaking. EDO’s can interact with the proponent, special interest groups, or approving authority and assist by providing relevant information on

“One of the fundamental prerequisites for the achievement of sustainable development is broad public participation in decision-making…the need for new forms of participation has emerged.”

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Some economic development organizations could be viewed as non-governmental in their structure and operations. This is especially true, given that they are not necessarily part of the review and approval process. Still, the economic development organization has the important responsibility of ensuring that sustainability is incorporated into local development projects.

“Non-governmental organizations play a vital role in the shaping and implementation of participatory democracy. Their credibility lies in the responsible and constructive role they play in a society…independence is a major attribute of non-governmental organizations and is the precondition of real participation.”\(^{18}\)

This directive, as set out for the economic development organization, calls for a broad-based approach designed to evaluate the sustainable attributes of development projects. Undertaking a process that involves a common sense of purpose serves as the basis for action. Facilitating participation and constructive dialogue for the purpose of incorporating relevant information will significantly contribute to local sustainable development.

The EDO’s mandate to strengthen the local business community complements the objectives of sustainable development. The EDO is in a strategic position to work with the business community and industry leaders to facilitate the promotion of a more sustainable approach to local economic development.

“Governments, business and industry, including transnational corporations, should strengthen partnerships to implement the principles and criteria for sustainable development.”\(^{19}\)

Local activities designed to promote sustainable development can, among others, include:\(^{20}\)

- encouraging sustainably managed enterprises and the general streamlining of related government interaction;
- encouraging the formation of venture capital for sustainable projects and programs;
- collaborating to support cross-organizational training;
- encouraging policy directives by business and industry towards sustainable development;
- encouraging large business and industry to form partnerships for the purpose of exchanging managerial skills and know-how;

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• encouraging business and industry to establish organizations to help promote entrepreneurship;
• encouraging ongoing research in the area of sound environmental solutions;
• ensuring the responsible and ethical management of products through increased self-regulation and fostering openness and dialogue.

Local and regional economic development organizations can adopt some or all of the aforementioned activities as part of their economic development agenda. Pursuing these activities represents progress towards achieving sustainable development at the local level. EDO’s can encourage further participation in sustainable development by working with:

• the scientific and technological community;
• the financial and investment community;
• the research and development community.

The promotion of public awareness, and education and training in areas related to sustainability, should be a part of economic development responsibilities along with local capacity building and the formation of partnerships and cooperative arrangements.

The measurement and monitoring of sustainable development is increasingly becoming more sophisticated. EDO’s are in a position to contribute to the development of relevant indicators. Economic indicators, employed to assess the performance of local and regional economies, provide a basis for designing methods to evaluate sustainable development programs. Ultimately, comprehensive measures used by economic development organizations to determine local progress will need to include indicators specific to sustainability.

“Measurement helps decision-makers and the public define social goals, link them to clear objectives and targets, and assess progress toward meeting those targets…Measuring sustainable development just as we currently measure economic production, makes it possible for social and environmental goals to become part of the mainstream political and economic debate.”

Summary

This paper attempted to provide a background, designed to stimulate discussions related to the pursuit of sustainable development initiatives by economic development organizations. Relevant trends, issues and principles of sustainable development were highlighted to demonstrate the need for economic development organizations to engage in the process. The principles of

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sustainable development should be incorporated into policies and formulations specific to the implementation of local and regional development projects.

Numerous agencies and institutions support the movement towards a more sustainable approach to economic development. An important first step involves acquiring and making relevant information on sustainable development available to key stakeholders.

In promoting sustainable development, the following principles should be incorporated into local and regional initiatives:\(^{22}\)

- quality of life;
- fairness and equity;
- participation and partnership;
- care for the natural environment;
- thought for the future.

Designing economic development programs and strategies that reflect these principles, and contribute to the overall wealth of the local or regional economy presents a challenge. Economic development officers with an inherent understanding of these principles are positioned to effect change. The degree of change will largely depend on the commitment and support of the community or the region.

“Our understanding of sustainability in all its manifestations continues to evolve as we learn more about natural and human systems and how they interrelate. Our knowledge about practical applications of the goals of sustainable development is also unfolding as we find ways to adapt technologies, behaviors, and ways of thinking to come closer to achieving sustainability goals.”\(^{23}\)

**Author’s biography**

Greg Varricchio is a Development Manager for United Communities, a publicly traded land development company with projects in Alberta and British Columbia. His main responsibilities include the orderly development and construction of such master planned communities as Forest Crowne in Kimberly, B.C., Crystalshores in Okotoks, AB and Three Sister’s Mountain Village in Canmore AB. Greg started in Land Development in 1979 with Nu-West Development Corporation as a Project Manager and more recently with Jager Industries Inc. In addition to his experience in land development, Greg has an extensive related background with both the provincial and municipal governments in economic development working throughout Alberta.

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He has a wide-ranging consulting background in business and economic development for both the private and public sectors. He has a Bachelor of Commerce degree from the University of Calgary and a Certificate in Economic Development from the University of Waterloo. He received his Professional Accreditation in Economic Development from the Economic Developers Association of Canada in 1991 and remains a current member. He is an active member of the Urban Development Institute in Calgary serving as a past member of the Executive and Chairman of the Planning Committee. He presently is the industry’s representative on the City of Calgary’s Advisory for the Implementation and Monitoring of the Calgary Plan and the Calgary Transportation Plan. He has held memberships with the Urban Land Institute, Rotary International, Economic Developers Association of Alberta, Alberta Building Officials Association, American Marketing Association and American Economic Development Council.

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