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**AN EVALUABILITY ASSESSMENT OF PROGRAM 5C
OF THE WINNIPEG DEVELOPMENT AGREEMENT**

BY

MOHINDER BAJWA

**A Practicum Report
Submitted to the Faculty of Graduate Studies
in Partial Fulfilment of the Requirements
for the Degree of**

MASTER OF SOCIAL WORK

**Faculty of Social Work
University of Manitoba
Winnipeg, Manitoba**

(C) August, 1999



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**An Evaluability Assessment of Program 5C of the Winnipeg Development
Agreement**

BY

Mohinder Bajwa

**A Practicum submitted to the Faculty of Graduate Studies of The University
of Manitoba in partial fulfillment of the requirements of the degree**

of

MASTER OF SOCIAL WORK

MOHINDER BAJWA©1999

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ABSTRACT

The Winnipeg Development Agreement (WDA) which is a tri level government agreement, consists of different programs including "Program 5C: Employment Equity". Program 5C primarily focuses on designated groups (Aboriginal people, women, people with disabilities, and visible minorities) as these groups have been historically disadvantaged and are under-represented in the City of Winnipeg's workforce. In September, 1998, the development of a targeted evaluation framework for Program 5C was commissioned by the program manager. The primary objective of the practicum was to develop the evaluation framework so that clear standards are established for evaluating Program 5C. A related objective of the practicum was to gain hands on experience in designing, planning and implementing a qualitative approach and related data gathering techniques. This practicum report describes the development of the evaluation framework. The framework was developed by reviewing the relevant literature and by using qualitative approaches such as focus groups and interviews with various stakeholders as feedback mechanisms. The results from the practicum indicate that the evaluation framework will serve as an important document to guide the evaluation of Program 5C. In the process of developing the framework, I gained valuable experience in planning, implementing, and facilitating focus groups. In addition, I learned to analyse and interpret results using qualitative approaches. The practicum findings, conclusions, and recommendations indicate that while Program 5C has made progress with some very positive results over the last year, the effectiveness of Program 5C can only be determined through a comprehensive evaluation of the program. The evaluation framework developed during this practicum will help in this endeavour.

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1.0 OVERVIEW OF THE PRACTICUM

Employment equity and diversity issues have been prevalent in Canadian organizations for a long time but until recently the existence and significance of these issues was rarely recognized by organizations (Wilson, 1996). Generally, diversity encompasses any individual differences that people may have and include aspects related to race, religion, sexual orientation, gender, ethnicity and disability (Thomas, 1991; Wilson, 1996). The important point is that people are different in many ways and these differences should be respected. Employment Equity specifically focuses on eliminating employment barriers that individuals face in organizations. The barriers identified above may result from both overt discrimination and systemic discrimination. Overt discrimination in employment refers to an intentional hostile or otherwise biased practice on the part of the employer towards the person because of easily identifiable characteristics of that person such as their gender, race, religion or skin colour (Milkovich, Glueck, Barth & McShane, 1988). An example of overt discrimination is where an organization refuses to promote women into management because the organization believes women are unable to manage. Systemic discrimination is not based on an intentional practice. Rather it is based on adverse effect of certain employment systems such as policies and procedures (Milkovich, Glueck, Barth & McShane, 1988, p.272). For example, a company may decide against installing elevators in a multi story building to save money but this seemingly neutral fiscal policy may exclude individuals confined to wheelchairs from being gainfully employed in that organization.

The changing demographics in the Canadian workforce reflect the significance of the issues just discussed. For example, it is estimated that sixty percent of Canada's labour force can be categorized into the so called "target groups" or designated groups (Benimadhu & Wright, 1992).

Throughout the literature, these “designated group” members are defined as women and people who identify themselves as aboriginal people, visible minorities, and people with disabilities (Benimadhu & Wright, 1992; Human Resources Development Canada, 1997; Jain & Hackett, 1989). However, despite the increased representation of these groups in the labour force, their representation in organizations remains very limited (Wilson, 1996).

The challenge for Canadian organizations is to manage and respond to these issues (Wilson, 1996). Traditionally the disparities indicated by the demographics have been addressed by many organizations through legislative programs such as Affirmative Action (AA), Employment Equity (EE) and the appropriate sections of the Human Rights Code (Wilson, 1996). But the effectiveness and general approach of such programs has been questioned, and so far the evaluation results suggest that these programs are moderately effective at best in increasing the numbers of groups who are least represented in organizations (Wilson, 1996).

Currently, there is a new concept to deal with these issues. It is called Managing Diversity. Unlike legislative programs such as EE, which focus primarily on correcting past inequities through legislation, the Managing Diversity philosophy is based on the development of a business case to address the issues of inequity (Wilson, 1996). The implication is that both business and government should have policies to reflect the needs of a diverse population. Business may profit by increasing their customer base from that population and government can increase its customer satisfaction by tailoring its programs to that population. According to Wilson, a business case for diversity that can be demonstrated to have a positive impact on the organization will be more readily accepted by the organization than a legislative program imposed on it. This fundamental difference in philosophy will be discussed in greater detail in the literature review.

The City of Winnipeg's (The City) workforce demographics also indicate that certain groups are under represented in its workforce; that is, its workforce is not representative of the available labour force (The City of Winnipeg, 1996a). Furthermore, the City's evaluation of its previous Employment Equity program indicated that the program was only moderately effective (The City of Winnipeg, 1996a).

Under considerable pressure from community groups advocating on behalf of the designated groups, from various individuals, and from within its own administration, the City of Winnipeg implemented an Equity and Diversity Initiative (EDI) to address issues related to designated groups. EDI administers Program 5C of the Winnipeg Development Agreement (WDA). The City's EDI combines both the employment equity approach and the managing diversity approach so it can take advantage of traditional and contemporary approaches to address equity issues. The goal of Program 5C is to provide enhanced employment opportunities with the City of Winnipeg to designated groups which were identified earlier (Winnipeg Development Agreement, 1995). It is intended to initiate actions to ensure that recruitment, selection, retention and promotion of current and future employees is carried out in a non discriminatory manner. The program is also expected to correct past disparities by removing both physical and systemic barriers and initiating special measures. The emphasis is not only on hiring and representation but also on eliminating or reducing systemic barriers. Examples of these barriers include work schedules that are not flexible for single parents who may have day care needs, physical barriers that prevent with people with disabilities in fully participating in all aspects of an organization, unfair reward systems, career paths that inadvertently discriminates against designated groups and corporate culture that does not value designated groups.

It should be emphasized that EDI is a stand alone program with its own budget and has a

broader mandate than just employment equity. Its mandate includes the creation of a respectful workplace that maximizes potential of all employees. Program 5C of the WDA deals specifically with employment equity. However, both of these programs are complementary and support each other. The EDI, together with Program 5C, are intended to create and sustain a "Workforce for the Future" within the City of Winnipeg (Winnipeg Development Agreement, 1995). The focus of this practicum is to establish criteria for evaluating Program 5C.

To achieve its goal, Program 5C will attempt to correct past disparities by removing both physical and systemic barriers and initiating special measures such as hiring interns into existing professional positions with the City. It will also train youths from the designated groups to obtain marketable skills in order to find employment and other related measures. The program has a broad mandate to fund a range of projects that offer innovative approaches towards building and maintaining a more diverse workforce within the City of Winnipeg. Throughout this practicum report, the City of Winnipeg (The City) implies the City of Winnipeg as an government organization except in specific situations where it is used in general terms. Appendix A contains an organizational chart of the City of Winnipeg.

Program 5C is a five year program that started in 1995 and finishes in the year in 2000. Total funding of \$1.2 million over these five years has been approved for the program under the WDA. The WDA encourages partnership between public, private, and non profit organizations. The implication is that these key stakeholders should work together to address the issues facing designated groups. To this end, various organizations, community groups such as the Social Planning Council and the Centre for Aboriginal Human Resource Development, and other individuals that are interested in helping designated groups through EE and diversity initiatives can access funds from the WDA.

Generally, community and community groups under the WDA and for the purposes of this practicum, may be broadly defined as any community agency, profit or non profit organization, and designated group members themselves that are committed to helping the designated groups by addressing some of the issues facing the designated groups. Other levels of government and other City departments that are implementing measures to address equity and diversity issues may also access funding from under the WDA.

More detailed information on the goals and objectives of the WDA and Program 5C are outlined in Appendix B. Appendix B also includes the eligibility criteria, funding arrangements and other pilot projects that may be funded through this initiative. The application for obtaining grants from the program is contained in Appendix C. Each project that obtains funding from this initiative must itself be evaluated by the agency that obtained the funding.

An integral part of the funding arrangements is an annual and a final evaluation of the WDA. The program managers also have the discretion to commission targeted evaluations of their respective programs.

Under the spirit of the EDI and due to my personal interest both in the subject matter of diversity issues and program evaluation, the coordinator of the EDI seconded me for a period of six months (from September 1998 to February 1999) to set up a general evaluation framework for Program 5C. It should be noted that throughout the practicum report, the terms "coordinator" of the EDI and "program manager" of 5C are used interchangeably because Program 5C and EDI are very closely related and one individual fulfills both of these roles. Part of the secondment was used to achieve the practicum objectives and related tasks in order to satisfy the requirement of completing the M.S.W. program. The practicum setting is described in more detail in Chapter 3.

The remainder of this introductory chapter provides a summary of the practicum objectives and other issues related to the practicum.

As noted above, part of the secondment was used for implementing this practicum. The primary objectives of the practicum were to learn about the evaluation of Program 5C and to assess evaluability through a consultation process involving key stakeholders. The product of this activity was a framework for the evaluation of Program 5C. It was also proposed that it would be interesting to examine how community groups and other stakeholders viewed my role as an internal evaluator. An understanding of my role as an internal evaluator was to be developed through targeted readings on this subject during the practicum, by keeping a log of activities conducted during the practicum and by reflecting on the experience. A specific sub-objective of the practicum was to develop an evaluation framework using primarily qualitative measures so clear standards are established for evaluating the Program 5C. This was to be achieved in conjunction with an external consultant who was going to be hired by the City of Winnipeg (The City) to conduct much of the “hands on” evaluation and provide guidance to me in developing the evaluation framework. However, the consultant was not hired due to fiscal restraints and consequently, I had the primary responsibility to develop the framework. It is noted that a consultant will still be hired and will be responsible for conducting the actual evaluation. The proposed evaluation is to include both qualitative and quantitative measures and will adhere to the criteria outlined in the evaluation framework. My role also included developing the qualifications for the hiring of the consultant. I also carried out a number of other activities such as developing a request for proposal, facilitating focus group discussions and conducting individual interviews to determine which factors will be important in evaluating Program 5C. I also prepared a detailed written report which contains recommendations about the criteria to

use to evaluate Program 5C. This report will be used by the external consultant and the City coordinator to evaluate Program 5C.

Another sub objective of the practicum was to develop an understanding of the policies and decision making process regarding evaluation at the senior level of government; in other words, to develop an understanding of the practical realities of evaluation. This was achieved by attending relevant meetings with key stakeholders.

The involvement of community agencies that are interested in helping the four designated groups is deemed to be extremely important in Program 5C. The coordinator of the program is obligated politically to spend much of the funding in the community (J. Halliburton, personal communication, September, 1998). In order to access funding from the program, community groups must put forth proposals for their projects and must convince the coordinator that the projects will meet the overall goal of the program. Thus, their input and perceptions were extremely important in developing the evaluability criteria for the program.

Other key stakeholders to consider in evaluability assessments are various government departments as well as potential employees. In addition, some of the administrative personnel from the City of Winnipeg and other key members of the organization were also recognized as key stakeholders. These individuals include but are not limited to the program manager of Program 5C, individuals in the Human Resource Division and the Chief Administrative Officer for the City. The staff of the Equity & Diversity Initiative (EDI) of the Corporate Services Department (CSD) play an instrumental role both as key funders of the overall EDI and its overall evaluation. Therefore, their views of the evaluation process were also vital.

The perceptions of various stakeholders on the evaluation framework was assessed primarily

through qualitative methods with some supporting quantitative data. Thus a major objective of the practicum was to develop an in-depth understanding and to gain hands on experience in designing, planning and implementing a qualitative approach and related data gathering methods in program evaluation. A related task during the practicum was to conduct a literature review on these data gathering techniques.

As a member of one of the designated groups and a City employee for eight years, I also offered my experience in working for the City. Some of my own insights are included in the final chapter of the practicum. In this chapter, I offer suggestions as to what I think are important factors in evaluating the program. This may have some impact on the evaluation process because I have first hand experience and can relate to some of the issues facing people from the designated groups in the City.

In this process of conducting evaluability assessments, I also hoped to gain some supervisory and management skills.

In order to achieve the practicum objectives and sub objectives, a literature review related to equity and diversity issues and program evaluation was conducted and this will be discussed in detail in Chapter 2. Literature on program evaluation was used to develop a theoretical framework for evaluating Program 5C. This literature was also used as a source in defining specific evaluation methods. In the proposed evaluation it is argued that a formative evaluation using qualitative methods is relevant in this case. The case for using focus groups and in-person interviews as data collection methods is also explored. The strategy used for the evaluability assessment or the intervention phase of this practicum is discussed in more detail in Chapter 3. Chapter 4 discusses the actual practicum process which includes the types of activities conducted during the practicum as well

as description of the focus groups. Chapter 5 includes the evaluation of the intervention, evaluation of practicum objectives and sub objectives, conclusions and suggestions for improving Program 5C.

The final report submitted to the program manager of 5C is contained in Appendix F. This reports contains the final evaluation framework which was developed as result of focus group consultations. Some of the information in Appendix F is discussed elsewhere in the practicum report, as it reflects some of the key outcomes from the practicum.

2.0 LITERATURE REVIEW

The objectives of the literature review are to explore the field of program evaluation and to identify how concepts in program evaluation may be used in evaluating Program 5C of the WDA. The literature review is divided into two major parts. Part I discusses the main issues and key concepts that comprise an evaluation. Part II focuses how these concepts may be applied in evaluating Program 5C. Because of the lack of literature and the specific evaluation environment of this program, the practical application of these concepts is examined through “grey literature”, and an interview with the coordinator of the program. Insight is also offered due to the writer’s own involvement with the program as a member of a joint City and Canadian Union of Public Employees (CUPE) committee on equity and diversity.

2.1 Part One - Program Evaluation

2.1.1 Salient Features

There are several definitions of program evaluation, but for practical purposes they all attempt to pass judgement on the process as well as the final impact of the programs in their own way. For instance, Kettner, Moroney and Martin (1990) define evaluation as an “attempt to assess systematically the impact of social programs on the problems they were designed to alleviate or ameliorate” (p.190). Rossi and Freeman (1993) define evaluation as the “systematic application of social research procedures for assessing the conceptualization, design, implementation, and utility of social intervention programs” (p.5).

These are broad definitions that encompass the social and political environment of program evaluation as well as the technical methodologies related to evaluation research. Some authors clearly emphasize the political and social environment of evaluation as fundamental to understanding

evaluations and the enormous impact these factors can have on program evaluations (Berk & Rossi, 1990; Rossi & Freeman, 1993). For instance, Rossi and Freeman (1993) state:

In the broadest sense of politics, evaluation is a political activity. The likelihood of evaluations being used depends upon an evaluators' recognition that the key determinants of their utilization are the social and political contexts in which evaluations are undertaken. Consequently, to conduct successful evaluations, evaluators need to continually assess the social ecology of the arena in which they work. (p.403)

In addition, Berk and Rossi (1990) also emphasize that the evaluator should be concerned with the current policy space and the role of various stakeholders in evaluations. Furthermore, these authors emphasize that the evaluator should be concerned about program effectiveness and the validity of evaluation research.

The role of multiple stakeholders in evaluation is clearly emphasized in the literature (Rossi & Freeman, 1993). These authors specifically advocate the view that earlier evaluation efforts failed to take into account the extensive influence of the consumers of evaluation research. These consumers consist of policymakers, program planners, and administrators. Their evaluation findings and their perceptions of the worth of the evaluation enterprise provide its subsistence. Thus, once again, the political nature of evaluation and the involvement of various stakeholders in it, is emphasized.

Rossi and Freeman (1993) indicate that because many stakeholders are involved, at times there may be some conflict and their views may not be compatible. Where this occurs, some authors advocate giving special place to stakeholders most involved in the "decision making process" (Shadish, Cook, & Leviton, 1991).

There are other key concepts that are paramount in conducting useful evaluations. For example, there are debates in the literature and in actual settings about the best way to approach

evaluations. Specifically, there are debates about qualitative versus quantitative approaches (Patton, 1987; Rossi & Freeman, 1993) and about scientific evaluations requiring rigour and pragmatic or “good enough” evaluations (Rossi & Freeman, 1993, p.405).

Further review of the literature indicates that there are many technical aspects of program evaluations that are distinct and need special attention. These technical factors may be used to answer different evaluation questions. For instance, evaluations may be utilized to identify ways to improve program delivery, to develop clear standards for evaluation, to meet accountability requirements, or to provide information for planning and policy purposes to various stakeholders for the purpose of continuing or curtailment of a program (Berk & Rossi, 1990; Herman, Morris & Fitz Gibbon, 1987; Owen, 1993; Rossi & Freeman, 1993). There are two broad types of evaluations that deal with some of the issues outlined above. These types of evaluations are known as formative evaluation and summative evaluation (Kettner, Moroney & Martin, 1990). Briefly, formative evaluation is primarily concerned with process objectives and program activities. It is conducted mostly during the actual operation of the program. Summative evaluation is concerned with the eventual outcome of the program and it is typically conducted at the end of the entire program, program component or cycle, such as the completion of a training unit. Within these two broad categories, there are several specific types of evaluations that may be conducted. These will be discussed in more detail in the latter part of this literature review.

Finally, evaluations may be conducted with regard to new or innovative programs, established programs, and fine tuning of established programs. Depending on the type of program being evaluated, evaluations will deal with different questions. Evaluations are tailored to meet needs depending upon the stage of the program (Rossi & Freeman, 1993). They may be conducted for the

purpose of: a) analyses related to the conceptualization and design of interventions, b) monitoring of program implementation, and c) assessment of impact and efficiency (Rossi & Freeman, 1993).

There are two additional issues that are important in program evaluations. First, Berk and Rossi (1990) state that in order for an evaluation to occur, goals and objectives of the program must be clearly defined at the beginning of the program. Second, program effectiveness is always measured against some benchmark, or compared to something. For instance, the same program may be compared at different times (marginal effectiveness), or the program may be compared to other programs (relative effectiveness).

Where the program is not defined in measurable terms, evaluability assessments may be utilized in order to define the program goals and objectives in measurable terms. In fact, some authors view evaluability assessments as an end in themselves (Rossi & Freeman, 1993; Wholey, 1994).

Throughout the literature, it is strongly emphasized that program evaluation is not an exact science in practice, and decisions will have to be made where a compromise is reached between the ideal and the practical. Authors seldom offer prescriptive remedies or solid principles in conducting evaluations. Instead, only guidelines are offered. Thus, the importance of using common sense in program evaluation is clearly emphasized as each evaluation situation will be unique (Berk & Rossi, 1990; Herman, Morris & Fitz-Gibbon, 1987; Rossi & Freeman, 1993).

2.1.2 Evaluation of New Versus Established Programs

Programs in their developmental stages are basically classified into two categories: new or innovative programs and established programs. Owen (1993) refers to this as the state of the program. As previously mentioned, each stage or state poses key questions to be addressed in evaluations (Berk & Rossi, 1990, p. 33). These authors also recommend that evaluations proceed in

specific stages. For example, in new programs, it is important to first identify policy issues and then design a program to deal with those issues. The key questions to be answered in new programs may include how wide a social problem is and whether any program can be enacted that will ameliorate the problem. It should be emphasized that this chronological sequence is ideal. In practice however, the evaluations have considerable overlap and may not address all questions or stages.

While the evaluation of new programs is an important activity in the field, the majority of evaluations and resources are geared toward evaluating already existing programs (Rossi & Freeman, 1993). In evaluating already existing programs, the key questions differ from those addressed in evaluating new programs. For instance, once the program is enacted, one of the main questions is whether the program is functioning properly. That is, attention is directed toward whether the program is operating day to day as planned.

The questions may be posed in the following chronological order: Is the program reaching the appropriate beneficiaries? Is the program being properly delivered? Are the funds being properly used? Can effectiveness be estimated? And finally, did the program work?

2.1.3 Types of Evaluations

Previous discussion focused on why evaluations may be undertaken. These may be interpreted as the what and why questions of evaluation. Once the object of the evaluation is determined, the next logical question may be how to approach an evaluation. As already discussed, there are two basic types of evaluations: formative and summative (Chambers, 1994; Herman, Morris & Fitz-Gibbon, 1987; Kettner, Moroney & Martin, 1990). However, under these broad categories, there are specific types of evaluations that may be conducted. These may include evaluability assessments, effort evaluations, adequacy of performance evaluation and cost-efficiency/cost effectiveness evaluations.

Types of Formative Evaluations

Essentially all evaluations serve two purposes. First, the relative success of the program as it relates to its stated goals and objectives is measured. Second, the evaluation may identify improvements that are needed in the current operation of the program (Kettner, Moroney & Martin, 1990).

Formative evaluation is mainly concerned with process objectives and program activities. Formative evaluations shape and form programs because they respond to periodic examination of the results. In summary, formative evaluations provide regular ongoing information regarding the extent to which programs achieve their objectives (Velasquez, Kuechler & White, 1986, pp. 66-67).

Technically the formative evaluation models answer such fundamental questions as: How many clients are served by the program and what are their characteristics? What services do they need? What outcome does the program intend to accomplish? What results are actually achieved?

The response to these questions may focus the evaluation on providing descriptive, qualitative, or quantitative information. The answers to some of these questions also determine the exact research design and methodologies to collect and analyse data during the evaluation. Furthermore, by answering some of the fundamental questions, the purpose of the evaluation system may be determined. This may be to establish accountability, or to improve program performance by providing information on strengths and weaknesses to those who manage the program. Formative evaluation can also inform the decision makers about the funding arrangements.

The formative evaluation system is comprised of components such as program goals, the target population, the types of services provided by the program and how these services to answers some of the questions posed previously (Velasquez, Kuechler & White, 1986).

The first example of a formative evaluation is evaluability assessments. It was indicated at the outset that in order for an evaluation to occur, goals and objectives of the program must be clearly defined at the beginning of the program. Second, program effectiveness is always measured against some benchmark or compared to something (Berk & Rossi, 1990). However, at times the program, even though it is in operation, is not fully specified and objectives are not defined in clear, concise, measurable terms. Thus, there is a need to define the logic and the underlying structure of the program.

To aid in the process of determining measurable items in evaluations, some authors developed the idea of pre-evaluations or evaluability assessments (Owen, 1993; Rossi & Freeman, 1993; Rutman, 1980). Evaluability assessments or pre-evaluations are processes for clarifying program designs, exploring program reality, and possibly redesigning programs so they are amenable to evaluation (Rossi & Freeman, 1993). Owen (1993) further states that while evaluability assessments are preliminary evaluations, they are regarded as an evaluation form in their own right.

Rossi and Freeman (1993) also suggest that evaluability assessments may be conducted in specific logical stages. For example, the program needs to be described in detail at the beginning including its various components, and then key stakeholders need to be interviewed. The evaluator may have to “scout” the program by visiting various sites to check its social reality.

Evaluability assessments may indicate that the program needs improvement, fine tuning, or that further evaluations are not needed because there are few measurable objectives. Thus, these evaluations may save the stakeholders valuable time and resources.

A second example of a formative evaluation is process evaluation. Process evaluation is defined as the use of “data to assess the delivery of programs” (Scheirer, 1994, p. 40). Specifically,

process evaluation addresses three major questions: (1) What is the program intended to be? (2) What is delivered in actual practice? (3) Are there any gaps between program plans and program implementation? Simply put, process evaluation measures what the program is and whether or not it is delivered as designed to the target population in the intended “dosage”.

In conducting a process evaluation, the importance of discussing each component of the program in detail is emphasized (King, Morris & Fitz-Gibbon, 1987; Scheirer, 1994). Components of the program may involve the description of: a) intended recipients; b) intended context; c) intended delivery; and d) intended scope. Specific measures may include background characteristics such as age, income level, ethnicity and gender, how recipients access the program, types of agencies that will deliver the program, staffing requirements, resources, the information tracking system, and the total number of intended recipients.

The key in process evaluation is to develop specific criteria to measure components. Consequently, activities should be specified as behaviors that can be observed rather than as general goals or objectives. Each component should be separate and distinguished from other components in order to measure each component separately. In addition, links should be established for each component to its underlying theories, justifying its credible inclusion in the program. Careful attention is paid to both the quality and the quantity of activity that takes place within a program. The importance of conducting implementation studies is clearly emphasized in the literature. Some authors argue that few evaluation studies pay enough attention to describing the processes of a program that helped participants achieve its outcome (King, Morris & Fitz-Gibbon, 1987, p.9). Essentially, to consider only the question of program outcome may limit the usefulness of an evaluation. For example, a study may indicate that the program worked but neglect to mention the

specific aspects of it that made it work. Were some factors more influential in the outcome than others?

A third example of a formative evaluation is what are known as theory based evaluations. When conducting implementation studies, an evaluator may also evaluate the theory that underlies the program. King, Morris, and Fitz-Gibbon (1987) suggest that every program is based on some theoretical notion of cause and effect. Theories that the programs are based on may be implicit, explicit, intuitive, formal, specific or general. Some programs evolve their own informal theories combining common sense and practice (King, Morris & Fitz-Gibbon, 1987). Theory based evaluations in this case may refer to analyzing the assumptions or specific processes the program uses to stimulate the intended changes (Schierer, 1994).

Summative Evaluation

As previously mentioned, summative evaluation is usually conducted at the end of the program or a program component (Kettner, Moroney & Martin, 1990). It provides an assessment of the extent to which a program has been successful. It should also indicate strengths and weaknesses, and make recommendations for improvement. Summative evaluation should also identify any unintended consequences of the program, both positive and negative.

Examples of summative evaluations may include outcome (impact evaluations), cost effectiveness, and performance measurement.

As the WDA program will end in the year 2000, the focus of this literature review and the practicum was on conducting a formative evaluation. Summative evaluation will be of concern to the program manager as part of the overall evaluation because it is recognized that some projects funded under Program 5C will be completed over the next year. The assessment of their effectiveness will

require a summative evaluation. Therefore, the final evaluation will be comprised of both formative and summative evaluations.

Outcome evaluation is defined as the extent to which a change has occurred in the client state as a response to the program (Kettner, Moroney & Martin, 1990). In other words, it deals with the extent to which the program achieved its overall objective. The emphasis is on the degree of change because the failure or success of the program is often not defined in a dichotomous sense but rather as a continuum from start of the program to its conclusion.

Cost effectiveness evaluation is also a part of summative evaluation. It is used to define the cost of program per unit of successful outcome (Kettner, Moroney & Martin, 1990; Rossi & Freeman, 1993). In other words, the ratio of effort to outcome is measured. Cost effectiveness measures only costs associated with cases that are positively influenced by the program whereas cost efficiency measures the cost of providing the unit of service irrespective of outcome. Therefore, the measurement of cost efficiency is part of the evaluation of effort, and cost effectiveness is related to outcome evaluation. Rossi and Freeman (1993) state that in an atmosphere of accountability in the human services, cost benefit and cost effectiveness analysis may be becoming more prominent.

Performance measurement is defined as the regular collection and reporting of information on the efficiency, quality and effectiveness of government programs (Martin & Kettner, 1997). These authors suggest that performance measurement differs from traditional approaches to accountability in three fundamental ways. First, performance measurement combines the major contemporary perspectives on government accountability (i.e., efficiency, quality, and effectiveness) into one comprehensive approach. Second, performance measurement makes "programs" its unit of analysis as opposed to either clients or agencies. Third, performance measurement is becoming increasingly

popular with all levels of government.

While the above definitions are useful in conceptualizing evaluations, the distinction between formative and summative evaluation is less clear in practice (Chambers, 1994; Herman, Morris & Fitz-Gibbon, 1987). The majority of evaluations use both formative and summative evaluations in a complementary and supplementary manner. Herman, Morris and Fitz-Gibbon (1987) indicate that in time of scarce resources, a single evaluation may serve a multiplicity of purposes.

2.1.4 Evaluation Research Designs

To this point the discussion of program evaluation has focused on general approaches to evaluation. However, technical research methods are also an integral part of designing good research evaluations. As with other approaches, research methods must address the specific purpose of the evaluation, the types of questions asked, the stage of the program, and the information needs of the various stakeholders (Patton, 1987). Furthermore, research design is dependent upon whether the evaluation is to be of a formative or a summative nature (Herman, Morris & Fitz-Gibbon, 1987; Owen, 1993; Rossi & Freeman, 1993).

The two most common research approaches to evaluations include qualitative and quantitative types (Herman, Morris & Fitz-Gibbon, 1987; Owen, 1993; Patton, 1987; Rossi & Freeman, 1993). In theory, these two approaches are often dichotomized as separate entities. But in practice, the two are often used in conjunction (Herman, Morris & Fitz-Gibbon, 1987; Patton, 1987). Nevertheless, there is still considerable debate in the literature regarding these approaches. Proponents of qualitative research decry the dehumanizing tendencies of numerical representations, claiming that a better understanding of causal processes can be obtained from intimate acquaintance with people and their problems, based on qualitative research (Rossi & Freeman, 1993). The advocates of quantitative

methods argue that qualitative data is expensive to gather on an extensive basis, is highly subject to misinterpretation, and usually contains information that is not uniformly collected across all cases and situations (Rossi & Freeman, 1993, p.254). Historically, quantitative approaches have been most prevalent, especially in evaluation studies that measure program effects (Herman, Morris & Fitz-Gibbon, 1987; Patton, 1987). However, in recent studies qualitative designs are becoming more prominent (Mason, 1996; Patton, 1987).

The fundamental differences between the two approaches, and the recent emergence and impact of qualitative designs require that they be explored in more detail.

Quantitative Approaches

Quantitative approaches often utilize experimental or quasi experimental designs and control groups to give credibility to findings. This approach is primarily concerned with measuring a finite number of pre-specified outcomes, and then generalizing these findings from samples to the population as a whole (Herman, Morris & Fitz-Gibbon, 1987). Throughout the process, the researcher attempts to remain neutral and removed from the process (Caudle, 1994).

The major strength of the quantitative approach is that it can measure the reactions of many people to a limited and standard set of questions, which may facilitate comparing vast aggregates of data (Patton, 1987).

There are also some weaknesses in using purely quantitative data. For instance, numbers often give a false sense of accuracy even if the methodology involved in arriving at these numbers is wrong. In addition, Patton (1987) argues that quantitative approaches are no more synonymous with objectivity than qualitative approaches are with subjectivity. In particular, this author stresses that the way in which tests and questionnaires are designed is no less open to the intrusion of an evaluator's

biases than making observations in the field, or asking questions in interviews and interpreting their results.

As previously stated, quantitative measures are the responsibility of the external consultant and the focus of this practicum is on exploring qualitative approaches. Thus, qualitative approaches will be discussed in more detail.

Qualitative Approaches

Patton (1987), describes the use of the qualitative approach in considerable detail. He highlights some of its salient features as well as several advantages and disadvantages.

First, qualitative methods are naturalistic. This means that the evaluator does not manipulate the program or its participants for evaluation purposes as is the case in classical experiments. Rather, the evaluator studies naturally occurring activities and processes. Second, it involves inductive analysis. This means that the evaluator attempts to make sense of the situation without using pre-existing ideas or models. The deductive analysis in the quantitative approach requires a specific hypothesis and pre-defined variables before data collection begins. Instead of hypotheses, qualitative analysis is guided by open ended questions resulting in information which indicates issues and patterns.

Third, the evaluator has direct contact with the program. This means that the evaluator actually goes into the field and gets close to people and situations so they can be understood.

Fourth, qualitative methods often require a holistic perspective which assumes that the “whole” of the program is greater than the “sum” of its parts. In other words, the program is studied in its entire political and social context. Interdependencies, complexities and idiosyncrasies are highlighted. It also requires a dynamic and developmental perspective. This means paying attention

to how the program evolves and changes in subtle ways and is constantly in a state of flux. Understanding the dynamics of a program is important.

Finally, the major emphasis is on depth and detail, often of a few case studies, which serve a particular evaluation purpose. Because a few cases are often studied in depth and detail, making broad generalizations with regard to other situations is problematic. However, these few studies offer richness and depth as it relates to these few cases. Therefore, qualitative approaches are very appropriate for small studies.

In terms of designing qualitative evaluations, some of the basic conceptual and broad framework issues are the same as in other evaluations. For instance, the design must address such questions as the purpose of the evaluation, its users, resources and political ramifications. Consequently issues pertaining to methods of inquiry, primary units of analysis, and the sampling are relevant. Patton (1987) emphasizes that there is no perfect design. Thus, each design must be adapted to the particular evaluation being undertaken.

Furthermore, tradeoffs must be made between breadth and depth. Again, this depends on the evaluation situation. For example, if a specific problem requires rigorous examination of a few factors in great depth, then other factors may be ignored. On the other hand, collecting broad information on large variety of issues may not reveal sufficient information for action.

In field observation and interview techniques, Patton (1987) emphasizes the use of one's skill and artistry because qualitative methods involve both art and science. However, some guidelines are offered. For instance, in field observation, the evaluator must be properly trained in what to observe, as well as pay attention to what is not occurring. Sometimes the evaluator may have to resort to covert observations especially where direct observation is likely to affect a participant's true

behaviors. When covert observations are made, they must be made ethically. That is, the privacy of the subjects must be respected.

In the case of interviews, Patton (1987) recommends using truly open ended singular questions so the participant is free to respond without being overwhelmed. In addition, the evaluator may ask experience or behavior questions, thinking or belief questions, feeling questions, or knowledge questions. Any question should be asked with sensitivity so as not to offend the interviewee.

In terms of analyzing and interpreting qualitative data, analysis should bring order to the data whereas interpretation implies giving meaning to the analysis. Fundamentally, in the qualitative approach, there should be ample description of the program and experiences of the people in the program. Analysis is based on content and the context of the cases. The data is organized based on coherent categories, patterns and themes. This may be done by coding the data with appropriate labels. Both the words in the content as well as the context under which specific words were used are important to derive the meaning from the data. Direct quotations from the participants are also helpful in capturing their experiences.

After organizing the data into appropriate categories, patterns may be analyzed to develop causes, correlations, consequences, and relationships among different categories. When analysis of the data implies causal linkages in qualitative studies, the evaluator must clearly qualify and specify the conditions under which certain conclusion are reached (Patton, 1987).

To further give credibility to research findings in qualitative studies, findings may also be validated by examining rival explanations. Rival explanations come from thinking about other logical possibilities and then determining if those possibilities can be supported by the data. Data analysis may

also be strengthened by collecting different kinds of data on the same question. For instance, using different field workers and interviewers to avoid biases, using multiple methods to study a program and using different perspectives to interpret a set of data. This is referred to as triangulation (Patton, 1987). Triangulation addresses the issue of validity and reliability in a qualitative approach.

It is important to consider the characteristics of the people in the program. In particular, close attention should be paid to the language people use in the program. In some cases the participants may behave in a certain way but not have a typical word or phrase to describe that behavior. In such cases, the evaluator can introduce the appropriate word or phrase.

It should be emphasized that the qualitative approach does not imply any lowering of standards for collecting data. In fact, Patton (1987) states:

The qualitative perspective in no way suggests that the researcher lacks the ability to be scientific while collecting data. On the contrary, it merely specifies that it is crucial for validity and consequently reliability to try to picture the empirical social world as it actually exists to those under investigation, rather than as the researcher imagines it to be. (p. 20)

There is a lot of controversy about the merits of qualitative approaches and for the most part it concerns issues of generalization and objectivity. Again, Patton (1987) argues that fundamentally, qualitative approaches are designed to deal with a few cases or specific situations in detail; thus, they are not meant for global generalizations. When used properly, that is when they are relevant to the study, they are valid and reliable. Further, as previously mentioned, objectivity is not always guaranteed with quantitative measures because there is always value or subjective judgement involved in assigning empirical numbers to scales and the content of instruments and questions contained in these instruments (Krueger, 1998). In other words, the numbers become a symbol of reality for the researcher but the respondents may misinterpret the question or the statement or they may feel that response choices are applicable in only certain cases or in relation to unstated conditions. Thus, the

reality of the respondents may be different from the reality of the researcher.

Patton (1987) also notes that qualitative approaches are particularly useful for formative evaluations, because they capture people's experiences in detail. Furthermore, programs being developed may not yet have clearly defined specifications that easily lend themselves to hypothesis, and do not lend themselves to quantitative inquiry. That is, enough time may not have evolved to measure outcomes and the shifting nature of the program may require a more inductive and exploratory approach to evaluation consistent with qualitative methods.

2.1.5 Scientific Rigour Versus Pragmatic Approaches

There is a related debate in the literature about whether evaluations should be scientifically rigorous or more pragmatic (Rossi & Freeman, 1993; Shadish, Cook & Leviton, 1991). As previously discussed, the scientific paradigm places a heavy emphasis on experimental and quasi experimental methods. It advocates the use of standardized data and the collection from large samples to provide scientifically reliable and generalizable data. The pragmatic approach is different from the scientific approach with respect to the purpose and the intent of the evaluation. This approach recognizes the need for conducting "good enough" evaluations given the available resources, political atmosphere, or other program constraints.

Once again Rossi and Freeman (1993) position themselves somewhere in the middle of these two paradigms. They suggest that evaluations can be maximally useful to decision makers and also meet the requirements of the scientific investigator.

2.1.6 Internal Versus External Evaluations

Evaluations may be conducted internally by the staff of the program or by an external evaluator. There are pros and cons to each method but in practice, often the two approaches are

combined and trade offs are made depending on the aim of the evaluation (Patton, 1982; Shadish, Cook & Leviton, 1991). Internal evaluations, where people in the program may collect and analyze the data are typically less expensive than evaluations conducted by an external evaluator. However, external evaluations may have more credibility than internal evaluations. In practice, to address the issue of credibility in an internal evaluation, often the data and the analysis conducted by internal evaluators are given to external evaluators for an unbiased opinion and often it is the external evaluators who write the final report (Shadish, Cook & Leviton, 1991).

2.1.7 Summary of Literature Review on Program Evaluation

The salient features of program evaluation are summarized in the following paragraphs.

First, evaluation may be considered an art as much as a science. The artistry compels an evaluator to exercise constant decision making judgement depending on the unique situation of the evaluation. However, using good judgement requires that the evaluator is knowledgeable about the technical aspects of evaluation.

Second, the techniques discussed above should be conceived as a system and, depending on the situation, these techniques may be used, and often are used, in conjunction with each other. The type of information required for the evaluation as dictated by design and/or various stakeholders should be the chief determining factor in deciding which method is to be utilized.

There is a requirement that, regardless of the approach or methodologies used, the findings should be valid, reliable, credible, useful and relevant. In short, the findings of an evaluation should be something that people care about and should be meaningful.

Also evaluations should be conducted in an ethical manner respecting the rights and beliefs of all the people involved and the organization.

Finally, the best advice given by Berk and Rossi (1990) is to keep evaluations simple, as it is already a difficult process, and adding unnecessary complications or statistical sophistication may not be beneficial. However, high standards should not be sacrificed for simplicity. Quality should remain paramount.

2.2 Part Two - Equity and Diversity

2.2.1 Managing Diversity - Background & Key Concepts

It is estimated that 60 % of Canada's labour force can be categorized into the so called "target groups" or designated groups (Benimadhu & Wright, 1992). Throughout the literature, these "designated group" members are defined as women and people who identify themselves as aboriginal people, visible minorities, and people with disabilities (Benimadhu & Wright, 1992; Human Resources Development Canada, 1997; Jain & Hackett, 1989). Between 1986 and 1991, individuals who identified their origins as "Aboriginal only" increased by 65 per cent in the City of Winnipeg . It is estimated that aboriginal people will comprise 16 per cent of the total population of Winnipeg by the year 2016 (The City of Winnipeg, 1998). Similarly rising immigration patterns, the increasing labour force participation of women, and more people living with disabilities, have led to fundamental changes in the labour force. The proportion of the designated group members in the labour force is expected to increase beyond the year 2000 (Benimadhu & Wright, 1992). It is also widely acknowledged that these groups have traditionally been discriminated against and were not an integral part of the employment system in Canada, both in government and the private sector (Milkovich, Glueck, Barth & McShane, 1988).

These entrants in the labour market constitute a vital resource, and their full participation in the workplace will be fundamental to an organization's ability to understand and respond to the needs

of a rapidly changing society and marketplace (Benimadhu & Wright, 1992). In fact some see this as an absolute necessity for business with potential consequences for business's bottom line (Jackson, LaFatso, Schultz & Kelly, 1993).

These demographic changes also have significant implications for governments because the designated groups are also constituents in the political system. In order to address some of the changes in the labour force, governments and businesses started implementing certain programs such as affirmative action and employment equity (Milkovich, Glueck, Barth & McShane, 1988; Thomas, 1991). In Canada employment equity programs focused on increasing the representation of four designated groups. These designated groups included women, people with disabilities, visible minorities and aboriginal people. Despite the implementation of these programs, the representation of these designated group members remains low when compared with available workforce labour pool. For instance, from 1984 to 1991 the representation of women and racial minorities increased by only 3 percent in Canadian organizations. The percentage of aboriginals and persons with disabilities employed represented less than 4 percent of the work force during the same time period (Wilson, 1996).

Wilson (1996) also documents other concerns related to EE programs. For example, there is a growing debate in the literature regarding the appropriateness of numerical representation as the primary determinant of success. Many organizations complained that most of the resources were being used to administer the system to generate numbers instead of pursuing long term genuine equity goals, such as building a supportive work environment in which people from the designated groups would feel welcomed, respected and comfortable. There was also growing criticism of these initiatives because these initiatives were perceived to lead to reverse discrimination and tokenism by

ignoring the merit principle. Clearly these programs were not having the desired effect and a new approach was needed.

Despite the claims of many employment equity critics that it creates reverse discrimination and is destroying the merit principle, statistical evidence strongly suggests these programs show little evidence of having advanced to the point of creating reverse discrimination (Falkenberg & Boland, 1997). There seems to be a general consensus in the literature that employment equity programs have had at best, marginal success. In fact, some proponents of employment equity advocate that the Canadian government should introduce quotas given the reality of these programs. In cases where EE programs are successful in facilitating designated group members' entry to jobs, credit is often attributed only to the program rather than the abilities of the individuals hired (Falkenberg & Boland, 1997). The implication or the perception is that the designated group members are given preferential treatment through the program when competing for jobs and they do not possess the necessary qualifications.

Today, many of these programs are also known as "Managing Diversity" programs, although other labels such as "Valuing Differences" or "Valuing Diversity" are also used (Sonnenfeld & Ellis, 1994; Thomas, 1991). The distinction between EE and diversity programs is that while EE focuses primarily on eliminating employment barriers facing designated groups, diversity programs expand on this focus by valuing, seeking out and capitalizing on employee differences. These measures may include developing policies such as reasonable accommodation, alternative work arrangements and general educational programs on diversity to create a more respectful workplace.

Designated groups are also different and face specific problems in the workplace. Examples of specific issues related to each designated group respectively are provided next. Milkovich, Glueck,

Barth and McShane (1988) indicate that the issues facing women are child care issues while they are working, their occupational segregation in the clerical field, and salary discrimination. The major problem facing aboriginal people is participation in the work force. For example, aboriginal people experience twice the level of unemployment and receive only 60 percent of the income received by non-native people in the same occupation (Milkovich, Glueck, Barth & McShane, 1988). According to more recent statistics, aboriginal people still only comprise less than 2 % of the labour force with most of them employed in clerical and manual work (Human Resources Development Canada, 1997). The same report also indicated that average salary earned by aboriginal men was only 85.6 % of what all men in the workforce earned. The major issue for visible minorities is racial prejudice as well as occupational barriers built into employment practices. For instance, in one study conducted in Ontario white subjects were offered three times as many jobs as black applicants even though both group of subjects had similar work and educational experience. People with disabilities are concerned with issues of reasonable accommodations on the job (Milkovich, Glueck, Barth & McShane, 1988). For example, some older buildings are not easily accessible to people with wheelchairs because they do not have ramps or elevators.

Before examining the concept of managing diversity and some of its more salient features, it is imperative to define the terms Employment Equity (EE) and Managing Diversity. EE is defined as a comprehensive pro-active planning process by an employer to identify and remove discrimination in employment policies and practices (Jain & Hackett, 1989). In addition, the program tries to remedy the effects of past discrimination through the active recruitment, selection and training of designated group members. These programs also ensure appropriate representation of designated groups throughout the organization through numerical time tables. Numerical timetables are related to

representation in that numerical time tables set a realistic time line in which to increase the representation of designated groups. It is extremely important to emphasize that these numerical time tables do not in any way imply “regulatory quotas”. Numerical representation refers to comparative industry standards that the organization works towards. The underlying principle is that the proportion of designated group employees should reflect their proportion in the general population (Falkenberg & Boland, 1997).

Managing Diversity is defined as a “comprehensive managerial process” for developing an environment that works for all employees (Thomas, 1991, p. 10.). Defining “managing diversity” as a process highlights its evolutionary nature and allows corporations to develop steps for generating a “natural” capability to tap the potential of all employees including white males. The inclusion of white males in managing diversity is seen as vital because traditionally this group has held most senior and management positions. This group could serve as mentors for new staff in senior positions, some of who may be from the designated groups who would clearly need direction in their new roles. The essence of “managing diversity” is to change the “roots” of the organization so a culture is created where individual differences are celebrated in contrast to emphasis on assimilation.

Wilson (1996) strongly argues for building a business case for diversity. Even in the case of government, a business case for managing diversity can be linked to the diverse population and how the government of the day should service such diverse constituents (Wilson, 1996). In fact, the Chief Administrative Officer for the City wants to ensure that any policy related to Employment Equity or Diversity fits into the overall business plan for the organization (J. Halliburton, personal communication, September, 1998). The business plan would also include policies relating to human relations.

In evaluating the success of managing diversity programs, Wilson (1996) suggests using both qualitative and quantitative methods. He suggests that simply concentrating on numbers has not proved successful in the past and the low numbers should be used only as an “oil light” indicating a potential problem. To assess the problem, he advocates using qualitative measures such as attitude surveys, focus groups or sample environment scans of the organization. By using such methods, an organization can get a good idea of how its programs are perceived by its employees, leaders and other key stakeholders in its environment. After studying the results, the organization can implement appropriate policies or programs.

2.2.2 Research Problems Related to Designated Groups

At this point, it may be helpful to consider some general research issues associated with designated groups. Monette, Sullivan, and Dejong (1990) highlight some of these issues.

The first issues deals with ethics in research and the fact that designated groups may be particularly vulnerable as research subjects. These authors argue that a practice should be developed whereby ethical guidelines are followed when conducting research. For example, the researcher must assure informed consent, confidentiality and privacy to participants in his/her research. The authors provide the examples of Jewish people as coerced subjects of experiments during the holocaust, and the experience of black people during the 1930's in research that was highly immoral.

The problem of external validity is also directly related to the limited population size of designated groups. It is argued that results from a study involving such small groups may be extremely hard to generalize. Nevertheless, many common themes and experiences across studies can be highlighted. Similar problems occur due to omission of gender in many studies. For instance, in past studies, overall conclusions are presented as though there were no gender differences in

designated groups. While there are limitations to small studies as indicated, the biggest advantage of small studies involving target groups is that the study adds richness and depth by understanding a groups' life experiences.

The implications of the issues just discussed are directly relevant to the subject of equity and diversity. For instance, it is important to design research studies that are not offensive but at the same time obtain people's genuine feelings about the program.

2.2.3 Rationale and Context for Implementing Equity and Diversity Initiative

There are likely several reasons for the City to implement EDI. They may be political, as this initiative had unanimous support from city councillors, or social, as the City wants to be perceived as "a good corporate" citizen (The City of Winnipeg, 1996a). In addition, the City recognizes that designated groups are under-represented in the civic workforce (The City of Winnipeg, 1996a).

Furthermore, the city was under pressure from several community organizations and individual members of the designated groups for not achieving the desired results in increasing the representation of designated group members in the civic workforce during the implementation of an Employment Equity Program for the last 15 years (Ombudsman's Report, 1996). In frustration, the Social Planning Council (SPC) of Winnipeg, a community organization advocating on behalf of the designated group members and an individual, filed a official complaint with the Ombudsman's Office (Ombudsman's Report, 1996). The Ombudsman agreed with the allegations and recommended that the City adopt certain measures to rectify the problem. Thus it should be clear that there are various stakeholders that have influence on Program SC.

As a result of growing pressure from many organizations representing designated groups and as a response to this pressure, the City conducted an audit of its Employment Equity Program. Some

of the findings of this Audit Report are outlined below (The City of Winnipeg, 1996a).

Overall, the report concluded that while some positive changes have occurred due to the City's efforts, the EE program has had "limited" success. For instance, representation statistics indicated that despite the program's existence for the last 15 years, the designated groups (women, visible minorities, aboriginal people, and disabled people) remained significantly under-represented in the City's workforce. The City's 1994 workforce survey indicated that women comprised 21 % of the permanent civic workforce as compared to 47.5 % of the City's labour market; aboriginal people comprised 3.3 % as opposed to 5.0 % in the labour market; statistics for visible minorities were 3.0% and 10.3 % respectively, and people with disabilities comprised 3.9 % of the workforce and were 7.6% of the labour force (The City of Winnipeg, 1996a). There was improvement in all areas from 1995 to 1996 at the entry level positions but professional, management and other senior positions within the City were all under-represented.

The report also highlighted strengths and weaknesses of the program and included supporting data. It also identified a strategic direction for the program as well as strategies for moving the program forward in the organization. Strengths included the City's efforts in specific initiatives, education, communication and harassment policies as strengths. Areas with significant weaknesses included measurement, accountability, strategic planning and resources. Yet these are extremely important indicators of equity and diversity success (The City of Winnipeg, 1996a).

In order to improve on the weaknesses, the recommended strategies included integrating the concepts of equity and diversity throughout the organization. Several short and long term goals were recommended. Short term goals included increasing the representation of designated group members through data collection, goals and timetables, and targeted measures. In addition, the report also

wanted to ensure systems are equitable (fair), including human resource systems and services. Long term goals included creating an organizational culture that values equity and seeks out and capitalizes on workforce diversity.

It should be emphasized that these areas are interrelated and changes in one area will impact on the other two. Furthermore, it was recommended that the focus be on continuous improvement and engaging as many people as possible because the whole concept of diversity emphasizes different view points (The City of Winnipeg, 1996a, p.6).

The report also highlights very specific measures in order to achieve the strategy outlined above. This specificity of factors would make them especially amenable to evaluation. For instance, in the area of commitment and leadership, the report recommends that support of equity and diversity initiatives requires a firm commitment from the organization's leaders. In addition, several other key recommendations are made. Some of these are:

- Development of an initial equity and diversity plan within 12 months after the release of the report and continuous revisitation of the plan thereafter.

In terms of accountability, that:

- Organizational and departmental quantitative and qualitative goals and timetables be set and performance measures be identified with respect to representation, system and culture.
- The goals and timetable should be realistic and measurable.
- Quantitative goals may address internal and external labour force data, turnover rates, new hires, occupational distribution, salaries, job status, promotions, exits from the organization, training, and development.
- Qualitative goals may include goals regarding system changes, outreach, education and

work environment or organizational culture. Employee attitudes, workforce profiles from a variety of perspectives, awareness and satisfaction can also be measured qualitatively.

- Another recommendation is a targeted formative evaluation of EE program (5C) to assess its goals and impact in order to improve and enhance the program on an ongoing basis (The City of Winnipeg, 1996a, p. 62).

In the area of information and performance measurement systems, it is recommended that the organization adopt a comprehensive human resource information system in order to collect and compare some of the data mentioned above. This should also facilitate reporting and monitoring and should result in continuous improvement (The City of Winnipeg, 1996a).

In the area of special initiatives within the program, it is recommended that priority be given to initiatives that would improve the representation of the designated groups, areas in which there appear to be opportunities within the next three to five years, initiatives that have the potential to leverage sustainable organization-wide system changes and initiatives in which there is potential to partner resources.

In the area of communication, it is recommended that a process be established that would facilitate sharing of information and the involvement of various stakeholders to create awareness of equity and diversity issues and promote inclusivity. These could be internal committees, unions and associations, and external agencies.

In the area of the centralized initiative, an annual review of both human and financial resources is recommended so that any gaps between what should be realistically accomplished and what is not being accomplished can be addressed.

After reviewing the audit report, the City developed a business plan for creating an Equity and

Diversity Initiative. The business plan also highlighted some critical success factors for the program.

The main goal of Program 5C is to incrementally enhance existing and ongoing initiatives to build and maintain a diverse and a highly productive work force within the City of Winnipeg.

Key activities within the program include measuring processes that promote innovation and challenge conventional methods of addressing issues of employment equity. The program emphasizes pursuing partnerships and supportive relationships with existing community service providers in the field of training and employment, and coordinating activities with other intergovernmental, quasi-public and/or private sector initiatives.

Critical success factors include commitment from both elected and appointed officials to the principles of equity and diversity, and the administrative capacity to plan, organize and deliver appropriate programs. It further emphasizes a system for accountability for results as well as the capacity of the community and other levels of government to partner successfully in programming areas.

To achieve a more diverse workforce, several sub programs are recommended under Program 5C. These include:

1) Pilot Action Projects: These include special measures developed as innovative projects to increase opportunities for representatives of the designated group members and resulting in the realization of meaningful employment within the City of Winnipeg organization. Examples may include targeted recruitment strategies, job specific skills and internship, or apprenticeship opportunities. Projects may be undertaken within all levels of the workforce from entry level jobs to managerial positions.

2) System Support and Assessment: Activities within this category provide support to current

human resource systems to identify physical and systemic barriers, and promote additional opportunities. Examples may include data base designs to identify skill shortages, employee survey instruments, and practices that may limit the effectiveness of the program.

3) **Workforce Support and Enhancement:** In this category, the corporate culture and environment that is necessary for designated group members to succeed is studied and altered as required. Examples may include workshops dealing with equity and diversity and individual career exploration and counseling.

4) **Coordination and Delivery:** This element involves focusing efforts on program delivery. This may be done internally or through external consultants and term or casual employees. Emphasis is also placed on developing linkages with other external agencies in the community as well as the active involvement of collective bargaining agents.

The report also highlights eligibility criteria for funding projects as well as appropriate approving authorities.

It should be noted that some of the critical success factors such as accountability, numerical goals and timetables, and ongoing monitoring are also considered important in other studies (Jain & Hackett, 1989). These authors also stress that when collecting data, both “stock” and “flow” data should be considered. Stock data gives a snapshot of the workforce by comparing minorities and non minorities. The flow data on the other hand refers to the movement of minorities through the organization, including number of applicants, hires, promotions and terminations. Thus flow data probably requires qualitative measurement techniques especially if information is gathered from interviewing people and tapping into their experiences.

In particular, the rationale behind evaluating Program 5C includes the fact that the Audit

Report (1996) calls for a formative targeted evaluation of EE measures with a clear emphasis on qualitative measures. The coordinator for the program also wants to ensure that after securing significant funding, the program is a success and has what is needed to make it a success (J. Halliburton, personal communication, September, 1998). Furthermore, an evaluation may be commissioned by the program manager on as needed basis under the funding arrangement, and there is a specific budget to conduct an evaluation.

2.3 Integration of Literature Review and the Practicum

In summary, the literature review indicates the rationale and some underlying factors in evaluating Program 5C. Specifically the rationale for evaluating this program includes the following:

- the fact that the City has been struggling with diversity issues for a long time;
- the City acknowledges that its workforce is under represented in all areas;
- that previous attempts in dealing with diversity issues have been marginally successful;
- the City is under pressure from political and social advocates and its own administration to address the issues of equity and diversity.
- the influx of new funding (\$1.2 million) for the program.

In Part I of the literature review, some fundamental concepts of program evaluation were introduced. Specifically, the role of multiple stakeholders, formative evaluations, pragmatic evaluations and qualitative research methods were discussed. In part II of the literature review, some specific issues related to equity and diversity as well as the impetus for the evaluation Program 5C were discussed. The concepts discussed in Part I and Part II of the literature review provided both contextual and technical background needed for an evaluability assessment.

The City has chosen to implement the Equity and Diversity Initiative and Program 5C as a

vehicle to address the needs of the designated group members in order to maintain a diverse and highly productive workforce (The City of Winnipeg, 1996b). The underlying assumption behind the program is that with some innovative interventions, the designated groups will be able to increase their representation at the City of Winnipeg . The concept behind the program is not based on pure theory as such but, as discussed in part I of the literature review regarding theory based evaluations, some programs involve very informal and implicit theories. This is the case with Program 5C.

The City often operates in a very political environment where pressure due to time constraints is the norm. The emphasis is on conducting work in a timely fashion due to political pressure. Therefore, a practical approach to evaluation was needed. An experimental design with a control group was not only unrealistic in this context but also inappropriate. Therefore, the emphasis was on conducting a “good enough” evaluation using a design that took into account the political realities and time constraints.

The involvement of various stakeholders in the program is a very important factor, and, as an internal evaluator it was important to pay attention to the needs and priorities of those most directly involved with the program. The issues of having multiple stakeholders in the evaluation and the need for pragmatic view of evaluation was also discussed in the literature review.

The need for a formative evaluation was also evident from the literature review. The audit report specifically calls for a “formative” evaluation of the program on ongoing basis. The program is still evolving and this is one more reason to conduct a formative evaluation. In this regard the related section of the literature review on evaluability assessments and process evaluations proved very helpful .

In Part II of the literature review, the audit report and the business report highlighted some

critical factors for success of the program but exactly how to measure these critical success factors or the standards for evaluation of these success factors were not discussed in detail in these reports. Thus, there was a need to begin by conducting an evaluability assessment.

Wilson (1996) argues that pure emphasis on just increasing numbers through EE has not worked in the past and numbers should be used only as indicators or an “oil light” of problems related to the designated group members in the workplace. The implication is that these low numbers do not indicate the exact problem in the workplace. To obtain a clearer picture of why the numbers are so low and what can be done about the problem requires a discussion of the issues facing designated groups with the relevant key stakeholders and designated group members to capture their experiences. The following key questions may be considered when discussing these issues. For example, do organizations lack supportive work environments? If so how do they plan to change their work environment? Do they have systemic barriers? If so, what are these barriers and what policies or procedures led to them? How do people in the organization perceive members of the designated groups? What are the feelings of the designated group members in the organizations?

I felt that to capture the true feelings of people in Program 5C, evaluability assessment should focus on qualitative methods. Specifically, developing standards for measuring the success of a program requires various perspectives from different groups and individuals. Wilson (1996) specifically proposed qualitative methods such as interviews and focus groups to capture the true feelings of people involved in equity issues. The audit report also indicated a strong preference for using qualitative measures. Therefore, the focus of the evaluability assessments was on qualitative measures.

Finally, the community involvement in Program 5C is paramount. But how is this process

working? Is the program being implemented in a fashion originally thought? How do community members feel about this process? Again some of the literature on process evaluations was also directly relevant. It is a requirement that the coordinator of the EDI spend much of the \$1.2 million budget in the community. Thus, their input into developing standards by which the success of the program will be measured was also given priority.

3.0 INTERVENTION PLANNING

Although the development of an evaluation framework was commissioned by the program manager of 5C and the need for an evaluation was clear from the literature review, the next logical question was how and what methods should be used to conduct the evaluability assessment proposed in the practicum.

It may be helpful to identify an overall intervention plan and then to discuss it in more detail. The intervention consisted of developing an evaluability assessment to establish clear standards for evaluating Program 5C of the WDA. More specifically, an evaluation framework was developed for Program 5C. An understanding of critical success factors in evaluating Program 5C was obtained from various stakeholders through focus group consultations and interviews. The focus groups and interviews were used to elicit feedback on the evaluation framework. The focus group consultations and interviews also ensured the various stakeholders were consulted in the process. These key stakeholders were comprised of community groups as defined earlier, City managers, other government departments, designated group members themselves, and potential employees and participants involved in various pilot projects. These stakeholders were included for focus group consultations because they have a vested interest in working with designated groups to address their needs.

Because I completed a practicum, a first and necessary step in developing an evaluation framework is to give a detailed description of the practicum setting. This will assist in putting the evaluation and my role into perspective.

3.1 Practicum Setting

The practicum was supported by the Equity and Diversity Initiative. This is a special initiative

of the Corporate Services Department at the City of Winnipeg and is located at City Hall in the Administration Building. The major objective of the initiative is to increase the representation of the four designated groups in the organization (Equity) and to support a culture where differences in individuals are celebrated and respected (Diversity). The location of the initiative at the corporate level is a symbolic gesture emphasizing its importance in the organization and the commitment of the City's political and administration leaders to the initiative. The current initiative received \$1.2 million funding under the Winnipeg Development Agreement for five years (from 1995 to 2000). At the time of the practicum, the initiative was staffed by two full time positions. One of the positions was filled by an Equity and Diversity Coordinator. It is the responsibility of the coordinator to manage the program. The other staff member provides administrative support to the coordinator. I was seconded to the initiative for six months to set up an evaluation framework for Program 5C of the WDA.

There is another critical factor which is very important to mention and it has a direct impact on the practicum. The EDI coordinator, under the WDA, is obliged to allocate much of the financial resources in the community. Thus an outside consultant was to be hired to conduct the actual evaluation using the evaluation framework as a guideline.

The coordinator had agreed to be extremely flexible in order to allow me to complete the practicum as there was considerable overlap between the practicum and my regular work activities. Thus, the time spent on direct practicum activities during the secondment were well in excess of the time requirement outlined for a practicum by the Faculty of Social Work.

3.2 Practicum Objectives Revised

The practicum objectives will be reviewed here briefly to put the intervention into perspective. The primary objective of the practicum was to learn about the evaluation of Program 5C and to

conduct an evaluability assessment through a consultation process involving key stakeholders. Another objective of the practicum was to develop an in-depth understanding and to gain hands on experience in designing, planning and implementing a qualitative approach and related data gathering methods in program evaluation. It was also proposed that it would be interesting to examine how community groups and other stakeholders viewed my role as an internal evaluator.

An understanding of my role as an internal evaluator was to be developed through targeted readings on this subject during the practicum as well as by keeping a log of activities conducted during the practicum and reflecting on the experience.

A specific sub-objective of the practicum related to evaluability assessments was to develop an evaluation framework so clear standards are established for evaluating the Program 5C. The evaluation framework was the product of the evaluation assessment. Another sub objective of the practicum related to evaluation in general was to develop an understanding of the policies and decision making process regarding evaluation at the senior level of government; in other words, to develop an understanding of the practical realities of evaluation. This was achieved by attending relevant meetings with the key stakeholders.

3.3 Focus Groups and Interviews

There are numerous stakeholders involved with Program 5C, and because of this there is a need for an efficient feedback channel linking these stakeholders to the manager of Program 5C. One such technique is borrowed from the market research field and is known as focus group discussions (Dean, 1994). This technique has proven successful in other settings that require feedback from large number of participants in an efficient manner. It is particularly relevant in the City's case and therefore is discussed in more detail here. Similar methods have proved successful in other equity and diversity

related evaluations (Doyle, 1993).

A focus group is an informal, small group discussion designed to obtain in-depth qualitative information (Dean, 1994). Individuals are specifically invited to participate in the discussion and these participants usually have something in common. In the City's case, the specific issue is employment equity and diversity. The City and the WDA encourage various stakeholders such as community groups, program managers, designated group members and other government departments to work together to address issues related designated groups. In the audit and the business report, there was direct and clear reference to obtaining qualitative measures about the overall success of these programs as well as their processes.

The discussion group is usually kept small so detailed information about a specific subject can be shared amongst group members. The small size encourages candid interaction between group members. As previously discussed, some of the traditional data gathering methods, such as surveys, do not allow for candid sharing of views especially in research related to target groups (Monette, Sullivan, & Dejong, 1990). The freedom of the participants in the group allows the researcher to elicit not only what participants think about a topic but how they approach it and why they arrive at the conclusions they hold.

Focus groups may be especially useful in the exploratory stages of research, or when an administrator wants to develop a deeper understanding of a program or service (Dean, 1994). Thus, focus groups may be particularly suited to collecting data for an evaluability assessment.

There are several reasons for conducting focus groups, but two reasons are particularly important in this case. First, focus groups are efficient in that feedback from large number of people can be collected in a relatively short period of time. Second, they provide a way of meaningfully

involving various stakeholders in the evaluation process. While other qualitative methods such as interviews may also involve key stakeholders in the evaluation process, focus groups allow these stakeholders to exchange ideas in the same setting.

There may be some disadvantages of using focus groups in this setting. Some of the designated group members may not feel comfortable in a group discussions. Their concerns may be language barriers, being negatively labeled, or they may feel vulnerable by being the focus of discussions. In such cases, individual interviews may be used as an alternative to gather additional or confirming data. Furthermore, it is a real possibility that various stakeholders may not be able to attend the focus groups or there may be extremely low turnout. In this case, interviews are also a good backup plan.

There are also other limitations to using focus groups (Patton, 1987). Since the amount of response time to any given question is increased considerably by having a number of people respond, the number of questions that can be asked in the group is limited. Focus groups also require a good understanding of group dynamics. It is important to manage the interview accordingly. For example, the discussion may be dominated by one or two persons and not give ample speaking opportunity to other members of the group. This may result in group conflict. In addition, guaranteeing confidentiality in such a group may also prove difficult. All these issues are important to consider when conducting focus groups.

It is important to carefully plan the actual implementation of the focus groups including specific questions to be asked during the sessions and to consider a strategy for analyzing the data. This was one of the key tasks performed during the practicum.

Before analysis of the data collected during the focus group discussions can begin, key

questions to be asked during the sessions are developed. Questions are the raw material of the focus group analysis (Krueger, 1998). These questions are reviewed with the key stakeholders to ensure the questions are relevant to the study and will provide answers that interest the various stakeholders. The sequencing of the questions asked during the focus group sessions is also very important. Typically, introductory and transition questions are asked prior to key questions which address the major issues in the study. Questions are often open ended. This allows the participants to offer maximum insight and reflect on their experiences about the topic at hand (Krueger, 1998; Patton, 1987).

It is critical to consider and plan data analysis issues early in the study (Krueger, 1998). This helps in focusing the final results. Some issues related to analyzing the information obtained through focus groups require further discussion as it is the analysis of the data that will give meaning to the final evaluation results. Analysis of focus group discussions must be systematic. Systematic analysis follows a prescribed and sequential process. Systematic analysis procedures help ensure that the results will be as authentic as possible (Krueger, 1998). In other words, systematic procedures ensure the results from the analysis of focus group discussions are reliable and valid. The issue of reliability and validity related to qualitative methods was discussed in detail in Chapter 2.

To aid in the analysis phase, the focus group discussions are often electronically recorded and the data is coded by attaching labels to common themes. A computer may be used to code the transcripts. When analysing the data from the focus group sessions, it is important to consider the words, the context, frequency of comments, extensiveness of the comments, the intensity of the comments as well as the specificity of the comments. It is also important to consider non-verbal communication of the participants during the sessions by observing certain behaviours. This

information can be reassembled in several different ways to analyse the data from different view points. Examining the data from different perspectives should develop a deeper understanding of the program. Finally, the data is verified by asking final questions so the responses of the respondents are clearly understood. This ensures the intent of the participants is well understood. A debriefing session between the research team also helps in clarifying or verifying the data. This is usually held immediately after the focus groups. Field notes taken during the focus group sessions and some form of electronic recording of the focus group sessions can also ensure that the data used in the analysis and the results are verifiable. The main object of the analysis should be to provide enlightenment to lift the level of understanding to a new plateau.

This systematic nature of analysing the focus group sessions and how it relates to the practicum process will be discussed in more detail in the next chapter.

3.4 Summary of the Intervention

The overall time frame to complete the entire array of practicum activities was six months (from September, 1998 to February, 1999). This included, but was not limited to, designing, planning and implementing focus groups and interviews as well as analyzing the data. Developing the evaluation framework was also a major undertaking during this time. Writing a report for the program manager and writing the final practicum report took an additional two months.

The next chapter highlights the description of specific activities conducted during the practicum leading up to the practical implementation of focus groups as a feedback mechanism on the evaluation framework. These activities were recorded in an ongoing fashion in a personal log kept for this purpose. It must be emphasized that the focus groups were only part of the practicum. As the next chapter will demonstrate, there were many activities conducted during the practicum that

contributed the objectives of the practicum and the development of the evaluation framework.

4.0 THE PRACTICUM PROCESS

4.1 Description of Activities

This chapter contains examples of major tasks that were completed during the practicum. I have purposely chosen to highlight only those activities that contributed directly to the practicum objectives. The primary exercise conducted during the practicum was the development of the evaluation framework. It should be noted that a substantial amount of time was devoted to the practicum in addition to the activities highlighted below. These activities are either summarized or reflected elsewhere in the practicum. For instance, a substantial amount of time was devoted to prepare the initial evaluation framework for focus group feedback. Analysis of the focus group sessions and preparation of the final evaluation framework based on these sessions and the final practicum report required even more time.

The first month was spent becoming familiar with the practicum setting. For example, an orientation was set up with the Corporate Services Department (CSD) and I was introduced to various staff members of the CSD. I reviewed organizational charts of the CSD department in order to become familiar with the reporting responsibilities, the relationship of the City's Equity and Diversity Initiative (EDI) and Program 5C to the overall City of Winnipeg organization .

a) Meetings with Senior Management and Executive Policy Committee of City Council

On August 31st, 1998, I had a meeting with senior managers from the Chief Administrator's Office (CAO) for the City of Winnipeg which was two hours in duration. The impetus behind this meeting was that some City councillors wanted to divert funding from Program 5C to other social programs. The Councillors felt the eligibility criteria to fund projects under Program 5C were vague. The coordinator of Program 5C clarified eligibility guidelines of Program 5C with the senior

managers and noted that the major focus of Program 5C was to help build and maintain a representative and equitable workforce specifically for the City of Winnipeg as an employer. The senior managers stated they would try to clarify the eligibility criteria with the councillors.

This was an interesting learning experience as sometimes realities of administration priorities often collide with realities of political leaders. For example, the coordinator and the senior managers acknowledged that because an election was fast approaching, some of the councillors may have wanted to approve programs regardless of where the funding was coming from. It was also the perception of the coordinator and the senior managers that while some councillors wanted to approve programs near the election time other councillors wanted to delay key decisions until after the election, especially any programs that were perceived to be controversial.

This meeting had powerful ramifications for evaluation of the program. Specifically, the time frame to get programs approved by Council was influenced by the political process and other civic government priorities. For instance, during the civic election, priority was given to issues that had political ramifications. Therefore, projects under Program 5C that needed Council approval, were often not considered until the politicians and senior management dealt with issues that were deemed to have political priority. This indicated that specific questions had to be built into the evaluation framework to elicit feedback about political influence on Program 5C. Some of the questions in the framework related to the proposal process were designed to evoke feedback on the influence of politics and political process on the evaluation of Program 5C.

I also had the opportunity to accompany the coordinator of Program 5C to an Informal Executive Policy Committee (IEPC) meeting for approval of two major projects under Program 5C; Clerical Beyond 2000 and the Internship Program. Under the civic structure at the time of the

practicum, important policy and budget issues had to be discussed informally with the Executive Policy Committee (EPC). This gave the councillors on the EPC a chance to discuss and clarify issues before making a decision or a formal commitment.

The process also allowed senior administrators and the coordinator of Program 5C to make the necessary changes to their proposals to get them formally approved. This saved valuable time for both the politicians and the administrators. It also may have allowed EPC members to “sell” their decisions and obtain support from the remaining City councillors on an “as needed basis”.

On one of the proposals, one particular councillor questioned why civic departments must be given extra monetary incentives under Program 5C to hire designated group members when it is already a City policy to be an equal opportunity employer. The ensuing discussion highlighted that while a policy exists, it is not effective in recruiting designated group members. The coordinator of Program 5C suggested that evaluation of the program will highlight the barriers and reasons why designated group members are under represented.

The issues and questions arising from this meeting were built into the evaluation framework. Specifically, an examination of the proposal process was included as a major component of the evaluation framework.

One of the most interesting meetings during the practicum was a meeting with the Assistant Fire Chief for the City to discuss a news release in the media concerning the perception of lowering hiring standards for the designated groups, particularly women. For one of the physical tests required to become a firefighter, all participants must grasp a ladder set at a pre-determined height. Some of the participants, most of which were women, were given a second chance to pass this test. The issue arose because the senior management of the Fire Department lowered the height of the ladder which

the department felt was incorrectly set at a higher level. For confidentiality reasons, this meeting cannot be discussed in detail as it involved highly sensitive personnel and organizational matters.

The union representing the Fire Fighters was especially concerned as it felt that the ladder height was lowered just to accommodate more women into the department. They also felt such a practice may jeopardize the safety of the public because in real fire situations, lifting ladders from a correct height is considered an important part of the job.

The fire department responded by arguing that improvements in new technologies such as hydraulic lifting systems made the previous test irrelevant.

The coordinator and I listened to the description of the selection criteria for the Fire Department in detail. After reviewing the process, both the coordinator and I felt the Fire Department had followed the correct procedure.

During the last week of September and first week of October, 1998, there was continued controversy and news stories on the issue.

This meeting and issues arising from it had very significant implications for evaluation of Employment Equity (EE) programs. The perception that the designated groups were getting "special" treatment imply that this factor should be built into the evaluation of EE programs. Specifically, questions could be designed to study workplace attitudes towards employment equity. Certain questions in the Output section of the evaluation framework were intended to measure such attitudes.

b) Meeting with the City Ombudsman

As an important initial player involved in investigating complaints against the City's EE program, I felt it would be very useful to consult the Ombudsman to discuss the issues identified in her investigation report in more detail. It was hypothesized that the issues identified in this meeting

may be relevant to the evaluation of Program 5C.

The Ombudsman had some suggestions which should be considered for evaluating Program 5C. These include the following:

- 1) The establishment of a Personnel Management Information System (PMIS) by the City.

This system would help keep track of different designated group members' experiences in the organization. Information obtained from such a system may be quantitative or qualitative.

- 2) An evaluation of the roles of unions and professional associations on designated groups.

Specific reference was made to seniority clauses in the collective agreements. For instance, are these seniority clauses a hindrance in hiring and promoting designated group members? The ombudsman made it clear that she felt unions and professional associations play an important role in the civic government but some of their practices should be examined within the broader context of an employment systems review and possibly systemic discrimination.

- 3) Promotion of designated groups into senior management positions within the city was also identified as a problem. Perhaps this is the result of the seniority clauses.

- 4) Perception of reverse discrimination versus actual facts was also an area of concern. She recommended developing strategies to deal with some of these issues.

- 5) Retention of some of the designated groups in the civic workforce also deserves examination.

- 6) Extremely low representation of persons with disability in the civic workforce, to the point where there was nothing to report was identified as another area of concern.

- 7) Developing “Bridging Programs” where target group members could get involved in increasing responsibilities in the organization.

c) Developing a Request for Proposal

In late October, 1998, I developed an initial Request for Proposals (RFP’s) document for eventual evaluation of Program 5C. I had the primary responsibility for developing guidelines and procedures to hire an external consultant to undertake evaluation of Program 5C with the City coordinator acting as a support person.

Developing the RFP required detailed and comprehensive knowledge of Program 5C, the expectations of the program manager and how the evaluation of Program 5C contributes to the overall evaluation of the WDA. The experience gained in this process was extremely valuable as the project required planning and conceptualizing the eventual evaluation from the start to the end of the project in the year 2000. Both official and unofficial documents were reviewed to gain an in-depth knowledge of Program 5C. It was only through reviewing all the literature related to program 5C as well as familiarizing myself with all the projects funded under the program, that I was able to conceptualize the content of the evaluation. For example, I wanted the consultant to address both qualitative and quantitative measures as well as the political context of the program. I also wanted to ensure the consultant would carry out both a formative and a summative evaluation of the program. A list of qualifications for the consultant to carry out the evaluation was also developed. For instance, I wanted to ensure that the consultant had a good understanding of the employment equity field as well. Sample RFP’s were also reviewed to develop my RFP. I also gained valuable knowledge of the technical issues in developing an RFP including preparing a brief RFP to be advertised in the newspaper and a detailed supporting document. A detailed supporting document

was important because potential consultants may want to read the full RFP prior to submitting their bids so they have a clear understanding of their responsibilities and the scope of the work. This included the organization, layout of the document, developing clear roles for various players involved, and budget issues. Some of the components such as the contractual agreement of the RFP had legal ramifications. This was delegated to the Legal Services Division at the City for their input.

d) Meeting with the Consultants Hired to Evaluate the WDA

During December, 1998, there was also an evaluation meeting of the WDA facilitated by Pro Active Inc., the consultants hired to evaluate the WDA overall. The program managers and executive directors from all three levels of government were present at this meeting. My role was to determine if any useful information could be collected from this meeting for the evaluation framework of Program 5C.

The purpose of the meeting was to discuss the overall evaluation of the WDA. In evaluating the overall effectiveness of WDA, the eventual goal of the evaluation will be to determine if a) the agreements' overall objectives have been met, and b) if the overall principles of the agreement have been met. In determining if the goals of the WDA were being met, the consultants will use qualitative measures such as interviews with various program managers as well as quantitative measures such as demographic information and budget information. The final evaluation will be conducted in October, 1999. They stressed that overall evaluation was not to be confused with targeted evaluation of individual programs such as evaluation of Program 5C. While the consultants were not conducting targeted evaluations, they admitted that some information will overlap between the targeted evaluations of individual programs and the overall evaluation.

The consultants provided some very useful information such as operational definition of some

of the wording in the agreement. All three levels of government have their own structures, procedures and interpretations, therefore clear operational definitions on which all levels of government agree would help in the evaluation. These operational definitions helped in developing the evaluation framework and could be used in the targeted evaluation of Program 5C.

The consultants emphasized that evaluation is an extremely complex process and ongoing coordination of evaluation activities among all three levels of governments are particularly challenging. For example, the number of staff changes in these large organizations requires being constantly vigilant in terms of communication.

My general feeling was that there was not enough specific information provided at the meeting in terms of evaluation. I also felt that evaluation was poorly understood by most people present at the meeting.

I arranged a further individual meeting with Pro Active Ltd. to discuss the evaluation framework outline which I had developed. It was a very useful meeting because this company specializes in evaluation. Some suggestions by the consultant included developing or clarifying the framework so it would be easily presented to the focus groups for feedback. One of the partners in the firm suggested that I solicit feedback from the focus groups to determine the priority of evaluation questions and categories. The consultant also suggested that the focus should be on evaluating Program 5C and not the City's overall approach to Employment Equity. This would set some practical parameters around the evaluation framework and ensure the evaluation would be achievable in a reasonable amount of time. The consultant also recommended developing six to eight evaluation questions under the headings of context, process and outcomes. Other recommendations included collecting budget information to determine if enough resources were devoted to Program 5C. Using

other cities as a benchmark to compare the City of Winnipeg's result from Program 5C was not recommended as economic and political factors are different in each city.

e) Other Activities

During January and early February of 1999, I served on the evaluation committee of the Social Planning Council (SPC) to help them with an evaluation for one of their programs that was funded under Program 5C. Under their Internship Program, ten to twelve designated group members were to be hired by the City into existing City jobs at the professional and managerial level. The program would also place five people from aboriginal background with other community agencies in similar positions. This portion of the program was funded by the Federal Government under the Winnipeg Development Agreement (WDA).

The Internship Program was a joint venture between the SPC and the Centre for Aboriginal Human Resource Development Inc. (CARHD). Both of these agencies were responsible for providing qualified candidates for the Internship Program to the City and the community agencies.

The evaluation goals and objectives of this program were very similar to the goals and objectives of my practicum. Thus experience gained through serving on this committee was notably valuable in terms of gaining practical knowledge of issues related to evaluation. While the agency was going to hire an external consultant to conduct the actual evaluation, the committee was responsible for developing terms of reference, initial evaluation criteria, determining qualifications of the consultant to be hired, and developing Request for Proposals.

A beneficial factor of serving on this committee was that it involved two evaluation "experts". One of these experts had considerable experience in evaluating programs for a major hospital in Winnipeg. The other had conducted evaluations of various programs for the Social Planning Council

of Winnipeg. Specifically, these individuals taught me to develop terms of references and to consider the political context of evaluations. For instance, these individuals emphasized developing programs that can be clearly evaluated to demonstrate their effectiveness in order to secure funding and other support from politicians. However, these individuals also emphasized that evaluations of programs should be non partisan to the greatest extent possible so the programs can have credibility with wider audiences or the key stakeholders. The interaction and knowledge gained from these individuals was beneficial in developing an evaluation framework for Program 5C. The agency was also greatly interested in my practicum and hoped to use my final report in evaluating the Internship Program.

January was a very busy month. Specific activities included developing the evaluation framework for presentation to the focus groups for their feedback. Numerous meetings were held between myself, the program manager and the practicum advisor. The main focus of these meetings was to ensure the production of a good quality evaluation framework for Program 5C. The next section outlines this framework in detail. The framework was modified and improved where necessary as a result of these meetings. Further modifications to the evaluation framework were made after the focus group discussions and their feedback.

The main activity during February, 1999, included preparation for the focus groups which were held on February 12, 1999. Invitations were sent to all the focus group participants along with the evaluation framework and all the evaluation and focus group questions. The next section highlights the preliminary evaluation framework that was developed and presented to the focus groups for feedback.

Representatives from two agencies that were not successful in obtaining grants under Program 5C were also interviewed. The analysis of the focus group feedback sessions and the analysis of the

interviews conducted with the two unsuccessful agencies will be discussed in the section 4.3. Further input was invited from other prominent community members experienced in the area of employment equity.

After the focus group sessions, I analysed the results and started to prepare the final practicum report as well as a report for the coordinator of Program 5C.

4.2 Evaluation Framework Presented to Focus Groups for Feedback

The following evaluation framework was part of the package mailed to focus group participants. Other components of this package are discussed in the planning phase of the focus groups in section 4.3. Essentially this framework was a model for the final framework. Some of the information such as background and contextual information was discussed only briefly during the actual presentation to allow the participants more time to comment on the questions in the framework. The presentation is further discussed in the implementation phase of the focus groups in section 4.3.

a) Background:

In 1995, The Winnipeg Development Agreement (WDA), a tri level agreement, committed \$75.00 million over five years to increase economic development and employment opportunities throughout the city of Winnipeg. It is an agreement between the governments of Canada, Manitoba and Winnipeg.

The agreement consists of different programs including “Program 5C: Employment Equity”. The program is discussed in more detail in the “Context” section of the evaluation framework. The agreement explicitly outlines the need to evaluate the overall agreement as well as targeted evaluations of each program on as needed basis.

In September 1998 the development of a targeted evaluation framework for Program 5C was commissioned by the program manager. The principal author of this document was seconded for six months (from September, 1998 to February, 1999) to develop this evaluation framework. The secondment opportunity is unique in that it served as setting for the principal author to complete a practicum in the area of evaluation as part of the M.S.W. program in the Faculty of Social Work at The University of Manitoba. This evaluation framework will serve as a background to the evaluation of Program 5C, which will be conducted by an independent consultant.

The evaluation framework is divided into five parts. Part I consists of context which provides some historical background and factual information. Part II consists of process or implementation evaluation designed to assess whether the program is operating as originally designed or intended. Part III of the evaluation framework, the output section, is designed to assess the immediate results of Program 5C. Part IV outlines the specific data collection methods to answer the evaluation questions. Part V recognizes that the parameter of this evaluation framework is the evaluation of Program 5C, however the City's overall approach to equity and diversity and Program 5C are inter-related and so are their evaluations.

b) Part I - Context

In July 1997, City Council approved the Program Authorization for Program 5C: Employment Equity of the WDA. This program allocated \$1.2 million (originally \$1.5 million) to provide enhanced employment opportunities within the City of Winnipeg Organization to build and maintain a diverse workforce that is more representative of the available labour force in the city. The program focuses on current and future employees and primarily designated groups (Aboriginal people, women, people with disabilities and visible minorities) as these groups have been historically disadvantaged in

accessing meaningful employment opportunities in Canada as well as at the City of Winnipeg and are under-represented in the City of Winnipeg's workforce.

The program is intended to initiate actions to ensure that recruitment, selection, and promotion of current and future employees is carried out in a non discriminatory manner. The program is also expected to correct past disparities by removing both physical and systemic barriers and initiating special measures.

Program 5C is conducted under the auspices of City's Equity and Diversity Initiative which has taken a broader mandate to create a more respectful and diverse workforce that maximizes the potential of all employees by creating a business case for equity. The business case for equity states that the City adopt an equitable workforce because this will make business sense in addition to achieving equity for social and moral reasons. As a large organization, the City serves diverse communities and people. Thus according to the business case, it would only make sense to reflect the workforce and services provided by the City to meet the needs of its diverse population. By doing this the City could retain or attract more customers. However, the rationale for program 5C originates from the recognition that some groups have been historically disadvantaged in obtaining meaningful employment with the City of Winnipeg and therefore program 5C places strong emphasis on employment equity.

Prior to Program 5C, several community groups such as The Social Planning Council of Winnipeg representing designated groups have expressed disappointment with the City's progress on Employment Equity (EE). They expressed doubts the City was committed to the concept of EE as there was no clear delineation of accountability. Specifically these community groups were not sure who at the City was responsible to ensure that equity was being pursued and that progress was being

achieved. Consequently in 1995, The Social Planning Council and an individual filed a complaint with the City's Ombudsman's Office against the EE program on its slow progress in addressing employment equity issues.

The City's Ombudsman's Investigation Report (February, 1996) and The City's own Audit report (July, 1996) also indicated that despite having an EE program for last twelve years, the City had made limited progress in increasing the representation of designated groups in the Civic workforce .

c) Part II - Process/Implementation

The major emphasis of the evaluability assessment is on process and implementation as the program is in the early stages of development and the evaluation framework is designed to reflect this emphasis. The process and implementation phase is divided into three components: 1) The relationship between WDA and Program 5C; 2) the proposal process; and 3) the administrative component. These three components are designed to address the major issues expected to arise in the evaluation of program 5C.

1. Relationship between WDA and Program 5C

The WDA and Program Authorizations indicate that programs under the WDA must be innovative, in line with the overall agreement, accessible to the entire population of the City, properly coordinated to prevent program duplication, and have community involvement. To address these issues, the following evaluation questions are recommended.

- 1) To what extent does 5C meet the goals/objectives of the WDA in terms of innovation, accessibility, training, coordination and partnerships?

- 2) What features makes 5C unique or innovative as defined by operational definitions developed by a consultant to evaluate the WDA overall? (see Appendix D for operational definitions).
- 3a) How is the program being coordinated with other programs under the WDA to prevent duplication of services?
- b) What is the perception of community groups regarding their relationship and experiences with the three levels of government?

2. Proposal process for obtaining funding under Program 5C

The evaluation of the proposal process was also determined to be an important component of the evaluation framework. To answer some of the evaluation questions on the proposal process, the following questions are suggested.

- 4) Is the program functioning as originally designed or intended?
- 5a) What is the program manager's general perception of the proposal process for giving grants to community groups and individuals?
- b) Are the proposal received from various agencies developed according to the eligibility criteria developed for the program?
- 6a) What is the perception of successful applicants regarding the eligibility criteria?
- b) Were funds disbursed on a timely basis?
- c) What are their recommendations for improving the process if it needs improvement?
- 7) What is the perception of unsuccessful applicants on the proposal process?

3. Administrative

To answer some of the evaluation questions related to political and administrative issues, the

following questions would be useful.

- 8) What is the perception of the program manager regarding the adequacy of fiscal and human resources for the program?
- 9) Does the program have commitment from civic politicians and senior administration?

d) Part III - Output (Immediate results to September 30, 2001)

The WDA and the program authorization explicitly highlighted providing enhanced employment opportunities to the designated group members and eliminating physical and systemic barriers so the recruitment, selection and retention of current and future employees is carried out in a non discriminatory fashion. The evaluation questions pertaining to this part are outlined below.

- 10) What number and types of projects were funded under the program?
- 11a) What types of projects addressed the issue of increasing representation and retention of the designated group members in the civic workforce and how?
- b) Did the representation at the City increase as a result of 5C? If so what types of occupations or job categories were affected by the program?
- c) How do the management and the unions feel about representation and special measures in relation to adequacy and philosophy or approach?
- d) What have the unions and management actually done to facilitate or negate the goals and objectives of Employment Equity at the City?
- 12) What types of projects addressed the issue of eliminating physical and systemic barriers and how?
- 13a) How was the City of Winnipeg as an organization affected as a result of 5C?
- b) What are the attitudes of non designated groups towards Employment Equity?

- c) What are the attitudes of designated groups towards Employment Equity?
 - d) What types of educational programs support Employment Equity at the City and are these programs successful?
 - e) Have there been any other effects as a result of this program?
- 14a) How has 5C contributed to the business case for equity and diversity at the City?
- b) Has 5C resulted in the City being a more socially responsible employer?

e) Part IV - Proposed Design and Data Collection Methods

The following design and data collection methods could be used to collect the necessary information required in the evaluation of Program 5C. It is recommended that data collection methods use:

- Both qualitative and quantitative measures of success to address major subject areas of evaluation.
- Methods that are user friendly and give meaningful information in a timely fashion.
- Snapshot data that show the numbers as well as occupational status of staff who belong to the designated groups and their proportion in relation to the total staff at the City.
- Flow data that shows the frequency of employment transactions such as hiring, promotions, and terminations for members of each designated group within the City of Winnipeg organization and for departments.

Some of the data are easily accessible. For example, the City's 1994 census and the 1996 Workforce Profile. Other data collection methods will have to be designed and tailored to Program 5C. This will include developing relevant forms to ensure the data collection methods are appropriate by involving the relevant stakeholders.

Some of the methodologies relating to the three components of the framework are outlined below.

1. Relationship between W.D.A. and Program 5C

Qualitative measures will include interviews with the program manager and other key stakeholders as well as a literature review related to the program. This will consist of official documentation regarding the program and “grey” literature such as office memorandums and other internal documents.

2. Proposal process & Administrative requirements

Qualitative measures will include interviews and/or holding focus groups of successful applicants to determine the perception of individuals/community groups/staff/administrative and political leadership on obtaining/giving grants, contracts and services.

Interviews with unsuccessful applicants and other community members that are likely to apply for funding in the future will also be helpful in assuring the success of similar agreements or projects.

It is proposed that quantitative measures include studying the number and types of projects being funded, how budget and resources are being utilized, and analysis of the time requirement to give/obtain funding.

In response to question 5b (number and types of organizations funded), it is recommended that quantitative information include determining the number and types of community groups involved as well as demographic and statistical information on criteria such as gender, ethnicity, geographic area, age and other related variables.

Other quantitative measures may include analysis of the extent of complementary funding from other sources such as other levels of government, private and non profit sectors. Another

measure of success will be to document the number of persons who obtained employment with the City, the type of employment, whether it was permanent or temporary and whether it was part time or full time. Other relevant questions are: Were there any other benefits as a result of these employment opportunities? For example, did youth develop leadership skills that they can utilize in the community?

3. Output

The proposed qualitative measures include interviews with various stakeholders to reflect on their experiences over the span of the project from 1997 to 2000. Other qualitative measures strongly recommended include reviewing employment systems to ensure they are fair and equitable and examining whether or not physical and systemic barriers still exist and how they can be eliminated.

Proposed quantitative measures include analysing representation data and retention strategies by specific job categories, salary, and gender. It will be important to ascertain whether Program 5C has contributed to any change? The City's 1994 census data and data in the Civic Workforce Profile can be used as a baseline although using a more up to date data is recommended.

f) Part V - Relationship Between 5C and City's Overall Approach to Employment Equity

Similar qualitative and quantitative measures as those outlined above may be used to study the effectiveness of the City's overall approach to equity and diversity. Measures of success may include analysis of numerical time tables and goals, educational components, the effect of collective agreements on EE, especially the seniority clauses, a cultural audit to determine the attitudes of the civic workforce on EE, and integration of equity and diversity issues into departmental business plans.

The evaluation of Program 5C and the the City's overall approach should provide answers to the accountability issue and final impact of the Equity and Diversity Initiative. It is suggested that

study to evaluate the final impact begin early and conclude by the year 2005. The City's Audit Report of 1996 should be used as a baseline to determine the effectiveness of the Equity and Diversity Initiative overall and to assess whether there have been any improvements since 1996.

Literature on focus groups indicated that they are systematic. Section 4.3 discusses the focus groups in more detail as they were used in this practicum. Different phases are outlined to demonstrate the exact process that was followed to plan and implement the focus groups. The analysis phase describes how the data from the focus groups sessions was analysed and how the results were interpreted.

4.3 The Focus Group Phase

The Planning Phase

Two 1.5 hour group sessions were held to obtain feedback on the evaluation framework. Morgan (1998) suggests that deciding on the number of groups depends on the nature of the evaluation study, the complexity of the problem, and the diversity of responses expected from the group participants. There is no hard and fast rule about how many focus groups are enough although the typical number of groups is three to five. However, the author suggests holding only one group is often risky because it may lead to premature conclusions. I decided to hold two focus groups after consulting the practicum advisor and the program manager. I felt the two focus groups would be sufficient to provide the information needed to achieve the practicum objectives. One group consisted of successful organizations/individuals funded under Program 5C. The other focus group consisted of people who were knowledgeable of and practising in the area of Employment Equity (EE). The latter group of people belonged to the Manitoba Employment Equity Practitioners Association (MEEPA) and represented government, private, and not for profit sectors addressing a wide range

of equity and diversity issues.

Invitations were sent to 10 individuals in each group. A typical focus group consists of six to ten participants although a smaller or larger group may be used depending on the circumstances (Morgan, 1998).

The focus groups were held at The City of Winnipeg on February 12, 1999. Two weeks before the focus groups, participants received a package containing:

- 1) The evaluation Framework document including the questions that were discussed in the group;
- 2) The WDA pamphlet to provide background on the WDA; and
- 3) The Program Authorization containing eligibility criteria for funding under Program 5C.

I proposed that an experienced facilitator and a recorder not involved with Program 5C document the information received in the focus group sessions to ensure impartiality. I also felt that I would be able to learn the practical skills in planning, implementing, and facilitating focus groups from the experienced facilitator. I would also be present to answer any general questions and provide clarification. One week prior to the focus groups, meetings were held between myself, the facilitator and the recorder to clarify our roles and to develop a strategy for the focus groups.

In order to discuss and obtain feedback on the evaluation framework from the group participants, the participants were asked to consider some of the questions outlined below. The questions are related to each of the major components in the framework. These questions were developed as a result of consultations with the numerous stakeholders involved with Program 5C as well as consultations with the facilitator. The importance of brainstorming to develop quality focus group questions is emphasized in the literature (Krueger, 1998). The literature suggests that one

individual developing questions alone is almost always at an disadvantage because that individual and the target audience may have significant language differences. The sequence of questions, the language used in questions and the number of questions asked during the focus groups are extremely important factors to consider when developing questions (Krueger, 1998). Using open ended, clear and brief questions in a “questioning route” versus a “topic guide” has some advantages because the questioning route addresses topics precisely as intended (Krueger, 1998). The questioning route also aids in quality and efficient analysis because it minimizes subtle differences in questions that could alter the intent (Krueger, 1998). Time constraint is another important factor that influences the number of questions that could be asked during a focus group session. All these factors were taken into account when the following questions were developed. These questions were developed to get the participants thinking about specific topics and questions that would be asked during the actual sessions. In other words, participants were asked to put on their “thinking caps”. This would hopefully allow for an honest exchange of ideas.

Questions for the Focus Groups Discussion

I) Questions related to Process/Implementation:

1. Relationship between WDA and Program 5C:

- a) What is unclear?
- b) What questions are of limited importance, if any?
- c) What questions are necessary?

2. Proposal Process for obtaining funding under the program:

- a) What is unclear?
- b) What questions are of limited importance, if any?

c) What questions are necessary?

3. Administrative:

a) What is unclear?

b) What questions are of limited importance, if any?

c) What questions are necessary?

II) Output:

a) What is unclear?

b) What questions are of limited importance, if any?

c) What questions are necessary?

III) Questions pertaining to the adequacy of framework (components and questions):

a) What is missing?

b) Are the questions/subjects organized in such a way as to provide valuable information?

c) What do you think are important issues/questions to be addressed in evaluating Program 5C?

d) How would you prioritize these issues/questions?

IV) Questions related to Overall Opinion:

a) What is your general opinion on the evaluation framework?

b) Is the content in the framework reflective of the issues/questions that are expected in evaluating Program 5C?

c) What suggestions do you have for additions/deletion to the framework?

d) To what extent do you believe the evaluation framework is impartial and provides both positive and negative feedback on program 5C?

V) Questions related to design/methodology:

- a) How appropriate is the design of the methodology?
- b) Are data collection methods adequate to provide the necessary information?

During the actual session, these questions were summarized into five main questions. The five questions were determined in consultation with the experience facilitator. The literature on focus groups indicates that the number of questions asked during a two hour session should range from eight to twelve questions to allow for a focused discussion (Krueger, 1998). Time allocated to the sessions is another practical factor to take into consideration when considering the number of questions to be asked during the session.

The five questions that were asked during the session were:

1. What was unclear? (What didn't work well?)
2. What was missing?
3. What did you like? (What worked well?)
4. How could this framework be improved? (What suggestions do you have for improvement?)
5. Are there any final comments and recommendations?

In addition to the focus group sessions, interviews were held with two agencies that had applied for funding under Program 5C but were not successful. Other prominent community members were also consulted for their input on the evaluation framework.

The Implementation Phase

At the beginning of the groups, the facilitator introduced the evaluation team (the facilitator, the recorder and myself) and briefly explained the reason for holding the focus groups. Specifically, the participants were reminded that the aim of the sessions was to obtain their feedback on the

evaluation framework. They were also assured that they would get a chance to comment on the actual evaluation of Program 5C once the evaluation is under way. Both of the focus groups were audio taped with the permission of the participants and they were assured that the information received would be confidential. The participants in both of sessions were not concerned about tape recording their responses. An attendance sheet was distributed in the session to determine which of the organizations/individuals invited were present. For the successful organizations, a title and a very brief description of their projects was highlighted.

For each group, the facilitator had the group participants introduce themselves and asked about their involvement in Program 5C. After the initial introduction, I provided brief background information and clarified the goals and objectives of the session using Figure 1. The possible goals and objectives of the actual evaluation were also discussed using Figure 2.

FIGURE 1: Goals and Objectives of the Session**Outline of Goals and Objectives of the Focus Group Session**

Goals: To develop guidelines for the consultant to evaluate Program 5C.

To determine the effectiveness of the evaluation framework as a tool to evaluate Program 5C.

Objectives:

- ◆ Identify specific criteria and establish benchmarks to measure the success of the program.
- ◆ Discuss both qualitative and quantitative methods to evaluate the program.
- To discuss the use of both Formative (process/implementation) and Outcome (immediate results) evaluations.
- Identify data collection methods that are user friendly.

FIGURE 2: Potential Evaluation of Program 5C**Potential Goals and Objectives of the Evaluation of Program 5C**

The following is an outline of the possible goal and the objectives to be achieved in the evaluation of program 5C under the WDA using this evaluation framework as a background document.

Goal: To determine the effectiveness of Program 5C of the WDA.

Objectives:

- Select specific criteria and establish benchmarks against which the success of the program can be measured.
- Comprehensive targeted evaluation of Program 5C using both qualitative and quantitative measures of success.
- Formative (process/implementation) and Outcome (immediate results to the year 2001) evaluations are to be used to determine the success of program 5C.
- The evaluation use data collection methods that are user friendly and provide meaningful information on a timely fashion.
- Time frame for the evaluation: from February, 1999 - September 30, 2001 as the WDA states that no program under the agreement shall be approved beyond September 30, 2001.

The facilitator was responsible for conducting the morning focus group and keeping the discussion focused on evaluating the feasibility of the framework. However, the group session was relatively unstructured to allow for spontaneous responses from the participants. I repeated this procedure for the afternoon session which I facilitated.

The morning group consisted of the successful organizations that were funded under Program 5C. Eleven individuals from six different organizations were invited. As previously stated, because there were only six agencies funded under the program, invitations were sent to more than one person in the same organization to ensure a larger group and to account for absenteeism. The literature on focus groups suggests having six to eight people in a focus group although focus groups can be conducted with fewer participants.

Of the eleven people invited, four individuals representing four of the six agencies were present at the focus group session. The organizations that were represented at the session included The Social Planning Council of Winnipeg, The Institute of Barrier Free Design, Access Advisory Committee, and the Joint City/CUPE Committee on Equity and Diversity (Management).

The organizations that were invited but did not have representation at the focus group session included the Joint City/CUPE Committee on Equity and Diversity (Union), Centre for Aboriginal Human Resource Development (CAHRD), and the Chief Administrative Office Secretariat (CAO), Business Liaison and Intergovernmental Affairs Department (BLIGA) from the City. It should be noted that one day prior to the session, eight of the eleven participants had indicated their confirmation to attend the session. The exact reason for them not attending the focus groups after their confirmation is not known although I believe the hectic schedule of most of these individuals was a major factor.

For the afternoon session, ten individuals from MEEPA, representing nine different organizations were invited to the focus group session. Seven individuals representing seven different organizations attended the focus group. Those in attendance included representatives from The Royal Bank, Cargill Ltd., Reaching Equality Employment Services, The University of Manitoba, Mediation Services, International Centre of Winnipeg, and Human Resource Development Canada.

Those that did not attend included one member each from The Royal Bank, Manitoba Hydro, and The University of Winnipeg.

During both focus group sessions, the participants responded to the five major questions related to the each of the components of the evaluation framework. These questions were identified earlier.

Towards the end of each focus group, I summarized the evaluation framework using the overhead "Summary of the Framework" (see Table 1). Thank you letters were mailed to all the participants after the group thanking them for their contribution. Follow-up questions were given to the participants for their feedback on the focus group itself (see Appendix E for follow-up questionnaire). The participants were required to mail back the questionnaire in a self addressed envelope. The follow-up questionnaire did not require participants to identify themselves so they could freely comment on their respective focus group session. They were assured that their responses would be kept confidential.

TABLE 1
SUMMARY OF THE FRAMEWORK

SUBJECTS	TYPE OF DATA	TIME FRAME
<p>PROCESS/ IMPLEMENTATION</p> <p>Relationship between WDA & SC</p> <p>Proposal Process</p> <p>Administrative</p>	<p>Literature review, interview with stakeholders</p> <p>Interview with stakeholders, focus groups.</p> <p>In-depth study of projects funded by program including number & types.</p> <p>collecting data on demographics, number & types of community organizations served.</p> <p>Interview program manager, senior administration staff & political leaders.</p> <p>Budget analysis & time frame analysis to obtain funds</p>	<p>January/99 - September 30/2001.</p>
<p>OUTCOME</p> <p>Representation</p> <p>Barriers</p>	<p>Analysis of civic workforce by age, gender, ethnicity, and job classification using 1994 census and civic workforce profile as a baseline.</p> <p>Interview stakeholders on their perception on representation and special measures.</p> <p>Employment Systems Review - policies and procedures on recruitment, selection, promotion, training and retention.</p> <p>Review compensation packages.</p>	<p>January/99 - September 30/2001.</p>
<p>RELATIONSHIP BETWEEN OVERALL APPROACH & SC</p>	<p>Use similar qualitative & quantitative measures as above.</p>	<p>2001 to 2005</p>

The Analysis Phase

The analysis of the data collected during the focus group sessions is very important to the qualitative approach because it is through analysis that meanings and results are derived. The analysis phase will be reviewed here to explain what should constitute a true qualitative approach to analysis and how the analysis was actually conducted in this practicum. Some of the issues pertaining to the analysis of qualitative approaches such as focus groups have been previously discussed. Specific mechanics of focus group analysis and the process of doing the actual analysis were also introduced. The use of open ended questions as well as the order of the questions are very important to give order to the data. In particular it was highlighted that the analysis must be systematic (Krueger, 1998; Patton, 1987). It was emphasized that the analysis is based on the both the content as well as the context of the cases. It is the interpretation that gives the meaning to the data (Patton, 1987). Another salient point in analysing the data from a qualitative approach is the labels are attached to the data (coding) where common themes and patterns emerge (Krueger, 1998; Patton, 1987). It was also highlighted that the data should be analysed using different perspectives to explore alternative explanations for the data (Patton, 1987). This should give the data more credibility and also deals with issues of validity and reliability.

The nature of this study prevented following the exact process identified above. For example, labels were not attached to reflect common themes and patterns in the data. Perhaps such a strategy is better suited to an exploratory study and this was not an exploratory study. In this case, most of the categories and themes related to employment equity have already been well documented in the literature. The organization and contents of the evaluation framework also reflected some of the major themes and categories related to employment equity and the evaluation of Program 5C. The

focus groups in this study were used in a limited capacity as a consultations to specific questions developed about the framework. The participants provided feedback on the evaluation framework. The questions became the categories and the responses were examined as to how they informed the framework. There was no need to do detailed coding of the meaning units. Krueger (1994) suggests that focus groups can be changed or modified depending on the nature of the study. These changes can be beneficial if they are deliberate and factored into the analysis of the results. However it should be noted that the evaluation framework was developed in consultation with numerous stakeholders that had several different points of view. It was also be changed to reflect the input from the focus groups with respect to the content and the organization. This is consistent with a qualitative approach to analysis. The participants were advised that the purpose of the focus groups was not to reach a consensus but rather to collect data on their perceptions and feelings about the evaluation framework. Again this is consistent with the qualitative approach that requires focus groups be used for the purposes of research to collect and analyse data.

Several other methods were also used to analyse the data which are congruent with the qualitative approach. For example, the sessions were audio taped and notes were also taken. These were referred to extensively to interpret the data. Quotations were used to capture the feelings of the focus group participants. Open ended questions were used to allow participants to express their views freely. The type or manner of response were not pre-determined. The participants were encouraged to state what was on their minds. The content and the context of the words were also very carefully considered to interpret their meanings. For example, participants in both focus groups were adamant that the City should not focus exclusively on the “business case” for achieving employment equity. They felt the City should give equal weight to “social” and “moral” reasons to achieve employment

equity. Krueger (1994) also suggests that non verbal aspects of the focus group discussions also need to be considered in the analysis. For instance, energy level or enthusiasm within the group on various topics may suggest that the group feels strongly about that subject or topic. This was especially true with the groups' comments on stressing social and moral reasons to achieve equity and diversity within the City. Furthermore, there were two different focus groups responding to the same questions. This also ensured that the analysis was systematic and the results were as authentic as possible. In addition, the facilitator for the morning session and the recorder did not have direct involvement with Program 5C. Once again, having neutral individuals such as these help ensure the data recorded is unbiased. In other words, the content of the data recorded is not influenced by someone's biases who may be intimately involved with the program. The verification of data through triangulation and the involvement of neutral individuals help to ensure the data and the results based on this data are valid and reliable.

Krueger (1998) also recommends keeping the analysis simple especially for beginners. As this was my first time conducting and focus groups, I have kept the analysis as simple as possible but without sacrificing quality.

Results of the Focus Groups

Even though the morning group was very small, the input from the people present was very valuable and of high quality. This is reflected in the changes made to the evaluation framework based on this group's input. The literature indicates that a focus group can be composed of as few as three to four participants, but the participants did indicate their "disappointment" in not having other organizations present at the session. They felt the group was quite small. However, the "interaction", and "exchanges in a group setting" were perceived to be the most positive outcomes of the session.

The group felt that some “key” information may have been missed by not having all the organizations present. They suggested follow up interviews with those organizations that did not attend to capture their views.

Generally, people in both focus group sessions felt the evaluation framework was “comprehensive”. However, both of these groups expressed that some changes were necessary to improve the framework. These changes ranged from minor to significant. These are discussed in more detail in the ensuing paragraphs. The changes were considered beginning from a general perspective and then moving to a more detailed perspective, and were incorporated into the final evaluation framework.

Both groups felt that Program 5C was not very well advertised. In fact one participant in the morning session indicated that these focus group sessions “should have been held a year ago and may be the whole process would have went more smoothly”. People in the afternoon session also indicated that even though they practice in the area of employment equity, they were “not familiar with the program in sufficient detail”. It was pointed out that the City did hold community consultations regarding Program 5C in September of 1995 at the start of the program but most participants were not aware of this. In addition, both groups found the relationship and funding arrangements between Program 5C and the WDA “confusing”. The recommendation for the final evaluation framework was to complete “more work up front” to clarify the relationship between Program 5C and the WDA. This was especially highlighted in the afternoon session where the participants were not familiar with the program.

In the evaluation framework presented to the focus group sessions, some of the background information on Program 5C and the WDA was provided in the form of pamphlets which were

attached at the end of the framework. Essentially, the participants were going “back and forth” several times to make sense of this material. In the final evaluation framework, this background material was included at the beginning of the document to make it easier to follow.

Furthermore, some members in both groups said they were not clear if they were to comment on the evaluation of Program 5C or the evaluation framework. In the final evaluation framework, goals and objectives of the evaluation framework were developed more clearly to address some of these concerns.

In the evaluation framework presented at the focus groups, the proposed design and data collection methods section was treated as a separate section from other evaluation components. The recommendation from the focus group session was that the proposed design and data collection methods should be related directly to the appropriate components in the evaluation framework under their respective sub headings.

Another significant comment from both groups was that the City should not overemphasize the “business case” for achieving employment equity because as a major public employer, the City has a moral and social responsibility to its citizens. The participants felt the City and other major employers in Winnipeg should have “moral and social” reasons for achieving employment equity. The group felt the City and other governments should take these social and moral obligations seriously. The participants specifically asked why was it that only the City funded employment equity under the WDA when designated groups were under represented in all three levels of government? The implication was that designated groups are an integral part of the political process as voters and as such the government has a social and moral responsibility to them. In terms of evaluation of Program 5C, the participants felt that a fundamental approach to EE emphasizing the social and moral reasons

as well as business reasons will form an important part of the context of the program.

So far the analysis has been based on broader and more general comments related to the evaluation framework. The analysis summarized in the following paragraphs will focus on more detailed and specific comments related to the framework.

In the context section of the evaluation framework presented to the focus groups, the language implies that the business reasons should supercede the social and moral reasons to attain employment equity. The language in the final evaluation framework was changed to reflect the views of the focus group participants. Other minor changes to this section include the fact that the Social Planning Council of Winnipeg does not “represent” designated groups but rather it “works with” designated groups to address some of their concerns.

Most participants in both sessions also felt some of the evaluation questions needed clarification and additions. The participants suggested that question 6a “ What is the perception of successful applicants regarding the eligibility criteria?” in the original framework was too “general”. Consequently, more specific categories were added to this question.

Question 9 “Does the program have commitment from civic politicians and senior administration?” was also perceived to be too general and needed to be “crispier” and amenable to evaluation. These changes were reflected in the new framework.

The participants felt question 11c “How do the management and the unions feel about representation and special measures in relation to adequacy and philosophy or approach” needed an addition subcategory to reflect what management and unions have actually “done” to facilitate employment equity goals and objectives in the organization.

There were additional sub categories added to question 13 “How was the City of Winnipeg

as an organization affected as a result of 5C?”. These sub categories are designed to obtain feedback that is more results oriented. For example, what are the attitudes of non designated groups towards employment equity? This was added to the final evaluation framework.

Question 14 “ How has 5C contributed to the business case for equity and diversity at the City?” was changed to include “social responsibility”.

Other suggestions from the focus groups included examining the role of various committees of City Council and their effectiveness. The issues addressed by these committees often complement equity and diversity issues reflected in Program 5C. Examples of such committees include the Race Relations Committee and Access Advisory Committee.

The focus groups overwhelmingly supported the idea of a comprehensive employment systems review to ensure the City’s formal employment, training, and promotional systems are fair and equitable. The issues to be examined in these reviews could include retention and training strategies for designated group members, the impact of collective agreements, especially seniority clauses on designated groups, the issue of people with disabilities not being provided reasonable accommodations, and the issue of recognition of foreign credentials for those people whose academic and work experience were gained in foreign countries but now want to work for the City. The recommendation was not only to examine formal employment structures but also informal structures. Both groups also strongly emphasized the creation of a workplace where designated groups feel respected and valuable. The implication is that issues are not just about hiring but also about working in a supportive environment.

There were other issues discussed at the focus groups that are related to the issues in Program 5C but may be beyond the scope of the program. For example, it was pointed out that when people

with a disability start working, they may lose eligibility for other benefits such as long term disability pension and thus in the end are economically no further ahead.

The only recommendations with regards to the design and data collection methods were that they be included under the major evaluation categories of the evaluation framework. In addition, it was suggested that data should contain both “snapshot data” that shows the numbers and proportions of designated groups in the organization in relation to the total staff compliment in various positions as well as “flow data” that shows the frequency of employment transactions such as hiring, promotions, and terminations for members of each designated group within the City of Winnipeg organization as well as for individual departments.

In the evaluation framework presented to the focus groups, it was suggested that the City’s 1994 census and 1996 workforce profile be used to provide baseline data to compare changes in representation statistics from 1994 to the year 2001. However, the participants in both sessions noted that there have been significant changes in the City’s workforce since 1994 and 1996. Therefore, more up to date data should be accessed to provide more accurate information. The City fundamentally reorganized its organizational structure in 1997, eliminating a large number of jobs and job categories, especially at the management level. As a result there were significant changes in the City’s workforce. For example, many people retired and other people were redeployed. Furthermore, as of April 1, 1999, the entire Social Services Department and some Public Health staff of the Community Services Department were no longer City employees as the Province of Manitoba assumed responsibility for Social Services, and the Winnipeg Community and Long Term Care Authority assumed responsibility for all Public Health staff.. This will have a major impact on the City’s representation data. What are the implications of this on designated groups? This question

needs further study.

Personal Interviews

In addition to the focus group sessions, personal interviews were held with various stakeholders that have a vested interest in the area of employment equity as well as with four agencies that were unsuccessful in obtaining grants under Program 5C. The comments received through this process on the evaluation framework were not remarkably different than those in the focus group sessions. Comments on the evaluation framework ranged from “excellent job and comprehensive” to “more than adequate”.

Some general comments from these stakeholders indicated that even among the four designated groups, people with disabilities and particularly mental disabilities seem to face more barriers than the other groups. Thus there seems to be a “hierarchy” among designated groups. The stakeholders felt this issue needs to be examined in more detail.

4.4 The Evaluation Framework Developed as a Result of the Focus Groups

The evaluation framework is divided into four parts. Part I consists of context which provides some historical background and factual information. Part II consists of process or implementation evaluation designed to assess whether the program is operating as originally designed or intended. Part III of the evaluation, the output section, is designed to assess the immediate results of Program 5C. Part IV recognizes that the parameter of this evaluation framework is the evaluation of Program 5C, however the City’s overall approach to equity and diversity and Program 5C are inter-related and so are their evaluations.

The proposed design and data collection methods are related to each of the major components highlighted in the evaluation framework and are discussed within each evaluation component. It is

recommended that data collection methods use:

- Both qualitative and quantitative measures of success to address major subject areas of evaluation.
- Methods that are user friendly and give meaningful information in a timely fashion.
- Snapshot data that show the numbers as well as occupational status of staff who belong to the designated groups and their proportion in relation to the total staff at the City.
- Flow data that shows the frequency of employment transactions such as hiring, promotions, and terminations for members of each designated group within the City of Winnipeg organization and for departments.

Some of the data are easily accessible. For example, the City's 1994 census and the 1996 Workforce Profile. Other data collection methods will have to be designed and tailored to Program 5C. This will include developing relevant forms to ensure the data collection methods are appropriate by involving the relevant stakeholders.

It should be noted that the City has undergone major restructuring since 1996. This includes the merging of departments and the elimination of many management positions. Therefore, while the 1994 census and the 1996 Workforce Profile is recommended to be used as baseline data, using more up to date data would be desirable but the City may not have compiled such recent data.

Part I - Context

In July 1997, City Council approved the Program Authorization for Program 5C: Employment Equity of the WDA. This program allocated \$1.2 million (originally \$1.5 million) to provide enhanced employment opportunities within the City of Winnipeg Organization to build and maintain a diverse workforce that is more representative of the available labour force in the city. The program focuses

on current and future employees and primarily designated groups (Aboriginal people, women, people with disabilities and visible minorities) as these groups have been historically disadvantaged in accessing meaningful employment opportunities in Canada as well as at the City of Winnipeg and are under-represented in the City of Winnipeg's workforce.

In the City's Audit Report on the Employment Equity Program, Employment Equity is defined as all the organizational policies, practices and initiatives collectively aimed at increasing the representation of designated groups across the organization. The program is intended to initiate actions to ensure that recruitment, selection, and promotion of current and future employees is carried out in a non discriminatory manner. The program is also expected to correct past disparities by removing both physical and systemic barriers and initiating special measures.

Program 5C is conducted under the auspices of City's Equity and Diversity Initiative which has taken a broader mandate to create a more respectful and diverse workforce that maximizes the potential of all employees by creating a business case for equity. The business case for equity states that the City adopt an equitable workforce because this will make business sense in addition to achieving equity for social and moral reasons. As a large organization, the City serves diverse communities and people. Thus according to the business case, it would only make sense to reflect the workforce and services provided by the City to meet the needs of its diverse population. By doing this the City could retain or attract more customers. However, the rationale for Program 5C originates from the recognition that some groups have been historically disadvantaged in obtaining meaningful employment with the City of Winnipeg and therefore Program 5C places strong emphasis on employment equity.

Prior to Program 5C, several community groups such as The Social Planning Council of

Winnipeg who work with designated groups to address some of their concerns, expressed disappointment with the City's progress on Employment Equity (EE). They expressed doubts the City was committed to the concept of EE as there was no clear evidence of accountability. Specifically these community groups were not sure who at the City was responsible to ensure that equity was being pursued and that progress was being achieved. Consequently in 1995, The Social Planning Council and an individual filed a complaint with the City's Ombudsman's Office against the EE program on its slow progress in addressing employment equity issues.

The City's Ombudsman's Investigation Report (1996) and The City's own Audit Report (1996) also indicated that despite having an EE program for last twelve years, the City had made limited progress in increasing the representation of designated groups in the Civic workforce.

Part II - Process/Implementation

The major emphasis of the evaluation should be on process and implementation as the program is in the early stages of development and the evaluation framework is designed to reflect this emphasis. The process and implementation phase is divided into three components: 1) The relationship between WDA and Program 5C; 2) the proposal process; and 3) the administrative component. These three components are designed to address the major process issues expected to arise in the evaluation of program 5C.

By the end of the practicum, almost one year will have been passed and thus the program will no longer be at its early stages. Some of the projects funded under Program 5C will have been completed. Therefore, there will be a need to conduct a summative evaluation of these projects.

1. Relationship between WDA and Program 5C

The WDA and Program Authorizations indicate that programs under the WDA must be

innovative, in line with the overall agreement, accessible to the entire population of the City, properly coordinated to prevent program duplication, and have community involvement. To address these issues, the following evaluation questions are recommended.

- 1) To what extent does 5C meet the goals/objectives of the WDA in terms of innovation, accessibility, training, coordination and partnerships?
- 2) What features makes 5C unique or innovative as defined by operational definitions developed by a consultant to evaluate the WDA overall? (see Appendix D for operational definitions).
- 3a) How is the program being coordinated with other programs under the WDA to prevent duplication of services?
- b) What is the perception of community groups regarding their relationship and experiences with the three levels of government?

Design and Data Collection Methods

Qualitative measures will include interviews with the program manager and other key stakeholders as well as a literature review related to the program. This will consist of official documentation regarding the program and “grey” literature such as office memorandums and other internal documents.

2. Proposal Process for obtaining funding under Program 5C

The evaluation of the proposal process was also determined to be an important component of the evaluation framework. To answer some of the evaluation questions on the proposal process, the following questions are suggested.

- 4) Is the program functioning as originally designed or intended?

- 5a) What is the program manager's general perception of the proposal process for giving grants to community groups and individuals?
 - b) Are the proposals received from various agencies developed according to the eligibility criteria developed for the program?
 - c) Does the program manager feel these community agencies realize the complex operational environment of the program which involves political and administrative considerations?
 - d) What types and number of community groups/organizations are being funded under the program?
- 6a) What is the perception of successful applicants regarding the eligibility criteria? Was it clear and consistent?
- b) Were funds disbursed on a timely basis?
 - c) Did the applicants receive guidelines in interpreting the eligibility criteria?
 - d) What are their recommendations for improving the process if it needs improvement?
- 7a) What is the perception of unsuccessful applicants on the proposal process?
- b) Was the eligibility criteria clear and consistent?
 - c) Did the agencies receive help in developing their proposals?
 - d) Were these agencies provided with accurate information as to why they were unsuccessful?
 - e) Was this information provided on a timely basis?

3. Administrative

To answer some of the evaluation questions related to political and administrative issues, the following questions would be useful.

- 8) What is the perception of the program manager regarding the adequacy of fiscal and human resources for the program?
- 9a) Does the program have commitment from civic politicians and senior administration?
- b) What policies or practices has the City developed that demonstrates its commitment to Employment Equity?
- c) If the City has such policies or practices, what criteria is used to measure their success?
- d) How are these policies or practices implemented?
- e) The City has undergone major restructuring since 1996, how has this impacted designated groups?

Design and Data collection methods related to Proposal Process and Administrative Component

Qualitative measures will include interviews and/or holding focus groups of successful applicants to determine the perception of individuals/community groups/staff/administrative and political leadership on obtaining/giving grants, contracts and services.

Interviews with unsuccessful applicants and other community members that are likely to apply for funding in the future will also be helpful in assuring the success of similar agreements or projects.

It is proposed that quantitative measures include studying the number and types of projects being funded, how budget and resources are being utilized, and analysis of the time requirement to give/obtain funding.

In response to question 5b (number and types of organizations funded), it is recommended that quantitative information include determining the number and types of community groups involved as well as demographic and statistical information on criteria such as gender, ethnicity, geographic area, age and other related variables.

Other quantitative measures may include analysis of the extent of complementary funding from other sources such as other levels of government, private and non profit sectors. Another measure of success will be to document the number of persons who obtained employment with the City, the type of employment, whether it was permanent or temporary and whether it was part time or full time. Another relevant questions is: Were there any other benefits as a result of these employment opportunities? For example, did youth develop leadership skills that they can utilize in the community?

Part III - Output (Immediate results to September 30, 2001)

The WDA and the program authorization explicitly highlighted providing enhanced employment opportunities to the designated group members and eliminating physical and systemic barriers so the recruitment, selection and retention of current and future employees is carried out in a non discriminatory fashion. The evaluation questions pertaining to this part are outlined below.

10) What number and types of projects were funded under the program?

- 11a) What types of projects addressed the issue of increasing representation and retention of the designated group members in the civic workforce and how?
- b) Did the representation at the City increase as a result of 5C? If so what types of occupations or job categories were affected by the program?
- c) How do the management and the unions feel about representation and special measures in relation to adequacy and philosophy or approach?
- d) What have the unions and management actually done to facilitate or negate the goals and objectives of Employment Equity at the City?

- 12) What types of projects addressed the issue of eliminating physical and systemic barriers and how?
- 13a) How was the City of Winnipeg as an organization affected as a result of 5C?
- b) What are the attitudes of non designated groups towards Employment Equity?
- c) What are the attitudes of designated groups towards Employment Equity?
- d) What types of educational programs support Employment Equity at the City and are these programs successful?
- e) Have there been any other effects as a result of this program?
- 14a) How has 5C contributed to the business case for equity and diversity at the City?
- b) Has 5C resulted in the City being a more socially responsible employer?

Design and Data Collection Methods

The proposed qualitative measures will include interviews with various stakeholders to reflect on their experiences over the span of the project from 1997 to 2000. Other qualitative measures strongly recommended include reviewing employment systems to ensure they are fair and equitable and examining whether or not physical and systemic barriers still exist and how they can be eliminated.

Proposed quantitative measures will include analysing representation data and retention strategies by specific job categories, salary, and gender. It will be important to ascertain whether Program 5C has contributed to any change? The City's 1994 census data and data in the Civic Workforce Profile can be used as a baseline although using a more up to date data is recommended

There are some projects approved under the program that are not just about hiring. For instance, the program is also meant to reduce or eliminate systemic barriers. Quantitative measures

of these projects may include studying the number systemic barrier reduced or eliminated.

Part IV - Relationship between 5C and City's overall approach to Employment Equity

Similar qualitative and quantitative measures to those outlined above may be used to study the effectiveness of the City's overall approach to equity and diversity. Measures of success may include analysis of numerical time tables and goals, educational components, the effect of collective agreements on EE, especially the seniority clauses, a cultural audit to determine the attitudes of the civic workforce on EE, and integration of equity and diversity issues into departmental business plans.

The evaluation of Program 5C and the the City's overall approach should provide answers to the accountability issue and final impact of the Equity and Diversity Initiative. It is suggested that study in evaluating the final impact begin early and should conclude by the year 2005. The City's Audit report of 1996 should be used as a baseline to determine the effectiveness of the Equity and Diversity Initiative overall and to assess whether there have been any improvements since 1996.

5.0 PRACTICUM EVALUATION AND CONCLUSIONS

This chapter describes the evaluation of the practicum and a summary of the preliminary findings. The evaluation of the practicum encompasses two parts. The first is specifically related to evaluating the effectiveness of the evaluation framework to guide the full evaluation of Program 5C and evaluating the process by which it was developed. The second is the evaluation of the other practicum objectives outlined in Chapter 1. This includes learning about the field of evaluation and the qualitative approach. Evaluation of my role as a facilitator in conducting a focus group session is also highlighted in this chapter.

The following sections will comment on the specific methods used to evaluate the activities during the practicum but briefly my activities were supervised by the practicum advisor and the program manager of 5C. Frequent meetings were held with these individuals to seek feedback throughout the practicum process. Several other individuals such as the focus group participants also commented on my performance as well as on the evaluation framework. In addition, relevant literature was used at various stages either to develop the framework or for learning objectives. I also offer my personal opinions on evaluating the practicum.

5.1 Feedback on the Evaluation Framework and the Focus Groups

Rossi and Freeman (1993) state that in order for evaluations to occur, goals and objectives of the program must be clearly defined at the beginning of the program. In addition, program effectiveness is also always measured against some benchmark. One of the ways evaluations are likely to be utilized are to develop clear standards for evaluations (Berk & Rossi, 1990). Specifically evaluability assessments or pre-evaluations are used for this purpose (Ownen, 1993; Rutman, 1980). Berk and Rossi (1990) also suggest that evaluability assessments are conducted in specific stages. For

example, the program needs to be described in detail including its various components, and then key stakeholders need to be interviewed. The evaluator may have to “scout” the program to check its social reality. In any evaluation study, it is highly recommended that both the political and the social context of the program be considered (Rossi & Freeman, 1993).

As previously stated, I had the primary responsibility in developing the evaluation framework. I was able to accomplish this through numerous meetings with various stakeholders, conducting focus group sessions and interviews. The interaction with all these players contributed to a very broad as well as detailed understanding of the evaluation field. The development and the content of the evaluation framework reflects the level of understanding I was able to achieve during the practicum. For example, in developing the framework, comprehensive knowledge of Program 5C was required to ensure the framework was relevant and would produce high quality information. This was accomplished through reviewing both the “grey” and the official literature on the program. Numerous meetings were also held between myself and the program manager to clarify various aspects of the program. In the developing the evaluation framework, background information on the program was provided. The context in which the program operates was also highlighted. Other activities included organizing the framework so that key questions of the evaluation such as process questions will be answered, ensuring the data collected during the evaluation will be reliable and valid, and that the evaluation will produce both qualitative and quantitative information regarding the success of the program. Indeed many people at the focus group discussions indicated the evaluation framework was “comprehensive” and “required a very high level of thinking”. The Social Planning Council used this evaluation framework as a model to evaluate their own project under Program 5C. The Coordinator of the EDI felt the evaluation framework was an “excellent” document which will aid in the

evaluation of Program 5C.

Feedback on the focus group session itself was obtained through a questionnaire in Appendix D of the evaluation framework which was distributed to the participants at the end of the focus group sessions. All the participants present at the sessions responded to the questionnaire. The majority of the responses were very positive. The participants felt the focus group session was an “ideal” and “the best” way to collect information in this context. They felt a focus group was more suitable than individual interviews and survey questionnaire as this type of setting allows for exchange of ideas. This exchange allows various stakeholders to learn from each other. The majority of the participants also felt the framework provided unbiased quality information.

The only negative feedback was that the room was too small for the groups. Some participants also indicated the time allocated for the sessions was too short.

5.2 Evaluation of Other Practicum Objectives

The subject of program evaluation in general and its application to Program 5C seemed very logical and easily comprehensible at the initial stages of the practicum. However, the practise of evaluation and developing the evaluation framework was anything but simple. Nevertheless, it was an extremely interesting personal experience. Some of these experiences are summarized below. In this section, I also reflect back on my experience and examine the extent to which I was able to achieve other practicum objectives.

One of the major practicum objectives was to develop an in-depth understanding of the evaluation process and advance my knowledge of the evaluation field through the practicum. I believe I was able to achieve this objective as the practicum setting and the type of activities delegated to me in that setting exceeded my expectations. The program manager of 5C delegated all decisions related

to evaluation to me. An example was developing a Request for Proposals to evaluate Program 5C. This was discussed in detail in Chapter 4. I was also required to respond to any inquiries related to the evaluation issue. The City is a very complex organization with varying political viewpoints, a complex administration structure, various collective bargaining units, and as always constrained budgets. Another related factor, probably as a result of budget constraints, is the trend for the City to downsize in recent years. All these factors will undoubtedly have an impact on the evaluation of Program 5C. But it is exactly the complexity of these factors that provided the real challenge and an opportunity to practice my evaluation skills in a stimulating environment.

The political environment of program evaluation is an extremely important factor to take into account in any evaluation study (Palumbo, 1987). Palumbo (1987) suggests that evaluations by their nature are inherently political. Programs are products of a very complex political process and they are influenced by political decisions and vice versa. This was readily apparent in Program 5C. I quickly learned that because the WDA was a tri-level government agreement, the decisions of the program manager of 5C were routinely influenced by this environment. This included evaluation decisions. An example of this was the diversion of \$300,000 from 5C into another WDA program shortly before civic elections. Such decisions have significant implications for the evaluation of a program as well as program delivery. For instance, the program manager had to delay hiring a consultant to conduct the evaluation.

I also learned the impact of having multiple stakeholders in the evaluation process and the political realities associated with this process. In this setting, the program manager of 5C was often required to mediate between the community groups and the administration and the political leaders of the City because at times different stakeholders had their own agendas and interests.

The occasions to accompany the program manger of 5C to formal and informal meetings of the Executive Policy Committee of Council were also highlights of the practicum. There were numerous opportunities to study and analyse how decisions at this most senior level impacted on Program 5C. Again some of these experiences are reflected in the types of activities conducted during the practicum.

Another objective of the practicum was to gain hands on experience in conceptualizing, planning, implementing, facilitating and analyzing focus groups. The literature on focus groups was used extensively to achieve this objective. The merits of using qualitative approaches in evaluations have also been previously discussed. An experienced facilitator facilitated the morning group and I facilitated the afternoon group. Evaluation of my role as a facilitator was also obtained through responses to the feedback questionnaire in Appendix E of the evaluation framework as well as supervision by the experienced facilitator. After the focus groups were held, it was pointed out by the practicum advisor that questions in Appendix E of the evaluation framework did not specifically ask for feedback on my role as a facilitator. Therefore, the participants of the focus groups were again contacted by telephone to comment specifically on my role as a facilitator. Seven participants were contacted by telephone and four others were asked to comment on my performance at other informal gatherings.

I learned a great deal about all aspects of focus groups. Specifically, I learned to differentiate between distinct phases of focus groups. For example, there is a distinction between the analysis phase and deriving results from the analysis. The analysis involves giving order to the data whereas the results give meaning to that order (Krueger, 1998). The literature also suggests that program evaluation is not an exact science in practice and decisions are often reached between the practical

and the ideal (Berk & Rossi, 1990; Rossi & Freeman, 1993). In addition, the pragmatic approach to evaluation recognizes the need to conduct “good enough” evaluations given the available resources, political atmosphere, or other program constraints (Rossi & Freeman, 1993). Normally, the data emerging from focus groups would be labeled to reflect common themes. In this setting, I chose not to follow this strategy because it was not appropriate. The reasons for this were also discussed in Chapter 4. The point is that I learned to make conscious choices and to give reasons for making these choices.

The experienced facilitator felt I did a “good job”. All the participants contacted indicated that they were very “impressed”. Personally, I felt the morning session led by the experienced facilitator was much more methodical. Sometimes, I struggled with the probing questions in the afternoon session indicating the need for me to acquire more experience in facilitating groups.

At times, being a student presented some problems. For instance, some of the agencies would only deal with the program manager even if her involvement was not necessary. However, the program manager was very persistent with the agencies that I had the capability to deal with most situations.

Another important aspect I learned during the practicum was the importance of using correct grammar and good vocabulary. The meaning and the context of words have a powerful influence in an evaluation study, especially in a very political environment. A good writing and presenting style build a very positive image of an evaluator and evaluation study.

Although I felt I was able to achieve most of the practicum objectives and sub objectives, the experience would have been better if a consultant was hired at the initial stages of the practicum to provide some guidance. Unfortunately, the program manager was not able to hire the consultant due

to staffing and fiscal constraints. However, a consultant will be hired to evaluate Program 5C.

Overall the practicum advanced my knowledge base of the evaluation field. I was able to gain both theoretical and practical experience in field of evaluation.

5.3 Suggestions for Improving Program 5C

In developing the evaluation framework, it was recognized that it would have some important implications for Program 5C. Some of these issues are discussed below. It should be emphasized that these are preliminary findings only. They are discussed here because evaluability assessments are forms of formative evaluations. Therefore, I feel it is appropriate to comment on some of these issues. Naturally, the impact of Program 5C can only be assessed once a full evaluation has been completed.

The following paragraphs summarize the preliminary findings which were a result of the various activities conducted during the practicum including the analysis of the focus group consultations and the interviews held with various stakeholders. In addition, I offer my observations on Program 5C having been intimately involved with the program over the last year. Suggestions are also made on how to improve the program where necessary. Reasons for the suggestions are also provided.

After the suggestions are highlighted, some of the successes of the program will be discussed to give a balanced perspective of the program.

Suggestions:

1) That Program 5C should be more aggressively marketed and advertised both to the community and to other civic departments.

Some of the agencies that were not successful in obtaining grants under the program indicated

that the “average person on the street has never heard of Program 5C”.

In 1995, the City did hold community focus groups on the program but it was a general consensus among various stakeholders that few consultations have been held since then.

2) That Program 5C have more support and commitment from top political and administrative personnel in the organization.

According to many of the participants in the focus groups, Program 5C still lacks political and administrative support and accountability, which has been the major criticism of employment equity programs at the City over the years. This lack of support for the program was particularly evident when representatives from all fifteen civic department were invited to an information session on the Social Planning Council’s Internship Program under Program 5C and only three came to the session.

The impact of the political process on getting projects approved was again demonstrated when another research project called “Clerical Beyond 2000: The Role of Women in the Civic Workforce” was presented to EPC for approval. The aim of this project was to examine the changing face of the clerical field in the City of Winnipeg. It is widely recognized that the clerical field will be faced with significant reductions in the future due to improvements in technology. This field is mostly dominated by women and the reduction number of jobs will have a significant impact on this population. One of the councillors remarked that if the recommendation from this project were to indicate that women need additional training to explore alternative careers with the organization, there is simply no money for training. The councillor asked whether such a recommendation would obligate the City to spend more money than it has. Once again budget issues seemed to be the underlying factor for consideration rather than equity and diversity issues. The program manager for Program 5C explained that the project may also highlight alternate sources of funding the City could

explore if the recommendation was that women needed further training.

It should be noted that the City has identified the need to address accountability. This accountability framework will allow senior administration to hold individual department managers responsible for achieving employment equity goals in their respective departments. The senior management and civic political leaders would in turn be held accountable by various stakeholders previously discussed. This should allow Program 5C to demonstrate concrete results.

In addition, the Community Services Department will make equity and diversity training mandatory for all of its managers. The director of this department wants equity and diversity issues to be considered in all operational aspects of the department.

3) That the City develop and maintain an up to date Human Resource Information System that will allow it to reflect accurate data on its workforce.

The EDI coordinator is currently working in conjunction with the Human Resource Services Division on this issue. She wants to be able to keep statistics on the number and types of jobs held by all employees in the organization as well as movement across job categories. An applicant tracking systems was introduced in January, 1997. This should provide some of the up to date data that will be required for some of the evaluation questions.

There has been a problem in the past with employees completing voluntary self declaration forms. These forms contain very useful statistical information such as gender and, ethnic background, as well as other information. They are used for statistical purposes only. Although they are often completed when a person first applies for a City job, they may be completed at any time. The EDI coordinator feels that the City has considerably more people with disabilities than the workforce statistics indicate. Some people develop a disability after they have been a City employee for some

time but fail to notify their department about the change in their status. Perhaps the consultant hired by the City to evaluate Program 5C can explore in detail why self declaration is a problem. Accurate filing of these voluntary declaration forms will ensure accurate information on all of the civic workforce, not only designated groups.

4) That the Employment Systems Review be a major part of Program 5C to ensure the City's employment systems are fair and equitable. The Employment Systems Review should be conducted as soon as possible. In particular, seniority clauses in collective agreements should be examined.

There are several reasons for conducting an employment systems review. Most of these were discussed earlier. Most of the stakeholders involved with Program 5C feel that seniority clauses pose a systemic barrier to the designated groups. The primary system for filling jobs and promotions under seniority clauses is the length of service provided the candidates meet the minimum qualifications for the job. Often people in designated groups have the least seniority and thus have difficulty accessing jobs and promotional opportunities even if their education and experience is above those of the more senior candidates. This is especially true of jobs under Canadian Union of Public Employees (CUPE). The seniority issues are not supposed to be a factor in management positions but in practice, it is very much a factor. For example, people at the entry level supervisory positions are often promoted according to years of service if other candidates possess the same qualifications.

It should be noted that the seniority clauses are not inherently negative. Some members of CUPE argue that the alternative of leaving the hiring and promotional decisions entirely to management is very subjective and may have even more adverse effects on designated groups. Nevertheless, the issue needs to be examined.

Some of the stakeholders feel that the while management and the unions argue over the issue, all designated groups continue to suffer.

5) That the evaluation of Program 5C should commence as soon as possible while the program is still at its early stages.

This will allow the evaluator to comment on the immediate operations of the program and give the program manager a chance to make improvements where necessary.

Most senior managers in the City feel evaluation implies demonstrating only the final results. The program manager of 5C pointed out that process evaluation is extremely important and this can only be done if the evaluation process begins early. Without process evaluation it would be difficult to say why the program did or did not work well.

6) That the program manager of 5C should be given more autonomy and more control over fiscal and human resources devoted to the program.

Insufficient resources were identified as a major problem for the City's Employment Equity Program in the City's Audit Report in 1996 (now called the Equity and Diversity Initiative). This continues to be a problem for the EDI. Originally, there were three professional staff and a support person assigned to the EDI. As a result of the City's restructuring in 1997, only the program manager and a support person were full time employees of EDI. This has put enormous pressure on the program manager to achieve goals and objectives related to Program 5C. The program manager has had to continue to find innovative ways such as secondments and contract help to staff the program. The program manager often works extended hours and it is her sheer devotion to the program that keeps the program running.

Political and administrative constraints on fiscal resources of the program was also a major

factor. For instance, in October, 1998, \$300,000 was diverted from Program 5C to another program under the WDA. This had a significant negative impact on the program as the program manager was not able to conduct some extremely important activities she had intended.

Recently, the program manager was advised that there would be further fiscal constraints on Program 5C dollars available in 1999. This will limit the number of projects that can be carried out in 1999. Some of the organizations interviewed indicated that they would like more support from the program manager in developing their proposals for Program 5C. They also noticed the shortages in staff devoted to the program. The commitment of appropriate human and fiscal resources to Program 5C is needed if the program is to achieve any significant results.

7) That Program 5C continue to keep open and prompt communication with various stakeholders.

Both the successful organizations and the unsuccessful organizations indicated that the response time to hear back the results of their proposals was too lengthy. This sometimes led to speculations as to what was happening with their proposals and if there was a "hidden agenda".

The program manager of 5C continues to do her best to keep the stakeholders abreast of what is happening with Program 5C. This includes articles on equity and diversity issues in each publication of the local civic newspaper as well as attending numerous meetings with various stakeholders. There are also annual reports produced on the operation of Program 5C.

The participants in the focus groups indicated that it is important to share information when the program succeeds. The implication is that success of a project or activity may have a "domino" effect.

8) That the City should continue to emphasize social and moral reasons in addition to business reasons to achieve equity. The reasons for this were discussed in the analysis phase of the focus groups.

9) That Program 5C should place 10 to 12 candidates in City jobs through the Social Planning Council's Internship Program as soon as possible.

Under this program, ten to twelve people from the designated groups were to be placed in existing City jobs at the professional and management level. Even though, the program has been operational since October, 1998, only one candidate has been placed through this program. This project is an opportunity for the City to increase the number of designated group members in quality jobs.

It should be emphasized that Program 5C has funded various projects over the past year that have had very positive effects. These include the hiring of aboriginal and visible minority youths to train as Youth Guards and Recreation Technicians. Such initiatives will empower the youths of these designated groups and will help them develop leadership skills. It is anticipated that these youths will transfer their leadership abilities to the wider community and act as role models for other youths. Other major activities include ongoing educational workshops on equity and diversity issues throughout the City. These educational workshops will hopefully develop positive attitudes towards designated groups and equity and diversity issues. The aim is to build a workplace environment where each employees is respected and treated with dignity. Some of the projects funded under the program will benefit all citizens of Winnipeg not just the designated groups. The Accessibility Audit is one such example. This project was designed to study how the City's services can be made more accessible. It will ensure the City's services are accessible by all people in Winnipeg not just people

with disabilities. There are other positive developments on the horizon that may further contribute to the success of Program 5C such as the acknowledging the need to address accountability.

The practicum findings, conclusions, and recommendations indicate that while Program 5C has made progress with some very positive results over the last year, the effectiveness of Program 5C can only be determined through a comprehensive evaluation of the program. The evaluation framework developed during this practicum will help in this endeavour.

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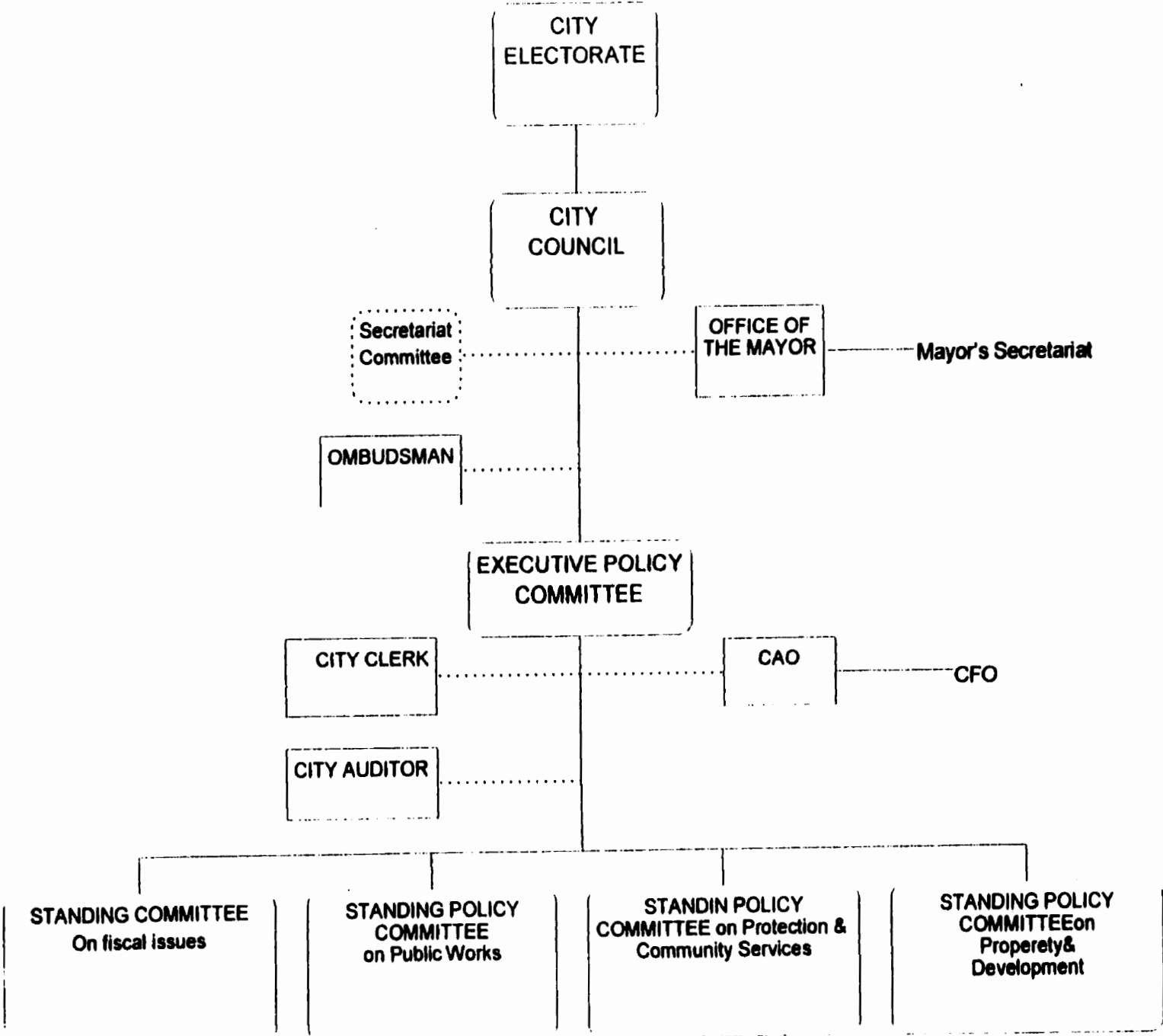
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APPENDIX A

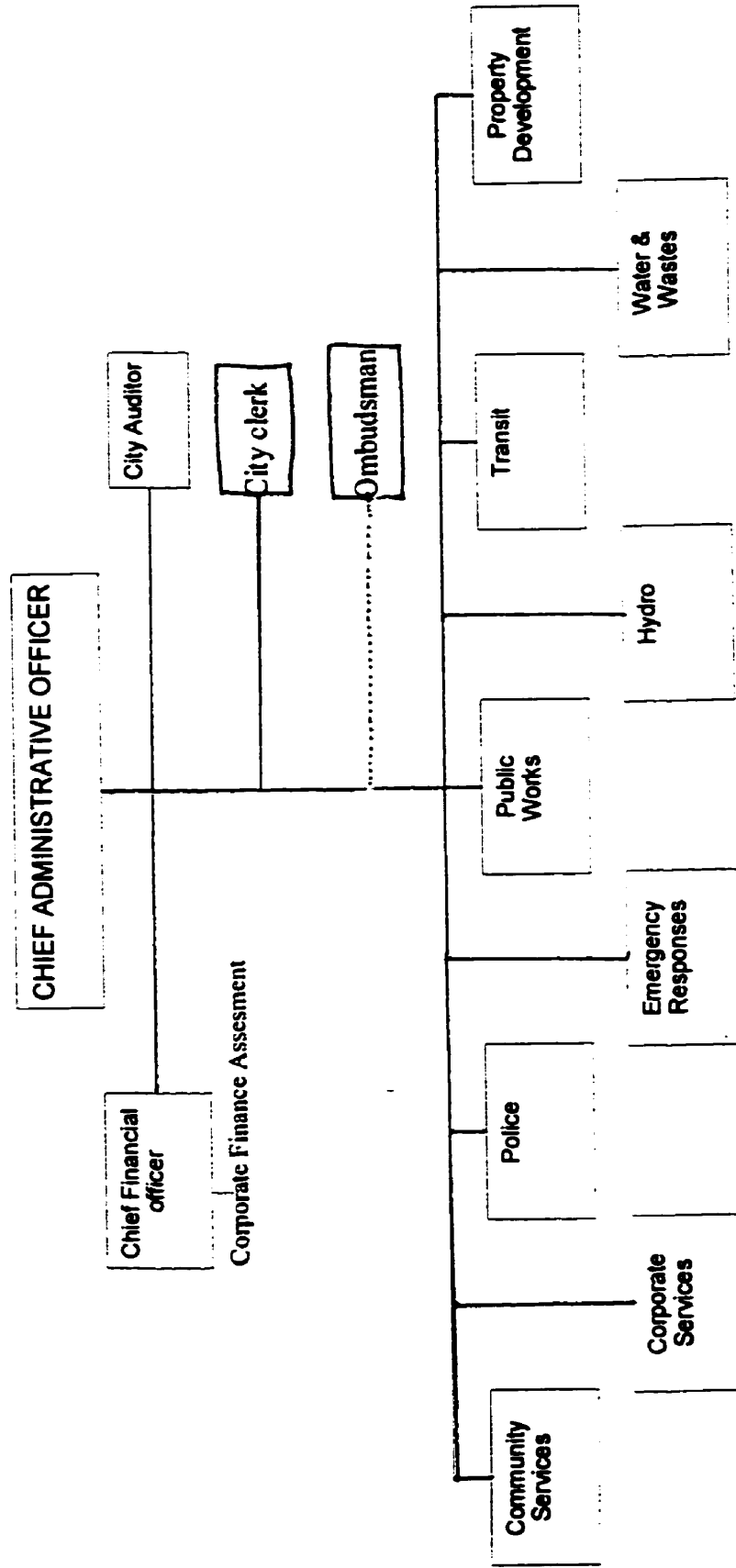
Organizational Chart of the City of Winnipeg

Political Organization: Executive and Functional Organization



Administrative Organizational Chart

ADMINISTRATIVE ORGANIZATION



APPENDIX B

General Information on The Winnipeg Development Agreement

1.0 General Information of the Winnipeg Development Agreement

The Winnipeg Development Agreement is an agreement between the Government of Canada, the Government of Manitoba and the City of Winnipeg. The Agreement provides a mechanism whereby the three levels of government can work together with business and the community to create long term sustainable economic development for the City of Winnipeg through program measures directed toward three functional areas: economic sectors, labour force, and community development.

The objectives of the Agreement are:

- 1) to create long term employment;
- 2) to assist people in accessing job opportunities and;
- 3) to create a safe, healthy, and environmentally sound community in which to live, work, and do business.

The seven principles that underlie the Agreement are:

- coverage of the entire city of Winnipeg,
- public consultation and participation,
- public-private and non profit partnerships,
- innovation,
- integration of programs and sub programs,
- environmentally sound and,
- coordination with other intergovernmental initiatives.

There are fifteen programs under the Agreement. The programs cross three sectors: Community Development and Security. Labour Force Development and Strategic and Sectoral Investments.

2.0 Evaluation of Sub Programs

Under the terms of the Agreement, an evaluation plan has been developed and approved by Policy Committee. The plan presents a two pronged approach to evaluation. The first prong is an overall evaluation of the Agreement and its programs.

The second prong of evaluation is **Targeted Evaluations**. Targeted evaluations provide more in-depth evaluations of particular programs or sub programs. Such evaluations may look at the impact of a program on a particular neighbourhood, community and/or target population or might focus on a comprehensive evaluation of a particular program considering such variables as achievements of intended results, secondary impacts, appropriateness, acceptance by the target population, costs, productivity etc. Targeted evaluations are identified and implemented by each jurisdiction.

PROGRAM 5C: EMPLOYMENT EQUITY

WHAT IS THE EMPLOYMENT EQUITY PROGRAM?

The goal of Program 5C - Employment Equity is to provide enhanced employment opportunities within the City of Winnipeg organization in order to build and maintain an internal workforce that is more representative of the available labour force in the city. The program will focus on the current and future employees and primarily designated groups (Aboriginal people, women, people with disabilities and visible minorities).

WHO CAN APPLY?

Community-based groups, non-profit and for profit organizations and municipal departments are eligible to apply.

WHAT TYPES OF PROJECTS QUALIFY?

Funding will be available for a range of projects that offer innovative approaches towards building

and maintaining a more diverse workforce. Emphasis will be placed on projects that ensure recruitment, selection, retention and promotion of current and future employees is carried out in a non-discriminatory manner. The program has identified four categories under which projects can be developed. They are: pilot action projects; systems support and assessment; workforce support and enhancement; and coordination and delivery. Detailed descriptions of the four sub-programs are provided in the Program Authorization.

WHAT ARE THE FUNDING LIMITS?

The program has \$1.2 million over the term of the Agreement, until March 2001.

WHAT ARE THE PROJECT CRITERIA?

Projects will be considered for funding based on the following criteria:

- the degree of alignment with and ability to support equity and diversity initiatives within the City of Winnipeg organization;
- the capacity to create an organizational culture that values equity and seeks out and capitalizes on workforce diversity;
- the capacity to identify and reduce barriers to employment equity within the municipal workforce;
- commitment to identified, sustainable employment within the City of Winnipeg organization;
- the capacity to lever additional resources to complement program funds;
- significant impact on human resource systems and practices, including the scope of sustainable employment opportunities, and/or opportunities with a realistic expectation of career advancement, as well as the quality and nature of employment opportunities;
- the ability to create linkages with other *Winnipeg Development Agreement (WDA)* programs,

public, and private sector programs;

- ▶ the capacity to impact and facilitate employment equity within the City of Winnipeg organization beyond the term of the Agreement.

HOW TO APPLY?

All proposals will be received on a continuous basis by the Equity and Diversity Office, Corporate Services Department.

Proposals should include:

- ▶ A detailed project description including a needs assessment statement, detailed costs, cashflow projections and confirmation of funding from other sources;
- ▶ A description of the consultation which has occurred with government, private sector organizations, individuals and/or other stakeholders;
- ▶ a statement of how the project meets the goals and objectives of the WDA;
- ▶ A statement outlining how the project will become self-sufficient beyond the term of the WDA.

WHAT IS THE APPROVAL PROCESS?

- All proposals will be reviewed by the Equity and Diversity Office with assistance from the City's Community and Race Relations committee and the other levels of government.
- ▶ The City of Winnipeg's Executive Policy Committee will be the approval body responsible for projects up to \$100,000. Projects in excess of \$100,000 will be submitted to City Council for approval.
- ▶ Once a specific project is approved, a contribution agreement will be developed that specifies the terms and conditions under which funding will be provided.

FOR FURTHER INFORMATION, PLEASE CONTACT:

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APPENDIX C

Preparing A Detailed Proposal for Submission Under the WDA

Preparing a Detailed Proposal for Submission

Winnipeg Development Agreement
Program 5C - Employment Equity

This application has four parts - please complete all four sections and include in your application.

Part One	- Project Proposal
Part Two	- Supporting Documents
Part Three	- Completed Evaluative Criteria
Part Four	- Completed Check List

Part One: Project Proposal

Please address, in detail, the following areas:

1. Project Title
2. Initiating Agency/Department
3. Contact Name and Phone Number
4. Identify the sub-program(s) within Program 5C that the proposed project fits.
5. Briefly describe the project concept and indicate anticipated time frames for approval, implementation and completion.
6. Please state the goals and objectives of the project.
7. Briefly describe the existing support for this concept (based upon consultation with other levels of government, private sector organizations, community groups, individuals and/or other stakeholders).
8. Please comment on the project and it's alignment with organizational objectives (provide comments related to Plan Winnipeg alignment, alignment with other City of Winnipeg organizational directives, and the projects' contribution to the goals of the Equity and Diversity Initiative).
9. Comment on the project's ability to contribute to an organizational culture that values equity and seeks to capitalize on workforce diversity.
10. In what ways will this project identify and reduce barriers to employment equity within the municipal workforce.

11. Does this project have the potential to create sustainable employment within the City of Winnipeg organization.
12. Comment on the long term contributions of this project to the employment equity goals of the City of Winnipeg organization.
13. Comment on societal, employment and demographic trends in our community which support this project.
14. Please outline, in detail, how the project will be implemented (include information on time frames, project leaders, project target groups, and other considerations)
15. Identify potential partners for this project. Have these potential partners been approached/ confirmed? Indicate type and degree of participation desired.
16. Provide detailed budget and cash flow requirements for the entire term of the project.
17. Date of Submission

Part Two: Supporting Documents

Please provide the following documents in support of your organization's proposal:

- Articles of Incorporation
- Statement of Purpose, Mission and Objectives of Organization
- Brief resume of organizational experience in implementing and supporting projects such as the proposed project
- Two letters of support for the project
- Letters of financial commitment from project partners (if available). If not, copies of application forms submitted and a statement regarding anticipated time frames for decision making.

Part Three: Evaluative Criteria

Projects will be considered for funding based on the following criteria.

Does your project demonstrate the following:

Support within the community for the project? YES NO

Alignment with City of Winnipeg organizational objectives? YES NO

- Alignment with the goals of the Equity and Diversity Initiative at The City of Winnipeg? YES NO
- The ability to identify and reduce barriers to employment equity within the City of Winnipeg workforce? YES NO
- The potential to create sustainable employment within the City of Winnipeg organization? YES NO
- The capacity to lever additional resources to complement program funds? YES NO
- The capacity to create linkages with other WDA programs, public and private sector programs? YES NO
- Committed or anticipated funding from other sources? YES NO
- An impact on employment equity within the City of Winnipeg organization beyond the scope of the Agreement? YES NO
- The provision of quality employment opportunities and/or advancement potential within The City of Winnipeg organization that align with future workforce trends? YES NO

Part Four: Check List

Have you included:

- Detailed Project Proposal (answering all relevant questions)
- Articles of Incorporation
- Statement of Purpose, Mission and Objectives of Organization
- Resume
- Two letters of support for the project
- Letters of financial commitment from project partners
- Detailed Budget
- Cash Flow Projections

Completed Evaluative Criteria Form



Completed Check List Form



APPENDIX D

Operational Definitions

THE REVISED OPERATIONAL DEFINITIONS *as approved by WDA Coordinators (November 1998)*

Innovative Programming - refers to programs which are using new approaches; that is, using processes or structures that have not been used before in a **given location** or by **the implementing level of government**. Programs that are using WDA funding to replace other government funding are not to be judged as being innovative.

Program Integration - WDA programs are integrated when two or more of them can be seen as distinct pieces of a larger enterprise or initiative (e.g. North Main Programs 1A/1 B/1 C Riverbank Development 12A Manitoba and Winnipeg), or when a project is jointly funded by two or more programs or sub-programs within the WDA.

Program Coordination - WDA programs are coordinated with other government programs (both WDA and non-WDA) when they operate in the same area with similar purposes as these other programs, but take the other programs into account (through communication or specific knowledge) one another's mandate and activities in order to avoid overlap and duplication.

Complementarity - refers to monies flowing to the programs/projects from government, but **outside of the WDA** (that is, government non-WDA contribution). Complementarity is one aspect of coordination.

Leveraged Money - refers to money flowing to program/projects from **outside of government** (e.g. contributions from proponents)

In-kind Contributions - refers to goods or services dedicated to a particular program/project that has an identifiable dollar value.

Partnerships - result from the provision of money or in kind contributions to a program/project by a private and/or non-profit organization or individual. The provider becomes a partner; that is, the result of leveraged money, or in-kind contributions is to be considered a partnership.

Safety - refers to initiatives addressing issues of personal safety, ranging from the promotion of physical well-being to crime prevention.

Environmentally sound - refers to programs which meet applicable environmental laws, regulations and standards.

City-wide - refers to initiatives which are open to participants or proponents from all areas of the city. *(The overall Agreement will be assessed in the light of how programs and sub-programs combine to make WDA city-wide.)*

Project commitment - A commitment exists when the required approval is in place to expend an identifiable sum of money on a project.

A feasibility study is considered a **single** project.

A project renewal is considered an extension of the original project commitment.

Proactive Information Services Inc.

APPENDIX E

Evaluation Feedback Form

EVALUATION FEEDBACK FORM

1. What did you find useful about today's session ?

2. What did you like least about today's session?

3. Do you think this information could have been collected in a different way ? If yes, how ?

4. In your opinion, is the framework fair and unbiased ?

5 Additional comments

APPENDIX F

**The Evaluation Framework : A Report Submitted to the Coordinator of the
Equity and Diversity Initiative**

**Targeted Evaluation Framework for Program 5C (Employment Equity) of the
Winnipeg Development Agreement**

(Developed as a Result of Focus Groups and Interviews)

A Report Submitted to the Coordinator of Equity and Diversity Initiative

August 23/99

Prepared by: Mohinder Bajwa

1.0 INTRODUCTION

In 1995, The Winnipeg Development Agreement (WDA), a tri level agreement, committed \$75.00 million over five years to increase economic development and employment opportunities throughout the city of Winnipeg. It is an agreement between the governments of Canada, Manitoba and Winnipeg.

The agreement consists of different programs including Program 5C: Employment Equity. The details of this program are discussed in more detail in the "Context" section of the evaluation framework. The agreement explicitly outlines the need to evaluate the agreement overall as well as targeted evaluations of each program on an as needed basis.

In September 1998 the development of a targeted evaluation framework for Program 5C was commissioned by the program manager. The principal author of this document was seconded for six months (from Sept./98 to Feb./99) to develop this evaluation framework. The secondment opportunity was unique in that it served as setting for the principal author to complete a practicum in the area of evaluation as part of the M.S.W. program in the Faculty of Social Work at The University of Manitoba.

This evaluation framework will serve as a background to the evaluation of Program 5C, which will be conducted by an independent consultant.

Detailed background on the WDA and Program 5C is provided in section 2.0. An in depth understanding of the WDA and Program 5C is necessary to gain a better understanding of the evaluation framework.

The evaluation framework was developed as a result of conducting an extensive literature

review, conducting interviews with various stakeholders, and holding focus groups with the stakeholders. This is a brief internal report rather than an academic report. It is designed for the program manager of 5C and other stakeholders for a quick reference to the evaluation framework. References are provided at the end of the document. These were used to develop this framework.

2.0 General Information of the Winnipeg Development Agreement

The Winnipeg Development Agreement is an agreement between the Government of Canada, the Government of Manitoba and the City of Winnipeg. The Agreement provides a mechanism whereby the three levels of government can work together with business and the community to create long term sustainable economic development for the City of Winnipeg through program measures directed toward three functional areas: economic sectors, labour force, and community development.

The objectives of the Agreement are:

- 1) to create long term employment;
- 2) to assist people in accessing job opportunities and;
- 3) to create a safe, healthy, and environmentally sound community in which to live, work, and do business.

The seven principles that underlie the Agreement are:

- coverage of the entire city of Winnipeg,
- public consultation and participation,
- public-private and non profit partnerships,
- innovation,
- integration of programs and sub programs,
- environmentally sound and,
- coordination with other intergovernmental initiatives.

There are fifteen programs under the Agreement. The programs cross three sectors: Community Development and Security. Labour Force Development and Strategic and Sectoral Investments.

2.1 Evaluation of Sub Programs

Under the terms of the Agreement, an evaluation plan has been developed and approved by Policy Committee. The plan presents a two pronged approach to evaluation. The first prong is an overall evaluation of the Agreement and its programs.

The second prong of evaluation is **Targeted Evaluations**. Targeted evaluations provide more in-depth evaluations of particular programs or sub programs. Such evaluations may look at the impact of a program on a particular neighbourhood, community and/or target population or might focus on a comprehensive evaluation of a particular program considering such variables as achievements of intended results, secondary impacts, appropriateness, acceptance by the target population, costs, productivity etc. Targeted evaluations are identified and implemented by each jurisdiction.

2.2 PROGRAM 5C: EMPLOYMENT EQUITY

WHAT IS THE EMPLOYMENT EQUITY PROGRAM?

The goal of Program 5C - Employment Equity is to provide enhanced employment opportunities within the City of Winnipeg organization in order to build and maintain a workforce that is more representative of the available labour force in the city. The program will focus on the current and future employees and primarily designated groups (Aboriginal people, women, people with disabilities and visible minorities).

WHO CAN APPLY?

Community-based groups, non-profit and for profit organizations and municipal departments are eligible to apply.

WHAT TYPES OF PROJECTS QUALIFY?

Funding will be available for a range of projects that offer innovative approaches towards

building and maintaining a more diverse workforce. Emphasis will be placed on projects that ensure recruitment, selection, retention and promotion of current and future employees is carried out in a non-discriminatory manner. The program has identified four categories under which projects can be developed. They are: pilot action projects; systems support and assessment; workforce support and enhancement; and coordination and delivery. Detailed descriptions of the four sub-programs are provided in the Program Authorization.

WHAT ARE THE FUNDING LIMITS?

The program has \$1.2 million over the term of the Agreement, until March 2001.

WHAT ARE THE PROJECT CRITERIA?

Projects will be considered for funding based on the following criteria:

- the degree of alignment with and ability to support equity and diversity initiatives within the City of Winnipeg organization;
- the capacity to create an organizational culture that values equity and seeks out and capitalizes on workforce diversity;
- the capacity to identify and reduce barriers to employment equity within the municipal workforce;
- commitment to identified, sustainable employment within the City of Winnipeg organization;
- the capacity to lever additional resources to complement program funds;
- significant impact on human resource systems and practices, including the scope of sustainable employment opportunities, and/or opportunities with a realistic expectation of career advancement, as well as the quality and nature of employment opportunities;

- the ability to create linkages with other *Winnipeg Development Agreement* (WDA) programs, public, and private sector programs;
- the capacity to impact and facilitate employment equity within the City of Winnipeg organization beyond the term of the Agreement.

HOW TO APPLY?

All proposals will be received on a continuous basis by the Equity and Diversity Office, Corporate Services Department.

Proposals should include:

- A detailed project description including a needs assessment statement, detailed costs, cash flow projections and confirmation of funding from other sources;
- A description of the consultation which has occurred with government, private sector organizations, individuals and/or other stakeholders;
- a statement of how the project meets the goals and objectives of the WDA;
- A statement outlining how the project will become self-sufficient beyond the term of the WDA.

WHAT IS THE APPROVAL PROCESS?

- All proposals will be reviewed by the Equity and Diversity Office with assistance from the City's Community and Race Relations committee and the other levels of government.
- The City of Winnipeg's Executive Policy Committee will be the approval body responsible for projects up to \$100,000. Projects in excess of \$100,000 will be submitted to City Council for approval.
- Once a specific project is approved, a contribution agreement will be developed that specifies the terms and conditions under which funding will be provided.

FOR FURTHER INFORMATION, PLEASE CONTACT:

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2.3 Preparing a Detailed Proposal for Submission under Program 5C

Winnipeg Development Agreement
Program 5C - Employment Equity

This application has four parts - please complete all four sections and include in your application.

Part One	- Project Proposal
Part Two	- Supporting Documents
Part Three	- Completed Evaluative Criteria
Part Four	- Completed Check List

Part One: Project Proposal

Please address, in detail, the following areas:

1. Project Title
2. Initiating Agency/Department
3. Contact Name and Phone Number
4. Identify the sub-program(s) within Program 5C that the proposed project fits.
5. Briefly describe the project concept and indicate anticipated time frames for approval, implementation and completion.
6. Please state the goals and objectives of the project.
7. Briefly describe the existing support for this concept (based upon consultation with other levels of government, private sector organizations, community groups, individuals and/or other stakeholders).
8. Please comment on the project and it's alignment with organizational objectives (provide comments related to Plan Winnipeg alignment, alignment with other City of Winnipeg organizational directives, and the projects' contribution to the goals of the Equity and Diversity Initiative).
9. Comment on the project's ability to contribute to an organizational culture that values equity and seeks to capitalize on workforce diversity.

10. In what ways will this project identify and reduce barriers to employment equity within the municipal workforce.
11. Does this project have the potential to create sustainable employment within the City of Winnipeg organization.
12. Comment on the long term contributions of this project to the employment equity goals of the City of Winnipeg organization.
13. Comment on societal, employment and demographic trends in our community which support this project.
14. Please outline, in detail, how the project will be implemented (include information on time frames, project leaders, project target groups, and other considerations)
15. Identify potential partners for this project. Have these potential partners been approached/ confirmed? Indicate type and degree of participation desired.
16. Provide detailed budget and cash flow requirements for the entire term of the project.
17. Date of Submission

Part Two: Supporting Documents

Please provide the following documents in support of your organization's proposal:

- Articles of Incorporation
- Statement of Purpose, Mission and Objectives of Organization
- Brief resume of organizational experience in implementing and supporting projects such as the proposed project
- Two letters of support for the project
- Letters of financial commitment from project partners (if available). If not, copies of application forms submitted and a statement regarding anticipated time frames for decision making.

Part Three: Evaluative Criteria

Projects will be considered for funding based on the following criteria.
Does your project demonstrate the following:

- | | | |
|--|------------------------------|-----------------------------|
| Support within the community for the project? | <input type="checkbox"/> YES | <input type="checkbox"/> NO |
| Alignment with City of Winnipeg organizational objectives? | <input type="checkbox"/> YES | <input type="checkbox"/> NO |
| Alignment with the goals of the Equity and Diversity Initiative at The City of Winnipeg? | <input type="checkbox"/> YES | <input type="checkbox"/> NO |
| The ability to identify and reduce barriers to employment equity within the City of Winnipeg workforce? | <input type="checkbox"/> YES | <input type="checkbox"/> NO |
| The potential to create sustainable employment within the City of Winnipeg organization? | <input type="checkbox"/> YES | <input type="checkbox"/> NO |
| The capacity to lever additional resources to complement program funds? | <input type="checkbox"/> YES | <input type="checkbox"/> NO |
| The capacity to create linkages with other WDA programs, public and private sector programs? | <input type="checkbox"/> YES | <input type="checkbox"/> NO |
| Committed or anticipated funding from other sources? | <input type="checkbox"/> YES | <input type="checkbox"/> NO |
| An impact on employment equity within the City of Winnipeg organization beyond the scope of the Agreement? | <input type="checkbox"/> YES | <input type="checkbox"/> NO |
| The provision of quality employment opportunities and/or advancement potential within The City of Winnipeg organization that align with future workforce trends? | <input type="checkbox"/> YES | <input type="checkbox"/> NO |

Part Four: Check List

Have you included:

- | | |
|--|--------------------------|
| Detailed Project Proposal (answering all relevant questions) | <input type="checkbox"/> |
| Articles of Incorporation | <input type="checkbox"/> |
| Statement of Purpose, Mission and Objectives of Organization | <input type="checkbox"/> |

- Resume
- Two letters of support for the project
- Letters of financial commitment from project partners
- Detailed Budget
- Cash Flow Projections
- Completed Evaluative Criteria Form
- Completed Check List Form

3.0 THE FOCUS GROUPS

Two one and half hour group sessions were held. These focus groups were used as consultations to obtain feedback on the relevance of the evaluation framework to evaluate Program 5C. One group consisted of successful organizations/individuals funded under Program 5C. The other focus group consisted of people who were knowledgeable and were practising in the area of Employment Equity (EE). The latter group of people belonged to the Manitoba Employment Equity Practitioners Association (MEEPA) and represented government, private, and not for profit sectors addressing a wide range of equity and diversity issues. Invitations were sent to 10 individuals in each group. The focus groups were held at The City of Winnipeg on February 12/99.

The group session was relatively unstructured to allow for spontaneous responses from the participants.

4.0 ANALYSIS AND RESULTS OF THE FOCUS GROUP DISCUSSIONS AND INTERVIEWS

The data from the focus groups and the interviews was analysed using methodologies that are consistent with the qualitative approach to evaluations. However, there were some exceptions to the methods used to analyse the data. For example, the data was not coded to reflect common themes, categories and patterns because the questions in the evaluation framework became the categories. These categories were developed through relevant literature review and consultations with various stakeholders. The responses of the focus group participants were examined as to how they informed the framework. Consequently there was no need to do detailed coding of the meaning units.

The results from the focus groups indicated that the evaluation framework was an important document that would guide the comprehensive evaluation of Program 5C.

5.0 THE EVALUATION FRAMEWORK

The evaluation framework is divided into four parts. Part I consists of context which provides some historical background and factual information. Part II consists of process or implementation evaluation designed to assess whether the program is operating as originally designed or intended. Part III of the evaluation, the output section, is designed to assess the immediate results of Program 5C. Part IV recognizes that the parameter of this evaluation framework is the evaluation of Program 5C, however the City's overall approach to equity and diversity and Program 5C are inter-related and so are their evaluations.

The proposed design and data collection methods are related to each of the major components highlighted in the evaluation framework and are discussed within each evaluation component. It is recommended that data collection methods use:

- Both qualitative and quantitative measures of success to address major subject areas of evaluation.
- Methods that are user friendly and give meaningful information on a timely fashion.
- Snapshot data that show the numbers as well as occupational status of staff who belong to the designated groups and their proportion in relation to the total staff at the City.
- Flow data that shows the frequency of employment transactions such as hiring, promotions, and terminations for members of each designated group within the City of Winnipeg organization and for departments.

Some of the data are easily accessible. For example, the City's 1994 census and the 1996 Workforce Profile. Other data collection methods will have to be designed and tailored to Program 5C. This will include developing relevant forms to ensure the data collection methods are appropriate

by involving the relevant stakeholders.

It should be noted that the City has undergone major restructuring since 1996. This includes the merging of departments and the elimination of many management positions. Therefore, while the 1994 census and the 1996 Workforce Profile is recommended to be used as baseline data, using more up to date data would be desirable but the City may not have compiled such recent data.

Part I - Context

In July 1997, City Council approved the Program Authorization for Program 5C: Employment Equity of the WDA. This program allocated \$1.2 million (originally \$1.5 million) to provide enhanced employment opportunities within the City of Winnipeg Organization to build and maintain a diverse workforce that is more representative of the available labour force in the city. The program focuses on current and future employees and primarily designated groups (Aboriginal people, women, people with disabilities and visible minorities) as these groups have been historically disadvantaged in accessing meaningful employment opportunities in Canada as well as at the City of Winnipeg and are under-represented in the City of Winnipeg's workforce.

In the City's Audit Report on the Employment Equity Program, Employment Equity is defined as all the organizational policies, practices and initiatives collectively aimed at increasing the representation of designated groups across the organization. The program is intended to initiate actions to ensure that recruitment, selection, and promotion of current and future employees is carried out in a non discriminatory manner. The program is also expected to correct past disparities by removing both physical and systemic barriers and initiating special measures.

Program 5C is conducted under the auspices of City's Equity and Diversity Initiative which has taken a broader mandate to create a more respectful and diverse workforce that maximizes the

potential of all employees by creating a business case for equity. The business case for equity states that the City adopt an equitable workforce because this will make business sense in addition to achieving equity for social and moral reasons. As a large organization, the City serves diverse communities and people. Thus according to the business case, it would only make sense to reflect the workforce and services provided by the City to meet the needs of its diverse population. By doing this the City could retain or attract more customers. However, the rationale for Program 5C originates from the recognition that some groups have been historically disadvantaged in obtaining meaningful employment with the City of Winnipeg and therefore Program 5C places strong emphasis on employment equity.

Prior to Program 5C, several community groups such as The Social Planning Council of Winnipeg who work with designated groups to address some of their concerns, expressed disappointment with the City's progress on Employment Equity (EE). They expressed doubts the City was committed to the concept of EE as there was no clear evidence of accountability. Specifically these community groups were not sure who at the City was responsible to ensure that equity was being pursued and that progress was being achieved. Consequently in 1995, The Social Planning Council and an individual filed a complaint with the City's Ombudsman's Office against the EE program on its slow progress in addressing employment equity issues.

The City's Ombudsman's Investigation Report (1996) and The City's own Audit Report (1996) also indicated that despite having an EE program for last twelve years, the City had made limited progress in increasing the representation of designated groups in the Civic workforce .

Part II - Process/Implementation

The major emphasis of the evaluation should be on process and implementation as the program

is in the early stages of development and the evaluation framework is designed to reflect this emphasis. The process and implementation phase is divided into three components: 1) The relationship between WDA and Program 5C; 2) the proposal process; and 3) the administrative component. These three components are designed to address the major process issues expected to arise in the evaluation of program 5C.

By the end of the practicum, almost one year will have been passed and thus the program will no longer be at its early stages. Some of the projects funded under Program 5C will have been completed. Therefore, there will be a need to conduct a summative evaluation of these projects.

1. Relationship between WDA and Program 5C

The WDA and Program Authorizations indicate that programs under the WDA must be innovative, in line with the overall agreement, accessible to the entire population of the City, properly coordinated to prevent program duplication, and have community involvement. To address these issues, the following evaluation questions are recommended.

- 1) To what extent does 5C meet the goals/objectives of the WDA in terms of innovation, accessibility, training, coordination and partnerships?
- 2) What features makes 5C unique or innovative as defined by operational definitions developed by a consultant to evaluate the WDA overall? (see Appendix D for operational definitions).
- 3a) How is the program being coordinated with other programs under the WDA to prevent duplication of services?
- b) What is the perception of community groups regarding their relationship and experiences with the three levels of government?

Design and Data Collection Methods

Qualitative measures will include interviews with the program manager and other key stakeholders as well as a literature review related to the program. This will consist of official documentation regarding the program and “grey” literature such as office memorandums and other internal documents.

2. Proposal Process for obtaining funding under Program 5C

The evaluation of the proposal process was also determined to be an important component of the evaluation framework. To answer some of the evaluation questions on the proposal process, the following questions are suggested.

- 4) Is the program functioning as originally designed or intended?
- 5a) What is the program manager’s general perception of the proposal process for giving grants to community groups and individuals?
- b) Are the proposals received from various agencies developed according to the eligibility criteria developed for the program?
- c) Does the program manager feel these community agencies realize the complex operational environment of the program which involves political and administrative considerations?
- d) What types and number of community groups/organizations are being funded under the program?
- 6a) What is the perception of successful applicants regarding the eligibility criteria? Was it clear and consistent?
- b) Were funds disbursed on a timely basis?
- c) Did the applicants receive guidelines in interpreting the eligibility criteria?

- d) What are their recommendations for improving the process if it needs improvement?
- 7a) What is the perception of unsuccessful applicants on the proposal process?
 - b) Was the eligibility criteria clear and consistent?
 - c) Did the agencies receive help in developing their proposals?
 - d) Were these agencies provided with accurate information as to why they were unsuccessful?
 - e) Was this information provided on a timely basis?

3. Administrative

To answer some of the evaluation question related to political and administrative issues, the following questions would be useful.

- 8) What is the perception of the program manager regarding the adequacy of fiscal and human resources for the program?
- 9a) Does the program have commitment from civic politicians and senior administration?
 - b) What policies or practices has the City developed that demonstrates its commitment to Employment Equity?
 - c) If the City has such policies or practices, what criteria is used to measure their success?
 - d) How are these policies or practices implemented?
 - e) The City has undergone major restructuring since 1996, how has this impacted designated groups?

Design and Data collection methods related to Proposal Process and Administrative Component

Qualitative measures will include interviews and/or holding focus groups of successful applicants to determine the perception of individuals/community groups/staff/administrative and

political leadership on obtaining/giving grants, contracts and services.

Interviews with unsuccessful applicants and other community members that are likely to apply for funding in the future will also be helpful in assuring the success of similar agreements or projects.

It is proposed that quantitative measures include studying the number and types of projects being funded, how budget and resources are being utilized, and analysis of the time requirement to give/obtain funding.

In response to question 5b (number and types of organizations funded), it is recommended that quantitative information include determining the number and types of community groups involved as well as demographic and statistical information on criteria such as gender, ethnicity, geographic area, age and other related variables.

Other quantitative measures may include analysis of the extent of complementary funding from other sources such as other levels of government, private and non profit sectors. Another measure of success will be to document the number of persons who obtained employment with the City, the type of employment, whether it was permanent or temporary and whether it was part time or full time. Another relevant questions is: Were there any other benefits as a result of these employment opportunities? For example, did youth develop leadership skills that they can utilize in the community?

Part III - Output (Immediate results to September 30, 2001)

The WDA and the program authorization explicitly highlighted providing enhanced employment opportunities to the designated group members and eliminating physical and systemic barriers so the recruitment, selection and retention of current and future employees is carried out in a non discriminatory fashion. The evaluation questions pertaining to this part are outlined below.

10) What number and types of projects were funded under the program?

- 11a) What types of projects addressed the issue of increasing representation and retention of the designated group members in the civic workforce and how?
- b) Did the representation at the City increase as a result of 5C? If so what types of occupations or job categories were affected by the program?
- c) How do the management and the unions feel about representation and special measures in relation to adequacy and philosophy or approach?
- d) What have the unions and management actually done to facilitate or negate the goals and objectives of Employment Equity at the City?
- 12) What types of projects addressed the issue of eliminating physical and systemic barriers and how?
- 13a) How was the City of Winnipeg as an organization affected as a result of 5C?
- b) What are the attitudes of non designated groups towards Employment Equity?
- c) What are the attitudes of designated groups towards Employment Equity?
- d) What types of educational programs support Employment Equity at the City and are these programs successful?
- e) Have there been any other effects as a result of this program?
- 14a) How has 5C contributed to the business case for equity and diversity at the City?
- b) Has 5C resulted in the City being a more socially responsible employer?

Design and Data Collection Methods

The proposed qualitative measures will include interviews with various stakeholders to reflect on their experiences over the span of the project from 1997 to 2000. Other qualitative measures strongly recommended include reviewing employment systems to ensure they are fair and equitable

and examining whether or not physical and systemic barriers still exist and how they can be eliminated.

Proposed quantitative measures will include analysing representation data and retention strategies by specific job categories, salary, and gender. It will be important to ascertain whether Program 5C has contributed to any change? The City's 1994 census data and data in the Civic Workforce Profile can be used as a baseline although using a more up to date data is recommended

There are some projects approved under the program that are not just about hiring. For instance, the program is also meant to reduce or eliminate systemic barriers. Quantitative measures of these projects may include studying the number systemic barrier reduced or eliminated.

Part IV - Relationship between 5C and City's overall approach to Employment Equity

Similar qualitative and quantitative measures to those outlined above may be used to study the effectiveness of the City's overall approach to equity and diversity. Measures of success may include analysis of numerical time tables and goals, educational components, the effect of collective agreements on EE, especially the seniority clauses, a cultural audit to determine the attitudes of the civic workforce on EE, and integration of equity and diversity issues into departmental business plans.

The evaluation of Program 5C and the the City's overall approach should provide answers to the accountability issue and final impact of the Equity and Diversity Initiative. It is suggested that study in evaluating the final impact begin early and should conclude by the year 2005. The City's Audit report of 1996 should be used as a baseline to determine the effectiveness of the Equity and Diversity Initiative overall and to assess whether there have been any improvements since 1996.

6.0 Suggestions for Improving Program 5C

In developing the evaluation framework, it was recognized that it would have some important implications for Program 5C. Some of these issues are discussed below. It should be emphasized that these are preliminary findings only. They are discussed here because evaluability assessments are forms of formative evaluations. Therefore, I feel it is appropriate to comment on some of these issues. Naturally, the impact of Program 5C can only be assessed once a full evaluation has been completed.

The following paragraphs summarize the preliminary findings which were a result of the various activities conducted during the practicum including the analysis of the focus group consultations and the interviews held with various stakeholders. In addition, I offer my observations on Program 5C having been intimately involved with the program over the last year. Suggestions are also made on how to improve the program where necessary. Reasons for the suggestions are also provided.

After the suggestions are highlighted, some of the successes of the program will be discussed to give a balanced perspective of the program.

Suggestions:

1) That Program 5C should be more aggressively marketed and advertised both to the community and to other civic departments.

Some of the agencies that were not successful in obtaining grants under the program indicated that the “average person on the street has never heard of Program 5C”.

In 1995, the City did hold community focus groups on the program but it was a general consensus among various stakeholders that few consultations have been held since then.

2) That Program 5C have more support and commitment from top political and administrative personnel in the organization.

According to many of the participants in the focus groups, Program 5C still lacks political and administrative support and accountability, which has been the major criticism of employment equity programs at the City over the years. This lack of support for the program was particularly evident when representatives from all fifteen civic department were invited to an information session on the Social Planning Council's Internship Program under Program 5C and only three came to the session.

The impact of the political process on getting projects approved was again demonstrated when another research project called "Clerical Beyond 2000: The Role of Women in the Civic Workforce" was presented to EPC for approval. The aim of this project was to examine the changing face of the clerical field in the City of Winnipeg. It is widely recognized that the clerical field will be faced with significant reductions in the future due to improvements in technology. This field is mostly dominated by women and the reduction number of jobs will have a significant impact on this population. One of the councillors remarked that if the recommendation from this project were to indicate that women need additional training to explore alternative careers with the organization, there is simply no money for training. The councillor asked whether such a recommendation would obligate the City to spend more money than it has. Once again budget issues seemed to be the underlying factor for consideration rather than equity and diversity issues. The program manager for Program 5C explained that the project may also highlight alternate sources of funding the City could explore if the recommendation was that women needed further training.

It should be noted that the City has identified the need to address accountability. This accountability framework will allow senior administration to hold individual department managers

responsible for achieving employment equity goals in their respective departments. The senior management and civic political leaders would in turn be held accountable by various stakeholders previously discussed. This should allow Program 5C to demonstrate concrete results.

In addition, the Community Services Department will make equity and diversity training mandatory for all of its managers. The director of this department wants equity and diversity issues to be considered in all operational aspects of the department.

3) That the City develop and maintain an up to date Human Resource Information System that will allow it to reflect accurate data on its workforce.

The EDI coordinator is currently working in conjunction with the Human Resource Services Division on this issue. She wants to be able to keep statistics on the number and types of jobs held by all employees in the organization as well as movement across job categories. An applicant tracking systems was introduced in January, 1997. This should provide some of the up to date data that will be required for some of the evaluation questions.

There has been a problem in the past with employees completing voluntary self declaration forms. These forms contain very useful statistical information such as gender and, ethnic background, as well as other information. They are used for statistical purposes only. Although they are often completed when a person first applies for a City job, they may be completed at any time. The EDI coordinator feels that the City has considerably more people with disabilities than the workforce statistics indicate. Some people develop a disability after they have been a City employee for some time but fail to notify their department about the change in their status. Perhaps the consultant hired by the City to evaluate Program 5C can explore in detail why self declaration is a problem. Accurate filing of these voluntary declaration forms will ensure accurate information on all of the civic workforce, not

only designated groups.

4) That the Employment Systems Review be a major part of Program 5C to ensure the City's employment systems are fair and equitable. The Employment Systems Review should be conducted as soon as possible. In particular, seniority clauses in collective agreements should be examined.

There are several reasons for conducting an employment systems review. Most of these were discussed earlier. Most of the stakeholders involved with Program 5C feel that seniority clauses pose a systemic barrier to the designated groups. The primary system for filling jobs and promotions under seniority clauses is the length of service provided the candidates meet the minimum qualifications for the job. Often people in designated groups have the least seniority and thus have difficulty accessing jobs and promotional opportunities even if their education and experience is above those of the more senior candidates. This is especially true of jobs under Canadian Union of Public Employees (CUPE). The seniority issues are not supposed to be a factor in management positions but in practice, it is very much a factor. For example, people at the entry level supervisory positions are often promoted according to years of service if other candidates possess the same qualifications.

It should be noted that the seniority clauses are not inherently negative. Some members of CUPE argue that the alternative of leaving the hiring and promotional decisions entirely to management is very subjective and may have even more adverse effects on designated groups. Nevertheless, the issue needs to be examined.

Some of the stakeholders feel that the while management and the unions argue over the issue, all designated groups continue to suffer.

5) That the evaluation of Program 5C should commence as soon as possible while the program is still at its early stages.

This will allow the evaluator to comment on the immediate operations of the program and give the program manager a chance to make improvements where necessary.

Most senior managers in the City feel evaluation implies demonstrating only the final results. The program manager of 5C pointed out that process evaluation is extremely important and this can only be done if the evaluation process begins early. Without process evaluation it would be difficult to say why the program did or did not work well.

6) That the program manager of 5C should be given more autonomy and more control over fiscal and human resources devoted to the program.

Insufficient resources were identified as a major problem for the City's Employment Equity Program in the City's Audit Report in 1996 (now called the Equity and Diversity Initiative). This continues to be a problem for the EDI. Originally, there were three professional staff and a support person assigned to the EDI. As a result of the City's restructuring in 1997, only the program manager and a support person were full time employees of EDI. This has put enormous pressure on the program manager to achieve goals and objectives related to Program 5C. The program manager has had to continue to find innovative ways such as secondments and contract help to staff the program. The program manager often works extended hours and it is her sheer devotion to the program that keeps the program running.

Political and administrative constraints on fiscal resources of the program was also a major factor. For instance, in October, 1998, \$300,000 was diverted from Program 5C to another program under the WDA. This had a significant negative impact on the program as the program manager was

not able to conduct some extremely important activities she had intended.

Recently, the program manager was advised that there would be further fiscal constraints on Program 5C dollars available in 1999. This will limit the number of projects that can be carried out in 1999. Some of the organizations interviewed indicated that they would like more support from the program manager in developing their proposals for Program 5C . They also noticed the shortages in staff devoted to the program. The commitment of appropriate human and fiscal resources to Program 5C is needed if the program is to achieve any significant results.

7) That Program 5C continue to keep open and prompt communication with various stakeholders.

Both the successful organizations and the unsuccessful organizations indicated that the response time to hear back the results of their proposals was too lengthy. This sometimes led to speculations as to what was happening with their proposals and if there was a “hidden agenda”.

The program manager of 5C continues to do her best to keep the stakeholders abreast of what is happening with Program 5C. This includes articles on equity and diversity issues in each publication of the local civic newspaper as well as attending numerous meetings with various stakeholders. There are also annual reports produced on the operation of Program 5C.

The participants in the focus groups indicated that it is important to share information when the program succeeds. The implication is that success of a project or activity may have a “domino” effect.

8) That the City should continue to emphasize social and moral reasons in addition to business reasons to achieve equity. The reasons for this were discussed in the analysis phase of the focus groups.

9) That Program 5C should place 10 to 12 candidates in City jobs through the Social Planning Council's Internship Program as soon as possible.

Under this program, ten to twelve people from the designated groups were to be placed in existing City jobs at the professional and management level. Even though, the program has been operational since October, 1998, only one candidate has been placed through this program. This project is an opportunity for the City to increase the number of designated group members in quality jobs.

It should be emphasized that Program 5C has funded various projects over the past year that have had very positive effects. These include the hiring of aboriginal and visible minority youths to train as Youth Guards and Recreation Technicians. Such initiatives will empower the youths of these designated groups and will help them develop leadership skills. It is anticipated that these youths will transfer their leadership abilities to the wider community and act as role models for other youths. Other major activities include ongoing educational workshops on equity and diversity issues throughout the City. These educational workshops will hopefully develop positive attitudes towards designated groups and equity and diversity issues. The aim is to build a workplace environment where each employee is respected and treated with dignity. Some of the projects funded under the program will benefit all citizens of Winnipeg not just the designated groups. The Accessibility Audit is one such example. This project was designed to study how the City's services can be made more accessible. It will ensure the City's services are accessible by all people in Winnipeg not just people with disabilities. There are other positive developments on the horizon that may further contribute to the success of Program 5C such as the acknowledging the need to address accountability.

The practicum findings, conclusions, and recommendations indicate that while Program 5C has

made progress with some very positive results over the last year, the effectiveness of Program 5C can only be determined through a comprehensive evaluation of the program. The evaluation framework developed during this practicum will help in this endeavour.

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