

**Indicators for an Employment Continuum:
Winnipeg Inner City Programs**

by

Lee Ann Beaubien

A Thesis submitted to the Faculty of Graduate Studies of
The University of Manitoba
in partial fulfilment of the requirements of the degree of

Master of City Planning

Department of Architecture
University of Manitoba
Winnipeg, Manitoba, Canada

Copyright © 2007 Lee Ann Beaubien

THE UNIVERSITY OF MANITOBA
FACULTY OF GRADUATE STUDIES

COPYRIGHT PERMISSION

**Indicators for an Employment Continuum:
Winnipeg Inner City Programs**

By

Lee Ann Beaubien

A Thesis/Practicum submitted to the Faculty of Graduate Studies of The University of
Manitoba in partial fulfillment of the requirement of the degree

Of

Master of City Planning

Lee Ann Beaubien©2007

Permission has been granted to the University of Manitoba Libraries to lend a copy of this thesis/practicum, to Library and Archives Canada (LAC) to lend a copy of this thesis/practicum, and to LAC's agent (UMI/ProQuest) to microfilm, sell copies and to publish an abstract of this thesis/practicum.

This reproduction or copy of this thesis has been made available by authority of the copyright owner solely for the purpose of private study and research, and may only be reproduced and copied as permitted by copyright laws or with express written authorization from the copyright owner.

Abstract

Employment is traditionally regarded as a yes or no proposition, with people either being employed or unemployed. However many people in the inner city of Winnipeg fall somewhere on a continuum. As a result, many inner city programs have developed programs that complement the notion of an employment continuum. These programs promote life skills, employment readiness and employment skills. Unfortunately, many of the benefits people gain from these programs are not recognized or measured by funders, and government programs and policy.

The premise of this practicum is that employment is not a white and black issue, of employed or unemployed. Employment occurs on a continuum with a variety of stages falling between employed and unemployed. Thus, the purpose of this practicum is to explore the concept of an employment continuum, develop indicators to help measure these different stages of employment and propose that funding bodies should recognize these indicators. The research had two phases: information gathering and development of the indicator framework. The information gathering involved a literature review, interviews and surveys.

Acknowledgements

The author would like to thank her adviser, Dr. Sheri Blake; advisory committee members, Inonge Aliaga and Gerry Couture; research participants; and friends and family for all of their support and guidance.

Table of contents

List of Figures.....	7
Chapter One: Introduction.....	8
1.0 Introduction:.....	8
1.1 Background.....	12
1.2 The research problem.....	16
1.3 The purpose.....	17
1.4 Significance of the study.....	19
1.5 Biases and limitations.....	20
1.6 Context.....	21
1.7 Breakdown of the chapters.....	22
1.8 Conclusion.....	23
Chapter Two: Research Methods.....	25
2.0 Introduction.....	25
Section One: Information gathering.....	27
2.1 Introduction.....	27
2.1.1 Literature Review.....	28
2.1.2 Interviews.....	29
2.1.2.1 Introduction.....	29
2.1.2.2 Layout.....	29
2.1.2.3 Sampling.....	30
2.1.2.4 Data recording.....	32
2.1.3 Surveys.....	32
2.1.3.1 Introduction.....	32
2.1.3.2 Layout.....	33
2.1.3.3 Sampling.....	33
Section Two: Development of the indicator framework.....	34
2.2 Introduction.....	34
2.2.1 Participatory action research.....	35
2.2.2 Appropriate models.....	38
2.2.3 Participatory planning.....	44
2.2.4 Asset based community development.....	45
2.2.5 Workshops.....	47
2.2.5.1 Introduction.....	47
2.2.5.2 Workshop process.....	47
2.2.5.3 Layout.....	48
2.2.5.4 Recruitment.....	51
2.2.5.5 Data recording.....	52
2.2.5.6 Feedback from funders.....	52
2.3 Chapter Summary.....	53
Chapter Three: Literature Review.....	54
3.1 Introduction.....	54
Section One: Exploring employment.....	55

3.1.1 Exploring employment barriers	55
3.1.2 Exploring employment programming.....	56
3.1.3 Employment and social inclusion	58
3.1.4 Employment and health	60
3.1.5 Exploring the employment continuum.....	61
3.1.6. Employment readiness	67
3.1.7 Life Skills.....	69
3.1.8 Employment skills	69
Section Two: Exploring alternative employment	70
3.2.1 Alternative employment.....	70
3.2.2 Need for alternative employment.....	70
3.2.3 Opportunities for alternative employment	71
3.2.4 Social enterprises	72
3.2.5 Cooperatives	76
3.2.6 Conclusions.....	81
Section Three: Indicators	82
3.3.1 Laying the foundation for indicators.....	82
3.3.2 Types of indicators.....	83
3.3.3 Developing appropriate indicators	86
Section Four: Measuring the success of employment programming.....	90
3.4.1 Introduction.....	90
3.4.2 Government's approach to employment.....	90
3.4.3 Employment program indicators and frameworks.....	91
3.4.4 Summary of Literature Review.....	96
Chapter Four: Context	98
4.0 A background of employment programs in Winnipeg's inner city	98
4.1 Exploring private, non-profit and government funders	102
Chapter Five: Analysis	109
5.0 Introduction.....	109
5.1 Analysis of the interviews.....	109
5.2 Analysis of the surveys	115
5.3 Analysis of the workshop process.....	121
5.4 Analysis of the draft indicator frameworks	125
5.4 Analysis of the indicator framework.....	146
5.5 Conclusion:	155
Chapter Six: Discussion of the results.....	157
6.0 Introduction.....	157
6.1 Key Assumptions	157
6.2 Reviewing the research questions.....	160
6.3. Biases and limitations	162
6.4 Lessons learned.....	164
6.5 Future directions:	167
Appendix one: Barriers to employment.....	187
Appendix two: Interview Questions.....	188
Appendix three: Survey.....	189

Appendix four: Workshop handout.....	191
Appendix five: Workshop agenda I.....	192
Appendix six: Workshop agenda II.....	197
Appendix seven: Example of a tool for measuring basic physical health.....	201
Appendix eight: Guide for developing tools for measuring various success measures	205
Appendix nine: Consent forms for workshops.....	209
Appendix ten: Consent forms for workshop	213
Appendix eleven: Indicator framework-Draft IV- Measuring the benefits inner city programs provide on an employment.....	217
Appendix twelve: Indicator framework-Draft III.....	218

List of Figures

Figure 1: Composition of workshops.....	51
Figure 2: Employment continuum steps	64
Figure 3: FTE: Employment Continuum	66
Figure 4: Transtheoretical Model of Change	94
Figure 5: Transtheoretical Model of Change	95
Figure: 6 Programs accessed.....	116
Figure 7: Benefits gained from programs	117
Figure 8: Changes to programs	118
Figure 9: Programs that have provided people with skills.....	119
Figure 10: First draft indicator framework	126
Figure 11: Second draft indicator framework	131
Figure 13: Employment continuum	133
Figure 14: Third draft indicator framework.....	138
Figure 15: Continuum categories based on the Transtheoretical Model of Change and Draft indicator framework	149
Figure 16: Common success measures for the Transtheoretical Model of Change, Success Measures Guidebook and Draft indicator framework	151

Chapter One: Introduction

1.0 Introduction:

Many employment activities, especially life skills and employment readiness activities, are not recognized or measured by funders, and government programs and policy.

However they play a critical role in assisting people to be active and healthy citizens, earn income and/or gain employment. Inner city programs that both encourage employment and social inclusion need to be acknowledged and supported by funders, and government and policymakers.

Employment programs traditionally focus on assisting people to acquire full or part time positions. However this is not entirely reflective of employment in many neighbourhoods. Many low-income neighbourhoods experience serious barriers to employment including addictions, low education levels, language barriers, disabilities, trauma and a high percentage of single parents (Zeller, 2003). Some of these barriers are systemic, such as discrimination towards visible minorities, women, transgender and homosexuals. As a result, many of these inner city programs engage in a wide range of activities that promote hard and soft skill development and social inclusion. These activities fall on a continuum, ranging from employment readiness, employment skills and life skills. Activities on this continuum can include numeracy and literacy classes (employment skills), volunteering and subsidized job placements (employment readiness), and training with basic hygiene and parenting skills (life skills). Progress for these neighbourhoods can be indicated by increasing numbers of people acquiring

permanent employment, volunteering at a community inner city program, maintaining a clean living environment and appearance, or the number of people who report an increase in self-esteem. For some people facing insurmountable employment barriers ensuring they are able to participate in community life is important to the socio-economic health of the individual and community.

As a result, inner city programs have a more inclusive concept of employment. Employment can include odd jobs, bartering and participating in a healthy living program. The overall goal of employment is to provide opportunities for people to participate in their community in a way that benefits their health and wellbeing. The traditional definition of employment does not recognize informal types of employment and social inclusion. According to Statistics Canada (2007), employment is defined as individuals working for pay or are self-employed in the formal economy. People who receive pay for odd jobs or participate in community programming are not included in this definition. As a result, policy makers, program planners and funders traditionally measure the success of employment programs as the number of people acquiring employment. They also do not recognize the role inner city programs play in making people more employment ready.

The Canadian government first recognized the importance of employment programming in the 1960's, by establishing Human Resource and Development Canada (HRDC). HRDC provided training, work placements and subsidies, student loans, career planning, and job searching resources (Service Canada, 2005). Social Development Canada (SDC)

was established in 2003 to support social inclusion. The Canada Pension Plan, Old Age Security and programs for people with disabilities were administered by SDC (Social Development Canada, 2004). The province of Manitoba has Manitoba Advanced Education and Training (MAET) and Competitiveness, Training and Trade (CTT) to deliver and fund training, education and employment programs. MAET focuses largely on adult literacy and learning, while CTT focuses on employment and training programs (Province of Manitoba, 2007). Both the federal and provincial governments provide funding to inner city programs offering employment programming. Since the inception of these agencies (HRDC and SDC merged in 2006), the Canadian and Manitoban government's funding have largely been focused on education, training and job creation programs. They are geared towards assisting people with acquiring permanent and skilled employment (Service Canada, 2005). The employment initiatives undertaken and or funded by the Canadian and Manitoban government assume people face few or no barriers to employment.

There is a need for research on developing appropriate indicators for inner city programs. Inner city programs provide a variety of soft and hard benefits to individuals, employers, and neighbourhoods. However they often struggle with developing and implementing indicators that measure all of the benefits they provide. Exploring the relationship between them, and how they can better measure the success of their programming is critical to policy makers and funders. Indicators are often the basis for program planning and funding. Failing to recognize all the benefits these programs provide can result in

ineffective social policy and spending, and consequently higher levels of poverty and social exclusion.

Inner city program indicators should reflect the employment continuum in the inner city. They should also incorporate the community's socio-economic and political environment and values, and be developed and implemented in a participatory framework. Community residents and program staff are often best equipped to formulate these indicators.

Community planning can play a beneficial role in this process, by assuming a radical based planning model, engaging in mutual learning with the community and recognizing all different types of knowledge (Sandercock, 1998). According to the radical based planning model, planners facilitate as opposed to lead a process. They can also provide valuable ideas and resources. This approach diverges from the traditional and expert driven indicators the government traditionally uses to measure the success of employment initiatives.

This practicum explores and compares indicators for inner city programs in Winnipeg. The researcher uses the term "inner city programs" to refer to any program that works with individuals, families and or communities to promote their wellbeing. These programs can include advocacy, employment counselling, healthy eating, adult education, etc. The programs selected for study reflect the mix of life skills, employment readiness and employment skills programs that exist in Winnipeg. This practicum looks at similarities and differences between these program indicators, and then through three workshops with inner city program stakeholders, develops a framework of indicators.

The intent of the indicator framework is to assist a range of inner city programs in measuring their success. Representatives from government, inner city programs and private funders that commonly support non-profit programs in Winnipeg, were contacted for feedback and how they measure the success of programming.

This practicum examines how employment contributes to not only employment, but also social inclusion. It is a concept that has been discussed in great detail by the Spence Neighbourhood Association's Community Economic Development Committee (SNA CEDC), and has been recognized and implemented by several inner city programs in Winnipeg, including the West Central Women's Resource Centre, PATH Resource Centre, Opportunities For Employment and the Community Garden Preserve's Group. This practicum builds upon the academic and practical work undertaken by these inner city programs, and discusses conventional and alternative employment indicators. Upon the completion of three workshops with the inner city program stakeholders, a draft of indicators was created. The draft of indicators was distributed to funders for discussion. The indicators were used to steer and celebrate formal and informal employment related activities in Winnipeg's inner city.

1.1 Background

Unemployment and poverty are a major issue in many parts of Winnipeg's inner city. The unemployment rate for Spence is 13.9%, West Broadway 14.4%, Centennial 17.2%, William Whyte 15.9%, and North Point Douglas 18% according to the 2001 Winnipeg Census data. These numbers are significantly higher than the City of Winnipeg's overall

average of 5.7% (2001 Winnipeg Census data). There are a variety of reasons why these neighbourhoods face higher levels of poverty, including lower levels of educational attainment, and challenges with addictions, access to childcare and abuse. Some of the direct and indirect costs of this poverty include a heavy reliance on social assistance, and poor health and increased criminal activity respectively. As a result of these costs government policies and programs have focused on work to welfare programs, and reducing social assistance transfers.

There have been significant changes at the federal and provincial level in regards to social programs. Prior to 1995, the Canada Assistance Plan (CAP) provided provinces with funding specifically for social assistance, health, and post-secondary education programs. CAP ensured provinces followed national standards and policies in funding and delivering these programs.

“Under CAP, the provinces were required to provide basic income support to all persons in need. Recipients of social assistance were, in theory at least, guaranteed the right to an income that would meet basic needs and the right to appeal. CAP also provided a protection against forced work, though provinces did make job searches and participation in work programs a condition of eligibility” (Savarese and Morton, 2005, 3).

In 1995, the Canadian Health and Social Transfer program replaced the Canadian Assistance Plan. Provinces are now provided with a block of funding, and no restrictions on how it is spent. Transfers to the provinces were also greatly reduced. “In response, many provinces cut social assistance rates drastically, leaving vulnerable people in desperate circumstances” (UNPAC, 2003). According to the National Council of Welfare, the mandate of the Canadian Health and Social Transfer program has shifted to

integrating recipients into the workforce and abolishing national welfare standards (National Council of Welfare, 2005). Under section 5.4(1) of the Employment and Income Assistance Act in Manitoba the government can deny people social assistance. Single people and couples have work expectations tied to their social assistance, which include developing and implementing an action plan for finding and maintaining work, and upgrading skills (Government of Manitoba, 2007). Failure to comply with the plan can result in people being removed from social assistance. In Manitoba, a single person can receive \$466.00 per month, which includes rent in private housing and utilities (Government of Manitoba, 2007). A single parent with two children can expect to receive \$1070.20 per month, which includes rent in private housing and utilities (Government of Manitoba, 2007). These amounts still leave individuals and families far below the Low-Income Cut Off Line of \$19,795 annually for an individual, and efforts to make extra money doing casual work are punished by deductions from social assistance checks after a person makes over \$50/month (UNPAC, 2003).

The federal and provincial governments approach to employment and welfare does not reflect the reality in many inner city neighbourhoods. The journey to employment is often complex, lengthy and sometimes unrealistic for people. However that does not mean people should not have the opportunity to participate in their local economy, community or gain valuable life skills. Many people in the inner city have skills that are valuable to their community. Ensuring people have opportunities to develop and use these skills promotes social inclusion and reduces many of the issues arising from poverty (Jackson, 2004). Social inclusion is based on people being able to participate in the socio-economic

and political arenas, at the household, community and national level (Viswanathan et al., 2003). Poverty, race, disabilities, low education attainment, and gender can be barriers to social inclusion.

The Spence Neighbourhood Association's Community Economic Development Committee, and other inner city programs, have developed further tools for promoting employment readiness, life skills and employment training. They have also expanded the concept and goals of employment to include more than just finding and maintaining work, but also being socially included and building social capital. "Social capital is generally referred to as the set of trust, institutions, social norms, social networks, and inner city programs that shape the interactions of actors within a society and are an asset for the individual and collective production of well-being" (Sabatini, 2006). However they lack appropriate indicators for measuring the success of some of their more informal employment activities. This is largely due to an overall shortage of research on the connection between employment, and employment readiness, employment skills and life skills, and how they contribute to social inclusion, health and wellbeing. As a result there is no comprehensive framework for developing indicators for informal employment programs.

There is little research on inner city program indicators that reflect the continuum of employment programming in Winnipeg. The Success Measures Guidebook, an indicator development guide, provides a framework for developing employment readiness indicators (Development Leadership Network, 2000). However, it does not discuss the

importance of measuring informal employment activities that focus on life skills, employment readiness and employment training. These indicators focus on employment and income from job training, with the goal to obtain full employment (Development Leadership Network, 2000).

1.2 The research problem

Policy makers, program planners and funders traditionally measure the success of employment programs as the number of people acquiring part or full time employment, and their income. However there is growing evidence and knowledge at the community level that employment is about more than jobs and income, but also about building social inclusion and social capital. The Spence Neighbourhood Association's Community Economic Development Committee (CEDC), and other inner city programs such as the West Central Women's Resource Centre (WCWRC), has long realized that the path to steady employment is a long process. For some people, employment is unobtainable due to physical and mental disability or addictions. As a result these and other inner city programs have developed a more holistic and multifaceted strategy that focuses not only on employment but also engaging people in healthy activities that build social capital. Measuring the success of these programs and gaining the policy makers and funders support is critical to the health of these programs. There is some evidence that programs have slowly developed indicators to measure their success, and policy makers and funders are beginning to support these programs. However there remains a lack of funding and research about these more informal programs.

The purpose of this study is to examine indicators that inner city programs and funders use. Specifically, are they appropriate and measurable indicators, and what is the relationship between community development and employment? It will also explore through workshops if a common indicator framework can be developed and applied to inner city programs.

1.3 The purpose

This practicum examines the concept of an employment continuum, specifically how can it be defined, its significance, and how it can be supported. It also explores the development of appropriate indicators for these programs. This study collects and compares the indicators inner city programs use. It then examines the similarities and differences in the indicators that inner city programs in Winnipeg use to measure their success. How do these indicators compare to conventional employment indicators, and those implemented by funders? The inner city programs examined were largely in the West Central and North End areas. The range of programs reflects the variety of services required for a diverse population, including employment and community development programs for disabled, visible minorities, and immigrants. The indicators were examined to see if they are measurable, attainable, appropriate and if the inner city programs have implemented and evaluated them. Afterwards, in three workshops with inner city program stakeholders, the group developed an indicator framework all inner city programs could use.

There are four objectives of this study. The first objective is to explore the concept of employment indicators, examining the literature on employment programs, employment continuums, employment indicators, and indicators relating to employment implemented by programs and funders. The second objective is to collect and compare indicators for programs that represent an employment continuum in Winnipeg's inner city. The third objective is to conduct workshops to develop a framework for indicators that are appropriate for an employment continuum. These indicators could be used to justify funding, celebrate successes with the community, steer future programming and empower people to control their neighbourhood's future. The process itself would be used to increase awareness of programs, their purpose, and ways for the community to become involved. The fourth objective is to explore the indicators funders use to measure the success of the employment programs they are funding, and discuss the results of the previous two workshops with them.

The following research questions guided this study:

- 1) What is an employment continuum and its role in promoting health and wellbeing?
- 2) What indicators do inner city programs use, and how do they compare to conventional employment indicators?
- 3) What are appropriate indicators for the employment continuum in Winnipeg that can be implemented by a variety of programs?

1.4 Significance of the study

Understanding the concept of an employment continuum and what programs exist in Winnipeg is important for a variety of reasons. First, the notion of an employment continuum is a relatively new concept that lacks research. There are a variety of different definitions of employment continuums. Most of the literature examines employment programs that are focused on preparing people for steady full time work, with little emphasis on informal economic activity such as bartering, volunteering and odd jobs. This is evident in the government's decreased spending on employment and income assistance, and shift of focus to welfare to work and employment programs. In 2004/2005, employment and income assistance spending in MB was \$146,217,300 (Manitoba Family Services and Housing, 2005). These programs and policies arguably ignore those who may never be able to work a steady job, including people with disabilities such as Foetal Alcohol Syndrome or those battling ongoing addictions. Programs and policies also fail to address the important role of informal economic activity in social inclusion. Understanding the concept of employment and the role inner city programs plays in supporting it, and what programs exist is important for policy and program makers. Successful programs can significantly contribute to the health of a community and city. Secondly, there is a need to be able to measure the success of these inner city development programs. While several of these programs have some indicators, there is little research regarding if they are appropriate measures and if they are transferable between programs. Developing a framework of indicators that could be applied to a variety of inner city programs is important for measuring their success and helping them to improve.

1.5 Biases and limitations

Information was collected from inner city programs. Many of these programs lacked the time to engage in a lengthy process for developing indicators. Thus, the scope of the research was limited. The findings from the workshops did not reflect the situation in every area or inner city program in the city, since this study only focused on two areas of the city, the West End and North End. There are other areas of the city that have pockets of poverty that were excluded from the research. The experiences of low-income residents residing in predominately wealthier areas such as Charleswood and St. Vital were not included. The research also did not reflect all of the employment barriers and needs that exist in the city. It was not within the parameters of this study to represent all forms of disability, addictions, racial, age and cultural groups in Winnipeg. There are other barriers to employment that were not discussed or reflected in the development of indicators for the employment continuum. This includes the ability for people on welfare or disability to earn extra cash without being penalized. Thus, it was not in the scope of this research to create a framework of indicators that represented the entire employment continuum in Winnipeg. Programs may have to alter the indicator framework to fit the unique opportunities and needs. Finally, the author has worked in the area of employment and may have presented biases on the research. She worked directly and indirectly with several of the inner city programs involved in the research. There is also a risk the inner city programs were not comfortable discussing information related to their indicators with the author, and thus present only partial information.

1.6 Context

As the demographics of Winnipeg change, social exclusion will increasingly become an issue. Currently, Winnipeg is experiencing a growth in the Aboriginal population and in newcomers from reserves. According to Statistics Canada (2001), the Aboriginal population in Winnipeg has grown from 45,750 to 55,755 from 1996 to 2001.

Aboriginals often face many barriers to employment including poor housing, racism and a lack of education. According to Loewen et al (2006) by 2016, 20% of labour market participants will be Aboriginal. Based on the most recent census, 14.7% are unemployed and 42.2% did not complete high school. The impacts of a large segment of the population not being represented in the social and economic realms of society can be disastrous. According to Maxwell (2002), the impacts of social exclusion can have large impacts on future generations. Largely visible minorities dominate unemployment and the low wage labour market, raising concerns about potential conflict and further exclusion along racial and ethnic lines. Appropriate social and employment programs can play a role in decreasing social exclusion by bringing people together, referring people to resources, and teaching them about their rights. The response to social exclusion needs to be multifaceted. “High levels of joblessness, growing wage inequality, and the related social problems are complex and have their source in fundamental economic, social and cultural changes” (Wilson, 1996, 570).

Winnipeg is also not exempt from changes to the global and national economy, which are demanding more skills and education, and becoming more network based. In the past

thirty years, it is becoming increasingly harder to find decent unskilled work as jobs head south. According to William Julius Wilson (1991), obtaining employment is based on connections. In lower-income neighbourhoods with high unemployment rates, young people lack these connections. According to Statistics Canada “64% of new jobs created between 1986 and 2000 will require from 13 to 17 years of education, leaving out a substantial portion of Winnipeg’s workforce” (City of Winnipeg, 1992, 5). Communities that have low-educational rates will be left out of the new economy, with many of their people being trapped in low wage ‘ghettos.’

1.7 Breakdown of the chapters

This practicum is composed of six chapters. Chapter one provides an introduction, background and context to the study. The purpose, research problem, significance of the study, biases and limitations are discussed in this chapter.

The second chapter explores the research methods used to conduct this study. It provides a brief overview of participatory action research, and the process and instruments used.

Chapter three, the literature review, focuses on employment barriers and continuums, alternative forms of employment and indicators. It also discusses planning models and the role of knowledge in planning. The radical planning model is used as the underlying framework.

Chapter four provides a context of employment programming in Winnipeg's inner city and funding sources for these programs. It explores the funding landscape from the perspective of funders and inner city programs.

Chapter five analyzes the findings from the surveys, interviews and workshops. It discusses new information generated from the research instruments, and how it could be applied to policy and programming.

Chapter six summarizes the results of the practicum and makes recommendations. These recommendations focus on employment programs, funders and government policy on employment and community development.

1.8 Conclusion

Many of the employment programs and their respective funders, base the success of programs on the number of people acquiring part or full time positions and their income. However this approach does not recognize or measure the success of many employment programs in Winnipeg's inner city. It also ignores the role inner city programs play in employment. Inner city programs can provide people with hard and soft benefits that enable them to find and maintain employment. These programs recognize that residents in the inner city face more employment barriers, and for some, full employment may not be possible. As a result, they provide a continuum of services that focus on life skills,

employment readiness and employment skills. These include providing skilled volunteering opportunities with honorariums, computer training and counselling.

In order to support and measure the success of these programs the concept of an employment continuum needs to be explored and more clearly defined. This involves exploring barriers to employment, types of employment programming, and the socio-economic and physical benefits of employment. It also requires a review of the different types of indicators and processes for developing them.

Chapter Two: Research Methods

2.0 Introduction

Providing opportunities for people to participate in society is critical to the health and wellbeing of individuals and communities. Traditionally, ensuring people are employed has been perceived by policy makers and programs as the main vehicle for societal participation. However there are other opportunities, including volunteering, accessing a local community centre or attending community meetings. Many inner city programs are aware of this. As a result, several communities provide a variety of holistic services that provide options for people to belong. For people struggling with employment barriers, having access to a variety of services is critical to obtaining employment, or even having a healthy lifestyle. The path to employment can fall on a continuum that includes life skills, employment readiness and employment skills.

The purpose of this practicum was to explore the concept of an employment continuum and develop an indicator framework for inner city programs in Winnipeg. It addresses this by examining three central research questions:

- 1) What is an employment continuum and its role in promoting health and wellbeing?
- 2) What indicators do inner city programs use, and how do they compare to conventional employment indicators?
- 3) What are appropriate indicators for the employment continuum in Winnipeg that could be implemented by a variety of programs?

The research questions were based on three key observations made by the researcher:

- Many community development programs are not classified as employment programs, however they provide benefits to individuals and can increase their employability. These benefits can be categorized as life skills, employment readiness and employment skills.
- Employment is about more than finding and maintaining work. It is also about being socially included, building social capital and having a healthy lifestyle. The journey to employment is often complex and unrealistic for many people; however there should be opportunities for people to participate in their local economy. These include odd job programs and volunteering for an honorarium.
- There are many benefits that people gain from employment programs that go beyond employment and training. These include higher self-esteem and improved hygiene.

The research questions and observations were largely based on the researcher's experiential knowledge and involvement in community development. The Spence Neighbourhood Association's Community Economic Development Committee and other inner city programs have discussed them at length. In qualitative research this is accepted and acknowledged. "Separating your research from other aspects of your life cuts you off from a major source of insights, hypotheses, and validity checks" (Maxwell, 2005, 38).

By investigating these observations and research questions, a draft indicator framework was developed to assist community development and employment inner city programs with measuring their success.

There were two main phases in the research: information gathering and development of the indicator framework. The information gathering consisted of a literature review, interviews and surveys. Qualitative research was used to provide a background to the development of an indicator framework.

The research involved different individuals and settings to collect information, otherwise known as triangulation, to strengthen the research. “This reduces the risk that your conclusions will reflect only the systematic biases or limitations of a specific method, and allows you to gain a better assessment of the validity and the generality of the explanations that you develop” (Maxwell, 1996, 76).

Section One: Information gathering

2.1 Introduction

A literature review, informal interviews and surveys were used to provide a background to the indicator framework. The literature review explored a variety of topics related to employment readiness, life skills, and employment skills. Following the literature review, informal interviews were held with staff from inner city programs in Winnipeg. The purpose of the informal interviews was to identify the different types of programming, and how they measure their success. A survey was also disseminated to identify the informal and formal employment programs inner city residents have been involved in, and their benefits and weaknesses. The information generated from the interviews and surveys provided a background for the workshops. They were not the

focal point of the research. The following section discusses the literature review, informal interviews and surveys.

2.1.1 Literature Review

The purpose of the literature review was to provide a background to the indicator framework and address the research questions. A variety of topics related to the research questions were explored, including employment barriers, formal and informal employment programming, social exclusion, employment continuums, and indicators. Programs, policies and theories related to these topics were investigated using a variety of sources. These included academic books and journal articles, government documents, and the Internet.

The first section of the literature review examined the relationship between employment, and health and wellbeing, the concept of an employment continuum, and alternate forms of employment. The second section reviewed different types of indicators, how they are developed, and their role in measuring the success of inner city programs.

The literature review highlighted several gaps and opportunities for further exploration. Gaps noted in the literature review included a lack of research on informal types of employment, employment continuums and appropriate indicators for inner city programs. Opportunities for further exploration included the connection between social inclusion and inner city programming and alternative employment. These gaps and opportunities were explored further in chapter three.

2.1.2 Interviews

2.1.2.1 Introduction

Interviews were conducted to identify how inner city programs measure their success, strengths and challenges associated with these measures, and if they are interested in improving them. The interviews are not the main vehicle of research, but were primarily used to collect background information for the indicator framework development. The interviews used qualitative data collection methods, since the research focussed more on the process of developing, implementing and evaluating the success measures.

“Qualitative researchers thus tend to focus on three kinds of questions that are much better suited to process theory than to variance theory: (a) questions about the meaning of events and activities to the people involved in these, (b) questions about the influence of the physical and social context on these events and activities, and (c) questions about the process by which these events and activities and their outcomes occurred” (Maxwell, 2005, 75).

2.1.2.2 Layout

The interviews were semi-structured and approximately 20-40 minutes in length. A brief introduction to the research was provided, explaining the purpose and content of the interviews. Questions were established to guide the interviews, with probes to gain clarification and additional information (Nachmias and Nachmias, 230). Semi-structured interviews were chosen because they allow for flexibility and detail, while providing a basis to compare the responses of the interviewees (O’Leary, 164).

“Structured approaches can help to ensure the comparability of data across individuals, times, settings, and researchers, and are thus particularly useful in answering variance questions, questions that deal with differences between things. Unstructured approaches, in contrast, allow you to focus on the particular

phenomena being studied, which may differ from others and require individually tailored methods” (Maxwell, 2005, 80).

The researcher wanted to ensure that the interview process was as convenient as possible for the participants. The participants selected the interview location and time. Two of the interviews were located at the participant’s offices and one interview was located at the office of the researcher. The researcher made efforts to make the interviews as short as possible, while still establishing a rapport with the participant. In qualitative research, the relationship between the researcher and the participant is important. “These relationships have an effect not only on the participants in your study, but also on you, as both the researcher and human beings, as well as on other parts of the research design” (Maxwell, 2005, 83).

2.1.2.3 Sampling

Qualitative research questions the existence of sampling. According to Maxwell (2005), sampling is problematic in qualitative research. He defines the activity of selecting participants in qualitative research as “purposeful selection. This is a strategy in which particular settings, persons, or activities are selected deliberately in order to provide information that can’t be gotten as well from other choices” (Maxwell, 2005, 88). The interviews in this practicum used purposeful sampling.

The researcher approached approximately eight inner programs, through telephone, email and visiting the inner city programs. This group was deliberately approached to participate in the research, as they were actively involved in developing success measures

for their respective programs. The researcher sought out staff from programs that provided a range of services to inner city residents, to capture the variations in how they measure the success of their programs. “This is best done by defining the dimensions of variation in the population that are most relevant to your study and systematically selecting individuals or settings that represent the most important possible variations on these dimensions” (Maxwell, 2005, 89).

Three participants from different inner city programs were interviewed. These participants will be referred to as participant A, B and C. The researcher’s involvement in community development aided somewhat in recruiting participants. The researcher has a direct relationship with participant A, and had previously met participant B through community events.

Participant B represented an inner city program that is specifically geared towards employment. This inner city program assists participants with resumes and job searching, and provides counselling and referrals. It also offers a local newspaper, and computer access. The inner city program represented by participant B is a drop in program, with no commitments required from participants. Participant A also represented an inner city program that is largely focussed on employment, providing a combination of employment readiness and employment services. Residents who access services from this inner city program are either streamed into the mentorship or employment component. The mentorship component provides workshops on life skills to individuals referred by Social Assistance, and is focussed on addressing barriers to employment. The employment

component provides employment counselling for people who are employment ready. Employment counsellors provide assistance with resumes, cover letters, interview skills, career changes, or other employment related items. In contrast, the inner city program Participant C represents does not focus on employment. It provides programs to empower and reduce isolation for low-income women. Craft classes, childcare, and access to low cost non-perishable food items are some of the services participant C's inner city program provides.

2.1.2.4 Data recording

The interviews were audio recorded and handwritten notes were taken. Due to the busy nature of one office, the recorded version was not clear. The interviews were not transcribed because the tapes were not all clear and they were not the focus of the research. "The disadvantages to taping are: the unease it can cause for the interviewee; its inability to capture non-verbal cues; the fallibility of the equipment; and the enormous time and financial cost of transcribing data" (O'Leary, 2004, 169). The information from the audio-recordings however was used to complement researchers notes.

2.1.3 Surveys

2.1.3.1 Introduction

The surveys were conducted to gain a better understanding of the programs inner city residents were accessing, their benefits and weaknesses and what community residents would change about them. The surveys are not the main focal point of the research. A

combination of qualitative and quantitative data collection methods was used for the surveys; with data being collected both numerically and as words.

2.1.3.2 Layout

The surveys were anonymous, and one double sided page. Most of the questions involved checking off boxes and circling words, although there were also a few open-ended questions. The surveys were largely descriptive, as they gathered information about programs people access and their attitudes towards programming (O’Leary, 2004).

The researcher wanted to provide anonymity to participants, and cover a large geographical area (O’Leary, 2004). As discussed below, the researcher is familiar with many of the community residents, and consequentially did not want participants to edit their responses based on this. “Self-administered approaches to data collection place more of a burden on the reading and writing skills of the respondent than do interview procedures” (Fowler, 1988, 63). To address language and literacy barriers, the researcher designed a survey that did not require a high reading and writing level. The majority of questions had check off boxes or were close ended.

2.1.3.3 Sampling

Various inner city programs were approached to distribute the surveys at their location. These included the Urban Training Circle, North End Community Renewal Corporation, House of Opportunities, Spence Neighbourhood Association, West Broadway Job Centre, and West Central Women’s Resource Centre. Inner city programs were asked to collect

the surveys once they were completed. House of Opportunities, Spence Neighbourhood Association, West Broadway Job Centre, and the North End Community Renewal Corporation agreed to distribute the surveys. The researcher used volunteer sampling for convenience sake and due to her relationship to the community. Volunteer sampling was also used because the surveys were not the main focus of the research. According to O'Leary (2004), volunteer sampling has some drawbacks. It is not likely to represent the community and those that are most interested in the subject area are more prone to completing the survey. A lower response rate is also common. However the researcher was able to collect fourteen surveys.

Section Two: Development of the indicator framework

2.2 Introduction

The second phase of the research was developing the indicator framework. This involved two stages: workshops with inner city programs and soliciting feedback from funders. Since the goal of the practicum was to create an indicator framework *for* inner city programs, planning theories and research processes that could be used to engage the community were explored. The researcher sought to involve the community in the development of the indicator framework, by following the radical planning model, and using participatory action research (PAR) methods. The researcher also built on community strengths by using Asset Based Community Development (ABCD) to inform the research. The following section will discuss appropriate models and research processes for engaging community. It will begin with a review of PAR, planning models,

participatory planning and ABCD. Afterwards, it will discuss the workshop process and two subsequent meetings with workshop participants.

2.2.1 Participatory action research

The researcher used PAR to guide the workshops. The researcher sought a process that would recognize and empower community members to use their knowledge to create change. She also wanted to create community ownership of the indicator framework.

Participatory action research (PAR) is a catalyst for knowledge, and empowerment for communities to overcome social injustices. It is community driven research, where the researcher facilitates rather than leads the research process. According to Smith and Willms (1997) PAR's values are based on individuals thinking and working for their betterment; equitable distribution of knowledge and resources, and commitment from participants to the research and overall social transformation. PAR is increasingly becoming popular and replacing other more conventional forms of research in community development.

Participatory action research diverges from conventional, more scientific based forms of research in many areas, including the role of the researcher and intent of the research.

Positivist research is based on being value free, rational and logical, while PAR researchers acknowledge and celebrate their values, becoming an active participant in the research. PAR also recognizes other forms of knowledge beyond scientific and instrumental knowledge, including interactive and critical knowledge (Park, 1993).

Interactive knowledge is based on dialogue-based knowledge while critical knowledge is based on reflection and action (Park, 1993). These are forms of knowledge every community member can contribute. Positivist research relies on instrumental knowledge, which is based on physically and socially controlling an environment to bring about certain change. Arguably, with community research it is impossible to isolate the community environment, for a control study, from outside variables or events. Positivist research also separates the subject of inquiry from the investigator, embodying a top down approach that ignores the knowledge people have to contribute to the process. In contrast PAR is built upon developing equitable relationships between the researcher and community.

PAR occurs on a continuum, which is often determined by the research's purpose and the entity driving the research. The research's purpose can be aimed at creating social change, informing government policy, or planning green space (Blair, N.D).

Unfortunately PAR can be simply lip service to fit the funders criteria or gain community support. Participants can have little to high control over the project, which can be determined by their level of control over the research process and the amount of collaborative decisions between the participants and the research and the level. According to Smith and Willms (1997) PAR should ideally be based on people's expressed desire to change, relationship building and trust, and dialogue and analysis of a situation.

There are several steps to PAR. Some groups may not reach all of these steps, due to the group dynamics or social, economic and political roadblocks. According to Paulo Frerie,

three common steps to PAR that are required for real social change to occur, include magical, naïve consciousness and conscientization. People living in silence and assuming inferiority, characterizes the magical level. The second level, naïve consciousness is when people view the system as good, and only certain people who are bad are making it bad. At this level people blame others and do not analyze the problem. Conscientization occurs when there is self-awareness, reflection, acknowledgment of oppression, and dialogue and relationship building to change the system (Smith and Willms, 1997). PAR poses some challenges at the individual and system level. It is criticized for overshadowing individual welfare for the collective and as having a lack of control over the research by the researcher. PAR can also require a substantial amount of time and resources.

The researcher applied PAR principles to the workshops. Inner city programs from around Winnipeg were invited to the workshops. The indicator framework was largely developed based on dialogue and reflection among the workshop participants. The researcher had some influence over the workshop process and development of the indicator framework. However the workshop participants were encouraged to provide feedback on information added by the researcher. The values and ideas of the researcher were presented up front, at the beginning of the workshops. The intent of the researcher was to create some type of social change, specifically around indicators and funders. At the last workshop, the researcher distributed some information at the request of the participants, about lobbying policymakers. The researcher tried to engage the funders, by asking them for feedback on the indicator framework developed. Two follow up meeting

with workshop participants were also held to further develop the framework. The workshop participants that attended these meetings provided feedback on additional information the researcher had added to the framework.

2.2.2 Appropriate models

Reviewing employment programming, the definitions of employment continuums and employment indicators is critical in reviewing the planning models available to planners when developing employment indicators. The success of employment programming is based on assisting individuals and inner city programs to identify and develop their needs into programming, instead of relying on top down approaches from the government and funders. Thus this practicum has several potential theoretical underpinnings. Specifically what planning models exist to guide the indicator development process? Who are the stakeholders? What are their respective roles? What forms of knowledge should be recognized in developing indicators for an employment continuum? The researcher attempted to follow the radical planning model by planning with the community. The workshops were based on mutual learning, dialogue and networks. Therefore, to understand the theoretical underpinnings of the planning model selected for the workshop process, this section will compare the strengths and weaknesses of planning models discussed by Healey and Sandercock. Specifically, which one (s) are the most appropriate for guiding the development of employment continuum indicators? It will also discuss the appropriate role of planners in ensuring the planning process is inclusive and participatory.

Sandercock and Healey discuss different planning models and theories with respect to the level of community control, recognized forms of knowledge, and the role of values in the planning process. Arnstein's ladder of citizen participation and Rocha's ladder of empowerment also provide guidance for community participation and empowerment. Healey discusses the evolution from rational planning, which is value free and science based, to interactive planning.

Interactive planning differs from rational planning in that it acknowledges different forms of knowledge and prefers the collaborative planning process (Healey, 1997).

“The policy analysis tradition is seeking both to escape from its predominant emphasis on instrumental reason and scientific knowledge to incorporate greater understanding of how people come to have the ways of thinking and ways of valuing that they do, and how policy development and policy implementation processes can be made more interactive” (Healy, 1997, 28).

While interactive planning provides greater community input it does not provide a clear framework for assisting the community to identify their own needs.

Sandercock discusses the six main shifts in the planning paradigm: 1) rational comprehensive, 2) advocacy planning, 3) radical political, 4) equity planning, 5) social learning and communicative action and 6) radical planning model. The rational comprehensive model is the only model where the planner represents the state as a value free entity. Sandercock questions if planners can really be value free and if the state is an objective entity. “Planning has never been value-neutral” (Sandercock, 2003, 210). The advocacy-planning, radical political economy planning and equity planning model

focuses on the expert-client relationship. In these approaches planning appeared to minimize the downfalls of socio-economic and political inequality.

“The role of urban planning is to bring about some balance between competing fractions of capital, and between capital and citizens, through a mixture of repression, cooptation, and integration: by decreasing the risks of long-term investments, by supplying collective goods, and by avoiding the emergence of monopolies in space that would have disruptive effects on socially aggregated needs” (Sandercock, 1998, 92).

While the advocacy-planning, radical political economy planning and equity-planning model appear to be working for the poor, they fail to establish a process for community participation or to create a path for change.

The social learning and communicative action model diverged from the previous planning models in that it recognized other ways of knowing, and challenged the expert/client relationship. Friedmann discusses this disconnect between experts/planners and actors, whereby planners have science-based knowledge while actors have experiential knowledge that is often unrecognized (Sandercock, 1998). Traditionally, knowledge has been dominated by science, discounting experience and dialogue as forms of knowledge. The concept of knowledge was tied to the capitalist system, which has been dominated by white men, ignoring women, minority groups and those excluded from the formal educational system. This is evident in the inner city, where educational attainment rates might be low but people possess high levels of experiential knowledge. According to Friedman the only way to bridge the gap is to engage in mutual learning and focus on relationships and dialogue. “The emphasis is less on what planners know and more on how they use and distribute their knowledge; less on their ability to solve

problems, more on opening up debates about this” (Sandercock, 1998, 96). This social learning and communicative action model however does not discuss the issue of capacity building and inequalities at the community level, assuming there is little diversity in poor neighbourhoods.

Sandercock notes that it is important not to view the planning models in a linear and progressive line of bad to good. However the radical planning model provides a strong model to guide indicator development at the community level. Radical planning is similar to interpretive planning in that it recognizes other forms of knowledge and is based on community participation. The radical planning model recognizes that planning is about planning for diversity, which is critical in places as diverse as the inner city of Winnipeg. Sandercock (1998) discuss how it diverges from previous community focused models, such as the social learning and communicative action model in that it recognizes that the poor speak with several voices. Insurgent planning is community centered, with the planner representing the community as opposed to the state. The planners bring skills related to group processes, and the legal and political system, while the community brings contextual and experiential knowledge.

The radical planner does not plan for the community, but rather with them. They also build the community’s capacities to plan independently. While according to Forester, planning inherently involves power relationships, radical planning is based on an equitable relationship between the planner and community, through dialogue and understanding (Sandercock, 1998). The radical planning approach is evident in many

planning processes today, with planners' facilitating group processes rather than controlling them. "Rather than making 'decisions' and then 'implementing' them, your role is to manage an ongoing process of public deliberation and education...you bring to your job certain ideals and values and even some rather specific ideas about what you think should be done" (Lowry, Adler and Milner, 1997, 178). "The goal of these practices is to work for structural transformation of systematic inequalities and, in the process, to empower those who have been systematically disempowered" (Sandercock, 1998, 97). In inner city communities, empowering the community is important to overcoming inequalities. According to Lowry et al (1997) planners can foster empowerment through dialogue, building networks and organizing people.

Rocha's ladder of empowerment and Arnstein's ladder of citizen participation seem to parallel the shifts in the planning paradigms. Arnstein's ladder ranges from manipulation to citizen control, while Rocha's ladder ranges from atomistic individual empowerment to political empowerment (Healey, 1997). Arnstein's ladder of citizen control consists of eight rungs, manipulation, therapy, informing, consultation, placation, partnership, delegated power and citizen control. The first five rungs of Arnstein's ladder mirror the rational comprehensive, advocacy, radical political and equity planning models. The expert, government or planner, dominates the process. Partnership, delegated power and citizen control parallel the social learning and communicative action, and radical planning models, because the actor has more control over the process, and the expert becomes a facilitator. According to Rocha there are five levels of empowerment that shift from personal to community development. Rocha's (1997) five levels of empowerment

are atomistic individual, embedded individual, mediated, socio-political, and political empowerment. Rocha's model is the only one to discuss the concept of empowerment, and recognizes that there are different types of power, including power from within, power over, power with.

Sandercock and Healey also discuss the importance of the knowledge both community and planners bring to the process. They both recognize experiential knowledge and discuss the postmodernist approach to knowledge, which argues against the theory of knowledge. According to postmodernism, people's knowledge should not be separated from their context and history. Foucault echoes this when he asks if it is possible to define knowledge, and should it be up to society to control and sanction it (Sandercock, 1998)?

The researcher followed radical planning. The researcher developed the framework with community based dialogue and mutual learning. The workshops were designed to be participatory; with participants identifying the success measures they felt were relevant to their programs. Workshop participants were also encouraged to provide feedback on the areas they would like to explore further through evaluation forms. The variety of inner city programs was also well represented. Staff from a variety of inner city programs was encouraged to attend the workshops. The researcher also attempted to bring the funders and inner city programs together to engage in dialogue and mutual learning. Workshop participants were also invited to a follow up meeting with the researcher to further

develop the framework. Feedback from the workshop participants that attended these meetings was incorporated into the framework.

2.2.3 Participatory planning

The researcher, as discussed earlier, engaged the community. Participatory planning is arguably the most appropriate process of professional practice in community planning. It encourages community members to build off of their current strengths and capacities.

Communities are dynamic and complex, thus positivist research that relies on randomized trials are difficult and do not reflect the values of community planning and development. Participatory planning also fits with the key concepts of community development, which according to Butcher and Banks are partnerships, empowerment, social inclusion, equality and finally participation (Banks and Butcher, 2003). It is also able to incorporate the knowledge and skills community residents have to offer. According to Wates (2000) some of the benefits of participatory planning include better decisions, additional resources such as local knowledge and skills, community building, democratization of the process, empowerment, easier fundraising, better results, speedier development and sustainability. Communities can develop a sense of ownership to the project, leading to fewer time consuming conflicts and more time committed to maintaining and strengthening the process. Increasingly, funders are stipulating community involvement before distributing funds.

In participatory planning it is critical to examine issues of power within the community, interests and contributions (Banks and Butcher, 2003). Community development should seek to involve all levels of participants, including those at the service delivery and government levels. The micro level (community members/families and inner city programs) should not be overshadowed by the meso (service delivery/planning/health inner city programs at the societal level) or macro (government) levels (Banks and Butcher, 2003). It is important for the planner to be aware of power differentials, which can happen among groups on racial, gender and religious lines, as well as between institutions (i.e. schools and government). Forming partnerships that are based on equality and inclusion are critical.

The workshops and subsequent meetings with participants built off the skills and knowledge of the inner city program workers. The researcher hoped to encourage community ownership of the indicator framework, to ensure it is updated on a regular basis and further developed. Some workshop participants requested additional copies of the framework after the workshops. The researcher discussed community ownership of the indicator framework. Several workshop participants expressed interested in developing a system for reviewing the framework. Community ownership is also critical in Asset based community development (ABCD).

2.2.4 Asset based community development

The researcher used Asset based community development (ABCD) to inform the research process. The researcher wanted to build off of the strengths of the community and

encourage local ownership of the process and framework. As mentioned earlier, the indicator framework was developed based on local capacities.

ABCD is gaining in popularity in community development and community economic development. It is community centered, with a focus on social capital and informal networks.

“As an alternative approach, the appeal of ABCD lies in its premise that people in communities can organise to drive the development process themselves by identifying and mobilising existing (but often unrecognised) assets, thereby responding to and creating local economic opportunity” (Mathie and Cunningham, 2003, 474).

ABCD diverges from the traditional needs based approach. The needs based approach is largely expert driven, while ABCD is based on communities taking ownership of their destiny (Mathie and Cunningham, 2003, 477). According to Kretzman and McKnight (1993), the needs based approach can become a “mental trap” for individuals and communities. Individuals and communities see themselves as clients that are dependent on outsiders. However communities can have many resources to tap into for their development, including a strong volunteer base, religious institutions, etc. There are some challenges with ABDC. These include the need to partner with outside institutions, developing healthy leadership, and being able to respond to socio-economic and political changes (Mathie and Cunningham, 2003, 483).

2.2.5 Workshops

2.2.5.1 Introduction

There are a variety of processes for developing indicators. However the basic process involves some level of participatory action research, radical planning and participatory planning. According to the literature on developing community indicators the basic stages involve: 1) forming a working group; 2) establishing a common vision and purpose; 3) developing a preliminary set of indicators; 4) reviewing existing data on indicators; 5) reviewing the preliminary indicators with the community; 6) selecting indicators; 7) performing a technical analysis of the indicators selected to ensure they are feasible (Redefining Progress, 2002).

The researcher used this model to guide the workshops. As described below, the researcher developed a working group, common vision and purpose, preliminary set of indicators, and reviewed existing data on indicators. There were two main stages to the development of the indicator framework: workshops with inner city programs and soliciting feedback from funders. Following the workshops with inner city programs, two meetings were held with participants for further feedback.

2.2.5.2 Workshop process

Three workshops and two subsequent meetings were held with inner city programs. A co-facilitator was hired by the researcher to assist in the design and facilitation of the workshops. The layout, results and analysis of the workshop and meetings are discussed in the following section.

2.2.5.3 Layout

An extensive planning process was undertaken by the researcher and co-facilitator to prepare for the workshops (see appendices four, five and six). It involved identifying the key stakeholders, goals and activities, location, and supplies. According to Robert Chambers (2002), planning participatory workshops involves identifying the purpose, need, impact on learning and change, stakeholders and their expectations, logistics, outputs and follow up. There were four stages to the workshops; forming a working group, developing a common purpose; developing an initial set of indicators and selecting indicators.

The first stage involved forming a working group. According to Redefining Progress (2002), the working group should represent the diversity of the community. People with diverse cultural, professional and social backgrounds should be recruited. The working group should also include people with technical expertise in indicator development and or data management and analysis (Redefining Progress, 2002, 7). A variety of inner city programs were recruited. Two students and one board member also attended the workshops. The working group was asked to commit to two three-hour workshops. The working group was asked to attend a third workshop after it became evident the goals of the workshop were too ambitious for two workshops. Prior to the first workshop, a two-page information sheet on indicators was emailed to the participants (see appendix three). The purpose of the information sheet was to provide the working group with a background on indicators.

The second stage of the research involved developing a common purpose (Redefining Progress, 2002, 7). The purpose was developed over the course of the three workshops through discussion and reflection. Prior to the workshop, participants were asked to contact the researcher about areas they would like to cover in the workshop. The researcher did not receive any feedback. According to Tyler Norris Associates (1997), the purpose of workshops is generally to inform policy or evaluate a program. At the onset, the purpose was largely steered by the workshop goals. The initial goals for the workshops were to acknowledge the benefits clients' gain from inner city programs, and develop a common indicator framework for inner city programs. According to Innes (1990) the purpose and goals should be manageable.

The participants adapted the purpose of the workshops over the course of the workshops. The researcher provided evaluation forms after each workshop to provide feedback on the purpose and activities covered in the workshops. Participants were also encouraged to provide feedback throughout the workshops. As the indicator framework was developed, it became clear a flexible framework that recognized the gains an individual, inner city program a make towards their socio-economic and spiritual wellbeing was needed. The workshop participants expressed that community development and employment do not occur in isolation. As a result, the purpose of the workshops was changed. Following the workshops, the purpose of the framework changed to ensure it would be relevant to inner city programs. The purpose changed to

the development of a flexible and empowering indicator framework that could assist inner city programs with measuring their success.

Developing a preliminary set of indicators was the fourth stage of the research (Redefining Progress, 2002). This occurred over all three workshops. The first workshop focussed on identifying the benefits people receive from programs, and categorizing them into an organized system. In the second workshop benefits were broken down and measurement identified. To help participants feel comfortable with one another, a round of introductions and an icebreaker game was held. The researcher also provided a brief introduction into her research, workshops goals and observations steering the research. Since participatory action research (PAR) was used, a creative means to engage the participants was needed. The researcher and co-facilitator developed some strategies, including stories, brainstorming and reflection and sharing.

The fifth stage of research involved selecting indicators (Redefining Progress, 2002, 7). A finalized draft of the indicator framework was developed during the third workshop with feedback from workshop participants and two subsequent meetings with workshop participants. A review of the literature assisted in the development of the finalized draft.

A formal technical analysis of the indicators was not performed at the workshops (Redefining Progress, 2002, 7). Initially, there were plans to identify the strengths and weaknesses of the success measures identified by the group using tools such as SMART. However a short technical analysis was performed at a meeting held with a workshop

participant. The workshop participant highlighted some difficulties with measuring some of the softer indicators, and made suggestions for tools to measure them.

2.2.5.4 Recruitment

Ensuring the indicator framework reflected inner city programming, required the involvement of participants from a diverse set of backgrounds. The researcher used a variety of means to advertise the workshops and gain participants with diverse backgrounds. Inner city programs were contacted directly by phone and email, and the workshops were advertised on the IUS and West Central listserves. The workshops were held at House of Opportunities. Initially, fourteen staff from a variety of inner city programs, registered for the workshop. Eight individuals attended the first workshop, five attended the second workshop and three attended the third workshop. 1 participant from a healthy living program and 1 participant attended the two subsequent meetings from a women’s issues and poverty program. The table below identifies the type of programming/inner city program the participants represented at the workshops.

Composition of Workshops		
Workshop One	Workshop Two	Workshop Three
8 Participants	5 Participants	3 Participants
3 employment and training; 1 healthy living; 1 women’s issues and poverty; 1 represented a government department; 2 students.	1 employment and training; 1 healthy living; 1 women’s issues and poverty; 1 student; 1 community member and representative on a community board.	1 employment and training; 1 healthy living; 1 women’s issues and poverty.

Figure 1: Composition of workshops

The workshop participants were also invited to a follow up meeting with the researcher. The purpose of this meeting was to review and provide feedback on the changes the researcher had made to the framework. Two meetings were held, one with a representative from a women's issues and poverty program, and the other with a representative from a healthy living program.

2.2.5.5 Data recording

The workshops were tape recorded, photographed and notes were taken throughout. The researcher mainly relied on notes, debriefing after each workshop with the co-facilitator and evaluation forms to provide feedback. However the audiotapes provided useful feedback, in particular around group dynamics. The follow up two meetings with workshop participants were not audio recorded. According to O'Leary (2004), audio recording enables the researcher to focus on the research process, as opposed to becoming distracted with recording data.

2.2.5.6 Feedback from funders

The second stage of developing the indicator framework involved gaining feedback from funders. Funders rely on indicators to measure the success of programs, and guide funding decisions. Since the goal of this research was to develop an indicator framework for inner city programs, receiving feedback from funders on the indicator framework was important. Several funders in Winnipeg were contacted to provide feedback, including the United Way, Winnipeg Foundation, Neighbourhoods Alive!, and Advanced

Education and Training. A brief summary of the project, and the indicator framework was submitted to them for feedback. Neighbourhoods Alive! felt that approaching a department more related to employment would be more relevant to the research. United Way and the Winnipeg Foundation expressed interest in discussing the framework with the researcher, but have not provided any feedback to date.

2.3 Chapter Summary

The researcher addressed the research questions using four different instruments: literature review, surveys, interviews and workshops. The literature review, surveys and interviews were used to provide valuable background information regarding the programs people access and success measures inner city programs use. Workshops were used to develop the indicator framework.

Chapter Three: Literature Review

3.1 Introduction

This literature review provides a background for developing appropriate indicators for an employment continuum. Specifically, what is an employment continuum, and why is it important to the socio-economic health of an individual and their community? It begins with a discussion of employment barriers, formal and informal employment programs, and the role of employment in reducing social exclusion and promoting health and wellbeing. Understanding the interaction between employment barriers and employment programming is critical in grasping the concept of employment continuums. The literature review explores some of the different definitions and applications of employment continuums, and discusses three underlying components of an employment continuum. These include life skills, employment skills, and employment readiness. The last section is an exploration of alternative employment, with a review of cooperatives and social enterprises.

Secondly, the literature review discusses indicators. Specifically, it explores the different types of indicators, why they are used, and how they are developed. The intent is to provide an understanding of the types of indicators used by employment programs in Winnipeg's inner city. Thirdly the literature review compares conventional and alternative indicator frameworks for employment programming. In particular it discusses the government's approach to measuring employment.

Section One: Exploring employment

3.1.1 Exploring employment barriers

In low-income communities barriers to employment can be concentrated and mutually reinforcing. Barriers to employment can include health, a lack of training and self-esteem, addictions or mental health, domestic violence, childcare, transportation, literacy and language skills (see appendix 1). Barriers can also be systemic, such as racism, sexism and homophobia.

The top five challenges reported by clients were believing that they didn't have enough education (63%), believing that they did not have enough money to survive without assistance (56%), having responsibility to care for dependent children (40%), not having the proper clothes for work (39%), and not having the proper tools and assistive devices for work (38%)” (Ward and Riddle, 2004: 3).

Even if people are able to find employment, barriers such as a lack of childcare and transportation will compromise their ability to maintain the job.

Arguably, the nature of social assistance also poses a barrier to employment. The lack of funds provided by social assistance makes it difficult for people to meet their basic needs, ultimately reducing their time and energy to seek employment (Garven and Associates Management Consultants, 2004). Another barrier to employment is the hidden job market, which is based on social networks.

“Employers use their business networks, referrals, and word of mouth to find qualified candidates. Employers like using their network of contacts because of the trust they have in the people providing them with candidate referrals. Understanding these barriers is critical to properly address the issue of employment” (Garven and Associates Management Consultants, 2004,14).

3.1.2 Exploring employment programming

Employment barriers are complex, diverse and often mutually reinforcing. As a result employment programming is beginning to broaden its scope, and provide a range of services from hard skilled training to life skills, creating a continuum of services. Fleischer and Drescher (2002) classify employment programs as financial and career advising, job readiness, and training programs. Loewen et al. (2005) have categorized employment programming as pre-employment services, job search and placement agencies, and hard-skill training agencies.

According to Loewen et al. (2005), pre-employment programs offer things such as childcare, healing, counseling, time and conflict management training, and literacy programs. These programs tend to be for people who have never held a job or have been out of the workforce for an extended period of time. Formal job searching and placement centers provide services targeted at both job readiness and placement (Government of Manitoba, 2007). Their services include interviewing practice, resume writing, post employment counseling, and job searching resources (Loewen et al, 2005). Loewen et al. (2005) classify hard skilled training programs as bridging, apprenticeship, customized training and sectoral.

Customized training, bridge and the sectoral programs focus on the demand side of the labour market, where the employment agency works with employers to create alternative and flexible work placements. The bridging program provides training to enter advanced technologies, with long periods of training (Loewen et al, 2005). The customized training

program offers intensified training with employers. Candidates are pre-screened and soft skill training is incorporated into the program. Challenges with the customized training program include difficulty transferring skills to other employers, and clients are often unable to learn skills they are interested in (Loewen et al., 2005). The sectoral approach targets specific industries that are growing, and intervenes to have them benefit job seekers, while an intermediary tries to shape employment policies and becomes key to encouraging employers to hire certain people (Loewen et al., 2005).

According to Loewen et al. (2005), and Fleischer and Drescher (2002) programs should provide a continuum of services, and form connections with potential employers. Stand alone programs that focus solely on hard training, job seeking skills, support services and post employment counseling are often unsuccessful (Loewen et al., 2005). Fleischer and Drescher claim programs should include outreach, financial and career advising, job readiness services/support groups and training program components.

“From the research on welfare-to-work and other workforce development programs for low-income people, we concluded that the best package of activities for low-income people includes financial incentives to make work pay and a mix of job search/job development, training and education. The package should also include work-related supports, especially childcare and transportation. Workforce development services should be tailored to the individual so that they are appropriate and immediately accessible. At the same time, they must meet the specifications of employers” (Fleischer and Dressner, 2002, 5).

Loewen et al. (2005) differ from Fleischer and Drescher in that they support the development of flexible employment, and assume both a demand and supply side approach. Loewen et al. (2005) believe that employment is about more than changing the

worker (supply side), but also encouraging the employer to be more flexible (demand side).

A review of the literature on employment programming suggests there is a gap in the information on informal employment programs. These more informal employment initiatives include odd jobs, volunteering and trading and bartering. The majority of literature on employment programming suggests they focus entirely on preparing people for full time positions and do not explore opportunities for engaging people who are unable to be active in the formal economy.

“The fact that some individuals may never be able to hold permanent employment is a difficult pill to swallow for some observers not familiar with the realities of unemployment in America today, however it is a critical issue which must be accepted-to ignore this fact or pretend that all individuals if simply given access to work opportunities will be able to succeed in the labour market is naïve and may threaten other efforts to more realistically address the remaining challenges of moving large numbers of individuals into permanent employment” (Emerson, 1997, 5).

3.1.3 Employment and social inclusion

“Social exclusion is a shorthand term for what can happen when people or areas suffer from a combination of linked [and ‘mutually reinforcing’] problems such as unemployment, poor skills, low incomes, poor housing, high crime environments, bad health and family breakdown” (Viswanathan et al, 2003, 5). According to Hatfield (2004), there are five groups prone to poverty and consequentially social exclusion: elderly, Aboriginals, lone parents, immigrants, and people with disabilities. Social exclusion is both a process and outcome, which often can be identified along racial or gender lines (Toye and Infanti, 2004). It is often the source and product of discrimination,

structural socio-economic inequalities, or lack of political/legal recognition. The determinants of social inclusion include finances, human capital (education, skills), social capital (family and friends, community life, political empowerment) and physical capital (housing, infrastructure). Social inclusion incorporates more than income, and due to its relative newness and evolving definition it lacks a theoretical framework (Toye and Infanti, 2004).

In the inner city, social exclusion is highly prevalent. Basic services such as housing, jobs and financial institutions are lacking, but also access to social networks that are critical in finding and being promoted at work, and educational opportunities. “Children in such neighborhoods grow up without working role models. The social networks that lead to employment are weak or perpetuate connections to low-wage, dead-end jobs” (Fleischer and Dressner, 2002, 8).

Employment is about more than income and employment status. It is also about developing social inclusion. “For example, although a training program targeted at lone parents may not lead them directly into paid employment, it may lead to improvements in broader social goals, such as increases in social capital and community involvement” (Sykes and Levesque, 2004,73). Employment programs may help participants gain connections to friends or employers, or connect them to housing options. Frequently social exclusion policies also underplay the importance of informal economic activity, and view social exclusion as an individual problem caused by the economy. In Canada there is no policy to comprehensively target social exclusion poverty, rather the

government focuses on increasing income for low-income groups (Eliadis, 2004). This approach does not holistically tackle the issue of social exclusion, nor does it recognize the benefits the informal economy plays in social inclusion. Odd jobs and volunteering can build relationships, skills and empowerment.

3.1.4 Employment and health

Employment provides income, purpose, identity and stability. Unemployment can have a huge impact on the physical, social and mental health of an individual and their family. “In all social classes, the mortality rate of unemployed people was higher than that of the employed, particularly for deaths from cardiovascular disease, lung cancer, accidents and suicide” (Mathers and Schofield, 1998, N.P). A lack of income can decrease an individual’s and family’s access to healthy foods, recreational activities and healthcare. The strain of long-term unemployment can significantly lower self-esteem and confidence, resulting in increased anxiety, addictions and other destructive behaviour. This has an impact on children and the family structure. Children of unemployed parents often have poorer school performance, and are more likely to make poor lifestyle choices (Canadian Public Health Association, 1996). “Other adverse effects of unemployment on family life include higher risk of separation and divorce, domestic violence, unwanted pregnancy, increased perinatal and infant mortality, poorer infant growth and increased health service use” (Mathers and Schofield, 1998, N.P).

Healthy communities play a large role in promoting the health of its members. A healthy community is one where the physical, social, economic, cultural and spiritual components

are well integrated and functioning in a harmonious manner (Brown et al., 2004).

According to Healthy Communities Subcommittee (2005), a healthy community can be characterized by a vibrant and diverse economy, protection of natural and cultural resources, community participation, access to basic needs, partnerships between inner city programs and government, inclusion of citizens in community life and opportunities to learn and develop skills. Every community is different in how it perceives health, thus the community should determine how it will define and promote a healthy community.

3.1.5 Exploring the employment continuum

Employment continuums can promote more than employment, but also social inclusion and healthier lifestyles. Traditionally, employment programming and policies have been focused on assisting people with finding work or “high-quality, well-paying jobs with opportunities for advancement” (Loewen et al., 2005, 12). The success of employment programs was largely based on the number of people who were able to obtain work.

Increasingly employment programmers are realizing employment is about more than finding work, but also about being equipped with the skills to maintain and excel at work, and participate in the socio-economic fabric of society. It is also about recognizing that there are several steps many people must take before they are ready to work.

Employment continuums have different implications for individuals, employers, inner city programs and funders. Employment continuums can empower individuals to set goals, and measure their progress towards a healthier lifestyle, education and or employment. They can also help individuals acknowledge and plan the steps they will

require before they can find and maintain employment. For example, do they need to improve their conflict resolution or personal management skills before they are employable?

Employment continuums can assist employers with understanding and addressing the barriers prospective or current employees may face, for example a lack of housing or trouble setting goals. Employers can provide supports such as counselling and mentoring to address these barriers. By providing supports, employers stand a better chance of retaining employees and ultimately increasing their productivity and profits.

Inner city programs can use employment continuums to set goals and measure progress. Inner city programs work with many people who may never be employable. However measuring the impact of their programming on an individual's wellbeing is important for assessing the quality of their programming, making changes and gaining funding. Inner city programs, including employment programs, often contribute to the employability of people by building communication and social skills, self-esteem, etc. These contributions are often unrecognized and the connection to employment is not made. The success of employment programs tends to be based on the number of people completing the programs and receiving employment. However these programs provide more than employment. The employment continuum recognizes the contributions inner city programs, including employment programs, provide to people.

Employment continuums can show funders the connection between inner city programs and employment. This connection can be important for funders when making funding decisions or developing policy. It also helps funders recognize that the path to employment for many people can be complex, and requires their support for programs that make up this path. There are a variety of definitions of 'employment continuum'.

Correction Services Canada has broken the employment continuum into a set of four interventions: intake, institution, community and community employment centres (CEC), data collection and reporting on results (Corrections Services of Canada, 2006). Intake, the initial step, is where the client is assessed and needs identified. The second step, addresses the client's needs through job placements and job readiness activities. Community and CEC's, the third step, focuses on making connections with employment agencies and employers. The final step is data collection and reporting on results.

Garven and Associates Consulting (2004) define the employment continuum as a series of linear steps that range from immediate needs to career development.

Employment continuum steps

Life Skills	
Immediate needs preparation	Housing, food, health, motivation
Short term preparation	Addictions, counseling, family support
Employment readiness	
Setting direction	Self-awareness, motivation, assessment/planning and setting goals
Pre-employment preparation	Appearance, hygiene, effort, personal presentation
Skills training	Certification, upgrading
Employment Skills	
Employer connection	Hidden job market and posted jobs
Employer integration	Coaching/mentoring/shadowing, on the job development/training
Work place modifications	Supportive work environment, flexible hours
On-the-job support	Wage supplements, follow up support
Career development	Training and opportunities for advancement

Figure 2: Employment continuum steps
(Canadian Community Economic Development Network, 2005, 19)

The Fast Track to Employment (FTE) in the East Side of Vancouver has also developed a continuum approach to employment. FTE works with businesses, government, trainers/educators and the unemployed. “FTE will guide and facilitate existing community-based training providers and educational institutions into a coordinated and integrated array of services. This will be accomplished using industry-designed curriculum that is directly linked to employment opportunities (Fast Track to

Employment, N.D).” The FTE continuum ranges from employment ready, pre-employment, training and employment (Canadian Community Economic Development Network, 2003). The employment ready category acknowledges that the foundation for employment is basic needs, such as housing, daycare and literacy. The Fast Track to Employment Continuum also recognizes the softer skills required for employment, such as personal management and communication skills. This model also discusses alternative forms of employment, such as social enterprises, internships and supported work placements.

Fast Track to Employment: Employment Continuum

Employment Ready	Pre-Employment	Skills and Trades Training	Employment
Integrated Case Management			
Removing Barriers to Employability	Preparing for Employment	Specific Employment Preparation	Transition to Employment and Retention
Stability of Living Situation	Personal Management Skills	'Soft' and 'Hard' Skills	Employment Placement
Able to Enter a Work-like environment and	Career Exploration	Workplace Personal Skills	Relationships with Employers
Stable Housing	Career Planning & Goal Setting	Industry Designed Curriculum	Social Enterprise Employment
Physically Healthy	Academic Upgrades	Work Environment Simulation	Supported Work Placement
Addiction Free	English as a Second Language	Required Skills Level Achieved	Internships
Daycare	Workplace Computer Literacy		Subsidized Employment
Literacy	Communication Skills		Ongoing Peer Meetings
Personal Presentation	Skills and Aptitude Assessment		Employment Retention Assistance
	Work Environment Experience		
	Citizenship - a Role in the Community		

Figure 3: FTE: Employment Continuum
 (Adapted from Garven and Associates Management Consultants, 2004, 30)

The continuums used by Corrections Services Canada, Garven and Associates Management Consultants, and Fast Track to Employment break employment into several stages. These stages reflect life skills, employment readiness and employment skills. They also recognize the importance of people having their basic needs met before they can work. Garven and Associates Management Consultants and Fast Track to Employment both stress the importance of on-going support for people who have found work, and the need to work with employers to create a more flexible work environment.

There are three main components that underlie all employment continuums. These include employment readiness, life skills and employment skills (see Figure 1 above). Understanding these three components facilitates the development of appropriate indicators for these programs, by guiding which aspects of employment programming need to be measured. The following section will discuss these three components.

3.1.6. Employment readiness

Employment readiness is an emerging concept that is reshaping the planning and delivery of employment programs. It views employment in a holistic framework, acknowledging the multitude of employment barriers, and programming required for individuals to overcome these barriers (Ward et al., 2004). Employment readiness includes a person's motivation to work, confidence, and planning.

The Employment Readiness Scale (ERS) is a common tool discussed in the employment readiness literature. Valerie G. Ward Consulting Ltd. developed the ERS for the British Columbia government. The objectives of the ERS are to identify, assess, design strategies and measure changes clients make to become employment ready (Garven and Associates Management Consultants, 2004). It examines an individual's job search and employment maintenance skills, and their ability to handle transitions at work. The goal of the scale is to assist individuals to independently find and maintain work, and cope with personal, environmental and systemic stresses (Valerie G. Ward Consulting Ltd., 2003).

According to the ERS, factors that impact an individual's employment readiness can

include their support networks, education and training, self-esteem, economic base and work history (Ward et al., 2004). The ERS can be effective in recognizing an individual's strengths and challenges, how much assistance they require and what services are appropriate to refer them to (Valerie G. Ward Consulting Ltd., 2003).

The Employment Readiness Scale provides a fairly comprehensive approach to employment readiness, by acknowledging the multitude of barriers clients may face. It also examines barriers at the personal, environmental and systemic level, which can range from addictions, racism and poor housing (Ward et al., 2004). The ERS is based on assisting people with finding permanent full time positions. Thus it does not offer any alternatives for people who may be unable to work, due to disabilities, addictions or family commitments. If a more inclusive definition of employment readiness were available, activities such as volunteering, odd jobs or bartering would be counted. These activities are important to reducing employment barriers for many people.

3.1.7 Life Skills

Life skills include conflict resolution, communication, problem solving, goal setting and decision-making skills (Lickers, 2003). Life skills are critical to finding, maintaining and excelling at employment. According to Lownsbrough (2005) some of the benefits of life skills include assisting people in dealing with chaotic life events and providing a gateway for developing skills into a career. Many people will turn a skill or a hobby into a career, for example someone who likes to cook may become a chef. Life skills also assist in building relationships and becoming more self-aware. Arguably life skills are more important than technical skills to employers. “Employers report that they are prepared to support new employees with technical skill development however, they want employees to present themselves as work ready” (Garven and Associates Management Consultants, 2004, 2).

3.1.8 Employment skills

Employment skills include hard and soft skills, such as computer, literacy, numeracy, and social skills. These are skills that are necessary for finding, keeping and maintaining a job. Corrections Canada breaks employment skills into three categories, fundamental, personal management and teamwork skills. Fundamental skills include communication, information management, numeracy, and problem solving, while personal management skills include flexibility, attitude, willingness to learn, ability to handle responsibility and workplace safety. Teamwork skills are based on one’s ability to work with others (Correction Service Canada, 2006).

Section Two: Exploring alternative employment

3.2.1 Alternative employment

There is a need to provide options for people to participate in their local economy and earn extra income. Cooperatives and social enterprises can provide that option, by offering a supportive and flexible work environment. Supportive employment, as discussed in the disability literature, is largely based on social goals. It includes providing training, supervision and guidance on the job to people living with disabilities. A further exploration of the concept of supportive employment and how it could be applied to people with other employment barriers is important.

Alternative employment such as social enterprises and cooperatives provide an opportunity for people to increase their income and build skills and work experience. Benefits of social enterprises and cooperatives include flexible work hours and scheduling, training, guidance and support meeting, participation in decision-making, and some form of ownership. Social enterprises, cooperatives and other forms of alternative employment provide a strong link between employment and social inclusion.

3.2.2 Need for alternative employment

As discussed previously in this practicum, changes in welfare legislation and mounting socio-economic costs of unemployment are encouraging the development of alternative and more inclusive employment initiatives. The Canadian Health and Social Transfer program and American Temporary Assistance to Needy Families (TANF) have shifted their mandates (Austin, 2004). They are focussing on integrating recipients into the

workforce and abolishing welfare standards (National Council of Welfare, 2005). This is apparent in the cuts made to social assistance and disability rates. As a result recipients are forced to find casual work to ensure they can meet their basic needs. According to Gray et al. (2005) the government is also creating partnerships with businesses and inner city programs to reduce their role as a main service provider. The Canadian and American governments approaches to welfare are largely focussed on finding people permanent and full time employment. This is unrealistic in many communities, due to the insurmountable barriers many individuals face.

3.2.3 Opportunities for alternative employment

Cooperatives and social enterprise models provide realistic and appropriate employment for individuals who need income to supplement social assistance, disability or low wage work. Unlike conventional employment programming social enterprises and cooperatives shape the work environment. They go beyond removing barriers to work such as childcare and transportation. Social enterprises and cooperatives recognize employment is about more than income and employment status (Austin, 2004). They also recognize that the community directly or indirectly impacted by an employment barrier is best equipped to implement flexible and supportive employment initiatives. "Research has suggested that people with learning disabilities are discriminated against by employers" (Gosling and Cotterill, 2000, 1014). Modified and supportive work places, such as those provided by social enterprises and cooperatives, can provide opportunities to overcome barriers such as discrimination. The cooperatives and social enterprises discussed will be

analyzed for the availability and quality of training and socio-physical support, wages, and transferability of skills.

3.2.4 Social enterprises

There is a substantial increase in the number of social enterprises in North America. “In Quebec, there are an estimated 6,200 social economy enterprises that together employ 65,000 people and generate annual sales in excess of \$4 billion” (Human Resources and Social Development Canada, 2005). This is largely based on governments and communities seeking alternative and more sustainable solutions to poverty and social exclusion. According to Gray et al. (2005) governments also want to create partnerships to provide services, shift the responsibilities of welfare to non-profit agencies, reduce spending and become more progressive.

There are a variety of definitions of social enterprises. The majority of definitions link social enterprises to inner city programs that are seeking funds for their operations. According to the Social Enterprise Coalition social enterprises can be defined as “a business with primarily social objectives whose surpluses are principally reinvested for that purpose in the business or in the community, rather than being driven by the need to maximize profit for shareholders and owners” (Social Enterprise Coalition, 2003, 7).

Similarly the Social Enterprise Alliance defines them as “Any earned-income business or strategy undertaken by a nonprofit for the purpose of generating revenue in support of the nonprofit’s social mission” (Social Enterprise Alliance, n.d, 4). Vidal (2005) defines social enterprises that provide jobs and training as work-integration social enterprises

(WISE). “Work-integration social enterprises seek to help poorly qualified unemployed people who are at risk of permanent exclusion from the labour market return to work and to society in general through a productive activity” (Vidal, 2005, 807). Gray et al. (2005) claim that while social enterprises represent a wide span of political ideologies they are tied to their desire to promote human welfare.

Gray, et al (2005) classify social enterprises into three categories: community economic development, cross-sectoral partnerships and profit generating activities by inner city programs for support. Community economic development activities focus on the socio-economic development of a community. They include employment cooperatives and micro credit. In contrast, for-profit activities in non-profit community inner city programs are intended to provide sustainable and unrestricted financial support to inner city programs. Inner city programs are restricted on how the funds are spent. Cross-sectoral partnerships are formed between communities, agencies and government to serve a need. Gray, et al, (2005) discuss social enterprises as a vehicle for community involvement and means to challenge globalization. However they do not explore social enterprise as a tool for providing training and employment to individuals with multiple barriers.

Despite the numerous definitions for social enterprises, there are some common themes. These include the production of goods and services in a competitive market, and maintaining social aims. These social aims include providing jobs to people with barriers, increasing local skills, and providing a service or good that is not available in the community (Osborne, n.d.). Social enterprises often provide childcare, transportation,

training, and a support network. However many do not have the profit to pay a living wage. “These new initiatives support low-income people with multiple barriers to connect with the community and build economic security in a way that offers them dignity and an improved quality of life” (Toronto Enterprise Fund, 2003, 3). The majority of literature on social enterprises also characterises them as being owned and controlled by stakeholders voluntarily and autonomously from public institutions (Vidal, 2005.) These stakeholders include clients, employees and community groups. The decision making processes in social enterprises are democratic, with usually a “one person, one vote” approach.

There is some disagreement in the literature about the developers of social enterprises, with some associating them only with not-for-profits. However, businesses, inner city programs or individuals can develop social enterprises. “In addition to innovative not-for-profit ventures, social entrepreneurships can include social purpose business ventures, such as for-profit community development banks, and hybrid inner city programs mixing not-for-profit and for-profit elements, such as homeless shelters that start businesses to train and employ their residents” (Dees, 1998, 1). In reality many social enterprises are started by inner city programs that want to enhance their economic sustainability.

Two examples of successful social enterprises in Winnipeg are Inner City Development Inc. (ICD) and The Up Shoppe. The Up Shoppe is a service of the North End Women’s Centre (NEWC) that sells used clothing and new accessories.

“The Up Shoppe actively supports the retail revitalization of Selkirk Avenue and the North End as a whole while employing local women to run the business and administer the many programs that the Up Shoppe supports: the Coupon Exchange; Fine Option Program; Community Access Program and the Community Wages Program.” (North End Women’s Centre, N.D).

The Up Shoppe provides more than employment to low-income women in the inner city, but also a flexible schedule in a supportive environment. Women involved with the NEWC’s Fine Option program have the opportunity to work off their fines at the Up Shoppe. Women leaving an abusive relationship are also provided with free clothing. Funds generated by The Up Shoppe are reinvested into community economic development initiatives (North End Women’s Centre, N.D). It also provides a variety of opportunities for women to become involved in The Up Shoppe, either as volunteers, becoming a NEWC member or board member.

Inner City Development Inc. (ICD) was formed in 2002 and provides residential and commercial construction. It is a share capital corporation with three inner city programs as shareholders. ICD’s mandate is to provide employment for inner city residents. “Inner City Development Inc.’s goal is to be a self-sustaining employee-owned group of companies. We intend to create steady employment and practical training for inner city residents.” (Inner City Development Inc., 2006). Workers have full time employment, are paid above average sector wages and receive benefits. They also receive training and education that leads to certification. Workers are also encouraged to participate in the corporation’s management.

The Up Shoppe and Inner City Development Inc. both started due to a need in their community. This was the need to provide flexible employment and training to people facing employment barriers. North End Women's Centre and Inner City Development Inc. offer both a flexible and supportive work environment. However Inner City Development Inc. provides more training, transferable skills and access to employment. The skills can be transferred to other employers and generally provide a living wage.

3.2.5 Cooperatives

Cooperatives have a long history in North America, with the first cooperative (Britannia Consumers Co-operative) emerging in 1861 (Canadian Co-operative Association, N.D). According to Henahan and Anderson (2001, 4) cooperatives "provide services and a return on members' patronage." The International Cooperative Alliance defines cooperatives "as an autonomous association of persons united voluntarily to meet their common economic, social and cultural needs and aspirations through a jointly-owned and democratically controlled enterprise" (Rainbow Whole Foods Co-operative Grocery, 2006). The majority of definitions of cooperatives are based on membership control, autonomy from the government, and producing goods and services needed by members.

There are a variety of cooperative forms. These forms vary according to membership, governance, purpose and size. Roelants (2000) classifies cooperatives according to size: small and medium scale, and meso level. Small and medium scale cooperatives represent local enterprises. Meso level cooperatives include research and development institutions, and banks (Roelants, 2000).

Quarter and Wilkinson (1990) classify cooperatives as systems of worker-owned enterprises, community systems model, system of multi-stakeholders, and joint ventures. According to Quarter and Wilkinson there are different systems of worker-owned enterprises. Some have parent cooperatives that handle finances and other management issues, while others work in isolation. La Conference des Cooperatives Forestieres is one example of a parent cooperative, representing 32 cooperatives.

“This second-tier cooperative facilitates communication among member inner city programs, lobbies the provincial government and coordinates a networking arrangement for business needs, whereby experts from one cooperative provide services to another, the costs being shared by the benefiting cooperative and the provincial government” (Quarter and Wilkinson, 1990, 532).

According to Quarter and Wilkinson (1990) they tend to specialize in a specific area (i.e. food) to gain economies of scale. The community systems model is most commonly found in agriculture, and is based on responding to a local need. Multi-stakeholder cooperatives form partnerships between consumer and producer. In these cooperatives each stakeholder has a vote. The fourth type of cooperative discussed by Quarter and Wilkinson (1990) is joint ventures, where both the workers and investors own the cooperative. “Another worker cooperative specializing in forestry owns one-third and investors from the local community own the remainder” (Quarter and Wilkinson, 1990, 542). As a result the workers have less involvement in decision-making processes.

Levi (2006) further breaks the Multi-stakeholder cooperatives model down into two types.

“To illustrate the issue two types of multi-stakeholder cooperatives will be considered: (1) the ‘hybrid’ one characterized by the external investor member with limited* if any* voting rights as characteristic of capital-intensive farmers’ cooperatives eager to consolidate their financial condition, thus avoiding the threat of conversion into IOFs (Investor Owned Firms); and (2) the ‘community’ one, characterized by such unconventional participating protagonists as a whole community, parents, customers and ‘disadvantaged’ people from the weakest segments of society” (Levi, 2006, 151).

The community model serves the needs of the community, as opposed to the hybrid, which is driven by the needs of its investors. It also provides more flexible employment for disadvantaged people. Arguably, there is also less worker participation in decision making with the hybrid model.

The literature on cooperatives discusses many of the challenges cooperatives encounter. These include challenges with management, capital and increasing global competition. “Indeed, small-and medium-scale enterprises (SMEs) in general, and worker co-operatives in particular, are often perceived as being isolated and vulnerable, struggling to obtain capital, credit facilities, information and skills, and hardly attaining sufficiently large scales to face heightened world competition” (Roelants, 2000, 67). Roelants (2000) in particular stresses the threat of increasing globalization on cooperatives.

“At a time when oligopolies are appearing world-wide in most sectors of the economy, worker co-operatives (in industry, handicrafts and services) may not be perceived as being the most adapted form of enterprise to compete, and their long-term prospects of expansion may not look promising” (Roelants, 2000, 67).

Quarter and Wilkinson (1990) echo many of Roelants concerns. They discuss challenges with management and marketing. Hunt (1992) raises concerns with the impacts of

specialization of work in cooperatives and the democratic decision making processes.

Hunt claims that despite the impression that cooperatives are supposed to be controlled by the workers, it is not always true in all areas. “Consequentially, an assessment of the democratic process in any inner city program requires attention to the formal degree, range and form of worker participation in decision-making, and at the same time attention to the way in which power and influence is exercised more informally” (Hunt, 1992, 11). Roelants (2000) discusses some strategies for overcoming these challenges, including hiring management and technical consultants, educating and training workers, saving for harder financial times and developing partnerships with government and institutions.

Northern Star Workers Co-op and Nor West Community Health Centre in Winnipeg provide two examples of successful cooperatives. Northern Star Workers Co-op produces and sells Aboriginal star blankets. It was started in 1989 by a group of volunteers, and developed into a cooperative a few years later (Jubilee Fund, N.D). The mandate of Northern Star Workers Co-op is to teach women in poverty how to sew and design Aboriginal star blankets. Products are marketed locally, but the co-op is exploring international opportunities (Industry Canada, 2006).

Nor West Co-op Community Health Centre is a community based health care agency that has been operating since 1972 (Manitoba Cooperative Society, 2006). It provides a variety of services to the Inkster area, including medical care, counseling, and community outreach (Nor West Co-op Community Health Centre, 2005). Nor West Co-op Community Health Care Centre recognizes the relationship between income and health.

“We envision safe and healthy neighbourhoods in Inkster and beyond whose citizens have nutritional and income security, where children and families live together, in environments that foster growth, potential and well-being, where individual and family wellness is promoted through an accessible network of holistic health services, of the highest quality developed and delivered in partnership with the community.” (Nor West Co-op Community Health Centre, 2005)

Its members, who purchase a lifetime membership for \$1, govern West Co-op Community Health Care Centre. “Being a member involves you in the decision making of programs and entitles you to elect the Board of Directors or to become a potential Board member yourself (Nor West Co-op Community Health Centre, 2005).”

Northern Star Workers Co-op and Nor West Co-op Community Health Centre respond to a community need. Northern Star Workers Co-op employs and provides training for people with employment barriers, while Nor West Co-op Community Health Centre provides services to community members. Northern Star Workers Co-op and Nor West Community Health Centre are both governed by their members.

Cooperatives and social enterprises can be excellent opportunities for providing alternative employment for people with barriers. People who had specific barriers developed the majority of cooperatives and social enterprises. Thus they are familiar with the forms of support needed for its membership to be employed in a healthy environment. Most cooperatives and social enterprises allow people to work at their own pace, take breaks or leaves due to health or family issues, and gain additional training. They also provide individuals with training, self-esteem and a venue to become involved in their community.

There are some challenges associated with cooperative and social enterprises. These include being able to pay workers living wages and provide regular work. “Most worker-owned enterprises tend to be very small and are located in low-wage, non-unionized sectors of the economy” (Quarter and Wilkinson, 1990, 530). The demand to work can be greater than the supply of work. Cooperatives can also struggle with membership commitment. “One of the challenges for Advantage Workers’ is maintaining a balance between the needs of the active members and the needs of the inactive or potential members” (Advantage Worker’s Co-operative, N.D, 6).

3.2.6 Conclusions

There are a variety of best practices that can be deducted from the literature on employment continuums and alternative employment. In regards to employment this includes focusing on high quality jobs, creating partnerships, offering post employment support, and comprehensive training that stimulates the real workplace (Loewen et al., 2005). Training must focus on jobs that will be around in 10 years and provide opportunities for advancement. Strong employment programming also requires inner city programs to build connections for people with employers and educational centers. The inner city often lacks these critical social connections. Foremost successful employment programs need to be multifaceted and offer a range of services. A continuum of support is required that provides services that range from life skills to hard training and job placements. According to Garven and Associates Management Consultants (2004), some of the best practices include identifying and providing services that target employment

barriers, and the needs of both employers and job seekers. While there is little discussion of informal employment programs in the literature, they are important for assisting people to become employment ready and for social inclusion.

Alternative forms of employment, such as cooperatives and social enterprises complement the employment continuum. They can offer individuals the opportunity to develop the benefits mentioned on the employment continuum, such as life skills and motivation. In order for them to be more effective, policies and funding need to be put in place to support them.

Section Three: Indicators

3.3.1 Laying the foundation for indicators

Indicators play a critical role in employment programming. Understanding the importance and types of indicators is important for designing an appropriate indicator framework for an employment continuum. Inner city programs and funders rely on them for measuring the success of a program or policy, to make decisions, educate the public or reveal trends. They also rely on them to sum up data, address a specific problem, or present a wide range of information (Innes and Booher, 2000). Thus, indicators play a critical role in the socio-economic and political systems from the neighbourhood to the global scale. There is a wide range of indicators employment programs and funders use, that vary according to their processes and outcomes.

3.3.2 Types of indicators

According to the World Bank indicators can be classified as intermediate and final indicators. Intermediate indicators, include input and output indicators. They measure a feature that was involved in producing an outcome or impact. Input indicators are based on measuring the resources needed to reach a goal. Output indicators measure the goods and services produced from the input. Outcome and impact indicators are final indicators. “When an indicator measures the effect of an intervention on individuals’ well-being, we call it a “final” indicator” (The World Bank, 2004, 2). Outcome indicators are used to measure the effectiveness, obtain feedback, and guide program planning. “An outcome indicator is the description of a set of data that can measure or verify an outcome” (Development Leadership Network, 2000, 10). Outcomes include increased self-esteem, maintaining work, safer neighbourhood and skill development (Development Leadership Network, 2000). “Impact indicators measure key dimensions of well-being such as freedom from hunger, literacy, good health, empowerment, and security. These are the ultimate goals of public policies and programs” (The World Bank, 2004, 2).

Indicators are diverse in terms of their design, implementation and evaluation. They can be based on time periods, single or aggregate measures, sustainability or outcomes. Indicators are often based on time, providing information that reflects on the past or guides the future. Time oriented indicators include predictive or forward-looking, retrospective and rapid feedback indicators. Rapid feedback indicators provide quick and frequent information, and are traditionally used by agencies or businesses to improve how the city functions. According to Booher and Innes (2000), rapid feedback indicators

are highly dependent on technology. Institutionalized indicators are used to make decisions. Sustainability indicators tend to focus on environmental and social equality. In programming, outcome indicators are often relied upon to measure their effectiveness, obtain feedback, justify their existence and guide their planning. "An outcome indicator is the description of a set of data that can measure or verify an outcome" (Development Leadership Network, 2000, 10). A combination of indicators can create an index (Canada Mortgage and Housing Corporation, 1995). Aggregate measures such as the GDP combine several measures together. They are often criticized for watering down their meaning, for example the seriousness of the unemployment rate.

Indicators rely on qualitative or quantitative data, for example how did a particular employment program make people feel or how many people attended the program respectively (Murphy and Cunningham, 2003). According to Murphy and Cunningham (2003) qualitative indicators can be difficult to collect and analyze, while quantitative indicators can miss detail. For example why did a person not benefit from a program?

Indicators can be defined by their scale, or area of focus. According to Michalos (2007, 6), "individuals are the smallest units of analysis." Individual-level indicators can include census counts of total numbers of individuals. Individual level indicators can be aggregated and applied to a group. However Michalos (2007) cautions that measuring larger issues based on individuals can impact how a problem is addressed.

"For example, homelessness will be addressed in different ways if it is regarded as a personal problem of some individuals, a problem of some neighborhoods, some cities, provinces or the country as a whole. If people living in certain areas

of a city do not perceive those areas to be neighbourhoods and do not think of the problem of homelessness as a neighbourhood problem, it will be impossible to address the problem at a neighbourhood level (Michalos, 2007, 6).”

Individual indicators can also refer to their area of focus, the individual. “At the individual level, indicators reflect the cognitive decisions and thought processes that occur within the mind of an individual (such as knowledge, beliefs, attitudes, cues to action, perceived barriers and benefits) and that are associated with an individual’s behavior” (Gregson et al., 2003, 12). According to Gregson et al. (2003) individual indicators tend to be measured by interviews, surveys or personal assessments. Individual indicators tend to be developed by inner city programs, institutions or government.

Community level indicators use the community as the unit of analysis. They can be used to measure change or show trends. Community level indicators can also assist with setting goals and planning initiatives. “Community building and community development: indicators and benchmarks can provide a framework for local community building and community planning, involving citizens in identifying issues and priorities, creating social inclusion and enabling citizens to participate in helping to define a ‘common vision’ for their community” (Institute for Social Research, 2000, 13).

Community development indicators are usually formed through a participatory process, and reflect the community’s goals. These goals can include safety, housing, community economic development, capacity building etc.

Employment indicators focus on participation in the labour force. Employment indicators can provide significant information about the labour force, including hours worked, commuting to work, industry, training and education, labour mobility, wages and benefits (Statistics Canada, 2007).

3.3.3 Developing appropriate indicators

Developing appropriate and relevant indicators is critical to ensuring their success. Inner city programs rely on indicators to access funding and guide the development of their programs. The process of developing indicators can vary according to the existence and level of public engagement, timeline and purpose. Developing indicators is often intertwined with an evaluation, or with the development of a new program or policy. Regardless of the process, developing, implementing and evaluating indicators is a time consuming process that requires commitment. Failure to develop appropriate indicators, or not managing them properly can result in them sitting on a shelf unused (Booher and Ines, 2000).

Regardless of what the indicators development process wishes to accomplish, indicators must have a purpose and a concept. The purpose should clearly be stated. For example is the purpose to inform public policy, or perform an evaluation (Tyler Norris Associates, 1997)? According to Innes ensuring the concept is manageable and agreed upon is important. For example measuring poverty is too complicated. The concept should be clear, critiqued and accurately reflected by the measure (Innes, 1990). For example crime rates look only at police activity, failing to factor in when people feel safe from reprisal,

they are more likely to report a crime (Innes, 1990). The Success Measures Guidebook (Development Leadership Network, 2000) has developed the SMART (specific, measurable, achievable, realistic, time specific) principles for developing indicators. According to the guidebook indicators should have easy and reliable means to collect and manage data. The information should be shared with other programs. Also, the indicators need to cover a minimum of two years of programming. Some indicators may require information that is difficult to access or be too broad. Data for measuring indicators can be collected from a variety of sources. These include intake forms, photos, government documents, surveys and focus groups, trainee assessment tools, tracking dollars entering and exiting a community, and/or tracking media reports (Blake, 2003).

According to Innes (1990) indicators also need to be relevant to the context and reflect changing realities and goals, for example the inclusion of women in the labour force. Indicators need to reflect the community's values. According to Blake (2003) appropriate indicators should reflect a sense of community ownership and be relevant in years to come. As a result it is sometimes difficult to transfer indicators to other communities or contexts. This is evident in measuring crime rates, as in some countries honour killing is not part of the criminal statistics. There is some discussion in the literature as to whether indicators should be value-free. Innes (1990) claims indicators inherently represent values and changes in norms and culture. Arguably, indicators are never value free. It is important to acknowledging and understand one's values before indicators are developed or evaluated. The basic process for developing indicators includes establishing a steering committee, defining the issue and vision and setting

goals. The steering committee should be comprised of a diverse and committed group, including community members, technical and research people. According to the Success Measures Guidebook (Development Leadership Network, 2000) 50% of the committee should be comprised of residents. Reviewing or defining the issues and vision is important, and the steering committee may decide to work off a model or framework, for example what is good health? Is it the absence of disease, or feeling well? Frameworks and models can provide the purpose and goals of the indicators. The Canada Mortgage and Housing Corporation (CMHC) discuss three common indicator frameworks: indicators theme, condition-stress-response and community oriented indicator framework. The indicators theme framework is based on developing indicators for each theme (i.e. the environment or poverty). In contrast the condition-stress-response framework measures the environmental stress caused by people and the mitigation strategies resulting. The community orientated indicator framework examines the environment, identifies areas of the government's responsibilities and links them to environment, economic and social wellbeing themes (Canada Mortgage and Housing Corporation, 1995).

Secondly, developing indicators requires identifying clients, users and target audiences and selecting common indicators (Canada Mortgage and Housing Corporation, 1995).

Developing indicators for existing programs should review what has been accomplished, they fit with the mission statement and where does the program hope to see itself in three to five years (Development Leadership Network, 2000). Thirdly, the results from the indicators need to be analyzed, and linked to public policy. If indicators are not linked to

policy and practice, they are relatively useless. Innes and Booher (2000) discuss this disconnect between indicators and policy, as people do not understand how to analyze the data. Ensuring indicators can be influential, requires them to be publicly valued and understood. Finally it is important to examine the validity of the indicator; specifically does it behave the way the phenomenon is expected to? Does the indicator point to a symptom or a cause and what values does it represent?

The committee responsible for developing the indicators should set targets for the indicators, and design an outcome information system. The outcome information system deals with data collection, interpretation and presentation (Development Leadership Network, 2000).

“Inner city programs must have sophisticated management information systems in place to collect and cull data for all areas in which programs are engaged — employee recruitment, placement, retention, and advancement; employer satisfaction; and other variables important to assessing progress, identifying problem areas, and demonstrating achievements. Empirical data can also be used to attract the attention of policymakers, researchers, and others interested in creating new programs or enhancing existing ones” (Annie Cassie Foundation, 2002, 31).

Section Four: Measuring the success of employment programming

3.4.1 Introduction

There is a lack of literature regarding indicators for employment programs, in particular measuring more informal employment activities. For example a client may not gain a job from a program, however their self-esteem and confidence will have risen from participating. “Existing studies usually devise indicators of this domain in four dimensions: employment rate, type of employment, employment equity, and income status” (Sun, 2005, 21).

3.4.2 Government’s approach to employment

This is echoed by the Canadian government’s approach to measuring employment. The unemployment rate is used to summarize that state of the economy and employment in Canada. According to the Canadian government, employment is defined as people who are working for pay, or are self-employed in the formal economy. “This includes all persons working for wages or salaries, all self-employed persons (with or without paid help) working in their own business, farm or professional practice, and all persons working without pay in a family farm, business or professional practice during the reference week” (Statistics Canada, 2007). The Canadian Labour Force survey divides the working age population into three categories; employed, unemployed and not in the labour force (Statistics Canada, 2007). The unemployment rate is based on those who have looked for paid work in the previous four weeks, thus discouraged workers are discounted. People, who work in the informal economy, where their economic activity is

not reported, are also discounted. This includes those who engaged in odd jobs (i.e. an electrician wiring a home and accepting under the table pay) or trading (i.e. babysitting in exchange for home renovation work). The government's measure of unemployment looks only at the number of people unemployed, but fails to provide any data on why they are unemployed. Consequently the majority of government funding, programs and policies are aimed at assisting people with finding formal employment.

3.4.3 Employment program indicators and frameworks

The indicators used by many employment programs tend to mirror the governments approach, in that their main measure of success is steady employment. Employment programs commonly implement indicators that focus on hard numbers, including the number of people participating in their program, acquiring employment as a result of their services, their number of months employed and their salaries. Arguably there are a variety of other successes program participants are making even if they do not acquire employment, including increased self-esteem and literacy. These small successes are key to becoming employed and or being socially included.

There are few indicator frameworks available for measuring the success of employment initiatives, specifically for measuring the more informal programs and successes (i.e. increased self esteem). These indicator frameworks can focus on the individual and or program. The Success Measures Guidebook is one source for guiding community-based indicators. It focuses on employment and income from job training programs, and job creation. According to the Success Measures Guidebook (Development Leadership

Network, 2000) job creation is based on the provision of loans, training or technical assistance, with four main outcomes. These outcomes include the number of jobs created, job duration and stability, wages/salary, and quality of job. Other outcomes include job benefits such as health care benefits. Employment and income job training programs are the second area the Success Measures Guidebook discusses. It measures if training programs are effective at helping people to prepare, find and maintain a job. Its outcomes include the number of people placed in a job, job retention, and wages and quality of job.

The Success Measures Guidebook differs from many conventional employment program indicators, because it recognizes programming needs to look beyond placements and focus on job retention and quality of jobs. According to the guidebook, clients should be tracked for a minimum of two years. Despite high levels of mobility regular phone calls and visits can mitigate some loss of contact between the employment inner city program and the client. The Success Measures Guidebook also discusses the importance of quality of jobs placements. Jobs that are dominated by low skilled workers are often dangerous, uncomfortable and characterized by high turnover. The Success Measures Guidebook also stresses that employment programs should collect data that recognizes and separates clients that have more employment experience and a better chance of success than those that do not. Often programs are compared to the general population, failing to acknowledge the barriers many people face in low-income communities. Amy Brown also cautions that employment agencies should not focus on the most employable people, neglecting those that are harder to serve, to improve their statistics. She notes that it is

also important to look at the completion of training programs, and more indirect measures such as household income (Brown, 1997).

The Success Measures Guidebook does not discuss informal employment activities, or the softer benefits program participants may acquire, such as increased self-esteem. It focuses on harder and more quantitative measures of success, recommending that data for indicators be collected from entrepreneurs, city offices and national statistics. The guidebook also is limited to employment programs that are based on finding people steady employment, and not social inclusion.

The Transtheoretical Model of Change provides a framework for assessing what stage people are in their journey to employment (Garven and Associates Management Consultants, 2004). It differs from the Success Measures Guidebook in that it focuses on the individual as opposed to the program. Arguably it could be applied to programming. The Transtheoretical Model of Change measures the smaller and more informal successes people make on their journey to employment and or to a healthier life style. The model is broken into five stages: pre-contemplation, contemplation, preparation, action, maintenance and relapse (Garven and Associates Consulting, 2004). At the pre-contemplation stage people are not ready and interested in searching for employment, while at the contemplation stage people are beginning to think about looking for employment. At the preparation stage people begin to develop an action plan for looking at work, and at the action stage behavioural change is occurring (i.e. they have begun preparing resumes). The maintenance stage is where people are continuing to make

positive changes and have acquired work. Relapses are common in the path to employment, however with adequate support they can be reduced or prevented. The Transtheoretical Model of Change provides a series of indicators that are useful for assessing the stage and progress an individual has made. These indicators are listed below.

Transtheoretical Model of Change stages and indicators

Stage	Indicators
Pre-contemplation	-Do not take responsibility for their problems -Rebellious -Believe they do not have a problem
Contemplation	-Considering change -Open to information
Preparation	-Planning stage -Setting goals and action -Confidence
Action	-Committed to changing -Changes are evident to others
Maintenance	-Using less effort to maintain change -May become complacent
Relapse	-Overconfidence -Partaking in risky behaviours -Isolation and mood swings

Figure 4: Transtheoretical Model of Change
(Garven and Associates Management Consultants, 2004, 38).

The transtheoretical model also follows a circular model in the literature. The circular model accounts for people going through several cycles of contemplation or other stages, before they are ready to leave the system. "Prochaska has used a "revolving-door schema" to explain the sequence that people pass through in their efforts to become free from addictions. People do not go through the stages and graduate; they can enter and

exit at any point and often recycle several times (Mississippi State University Extension Service, 2001).”

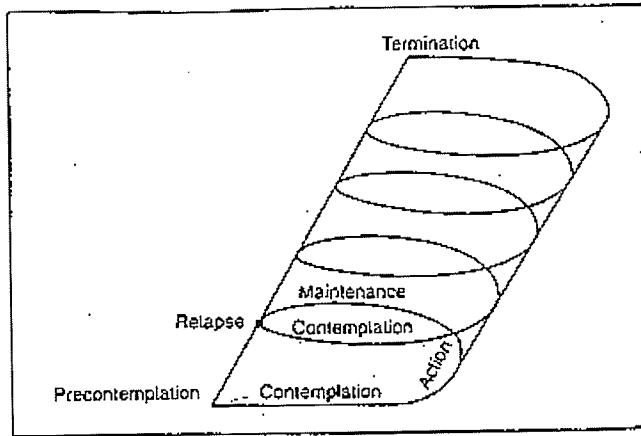


Figure 5: Transtheoretical Model of Change (Mississippi State University Extension Service, 2001).

The Transtheoretical Model of Change differs from the Success Measures Guidebook in that it celebrates the smaller successes people make on their journey to employment, and it is focused at the individual level. However these two frameworks place employment as their final goal, failing to create opportunities for people who are unable to ever be permanently employed. According to the Transtheoretical Model of Change, the maintenance phase is where “Individuals will have successfully acquired a job placement and are working to maintain the supports needed to retain employment” (Garven and Associates Consulting, 2004, 36). There are some problems associated with the Transtheoretical Model of Change. According to a study published in Health Education Research that evaluated the application of the Transtheoretical Model of Change to dietary behaviours, the model is too inflexible. “The results suggest that not only are there fundamental problems with the traditional time-dependent methods used to classify

people at different stages, but also specific problems associated with the application of the model to diet” (Povey et. al.,1999, 649).

The indicator frameworks above highlight the differences between individual, community development and employment indicators. The Transtheoretical Model of Change is focused on the individual, measuring change with the individual’s actions, behaviour and attitude (Gregson et al., 2003). It does not acknowledge the role of community development and employment programs in changing people. Change appears to be dependent on the individual’s motivation to change, not on the role the community played in it. In contrast Success Measures Guidebook represents more of a community development indicator framework. However it does integrate the individual with community development and employment. For example, housing is connected with an increase in self-esteem (Development Leadership Network, 2000). It has some employment related indicators, but they are connected to housing and training development.

3.4.4 Summary of Literature Review

The above literature review reveals several gaps in the literature on employment continuums, and appropriate indicators for formal and informal employment programming. There is no definite definition of what an employment continuum is, and there is little discussion of how it relates to employment readiness and life skills. The majority of the literature discusses more formalized employment programs that are based on assisting people with obtaining full employment. It fails to acknowledge that the

journey to employment for many people is complex, and for some impossible. There is some discussion of alternative employment through cooperatives and social enterprises. However further research needs to be conducted into how social enterprises and cooperatives can support people with employment barriers. Informal and alternative employment programming, such as volunteering, odd jobs and cooperatives, need to be promoted and their success measured.

The literature review also highlights several gaps in the literature on appropriate indicators for employment programming. The majority of programs appear to rely on more conventional, indicators for measuring the success of their programs. There are few indicator frameworks, in particular alternative indicator frameworks, available for measuring the success of employment programs.

There are a variety of formal and informal employment programs in Winnipeg that can provide experiential knowledge about inner city programming. Many of these programs provide services that promote life skills and employment readiness, and acknowledge the relationship between employment and community development. Understanding the types and diversity of programming available in Winnipeg's inner city is important for developing an appropriate indicator framework.

Chapter Four: Context

4.0 A background of employment programs in Winnipeg's inner city

There are a variety of programs in Winnipeg's inner city, that while not classified as employment programs, provide opportunities for people to participate in their local economy, feel a sense of belonging and gain life skills. These programs are often classified as community development or inner city programs.

Inner city programs can promote hard and soft skill development, provide some income to supplement social assistance/disability, and steer people into healthy activities. They represent a continuum of employment with a variety of success measures. This continuum ranges from having people participate in the social fabric of their community, to gaining full time skilled employment. For many people, progress can be measured by an increase in the number of odd jobs they do, or volunteering once a week at a community program. While they may never be ready for part or full time employment, they are able to contribute to the socio-economic health of their community. Their supplemented income may allow them to eat healthier food, pay their rent and avoid becoming homeless, or fix up their home. These activities also lead to new friendships and community connections that provide support and learning.

There are a variety of programs that contribute directly and indirectly to employment, however this connection is not always clear. Some of the informal and formal

employment programs in Winnipeg will be discussed in the following section. Loewen et al categorize employment programs as “‘pre-employment’ services; job search and placement agencies; and hard-skill training agencies” (Loewen et al, 2005, 33). The following section will describe five programs that can be categorized in this way. These include the Skills Bank, West Central Women’s Resource Centre, PATH Resource Centre, Opportunities For Employment and Community Gardens Preserves.

“The Skills Bank” connects Inner city residents to odd jobs, training and trading opportunities in the community. It works in conjunction with House of Opportunities and CORE Labour, its neighbouring office. The Skills Bank is part of an employment network/continuum with House of Opportunities and CORE labour. This continuum focuses on employment readiness, life skills and employment skills that fit everyone’s needs. This continuum includes assisting people with finding permanent full/part time work (House of Opportunities), connecting people to temporary employment (CORE Labour) and connecting people to odd jobs, training and volunteering opportunities (Skills Bank). The employment continuum, formed by House of Opportunities, CORE Labour and the Skills Bank has never created indicators collectively to track employment readiness and employment. The goal of the Skills Bank is to provide opportunities for people to use their skills and participate in their local economy. The Skills Bank currently tracks the number of people placed in positions, length of positions, number of residential and businesses that use the Skills Bank, and if the job was successfully completed. Currently, the Skills Bank is working on improving its measures of success to more accurately reflect its services. Some of the challenges the Skills Bank is encountering are

selecting indicators to determine the long term and qualitative impacts of its program. These challenges are partly based on time constraints, and working with a highly mobile population.

The Community Gardens Preserves, a St. Mathews Maryland Community Ministry project, transpired from several community gardens. "Participants will preserve the garden produce, and learn new food handling and business skills while marketing their products" (Local Investment Towards Employment, N.D). The purpose of the project is to explore sustainable and self-reliant community economic development. The Community Gardens Preserves group is working on developing a set of indicators for measuring the success of their program.

The West Central Women's Resource Centre (WCWRC) offers several programs that focus on training and volunteering for skill development, with some of the programs offering an honorarium. The majority of its programs can be categorized as pre-employment. There are entry-level training programs that include computer classes, working cash registers, and conflict resolutions skills. Other programming includes the empowerment program and workshops on a variety of topics. These training programs complement and are a starting point for volunteering as coordinators for the WCWRC's Community Cupboard, Clothing Exchange, Crafts and Receptionist programs (United Way Winnipeg, 2005). The Community Cupboard program purchases food in bulk and breaks it down into smaller portions at cost, to provide cheap food for individuals or families. The Clothing Exchange program sells used clothing, the Craft program conducts

crafting workshops and the Receptionist program places women in receptionist positions at the WCWRC. These program coordinators learn skills related to fundraising, inventory management, working the cash register, customer service, crafts, and peer mentoring. The WCWRC tracks the number of people accessing their services and the numbers of hour's women at the centre are volunteering. The WCWRC is currently developing a better system to measure the success of their programs.

Opportunities for Employment (OFE) provides pre-employment services, job searching and placement and hard skills training to social assistance recipients. It was designed for people receiving social assistance, and as a result its funding is contingent on the number of people it places in full time positions (30 hours/week) for a minimum of six months. OFE programs include an eight-week full day employability skills program, RIGHT NOW!, for people lacking employment readiness skills. The program assists clients with daily job searching skills (Opportunities for Employment, 2004). The Employability Skills program provides 4 weeks of softer employability skills such as conflict management and self-awareness, and 4 weeks of work experience in a supported environment. It also provides additional supports including free breakfast, a hair cut and clothing. OFE also offers hard training such as a Microsoft office and forklift operator certification course (Loewen et al, 2005). OFE differs from many other employment services because it engages in demand side initiatives. It works with employers to recruit skilled labour, provides customized training for employers, and provides on-going support for the first year of employment.

The goal of the PATH Resource Centre is to assist people with finding part time or full time employment with a living wage. The PATH Resource Centre, which is located in the North End, has two programs, the Job Search Program and a Mentorship program. At the initial point of contact, clients fill out an assessment form and are assigned to either the Job Search Program or the Mentorship Program. The Job Search program is intended for clients who are not receiving social assistance and have been mandated for employment. The program provides job searching assistance, resume development, mock interviews and follow up support for clients (North End Community Renewal Corporation, N.D).

The Mentorship Program works with clients who are pre-employment, that may struggle with addiction, housing or other employment barriers. This program offers 10-12 workshops on a variety of issues, including budgeting and conflict management, and provides referrals to different services, such as the Addictions Foundation of Manitoba. The Job Search and Mentorship program has each client develop an action plan with his or her goals, strengths and barriers to employment (Loewen et al, 2005). The action plan is revisited regularly and facilitates PATH to be able to provide referrals to education and training, and a wage subsidy program

4.1 Exploring private, non-profit and government funders

Funders allocate funding based on a variety of different factors. These factors are dependent on the structure and mandate of the funder. According to Scott (2003) funding sources can be classified as government funding, private giving/ fundraising, corporate sector funding and private and public foundations.

The majority of non-profit funding comes from the government through direct (grants) and indirect (tax assistance) financial assistance. The government also provides in-kind donations, including office space and training opportunities. “The Government of Canada funds community non-profit sector organizations to achieve a wide range of policy objectives, including knowledge transfer, service delivery and to help make communities attractive places in which to live, work and invest (Human Resources and Social Development Canada 2007).” The government also funds inner city programs because they are most familiar with community needs, and can complement government programs and policies. Arguably, the Canadian government also funds programs to gain public support. Ensuring government funding meets the public’s priorities is critical for maintaining public support, and ultimately gaining votes.

Private giving/fundraising includes community based fundraising organizations such as the United Way. According to Scott (2003) this form of funding tends to be fairly unstable and provides small amounts of funding. Fundraising also requires a significant commitment on the part of non-profits. As a result, non-profits are increasingly pursuing corporate sector funding. However there are challenges associated with corporate sector funding.

“Evidence suggests that corporations tend to favour larger, highly visible charities that display organizational structures and procedures with which the corporations can identify. Corporations tend to give small donations to selected groups, they prefer short-term funding for projects rather than funding to organizations, and they are loathe to become involved in longer-term commitments or to provide funding for on-going core operating expenses” (Scott, 2003, 24).

Private giving and corporate sector funding is generally allocated to non-profits that match their mandate. Corporations also tend to give funding to organizations that will help them attain a more positive corporate image. According to Epstein (2005):

“Companies are giving money for sexy cause-marketing on the issues of the day, and to that end are very savvy about publicity,” says Steven A. Rochlin, director of research and policy development at Boston College’s Center for Corporate Citizenship. “Meanwhile, they are leaving out groups that are doing critical work but are not grabbing the headlines.” (p 22)

As a result, inner city programs can tailor their activities to meet the mandate or image of these funders, losing valuable programming. “In the process, important nonprofit and voluntary sector activities may be sidelined as the organization pursues programs for which funding is available” (Scott, 2003, 22).

There are two types of foundations, private and public. A private foundation is based on 50% or more of the foundation’s assets originating from a person or family. Appointed trustees generally manage private foundations. In contrast, a public foundation manages pooled assets, with 50% or less of funds originating from any one person or family. “These assets are managed by an arms-length board of directors (Scott, 2003, 26).” Foundations also tend to allocate funding based on their mission.

There are a variety of funding sources available to Winnipeg inner city programs. Human Resources and Social Development Canada (HRSDC) provide funding to employment and social development initiatives through programs such as the Social Development Partnerships Program and Workplace Skills Strategy.

“The Social Development Partnerships Program (SDPP) is a national, centrally managed and delivered funding program that provides grants and contributions to non-profit sector inner city programs that are concerned with advancing the social development and inclusion needs of persons with disabilities, children and their families, and other vulnerable or excluded populations” (Human Resources and Social Development Canada, 2007).

This funding is targeted to social inclusion. Employment focused funding includes the Workplace Skills Strategy. This program funds inner city programs that address skill based shortages in Canada’s labour market. Funding is targeted to inner city programs that provide training for newcomers, older workers and low skilled workers (Human Resources and Social Development Canada, 2007).

There are some concerns with the funding provided by HRSDC. The Canadian Community Economic Development Network published a report criticizing the efforts of HRSDC. The problem is that, “HRSDC lacks an understandable, consistent and proactive policy for investing in community-based employment and skills development (Canadian Community Economic Development Network, 2005, 4).” HRSDC and SDC tend to focus their funding efforts on programs that promote job creation and placements, training, and self-employment. Other issues are evident around the restrictive terms of funding, centralized management, unrealistic criteria, and the proposal process. This centralized approach fails to factor in local needs, knowledge and assets.

This has impacted the ability of local inner city programs and HRSDC staff to design employment and skills development activities to meet local economic, social and labour market conditions. Terms and conditions also exclude new and innovative social enterprise and community economic development models that integrate economic and social outcomes and promote self sufficiency ” (Canadian Community Economic Development Network, 2005, 4).

Neighbourhoods Alive!, Competitiveness Training and Trade (CTT) and Manitoba Advanced Education and Training (MAET) are the three main provincial funders. Neighbourhoods Alive! provides funding to a variety of inner city neighbourhoods in Winnipeg. It assumes a holistic approach to community, with four categories for funding eligibility. These include neighbourhood capacity building, stability, economic development, and wellbeing (Government of Manitoba, 2006). Neighbourhoods Alive! Requires grant applicants describe how they will measure the success of their programs.

MAET and CTT differs largely from Neighbourhoods Alive!, as the majority of their funding is targeted to assisting people with literacy, acquiring full time employment and upgrading their skills. "Manitoba Advanced Education and Training (MAET) is charged with the responsibility of setting priorities and allocating funds for the government's investment in the Province's post-secondary institutions, skills development and training initiatives" (Advanced Education and Training, 2005, 1). Competitiveness Training and Trade (CTT) funds community based inner city programs that assists unemployed people find and keep jobs. This includes programs that provide employment counselling, job search assistance and assessment services (Manitoba Competitiveness, Training and Trade, N.D)

The Winnipeg Foundation and United Way of Winnipeg fund programs that are related to employment readiness, employment training and life skills. They both fund health, literacy, parenting support, education and training projects (Winnipeg Foundation, N.D). Groups seeking grants create their own indicators of success for the grant application.

Several of the funders in Winnipeg, including Neighbourhoods Alive!, United Way and the Winnipeg Foundation provide more holistic funding. Their funding is targeted to improving the physical, social, political and economic health of communities. However funding is often project based and it only lasts a year. Programs are expected to find a means to sustain themselves once funding is withdrawn. Funders generally do not provide funding for overhead, such as office space, accounts and payroll and other necessary services for a program to function. Core and longer term funding for programs is often limited to government programs, such as HRSDC, SDC, CTT and MAET.

The funding landscape is changing. Inner city programs are becoming more dependent on a mix of private and public funders. Funding is also becoming more competitive, with funds being tied to more restrictions.

“Funders have shifted from general “mission support” to targeted funding for specific projects and programs, and have imposed more stringent controls over how money is spent and for what purposes. Non-profit inner city programs with a patchwork of short-term funding have seen their capacity to tailor their programs to community needs diminish, alongside their ability to identify and plan for emerging needs” (Canadian Council on Social Development, 2006, 2).

Funding can be classified as giving, shopping and investing (Canadian Council on Social Development, 2006). Giving is associated with few restrictions, while shopping involves a prescribed set of outcomes. Giving allows greater flexibility for communities to plan their programs, however there are few accountability measures. Shopping has a large accountability component, as it can include contribution agreements and service agreements. However it can fail to respond to the needs and strengths of communities.

Investing, an uncommon source of funding, includes endowment funds. It is generally characterized by a long-term relationship between the inner city program and the funder.

“The dominance of shopping-style funding – i.e., project-based contracting – has fundamentally changed the relationship between funder and recipient, organizing it around control and compliance instead of collaboration and partnership. There is now a pronounced mismatch between the stated intent of many government funding programs and the impact on inner city programs of the funding styles and tools chosen to achieve program goals” (Canadian Council on Social Development, 2006, 3).

There are several challenges funders encounter. These include defining goals and ensuring funding complements these goals, providing a reasonable and fair proposal assessment process, working with inner city programs to become self-sufficient and ensuring financial accountability. Funders also have to prove to their investors/public that their dollars are promoting positive and effective change. In terms of the government, funding accountability is becoming a larger issue. As a result governments are becoming more risk adverse, with greater focus on financial management. Stricter monitoring systems are being put in place, and there has been a shift towards project versus general operating dollars (Canadian Council on Social Development, 2006, 4).

“However, the lack of flexibility in traditional grants and contributions is working to undermine innovative income generation by inner city programs; funders’ program controls, such as prohibitions against the retention of surpluses or offsetting revenues, are increasingly out of touch with changes in the funding economy” (Canadian Council on Social Development, 2006, 4).

Chapter Five: Analysis

5.0 Introduction

The researcher explored the three research questions by following two research stages: information gathering and development of an indicator framework. Information gathering involved a literature review, surveys and interviews. The development of the indicator framework involved three participatory workshops with staff from inner city programs in Winnipeg, and two subsequent meetings with workshop participants. The researcher also gained feedback from government and non-government funders.

This chapter discusses the results of the interviews, surveys and workshops. It explores the common themes, strengths and challenges associated with the research. This includes a discussion of some of the challenges the research participants and researcher encountered throughout the process.

5.1 Analysis of the interviews

Three staff from inner city programs were interviewed. The purpose of the interviews was to identify how inner city programs measure their success, and the strengths and challenges associated with their success measures (see appendix 2). The researcher analyzed the interviews individually and collectively. The researcher performed a content analysis by reviewing the literature, interview notes and listening to the tapes for common themes (O'Leary, 1999). Common themes that emerged from the literature review included employment, employment readiness, employment barriers, life skills, social inclusion, funding criteria, indicator development, indicators, and participatory

planning. Some of these themes were evident in the interviews. Themes that were evident in the interviews but not the literature review, includes instruments and processes to track clients, indicators, relationships and confidentiality. The following section is organized into the common themes discussed in both the literature review and interviews. These themes are employment, instruments and processes to track clients, indicator development, indicators, relationships and confidentiality.

Employment was a dominant theme throughout the literature review and interviews. This was largely because the inner city programs participant A and B represent both noted employment as a major success measure for their programs.

Lee Ann I haven't seen you in awhile. Now can you tell me what's happening? I'm employed, that's a success for me. (Participant A)

Participant A's program checks in with people every 30, 60 and 90 days by telephone about their employment status. After 90 days, if the participant has not found employment, they track them for another 90 days. Furthermore, participant A's program encourages people to come back and let them know if they have received employment. Participant C did not identify employment during the interview. This is probably because their program does not provide employment specific programs.

A common theme in the interviews was processes and instruments to track clients, although it was not discussed in the literature review. Participant B's program has sign-in sheets and membership forms, where people are asked to record the services they are accessing. Participant C's program also uses forms to track the people accessing their

services. Participant A and B's programs also rely heavily on databases to organize and report on their success measures. According to these participants, the databases are easy to use and summarize statistical information. Arguably, the program represented by participant A is the most technologically advanced and had committed the most resources to developing their tracking system. Participant A and B both discussed the importance of following up with clients. Phone calls and encouraging clients to come back to let them know if they have found employment are used by both programs to track clients. According to participant B it can be hard to track people down, due to their living situation. Inner city residents have higher mobility in comparison to outlying areas. Also inner city programs do not want to badger people. Follow up for the program represented by participant C is probably not required, since they do not measure change in the individual. Their success measures, as discussed below, require short-term information.

The literature review and interviews both discussed indicators, including types and their respective strengths and weaknesses. Participant A's program measures attendance at classes, type of barriers to employment, individual's experience, and weekly progress notes. Participant C tracks the number of members and new members joining, the number of visits to its services, and the number of workshops held and people attending these. In terms of strengths, participant A and C were the most pleased with their indicators.

According to them their systems make it easy to collect and manage data. Participant B was the only interviewee who wanted to improve their indicators, however she mentioned they were content with them for the time being. She expressed the need to track the additional benefits people are getting from programs other than jobs, such as relationship

building and referrals. The interviewer attempted to probe participant A about any weaknesses with their indicators, however the interviewee seemed defensive. Participant A seemed concerned with meeting funders expectations, as according to her they pay to keep the centre open. She acknowledged that since they have become more employment focussed, they are having some transitional challenges in dealing with changing roles and what the funders want. However during the discussion, participant A mentioned that relationship building is critical to the success of their program and clients although it is not measured.

Relationship building was a common theme mentioned during the interviews.

*Well we could track it if they watched me walk down the street because everybody will holler or will make themselves known. And I have to wave and speak.
(Participant A)*

Have to make people comfortable when they come here. (Participant B)

Participant B expressed the importance of maintaining a friendly and welcoming environment in order to gain the information required by the funders. Funding criteria was touched upon in the literature review, with the interviews providing more detail and context. Participant A and B both mentioned that their funding is tied to their indicators. Participant B indicated that they record the number of people receiving employment for one of their main funders. According to participant A, the database that manages their indicators was put in place by the government.

So within the first two years of us being open, Family Services stepped in and gave us exactly what they needed to keep track of in order to provide us with their funding. (Participant A)

The mentorship program, which is funded through Family Services and Housing, requires that forms be filled out for each client and certain information be captured in the database. Participant B discussed having to complete forms that ask Aboriginal people for their band and social insurance numbers, and funding sources in order to receive funding from one of their main funders. Participant A and B inferred that as long as the indicators met funding requirements, they are good indicators.

Yeah, as it stands we are giving them everything they want. If they want more we can adjust it. (Participant A)

A common theme in the literature review, and less so in the interviews, was employment barriers. Only the inner city program participant A represents mentioned employment barriers. This inner city program provides a program that directly addresses the employment barriers people encounter.

The mentorship program, the object of the game is to move people forward in life. So we are working with people with a lot of barriers to move them forward in life. It could be a little step so rather it is getting them to go to literacy, or anger management, life skills. (Participant A)

The goal of this program is to improve individual's quality of life and eventually move them towards employment. The three programs rely mainly on quantitative data, looking at the number of people accessing their services, receiving employment, and attending workshops. They do not measure significant social change.

Indicator development was a common theme in the literature and interviews. According to participant C, their inner city program has had indicators in place for a long time. The original director developed the majority of them. Participant A's program originally had

no formal tracking system when it first opened approximately six years ago. Within a short period of time, from participant A's employment there, she developed a sign in form, with information being recorded in Microsoft Excel. As the program grew, two databases were developed to collect data. The first database was developed based on the forms required by one of their funders. Staff and an outside consultant developed a second database. According to participant A, B and C there is no formal process for updating their indicators. However participant A mentioned that they update their information on a regular as needed basis.

A common theme that emerged during the interviews was confidentiality. Participant B raised the concern that the information required by the funder is invasive. According to participant B, one funder wants:

Very personal information. SIN numbers, Band numbers, funding sources.

In contrast, participant A highlighted the lack of confidential information required by their program.

Several common themes appeared throughout the interviews. These included employment, instruments and processes to track clients, indicator development, indicators, relationships and confidentiality. After reviewing the interview notes, there were some areas the researcher could have inquired about further. This includes the impact of funding requirements on programming, and if the softer benefits received by people were being adequately measured.

5.2 Analysis of the surveys

Inner city residents accessing inner city programs completed fourteen surveys (Appendix three). The results of the survey are discussed according to its layout. There were a variety of expected and unexpected elements that emerged throughout the surveys that will be discussed.

Survey respondents mention eleven programs accessed throughout the city. These programs offer a variety of services, including employment and training, access to food banks, cultural activities and counselling. The programs identified in the surveys are located downtown, and in the West and North End. Nine of the programs have one location, and two of the programs have two locations. Three of the programs identified are Aboriginal, and two provide services mainly to women and children. According to the surveys, House of Opportunities/Opportunities for Employment (OFE/HOFO), St. Matthews Maryland Community Ministry (SMMCM), West Broadway Job Centre (WBJC) and Ma Mawi Wi Chi Itata Centre were most commonly accessed. One respondent attended physiotherapy at the Health Sciences Centre. One respondent indicated they accessed another program, but did not specify which one.

Opportunities For Employment/ House of Opportunities	9
Ma Mawi Wi Chi Itata Centre	7
St. Matthews Maryland Community Ministry	6
West Broadway Job Centre	4
Centre for Aboriginal Human Resource Development	1
Urban Training Circle	1
North End Women's Resource Centre	1
Podual Transportation system	1
West Central Women's Resource Centre	1
Crossways and Common	1

Figure: 6 Programs accessed.

Question: please place a check beside the community and government programs, if any, you are involved in?

The results of the survey could potentially be negatively influenced based on the location of distribution sites. Most of the programs listed were located at the same location or nearby to where they were distributed.

The most common benefits of programs listed by participants were friends, training and activities/things to do. Eleven respondents said friends, ten respondents said training and eight respondents said activities/things to do. One respondent discontinued the survey at this question. There was a large difference between the most common and least common benefits listed, with only two people mentioning income and one person mentioning access to computers, future income and childcare. This indicates that social inclusion

possibly plays a role in community development. It also indicates a potential gap in programming, particularly in regards to income and the provision of childcare. Arguably, childcare and income are linked for families.

Friends	11
Training/Skills	10
Activities/Things to do	8
Income	2
Access to computers	1
Future income	1
Childcare	1

Figure 7: Benefits gained from programs

Question: Please circle the benefits, if any, that you gain from these programs?

There were a variety of responses regarding what individuals would change about programming. Funding, musical programming and studio time, more advanced computer training, ability to make long distance calls for work, and job experience (on the job training) were some of the examples. Four people would not make any changes and three people left this question blank. The surveys revealed diversity in what people were looking for in programming. The researcher was surprised that more people did not mention employment, particularly because the surveys were left at employment related places.

Nothing	4
Increased Program funding	1
Musical programming and studio time	1
More advanced computer training	1
Ability to make long distance calls for work	1
Job experience (on the job training)	1

Figure 8: Changes to programs

Question: What changes, if any, would you make to these programs?

The survey inquired if respondents have received any income from programs. According to the surveys results, two people have received income or honorariums from programs and one person received bus passes from House of Opportunities. One respondent specified that it was the Skills Bank that had provided them with income. Nine respondents did not receive-employment or income from any of these programs, and three left the question blank. The researcher expected more participants to have received employment and income, especially since the surveys were left at employment programs.

According to the surveys, programs provided people with skills. These programs included St. John's First Aid/CPR; West Broadway Job Resource Centre, House of Opportunities, and Office Assistant program. Some of these programs provided people with skills that helped prepare them for employment, by addressing critical employment barriers. One person mentioned they received more benefits than they could describe. Some of the responses indicated that the participants were unclear about the question. A

few respondents described skills as opposed to a program. Three respondents indicated they had not received any skills from these programs and three did not answer the question.

Stress and Anger Management	1
St. John's First Aid/CPR	1
Spirit of Peace	1
Parenting and life skills	1
Alcoholics Anonymous	1
Narcotics Anonymous	1
Office Assistant program	1
Retail skills	1
House of Opportunities	1
West Broadway	1

Figure 9: Programs that have provided people with skills
 Question: Please circle if any of these programs ever provided you with income/money?

Respondents were asked if they had received employment through the programs. Five respondents had received employment through programming, while four had not. Four respondents left this question blank. One respondent indicated they had received employment through West Broadway Job Resource Centre, and another respondent from Opportunities for Employment's retail program at Giant Tiger. Some of these programs were successful in assisting people with locating work. Five people indicated they had received skills from programming. In terms of employment and skill building it appears that over half of these programs have been fairly successful at their main goal of

employment. They have also been successful at providing softer benefits that make people more employable.

In terms of skills gained from programs that were later applied to a job, seven respondents indicated they had experienced this. Three respondents did not receive any skills they could contribute to a job. One person received their skills from West Broadway Job Resource Centre and another mentioned they had received a variety of skills. These included gardening, sociology, communication and caring skills. Three respondents left this question blank.

It is evident from the surveys that people received many benefits from programs that extended beyond employment. As mentioned in the interviews, relationship building is critical to community and individual development. The lack of people mentioning income or honorariums acknowledges a gap in programming. While there are programs that offer an income for volunteering, there are limited spots/funding to do this. SMMCM, WCWRC and SNA have opportunities, but not many do, due to a lack of funding.

There were some weaknesses associated with the surveys. The survey results were biased in terms of where they were distributed. As a result many of the programs participants mentioned accessing programs located in downtown, and in the North and West end.

Surveys were not distributed to First Nations, women or refugee programs. The sample size was also small, with only fourteen surveys started and ten fully completed. The researcher initially did not factor in issues with literacy and language barriers. Some of

the responses indicated that participants did not understand the questions. The researcher decided to refrain from going to service providers however because she was familiar with many of the clients in the neighbourhood, being previously employed in community development.

5.3 Analysis of the workshop process

The draft indicator framework was developed over the course of three workshops and two follow up meetings with workshop participants. There were eight participants at the first workshop, five at the second workshop and three at the third workshop. The following section describes the workshop process and meetings with workshop participants, and how the indicator framework was developed.

There were two main stages to the first workshop. The first stage had participants' identify benefits they saw people receive from employment and community development programs. First, participants were read a story about a person residing in the inner city and accessing services. They were asked to write down and share the benefits the person received in the story. Secondly, they were asked to brainstorm the benefits they saw people receiving from employment and community development programs. There was some confusion regarding the instruction provided by the researcher and co facilitator. However at the end of this activity a large list of benefits was developed. These benefits ranged from safety to opportunities for employment. The participants also mentioned a variety of hard and soft benefits, including housing and self-esteem.

The second stage involved compiling the benefits on a flip chart and clustering the benefits into categories along common themes. This activity was done as a group. There were seven categories identified by the participants, including life skills, personal, connections, resources, finances/budget, community, and pre-employment/employment.

There were challenges with the group dynamics during the first workshop. One participant frequently interrupted others and criticized their ideas. As a result, some people were too intimidated to speak. The researcher and co-facilitator attempted to make the environment more relaxed and friendly, but were unsuccessful. This was evident in the evaluation forms and in the fact that fewer people showed up to the next workshop.

After the first workshop, participants were asked for feedback on evaluation forms. The feedback from the participants was incorporated into the second workshop. Suggestions included improving the group dynamics, providing clearer instructions, and providing information on lobbying and innovative approaches to outcome measurement. The facilitator and researcher brainstormed strategies to create a more positive environment. This included establishing ground rules and providing stronger facilitation of discussion. A list of ground rules was created and workshop participants were asked at the beginning of the second workshop to provide feedback on them. Chambers (2004) suggests forming a contract with workshop participants and facilitators. The researcher also followed up with the interest in learning more about lobbying government and funders. She contacted a well known and respected community development activist involved in policy change, and was directed to some helpful resources. A handout on lobbying and changing policy

was distributed at the second workshop. Participants were also asked through email for feedback on the draft indicator framework and areas they would like to explore. No feedback was received.

The second workshop involved reviewing and revising the first draft of indicators. This involved three activities: reviewing and revising the draft indicator framework; using post-it notes to indicate how the benefits identified express themselves or take form (i.e. self-esteem might take the form of improved personal appearance); using post-it notes to identify how the benefits could be measured. The revision of the framework was done as a group. It involved examining the framework for gaps and duplications in the categories and benefits listed, reorganizing the benefits, and describing the benefits in more detail. The categories remained unchanged. However benefits were changed, added, removed and re categorized. For example respite was added as an additional benefit, since the group felt it was separate from childcare.

The majority of the draft indicator framework was completed at the end of the second workshop, with the participants had creating a strong foundation. The researcher hoped to have reviewed the indicators using the SMART principles, however there was not sufficient time. Participants were asked on the evaluation forms if they were interested in finishing the development of the indicator framework, and if so, would they interested in having another workshop, or meeting individually with the researcher. They were also asked if they would accept having the researcher complete the indicator framework based on the literature. Four evaluation forms were completed. All four respondents were

interested in completing the indicator framework and one person identified that they were interested in attending a third workshop. Two expressed an interest in presenting it to the funders, one wanted to have a handbook compiled and one expressed an interest in having the work published.

A significantly smaller workshop was held with three of the original participants. This workshop involved further discussion and revision of the framework. The only activity planned for the third workshop was a review and discussion of the employment continuum with the group.

The workshops had several strengths and weaknesses. Some of the strengths were the generation of new knowledge around indicators and the development of a tool to assist inner city programs with measuring their success. The participants noted some key findings during the workshops. The first observation was that the individual, community development and employment do not function in isolation. Rather they are forces that are constantly interacting and impacting each other. The second observation was that it is impossible to describe all of the benefits individuals, employers and community receive from programming. Thus, the indicator frameworks should only provide a flexible guide to measuring success. Individuals and inner city programs should be encouraged to adapt indicators to suit their needs.

The workshop had some areas that could have been improved. The instructions provided by the researcher and co-facilitator could have been clearer, especially at the first

workshop. Another weakness was the researcher underestimating the time required to complete the framework. Some steps had to either be shortened or eliminated altogether. However there was significant discussion that the researcher did not want to rush.

The two meetings held with workshop participants were unstructured. One workshop participant attended each meeting. The purpose of these meetings was to revise the indicator framework further and generate feedback about additional information the researcher had added. This happened through dialogue between the researcher and the workshop participant.

5.4 Analysis of the draft indicator frameworks

Four indicator draft frameworks were developed over the course of the workshops and meetings. The categories, success measures and overall layout of the framework was altered throughout the workshops. The following section discusses the progression of the indicator framework drafts.

The first draft focussed on identifying benefits people receive from programs, and categorizing these benefits. The first draft is provided below.

Indicator framework-Draft 1

Personal	Life Skills	Connections	Resources	Finances/ budget	Community	Pre employment/ employment
Self-esteem	Independence	Access to elders/advice/ guidance	Healthy food	Poverty alleviation vague	Pride in community	Volunteer experience
Flexibility	Parenting skills	Mentors	Survival/ sustainability and advancement	Income/ honorarium	Safety	Allow people to care for their children/family-could be combined with family supporting employment
Confidence	Coping skills	Networks	Exposure to other resources	Family supporting employment	Employment	Provision of wheelchairs
Hope	Conflict resolution	Partnerships with agencies	Childcare		Business development	Cross training
	Anger management	Local business hiring locally	Transportation Diversity		Housing	Ability to build on current skills
	Life skills	Job sharing			Community development initiatives	Knowledge
	Advocacy	Social connections- can be combined with networks			Leadership/role model	Transferable skill set
	New communication styles				Development of community capacity- vague	Opportunity for employment
	Social skills/boundaries				Assisting community to take ownership/solve problems	
	Awareness of cultural diversity				Common community vision	
	Language skills				Demography-cultural diversity	
	Problem solving techniques				Inclusion-belonging	

Figure 10: First draft indicator framework

Some of the benefits identified were repetitive, not clearly defined or not in the appropriate category. As a result, the second draft attempted to further define some of the benefits. Benefits added include physical health, physical/emotional/intellectual and spiritual needs, resilience, critical thinking, family/friends support networks, buying locally, government dollars and other forms of support, respite, and community known/recognized for something positive. Only two of the benefits, job sharing and common community vision, were removed because they were captured in another benefit. “Networks” was further defined as “family/friend support networks”, “employment” as “employment/living wage”, and “housing” as “housing-safe, affordable and adequate”. The second draft is provided below.

Indicator framework-Draft II

Indicator framework: Draft II						
Personal	Life Skills	Connections/ Networks	Resources	Finances/ Budget	Community	Pre-employment/ Employment
<p>Self-esteem</p> <p>i) Improved personal appearance</p> <p>ii) Friends: Measure for both would be self reported</p>	<p>Independence-financial and social</p> <p>i) Bank accounts: Measure the usage of places like money marts</p>	<p>Access to elders/advice/ Guidance</p> <p>i) Local gathering places: Measure the use of local community gathering places</p> <p>ii) Relationships between old and young people</p>	<p>Healthy food</p> <p>i) Less use of fast food outlets</p> <p>ii) Increased energy and attitude: Measure the number of agencies that have healthy food policies and offer healthy foods i.e. schools</p>	<p>Poverty alleviation</p> <p>i) Decreased food bank use</p> <p>ii) Decreased reliance on Social Assistance</p> <p>iii) Decreased use of money marts</p>	<p>Pride in community</p> <p>i) Cleanliness, no littering on the street</p> <p>ii) Beautification projects: Measure the number of trees and plants</p>	<p>Volunteer experience</p> <p>i) Increased community connections</p> <p>ii) Acquiring skills: Measures the number of volunteer opportunities and people volunteering</p>
<p>Flexibility</p> <p>i) Adaptations to programs</p>	<p>Parenting skills</p> <p>i) Less social problems in schools</p>	<p>Mentors and role models</p> <p>i) More formal and informal mentors</p>	<p>Survival/ sustainability and advancement</p>	<p>Income/ Honorarium</p> <p>i) More money spent in local stores</p> <p>ii) Increased number of savings accounts</p> <p>iii) Decreased use of fringe banks/pawn shops</p> <p>iv) Community income is not entirely in one range.</p>	<p>Safety</p> <p>i) People out in the community at night/families outside: Measure the number of people hanging out. Poll people about feeling safe. lighting</p>	<p>Employment that is supportive of families</p> <p>i) On site day care</p> <p>ii) Flex time: Measure amount of flex time</p> <p>iii) Subsidized maternity/ paternity leave: Measure parental leave and the ability for people to work from home.</p>

Personal	Life Skills	Connections/ Networks	Resources	Finances/ Budget	Community	Pre-employment/ Employment
<p>Confidence</p> <p>i) Being assertive and empowered</p> <p>i) Working towards higher goals</p>	<p>Coping/ Positive skills</p> <p>Measure: More people using Sherbrook pool, library, community centre, theatre</p>	<p>Family/Friends support networks</p> <p>i) Families say they have more community contacts</p> <p>ii) Variety of housing options- supports families in the community</p>	<p>Respite</p> <p>i) Fewer parents stressed out and unable to care for kids</p> <p>ii) Agencies and individuals who provide respite for children and adults who need care</p>		<p>Celebrate demography-cultural diversity</p> <p>i) Community celebrations/street parties: Measure the number of ethnic/cultural places</p>	<p>Opportunity for employment</p> <p>i) Casual or occasional work/odd jobs: Measure the number of jobs for people with health problems</p>
<p>Hope</p> <p>ii) Planting community gardens</p> <p>i) Smiling</p>	<p>Conflict resolution</p> <p>i) Fewer conflicts with neighbours/relations</p>	<p>Partnerships with agencies</p> <p>i) Agencies working together: Measure the number of projects that require resources from more than one agency.</p>	<p>Childcare</p> <p>i) Family and friends available</p> <p>ii) Babysitting clubs</p> <p>iii) More daycare spaces: Measure Childcare offered at all programs</p>		<p>Business development</p>	<p>Cross training</p> <p>i) Willingness to take on new or different projects</p>
<p>Physical health</p> <p>i) More activity, knowledge of nutrition</p> <p>i) Other types of transportation used- i.e. cycling or walking</p>	<p>Anger management</p> <p>i) Fewer physical confrontations or threats</p> <p>ii) Less domestic disputes involving police. Measure the number of calls to police or 911</p>	<p>Local business hiring locally</p> <p>i) People walking to work</p> <p>ii) Increased use of jobs banks</p>	<p>Transportation Diversity</p> <p>i) People walking, riding bikes and using public transportation, roller blades and skiing: Measure the number of bike racks in neighbourhood and rider ship stats</p>		<p>Housing-Safe, affordable, adequate</p> <p>i) People working together for a common goal: Neighbourhood Association</p>	<p>Ability to build on current skills</p> <p>i) GED</p> <p>ii) People say/indicate they have increased skills</p> <p>iii) Government supports education</p>

Personal	Life Skills	Connections/ Networks	Resources	Finances/ Budget	Community	Pre-employment/ Employment
Inclusion/ belonging/ personal i) Inviting all people to participate/ community feasts/festivals: Measure the number of people at community events.	Language skills i) Aboriginal language programs ii) Second/ third language development/ESL Programs: Measure the number of people speaking more than one language	Social connections i) People know more of their neighbours ii) Friendships and good relationships with families: Measure the number of people out together			Community development initiatives	Knowledge i) Increased understanding i.e. healthy cooking ii) Increased levels of formal education
Physical-emotional-intellectual-spiritual needs	Advocacy i) Taking action vs. injustices. Writing letters to politicians/business leaders: Measure amount of social injustice/action	Buying locally i) Local business and producers ii) Increasing sales: Measure the number of local products available for sale			Leadership within community i) Community advocates for itself: Measure the number of community inner city programs that self form around issues; number of people with awards/ Nominations; number of specialists/ designations	Transferable skill set i) Communication, problem solving, financial/budget skills ii) Ways to recognize transferable skills (PLAR): Measure people seeing their skills can be used in different ways.
Spirituality i) Sweats, churches, mosques, temples ii) Community development	New communication styles i) Community knows about resources and uses them: Measure referral numbers	Exposure to other resources			Development of community Capacity i) More community inner city programs/ clubs: Measure number of people using community centre	

Personal	Life Skills	Connections/ Networks	Resources	Finances/ Budget	Community	Pre- employment/ Employment
Resilience i) Increased coping skills ii) Decreased drama and urgent situations	Social skills/ boundaries	Government dollars and other forms of support i) More government supports, such as money, staff, resources, involvement: Measure Employment and Income Assistance rates, use of counselling services			Assisting community to take ownership/solve problems i) Actions are initiated in the community	
	Critical thinking i) Decision making that reflects on past experience				Community known/recognized for something positive i) Positive media ii) Awards	
	Awareness of cultural diversity i) School resources ii) Images of a variety of cultures/ races				Employment/ Living Wage i) Skills acquired ii) Income earned	
	Problem solving skills				Inclusion-sense of belonging i) People say they belong, do not want to move out of the community ii) More involvement in community from local people. Measure usage rates for clubs/inner city programs.	

Figure 11: Second draft indicator framework

Further revisions were also made to the third draft. The “connections” category was combined with other categories, and “pre employment/employment” was separated into “pre employment” and “employment.” The success measures were also further defined and broken down. Some success measures were removed and or combined with others. These included survival/sustainability and advancement, volunteering, hope, flexibility, independence, networks, access to elders/advice/guidance, mentors, partnership with agencies, and provision of wheelchairs. Success measures added to the draft indicator framework include: personal management, career planning and goal setting, coaching/mentorship programs from businesses and inner city programs, family care/supports, and on the job supports. Many of these success measures were added to the framework as a result of the incorporation of the employment continuum. The employment continuum was also altered slightly, with one additional stage being added, “contemplation”. The group felt this was critical, as often individuals contemplate before they are ready to set direction. The revised employment continuum is listed below.

Employment continuum steps

Revised employment continuum
Life Skills
Immediate needs/preparation
Short term preparation
Employment readiness
Contemplation
Setting direction
Skills training
Employment Skills
Employer connection
Employer integration
Work place modifications
On the job support

Figure 13: Employment continuum
(Adapted from Garven and Associates Management Consultants, 2004, 30)

The updated employment continuum was incorporated into the final draft. Several key discussion points were made during this workshop by the inner city programs. They included: individuals and inner city programs require flexibility in measuring their success; individuals and inner city programs should be able to determine how they measure their success; the individual, employer and community are inextricably linked. The third draft indicator framework was updated to reflect these changes. It was divided into three categories, the individual, employers and community, with indicators for each category. The third draft is below.

Indicator framework: Draft III- Individual, Employer and Community Success Measures

STAGES	CATEGORY	SUCCESS MEASURES	WHAT WILL IT MEASURE	MEASUREMENT-HOW WILL IT MEASURE
Life Skills (Individual)				
Immediate needs preparation- Housing, food, health, motivation	Personal	Physical health	-Assesses emotional stability -Assesses level of hygiene -Measures use of unhealthy substances -Assesses access to and use of health care resources -Assesses management of illness/diseases -Measures level of physical activity	-Inner city program, with participant (s) can establish an assessment system that can be completed at the program start up, mid point and at the end. The program participant, program coordinator and/or other program participants, can complete the assessment. -Develop partnerships with health care professionals to identify and collect data on health issues and conditions
	Finances/ Budget	Poverty alleviation	-Measures access to food, safe housing and transportation	-Percent of total household income spent on housing, food and transportation through a random program survey -Household income (Census data) -Inner city program, with participant (s) can establish an assessment system that can be completed at the program start up, mid point and at the end. The program participant and/or program coordinator can complete the assessment.
	Resources	Exposure to other resources	-Assesses availability, knowledge and use of resources (health, education, family care)	-Survey participants to determine their knowledge, use and satisfaction of services.
Short term preparation- Addictions, counseling, family support	Personal	Self-esteem	-Assesses an individual's self-image and self-confidence	-Conduct a self-assessment, survey, or focus group with participants.
		Resilience	-Assesses an individual's ability to cope with daily life/issues, and adapt to change	-Inner city program with participant (s), can establish an assessment system that can be completed at the program start up, mid point and at the end. The program participant, program coordinator and/or other program participants, can complete the assessment.
	Life Skills	Parenting skills	-Assesses parent's ability to provide emotional and physical care for children (discipline, nutrition, supervision, academic support)	-School attendance (School data) -# of youth in care and # of child abuse cases (CFS data)
		Conflict resolution	-Assesses an individual's ability to resolve conflict in a healthy and productive manner	-Inner city program with participant (s), can establish an assessment system that can be completed at the program start up, mid point and at the end. The program participant, program coordinator and/or other program participants, can complete the assessment.

STAGES	CATEGOR	SUCCESS MEASURES	WHAT WILL IT MEASURE	MEASUREMENT-HOW WILL IT MEASURE
		Social skills	-Assesses an individual's interactions with their family, friends, and employers (verbal and non-verbal communication)	-Inner city program with participant (s), can establish an assessment system that can be completed at the program start up, mid point and at the end. The program participant, program coordinator, other program participants, friends, family members and employers can complete the assessment.
		Critical thinking skills	-Assesses an individual's ability to make informed and healthy choices at home, in the community and at work	-Inner city program with participant (s), can establish an assessment system that can be completed at the program start up, mid point and at the end.
		Social Connections, inclusion	-Measures the number and strength of relationships individual's have with family, friends, neighbours -Assesses involvement in community groups/clubs, religions institutions	Develop questionnaires that measures the frequency and impact of involvement in activities
Contemplation Feeling ready to make lifestyle changes/planning for the future/feeling empowered and capable of making change	Personal	Setting goals	-Assesses an individual's readiness and ability to set personal goals	-Inner city program with participant (s), can establish an assessment system that can be completed at the program start up, mid point and at the end.
Employment readiness/Skills (Individual)				
Setting direction- Self-awareness, motivation, assessment/ planning and setting goals	Pre-employment	Personal Management	-Assesses an individual's time management, inner city programal skills, and ability to follow through with family and work commitments	-Inner city program with participant (s), can establish an assessment system that can be completed at the program start up, mid point and at the end.
		Career planning and goal setting	-Assesses an individual's ability to set and work towards career goals (accessing training, educational resources and making connections to employers)	-Inner city program with participant (s), can establish an assessment system that can be completed at the program start up, mid point and at the end. The program participant, program coordinator, other program participants, friends, family members and employers can complete the assessment.

STAGES	CATEGORY	SUCCESS MEASURES	WHAT WILL IT MEASURE	MEASUREMENT-HOW WILL IT MEASURE
Skills training- Certification, upgrading	Pre-employment	Training	-Measures hard and soft skills individuals gain from volunteering, training programs, odd jobs -Assesses the transferability of skills individual's gain, and their demand in the labour market.	-Administer a questionnaire to the trainee at the start, mid-point and end of program. Compare skills prior to entering program and when leaving the program -Track number of people completing programs, their employment status and income through phone calls, surveys and EIA
Employment skills (Employers-community and citywide)				
	Employment	Coaching/Mentorship programs from businesses and inner city programs	-Measures the number of mentorship programs offered by businesses/inner city programs	Track number of people in programs, their employment status and income following coaching/mentorship by phoning and surveying participants and businesses/inner city programs
Employer integration- Coaching/mentoring/s hadowing, on the job development/training		Local business hiring locally	-Measures the total number of jobs created by local businesses, length of employment, wages and quality of jobs	Track the number of people hired by local businesses, their length of employment, wages and quality of work through phoning and surveying businesses and inner city programs.
		Business Development	-Tracks the number of businesses by size, type and ownership	Survey business owners about the number of employees who live in the neighbourhood, business revenue and age of business
Work place modifications- Supportive work environment, flexible hours	Employment	Childcare	-Measures childcare options and financial support for it at the workplace	Randomly survey or have a focus group with participants and business owners about their childcare options and financial support for it.
		Transportation	-Measures the number of transportation options/supports provided by the work place	-# of people using public transportation (Census data) - Randomly survey or have a focus group with participants and business owners about their transportation options/supports
		Family Care/Supports	-Assesses flexibility of hours, benefits, sick days	- Randomly survey participants and business owners about their flexibility of hours/ benefits etc.
On-the-job support- Wage supplements, follow up support	Employment	On the Job Supports	-Measures wages/honorariums gained from odd jobs, casual, p/t or f/t employment	-Ask volunteer inner city programs and businesses to maintain records of the wages/honorariums they provide through odd jobs, casual employment, etc.

		Employment that is supportive of individuals/families	-Assesses stability of employment, income earned and benefits	-Administer three questionnaires to participants and employees at the beginning, mid point and end of employment.
Community				
Community	Community	Local Leadership	-Measures number and quality of community leaders	-Decide on criteria to define leadership, responsibilities, and level of responsibility. Through a focus group determine the number of residents to classify as leaders based on the criteria.
	Community	Cultural diversity	-Measures the number of language programs, cultural groups, and restaurants	-Conduct random residential surveys, and/or neighbourhood mapping exercises.
	Community	Pride in Community	-Assesses how residents perceive their community -Measures involvement in community groups	-Carry out random sample of surveys of residents. Determine the number of inner city programs residents are involved in, frequency of participation and duration.
	Community	Government Support	-Measures the financial and resource investment government makes in the community	-Survey residents to determine their satisfaction with services. Collect more detailed data on services that are deemed unsatisfactory and compare to other communities.
	Community	Safety	-Measures the incidence and type of crime -Assesses how safe residents feel in their community, and residents outside the community perceive the community	-Conduct a safety survey with questions that reflect sense of security and allow respondents to suggest ways to improve general safety. Collect police data on changes in crime over time.
	Community	Ownership of problems/solutions	-Assesses number of community meetings, groups, level of involvement in community issues	-Annual community progress review

	Community	Housing	-Measures number of residents with safe and affordable housing -Measures the number and quality of housing options	-Percent of total household income spent on housing -Percent increase or decrease in cost of housing -Inner city program establishes assessment-rating system and works with residents to evaluate both existing and new units through home visits. Could also use a rating system to do annual joint maintenance assessments with homeowners.
	Community	Community Development Initiatives	-Measures the number of community inner city programs, resident's involved, and activities (feasts, dances)	-Annual community progress review
	Community	Resources	-Measures the number of individuals and inner city programs providing resources (childcare, training, health care, housing)	-Survey residents to determine their satisfaction with services. Collect more detailed data on services that are deemed unsatisfactory and compare to other districts.
	Community	Transportation diversity	-Measures the number of transportation option and assesses their quality	

Figure 14: Third draft indicator framework

The third draft framework was not an exhaustive list of all the benefits individuals, employers and communities gain and provide to one another. It was intended to provide a guideline for recognizing and measuring success, and is adapted to the opportunities and needs of residents, employers and community. The third draft organized the framework into a linear and non-linear format (Appendix 11). The non-linear framework acknowledged that individuals encounter different opportunities and needs. For example, an individual may be successfully employed, but struggles with social skills or health. The second framework incorporated the employment continuum in a linear manner. The goals of the third draft framework were to:

- Measure the hard and soft benefits individuals gain from community development and employment programs.
- Measure the hard and soft benefits communities gain as a result of the development of individuals in their community, community development and employment programs, and employer integration and supports.
- Develop an employment continuum that reflects the individual's journey to personal growth and health (socio-economic and physical), and potentially employment.
- Reflect the relationship between a healthy (socio-economic) individual, employer and community development.

A fourth draft indicator framework was developed based on two subsequent meetings with workshop participants. The fourth draft focussed on measuring the benefits inner city programs provide individuals employers, and ultimately the community. The draft indicator framework is organized in both a linear and circular format. The two frameworks provide two different version of the same information. They reflect that people can progress in a linear and non-linear manner. The linear indicator framework model

provides extra information on how the success measures can be measured. The framework narrows the focus to inner city programs. Thus, the program was placed at the center of the circular framework (appendix Appendix 10) as opposed to the individual. The individual, employer and community surround the program. The success measures related to employers and the community were further refined to focus only on the benefits they receive from inner city programs. Success measures such as business development, local business hiring and ownership of problems were removed. The goals of the fourth framework were revised to:

- Measure the hard and soft benefits individuals, and in turn employers and communities, gain from inner city programs.
- Develop an employment continuum that reflects the individual's journey to personal growth and health (socio-economic and physical), and potentially employment.
- Reflect the relationship between a healthy (socio-economic) individual, employer and community development.

The fourth indicator framework is below. It includes a small introductory passage on how to use it.

Indicator Framework IV: Introduction

Purpose of the Inner City Program Indicator Framework:

The purpose Inner City Program Indicator Framework is to provide a resource for inner city programs to measure the benefits they provide to individuals and employers, and in turn, the community. Programs that provide individual development ultimately benefit the communities they are operating in.

How the Inner City Program Indicator Framework works:

The frameworks are organized in a linear and circular (appendix 10) manner. The linear and circular framework provide the same information, but in a different layout. The circular model was developed to acknowledge that people could progress in a non-linear way.

The linear framework is divided into 5 columns. These columns are:

- **Stages:** Represents the various stages of the employment continuum
- **Category:** Describes similar success measures
- **Success measure:** Represent the benefits individuals, and in turn, employers and community receive from inner city programs.
- **What it will measure:** Describes some of the things the success measure can measure. This is not an exhaustive list.
- **How will it measure:** Describes some options for collecting the measurements

The non-linear framework comprised of four circles and a surrounding area.

- **1st circle** (inner city program) represents programs that provide individual development programs and directly or indirectly support employers (i.e. provide low cost childcare)
- **2nd circle** (individual) represents program participants.
- **3rd circle** (success measures) represents some of the different benefits individuals can gain from programs.
- **4th circle** (employer) represents the benefits employers receive from programs
- **Area surrounding the circles** represents the community.

Inner city programs provide benefits to individuals and employers that ultimately benefit their communities. The frameworks are not an exhaustive list of all the benefits inner city programs provide to individuals. It is intended to provide a guideline for recognizing and measuring success, and should be adapted to the opportunities and needs of your program participant. Individuals, with assistance from the program, are encouraged to select their own success measures.

Please see appendix seven and eight for resources that can guide the development of assessment tools.

Indicator Framework-Draft 4: Measuring the benefits inner city programs provide on an employment continuum

STAGES	CATEGORY	SUCCESS MEASURES	WHAT WILL IT MEASURE	MEASUREMENT-HOW WILL IT MEASURE
Life Skills (Individual)				
Immediate needs preparation- Housing, food, health, motivation	Personal/Personal	Physical health	-Assesses emotional stability -Assesses level of hygiene -Measures use of unhealthy substances -Assesses access to and use of health care resources -Assesses management of illness/diseases	-Inner city program, with participant (s) can establish an assessment system that can be completed at the program start up, mid point and at the end. The program participant, program coordinator and/or other program participants, can complete the assessment. -Develop partnerships with health care professionals to identify and collect data on health issues and conditions (See appendix 7 and 8 for further resources)
	Finances/Budget	Poverty alleviation	-Measures access to food, safe housing and transportation	-Survey participants about the total household income spent on housing, food and transportation through surveys -Inner city program, with participant (s) can establish an assessment system that can be completed at the program start up, mid point and at the end.
	Resources	Exposure to other resources	-Assesses availability, knowledge and use of resources (health, education, family care)	-Survey participants to determine their knowledge, use and satisfaction of services.
Short term preparation- Addictions, counseling, family support	Personal	Self-esteem	-Assesses an individual's self-image and self-confidence	-Conduct a self-assessment, survey, or focus group with participants.
		Resilience	-Assesses an individual's ability to cope with daily life/issues, and adapt to change	-Inner city program with participant (s), can establish an assessment system that can be completed at the program start up, mid point and at the end. The program participant, program coordinator and/or other program participants, can complete the assessment.
	Life Skills	Parenting skills	-Assesses parent's ability to provide emotional and physical care for children (discipline, nutrition, supervision)	-Inner city program, with participant (s) can establish an assessment system that can be completed at the program start up, mid point and at the end.
		Conflict resolution	-Assesses an individual's ability to resolve conflict in a healthy and productive manner	-Inner city program with participant (s), can establish an assessment system that can be completed at the program start up, mid point and at the end. The program participant, program coordinator and/or other program participants, can complete the assessment.

STAGES	CATEGOR	SUCCESS MEASURES	WHAT WILL IT MEASURE	MEASUREMENT-HOW WILL IT MEASURE
		Social skills	-Assesses an individual's interactions with their family, friends, and employers (verbal and non-verbal communication)	-Inner city program with participant (s), can establish an assessment system that can be completed at the program start up, mid point and at the end. The program participant, program coordinator, other program participants, friends, family members and employers can complete the assessment.
		Critical thinking skills	-Assesses an individual's ability to make informed and healthy choices at home, in the community and at work	-Inner city program with participant (s), can establish an assessment system that can be completed at the program start up, mid point and at the end.
		Social Connections, inclusion	-Measures the number and strength of relationships individual's have with family, friends, neighbours -Assesses involvement in community groups/clubs, religions institutions	Develop questionnaires that measures the frequency and impact of involvement in activities -Review sign in sheets at programs.
Contemplation Feeling ready to make lifestyle changes/planning for the future/feeling empowered and capable of making change	Personal	Setting goals	-Assesses an individual's readiness and ability to set personal goals	-Inner city program with participant (s), can establish an assessment system that can be completed at the program start up, mid point and at the end.
Employment readiness/Skills (Individual)				
Setting direction- Self-awareness, motivation, assessment/ planning and setting goals	Pre-employment	Personal Management	-Assesses an individual's time management, inner city program skills, and ability to follow through with family and work commitments	-Inner city program with participant (s), can establish an assessment system that can be completed at the program start up, mid point and at the end.
		Career planning and goal setting	-Assesses an individual's ability to set and work towards career goals (accessing training, educational resources and making connections to employers)	-Inner city program with participant (s), can establish an assessment system that can be completed at the program start up, mid point and at the end. The program participant, program coordinator, other program participants, friends, family members and employers can complete the assessment.

STAGES	CATEGORY	SUCCESS MEASURES	WHAT WILL IT MEASURE	MEASUREMENT-HOW WILL IT MEASURE
Skills training- Certification, upgrading	Pre- employment	Training	-Measures hard and soft skills individuals gain from volunteering, training programs, odd jobs -Assesses the transferability of skills individual's gain, and their demand in the labour market.	-Administer a questionnaire to the trainee at the start, mid-point and end of program. Compare skills prior to entering program and when leaving the program -Track number of people completing programs, their employment status and income through phone calls, surveys and EIA
Employment skills (Employers-community and citywide)				
Employer integration- Coaching/mentoring/s shadowing, on the job development/ training	Employment	Coaching/Mentorship programs from inner city programs	-Measures the number of mentorship programs offered by inner city programs	Track number of people in programs, their employment status and income following coaching/mentorship by phoning and surveying participants and inner city programs
Work place modifications- Supportive work environment, flexible hours	Employment	Childcare	-Measures childcare options and financial support for it from organizations	Randomly survey or have a focus group with participants and inner city programs about their childcare options and financial support for it.
		Transportation	-Measures the number of transportation options/supports provided by organizations	- Randomly survey or have a focus group with participants and inner city programs about their transportation options/supports
On-the-job support- Wage supplements, follow up support	Employment	On the Job Supports	-Measures wages/honorariums gained from odd jobs, casual, p/t or f/t employment at inner city organizations	-Ask inner city programs to maintain records of the wages/honorariums they provide through odd jobs, casual employment, etc.

Community				
Community	Community	Pride in Community	-Assesses how residents perceive their community -Measures involvement in community groups	-Carry out random sample of surveys of residents. Determine the number of inner city programs residents are involved in, frequency of participation and duration.
	Community	Government Support	-Measures the financial and resource investment government makes in the community	-Survey residents to determine their satisfaction with services. Collect more detailed data on services that are deemed unsatisfactory and compare to other communities.
	Community	Safety	-Measures the incidence and type of crime -Assesses how safe residents feel in their community, and residents outside the community perceive the community	-Conduct a safety survey with questions that reflect sense of security and allow respondents to suggest ways to improve general safety.
	Community	Ownership of problems/solutions	-Assesses number of community meetings, groups, level of involvement in community issues	-Annual community progress review
	Community	Housing	-Measures the number and quality of housing options -Measures number of residents with safe and affordable housing	-Inner city program establishes assessment-rating system and works with residents to evaluate both existing and new units through home visits. Could also use a rating system to do annual joint maintenance assessments with homeowners.

Sources:

- 1) http://www.communityindicators.net.au/metadata_items/social_support
- 2) Blake, S. (2003). "Community-Based measurement indicators: Resource Development Project." Manitoba: Province of Manitoba.
- 3) Garven and Associates Management Consultants (2004). "Developing a model for effective work-readiness training." Retrieved May 2, 2006 from http://www.dcre.gov.sk.ca/publications/pdfs/GA_Work_Readiness_Report.pdf

5.4 Analysis of the indicator framework

The analysis of the draft indicator framework is based on the literature review, surveys and interviews. Specifically, how have the workshops and meetings reflected the information on indicators in the literature review, surveys and interviews? Also, what new knowledge has been generated through the workshops and meetings, and draft indicator framework, and what gaps still exist?

The literature review highlighted significant gaps in the literature on employment continuums and appropriate indicators for inner city programs. Indicator frameworks that acknowledge the relationship between inner city and employment programs, informal employment activities and softer success measure (i.e. increased self esteem) are lacking. Based on the literature review, the Success Measures Guidebook (Development Leadership Network, 2000) and Transtheoretical Model of Change (Garven and Associates Management Consultants, 2004) provide the strongest sources for developing inner city program indicators. These sources discuss some of the softer benefits individuals receive from inner city programs and tools for measuring them. The Success Measures Guidebook, in contrast to many conventional employment indicator frameworks, recognizes that programming needs to look beyond employment and focus on job retention and quality of jobs. The Transtheoretical Model of Change recognizes that obtaining steady employment can be a long journey for some people, and therefore recognizes some of the smaller successes people have (Garven and Associates, 2004). As a result, the Success Measures Guidebook and the Transtheoretical Model of Change are used as the foundation for analyzing the draft indicator framework.

A comparison of the draft indicator framework, and the Success Measures Guidebook and Transtheoretical Model of Change, highlights three areas for discussion: areas of focus, categories, and success measures. One of the most notable differences between the Success Measures Guidebook, Transtheoretical Model of Change and the draft indicator framework is the areas of focus. The draft indicator framework focuses largely on the benefits it provides to the individual, by promoting personal development. It recognizes some of the benefits inner city programs provide to employers, however the majority of success measures are based on the small steps people make towards their overall health and wellbeing. The Transtheoretical Model of Change is solely focussed on individual change. It is broken into six stages of change (pre-contemplation, contemplation, preparation, action, maintenance and relapse) (Garven and Associates Consulting, 2004).

The draft indicator framework recognizes the importance of individual development in bringing about community change. The Transtheoretical model does not make the connection from the individual to their family and community. One criticism of models such as the draft indicator framework and Transtheoretical Model of Change, is that they emphasize personal development over family and community development. Programs such as Employment and Income Assistance in Manitoba focus primarily on the individual. As a result, employment is more of an individual versus family or community problem. “Wherever possible, the program is aimed at helping people find a job or get back to work (Government of Manitoba, N.D).” In contrast, organizations such as Ma Mawi Wi Chi Itata Centre (Ma Mawi) focus on the family. “To maintain a resource

centre in Winnipeg that provides culturally relevant preventive and supportive programs and services for Aboriginal families (Mawi Wi Chi Itata Centre, N.D).” The Success Measures Guidebook examines how community development impact residents. For example, how housing rehabilitation and job training programs contribute to the quality of housing and employment, and income respectively.

The Transtheoretical Model of Change, the Success Measures Guidebook and the draft indicator framework categorize their success measures. The Transtheoretical Model of Change has categories based on individuals moving along a continuum of change.

Similarly, the draft indicator framework can be broken down according to individuals progressing along a continuum of change. The main difference with the continuums is that the draft indicator framework and Transtheoretical model acknowledge that people can be at different stages, therefore a linear continuum might not be appropriate. For example, a person might have steady employment but be an alcoholic. As a result, the continuum for the draft indicator framework is based on a linear and circular format. These continuums are broken down into categories, as seen below.

Comparison of Continuums

Transtheoretical Model of Change	Draft Indicator Framework
Pre-contemplation	Immediate needs preparation-housing, food, health, motivation.
Contemplation	Short term preparation-addictions, counselling, family support.
Preparation	Contemplation-feeling ready to make lifestyle changes/planning for the future/feeling empowered and capable of making change.
Action	Setting direction-Self-awareness, motivation, assessment/planning and setting goals
Maintenance	Skills training-certification, upgrading
Relapse	Employer integration- Coaching/mentorship/shadowing, on the job development/training
	Work place modifications-Supportive work environment, flexible hours
	On-the-job support-Wage supplements, follow up support

Figure 15: Continuum categories based on the Transtheoretical Model of Change and Draft indicator framework

The categories are based on the area of focus, including the individual and community.

The Success Measures Guidebook has three main categories: housing, community economic development (CED) and community building initiatives. These categories are further subcategorized, as described below. The Success Measures Guidebook has categories that reflect changes at more of the community and municipality level, as opposed to the individual level. However it recognizes the connection between individuals and community, as many of its success measures integrate both. As discussed above, the Transtheoretical Model of Change is based on individual categories, and the draft indicator framework on both individual and community change. The Transtheoretical Model of Change's continuum represents its categories. Some of the

subcategories for the draft indicator framework fit within one particular stage of the continuum.

The Success Measures Guidebook, Transtheoretical Model of Change and Draft indicator framework have some common success measures. Many of the success measures, such as self-esteem are somewhat different according to their title, category and definition. For example self-esteem is included in both the Success Measures Guidebook and Draft indicator framework. However in the Success Measures Guidebook (2000) it is titled “self-esteem and stability”, and is categorized under “Housing: Benefits to residents of new and rehabilitated housing”. As noted below, the Transtheoretical Model of Change has only one success measure in common, “setting goals”. The figure below describes success measures that are similar across the frameworks.

Comparing Measures of Success

Transtheoretical Model of Change	Success Measures Guidebook	Draft Indicator Framework
Setting goals and action		Setting goals- Assesses an individual's readiness and ability to set personal goals
	Self esteem and stability- measures growth in self-esteem and stability	Self-Esteem Assesses an individual's self-image and self confidence
	Neighbourhood security- Assesses resident's perception of safety and tracks evidence of actual crime	Safety- Measures the incidence and type of crime. Assesses how safe residents feel in their community, and residents outside the community perceive the community
	Resident satisfaction with neighbourhood-Provides a snapshot of residents' satisfaction with the neighbourhood, concerns about the community, and change over time	Pride in community- Assesses how residents perceive their community. Measures involvement in community groups
	Personal and social networks- Assesses the strength and closeness of personal and social networks among the neighbourhood residents	Social connections/ inclusion- Measures the number and strength of relationships individual's have with family, friends, neighbours. Assesses involvement in community groups

Figure 16: Common success measures for the Transtheoretical Model of Change, Success Measures Guidebook and Draft indicator framework

The Success Measures Guidebook tended to break the success measures down further.

For example, housing in the Success Measures Guidebook, is broken into several different success measures. These include monthly housing costs, quality of housing and wealth creation among many others.

There are several different success measures for the Success Measures Guidebook and draft indicator framework. The draft indicator framework has several different success measures that are not included in the Success Measures Guidebook. These include physical health, poverty alleviation, exposure to other resources, resilience; parenting skills, conflict resolution, social skills, critical thinking skills, personal management, career planning and goal setting, coaching/mentorship programs from businesses and inner city programs, childcare, transportation, on the job supports, cultural diversity, government supports, and ownership of problems and solutions.

Hard and soft success measures are evident in the draft indicator frameworks and the Success Measures Guidebook. The Transtheoretical Model of Change relies solely on soft measures, such as “overconfidence” and “committed to change”. The draft indicator framework has several more soft measures in comparison to the Success Measures Guidebook, largely because it focuses more on individual change. These soft measures include self-esteem, resilience, conflict resolution, social skills, critical thinking skills, and personal management.

The draft indicator framework and Success Measure Guidebook are based on outcome indicators. The success measures in the draft indicator framework examine the impact of an initiative on an individual, employer and community’s wellbeing (The World Bank, 2004, 2). The indicators are based on measuring the impact of a program. Similarly, the Success Measures Guidebook measures the impact of community development on the individual and community. As discussed earlier, outcome indicators include self-esteem,

maintaining work etc. (Development Leadership Network, 2000). According to the World Bank (2004, 2) outcome indicators are final indicators. They measure an outcome, as opposed to input or output indicators. Input and output indicators measure the resource involved in producing an outcome or impact. According to Innes (1990) these frameworks will need to be updated to reflect societal change.

Some of the themes discussed in the interviews were evident in the workshops and meetings, and therefore not incorporated into the draft framework. Instruments and processes to track clients, relationships and confidentiality were common themes in the interviews. They were not reflected in the draft framework. The strengths and weaknesses associated with the success measures were discussed in the interviews. Some of the strengths and weaknesses associated with each success measure were explored in the meeting with workshop participants. Employment, as in the interviews, was not the main focus in the draft frameworks. This is likely because the draft framework was based on exploring all of the benefits individuals, employers and communities receive from inner city programs. In comparison to the interviews, the workshops had participants from a greater range of inner city programs.

There were some themes that were evident in both the interviews and draft frameworks. Employment barriers were discussed somewhat in the workshops and largely reflected in the draft indicator framework. Indicator development formed the basis of the workshops. The main challenge associated with indicator development that was discussed at the

workshops and meetings, was proving the softer benefits people receive from programs to funders. One participant at the meeting highlighted this several times.

The surveys provided some useful information in terms of analyzing the draft framework, and provided a point of feedback from community residents. Some of the benefits listed in the surveys were evident in the indicator framework. These included training/skills, income, and childcare. "Friends" and "activities/things to do," were the two most common responses in the survey in terms of the benefits people receive from programming. The draft indicator framework has "friends" intertwined with social connections/inclusion. The only benefit that was not evident in the draft framework was access to computers. The surveys did not mention employment as a major benefit received from programming, with five out of nine respondents receiving employment from programming. Employment was incorporated into the draft framework, however it was not the only focus. In terms of skills gained from programs, some of them were evident in the draft frameworks. These included "stress and anger management", and "parenting and life skills". Arguably, Alcoholics Anonymous and Narcotics Anonymous could fall under life skills in the draft framework. It was evident in both the surveys and draft framework that people received many benefits from programs that go beyond employment.

There are several strengths and challenges associated with each framework. The draft indicator framework is the only framework that acknowledges informal forms of employment, such as volunteering and odd jobs, and draws a relationship between the

individual, community development and employment. It measures income gained in the form of honorariums. It also acknowledges the importance of providing support to people after they are employed, and recognizes the importance of social inclusion. The draft indicator framework does not define its success measures as clearly as the Success Measures Guidebook. The Success Measures Guidebook provides more in-depth indicators for housing, CED and Community Building initiatives. The Transtheoretical model provides the strongest tool for measuring the progress an individual makes towards change. While the draft indicator framework is not a complete and exhaustive list of success measures, it is fairly transferable between programs. It is based on allowing individuals and programs the freedom to pick the success measures that best meet their needs. All three frameworks play an important role in measuring success.

5.5 Conclusion:

The research highlighted several common themes around measuring the success of inner city programs. Some of these common themes that emerged in all of three research instruments were employment and relationships. The relationship between employment and relationship building was discussed.

The draft indicator framework, in conjunction with the interviews, surveys and literature review, generated knowledge in key areas. These areas included employment barriers, community development and its role in employment, appropriate processes for developing success measures and types of success measures for community development and employment programs. Some gaps were also highlighted. These included exploring

the strengths and challenges associated with softer success measures, and funder feedback with the success measures identified in the draft indicator framework.

The instruments produced some different information. The workshops explored at length the notion of softer indicators and working with funders to accept them. Softer indicators were not discussed directly by the interviewees, but there was some reference to the importance of relationship building. The interviews focused more on meeting funding criteria and confidentiality. Contrary to the researcher's assumptions, the interviewees did not discuss any real challenges to meeting the funding criteria. Overall, alternative forms of employment, including odd job programs and volunteering, were barely discussed in the surveys, interviews and workshops. The results of the research require further follow up from inner city programs and funders.

Chapter Six: Discussion of the results

6.0 Introduction

This practicum attempts to address three research questions:

- 1) What is an employment continuum and its role in promoting health and wellbeing?
- 2) What indicators do inner city programs use, and how do they compare to conventional employment indicators?
- 3) What are appropriate indicators for the employment continuum in Winnipeg that can be implemented by a variety of programs?

This chapter discusses the literature, interviews, surveys and workshops and their ability to address the research questions. It examines strengths and gaps in the information generated, and makes recommendations.

6.1 Key Assumptions

This section begins by addressing three key assumptions the researcher noted throughout the practicum. These three assumptions were: measuring the success of inner city programs requires quantifiable success measures; employment is about finding and maintaining work; community development plays a limited role in employment. The researcher's assumptions were challenged through the literature review, interviews, surveys and workshops.

The first assumption, whereby hard numbers were required to prove the effectiveness of inner city programs, was evident in the literature review, interviews and workshops.

There was some literature on measuring the softer benefits people receive from programs, such as self-esteem and social skills. The Success Measures Guidebook (Development Leadership Network, 2000) discusses softer benefits, but they are not categorized under employment. Instead, they are discussed under community building. The Transtheoretical Model of Change discusses softer success measures, specifically in the context of employment (Garven and Associates Management Consultants, 2004). This model acknowledges the smaller steps people make towards a healthier lifestyle and employment. Interviews with staff from inner city programs also highlighted the reliance on more quantifiable indicators. Indicators implemented by these programs include the number of people accessing their services and number of people receiving work. The two employment programs acknowledged that relationship building was critical to moving people forward, however was not measured. The surveys indicated that people receive many softer benefits from inner city programs. These benefits included friends, and activities/things to do. Also, the indicator framework developed at the workshops was comprised largely of softer benefits. Part of the challenge with developing softer indicators could be a lack of recognition of informal employment, and the connection between inner city programs and employment.

Employment is about finding and maintaining work according to many government programs and funders. However finding and maintaining employment can be a journey for many people, due to a variety of barriers. These include addictions, a lack of childcare, and disabilities (Ward and Riddle, 2004). This was acknowledged in the interviews, especially by participant A. Participant A's program offers workshops to

directly address these barriers, however their main goal remains steady employment. It was also discussed at great lengths during the workshops. The workshop participants also noted that while people may have full employment, they face other barriers in life, such as addictions. As a result, one of the final drafts of the indicator framework was organized in a circular format, indicating that personal well being and health cannot be organized in a hierarchical and linear fashion. Employment also provides more than an income, but a sense of belonging and pride. For people who will never be able to maintain steady work, cooperatives, social enterprises, and odd jobs can provide a sense of belonging and additional income. This was not raised during the interviews, and lightly touched upon in the surveys and workshops. Programs such as the Skills Bank were discussed. As mentioned above, survey respondents noted receiving softer benefits.

The third assumption is that there is little or no relationship between inner city programs and employment. However they are inextricably connected. Inner city programs provide many benefits that enable people to become employable. These benefits can be categorized as life skills, employment readiness and employment skills. Many of these activities fall on an employment continuum. This was recognized somewhat in the literature on employment continuums and social inclusion. The connection between inner city programs and employment was recognized at the workshops. This is reflected in the indicator framework, where it is divided into the individual, employer and community.

6.2 Reviewing the research questions

The employment continuum developed was largely based on the literature. In reviewing the literature, the connection between inner city programs and employment became evident. Many employment programs rely on inner city programs to provide life skills, such as housing, addictions counselling and food. These are critical to enabling individuals to become motivated, enter training programs and progress along the employment continuum. The employment continuum has softer measures, such as motivation, and personal presentation (Garven and Associates Management Consultants, 2004). It acknowledges that while people may never obtain work they still receive benefits from programs. The employment continuum was largely based on two models in the literature: the Transtheoretical Model of Change and the Employment Continuum (Garven and Associates Management Consultants, 2004). A discussion of the employment continuum was included in the third workshop. The researcher included it in the indicator development framework. Workshop participants provided feedback on it, and as a result, a contemplation step was added to the continuum. The participants in the third workshop felt people usually contemplate change before they take action.

The strongest piece of the research was the development of an indicator framework.

There were a variety of hard and soft indicators developed that can be applied to individuals, employers and community. The indicator framework, in conjunction with the employment continuum, highlights some of the critical things people need to move forward. These items represent the first two stages on the employment continuum,

immediate needs/preparation and short-term preparation. The success measures that fall under these two stages are focussed on basic needs, personal development and social inclusion. These things must be addressed before individuals can set and pursue their goals. They enable individuals to function within their home and community. For example managing a chronic disease is important for an individual to function in their community. In retrospect, more time could have been allotted to reviewing the employment continuum. In the future, it would also be helpful to gain feedback from the funders on the employment continuum.

The researcher used the literature and interviews to compare the indicators inner city programs use. According to the research inner city programs in Winnipeg use similar indicators. Based on the interviews, common measures included the number of people finding employment, accessing their programming, and attending workshops. The indicators developed by these programs were quantitative measures, and thus reflected more conventional indicators. There is limited literature on employment indicators used by funders. Therefore it is difficult to analyze the similarities and differences between inner city, and indicators used by funders. There was also a lack of literature on alternative inner city indicators.

Policy makers, program planners and funders traditionally measure success based on quantifiable data. However individuals and communities receive many benefits from inner city programming that is difficult to quantify. As a result, there can be a lack of funding support for many of these important programs, and failure to address poverty and

social exclusion. Developing tools for measuring the benefits inner city programs provide is critical for developing appropriate policies and funding programs. The in-depth process undertaken by the researcher to develop an indicator framework hopefully provides a useful tool for measuring success on an individual, community and employer level.

6.3. Biases and limitations

Arguably, the strongest bias with the research was the sampling. Only three interviews were performed, providing little variation in the results. Due to this small size, the results from the interviews cannot represent how inner city programs from Winnipeg's inner city measure their success. Interviews were not conducted with Aboriginal, immigrant or refugee inner city programs. These groups represent a large component of our population. They were also focussed in the West and North End of the city, ignoring Central Park, Centennial and other inner city neighbourhoods. The researcher also knew one of the interviewees from her involvement as a volunteer in the inner city program being represented. There is a risk this interviewee did not feel comfortable discussing information related to their indicators and inner city program.

The surveys were distributed in the North End, West Broadway and Spence. They did not gather information from other inner city neighbourhoods. The experiences of residents living in other inner city neighbourhoods could be very different, in particular the programming they access. There are pockets of poverty that exist outside of the inner city. Low-income residents residing in predominately wealthier areas such as

Charleswood and River Heights were excluded. Since the surveys were anonymous, the researcher also excluded people with literacy and language barriers. Arguably, in lower income areas, people with these barriers are more common.

The workshop also had biases with the sampling. Participants came largely from the North and West End. The experience of inner city programs in other areas of the city could be vastly different, in terms of the clientele, issues and funding. There were no Aboriginal, immigrant or refugee groups represented either. Thus the framework developed will not encompass all of the success measures identified or used by these inner city programs. The researcher also had an established relationship with some of the participants, potentially inhibiting their willingness to share information.

The researcher and co-facilitator initially struggled with facilitating the workshops. At the first workshop, one participant inhibited others from participating by cutting them off and criticizing their ideas. As a result, some participants did not feel comfortable expressing their ideas and fewer participants came to the second workshop. The researcher and co-facilitator addressed this problem by developing a set of ground rules for the second workshop. Initially, the researcher and co-facilitator also struggled with finding tools to guide people through the process of developing an indicator framework. By trying several tools, including storytelling and brainstorming, the researcher and co-facilitator were able to identify useful tools.

The use of the word “continuum” implies that the path to employment for people is linear. However people can start at different stages on the continuum or regress at any time. A person may be an employed alcoholic. As a result, the researcher presents the draft indicator framework in both a linear and circular format. The circular format recognizes that people start off in different places, and may be ahead in some areas of their development while behind in others.

The complexity of the draft indicator framework makes it inaccessible to many community groups. There is a lot of information in the draft indicator framework and it is not simplified. Community groups using this model would require some training in how to access it.

6.4 Lessons learned

There were several lessons learned from the research. Adequate time on the part of the community and researchers must be committed to conducting participatory action research. Rushing processes can lead to poor discussion and the researcher taking over the process. The researcher intervened in the development of the indicator framework. However there were efforts made to gain feedback from the participants regarding the changes, including emailing the framework out for feedback and scheduling meetings individually with workshop participants. One major barrier to conducting participatory action research is people’s busy schedules. In community development, where most of the stakeholders are volunteers, this could be a real barrier to participatory action research.

The research in this practicum highlighted the need for developing flexible processes and tools in community development. Every program and community is different. Thus ensuring flexible processes and tools for measuring success are critical to their relevance and implementation. The workshop participants identified the need for a flexible framework. In order for this to happen local knowledge has to be incorporated and the working group has to reflect the diversity in the community. The process for developing the framework did not reflect the diversity of Winnipeg's inner city, since only inner city programs were invited to the workshop. Arguably, these inner city programs somewhat represent the experts in the community (Sandercock, 1998).

The researcher has reflected that an important part of capacity building is having the opportunity and time for inner city programs and community members to reflect about key issues. Often inner city programs lack the time to reflect, however it is critical if any real change is to be made. Through life experience, the researcher has seen firsthand how societal problems grow in a culture of complacency and reactionary thinking. Somewhere in between these two extremes there needs to be time to reflect and question systems. Facilitating discussion can play an important role in encouraging inner city programs to share their ideas and address common concerns proactively.

Recognizing and measuring the success of inner city programs is critical to policy and program developers, and funders. Policy and program developers, and funders rely on indicators to reveal trends, make decisions and educate the public. Failing to

acknowledge both the hard and soft benefits these programs provide can lead to poor program planning and funding, and ultimately higher levels of poverty and social exclusion. The researcher recommends that stronger and more equitable partnerships be formed between communities, government and funders in the development of indicators.

Additional resources and dialogue need to be committed to the development of appropriate indicators for inner city programs. Community members need to be engaged in this process to ensure the indicators reflect their reality. In order for this to happen, government and funders need to create a supportive environment for inner city programs to approach them with their concerns and needs regarding success measures. If needed, inner city programs could potentially form networks to develop appropriate indicators and lobby government for change.

Further discussion with organizations around the focus of their programs and indicators needs to occur. Inner city programs are often based on individual development, placing the needs of the individual over the community. Personal development plays a large role in improving the health and wellbeing of families and communities. However, in turn families and communities strongly influence the health and wellbeing of families and communities. As a result, programs should acknowledge and promote personal development within the family and community context.

The definition of employment needs to be reviewed by inner city programs, funders and the government. As discussed earlier, the goal of employment in the inner city is to

provide opportunities for people to participate in their community in a way that benefits their health and wellbeing. Employment can include bartering, odd jobs or participating in a community group. However the traditional definition of employment does not recognize these informal types of employment or the importance of social inclusion. Collaboration between funders, policy makers and government is required to ensure these more informal types of employment are recognized and measured.

6.5 Future directions:

The researcher recommends the continued development and evaluation of meaningful and appropriate indicators for inner city programs. In order for this to occur, a working group representing the diversity of inner city programs in Winnipeg needs to be developed. Inner city programs that represent seniors, youth, Aboriginals, immigrants and refugees need to be included. The development of appropriate and meaningful indicators must also become a priority with inner city programs and funders, with human and financial resources and time committed.

Exploring the potential role and support funders could lend to this process is critical. Funders influence the type and quality of programming inner city programs can offer. Identifying a process for engaging funders in developing indicators requires dialogue between the working group and funders. Due to their relationship with inner city programs, funders may want to explore bringing in outside resources to assist with the process.

There were two main steps missing in developing community indicators. These include reviewing the preliminary indicators with the community and performing a technical analysis of the indicators selected to ensure they are feasible (Redefining Progress, 2002). The community plays a critical role in identifying gaps and priorities in programming. A review of meaningful ways to engage the community needs to happen. In particular, how can the working group help the community become better informed about indicators? Developing a strong set of indicators with the community will give everyone a reason to celebrate their success and highlight areas that need work.

A technical analysis of indicators is essential to their success. The indicators selected by the working group need to be reviewed to ensure they are realistic, appropriate, time sensitive, etc. Outside resources that can assist should be explored. The ability to perform a technical analysis should also be considered in forming the working group.

The last two components of research that requires further exploration is how to share and learn from the broader community about indicators. Is there a process that can be developed to encourage ongoing learning? Should a central hub or resource network be established for inner city programs?

The draft indicator framework should be further simplified and made accessible to community groups. This will require continual input from community groups and residents.

6.6 Conclusion:

This practicum addressed some of the research questions, while highlighting areas that require further exploration. The researcher was able to collect some information on employment continuums, largely through the literature review. The employment continuum was further developed at the third workshop and two subsequent meetings, however further effort should be spent on reviewing it.

The researcher was able to collect some information on the indicators inner city programs in Winnipeg use. However there was limited information on the type of indicators used by funders. As a result, a comparison of the indicators used by community development and employment programs, and funders was lacking.

A draft indicator framework was developed for inner city programs. It was based on a variety of hard and soft indicators. However the indicator framework did not have a technical review conducted. Prior to implementing the indicator framework, a technical review should happen.

Bibliography

Alberta Jobs Corps. (2005) *About Alberta Job Corps* [Brochure]

Austin, M. (ed.) (2004). "Changing welfare services. Case studies of local welfare reform programs." New York: The Haworth Social Work Practice Press.

A-Way Courier (2005). Retrieved June 16, 2006 from <http://www.awaycourier.ca/>

Banks, S., Butcher, H., Henderson, P., Robertson, J. (ed.). (2003). "Managing community practice. Principles, policies and programs." Great Britain: The Policy Press.

Bartik, T. (2001). "Jobs for the poor. Can labour demand policies help?" New York: Russell Sage Foundation.

Betcherman, G., McMullen, K. and Dividman, K. (1998). "Training for the new economy." Ottawa: Canadian Policy Research Networks Inc.

Blair, R. "Public participation and community development: The role of strategic planning." Omaha: University of Nebraska.

Blake, S. (2003). "Community-Based Measurement Indicators: Resource Development Project." Winnipeg: Province of Manitoba.

Blakely, E. (1994). "Planning local economic development." U.S.A: Sage Publications, Inc.

British Columbia Institute for Co-operative Studies (N.D) "Advantage workers' co-operative." Retrieved June 8, 2006 from <http://web.uvic.ca/bcics/research/pdf/situatingCoops/advantageworkers.pdf>

Born, C., Ovwigho, P., Fagan, D. (2001). "Welfare-to-work programs for a diverse caseload: evaluation of seven demonstration projects." Baltimore: School of Social Work University of Maryland.

Brown, A. (1997). "Work first. how to implement an employment-focused approach to welfare reform." U.S: Manpower Demonstration Research Co.

Brown, J., Higgitt, N., Wingert, S., Miller, C., Williams, M., and Morrisette, L. (2005). "Shared responsibility: Building healthy communities in Winnipeg's north end. Winnipeg: North End Housing Program.

Canadian Community Economic Development Network (2005). "The need for new funding arrangements for community programs in employment and skill development." Retrieved May 2, 2006 from www.ccednetrcdec.ca/en/docs/pubs/CCEDNet_Parl_Submission.pdf.

Canadian Co-operative Association. (N.D). "Co-ops in Nova Scotia." Retrieved June 8, 2006 from <http://www.coopscanada.coop/pdf/Sector/FactSheet/Nova%20Scotia%20co-ops.pdf>.

Canadian Co-operative Association (N.D). "Newsletter of the Canadian Co-operative Association." Retrieved June 8, 2006
<http://www.coopscanada.coop/NewsLetter/InterSector/Winter2004/>

Canada Mortgage and Housing Corporation. (1995). "Measuring urban sustainability, Canadian indicators workshop : June 19-21, 1995, workshop proceeding." Canada: Canada Mortgage and Housing Corporation.

Canadian Public Health Association (1996). " The health impact of unemployment." Retrieved May 4, 2006 from
<http://www.cpha.ca/english/policy/resolu/1990s/1996/paper96e.pdf>

Chambers, R. (2002). "Participatory workshops. A sourcebook of 21 sets of ideas and activities." London: Earthscan Publications.

"Characteristics of effective indicators." *Sustainable Measures* retrieved February 15, 2005 from www.sustainablemeasures.com.

Chen, W. (2005). "Examining the working poor in Canada. Is working a ticket out of poverty?" Ottawa: Family and Labour Statistics.

CIDA (1997). "Guide to gender-sensitive indicators." Canada: CIDA. Retrieved December 17, 2005 from http://www.acdi-cida.gc.ca/cida_ind.nsf/0/7b5da002feaec07c8525695d0074a824?OpenDocument/

City of Winnipeg. "Quality of life indicators". Retrieved November 28, 2005 from City of Winnipeg quality of life indicators.

Community Resource Connections (2005). "Making choices guide." Retrieved June 12, 2006 from <http://www.crct.org/choices/show.cfm?id=24>

Correction Services of Canada (2006). "Employment continuum." Retrieved May 2, 2006 from http://www.csc-scc.gc.ca/text/prgrm/corcan/pblct/continuum_e.shtml.

Dees, G. (1998). "The meaning of "social entrepreneurship." Retrieved June 8, 2006 from http://www.fuqua.duke.edu/centers/case/documents/dees_SE.pdf

Development Leadership Network.(2000). "Success Measure Guidebook" Boston: Development Leadership Network.

Eliadis, P. (2004). Poverty and exclusion. Normative approaches to policy research. *Horizons Policy Research Initiatives*, 7, 40-45. Retrieved January 15, 2006 from http://policyresearch.gc.ca/v7n2_e.pdf

Emerson, J. (1997). "Beyond welfare reform: moving from rhetoric to reality." San Francisco: Roberts Enterprise Development Fund

Epstein, K (2005). How today's corporate donors want their gifts to help the bottom line. *Stanford Social Innovation Review*, 19-27. Retrieved August 25 from http://www.ssireview.org/images/articles/2005SU_feature_epstein.pdf.

Fast Track to Employment (N.D) "Retrieved from <http://www.dtes.ca/fte/bg.htm>

Fleischer, W. and Dressner, J. (2002). "Providing the missing link. A model for a neighbourhood-focussed employment program." The Hatcher Group.

Fowler, F. (1988). "Survey research methods." U.S.A: Sage Publications.

Garven and Associates Management Consultants (2004). "Developing a model for effective work-readiness training." Retrieved May 2, 2006 from http://www.dcre.gov.sk.ca/publications/pdfs/GA_Work_Readiness_Report.pdf

Gray, M., Healy, K., and Crofts, P. (2003). "Social enterprise: is it the business of social work?" *Australian Social Work*, 56(2): 141-154.

Gosling, V. and Cotterill, L. "An employment project as a route to social inclusion for people with learning difficulties?" *Disability and society*, (15)7: 1001-1018.

Government of Canada (2005). Social economy. Questions and answers. Retrieved June 14, 2006 from http://www.sdc.gc.ca/en/cs/comm/sd/social_economy.shtml.

Government of Manitoba (2005). "Advanced Education and Training. Annual Report, 2004-2005." Retrieved May 4, 2006 from http://www.edu.gov.mb.ca/ar_aet_0405/report.pdf.

Government of Manitoba. "Employment and income assistance facts." Retrieved December 21, 2005 from http://www.gov.mb.ca/fs/eiafacts/work_expectations.html

Government of Manitoba. (2007) "Manitoba Competitiveness, Training and Trade." Retrieved June 30, 2007 from http://www.gov.mb.ca/employment/jobs_careers.html.

Government of Manitoba. "Virtual employment centre." Retrieved December 17, 2005 from http://www.edu.gov.mb.ca/aet/ets2/eas/EAS_Wpg.html.

Gregson, J, Foerster, S., Orr, R., Jones, L. Benedict, J., Clarke, B. Hersey, J., Lewis, J., and Zotz, K. (2001). System, Environmental, and Policy Changes: Using the Social-Ecological Model as a Framework for Evaluating Nutrition Education and Social Marketing Programs with Low-Income Audiences. *Journal of nutrition education*, 33, 1-15. Retrieved August 2, 2007 from <http://www.ers.usda.gov/Briefing/FoodStamps/JNEpapers/Gregson.pdf>.

Gubbels, P and Koss, C. (2000). "From the roots up. Strengthening inner city programal capacity through guided self-assessment." Oklahoma: World Neighbours.

HRSDC (2006). "About Human resources and skills development." Retrieved May 9, 2006 from http://www.hrsdc.gc.ca/en/cs/comm/hrsd/about_us.shtml

Hatfield, M. (2004). Vulnerability to persistent low income. *Horizons Policy Research Initiatives*, 7, 40-45. Retrieved January 15, 2006 from http://policyresearch.gc.ca/v7n2_e.pdf

Healy, P. (1997). "Collaborative planning. Shaping places in fragmented societies." Vancouver: UBC Press.

Healthy Communities Subcommittee (2005). "A Background report on a healthy community approach and framework for CRD roundtable on the environment." Victoria: Winnipeg Inner City Research Alliance.

Human Resources and Social Development Canada (2007). "Achieving Coherence in Government of Canada Funding Practice in Communities." Retrieved August 25 from http://www.hrsdc.gc.ca/en/cs/sp/sdc/task_force/tfci/page03.shtml.

Hunt, G. (1992). Division of labour, life cycle and democracy in worker co-operatives." *Economic and Industrial Democracy*, 13: 9-43.

Industry Canada (2006). "Canadian Company Capabilities." Retrieved August 2, 2007 from <http://strategis.ic.gc.ca/app/cce/search/navigate.do?language=eng&portal=1&subPortal=&estblmntNo=234567010873&profile=completeProfile>

Inner City Development (2006). "About Inner City Development." Retrieved August 2, 2007 from <http://www.icdevelopment.ca/default.asp>.

Innes, J. (1990). Knowledge and public policy: the search for meaningful indicators. U.S.A: Transaction Publishers.

Innes, J., and Booher, D., 2000, *Indicators for sustainable communities: a strategy building on complexity theory and distributed intelligence*, Planning Theory and

Practice, vol. 1(2); 173-186, <http://www.rmi.org/images/other/ER-InOpp-Indicators.pdf>.

Jackson, A. (2004). Precarious jobs and social inclusion. Key issues and new policy directions. *Horizons Policy Research Initiatives*, 7, 40-45. Retrieved January 15, 2006 from http://policyresearch.gc.ca/v7n2_e.pdf

Jubilee Fund (N.D). "Projects. The Northern Star Workers Co-op Inc." Retrieved August 2, 2007 from <http://www.jubileefund.ca/projects/northernstar.html>

Kramer, F. "Job retention and career advancement for welfare recipients." In *Welfare Information Network*, No. 13. Retrieved December 5, 2000 from www.welfareinfo.org/issuereetention.htm

Kretzman, J. and McKnight, J. (1993). "Building communities from the inside out: A path toward finding mobilizing a community's assets." Chicago: ACTA publications.

2001 Winnipeg Census data. Retrieved November 17 from <http://www.winnipeg.ca/census/2001/Community%20Areas/Downtown%20Neighbourhood%20Cluster/Neighbourhoods/Downtown%20East/default.asp>

Leo, C. and Andres, T. (2004). "Community initiation of welfare-to-work." MB: Canadian Centre for Policy Alternatives-MB.

Levi, Y. (2006). "From the 'double nature' of cooperation to the social economy: fifty years of associationalism." *International Review of Sociology*, 16(1), 149-163.

Lickers, E. (2003). "Healing the spirit." In *Canadian Journal of Native Education*, 27, 55-60.

Local Investment Towards Employment. Retrieved February 14, 2005 from <http://www.lite.mb.ca/partners.htm#community>.

Loewen, G., Silver, J., August, M., Bruning, M. MacKenzie, M. and Meyerson, S. (2005) "Identifying employment opportunities for low-income people within the Manitoba innovation framework." MB: Manitoba Research Alliance on CED in the New Economy.

Lownsborough, H. (2005). "Include me in. How life skills help homeless people back into work." London: Demos.

Lowry K, Adler P, Milner N. (1997). "Participating the public: group Process, politics, and planning." *Journal of Planning, Education and Research*, 16: 177-187

Loxley, J, Lamb, L. (N.D) "Economics for CED practitioners." Manitoba: University of Manitoba.

Mackenzie, M., Sheldrick, B., and Silver, J. (2005). "State policies to enhance the new economy. A comparative analysis" MB: Canadian Centre for Policy Alternatives-MB.

Mawi Wi Chi Itata Centre (N.D). "Strengthening families...investing in the future." Retrieved August 13, 2007 from <http://mamawi.com/>.

Manitoba Cooperative Association (2006). "Member companies and organizations." Retrieved August 2, 2007 from <http://www.manitoba.coop/index.php?page=members>

Manitoba Family Services and Housing. (2005). "Manitoba Family Services and Housing. Annual report, 2004-2005. Manitoba: Government of Manitoba. Retrieved January 15, 2006 from http://www.gov.mb.ca/fs/about/annual_2004-05.pdf

Marshall, C. and Rossman, G. (1989). "Designing qualitative research." U.S.A: Sage publications.

Mathers, C, and Schofield (1998). "The health consequences of unemployment: the evidence" in *The Medical Journal of Australia*, 168: 178-182. Retrieved May 3, 2006 from <http://www.mja.com.au/public/issues/feb16/mathers/mathers.html>

Maxwell, J. (2002) "Smart social policy –"making work pay." Canada: Canadian Policy Research Networks. Retrieved January 13, 2006 from <http://www.cprn.com/en/doc.cfm?doc=199>.

Maxwell, J. (1996). "Qualitative research design. An interactive approach." U.S.A: Sage publications.

Maxwell, J. (2004). "Qualitative research design. An interactive approach. Second edition." U.S.A: Sage publications.

Measuring and Fostering the Progress of Societies. Istanbul, (2007). Connecting Communities with Community Indicator. Second OECD World Forum on Statistics, Knowledge and Policy, Michalos, A.

Mississippi State University Extension Service. (2001) "Health education behaviour models and theories—a review of the literature-part 1." Retrieved August 4, 2007 from <http://msucare.com/health/health/appa1.htm>.

Murphy, P. and Cunningham, J. (2003). "Organizing for community controlled development. Renewing civil society." California: Sage publications.

National Council of Welfare (2005). "Welfare incomes 2004." Canada: Minister of Public Works and Government Services Canada. Retrieved December 18th from <http://www.ncwcnbes.net/htmldocument/reportWelfareIncomes2004/WI2004EngREVISED.pdf>.

Neighbourhoods Alive! "Neighbourhood renewal fund." Retrieved May 3, 2006 from <http://www.gov.mb.ca/ia/programs/neighbourhoods/programs/renewal.html>

NSW Committee on Aging (2001). "Counting on experience. A review of good practice in the employment of mature workers." Sydney: NSW Committee on Aging.

Nor West Co-op Community Health Centre (2005). "About Nor West Co-op Community Health Centre." Retrieved August 2, 2007 from <http://www.norwesthealth.ca/>.

North End Renewal Corporation. "Employment Development." Retrieved January 24, 2006 from <http://www.north-endrenewal.org/NECRCEmployment.html>.

North End Women's Centre Inc. (N.D). "The Up Shoppe." Retrieved August 2, 2007 from <http://www.newcinc.org/EconomicDev/upshoppe.htm>.

O'Hara, S. (2001). Urban development revisited: The role of neighborhood needs and local participation in urban revitalization. *Review of Social Economy*, LIX(1), 23-43.

O'Leary, Z. (2004). "The essential guide to doing research." Great Britain: Sage publications.

Opportunities for Employment, (N.D). *Opportunities for Employment Inc.*[Pamphlet]

Osborne, N. (N.D). Social and community enterprise. A European perspective." The Northern Alliance for Sustainability. Retrieved June 18, 2006 from www.anped.org/media.php?id=79.

Park, Peter. (1993). "Voices of change: participatory research in the United States and Canada." Westport, Connecticut: Bergin & Garvey.

Policy Research Initiative (2005). "What we need to know about the social economy. A guide for policy research." Retrieved December 14, 2005 from <http://policyresearch.gc.ca/page.asp?pagenm=SocialEconomy>.

Povey, R., Conner, P., Sparks, S., James, R., Shepard, R. (1999). A critical examination of the application of the transtheoretical model's stages of change to dietary behaviours. *Health Education Research*, 641-651.

Pozner, A. & Hammond J. (1994.) "An evaluation of supported employment initiatives for disabled persons", *Equal Opportunities International*, (13)6/7: 45-51.

Quarter, J. and Wilkinson, P. (1990). "Recent trends in the worker-ownership movement in Canada: four alternative models." *Economic and Industrial Democracy*, 11: 529-552.

Rainbow Whole Foods Inc. (2006) "About us." Retrieved June 8, 2006 from <http://www.rainbowcoop.org/aboutus.htm>

Rangarajan, A. (1998). "Keeping welfare recipients employed. A guide for states designated job retention services." NJ: Mathematica Policy Research, Inc..

Rangarajan, A., Kerachsky, S., Haimson, J., Hershey, J., Stapulonis, R. (1996). "Postemployment services to promote job retention among welfare recipients." NJ: Mathematica Policy Research, Inc.

Redefining Progress and Earthday Network. (2002). "Sustainability start in your community. The community indicators guide." Retrieved May 5, 2007 from <http://www.rprogress.org/newpubs/2002/ciguide.pdf>.

Redefining Progress, Sustainable Seattle and Tyler Norris Associates (1997). "The community indicators handbook." Redefining progress: San Fransisco.

Reed, P. (2000). "Developing civic indicators and community accounting in Canada." Ottawa: Statistics Canada and Carleton University.

Rocha, E. (1997). A ladder of empowerment. *Journal of Planning Education and Research*, 17, 31-44.

Roeher Institute. (2003). "Policy approaches to framing social inclusion and social exclusion: An overview." Canada: Roeher Institute.

Roelants, B. (2000). "Worker co-operatives and socio-economic development: the role of meso-level institutions." *EconomicAanalysis*, (3)1: 67-83.

Rubicon (2005). "Rubicon programs Inc." Retrieved June 14, 2006 from <http://www.rubiconprograms.org/about.html>

Sabatini, F. (ed.). (2006). "Social capital gateway. Resources for the study of social capital." Retrieved May 19, 2006 from <http://www.socialcapitalgateway.org/>.

Sandercock, L. (1998). "Towards Cosmopolis." England: John Wiley and Sons Ltd.

Sandercock, L. (2003). "Towards Cosmopolis II. Mongrel Cities." London: Continuum.

Scott, Katherine (2003). "Funding Matters: The Impact of Canada's New Funding Regime on Nonprofit and Voluntary Organizations" Canadian Council on Social Development. Retrieved August 24, 2007 from <http://www.ccsd.ca/pubs/2003/fm/>.

Service Canada (2005). "Manitoba" Retrieved May 11, 2006 from http://www1.servicecanada.gc.ca/en/gateways/where_you_live/regions/mb.shtml

Shragge, E. (1997). "Community economic development. In search of empowerment." Canada: Black Rose Books.

Smith, S. and Willms, D. (1997). "Nurtured by knowledge: learning to do participatory action research." New York: The Apex Press.

Social Enterprise Alliance (N.D). "Funding them to fish: The case for supporting the earned income activities of nonprofits." Retrieved June 18, 2006 from http://www.se-alliance.org/making_the_case_final.pdf.

Statistics Canada (2001). "Aboriginal Peoples of Canada." Retrieved July 7, 2007 from <http://www12.statcan.ca/english/census01/Products/Analytic/companion/abor/canada.cfm>

Statistics Canada (2004). "Employment rates, by sex and Aboriginal identity." Retrieved June 22, 2006, from <http://www.statcan.ca/english/freepub/71-222-XIE/2004000/chart-o79.htm>.

Statistics Canada. (2006). "Labour market activities." Retrieved January 15, 2006 from <http://www12.statcan.ca/english/census01/Products/Reference/dict/pop038.htm>.

Statistics Canada. (2007). "Labour." Retrieved August 4, 2007 from http://cansim2.statcan.ca/cgi-win/cnsmcgi.pgm?Lang=E&ResultTemplate=SRCH4&CIITpl=CII___&CORCMD=GetTRel&CORId=2621&CORRel=5

Sun, Y. (2005). "Development of neighbourhood quality of life indicators." Saskatoon: Community-University Institute for Social Research. Retrieved January 15, 2006 from <http://www12.statcan.ca/english/census01/Products/Reference/dict/pop038.htm>.

Swisher, M., Rezola, S. and Sterns, J. Sustainable community development. Step 4: Develop sustainability indicators to measure progress. *IFAS Extension*. Retrieved February 15, 2005 from http://edis.ifas.ufl.edu/BODY_CD029

Sykes, S. and Levesque, K. (2004). Old wine in new bottles or a truly new vintage. *Horizons Policy Research Initiatives*, 7, 40-45. Retrieved January 15, 2006 from http://policyresearch.gc.ca/v7n2_e.pdf

The Social Enterprise Coalition (2003). There's more the business than you think. A guide to social enterprise." London: Social Enterprise Coalition.

The Toronto Enterprise Fund (2003). "Why the rising interest in social purpose enterprise?" Toronto: The Toronto Enterprise Fund.

Treasury Board of Canada Secretariat (2004). "Social Development Canada." Retrieved July 22, 2007 from http://www.tbs-sct.gc.ca/rma/dpr/03-04/SDC-DSC/SDC-DSCd3401_e.asp#section_3

Trochim, W. (2002). "Selecting the Survey Methods." Retrieved May 23, 2006 from <http://www.socialresearchmethods.net/kb/survsel.htm>.

The Annie E. Casey Foundation (N.D). "Stronger links: New ways to connect low-skilled workers to better jobs." MD: The Annie E. Casey Foundation. Retrieved January 13, 2006 from <http://www.aecf.org/>.

The Winnipeg Foundation. "For Grant Applicants." Retrieved May 4, 2006 from <http://www.wpgfdn.org/seekers.php>

Toye, M. and Infanti, J. (2004). "Social inclusion and community economic development. Literature review." Victoria: The Canadian CED Network. Retrieved January 15, 2006 from http://www.ccednet-rdec.ca/en/docs/pccdln/PCCDLN_20040803_LitReview-L.pdf

Tyler Norris Associates. 1997. The community indicator handbook: measuring progress toward healthy, sustainable communities. Redefining Progress; Sustainable Communities.

UIC Center for Urban Economic Development (1987). "Community economic development strategies. A manual for local action." Chicago: UIC Centre for Urban Economic Development.

United Way, Winnipeg (2005). 2005 Directory of agencies and services. Retrieved February 12, 2006 from <http://www.unitedwaywinnipeg.mb.ca/pdf/agency-directory-2k5.pdf>

University of Kansas. Part J. Evaluating community programs and initiatives (Chapters 36 - 39). *Community tool box* retrieved February 15, 2005 from <http://ctb.ku.edu/>

UNPAC. (2003). "Women and the economy." Retrieved December 23, 2005 from <http://unpac.ca/economy/wompoverty3.html>.

Valerie G. Ward Consulting Ltd. "Introducing the employment readiness scale." Retrieved December 17, 2005 from <http://workinonet.bc.ca/bccip/Business/IntroducingTheERS.pdf>.

Vidal, I. (2005). "Social enterprise and social inclusion: social enterprises in the sphere of work integration." *International Journal of Public Administration*, 28: 807-825.

Viswanathan, L, Shakir, U., Tang, C., and Ramos, D. (2003). "Social inclusion and the city. Considerations for social planning. Canada: Alternative Planning Group. Retrieved December 17 from <http://www.cassa.on.ca/APG/FINAL%20Social%20Inclusion--%20Apr.22.031New.pdf>

Ward, V., Riddle, D., and Lloyd, D. (2004). "Maximizing employment readiness." Vancouver: Valerie G. Ward Consulting Ltd.

Wates, Nick. (2000). "The community planning handbook : how people can shape their cities, towns and villages in any part of the world." London: Earthscan.

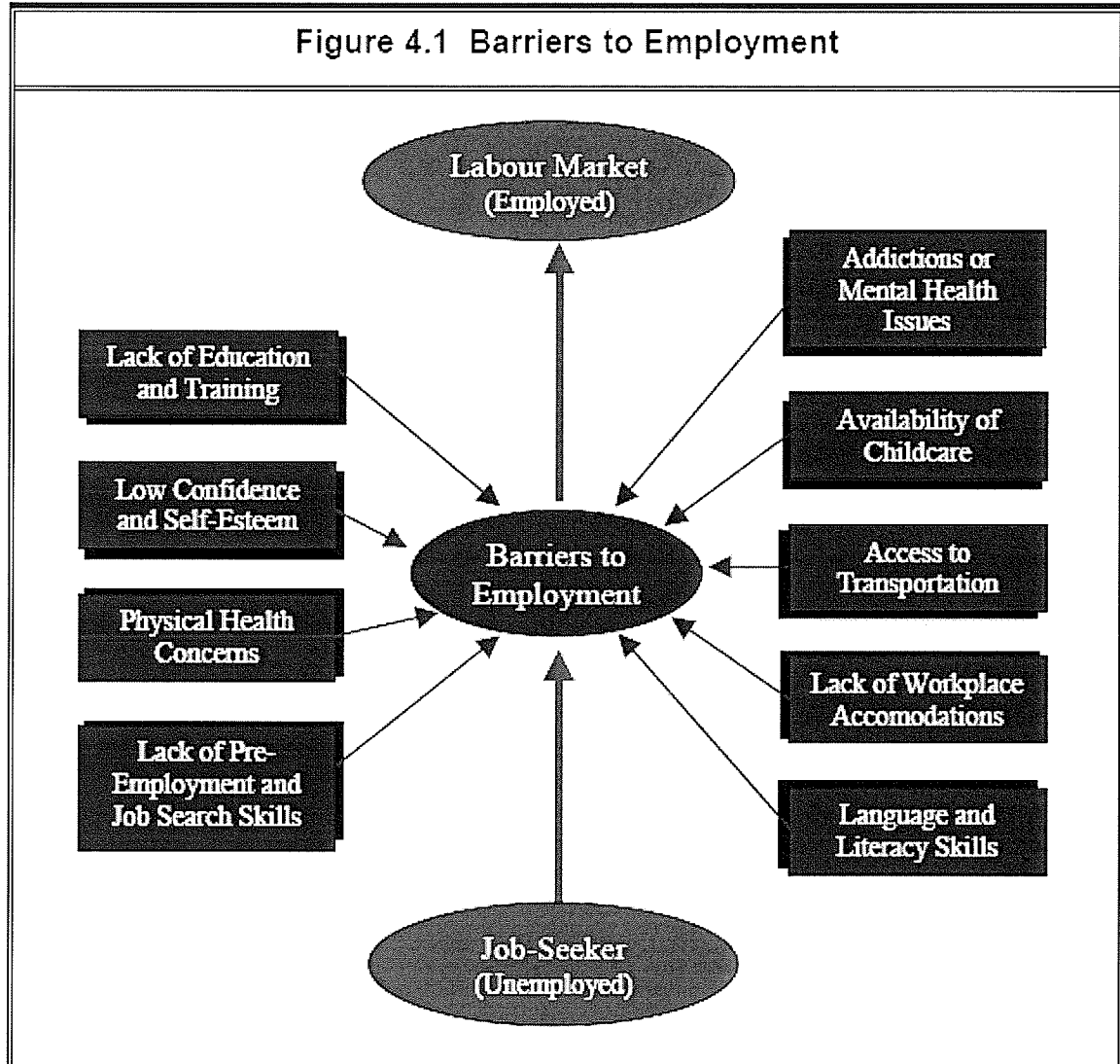
Wilson, Julius (1996). "When work disappears" in *Political Science Quarterly*, 111 (4), 567-595.

Wilson, Julius (1991). "Author looked at the truly disadvantaged" in *Political Science Quarterly*, 106 (4), 639-656.

World Bank (2004). "Poverty monitoring guidance note 1. Selecting indicators." Retrieved May 19, 2006 from http://siteresources.worldbank.org/INTPAME/Resources/SelectiveEvaluations/NoteIndicators_eng_Apr04_doc.pdf.

Zeller, S. "Help wanted. A costly mix of transitional work, mentoring and training may be the only way to get long-term welfare recipients back to work." In *Government executive*, April 2003, 44-51.

Appendix one: Barriers to employment



Garven and Associates Management Consultants, 1999, 7.

Appendix three: Survey

Date:

Location:

This is an anonymous survey about community and government programs in the inner city. It is being conducted by a student in the Masters of City Planning program, as part of her practicum. The purpose of the survey is to identify community and government programs available in the inner city, the program's strengths and weaknesses, and if they contribute to building income and skills. Your participation in the following survey will help inner city programs and funders improve programs. The survey will take approximately 5 minutes to complete. There is no penalty for refusing to participate and if at any time you wish to discontinue the survey you will not be penalized. If you have any questions or concerns, or would like a copy of your survey, please contact Lee Ann at 783-9401.

- 1) Please place a check beside the community and government programs, if any, you are involved in?

Opportunities for employment/House of Opportunities _____

PATH Resource Centre _____

St. Matthews Maryland Community Ministry _____

West Central Women's Resource Centre _____

Native Womens' Transition Centre _____

Ma Mawi Wi Chi Itata Centre _____

Centre for Aboriginal Human Resource Development _____

Urban Circle Training Centre _____

North End Women's Resource Centre _____

The Family Centre of Winnipeg _____

Other (please specify) _____

2) Please circle the benefits, if any, that you gain from these programs?

Income

Training/Skills

Friends

Childcare

Activities/things to do

Other (please specify) _____

3) What changes, if any, would you make to these programs?

4) Please circle if any of these programs ever provided you with income/money?

Yes (please specify which program (s)) _____

No

5) Please circle if any of these programs ever provided you with skills?

Yes (please specify which program (s)) _____

No

6) Have you gained employment through these programs? If so please specify which program (s)

7) Have you gained any skills through these programs that you later applied in a job?
Please specify what program (s).

Thank you for your time! Please return the survey to the receptionist

Appendix four: Workshop handout

Redefining Success

"The critical indicator of success is family-supporting employment within two years of starting a job training program. Measuring this requires that programs keep track of their trainees over time. Wide use of this measurement would support programs that create and sustain holistic approaches to job training rather than short-term, skill-specific training with no support services and retention efforts." (Milwaukee Success Measures Project Working Group)

What are indicators?

Indicators are measures that can help quantify or demonstrate the achievement or progress towards a goal or outcome. Once program/inner city program goals are established, indicators can monitor progress at various stages. There are many different types of indicators. They can be based on time periods, single or aggregate measures, or outcomes. Some common ones in community development include:

- **Input indicators** measure the financial/physical resources committed to achieving a goal. For example public expenditures on job training programs.
- **Output/performance indicators** measure the goods/services produced by the inputs. For instance, the number of job training programs developed and people served.
- **Outcome indicators** are the desired result and demonstrate progress made toward the overall outcome (i.e. economic self sufficient families). They can include employment and income from job training, and sense of social cohesion.
- **Impact indicators** measure the end result of a program such as number of people with stable jobs or now living in decent housing.

Why are they important?

- Demonstrate the success of programs
- Improve programs
- Influence policy

Some important characteristics of indicators

- Have meaning and reflect community values
- Easy to understand and measure
- Focus on causes, rather than symptoms of problems

Sources: Blake, S. (2003). "Community-Based measurement indicators: Resource Development Project." Unpublished paper.

World Bank (2004). "Poverty Monitoring Guidance Note 1. Selecting indicators." Retrieved May 19, 2006 from

http://siteresources.worldbank.org/INTPAME/Resources/SelectiveEvaluations/NoteIndicators_eng_Apr04.doc.pdf.

Appendix five: Workshop agenda I

Redefining success Workshop agenda 6-8 PM

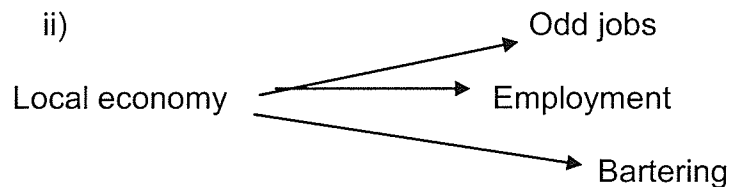
- 1) Introductions and dinner
 - a) Arrival, welcomes, name tags and dinner
 - b) While eating have everyone go around and introduce him or herself, and explain where the bathroom, water and phone are (6:10-6:15:MC). Do you want a break and go a bit longer, or go straight through and finish earlier?
 - c) Explain and have everyone complete the ethics forms (6:15-6:20: Lee Ann)
- 2) Review agenda (6:20-6:25)
- 3) Icebreaker (6:25-6:35)
 - a) Ask the question "What characteristics are important to participate in your local economy (either as an employee, business owner, trader) and pass around bucket full of items
 - b) Ask people to answer the question using a metaphor from their item
- 4) Overview of workshop goals (6:35-6:45)

We would like to give a brief overview of the goals of the workshop and how it evolved. I am a student of the Masters of City Planning. This workshop is part of the research I am doing for my practicum. I am interested at developing indicators for community-based programs that measure how they prepare people for employment. For my practicum, I describe employment as a journey for many people. I placed this journey to employment on a continuum. I built off some of the recent literature on employment and based this continuum on developing a person's **life skills, employment readiness and employment skills (have these 3 points on flip chart paper with examples).**

This idea came from my recent employment at SNA. I worked on a project that connected people to odd job opportunities in the West End. During this time I became aware through my participation on the SNA's CEDC, and many other groups, of three main issues with indicators and employment. These following issues are the basis of my practicum. These are **(have the main points on flip chart)**:

i) Community development ————> Employment

Many community development activities (i.e. community kitchen, volunteering) are not classified as employment programs, but they provide people with skills or other gifts that develop their employment readiness, life skills and employment skills. These three things are critical for finding and maintaining employment.



Employment is more than just finding and maintaining work, but also being socially included and building social capital. The journey to employment is often complex, lengthy and sometimes unrealistic for people. However that does not mean people should not have the opportunity to participate in their local economy, community or gain valuable life skills. Many people in the inner city have skills that are valuable to their community. Ensuring people have opportunities to develop and use these skills can promote social inclusion and reduce many of the issues arising from poverty

iii) Employment > Training, jobs, and income

There are many benefits that people gain from employment programs that go beyond jobs, income and training. These can include higher self-esteem and social connections.

The goals for these next two workshops are based on examining what people gain from community programs and how these things can be measured.

The goals for the first workshop are to acknowledge what clients gain from the community based programs in terms of employment readiness, life skills, employment skills, and employment. We also want to increase our knowledge base of indicators.

The goals for the first and second workshop are to examine how employment and other community development programs can better measure the benefits participants' gain from their programs. They will attempt to develop a common indicator framework can be applied to employment and other community development programs in Winnipeg's inner city. This framework will help programs gain a better understanding of the benefits their programs provide participants, gain funding, assist with planning for a program/org, and help steer employment related policy. We will also be discussing the strengths and weaknesses of the indicators/success measures listed based on SMART.

- 5) Understanding success through stories (6:45-7:00)
 - a) Tell participants we will be reading a story that will be discussing some of the important soft and hard benefits people gain through programs. Ask them to write down the benefits and other important characteristics about Sheila's journey to employment
 - b) Read story
 - c) Facilitate a discussion about the benefits/other characteristics people noticed Lee Ann will write these on a flip chart.

- 6) Exploring the benefits of community programming (7:00-7:20)
 - a) Intro: Now that we have reflected on some of the benefits Sheila received through the women's centre, we would like to discuss the benefits your programs provide. Please write down the benefits that participants receive from your program. Place each benefit on a separate post it (Lee Ann)
 - b) Go around and have each person read off a benefit and write them down on the flip chart (master list)

- 7) Laying the foundation for an indicator framework (7:20-7:45)
 - a) Break people into small groups. Ask them to group the indicators according to their similarities, linkages and goals (10 Min.)
 - b) Join smaller groups into one/two groups and have them discuss their groups (10 Min.)
 - c) Bring them together as a group and combine clusters (5 Min.)

- 8) What are indicators? (7:45-7:55)

- a) Ask them to define what indicators are. Have the definition of indicators and commonly used ones in community development on flip chart paper
 - b) Ask them for an examples of indicators
 - c) Ask them why they are important
 - d) Ask are there any aspects of indicators you would like to focus on in the second workshop.
- 9) Workshop evaluation (8:00-8:05).
-Hand it out and ask them to either fill it out there or we will collect it at the following workshop.

Appendix six: Workshop agenda II

Prep:

Lee Ann will pick up the flip chart on Monday. Will you write out the flip chart stuff beforehand? Or do want us to do it on Tuesday since we will be arriving earlier than last time? I can be there as early as 4-4:05.

These things need to be written out before the workshop.

- guidelines
- goals
- types of indicators and benefits in ONE colour of large post-its
- agenda

Handouts:

- SMART
- Lobbying government
- Evaluation form

Props we will need:

- markers
- flipchart
- masking tape so we don't hurt the walls
- 4 types of post-its: large (2 colours), square med, square small, cartoon bubbles
-

Agenda:

- 1) **Introductions and workshop guidelines (6:10-6:20):** have guidelines written down and posted on wall, and repeat/point to them if necessary during the workshop. Ask participants if there are any guidelines that they would like to add.

Guidelines:

- There are no wrong answers.
- We will respect everyone's opinion. Everyone brings a unique set of knowledge and skills.
- Each person will be heard and hear others speak. Please speak one person at a time and be conscious of how much you talk so that everyone has a chance to express themselves.
- We will respect each others privacy.

- 2) Review Agenda/Goals and Pep Talk (6:20-6:30):** Ask them if they would like a break, if so the workshop could go five minutes over.

Goals:

- Develop a guide that will help measure the benefits community development programs provide people and communities with becoming employment ready/gaining employment
- Recognize the connections between community development programs
- Identify the strengths and weaknesses associated with different indicators

Pep Talk:

- Everyone here brings unique knowledge and experience working, volunteering and being present in community development.
- Your experience with the community tells you what people are receiving from community development programs. We would like to take that knowledge and experience and try and come up with an indicator framework that will help funders better understand and help with program planning and evaluation.
- Recognize the connections between community development programs

3) Improving the draft indicator framework (6:30-6:45)

Lay the flip charts with benefits on them on the table. Ask the group to look for gaps and duplications in the titles and benefits. Ask them if they are appropriately labelled and categorized. *If we do not agree on a definition we can add benefits so we are representing everyone's thoughts/ideas.* Have 2 different coloured post its to represent changes to the framework .

4) What does success look like (6:45-7:05)?

Hang the flip chart papers on the walls.

Have a pep talk-Your experience is valuable. Every day you see how these benefits take form as you watch people and communities change. You know this process is not overnight and there are often many steps involved with it. You are also aware of the connections between life skills, health, self-esteem, family support. Your work makes a difference.

Ask people how do these benefits manifest/take form/expressed themselves. How would we know these things are happening)? Provide 2-3 examples with 2-3 different benefits. I.e. employment takes the form of

increased wages, hours worked, family supporting employment etc. Remind them that there are no wrong answers. Ask people to walk around and with individual post it notes write down how we know each benefit is being actualized. MC and Lee Ann will walk around during this activity and probe people.

5) Break (7:05-7:15)-tell people only five minutes.

6) How can we measure success (7:15-7:45)?

7:15-7:35-Break people into groups of 2-3 and assign them 1-2 sheets. Ask them to further break down the chart into how the benefits can be measured with post its. Provide examples-for example income can be measured by looking at average neighbourhood income, number of people receiving honorariums etc. *Again remind them that there are no right or wrong answers and that everyone has their own unique experience.* We need a couple ways of asking this question: How can these benefits be measured? How could we prove these things are happening? What could we measure in the person or community to show this is happening? What data/signs could we look at to prove this is happening? Pep talk-you probably are really familiar with this.

7:35-7:45-Provide them with cartoon bubble post its and ask them to write down and pros or cons that stick out with any of the measures. *Provide a small handout with SMART and explain briefly. Ask:*

- *Have you heard of SMART?*
- *How can we evaluate if the way we measure will be useful?*

Should we assign the groups or let them do it on their own? MC and Lee Ann will walk around throughout and provide probes.

7) Discussion and searching for challenges and strengths of indicators (7:45-8:00)

Have a ten-minute go around the table where everyone reports back. Ask each group to provide 2-3 examples of indicators that stuck out (i.e. were unrealistic etc.) Provide five minutes afterwards for everyone to add or change the framework. Tell people that this is NOT a discussion, that we are sharing back and that there will be time to add stuff and walk around.

8) Workshop evaluation and what would they like to do with the results (8:00-8:10)?

Ask them what kind of follow up would they like (i.e. present it the funders, write up a handbook for them with the framework and useful tools for

measuring success, etc). Provide opportunities to express verbally at the workshop and in the evaluation form what kind of follow up they would like.

Strategies for facilitation:

- That was a good point but we don't have time to cover it. Maybe after the workshop we could talk
- Thanks for your input, but let's focus on the task at hand
- No one's opinion or knowledge is right or wrong
- Let's add both of your ideas to the activity
- Thank you, we need to hear from other people

Appendix seven: Example of a tool for measuring basic physical health

Success Measure: Physical health

Tool: Health questionnaire

Example health questionnaire (adopted from <http://www.pdhealth.mil/clinicians/sf36v2.asp>):

Your answers will help in understanding and addressing any health concerns you may have.

Name _____

In general, would you say your health is: [check the circles that best describes your answer.]

Excellent

Very Good

Good

Fair

Poor

2. **Compared to one year ago, how would you rate your health in general now?**

Much better
now than one
year ago

Somewhat better
now than one
year ago

About the
same as one
year ago

Somewhat worse
now than one
year ago

Much worse
now than one
year ago

3. **The following questions are about activities you might do during a typical day. Does your health now limit you in these activities? If so, how much? [Check a circle on each line.]**

Yes,
limited

Yes,
limited

No, not
limited

		a lot	a little	at all
a.	<i>Vigorous Activities</i> , such as running, lifting heavy objects, participating in strenuous sports	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
b.	<i>Moderate Activities</i> , such as moving a table, pushing a vacuum or bowling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
c.	Lifting or carrying groceries	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
d.	Climbing <i>several</i> flights of stairs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
e.	Climbing <i>one</i> flight of stairs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
f.	Bending, kneeling, or stooping	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
g.	Walking <i>more than a mile</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
h.	Walking <i>several hundred yards</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
i.	Walking <i>one hundred yards</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
j.	Bathing or dressing yourself	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

4. During the *past 4 weeks*, how much of the time have you had any of the following problems with your regular daily activities *as a result of your physical health*?

		All of the time	Most of the time	Some of the time	A little of the time	None of the time
a.	Cut down on the <i>amount of time</i> you spent on activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
b.	<i>Accomplished</i> less than you would like	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
c.	Were limited in the <i>kind</i> of work or other activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
d.	Had <i>difficulty</i> performing the work or other activities (for example, it took extra effort)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

5. During the *past 4 weeks*, how much of the time have you had any of the following problems with your regular daily activities as a *result of any emotional problems* (such as feeling depressed or anxious)?

	All of the time	Most of the time	Some of the time	A little of the time	None of the time
a. Cut down on the <i>amount of time</i> you spent on activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
b. <i>Accomplished less</i> than you would like	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
c. Did work or activities <i>less carefully than usual</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

6. During the *past 4 weeks*, to what extent has your *physical health or emotional problems* interfered with your normal social activities with family, friends, neighbors, or groups?

Not at all	Slightly	Moderately	Quite a bit	Extremely
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

7. These questions are about how you feel and how things have been with you *during the past 4 weeks*. For each question, please give the one answer that comes closest to the way you have been feeling.

How much of the time during the *past 4 weeks*...

	All of the time	Most of the time	Some of the time	A little of the time	None of the time
a. Did you feel full of life?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
b. Have you been very nervous?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
c. Have you felt so down in the dumps that nothing could cheer you up?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
d. Have you felt calm and peaceful?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
e. Did you have a lot of energy?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
f. Have you felt downhearted and depressed?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

g.	Did you feel worn out?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
h.	Have you been happy?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
i.	Did you feel tired?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

8. During the *past 4 weeks*, how much of the time has your *physical health or emotional problems* interfered with your social activities (like visiting friends, relatives, etc.)?

All of the time	Most of the time	Some of the time	A little of the time	None of the time
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

9. How TRUE or FALSE is each of the following statements for you?

	Definitely true	Mostly true	Don't Know	Mostly false	Definitely false
a. I seem to get sick a little easier than other people	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
b. I am as healthy as anybody I know	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
c. I expect my health to get worse	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
d. My health is excellent	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Appendix eight: Guide for developing tools for measuring various success measures

Guide for developing tools for measuring various success measures

The following provides a basic guide to developing an assessment tool to measure the progress an individual or group has made, by providing a list of sample questions. The tool can be completed by an individual or group of people (i.e. a discussion circle).

Your answers will help in understanding and addressing _____

Name (s) _____

In general, would you say your _____ is:

Excellent

Very Good

Good

Fair

Poor

When was the last time _____ occurred? Please describe the steps that you/the group took to handle the situation.

Please list five things you learned about _____

Have you done _____ in the following week? Yes No
(Please circle Yes or No)

These questions are about _____

How much of the time during the *month*..... _____

All of the time Most of the time Some of the time A little of the time None of the time

Compared to a year ago, how would you rate _____ ?

Much better now than one year ago About the same as one year ago Somewhat worse now than one year ago Much worse than a year ago

How true or false is each of the statements for you/the group?

Definitely true

Mostly true

Don't know

Mostly false

Definitely false

Appendix nine: Consent forms for workshops



UNIVERSITY
OF MANITOBA

Faculty of Architecture

City Planning
201 Russell Building
84 Cuny Place
Winnipeg MB
R3T 2N2
Tel: (204) 474-6578
Fax: (204) 474-7532

Consent form Department of City Planning 2007

Advisor: Sheri Blake

This consent form is a short description of the project. An extra copy of the form is for your records. We would appreciate your review of this form, and if you have any questions or comments please do not hesitate to contact us.

Title of Project: More than just employment: exploring indicators for an employment continuum in Winnipeg's inner city

Project description:

'More than just employment: exploring indicators for an employment continuum in Winnipeg's inner city is a practicum project in the Masters of City Planning program, University of Manitoba. The purpose of the practicum is to explore the idea of an employment continuum. It will examine how employment programs in Winnipeg measure the success of their programs, and attempt to create a set of measures/indicators all the programs can use. The results of the project will be prepared in a practicum, which will be distributed to the Faculty of City Planning and employment programs in Winnipeg's inner city.

This practicum will involve conducting workshops with employment programs and funders in Winnipeg's inner city. I would appreciate your participation in the workshops. Each will take approximately 120 minutes. With your permission the workshops will be audio-recorded and photographs will be taken. Your information will be stored in a private and secure locked filing cabinet, and will be destroyed by December 2007, after the tapes have been transcribed. The photographs will also be stored in a locked filing cabinet and destroyed by April 2007. Your name or any information that could be used to identify you will not be included in the paper or other documents. Any information shared during the workshops will not be shared with people

outside of the workshop. There is no penalty for refusing to participate and if at any time you wish to leave the workshop you will not be penalized. The following research has been approved by the Joint-Faculty Research Ethics Board at the University of Manitoba.

Your signature on this form indicates that you have understood to your satisfaction the information regarding participation in the course project and agree to participate as a subject. In no way does this waive your legal rights nor release the researchers, sponsors, or involved institutions from their legal and professional responsibilities. You are free to withdraw from the study at any time, and /or refrain from answering any questions you prefer to omit, without prejudice or consequence. Your continued participation should be as informed as your initial consent, so you should feel free to ask for clarification or new information throughout your participation.

CONTACT INFORMATION:

If you have any concerns or complaints about this project you may contact the Principal Researcher, Lee Ann Beaubien [REDACTED] or her advisor Dr. Sheri Blake, Associate Professor, Department of City Planning, University of Manitoba, [REDACTED]

[REDACTED]
or the Human Ethics Secretariat [REDACTED] A copy of this consent form has been given to you to keep for your records and reference.

Thank you for participating in this project. Your cooperation and insights are very valuable, and are greatly appreciated.

I, _____, consent to the dissemination of
[Name of Participant: *please print*]

material provided to the Principle Investigator for use in the practicum. I understand also that all information will be treated as confidential, stored in a private and secure place, and subsequently destroyed at the end of the practicum by the Principle investigator.

Signature of Participant

Date

Name of Principal Investigator

Signature of Principal Investigator

Date

I, _____, consent to allow the finished practicum to be distributed to the employment program organizations and University of Manitoba.
[Name of Participant: *please print*]

I, _____, agree not to disclose the information shared during this workshop with people outside of the workshop.
[Name of Participant: *please print*]

I, _____, consent to the presence and involvement of a co-facilitator in the workshops.
[Name of Participant: *please print*]

Appendix ten: Consent forms for workshop



UNIVERSITY
OF MANITOBA

Faculty of Architecture

City Planning
201 Russell Building
84 Curry Place
Winnipeg MB
R3T 2N2
Tel: (204) 474-6578
Fax: (204) 474-7532

Consent Form
Department of City Planning
2006

Advisor: Sheri Blake

This consent form is a short description of the project. An extra copy of the form is for your records. We would appreciate your review of this form, and if you have any questions or comments please do not hesitate to contact us.

Title of Project: More than just employment: exploring indicators for an employment continuum in Winnipeg's inner city

Project description:

'More than just employment: exploring indicators for an employment continuum in Winnipeg's inner city is a practicum project in the Masters of City Planning program, University of Manitoba. The purpose of the practicum is to explore the idea of an employment continuum. It will examine how employment programs in Winnipeg measure the success of their programs, and attempt to create a set of measures/indicators all the programs can use. The results of the project will be prepared in a practicum, which will be distributed to the Faculty of City Planning and employment programs in Winnipeg's inner city.

This practicum will involve conducting informal interviews with employment programs in Winnipeg's inner city. I would appreciate your participation in a short interview that will take approximately 20-30 minutes. With your permission the interview will be audio-recorded. Your information will be stored in a private and secure place, and will be destroyed after the tapes have been transcribed. Your name or any information that could be used to identify you will not be included in the paper or other documents. There is no penalty for refusing to participate and if at any time you wish to discontinue the interview you will not be penalized.

Your signature on this form indicates that you have understood to your satisfaction the information regarding participation in the course project and agree to participate as a subject. In no way does this waive your legal rights nor release the researchers, sponsors, or involved institutions from their legal and professional responsibilities. You are free to withdraw from the study at any time, and /or refrain from answering any questions you prefer to omit, without prejudice or consequence. Your continued participation should be as informed as your initial consent, so you should feel free to ask for clarification or new information throughout your participation.

CONTACT INFORMATION:

If you have any concerns or complaints about this project you may contact the Principle Researcher, Lee Ann Beaubien [REDACTED] or her advisor Dr. Sheri Blake, Associate Professor, Department of City Planning, University of Manitoba, [REDACTED] [REDACTED] or the Human Ethics Secretariat [REDACTED]. A copy of this consent form has been given to you to keep for your records and reference.

Thank you for participating in this project. Your cooperation and insights are very valuable, and are greatly appreciated.

I, _____, consent to the dissemination of [Name of Participant: *please print*] material provided to the Principle Investigator for use in the practicum. I understand also that all information will be treated as confidential, stored in a private and secure place, and subsequently destroyed at the end of the practicum by the Principle investigator.

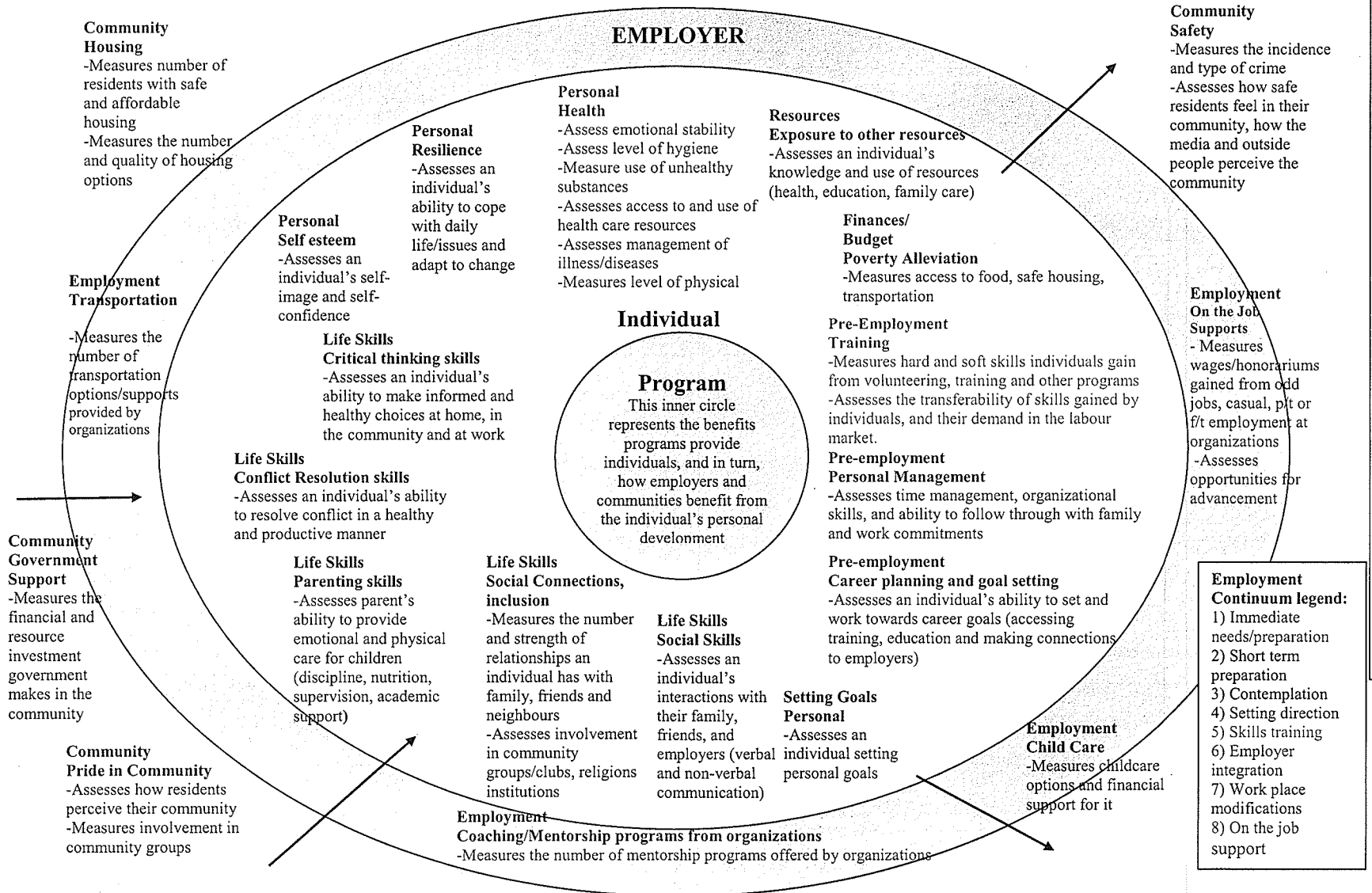
Signature of Participant Date

Name of Principle Investigator

Signature of Principle Investigator Date

I, _____, consent to allow the finished practicum to be
[Name of Participant: *please print*]
distributed to the employment program organizations and University of Manitoba

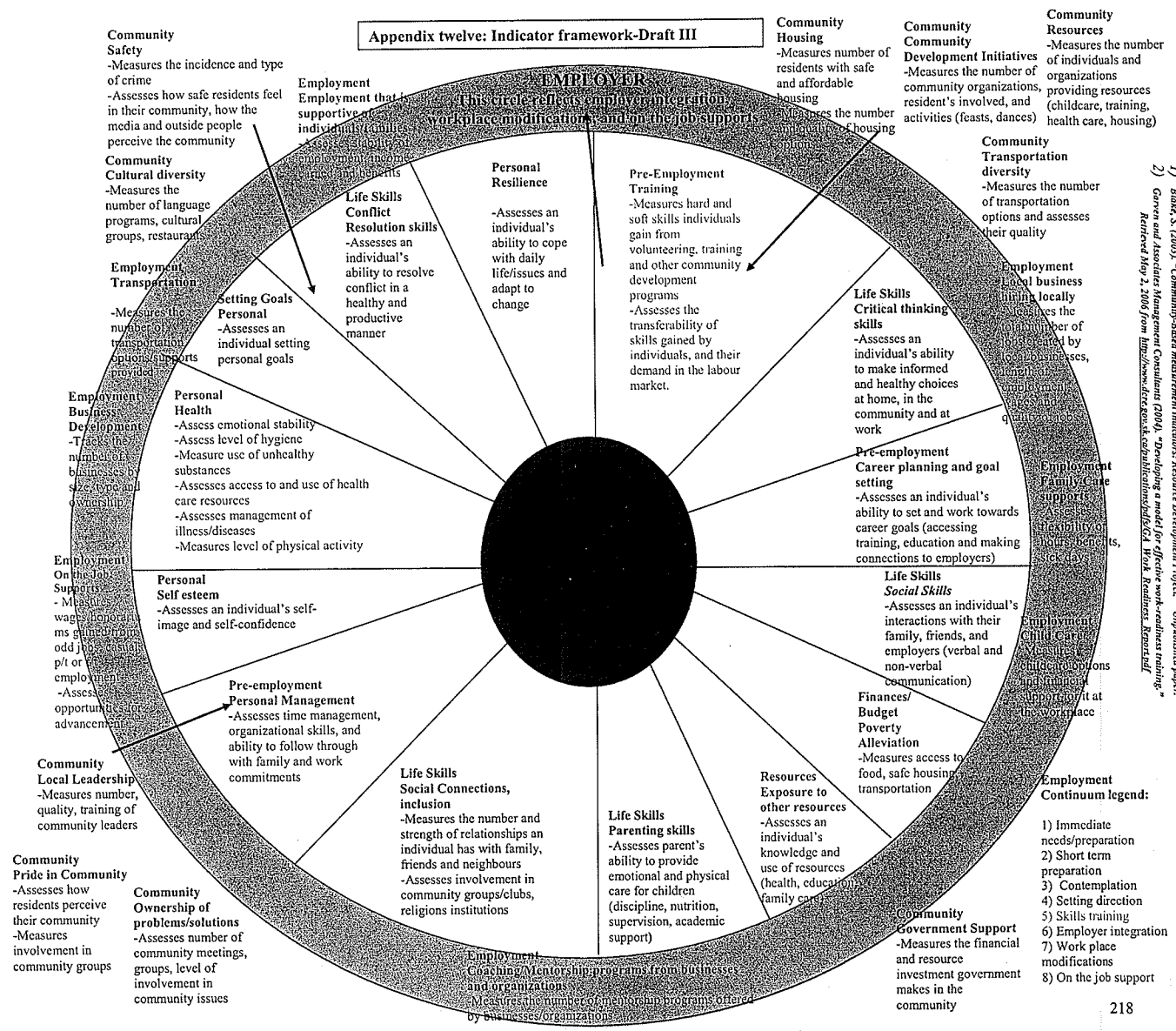
Appendix eleven: Indicator framework-Draft IV- Measuring the benefits inner city programs provide on an employment



3) Blake, S. (2003). "Community-Based measurement indicators: Resource Development Project." Unpublished paper.
4) Garren and Associates Management Consultants (2004). "Developing a model for effective work-readiness training." Retrieved May 2, 2006 from http://www.deregon.sk.ca/publications/pdfs/CA_Work_Readiness_Report.pdf

Adapted from:

Appendix twelve: Indicator framework-Draft III



Adapted from:
1) Blake, S. (2003). "Community-Based measurement indicators: Resource Development Project." Unpublished paper.
2) Green and Associates Management Consultants (2004). "Developing a model for effective work-readiness training." Retrieved May 2, 2006 from http://www.derebank.ca/publications/hrs/CA_Work_Readiness_Knowledg